

<i>Page</i>	<i>Column</i>	<i>Line</i>	<i>Read</i>	<i>In place of</i>
454	2	7	<i>Gwallor Act</i>	<i>Central Act</i>
454	2	16	<i>Central Act</i>	<i>Gwallor Act</i>
534	1	45	5 Edw. 3	Edw. 3
603	1	15	<i>Central Act</i>	<i>Madras Act</i>
603	1	16	1. The Co-operative	1. The Madras Co-operative Credit
603	1	17	Central Act 2	Madras Act 2
635	—	27	between the Company and himself, all his rights and possessions	Kurgut, Pateywarree, etc., and Saitphut. (2) In Kuny-wulleet <i>pargana</i>
705	1	12	4743	4473
705	2	18	4743	4473
725	1	43	<i>Bombay Act</i>	<i>Bombay Acts</i>
732	2	2	1949	1948
732	2	36	1949	1948
748	1	44	Bombay	Bomay
823	2	46	1, 1949	1 1949,
823	2	50	4384/46-F-III	4384/46-III
<i>Addenda</i>				
xvii	—	38	1915-1919	1915
xviii	—	13 & 30	1915-1919	1915
xix	—	36	Orissa and	Orissa or
xxiv	—	40 & 42	1915-1919	1915
xxvi	—	23	1915-1919	1915
xxviii	—	38	developed	other developed
xxxii	—	31	parts are	parts is
55	—	37	1915-1919	1919 (9 & 10 Geo. 5 C.101)
55	—	38	Governor's Province on January 3,	Lieutenant Governor's Province on January 1,
55	—	41	retained as	raised to
113	—	30	retained as	raised to that of
345	—	4	1915-1919	1919 (9 and 10 Geo. 5, C. 101)

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SECTION I  
INTRODUCTION

1.1 The Agricultural Land Ceiling Acts

The extremely unequal distribution of land in the country was the basic cause for the use of ceiling as a means of redressing this inequality. The first attempt to enact such ceiling in Maharashtra which formed a part of the then Bombay State, was made in August 1959 when a draft Bill was published to enact a ceiling on the different categories of land. But due to the impending reorganization of the then Bombay State, its consideration was postponed. After the formation of the present state of Maharashtra, the draft Bill was revised and passed in April 1961 and the Act came into force with effect from 26th January 1962. The Maharashtra Agricultural Land (Ceiling on Holdings) Act 1961 classified the agricultural lands into four groups and fixed a ceiling limit for each group of land held by a person either as owner or as tenant. These ceiling limits were revised in 1975 with a view to lower them and an amendment Bill called the Maharashtra Agricultural Lands (Lowering of Ceiling on Holdings) Amendment Act 1972 was passed. This Act commonly known as the Revised Act, classified the agricultural lands into five classes viz. (a) perennially irrigated land, (b) land irrigated for two seasons, (c) land irrigated for one season, (d) paddy lands in paddy areas and (e) dry crop land, and fixed a ceiling limit for each class.

The surplus land available as a result of the enforcement of these Acts was to be distributed among people according to a list of priorities laid down in the Act. - As the present study is concerned mainly with the distribution of this surplus land and its resulting ends, it is

necessary to note this aspect of the Amendment Act here, in somewhat greater details. The major provisions in the Act concerning its distributive aspect are given below :

(1) If the surplus land belonged to a person who by resuming land from his tenant before 2nd October 1975 had rendered the tenant landless, such surplus land should as a priority be first offered to the tenant.

(2) If any part of the holding of a person formed part of one or more compact blocks, then such surplus land should be first offered to the landlord who had leased it but had not exercised his right of resumption under the Tenancy Act.

(3) Of the remaining surplus land (excluding lands referred to above), 50 per cent should be reserved for distribution of <sup>to</sup> landless persons from the Scheduled Castes, Scheduled Tribes and Nomadic tribes notified by the State Government.

(4) The remaining land should be offered in the following order of priority to :

(a) landless tenant residing either in the village where the surplus land is situated, or within its radius of eight kilometers,

(b) a person who had leased his land to an undertaking referred to in Sec. 28 and who is a resident of the taluka in which the surplus land is situated and whose net annual income does not exceed Rs.4,000,

(c) servicing members of the armed forces and ex-servicemen,

(d) other landless persons.

The Act further provides that while distributing the surplus land, it should be seen that as far as possible, the total holding of the allottee should not exceed one hectare of land falling under class '(a)' noted above or



one and a half hectares of land falling under class '(b)' or two hectares of land falling under class '(c)' and '(d)' or three hectares of land falling under class '(e)'. The occupancy price of the land allotted should be the same as the compensation price calculated for that land and it should be payable in 15 annual instalments. The surplus land granted cannot be sold or otherwise transferred or partitioned without the permission of the Collector, except for a mortgage with the Government or a Cooperative Land Development Bank for securing a loan.

### 1.2 Objectives of the Study

An evaluation of the programme of implementation of the Land Ceiling Act involves two aspects of the problem viz. (1) the acquisition and distribution of the surplus land and (2) a follow-up of the allottees who have received the land. Unless the allottees bring their allotted lands under cultivation and raise their productivity through the use of inputs, like in the case of the other farmers in the area, a mere acquisition and distribution of the surplus land has no value in advancing the welfare of the landless, which is the ultimate purpose of a Ceiling Act.

The Government of Maharashtra had appointed a Committee for Evaluation of Land Reforms<sup>\*</sup>, in 1968. The Committee examined in depth the different aspects of the acquisition and distribution of the land declared surplus as a result of the Principal Act mentioned earlier. It could not, however, pursue the other aspects of the problem relating to the examination of the allottees who had received the surplus land, probably because the Committee had decided to restrict its deliberations to only the recorded information available with the Government. Besides,

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\* The Committee included Dr. M. Rath, Joint Director, Gokhale Institute of Politics and Economics, Pune, as one of its members.

the Land Ceiling Act constituted only one of the different land reforms, evaluated by the Committee. The present study is a further advance in this direction, evaluating the implementation of the Land Ceiling Act in the context of an examination of the allottees and of the use of the allotted lands.

The Estimates Committee of the Maharashtra Legislature in its Report for the year 1977-78 recommended that an evaluation of the programme of the implementation of the Maharashtra Agricultural Lands (Ceiling on Holdings) Act 1961, be made with the following objectives in view :

"(1) to assess the quality of the lands allotted i.e. whether they are cultivable or otherwise; where the lands are not cultivable whether they can be brought under cultivation by undertaking some developmental operations,"

"(2) to recommend the steps that could be taken to assist the allottees in the selection of seed, etc. and to provide them facilities for harrowing and ploughing of land with a view to increasing the agricultural production from the land,"

"(3) to ascertain and recommend the facilities (such as irrigation facility) which could be provided to the allottees for developing the land and what steps could be taken for the purpose," and

"(4) to assess the overall success of the scheme particularly with reference to whether there is any marked improvement in the economic conditions of the allottees."

The present study was undertaken by the Agro-Economic Research Centre of the Ministry of Agriculture and Irrigation, New Delhi, located at the Gokhale Institute of Politics and Economics, Pune, at the instance of the Planning Department, Government of Maharashtra, as per their resolution No. EVA-1077-14-Div II, dated 4th July 1978, in pursuance of the above Committee's recommendations. The following excerpts may be quoted from the note ('write-up') of the present study of evaluation of the implementation of the Act prepared by the Revenue and Forests Department, Government of Maharashtra, and appended with

the resolution to elaborate the objectives of the study.

"The revised Land Ceiling Act was brought into force with effect from 2.10.1975. Under this Act, till the end of August, 1977, 1,40,767 hectares of land has been declared surplus, out of which 1,08,302 hectares has been distributed to 72,375 allottees. Nearly 60 per cent of the land has been distributed to landless persons belonging to backward classes."

"The progress reports indicate that about 3500 hectares of the land cannot be distributed as it is uncultivable. Again all the lands that have been declared surplus and distributed are not of the same quality. While some of these lands are cultivable and of quite a good quality, the others may require developmental operations for bringing the land under cultivation. The allottees of the land also, by and large, belong to the economically weaker section of the society and do not possess necessary implements etc. for bringing the lands allotted to them under cultivation. Care has already been taken to make the allottees members of the village cooperative societies so as to enable them to obtain loans from cooperative financing agencies. A programme of harrowing and ploughing the lands granted to the allottees with the assistance of Village Sakhar Karkhanas, tractor-owners, etc. was also taken up in 1976 kharif season."

"The success or otherwise of the implementation of the Land Ceiling Act will depend upon :

- (1) whether the allottees have been able to bring the lands allotted to them under cultivation,
- (2) whether the measure has ultimately resulted in increasing the food production,
- (3) whether the measure has resulted in improving the economic condition of the allottee."

The note further stressed that the study would have to be undertaken with reference to the four objectives formulated by the Estimates Committee for the purpose of evaluation of the programme of implementation of the Act. We, therefore, examine the implementation of the Act in the case of the allottees in the Thane district in the context of the four objectives noted earlier.

### 1.3 Selection of the district, talukas and villages

We selected one district from each of the Konkan, Western Maharashtra, Marathwada and Vidarbha regions in the State for the study. In the Konkan region, the land acquired under the Principal and Revised Ceiling Acts, was distributed among 6167 allottees in Thane

district, 4941 allottees in Kulaba district and 3844 allottees in Ratnagiri district, according to the Progress Report for the distribution of land in the State, for the period ending 31st October 1976. The number of allottees was the largest in Thane district. Besides, 85 per cent of the allottees in this district belonged to the Scheduled Castes and the Scheduled Tribes. Thane district is also a predominantly tribal area, except in its southern part. We, therefore, selected Thane district among the three districts in the Konkan region.

It was considered reasonable to restrict the study only to those talukas which together contained at least 80 per cent of the allottees. We obtain<sup>ed</sup> the figures for the number of allottees from the District Collectorate at Thane for the period ending 31st October 1978 and the same are noted in Table 1.1. Talasari, Dahanu, Palghar

**Table 1.1 : Number of allottees in the different talukas in Thane district**

(Figures indicate the number of allottees)

Taluka	Principal Act	Revised Act	Total
1. Talasari	2019	764	2783
2. Dahanu	460	739	1199
3. Palghar	254	570	824
4. Shahapur	-	730	730
5. Kurbad	93	142	235
6. Vada	-	210	210
7. Jawhar	39	161	200
8. Mokhada	18	176	194
9. Ulhasnagar	22	99	121
10. Bhivandi	-	26	26
11. Vasai	-	-	-
12. Thane	-	-	-
✓ 13. Kalyani	-	-	-
<b>Total</b>	<b>2905</b>	<b>3617</b>	<b>6522</b>

and Shahapur talukas contained a substantial number of the allottees and together accounted for 85 per cent of the allottees in the district. It would have been adequate to restrict the field study to these four talukas. However, while proceeding with the field studies it was observed that though the other agencies had extended assistance to the allottees all over the district, the Forest Department had done the work of uprooting the stumps of the trees felled on the allotted lands exclusively in Jawhar taluka. Hence, the field study was extended even to this taluka. These five talukas contained 88 per cent of the total number of allottees in the district.

For the selection of the villages, we obtained the figures for the number of allottees for each village in the five talukas, from the Tehsil Records. These villages were arranged in a descending order, according to the number of allottees and further stratified into three groups viz. those containing (1) 1 to 5 allottees, (2) 6 to 15 allottees and (3) above 15 allottees. It was desirable to select villages from each of the above groups as there was a possibility that the extension agencies might have paid more attention to the villages containing a larger number of allottees but much less attention to the others. We decided to select villages from each group in such a manner that the selected villages in a group would contain at least 10 per cent of the allottees in that group. The number of villages to be selected from a group in a taluka was determined after taking into account the total number of allottees in the group and the average number of allottees per village in the same group. The villages were selected at random in each group. The number of allottees in the villages selected in the above manner made up for around 10 per

cent of the allottees in each village group and consequently 10 per cent of the allottees in the selected taluka. We decided to study all the allottees in the selected villages.

While conducting the field investigations, however, it was observed that the actual number of allottees, especially those in the villages containing more than 15 allottees in Talasari, Dahanu and Palghar talukas, fell much short of their number reported in the Tahsil records. So also some of the allottees in the villages selected in Shahapur taluka could not be contacted as they had temporarily left the villages in search of work available at the Bhatsa dam. In village Mokhavane in the same taluka, the land declared as surplus and distributed among the allottees, was found to be non-surplus and reverted back to the owners. Additional villages had, therefore, to be selected in Talasari, Dahanu, Palghar and Shahapur talukas to cover at least 10 per cent of the allottees from each group of villages. In fact, we had to investigate more than 10 per cent of the allottees in the lists of the allottees available in a taluka, on account of these additional villages. We investigated 611 allottees from 5 villages each from Talasari and Dahanu talukas, 6 villages each from Palghar and Shahapur talukas and 2 villages from Jawhar taluka. The villagewise number of allottees investigated in the 24 villages is noted in Table 1.2. The investigations were carried out during January-May 1979.

#### 1.4 Agencies concerned with the developmental activities and the cropping on the allotted lands

Before analysing the data collected for the allottees, it is necessary to note the activities undertaken by the different agencies operating in the district, for the development and cropping on the allotted lands. The scheme

**Table 1.2 : Villagewise number of allottees investigated**

Taluka	Village	Number of allottees investigated
Talasari	1. Kurse	26
	2. Varavade	73
	3. Vadavali	49
	4. Vevaji	1
	5. Zai	11
	Total	160
Dahanu	1. Modgaon	3
	2. Ambesari	101
	3. Chari	16
	4. Jamshet	63
	5. Kolavali	6
	Total	189
Palghar	1. Akkarpatti	26
	2. Alyali	11
	3. Shirgaon	11
	4. Umbarpada	5
	5. Temboda	6
	6. Durves	63
	Total	122
Jawhar	1. Male	10
	2. Nyahale	23
	Total	33
Shahapur	1. Atgaon	32
	2. Dhamani	34
	3. Musai	3
	4. Shirvanje	4
	5. Sakurli	10
	6. Birvadi	24
	Total	107
Total	.....	611

of financial assistance to the allottees of surplus land which was formulated and financed by the Government of India and which was the major scheme to assist the allottees all over the country, was not applicable to areas covered by special schemes such as those of the Small and Marginal Farmers' and Agricultural Labourers' Development Agencies, Drought Prone Area Programmes, Command Area Development Agencies, Integrated Area

Development Schemes, etc. Thane district being already covered by the Small Farmers Development Agency (SFDA), this major scheme of providing financial assistance to the allottees was not applicable to Thane district.

Under the Central Scheme formulated by the Government of India, the allottees were eligible for a crop assistance of Rs.250 per hectare, and a land development loan of Rs.500 per hectare with a 50 per cent subsidy; whereas the SFDA was merely an agency granting one-fourth or one-third subsidy over the medium term and long term loans already granted to the small and marginal farmers respectively through the District Central Cooperative Bank, Land Development Bank and Nationalised Commercial Banks in the district.

The SFDA in Thane district had, however, taken no steps initially to finance the allottees. During our visit to the SFDA in November 1978, we learnt that they were not supplied with the list of the allottees who were granted land in the district by the Collectorate and hence they could not finance the allottees. In May 1979 during our final visit to the SFDA, we came to know that they had then obtained the list and they would grant a subsidy to the allottees, provided the Banks sanctioned loans to them. The SFDA functioned only when a loan was granted by the financing agencies. This major alternative to the Central Scheme in the form of the SFDA had, therefore, proved to be of no use to the allottees at least during the first three years of the implementation of the programme in Thane district.

The District Central Cooperative Bank had financed a few of the allottees but we could not obtain the data for them as no separate accounts were maintained by the



Bank for the allottees. The information available at the Collector's office in May 1979 revealed that the quantum of the finance through the Bank was extremely small. Only 21 allottees in Talasari taluka were given crop loans of Rs.4,091 and another 21 allottees in Murbad taluka, loans of Rs.1,050. Nineteen allottees in Palghar taluka received Rs.4,422 whereas 256 allottees in Shahapur taluka received loans of Rs.25,120. The allottees in Vada and Jawhar talukas had not received any loans.

The Land Development Bank had sanctioned a loan of Rs.900 to one allottee in Shahapur taluka. In Palghar taluka, it had distributed Rs.937 among four allottees in village Alyali and Rs.937.50 among five allottees in village Shirgao. Loans were also disbursed to a few allottees in some other villages in this taluka. As the sanctioning of loan for land improvement involved prior sanction of the District Collector, the process had become time-consuming. It was reported that this was a factor impeding the granting of loans to the allottees besides the non-availability of their lists.

Among the commercial banks, the Dena Bank had adopted a village namely, Jamshet in Daharu taluka and it had granted loans of Rs.3,250 to eight allottees in the village. The Bank of Maharashtra which was a Lead Bank for the district, had not sanctioned any loans to the allottees. It had not formulated even a programme of financing the allottees upto the period of this survey. Neither the District Central Cooperative Bank nor the Land Development and the Commercial Banks possessed the lists of the allottees. The above information about the loans through the banks, is however, somewhat sketchy, as the banks did not maintain the accounts for the

allottees separately. It would be possible to elucidate this aspect of financing the allottees, through the analysis of the data for the allottees examined in the subsequent discussions.

The Block Development Agency in some talukas had undertaken a free seed distribution programme and a nursery programme for the allottees. The provision for these programmes was, however, so meagre that they could undertake the programme only for a few allottees in a few villages. In Palghar taluka in 1976-77 for example, 210 kg. of paddy seed was distributed among 10 allottees in 6 villages and 33 Kg. of hybrid jowar seed, to 10 allottees in two villages; the nursery seedlings were distributed among another 10 allottees. The programme was continued on the same lines in 1977-78 and 35 allottees were given seeds and fertilizers under the Adivasi sub-plan which was operative in the district. A few allottees had received the benefit of similar programmes in the other four talukas. The absence of the lists of allottees with the Block Development Agency, was reported to be a major handicap in formulating any extensive programme of extension for these allottees.

The Forest Department, as noted earlier, had undertaken the programme of uprooting stumps of the trees felled on the allotted lands only in Jawhar taluka. The Department undertook the programme in 1976-77 and uprooted 5,601 stumps on 106.30 hectares of allotted land at a cost of Rs.19,518. The number of stumps uprooted worked out to 52.7 per hectare and the cost per stump worked out to Rs.3.48 which indicated that the stumps were fairly big in size. The size of stumps appeared to be unduly large as also the number of stumps per hectare. The programme was originally planned to

be undertaken on 145.69 ha. in the taluka but the Collector ordered it to be closed for reasons unknown.

The Soil Conservation Unit in the district had undertaken bunding and terracing operations in every taluka. As per their Report for October 1978, they had completed such works on 387.53 hectares of allotted land at a cost of Rs.5.28 lakhs. Their cost per hectare worked out to Rs.1,362.50. Compared to the allotted area of 6,784 hectares, soil conservation measures were completed only on 5.7 per cent of the area during the first three years of the programme. The progress of soil conservation over the allotted lands was, thus, proceeding at a very slow pace. Even the offices of one of their subdivisions viz. the Dahamu sub-division were shifted to some other district during the year of our investigation. The Soil Conservation Unit had, however, to face some difficulties while undertaking the conservancy measures over the allotted lands. They were not supplied with the list of allottees and hence they had to select villages and obtain the lists from the 'talathis'. The plots allotted were not marked and mapped and hence it was difficult to precisely locate the allotted lands. At some places, no village records were available for these lands. Many of the lands were slopy and rocky and hence it was not possible to undertake soil conservation measures on such lands. At some places, these lands were full of stumps and tree growths and in their opinion, unless the Forest Department cleared the stumps, it was no use undertaking soil conservation measures on them. The uprooting of stumps, as we were told, required at times the use of dynamite. The Soil Conservation Department had no such unit specialised in uprooting big stumps.

### 1.5 Outline of the study

We present our study in six Sections. Section II gives some features of the distribution of surplus land and the characteristics of the allottees. We examine in this Section the area of land declared surplus and the area distributed, the number of allottees who are in possession of the land, the reasons for their not being in possession, the previous experience of the allottees in cultivating the land, their educational status and the castes to which they belonged.

We examine the quality of the allotted lands in Section III. For this purpose, we classify the lands according to their quality and examine if the lands are brought under cultivation or not. If they have been brought under cultivation, we note the measures undertaken by the allottees and the different agencies in bringing them under cultivation. Where the lands are not brought under cultivation, we examine the reasons thereof and explore the possibilities of bringing them under cultivation and discuss the measures involved.

Section IV deals with the use of inputs on the allotted lands. We commence the analysis in this Section by examining the input of water on the allotted lands, the possibilities of introducing irrigation on the un-irrigated holdings and the measures necessary for the same. We then examine the use of the other inputs such as seed, fertilizer, labour, etc. and note the possibilities of improving their use along with the measures necessary for the same. We also note the different resources such as bullocks and implements possessed by some of the allottees and examine how they had acquired these resources. We discuss the measures necessary to provide these resources to the other allottees.

We assess the overall success of the programme of allotment of the surplus lands in Section V. For this purpose, we examine how much the cultivation of the allotted lands has added financially to their income, and physically to their consumption in the form of food-grains. Finally, we summarize and conclude the results of our analyses in Section VI.

## SECTION II

### SOME FEATURES OF THE DISTRIBUTION OF SURPLUS LAND

Before proceeding with the analysis of the collected data in the context of the four objectives laid down by the Estimates Committee for the purpose of evaluation, we examine in this Section, some features of the distribution of the surplus land and the type and the character of the allottees, to serve as a background for the later analysis.

#### 2.1 Area of land acquired and distributed

The figures for the area declared surplus and the area allotted in each taluka under the Principal Act as well as the Revised Act were obtained from the Collector's Office, Thane. The same are given in Table 2.1. The Table indicates that an area of 10,282.63 ha. was declared as surplus in Thane district under ~~both~~ the Acts, out of which an area of 6,783.60 ha. was distributed among the allottees. Around one-third of the area declared as surplus in the district was not distributed at least upto September 1979 when the figures given in the Table were collected from the Collector's office. The area declared as surplus in Kalyan and Thane talukas was not distributed for the reason that these two talukas formed a part of the Bombay Metropolitan area. Otherwise some area was available for distribution in every taluka except these two talukas, and the Vasai taluka wherein land was not in surplus. Practically all the land declared as surplus in Jawhar, Shahapur, Wada and Dhivandi talukas was distributed among the allottees. On the contrary quite a substantial part of the surplus land in Palghar, Dahanu, Kakhada and Ulhasnagar <sup>talukas</sup> was yet to be <sub>χ</sub>

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distributed. A part of the Ulhasnagar taluka being included in the Bombay Metropolitan area, some part of the surplus area had remained undistributed, but in the other three talukas a substantial part of the area declared as surplus even under the Principal Act was not distributed by them. Palghar taluka was leading in this respect. Seventy-one per cent of the surplus land in the taluka was not distributed, when we commenced the present study.

## 2.2 Lists of the allottees maintained at the taluka office

Two Registers were being maintained at each taluka office, one for the land allotted under the Principal Act and the other for the land allotted under the Revised Act. With the exception of the Jawhar taluka, these Registers were either incomplete or maintained crudely in all the four remaining talukas, selected for the survey. In Talasari taluka for example, we could copy through these Registers names of only 1,411 allottees though the records at the Collector's office showed that land was allotted to 2,783 allottees in the taluka. The number of allottees in the two Registers in Palghar taluka on the contrary, worked out to 1,146, though the records at the Collector's Office showed that the number of allottees in the taluka was only 824. This may be a result of duplicating the lists for the same villages with minor changes or retaining the names of allottees whose allotment was cancelled at a later date, a fact which we could not verify. It is only in the Jawhar taluka that the list was cyclostyled and maintained properly, which as we had seen in Section I, was very necessary for extending the developmental assistance to the allottees through the different agencies. We give in Table 2.2, the number of allottees in



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each of the selected talukas as noted in the records maintained at the Collector's Office, the number of allottees in the Registers at the taluka office, the total number of villages in the selected talukas and the number of villages wherein land was distributed.

It will be observed from the Table that the number of allottees in the Registers in Talasari, Dahanu and Shahapur talukas is much lower than their numbers reported by the Collector's Office for the respective talukas. The opposite appears to be the case of the Registers maintained for Palghar taluka. Among all the talukas, the number of allottees recorded in the Registers for Talasari taluka is far inadequate to substantiate the figure for the number of allottees recorded at the Collector's Office. It should be noted that in reply to a letter dated 28th November 1978 from the Sub-divisional Officer, Dahanu division, Dahanu, addressed to the Tahsildar, Talasari, for furnishing villagewise, survey-numberwise and Khatedarwise information for the disposal of Ceiling Land to the Divisional Forest Officer, Dahanu division, the Tahsildar could not furnish more than 505 names for his taluka. This happened in spite of an appeal in the letter that "Please note that the Collector, Thane, is very serious about this issue and hence it will be the personal responsibility of the Tahsildar to ensure that the accurate information is submitted." We could at least notice 1,411 names of the allottees out of the possible 2,783 allottees, through the Registers and the other files in his office. How can the Divisional Forest Officers or any other agency extend assistance to the allottees only with the 505 names against the stipulated figure of 2,783 allottees available at the Collector's office? As a first step to

undertaking any developmental activities for the allottees, it is, therefore, necessary that the correct lists have to be cyclostyled, as in the case of the Jamhar taluka, before supplying these lists to the different agencies. This could be done by rebuilding the figures for villagewise number of allottees with the help of the talathis. The number of villages wherein land has been distributed (given in the same Table) is fairly small in relation to the total number of villages in a taluka. It will not be, therefore, difficult to rebuild such lists as a first step to undertaking any developmental activity for the allottees.

Another discrepancy in these lists resulted from the mixing of the allottees of land who were given the land acquired under the Ceiling Acts and those who were given the forest and the waste lands. In one of the selected villages namely Modgaon in Dahanu taluka, it was observed that the Register showing the distribution of surplus land (Form No. XIV) showed that one landlord had declared his surplus land and it was distributed among three allottees. Upon interrogating these allottees, they replied that they were given the Government owned forest land and not the land of a private landlord. It is possible that the allottees may not be having a proper knowledge about the previous owner of the land or there may be discrepancies in the records. But this raises a further question as to what happened of the landlord's surplus land. Is he still cultivating those lands or simply harvesting the grass on the lands for sale along with that on his adjoining lands? Two of the allottees at Kurse in Talasari taluka also reported that they were given the forest land and not the surplus land. Utmost care has, therefore, to be

taken in rebuilding these lists separately for the allottees of the land acquired under the Ceiling Acts and the lands distributed under other schemes. We now examine if all the allottees in these taluka Registers had at least received their land.

### 2.3 Number of allottees in possession of the land

We have already noted the villagewise number of allottees investigated for the survey in Table 1.2. We could not, however, collect the required data for all the allottees as some of the allottees on records had not received the land and some other allottees had left the village either provisionally or permanently for employment elsewhere. We give in Table 2.3, the village-wise number of allottees noted in the taluka Registers and the number of allottees in actual possession of the land.

As these data indicate, 78 allottees or 13 per cent of the 612 allottees who are presumed to have been given land according to the taluka Registers, had not received any land. Fifty four other allottees or around 9 per cent of the total allottees in the selected villages had left the village either provisionally or permanently and were not present in the village at the time of our survey. We could not know whether they were in possession of the land and if they had received the land, whether they were cultivating it. Four of the allottees died after the allotment of the land and hence we could not enquire about their allotted lands. Likewise it was not possible for us to know the whereabouts of 16 of the 101 allottees in the village Ambesari in Dahamu taluka. No one in the village could supply information about 16 persons in the list, who were allotted land according to the Taluka Registers. A little more than one-fifth

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of the allottees in the selected villages, thus either did not possess the land or had left the village either provisionally or permanently in search of employment or were either missing or dead. As quite a significant proportion of the allottees were not in possession of the land, we examine this phenomenon villagewise and in somewhat greater details in an effort to find out the causes for the same.

In the village Varavade in Talasari taluka, for example, 13 of the 73 allottees had not received the allotted land. Twelve of these allottees were not shown the allotted land by the Talathi and they complained that the previous owner of these lands, a landlord of the village, was harvesting and selling the grass growing on them. The Talathi and the Circle Inspector for the village confirmed that some allottees were not shown the lands but they proposed to show them the lands within a few days. One wonders why the lands could not be shown to them in a period of two years which had elapsed after the official distribution of these lands. In the remaining case in the same village, the land was shown to an allottee, but it being already occupied by a tenant of the previous owner of the land, the allottee could not get possession of it. Four of the allottees in village Kurse and two of the allottees in village Vadavali in the same taluka were also not shown the lands by the Talathis of the respective villages. One of the allottees in the latter village who was a woman, complained that the Talathi and the Circle Inspector for the village had compelled her to entertain them to a sumptuous meal for the purpose, but she was told later that they were awaiting the Government order required for allotting the land. In another



case in the same village, an allottee was employed with a landlord who was the previous owner of the allotted land and the landlord feared that if the Talathi showed the allottee his land, the allottee would not continue in his service. Apparently, the Talathi did not show him the land and the landlord continued harvesting the grass on his entire holding as he was doing in the past.

The situation at village Ambesari which is in the interior part of Dahanu taluka, was still worse in relation to the situation in the above three villages. Thirty-four of the 101 allottees in this village were not in possession of the land. Eleven of these allottees were shown their lands by the Talathi and the Circle Inspector for the village but the previous owner of these lands forbade them by force to cultivate them and he continued harvesting the grass on all his lands. Two of these allottees received even improved seeds of paddy which, in the absence of land, they had to use for home consumption. The Talathi did not show the lands to the remaining 23 allottees. As stated earlier, it is in this interior village that we could not even trace the families of 16 allottees recorded in the Talathi Registers inspite of our search for them in every habitat.

All the villages noted above in the Talasari taluka and the Dahanu taluka were more or less in the interior and the Talathis did not show the allotted lands to many of the allottees. The lands declared surplus in these areas were mostly the grass lands which the owners were unwilling to surrender possibly because they yielded a good income simply through harvesting the naturally grown grass. It was not possible in an economic survey of the type we conducted, to locate all such

lands and examine who was using them and for what purpose.

There were a few other cases of the allottees not being in possession of the land in the remaining villages in the Dahanu taluka and the other talukas which were not in the interior. In one case at Durves in Palghar taluka, another at Atgaon in Shahapur taluka and two more cases at Birwadi in the same taluka, the Talathi had not shown the lands to the allottees. At Durves, the female allottee was given even a pass-book for the allotted land and she had paid the revenue for the land for the past two years. She was yet not shown the piece of the allotted land. We now examine the other cases in the non-interior parts of these talukas, which depict a different set of reasons for the allottees not being in possession of the allotted lands.

One of the allottees at Chari in Dahanu taluka and another at Birwadi in Shahapur taluka had to return the allotted lands to the Government as they were not cultivable. One allottee at Jamshet in Dahanu taluka was asked to surrender the land by the Government as he was found to own a piece of land already. Two others from Temboda in Palghar taluka were asked to do the same as they were employed elsewhere and earning a reasonable salary. These cases were even discussed in the newspapers and consequently the Government had to take the aforesaid action on these allottees. There were some more cases of faulty distribution of land, especially in the Palghar taluka. At Umbarpada in this taluka, the land allotted to two persons, was found to have been already allotted to an ex-serviceman under the old Ceiling Act. These two allottees could not, therefore, get any land from the Talathi. At Temboda in the same taluka, a single piece of land was faultily allotted to two allottees. The case being by then

pending in the court, none had received the possession of the land. In the same village, there had been some confusion about the area allotted to two allottees and one of them was not allowing the other to possess the land.

In one case at Jamshet in Dahanu taluka and five cases at Birvadi in Shahapur taluka, the allotted lands were already in the possession of the unlawful tenants of the previous owners and hence the allottees could not get a possession of the lands. In one case at Musai in the latter taluka, one farmer had borrowed some amount by executing a sale-deed for his piece of land to a landlord, to meet the expenses of his son's marriage on the verbal condition that the land would be returned to him when the loan was repayed. But the Revised Ceiling Act was enforced in the meanwhile and the landlord had to declare this piece of land as surplus, even though the farmer had repayed a major portion of his loan. The allottee for this surplus land could not get the possession of the land as it was already in the possession of the farmer who had merely entered into an unlawful transaction with the landlord. Unlawful leasing out of the land or fictitious land-sales were observed to be prevalent on a large scale in the non-Adivasi areas.

It may, thus, be observed from the various cases described <sup>in</sup> on the preceding paragraphs that the major cause for the allottees not getting possession of their lands was <sup>that</sup> the Talathis and the Circle Inspectors had kept them away from these lands, by not showing them their allotted lands. At Ambesari, the previous owners of the land had even forbade the allottees to cultivate the lands shown to them by the Talathis. Such instances

had taken place on a large-scale in the Adivasi areas which were much in the interior. The unlawful leasing out of land, fictitious land-sales, faulty distribution of land and distribution of non-cultivable lands were the other causes for the allottees not being in possession of their allotted lands.

#### 2.4 The Absentee Allottees

We have noted above that around 10 per cent of the allottees in the selected villages could not be contacted by us as they were not available in these villages at the time of our enquiry. We, however, enquired about their whereabouts from other local farmers. The results of this enquiry are presented below.

At Vadavali in Talasari taluka, all the four Adivasi allottees who could not be contacted by us, were employed in some distant villages and towns. One of them was an agricultural graduate. Two of them including the agricultural graduate, were brought up by the Vishva Hindu Parishad at Talasari and the Parishad was managing their lands with an objective to raise a plant nursery thereon. We could not ascertain how the lands of the other two allottees in this village were being managed. The absentee allottees in the other villages in the taluka had left their villages in search of seasonal employment elsewhere. One of the allottees at Varavade had not even taken possession of his land; the previous owner of the land was using it for growing grass.

Besides the 16 allottees at Ambesari in the Dahanu taluka, whose whereabouts could not be traced by us, there were seven other allottees in the village, whom we could not contact. One of these allottees died after the allotment of the land and six allottees had left the village for employment at some other

places. One allottee was an agricultural graduate and the other was managing a land unit at the Dabchari Milk Project where he was maintaining cross-bred cows and cultivating 2 ha. of land. We could not get information whether these seven allottees were at least in possession of their lands.

The allottees in the other villages in Dahanu taluka and in villages in the other talukas, noted in the Table and whom we could not contact, had left the village mostly in search of seasonal employment. Some allottees in the villages in Shahapur taluka had left the village for work at the Bhatsa dam whereas some others in the other talukas had gone out for work at the brick-kilns, salt-pans, etc. It was not, therefore, possible for us to enquire about their allotted lands.

#### 2.5 Land owned and land leased in by the allottees before allotment of the surplus land

We have noted in the Section I that the surplus lands were to be allotted as a priority to the tenants who had become landless as a result of the resumption of their lands by the landlords. This implies that an allottee should, as far as possible, have had some previous experience of cultivating land. We examine here if the selected allottees had either owned or leased in any land prior to their getting the surplus land.

The land was allotted to individuals who in some instances stayed in joint families and in such cases one person from the family or even more than one person had received the surplus land. Such families, in some cases, also owned a piece of family land which stood in the name of the head of the family. The 469 allottees who were in possession of their lands and whom we

could contact, were staying in 455 families. For the purpose of examining the previous experience of the allottees, we examine the data as regards their families and not the individual allottees. We have to make a clear distinction between (a) the allottees investigated (Section I) which included even the allottees who were not shown their lands and those whom we could not contact, (b) the allottees whom we could contact and who were in possession of the lands (henceforth mentioned only as the allottees) and (c) the families composed of these allottees (henceforth mentioned as the allottee-families or only as families). We give in Table 2.4 the talukewise number of allottees and the allottee-families from the selected villages, the number of families owning and/or leasing in land either prior to the allotment of the surplus land or even before, and the area owned and/or leased in. Some families had unlawfully encroached upon the lands belonging to the landlords. The areas encroached by the allottees for cultivation are also noted in the same Table.

It would be observed from the Table that it is mainly in the Talasari and the Dahanu talukas that the allottee-families had owned and/or leased in lands either prior to the allotment of the surplus land or even before. The proportion of families owning and/or leasing in land was negligible in the other talukas. Eighteen families in Talasari taluka and one family in Dahanu taluka had also encroached some parts of the lands belonging to the landlords. Eighty six per cent of the families in Talasari taluka and 40 per cent of the families in Dahanu taluka had, thus, some experience of cultivating lands prior to the allotment of the surplus land. Twenty per cent of the families in

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Jawhar taluka and 15 per cent in Shahapur taluka were likewise cultivating some land prior to the allotment of surplus land. Only one family in Palghar taluka had previously owned some land, which means that the surplus land in the taluka was distributed solely among the landless families. The average size of the holding of the land owning and/or leasing in families ranged between 1 and 1.2 ha. in Talasari, Dahanu and Jawhar talukas whereas it worked out to only half a hectare in Shahapur taluka. A few of these families lost their lands during the course of time. We now examine the present land holding of these families and note the gains and losses therein after the allotment of land.

#### 2.6 Present land holding of the allottee-families

The present land holding of the allottee-families consists of land owned and/or land leased in, land allotted and land purchased after the allotment. None of the allottees possessed any encroached land after the allotment of the surplus land. The areas held by the allottee-families in the selected villages under each of the above categories are noted talukawise in Table 2.5.

A comparison of Tables 2.4 and 2.5 indicates that the number of landholding families had gone up from 167 to 455 after the allotment of land. However, there was not much change in the average size of the holding of these families in Talasari, Dahanu and Jawhar talukas inspite of the distribution of surplus land; the average size of the holding, on the contrary, even decreased to some extent in Dahanu taluka. We, therefore, examine the different categories in greater details by observing the gains and losses on the individual holdings.

As the comparison of the two Tables indicates,



Jawhar taluka and 15 per cent in Shahapur taluka were likewise cultivating some land prior to the allotment of surplus land. Only one family in Palghar taluka had previously owned some land, which means that the surplus land in the taluka was distributed solely among the landless families. The average size of the holding of the land owning and/or leasing in families ranged between 1 and 1.2 ha. in Talasari, Dahanu and Jawhar talukas whereas it worked out to only half a hectare in Shahapur taluka. A few of these families lost their lands during the course of time. We now examine the present land holding of these families and note the gains and losses therein after the allotment of land.

#### 2.6 Present land holding of the allottee-families

The present land holding of the allottee-families consists of land owned and/or land leased in, land allotted and land purchased after the allotment. None of the allottees possessed any encroached land after the allotment of the surplus land. The areas held by the allottee-families in the selected villages under each of the above categories are noted talukawise in Table 2.5.

A comparison of Tables 2.4 and 2.5 indicates that the number of landholding families had gone up from 167 to 455 after the allotment of land. However, there was not much change in the average size of the holding of these families in Talasari, Dahanu and Jawhar talukas inspite of the distribution of surplus land; the average size of the holding, on the contrary, even decreased to some extent in Dahanu taluka. We, therefore, examine the different categories in greater details by observing the gains and losses on the individual holdings.

As the comparison of the two Tables indicates,

the number of landowning families in the selected villages is reduced by one, and the land owned reduced by 7.55 ha. Two of the allottee-families in Dahanu taluka lost their 5.67 ha. of owned land under the Kurse dam whereas one of the allottee-families in Shahapur taluka gained 0.14 ha. of land as a gift from the allottee's mother-in-law. One allottee family in Talasari taluka lost an area of 2.02 ha. out of his owned land, as his maternal uncle who had given him the land, took it back after the allotment of the surplus land. There was, thus, only a marginal change in the owned land on account of such transfers of land. Two allottees in Talasari taluka and one in Dahanu taluka purchased 3.82 ha. of land after the allotment of the surplus land.

There was, however, a considerable decline in the leased in land and encroached land after the distribution of the surplus land. The number of families leasing in land, declined from 111 to 13 after the allotment of the land. This was for the reason that the landlords had declared their already leased out lands as the surplus lands and consequently the same lands were allotted to the specific persons leasing in those lands. Similar was the practice followed by the landlords as well as the Government in the allotment of the lands which were previously encroached by the allottees, and were already in their possession. There was, therefore, a substantial decline in the number of families leasing in or encroaching the lands in Talasari and Dahanu talukas, after the allotment of the surplus land. Consequently, the size of the holding of the land holding families in these two talukas remained more or less the same even after the distribution of the surplus land.

In Shahapur taluka, however, the number of allottees leasing in land went up from 7 to 9 after the allotment of land. Leasing in and leasing out of land was quite common in this non-Adivasi area, and the surplus lands which were previously leased out by their owners were not necessarily distributed among the previous lessees of these lands. There was, therefore, only a small change in the number of lessees in Shahapur taluka. None of the allottee-families in Palghar taluka had leased in land either prior to or even after the allotment of the surplus land. The size of the holdings had, therefore, gone up to some extent in both these talukas on account of the allotment of the surplus land.

The Government had allotted 0.77 to 0.83 ha. of surplus land per family in Talasari, Dahanu and Palghar talukas, 0.92 ha. per family in Jawhar taluka and 1.40 ha. in Shahapur taluka. The size of holding of the allottee-families at the time of our survey worked out to 0.77 ha. in Palghar taluka, 0.92 ha. in Dahanu taluka, 1.13 ha. in Jawhar taluka, 1.33 ha. in Talasari taluka and 1.47 ha. in Shahapur taluka. In spite of allotting the surplus lands to some families who were already owning or leasing in lands, the average size of the holding of the allottee-families had remained fairly small.

#### 2.7 Allottees' earlier experience in cultivating the allotted lands

We have stated above that the lands which were previously leased in or encroached by the allottees were declared as surplus lands and the Government had allotted the same lands to the same persons leasing in or encroaching those lands. We now examine how many of the allottees had received such lands with which they were already familiar either as the lessees or as persons

encroaching these lands. The areas of the allotted lands, which were either leased in or encroached by the allottees even before the allotment of the land are noted taluka-wise in Table 2.6. The transfer of such lands to the allottees had taken place only in the Talasari and Dahanu talukas.

Ninety of the 117 families in Talasari taluka and 33 of the 117 families in Dahanu taluka had received lands which were already in their possession either as lessees under some mutual agreement with their previous owners or as persons unlawfully encroaching the lands of the absentee land owners. In terms of area, 69 per cent of the allotted land in Talasari taluka and 28 per cent, in Dahanu taluka involved merely a change in their title. The other families in these two talukas and the families in the other talukas had received lands which they had never cultivated before.

We now compare the areas leased in or encroached prior to the allotment of land (Table 2.4) and the leased in or encroached areas transferred to the allottees as a result of the allotment. This comparison shows that the entire areas which were leased in or encroached by the allottees in the two talukas prior to the allotment of the land, were now transferred to them under the Revised Act, leaving no land of any of these categories in their possession. The seven allottees in Shahapur taluka leasing in land prior to the distribution of the surplus land as noted in the earlier Table, had continued their practice of cultivating the leased in land even after receiving the surplus lands. Two other allottees had also leased in some land after the allotment, as leasing in and leasing out of cultivable lands was very common in the taluka.

**Table 2.6 : Allotted land leased in or encroached by the allottees even before the allotment of the land**

I t e m	Talukas	
	Talasari	Dahanu
<b>Land allotted :</b>		
Allottee-families	117	117
Area (ha.)	96.61	91.41
<b>Out of the allotted land, area which was previously leased in :</b>		
Allottee-families	72	32
Area (ha.)	52.59	25.07
<b>Out of the allotted land, area which was previously encroached :</b>		
Allottee-families	18	1
Area (ha.)	15.23 4	0.81
<b>Total leased in and encroached area :</b>		
Allottee-families	90	33
Area (ha.)	66.82	25.88

### **2.8 Castewise classification of the allottees**

Having noted some features of the distribution of the surplus lands, we now proceed to discuss the type and the character of the allottees among whom these lands were distributed. The allottee-families from the selected villages are classified talukawise according to their caste in Table 2.7.

The classification indicates that three-fourths of the allottee-families in these talukas belonged to the scheduled tribes. The 'Marli' which is the predominant Adivasi community of the district accounted for 57 per cent of the families. Lands were allotted almost exclusively to this single community in the Talasari and the Dahanu talukas in the western part of

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the district wherein the community predominates. In the Shahapur taluka, which is in the eastern part of the district, the 'Thakur' community is the dominant scheduled tribe of the area; 38 per cent of the allottee-families in the taluka belonged to the 'Thakur' community. Another important community of the area viz. the 'Katkari' community accounted for 16 per cent of the allottee-families; only 6 per cent of the families in this taluka belonged to the 'Warli' community. In the Jawhar taluka which is in the central part of the district, the surplus lands were distributed among all the above three important communities, each community claiming a sizeable proportion of the allottees.

All allottee-families in the Talasari taluka belonged to the scheduled tribes whereas 97 per cent and 73 per cent of the allottees in the Dahanu and the Jawhar talukas belonged to the above category. The scheduled tribes accounted for 60 per cent of the families in Shahapur taluka which has a lower concentration of the tribal population (i.e. only one-third) as compared to the above three talukas. The tribal communities, however, accounted for only one-third of the allottee-families in the Palghar taluka in spite of nearly 40 per cent of its rural population comprising of the scheduled tribes. Fiftyfive per cent of the allottee-families in this taluka came from other Hindu communities (Kolis, Kunbis and others) and 12 per cent from the scheduled castes. It is true that land was declared as surplus in this taluka mainly in the villages which were located in the coastal strip of the taluka having only a small population of the Adivasis. But it was observed through the study of some villages even in the interior of this taluka

containing a large population of the Adivasis that the allotment of land was much biased in favour of the non-tribal communities in the area. In the selected village Durves, for example, the land was initially allotted to the non-tribal communities. But as the tribal communities came to know of such happenings, they agitated against the initial proposals of the Government and the village officials, and the surplus land was finally distributed mainly among the Adivasis. This, however, led to dissensions between the Adivasi and the non-Adivasi Hindu communities in the village. These dissensions rendered it difficult for <sup>us</sup> even to contact the Adivasi allottees.

#### 2.9 Educational status of the allottee-families

The level of literacy is an important factor, conducive to the efficient management of lands and the adoption of improved technology. Though the elderly Adivasis were mostly illiterate, some of the Adivasi children were getting education in the village schools. This had added to the level of literacy in their families which in the past must be extremely low. We give in Table 2.8, the talukawise proportion of literates in the male/female population of the allottee-families in the selected villages, and also the proportion of literates who had received education above Std. IV.

As the figures in the Table indicate, not even 10 per cent of the persons in the allottee-families in Talasari and Dahanu talukas had received any formal education in the schools. In Jawhar taluka, only 1.32 per cent of the persons in the allottee-families were literates and all of them were males. This meant that in addition to the female children, a large proportion of the male children were not attending the school. The



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level of literacy was somewhat higher among the families in Shahapur and Palghar talukas but as we had seen earlier, the proportion of non-Adivasi families among the allottee-families was also relatively large in these two talukas.

The proportion of literates who had received education above Std. IV as given in the same Table, indicates that it is mainly the males who had received some higher education. Except for the female population of the allottee-families in Palghar taluka, the female population in the other talukas had only sparingly received such higher education.

In general, the allottee-families were quite backward in the sphere of education. Their backwardness was an impediment in the introduction of better methods of farming on the allotted land. At the same time, they were also liable to exploitation by the landlords and village officials as we have seen already.

#### Earners in the allottee-families

The working force in a family gives an indication of the number of persons available for work in the different activities. We, therefore, examine here the earner composition of an average family in the different talukas. The average size of the allottee-family and the average number of earners per allottee-family are noted in Table 2.9.

The average family size varies from 5 to 5.25 persons in Jawhar, Shahapur and Dahanu talukas. It is substantially large viz. 6.69 persons in Talasari taluka but fairly small viz. only 4.88 persons in Palghar taluka. The average number of earners per family varies from 3.26 to 4.07 persons in Talasari, Dahanu and Jawhar talukas wherein lands have been allotted mainly to the scheduled tribes. Working persons would, hence, be

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available for various subsidiary activities, if the allottee-families in these talukas were to undertake such activities to supplement their income from cultivating the small parcels of land, allotted to them. The average number of earners per family in Palghar and Shahapur talukas is somewhat small vis. 3.01 and 2.88 respectively. This does not, however, preclude the possibilities and pursuing the subsidiary means of livelihood even in these two talukas.

A comparison of the number of male/female earners and the male/female population above 15 years given in the same Table shows that males as well as females below 15 years were also engaged as workers. Their proportion was especially large in Talasari and Dahanu talukas. In Palghar and Shahapur talukas, the number of female earners was on the contrary smaller than the number of females above 15 years, indicating that some females above 15 years did not participate in work. Educational backwardness and the participation of even the males and the females below 15 years in work in Talasari, Dahanu and Jawhar talukas appear to be, the main reasons for the larger availability of working persons per family in those three talukas.

#### Membership of the village cooperatives

It is essential that all the allottees should become the members of the village cooperatives to derive the benefits of the various schemes formulated by the Government, Development Agencies and the Banks, for financing the land development and the use of inputs on their allotted lands. All allottees in the selected villages have not yet been enrolled as the members of the village cooperatives. We give in Table 2.10 the number of allottees who have become members of the village

**Table 2.10 : Number of allottees who have become members of the village cooperatives**

Taluka	Village	Number of allottees	Number of allottee who have become members of village cooperatives
Talasari	Kurse	19	3
	Varavade	58	25
	Vadavali	43	17
	Vevaji	1	-
	Zai	9	9
	Total	130	54
Dahanu	Modgaon	3	3
	Ambesari	44	25
	Chari	10	2
	Jamshet	56	36
	Kolavali	5	-
	Total	118	66
Palghar	Akkarpatti	24	2
	Alyali	11	3
	Shirgaon	11	-
	Umbarpada	2	-
	Tembhoda	2	1
	Durves	60	33
	Total	110	39
Jawhar	Male	9	4
	Nyahale	21	21
	Total	30	25
Shahapur	Atgaon	29	10
	Dhamani	29	-
	Musai	2	1
	Shirvanje	2	-
	Sakurli	4	4
	Birwadi	15	6
	Total	81	21
Total		469	205

cooperatives in the selected villages. It may be, however, noted that some of the allottees especially those who had not borrowed from the village cooperatives, did not remember whether they were enrolled as members of those cooperatives. The village cooperatives in the area served not one village but even as many as four or more villages. The figures given in the Table may, therefore, be an underestimate of the actual number of allottees who have become members of the cooperatives, though to a very

small extent and that too in only a few of the selected villages.

The Table reveals that only 43.7 per cent of the allottees in the selected villages, have become members of the village cooperatives. The membership is not yet extended even to one-third of the allottees in the villages selected in Shahapur taluka and to one-half of the allottees in the villages, from Talasari and Palghar talukas. It is only in Jawhar taluka that a sizeable proportion of the allottees in both the selected villages have become members of the village cooperatives. Barring only three of the villages viz. Zai in Talasari taluka, Nyahale in Jawhar taluka and Sakurli in Shahapur taluka wherein all allottees have become members of the village cooperatives, efforts have to be made in all the remaining villages to pursue the allottees to become the members. Probably, the absence of a list of the allottees with the Cooperative Department may be a reason for their failure in pursuing each allottee to become a member.

## SECTION III

### QUALITY OF THE ALLOTTED LANDS

We now proceed to analyse the data in the context of the first of the four objectives laid down by the Estimates Committee viz., "to assess the quality of the lands allotted i.e. whether they are cultivable or otherwise, and where they are cultivable whether they can be brought under cultivation by undertaking some developmental operations." Before examining whether the lands are brought under cultivation or not, we will note when the lands were allotted to the individual allottees, the association of the allottees with the previous owners of their lands and some other features of the process of land allotment. This will help us to examine in the later discussions, if any steps in the land allotment process had influenced the cultivation of these lands. We will then examine the quality of the allotted land, the measures undertaken by the allottees and the different agencies to bring the lands under cultivation and the expenditures incurred over the same. Where the lands are not brought under cultivation, we will examine the reasons thereof and explore the possibilities of bringing them under cultivation and the measures necessary for the same.

#### 3.1 Some features of the process of land allotment

The allottees in the selected villages, who were in possession of their lands, had received the lands from 1975-76 onwards. A classification of these allottees according to the year of their getting possession of the land (Table 3.1) shows that only 22 of the 469 allottees had received the land in 1975-76 whereas 420 allottees had received the land in 1976-77. The remaining few allottees had received land in the subsequent years. All but a few

**Table 3.1 : Classification of the allottees according to the year of their getting possession of the land**

Taluka	Year of getting possession of the land				Total
	1975-76	1976-77	1977-78	1978-79	
Talasari	12	114	3	1	130
Dahanu	9	107	2	-	118
Palghar	1	97	12	-	110
Jawhar	-	22	8	-	30
Shahapur	-	80	1	-	81
Total	22	420	26	1	469

of the allottees had, thus, secured the possession of their lands nearly 2 to 3 years before the present investigations were carried out. A period of 2-3 years can be considered as sufficient for them to bring all the lands under cultivation.

The decisions to allot lands to specific persons were taken in most cases at the taluka places by the Tribunals appointed for the purpose. The Circle Inspectors and the Talatnis for the villages were instructed to show the lands to the allottees accordingly. In some instances, the Tribunals met at some important places such as Birwadi in Shahapur taluka for example, and took decisions about the allotment of lands. The land distribution in Talasari, Dahanu, Palghar and Jawhar talukas was done mainly at the taluka places; hence the applicants remained out of purview of the land distribution.

The allottees who were in possession of the land at the time of our investigations generally faced no difficulty in getting possession of the land. It is only in two cases in each Talasari and Dahanu talukas and 7 cases in Palghar taluka that the actual possession involved sometime after



the Talathis had shown them <sup>the</sup> ~~ix~~ land. In one of these cases, the previous owner of the land wanted to recover the price of the land from the allottee; in three cases the owners raised objections to the cultivation of their surplus lands whereas in 7 cases in Palghar taluka the delay was merely on account of the redistribution of the land involved. Barring these 11 cases, the other 458 allottees found no difficulties in getting possession of their lands. Even after getting possession of their lands, some allottees had to face many difficulties in bringing these lands under cultivation, which will be noted in the later part of this Section.

We had stated earlier that the leased in and the encroached lands in Talasari and Dahanu talukas were distributed among the same persons who were cultivating those lands before the implementation of the Revised Act. They were, thus, distinctly associated with the land owners previously in the cultivation of these lands. We now examine the nature of association in the case of the other allottees. The allottees are classified in Table 3.2 according to their nature of association with the previous owners of their allotted lands.

The classification reveals that the extent of association differed in different talukas. <sup>In</sup> The Talasari taluka around 92 per cent of the allottees were associated in some form or the other with the previous owners of their allotted lands. <sup>w-</sup> Whereas in Shahapur taluka around 82 per cent of the allottees were not associated with the previous owners. In Talasari taluka, the surplus land previously belonged to the big landlords who were mostly absentee cultivators depending entirely upon tenant cultivation and the casual labour of the village residents. Besides being their tenants, a few allottees

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in Talasari, Dahanu and Palghar talukas were previously also engaged with the landlords as salaried servants and, in a much larger number, even as the casual labourers. In Shahapur taluka on the contrary, the surplus land belonged previously to the village farmers who tilled their lands by employing a few casual labourers. None of the allottees in the taluka was, therefore, associated with the previous owners either as a tenant farmer or a salaried servant whereas only a few were serving them as casual workers. Three of the allottees in this taluka happened to be the relatives of the previous owners.

Almost all allottees in Talasari, Dahanu, Jawhar and Shahapur talukas (i.e. 343 of the 349 allottees in these talukas) had received the lands in the villages of their residence. This means that the lands in the selected villages in these talukas were allotted mostly to the village residents. Thirty four of the 110 allottees in Palghar taluka were, on the contrary, from villages at some distance from the villages wherein they were given lands. The surplus land distribution in Palghar taluka, thus, not only favoured the allotment of lands to the non-Adivasi communities as noted earlier but it also favoured those who were not from the villages in which the lands were declared as surplus.

We enquired with the allottees, if they had to expend some amount for getting the allotted land. It was observed through this enquiry that only the allottees from some villages in Talasari and Dahanu talukas had to pay Rs.5 to Rs.20 to the Talathis to get the allotted land. In some cases, the Adivasis were told that these payments were the actual fees which had to be paid to the Government to get the land. The allottees being illiterate and ignorant, they did not hesitate in paying these

amounts to the Talathis as the fees for getting the land. The allottees in Jawhar, Palghar and Shahapur talukas did not report any expenditure for getting the land.

### 3.2 Quality of land allotted

The quality of the lands allotted, can be examined from different angles. The revenue for the land can be considered as an indicator of its quality. However, it was observed through the investigations that some allottees did not know about the revenue for their allotted lands and many allottees had not even received the pass books for their lands. The Talathis for the Adivasi villages invariably stayed either at the taluka place or in some other villages of their choice and hence it was not possible to get the figures for the land revenue for the allotted lands even from the Talathis. Again, the revenue settlement in the areas having taken place in the remote past, the revenue for some lands did not reflect their present quality. Some of the grasslands, for example, had been converted into paddy fields and varkas lands; but such lands were still classified as the grasslands in the Village Records. Under the circumstances, classification of the allotted lands on the basis of their per acre revenue would not give us a proper judgement about their quality, apart from the fact that land revenue was not available for all the allotted lands. We, therefore, decided to classify the lands on the basis of the conventional soil types viz. lands having either light or medium or heavy soils or their combinations.

The third approach would be to classify these lands into cultivated and uncultivated lands and further, the cultivated lands on the basis of the crops and the uncultivated lands on the basis of the constraints involved

in their cultivation. This approach however, involves some subjective elements on the part of the allottees and does not lead to a correct judgement about the quality. However, we have used both the above approaches to probe into the quality of the allotted lands. In the first instance, we examine the quality of the allotted lands by classifying them into those containing light, medium, or heavy soils or their combinations. The allotted lands are classified accordingly in Table 3.3.

It would be observed from the classification that around three-fourths of the area of the allotted lands consisted of only the light soils and around 15 per cent of the area had medium soils. Some land with heavy soils was also declared as surplus and distributed but it accounted for only 5 per cent of the area allotted in the selected villages.

Almost three-fourths of the allottees in Palghar taluka had received lands with either medium or heavy soils. The non-Adivasi allottees in the coastal villages in this taluka viz. Akkarpatti, Alyali, Shirgaon and Temboda had received lands consisting exclusively of medium and heavy soils whereas the Adivasi allottees in Durves had received lands mostly with light soils. The allottees in the other talukas had received lands having mostly the light soils. Lands having medium or heavy soils were available for distribution on a very small scale only in a few of the villages in the other talukas viz., Kurse and Varavade in Talasari taluka, Jamshet in Dahanu taluka, Nyahale in Jawhar taluka and Atgaon in Shahapur taluka. Except for the allottees in a few coastal villages in Palghar taluka, the allottees in the villages in the other talukas were, thus, given lands consisting mainly of the light and the inferior soils, and as will

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be seen later, even lands having exposed rocks.

### 3.3 Cultivated and uncultivated lands

We now examine the quality of these lands by observing if they had been brought under cultivation and whether they were cultivable. It was observed through the investigations that some allottees had brought their entire allotted holding under cultivation; some allottees were cultivating only a part of their holding whereas the others had kept their allotted lands uncultivated for some reasons. We examine the cultivated and the uncultivated areas on each of the above three types of holding. The allottees are classified accordingly in Table 3.4.

The Table reveals that 40 per cent of the allottees had brought their entire holdings under cultivation; 35 per cent, had brought only parts of their holding under cultivation whereas nearly a fourth of the allottees had still kept their allotted lands uncultivated even after a period of 2-3 years since the allotment. Most of the allottees who were in possession of the lands, in the Talasari and Dahanu talukas had brought their lands either wholly or partially under cultivation. This may be for the reason that a majority of these allottees were already cultivating the same lands either as tenants or persons encroaching upon those lands. The proportion of allottees keeping their lands uncultivated was, however, very large viz. 47 per cent in Palghar taluka and 44 per cent in Shahapur taluka. It was so in Palghar taluka in spite of the allotted lands being level and quite superior.

The proportion of allottees bringing their lands only partially under cultivation, was quite substantial in Talasari, Dahanu and Shahapur talukas. However, the proportion of the uncultivated area on the cultivated holdings was fairly small in Talasari and Dahanu talukas.

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In Shahapur taluka only 15 per cent of the allottees had brought their entire holdings under cultivation whereas 40 per cent, were cultivating their lands only partially. Even those who were cultivating their lands partially had kept large areas on their holdings uncultivated and these areas accounted for 40 per cent of the area allotted to all allottees. As a result, about three-fourths of the allotted area in this taluka had remained uncultivated. Similarly half of the allotted area in Palghar taluka had remained uncultivated on account of the large proportion of the allottees, not bringing even a small part of their holdings under cultivation. We keep aside the problem of the uncultivated lands for a while and examine the efforts made by the Government Agencies and the allottees in bringing their lands under cultivation.

#### 3.4 Efforts made by the allottees and the Government Agencies in bringing the lands under cultivation

All those who had brought their allotted lands under cultivation did not, however, commence the cultivation since the allotment. We give in Table 3.5 the talukawise number of allottees bringing their lands under cultivation immediately after the allotment.

The Table indicates that most of those bringing their lands under cultivation had brought them under cultivation almost immediately after the allotment. It is only in Shahapur taluka, that many of those bringing their lands under cultivation, could not do so like the allottees in the other four talukas.

All lands were not however, readily cultivable except those encroached upon or leased in lands which were already under cultivation before the allotment of

**Table 3.5 : Number of allottees bringing their allotted lands under cultivation immediately after the allotment**

Taluka	Number of allottees who have brought their lands either wholly or partially under cultivation	Of whom the number of allottees, bringing their lands under cultivation immediately after the allotment
Talasari	123	107
Dahanu	109	107
Palghar	58	55
Jawhar	21	21
Shahapur	45	19
Total	356	309

the land in Talasari and Dahanu talukas. A majority of the cultivators had to put in some efforts in bringing the remaining lands under cultivation either on their own or with the help of the Government Agencies. We give in Table 3.6 the types of works done by the allottees to bring their lands under cultivation.

The major work that had to be accomplished on these lands was bunding. One hundred and sixty six of the allottees had banded their lands either on their own or with the help of the Government Agency. The Soil Conservation Unit in the district banded 45 of these 166 holdings, bunding only 10 of the allotted lands in village V̄ravade in Talasari taluka, 15 in villages Chari, Jamshet and Kolavdi in Dahanu taluka, 3 in village Durves in Palghar taluka, 10 in village Nyahale in Jawhar taluka and 7 in villages Atgaon and Sakurli in Shahapur taluka. The Government bunding programme was, thus restricted to only seven of the villages and further to only a few of the allottees in each village.

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Nearly three-fourths of the allottees bringing their lands under cultivation, had put bunds or prepared small paddy fields on the allotted lands on their own. Twenty four of the allottees had also spent Rs.7,840 or around Rs.325 per allottee in accomplishing the work.

The other important work was that of levelling the lands, which was done on 80 of the allotted lands. Eleven allottees had spent Rs.3,470 or around Rs.315 per allottee over the work and the remaining allottees had done the work through the use of family labour. The Soil Conservation Unit did also the levelling on the lands bunded through their agency.

The shrubs and stumps had to be uprooted on 35 of the allotted lands. This work was done mostly by the allottees themselves in Talasari, Dahanu and Palghar talukas whereas in three of the cases at Nyahale in Jawhar taluka, the work was done by the Forest Department. The Forest Department uprooted 75 stumps over 3.22 ha. or around 23 stumps per ha., but one of the three allottees complained that some of the stumps had sprouted again, even after uprooting them. Two of the allottees in Dahanu taluka had to spend Rs.350 over the work. It should be noted that no such work was done by any allottee in Shahapur taluka, and all the lands with shrubs and trees had remained uncultivated, as will be seen later.

Twenty five of the allottees had to remove the pebbles and stones from the land and three allottees had to spread soil brought from some other area, over the exposed rocks to make the land cultivable. Four of the allottees had even to spend Rs.590 over doing the former type of work.

The first ploughing had no special significance in the area as the land had to be ploughed every year. The

first ploughing was accomplished by those who had received the uncultivated areas and the grass lands through the allotment. Though this was generally done as a part of the cultivation of the crops, 15 allottees had to spend Rs.4680 or on an average Rs.312 per allottee over the work. The Soil Conservation Unit had generally ploughed the lands, banded through their agency.

### 3.5 Extent of uncultivable area on the banded holdings

We have noted above that the Soil Conservation Unit had banded the lands of 45 or nearly 10 per cent of the allottees examined in the present study. The Soil Conservation Unit, however, did not band all the area on each holding. We give in Table 3.6<sup>7</sup>, the talukawise area allotted to these 45 allottees, the area banded on their allotted holdings and the area left out as nonbandable and consequently the area not capable of any agricultural use. This would enable us to judge the extent of the area under the last category, on the allotted holdings.

The Table reveals that all the area of an allotted holding was not bandable even according to the Soil Conservation Unit. Areas with a more than six per cent slope and rocky areas were not being banded through the Unit. As such, the allottees could not cultivate the areas not banded by the Soil Conservation Unit.

The data for these 45 holdings shows that about 30 per cent of the area on these holdings was not worth banding. The proportions of the nonbandable areas varied from 11.4 per cent in Talasari taluka to 69.6 per cent in Shahapur taluka. Many of the allotted holdings in the latter taluka were largely rocky and hence the allottees could cultivate only a few small patches of such rocky holdings.

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 Table 3.7 : Extent of uncultivable area on the banded holdings

Taluka	No. of hold-ings, banded	Area of the hold-ings (ha.)	Area banded (ha.)	Area not banded (ha.)	Proportion of the nonbanded or uncultivable area on the banded holdings (per cent)
Talasari	10	7.89	6.99	0.90	11.31 <sup>4</sup>
Dahanu	15	11.99	9.31	2.68	22.35
Palghar	3	3.00	2.00	1.00	33.33
Jawhar	10	9.58	8.30	1.28	13.36
Shahapur	7	8.98	2.73	6.25	69.60
Total	45	41.44	29.33	12.11	29.22

Though the above proportions may not hold good for the remaining holdings in these talukas, they give an indication that many allottees may not be able to cultivate their entire holdings. The allottees were thus given the tiny holdings without considering even the areas cultivable on each holding.

### 3.6 Efforts made by the allottees to cultivate the uncultivated lands on the cultivated holdings

Some of the allottees who had brought only parts of their holdings under cultivation, had still continued their efforts to bring as much area of their holdings under cultivation as possible in the ensuing years. Fourteen of the allottees had made a thick 'rab' (that is burning dry grass and cow dung to form a layer of ash over the land) on some parts of the uncultivated land with a view to grow hill millets over the 'rab'. One allottee had cut the shrubs on the land and dug up their roots to make an additional part of the land cultivable after 'rabbing'. Ten allottees had

extended bunding to some parts of the uncultivated lands on their holdings. Twentyfive of the allottees had thus, continued their efforts to bring more and more area under cultivation. Most of those 356 allottees who had brought their lands either wholly or partially under cultivation were thus, zealous in bringing their entire holdings under cultivation. This as we have seen, was done with the minimum effort from the Government Agencies and as we shall see later, with almost little finance from the financing agencies. Yet some others had kept their lands uncultivated even for small reasons.

### 3.7 Land development loans received by the allottees

Only three of the allottees at Zai in Talasari taluka, 12 allottees at Janshet and one at Kolavali in Dahamu taluka and four allottees at Alyali and five at Shirgaon in Palghar taluka had received the land development loans. Land development loans were, thus received by only 25 allottees in three of the five talukas. The remaining allottees had to carry out the development of their lands either through the use of family labour or through the use of their owned funds.

The 13 allottees at Zai, Kolavali, Alyali and Shirgaon were given loans by the Land Development Bank, whereas the 11 allottees at Janshet were given loans by the Dena Bank, which had adopted the village for financing its development. One allottee at Janshet reported that he had received a loan of Rs.500 for the purpose from the office of the Panchayat Samiti in the taluka. The amount of the loans through the Land Development Bank varied from Rs.185 to Rs.300 per allottee and that from the Dena Bank, from Rs.300 to Rs.450. Being small holders of land, these 25 allottees were qualified to get one-third



subsidy on their loans, through the Small Farmers Development Agency in the district.

It may be noted here that 8 of the 11 allottees receiving the loan from the Dena Bank, had brought their lands under cultivation whereas 10 of the 13 allottees receiving the loan from the Land Development Bank, had still kept their lands uncultivated. These later allottees, however, reported that they had bunded and levelled some parts of the allotted areas.

Compared to the land development loan of Rs.500 with a 50 per cent subsidy to every allottee, as envisaged in the Central Scheme of assistance to the allottees, only a few allottees in the selected villages had received land development loans varying from Rs.185 to Rs.450 per allottee. Barring the 45 allottees assisted by the Soil Conservation Unit, 3 by the Forest Department and a few by the above noted Banks, around 300 other allottees in the selected villages did not wait for the land development loan from any agency but started development of their allotted lands on their own.

### 3.8 Allottees not cultivating their allotted holdings

We now turn to an examination of the allottees who had not brought even a portion of their allotted lands under cultivation. The villagewise number of these allottees and the area of the allotted land remaining uncultivated on their account in the respective villages are noted in Table 3.8.

As the Table reveals their proportion was fairly large in some villages in Palghar, Jawhar and Shahapur talukas. Nineteen of the 24 allottees at Akkarpatti, 10 of the 11 allottees at Shirgaon and 20 of the 60 allottees at Durves in Palghar taluka had not brought their lands

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under cultivation, leading to 33 to 90 per cent of the allotted area remaining uncultivated in these villages. Eight of the 9 allottees at Male in Jawhar taluka, 20 of the 29 allottees at Itgaon and 11 of the 29 allottees at Dhamani in Shahapur taluka had also kept their lands uncultivated. Only a few of the allottees in the other villages had not brought their lands under cultivation so far. The problem of keeping the allotted lands uncultivated was thus, more serious in six of the 24 selected villages. We, therefore, examine the problems in these villages in greater detail.

At Akkarpatti, the Tribunal had allotted a piece of land to 15 allottees. While measuring the land it was observed that the area of the land fell short of the recorded area on account of encroachment by other cultivators on two sides of the plot. It was, therefore, not possible to give possession of the actual area allotted by the Tribunal to each individual allottee. The allottees, therefore, decided to share the whole plot, sell the grass growing over it jointly and wait to cultivate the land till the Government again revised the area to be given to each allottee or removed the encroachments. They were given the pass books for the possession of the land. One allottee in the same village did not cultivate the land as he was given land consisting of four fragments lying at different places in the village whereas three others had no finance to develop their land.

At Shirgaon five allottees were given a piece of superior quality of level land but there was no road to approach the land. The previous owner of the land had retained the land near the approach road for self cultivation and declared that part of the land which was away from the road, as the surplus land. Unless, their

problem of access to the land was solved, the allottees were not prepared to cultivate the land. Four allottees in the same village did not cultivate the lands as they had no finance required to develop those lands. One of the allottees was suffering from a prolonged illness and hence was unable to cultivate his land.

Five of the allottees of Durves were given a piece of land which was already occupied by 25 to 30 hutments of other Adivasis who had converted the land into a 'pada' (habitat). These five allottees were given the pass books for the allotted lands and the Talathi had collected even the revenue for the land. Three other allottees in the same village refused to develop their lands because the Talathi had shown them their lands only from a distance. The boundaries of their plots being not clarified to them by the Talathi, they were afraid that they might perhaps develop the lands not declared surplus under the Ceiling Act and would be considered guilty of encroachment. Ten other allottees in the village were given lands which were rocky, uneven, bushy as well as wooded. As it involved a large amount of finance to bring these lands under cultivation, the allottees did not develop them. Moreover, no financing agency had approached to inform them about the land development loans, though the cooperative in their village had given crop loans to some of the allottees. The remaining allottees not cultivating their lands in the village, had also reported the inadequacy of finance to develop their holdings.

All the 8 families not cultivating their lands in the village Male, reported more or less a similar reason as at Durves, that the Talathi showed them the plots of land declared surplus in the village but asked them to

mark their plots themselves. As they were not shown specific plots of land, they refused to cultivate the land.

At Atgaon and Dhamani in Shahapur taluka, most of the plots which were not brought under cultivation, were rocky and uneven and there was profuse growth of trees on some of the lands. The Talathis, for these villages had informed them that they were not allowed to cut and sell the trees, as the land belonged to the Government. There were even teak trees on some of the allotted lands. Therefore unless some Government agency felled the trees and developed those lands, it was not possible for the allottees to cultivate them.

We may now conclude the major reasons for the non-utilization of the allotted lands in the above six villages. Firstly, the boundaries of the plots of the allotted lands earmarked for the individuals were not marked and hence some allottees refused to develop the plots in the fear of developing the land belonging to some one else. This was done to avoid any dissensions at a later date. Secondly, approach roads were not available to some lands at Shirgaon, and even to one allottee at Alyali not included in the six villages. Thirdly, totally uncultivable lands such as lands already occupied by a 'pada' or rocky and very uneven lands were given to some of the allottees without judging their cultivability. This had happened though to a small extent, in many of the other villages not included in the above discussion. Fourthly, finance was not made available to develop some lands which required a large amount of finance for their development. The Government could develop only a few of the lands through the Soil Conservation Unit and the Forest Department. Fifthly,

the allottees were not permitted to cut and sell the trees existing on the allotted lands. The Government should have cleared the lands of trees before giving possession of the lands to the allottees.

### 3.9 The extent of the area remaining uncultivated for each reason

We have noted above some of the reasons for the non-utilization of the allotted lands in six of the villages. We now classify the areas remaining uncultivated on the partially cultivated holdings and the uncultivated holdings according to the different reasons for the non-utilization of the area. This would enable us to know the extent of the area remaining uncultivated on account of each reason and help us to discuss suitable measures to bring the area under cultivation. We give a talukawise classification of the uncultivated area according to the reasons, in Table 3.8.

The areas under two of the columns in the Table attract our attention. One hundred of the 280 allottees could not bring their area, about 60 ha., under cultivation on account of the absence of finance to develop the lands and also partly on account of their neglect in using their family labour assiduously in bringing the lands under cultivation, like other allottees in the area. Some of them who had developed their holdings partially, might continue their efforts to expand the cultivated area on their holdings but the others would require the help of the Soil Conservation Unit in bringing their lands under cultivation. Their number was fairly large in Dahanu and Palghar talukas. The previous owners of these lands at Ambesari and Jamshet in Dahanu taluka were still harvesting the grass on those lands, making the Land Ceiling Act almost ineffective in their case.

In all the selected villages,

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In all the selected villages.



Another 83 of the allottees could not bring an area of around 80 ha. under cultivation as the area was rocky and full of shrubs and trees. Allottees of the above type were concentrated mostly in the Shahapur taluka. The ten cases in Palghar taluka noted in the Table were those of the allottees from the village Durves, which we had already noted earlier. In Dahanu taluka, especially in the village Chari, some allottees were given lands which were so rocky that they were almost uncultivable except for one or two patches of a few gunthas. The Kotwal of a neighbouring village was given land of the above type <sup>at</sup> Chari, and also some land which was already lost under a road.

Fifty of the allottees in Talasari and Dahanu talukas had reserved 12.66 ha. of the area for growing grass for their cattle. Another 30 allottees mostly from the villages Akkarpatti, Durves and Male, already mentioned earlier, did not cultivate their lands because they were not demarcated, whereas the six allottees from Shirgaon and Alyali, for the reason that they had no approach road to take a bullock cart to their plots. In the remaining few cases, the allottees were given lands, parts of which were already encroached upon by others for building huts, cow sheds etc. or lost under construction of roads. This had further reduced the size of their allotted land which was already meagre.

We can now estimate the extent of the uncultivated land that can be brought under cultivation on these holdings. Barring the area encroached for building huts, cow sheds etc., the area lost under the roads, and the undulating area specifically kept aside by the allottees for growing grass, the remaining area could be developed for the purpose of cultivation. However, hardly 50 per cent of this area which was rocky and bushy, could be brought under cultivation, as already seen earlier. This

means that around 120 ha. or nearly two-thirds of the uncultivated area noted in the Table, could be brought additionally under cultivation, if proper measures were undertaken.

### 3.10 Measures necessary to develop the lands further

Though many of the allottees had brought their lands either wholly or partially under cultivation, systematic soil conservation measures were necessary even on their lands, besides the lands of the allottees who had not brought them under cultivation. Cutting of trees and clearing the lands of old stumps and shrubs was another important measure necessary on the lands of the allottees who could not bring them under cultivation for that reason. The Government had assigned the work of removal of stumps to the Forest Department whereas that of terracing, levelling and bunding was entrusted to the Soil Conservation Division in the Agricultural Department. The programme of removal of stumps being discontinued by the Collector and there being no proper coordination between the two Departments, the Soil Conservation Unit had to limit its work only to the lands which were devoid of stumps.

The problem of ownership of the trees was another problem confronting the allottees as well as the Soil Conservation Unit. It was necessary that the trees should have been declared as the property of either the allottees themselves or the Soil Conservation Division, clearing the lands for bunding and terracing. To bring about a proper coordination in all these activities, it was necessary that a unit specialised in the cutting of trees and removal of stumps, could be specially created in the Soil Conservation Division, so that the work of soil

conservation might not be delayed till the trees were cut and the stumps were removed from an allotted land. This could be done even by borrowing the staff for the Unit, from the Forest Department, if necessary. The lands given to the allottees in this district had to be developed and not merely provided with the soil conservation measures on a watershed basis, as was being done in some other districts in the State. It was, therefore, necessary that cutting of trees, removal of stumps and shrubs, terracing, increasing the depth of soil, levelling and bunding would have to be done by a single Land Development Unit, operating under the Soil Conservation Division.

Even under the above set up, the work of such a Land Development Unit was bound to be held up on account of the absence of the necessary marking of the boundaries on the allotted lands at the sites as well as on the village maps. It was, therefore, necessary that the work of marking the boundaries of the allotted plots should have received priority over other work. While marking the areas, it was also necessary to solve the problem of approach roads faced by some of the allottees. The Government should have seen to it that the same approach road which was used by the owner of the land to reach the allotted lands previously, was made freely available to the allottees. The responsibility of making approach roads available to the allotted lands rested with the Government.

Once these lands were demarcated those allottees who could not develop their unmarked lands in fear of future dissensions, could also cultivate their lands. The work of the Soil Conservation or the Land Development Unit would also be facilitated on account of demarcation of the plots village by village, as there would be no

problem then in undertaking land development measures on a village basis. Though it was possible for the Soil Conservation Unit in the district to undertake conservancy measures even on individual holdings and not on the basis of a watershed, as in the other districts in the State, the undertaking of the land development measures for all the allottees in a village at a time would facilitate speedier completion of their works. If the Government, therefore, created a special Land Marking Unit for the allottees in the district, the Land Development Unit could follow the Land Marking Unit village by village and complete the development activities for all the allotted lands in villages.

As already noted, the allottees getting the surplus land were concentrated in a few of the villages in each taluka. The number of villages with more than 15 allottees was only 14 in Talasari taluka, 18 in Dahanu taluka, 14 in Palghar taluka, 6 in Jawhar taluka and 15 in Shahapur taluka. The allottees in these villages formed 97, 83, 89, 69 and 74 per cent of the total allottees in the respective talukas. There were thus, only 67 villages with more than 15 allottees in each village in the five selected talukas, containing 88 per cent of the allottees in the district.

The allottees in these 67 villages formed around 87 per cent of the allottees in the five talukas. Even if a Marking Unit followed by a Land Development Unit operated in coordination in one village after another in the 67 villages, it would be possible to complete the land development over a very substantial proportion of the allotted lands in the district within a short period. This would also solve the problem of those allottees who were allotted lands according to the records maintained

at the taluka office but who were not shown their lands by the Talathis.

### 3.11 Cropping pattern on the cultivated holding

We now examine the quality of the land from another angle viz. the crops grown on the allotted lands. The cropping pattern on the allotted holdings is noted in Table 3.9.<sup>10</sup>

The Table reveals that paddy was the main crop grown by the allottees in Talasari, Dahanu and Palghar talukas whereas nagli formed the main crop of the allottees in Jawhar and Shahapur talukas. Almost the entire area brought under cultivation in Palghar taluka, was under paddy. In Talasari and Dahanu talukas paddy accounted for 57.9 and 69.8 per cent of the gross cropped area of the allottees in those talukas respectively whereas in Jawhar and Shahapur talukas it formed only 25.1 and 21.6 per cent respectively. Vari was grown by a fairly large number of allottees in Dahanu taluka and by many of the allottees in Talasari, Jawhar and Shahapur talukas. However, the average area sown under vari and nagli in all talukas worked out to 0.23 ha. and 0.32 ha. per allottee respectively whereas that for paddy to half a hectare per allottee.

Vari and nagli were grown on inferior soils which were rabbed; the crop thrived mostly on account of the ash supplied through rabbing. Paddy was, on the contrary, grown on somewhat superior soils which were banded and which could impound water at least for a few days after the rains. The crops grown on the allotted holdings, therefore, suggested that 94 among the 123 allottees bringing land under cultivation in Talasari taluka, 101 among the 109 in Dahanu taluka and all the 53 allottees

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in Palghar taluka had received at least some portions of land which were of a better type and capable of growing paddy. However, it was possible to grow paddy where the rain water could be diverted to a field through a channel, made for the purpose provisionally. Only 12 among the 21 allottees in Jawhar taluka and 16 among the 45 allottees in Shahapur taluka had received such lands. However, these paddy lands were suitable mostly for growing the inferior and early varieties of paddy. In certain cases, the allottees had grown the medium and the late varieties of paddy in small patches, especially near the streams. In Palghar taluka, however, they had grown mostly the medium type of paddy varieties.

Jowar was grown by a number of allottees in Talasari and Dahanu talukas, mostly as a crop, mixed with nagli or vari on the 'varkas' lands, or on the bunds of the paddy fields. It was grown on such a small scale by the allottees that the area of jowar per allottee worked out to 0.09 ha. only. Tur, udid and kulthi were grown by some allottees in patches on the varkas lands along with nagli and vari. Only one allottee in Talasari taluka had grown wheat and vegetables by irrigation in the village Kurse in Talasari taluka, the details for which will be noted in Section IV.

### 3.12 Improvements in the cropping pattern

The paddy fields were generally suited to grow only paddy and hence it might not be possible to grow any other crop in these fields. However, as we have been told, hybrid jowar could be sown on paddy fields which grew the early varieties of paddy, by making suitable changes in the water outlet for these fields. The allottees were already growing jowar to a small extent and

hence they could be persuaded to try hybrid jowar on the better lands among their varkas lands, and in the paddy fields growing the early varieties.

The varkas lands were used invariably for growing nagli and vari which were susceptible to failure of rains and which gave poor yields, as would be seen in Section V. Most of the varkas lands in the area were used by their previous owners for the cultivation of grasses which grew abundantly. Some specific types of leguminous fodders which were rich in protein contents, were now being tried on the varkas lands at the Krishi Vijnana Kendra at Kosbad in the same district. These fodders of the *Stylosanthes* species were drought-resistant and gave fairly good yields. They were perennial fodders which could sprout after cutting; they also produced a good amount of seed. *Stylosanthes endeavor* and *Stylosanthes scabra* even suppressed the local grasses and weeds. These fodders could be even baled, if a cover of local grasses was used for the bales to avoid leaf shedding. A demand could be easily created for the use of these fodders at the Dabchari Milk Project located near the border of the Talasari and Dahanu talukas. It, therefore, appears necessary that the Government should introduce such fodders on the lands of the allottees as well as of other farmers in the area, and arrange for the utilization of these fodders at the Dabchari Milk Project. However, nagli and vari were the staple foods of the Adivasis. It might therefore, take some time to convince them about the adoption of a cash crop, though very productive, in place of their staple food crops, nagli and vari.

Cashewnut and mango were the other perennial crops which could be grown on the allotted lands even without the use of irrigation. The prices of cashewnut as well



as mango had recorded a substantial rise during the last few years, making the cultivation of these crops, very profitable. Though cashew seedlings could be grown easily on the varkas lands, special precautions were necessary to plant mango on these lands. Experiments at the Krishi Vijnana Kendra, Kosbad had shown that for raising a mango orchard on the varkas lands, it was necessary to sow mango stones on the lands, sowing 2 to 3 stones at each spot. The seedlings could be top-grafted at the age of 2 or 3 years with the better varieties of mango, retaining only one graft at each spot. Their experiments gave a fair indication that it was possible to grow cashewnut as well as mango on the allotted lands.

## SECTION IV

### USE OF INPUTS ON THE ALLOTTED LANDS

We now analyse the data for the allottees further in the context of the second and the third objectives of the study viz. "to recommend the steps that could be taken to assist the allottees in the selection of seed, etc. and to provide them facilities for harrowing and ploughing of land with a view to increasing the agricultural production from the land", and "to ascertain and recommend the facilities (such as irrigation facility) which could be provided to the allottees for developing the land and the steps which could be taken for the purpose." We commence the analysis by observing the water input on the allotted lands, the possibilities of introducing irrigation on the unirrigated allotted lands and the measures necessary for the same. We then examine the use of the other inputs such as seed, fertilizer, labour etc. and note the possibilities of improving their use, along with the measures necessary for the improvement. We also note the different capital resources such as bullocks and implements possessed by the allottees and examine how they had acquired these resources. We discuss the measures necessary to provide these resources to the other allottees.

#### 4.1 Use of irrigation on the allotted lands

The investigation in the selected villages revealed that so far only one allottee in one of the selected villages namely Kurse, had introduced irrigation on his allotted land. He was irrigating 1.17 ha. of land for growing wheat, and vegetables and banana on a small-scale, as noted in Table 3.9<sup>10</sup> in the preceding Section.

He was cultivating the same piece of his allotted land as a tenant even before the allotment of the surplus land. As a tenant, he was growing only the unirrigated crops but since his becoming the owner of the land, he excavated an old well on the land at a cost of Rs.400, purchased an electric motor and pump for Rs.1,500 and commenced growing vegetables for the local market at Talasari. As he reported, he had expended these amounts, through his own funds. But people in the village held the impression that he was given the pumpset by a Christian Missionary, as he had accepted Christianity. Barring this allottee, none of the allottees in the selected villages had made any effort in introducing irrigation on his allotted land..

#### 4.2 Scope for introducing irrigation on the allotted land

There was, however, a good scope for introducing irrigation on some of the allotted lands, especially those which were lying in the valley portions of the catchments. We give in Table 4.1 the number of allottees who reported the possibilities of sinking new wells, repairing old wells or pumping water from the rivers and streams to irrigate their allotted lands.

As the Table reveals, there appears to be some scope for introducing irrigation on about one-fifth of the allotted holdings in Talasari and Dahanu talukas and on more than half of the allotted holdings in Palghar taluka. There appears no scope for the purpose in the other two talukas.

As stated in Section II, many of the allotted holdings in Talasari and Dahanu talukas were either leased in or encroached for cultivation by the allottees even prior to the allotment of the land. These allottees had purposely leased in or encroached lands which were

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a solution to the problem if the allottees on the nearby holdings and also the cultivators intervening between their lands, could make use of such wells, sunk entirely at the cost of the Government.

There was an old well on one of the allotted holdings at Ambesari in Dahanu taluka, which could be repaired and brought into use. Three allottees in the same village and one at Vadavali in Talasari taluka had reported that it would be possible for them to lift water from the adjoining rivulets and streams. Barring these four cases, there appeared to be no possibilities for introducing irrigation by any quick means, on the allotted lands in the Talasari and Dahanu talukas.

The situation was, however, somewhat different in the case of the allottees in the villages selected in Palghar taluka. The allotted lands, especially those in the coastal strip of the taluka, were level and had relatively superior soils as noted in the previous section. The water table in the coastal areas was also nearer the surface and the lands in the vicinity of the allotted holdings were being already irrigated. It was possible to sink new wells even in the village Durves which was somewhat in the interior of the taluka. Under these circumstances, the allotted holdings in Palghar taluka were preeminently suited to grow the irrigated crops except for some holdings at Durves and Akkarpatti. The size of the holding was no doubt a constraint in introducing irrigation on the allotted lands even in this taluka but the water table being very favourable and the lands being level and <sup>superior</sup> ~~best~~, the entire area on most of the holdings could be brought under cultivation and especially even under perennial irrigation. In some villages viz.

Chirgaon and Akkarpatti, some of the allotted holdings formed compact blocks of contiguous lands. These blocks of land were well suited for the sinking of community wells, on a priority basis.

There were two old wells on two of the allotted holdings at Durves. It was possible for one allottee from the same village to lift water from a river which flowed beside his allotted land. Barring these three cases at Durves, there was no scope for irrigating the allotted lands either by repairing old wells or installing pumpsets on the streams, in the other villages in the taluka.

#### 4.3 Measures necessary to introduce irrigation

We have seen above that a fifth of the allotted holdings in Talasari and Dahanu talukas and more than half of the holdings in Palghar taluka could be irrigated by sinking individual or community wells thereon. There was no scope for irrigation in Jawhar and Shahapur talukas, at least in the villages selected for the present investigation. The case of Palghar taluka needed to be handled on a priority basis as there was ample scope for introducing irrigation on account of the favourable nature of the water table and the superiority of the soil.

Facilities for long term loans were already available to the allottees from the Land Development Bank in the district, for the sinking of new wells or repairing old wells and installation of electric pumps thereon; the SFDA gave a subsidy of 33.3 per cent on these loans. The Bank sanctioned a loan upto Rs.18,000 for sinking a new well and installing a pump set thereon, and a loan upto Rs.6,000 for repairs to old wells and installation of a pump set. These loans were repayable in 15 annual

instalments. A two year's grace period was also allowed in the repayment of loans. However, in spite of the terms and conditions for these loans being quite liberal, the allottees did not come forward to utilise these facilities.

As we were told at the Branch of the Land Development Bank at Shahapur, the granting of a long-term loan to an allottee required the previous permission of the Collector and this involved a considerable time. No such permission had been, however, specified in the Ceiling Act.

As follows from the earlier discussion, the response of the individual allottees to sinking of new wells would be small in Talasari and Dahanu talukas on account of the inferiority of the soil coupled with a small size of the cultivable holding. Under such conditions the incremental returns through the adoption of irrigation may not be adequate even to repay a loan borrowed for the sinking of a well by an allottee. One could, however, expect a better response from the allottees in the Palghar taluka after the lands were demarcated and their other problems were solved. However, as the allottees had no right of alienation of land like the other farmers in the area, it was but natural for some allottees to think that it was not worthwhile to sink a well on their own, even though a part of the expenditure was subsidised.

Community wells could be sunk in all the three talukas. Instead of granting one-third subsidy to every individual allottee, it would be more economic from the point of view of the society to give free community wells to groups of four allottees with contiguous allotted lands or to groups of four cultivators including some allottees. Such wells would have to be completed entirely

at the cost of the Government and the allottees would have to be persuaded to take loans for pumping sets, alone, carrying one-third subsidy from the SFDA. Sinking of wells entirely at the cost of the Government and through Government Agencies, would ensure their completion and avoid misutilization of the loans on the part of these small holders of land. It was not necessary to have very big community wells for the allottees; a well with a capacity to irrigate at the most one acre per allotted holding, might also serve the purpose. Some Adivasis had been already settled at the Dabchari Milk Project in the area by giving them one acre of irrigated land <sup>and</sup> ~~the~~ one acre of dry land, along with a few cross-bred cows. The allottees of the surplus land could also pursue subsidiary activities on similar lines to earn a good living even by cultivating their small holdings. We shall discuss the possibilities of providing subsidiary activities to the allottees, in Section V.

The Adivasis were already used to grow vegetables such as brinjals and beans nearby their home-steads for the markets developed at the taluka places. The vicinity of the area to Bombay provided opportunities for them to produce vegetables even on a larger scale. If such community wells were available readily, they were, therefore, much likely to grow the irrigated crops, though on a small scale initially. The Adivasis were also known to shift from one 'pada' or habitat to the other purely for personal reasons. It was possible that some of them might even settle near the well on the allotted land and thus cultivate the land more intensively. Such wells had yet another advantage in irrigating the paddy seedlings and the paddy crop, when the rains failed for over a fortnight or more. The allottees had



suffered on account of failure of rains during the survey year. This had lowered their production considerably, as will be seen later.

The community wells were possible where the allotted holdings were more or less contiguous, which means that only a limited number of allottees would be benefited. Other means of increasing the productivity of the allotted lands and raising the income level of the allottees have, therefore, to be thought out to benefit all the allottees.

#### 4.4 The use of seed

The allottees were growing the traditional varieties of paddy, nagli, vari, jowar, tur and udid on their allotted lands. Only seven allottees in Daharu taluka, 6 in Palghar taluka, 3 in Jawhar taluka and one in Shahapur taluka had grown the improved and high yielding varieties of paddy. None of the allottees in the villages selected from Talasari taluka, had tried the improved varieties. All the cultivators were growing only the local varieties of the other crops such as nagli, vari, tur and udid on their allotted lands.

The cultivation of the improved and high yielding varieties of paddy was restricted to certain villages in the above noted four talukas. In Daharu taluka, these varieties were grown at Janshet and Kolavali whereas in Palghar taluka, at Akkarpatti, Temboda and Durves. In Jawhar taluka, these varieties were grown by three of the allottees at Nyahale and in Shahapur, by only one of the allottees at Atgaon.

In most of the cases, the cultivators had grown these varieties in 1976-77 by using the seed and seedlings distributed free of charge by the Zilla Parishad, and <sup>some</sup> ~~they~~ had tried the same varieties again in 1977-78, using

the seed from their previous crop. A few had, however, consumed the seed at home whereas a few had exchanged the seed for the seed of the local varieties, they were accustomed to grow. But many had sown the seeds of improved varieties. At Janshet, for example, 34 of the 56 allottees had received the seed in 1976-77 and 30 of them had sown it. Six of them had sown those varieties again in 1977-78 using the seed from their previous crop. At Durvas, 7 of the 60 allottees had received the seed in 1976-77 and all of them had sown it. Four of them grew the varieties again in 1977-78. At Nyahale, the three allottees getting the seedlings in 1976-77 had grown the variety in both the years. At Ambesari on the contrary all the four allottees receiving the seed, had exchanged it for the local varieties of paddy namely Dangi and Kuda. Another three allottees growing the improved varieties in three of the villages namely, Kolavali, Temboda and Itgaon, had purchased the seed.

We, thus, observe that the seed and the seedling distribution programme, though undertaken in a few of the villages, had become successful in introducing the high yielding and the improved varieties of paddy at least on some of the allotted lands. The programme was, however, perceptible in only six of the 24 villages, selected for the study. Again, it was not repeated in the same villages during the subsequent years. As a result, the allottees who had consumed their entire production of paddy grown in the previous year or those who could not find a particular variety suitable for their holding, could not grow the improved varieties again in 1977-78. It was, therefore, necessary that the programme of distribution of seed and seedlings to the allottees should continue over some definite period,

at least in villages having a sizeable number of allottees, till an allottee gets used to the specific varieties of his requirement.

Most of the cultivators were given the seed or seedlings of superior varieties like Jaya, Ratna and Taichung which were not suited to the type of land, allotted to them. Hardly a few allottees had received the seeds of Karjat-184 and Ratnagiri-24 varieties. It was necessary that improved early varieties like Karjat-184, Ratnagiri-24, Ratnagiri-711-4-1, Palghar-60, E.K.-70 etc., which were suited to the inferior soils, should have been distributed among the allottees instead of the high yielding varieties, like Jaya and Ratna, which as the allottees observed, were suitable only for the superior soils.

The Adivasis were used to grow even the superior high yielding varieties of paddy on their own account. Six allottees at Kurse and Vadavali in Talasari taluka had sown the Jaya variety on their owned holding, though they had grown varieties like Dangi and Kuda on their allotted land. Surprisingly, the seed which they used, was the one retained from their previous crop and the Jaya variety formed one of the two to four varieties, they had grown on their owned land. This suggested that they had selected the proper soil to grow the Jaya variety. Two of the allottees in Dahanu taluka were also growing Jaya and Taichung paddy on their owned holdings.

We could note at least twenty of the uncommon local varieties being grown by the Adivasis on their allotted land. Among these uncommon varieties, those which were used more commonly by the allottees were Dangi, Khadashi, Kudai, Kuda, Kasbai, Poshu, Jada, Jwarya and Jirbuti in Talasari, Dahanu, Palghar and Jawhar talukas; the few

allottees growing paddy in Shahapur taluka had used the varieties namely, Jada and Tornya and the more common variety vis. Kolamb. Many of these varieties matured early whereas some were mid-late and even late in maturity. In view of such a large number of varieties being grown on the allotted lands, it was necessary that the extension agencies should have noted the maturity period of each of these varieties and recommended a suitable improved as well as a high-yielding variety in its place. Under such circumstances, the seed bag to be distributed among the allottees should not only have carried the name of the improved or the high-yielding variety but also a label denoting the local varieties, in the place of which it was to be grown. This would have avoided misuse of the seed and ensured a proper acceptance of a variety.

Further, many allottees grew not a single variety of paddy but even two to four varieties, depending upon the location of the paddy fields on the allotted land. An allottee grew an early variety in a field which was on the ridge area of his allotted land, a late variety in a field which was at the bottom of the ridge or near a stream and a mid-late variety in a field which was somewhere inbetween. He selected a variety for his field according to the period for which the field could retain water after the monsoon. On these accounts, the proportion of paddy growing allottees sowing more than one variety, worked out to 28.7 per cent in Talasari taluka, 51.4 per cent in Dahanu taluka and 26.6 per cent in Palghar taluka. The allottees growing paddy in Jawhar and Shahapur talukas had, however, sown mainly a single variety only. The work of conversion of the land into paddy fields was not yet complete on many of the allotted

lands. This shows that an allottee would have to be supplied with not one variety of improved paddy seed, but even two or more varieties, according to the number of his paddy fields and their characteristics.

#### 4.5 The use of fertilizer

Only 16 of the 356 allottees who had brought their allotted lands under cultivation, had used fertilizer for growing paddy. No other crop had received any fertilizer. Fertilizers were used by allottees in only seven of the 24 selected villages, viz., Vadavali and Zai in Talasari taluka, and Alyali, Akkarpatti and Durves in Palghar taluka. Four of these allottees using fertilizer, were either the Ex-servicemen or the Freedom fighters or persons earning a good income through their own or their family member's employment as salaried. The remaining 12 allottees using fertilizer belonged to the lower economic stratum of the society. Six of them from the villages Zai, Jamshet and Durves had obtained the fertilizer as a crop loan from cooperative societies whereas the remaining six allottees from Alyali and Akkarpatti had purchased the fertilizer through owned funds.

Those using fertilizer had spent on an average Rs.221.8 per ha. or Rs.89.9 per acre, for the use of fertilizer, which was not small. Three of the allottees using fertilizer on their owned holdings had spent on an average only Rs.65 per acre for the purpose. Even the present rate of use of fertilizer could be considered to be adequate to increase the productivity of the allotted lands. It was, however, necessary that as large a number of the allottees as possible should use the fertilizer.

The allotted lands as we shall see later, were not

very productive and the allottees belonged mostly to the lower income group. Use of fertilizer in their case would be possible only if fertilizer was supplied to them in kind as a loan through the cooperative societies and the Adivasi Upyojana, operating in the district. As stated earlier, so far only 170 of the allottees from 17 villages had become the members of the cooperative societies. The proportion of members among the allottees was also extremely small in many of the villages. Under the circumstances the use of fertilizer would not go up unless all the allottees were enrolled as members of the village cooperatives and simultaneously were initiated to grow the better varieties of crops, responding to the fertilizer and giving a much higher yield when compared to the yield from their uncommon local varieties. As we shall see later, crop loans were given to 11 allottees in Talasari taluka, 38 allottees in Dahanu taluka, 28 allottees in Palghar taluka, 23 allottees in Jawhar taluka and 4 allottees in Shahapur taluka. However, only two allottees from Talasari taluka, one from Dahanu taluka and three from Palghar taluka had made use of the crop loan for using fertilizer for their paddy crop.

#### 4.6 The use of insecticides

The farmers use insecticides only when there is an outbreak of a plant disease or an attack of pests on their crops. The crops grown on the allotted lands were not affected by any disease or attacked by any pest during the survey year. Only one allottee at Kolavali who was an Ex-serviceman, had spent Rs.40 on spraying insecticides over his paddy crop as a prophylactic measure. Provision of an adequate amount of crop loan

and conducting special campaigns whenever there was an attack of pests and diseases like in the case of the other farmers in the area, would be the measures needed to protect the crops of the allottees.

#### 4.7 Input of bullock labour

Bullock power played a very vital role in the cultivation of paddy, hill millets and the pulses, though the bullock labour had only a limited use in their cultivation. Bullock labour was required only for a few days in June and July during the kharif season, for ploughing and puddling in the paddy fields and for ploughing the 'varkas' lands growing the millets and pulses. Weeding and threshing of these crops were done manually. Bullock power remained mostly unutilized during the remaining part of the year. Yet a farmer could not cultivate his land without the use of bullocks as ploughing and puddling had to be done in time according to the nature of the rainfall. We, therefore, note here the present bullock and he-buffalo holding of the selected allottee families as well as their holding prior to the allotment of the land and examine, if some families had acquired these draft animals after the allotment of the land. We then discuss the measures necessary to provide these draft animals to the other allottee families, and the possibilities of using these animals even during the seasons when they are not required for farming. The number of allottee families owning bullocks and he-buffaloes at the time of the investigation and prior to the allotment of the land, are noted talukawise along with the number of bullocks and he-buffaloes owned, in Table 4.2.

The Table reveals that only 191 of the 455 allottee-families possessed bullocks and he-buffaloes. Nearly 58

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per cent of the allottee-families thus, did not possess the draft animals, necessary for the cultivation.

All bullock or he-buffalo owning allottees, however, did not possess a pair of bullocks or he-buffaloes but some possessed only a single animal. The average draft animal-holding of these families worked out to 1.79 animals per allottee. Those who owned only a single bullock, worked either in cooperation with the other farmers owning a single bullock, or hired a single bullock for the purpose. It was observed through the investigations that 213 families or 60 per cent of the families who had brought their lands under cultivation and who were either devoid of bullocks or possessing only a single bullock, had cultivated their lands by using the bullocks owned by the other farmers. One hundred and eighty nine of them had hired a single or a pair of bullocks on payment in cash or kind, or on the basis of some future payment in the form of grains after the harvest of the crop or in exchange for their casual labour for some period on the bullock owners' farms; 19 families had used the bullocks owned by their relatives free of any payment for the purpose whereas 5 of the families possessing only single bullocks had mutually exchanged their bullocks with the others, also possessing single bullocks. Though there was no problem either with the families using the bullocks of their relatives or those exchanging their single bullocks with the others, all those 189 families hiring a single or a pair of bullocks had to depend much upon the availability of the bullocks for the purpose. Forty of these 189 allottees reported that their ploughing was delayed on these accounts and consequently, their crops suffered during the survey year. Three allottees at Akkarpatti in Palghar taluka who belonged to a fishing community,

had tried a novel solution to the problem by purchasing a pair of bullocks jointly and completing the ploughing and puddling on their allotted lands by using the same pair.

The Table further reveals that most of the allottees owning bullocks at the time of the investigations, possessed bullocks even prior to the allotment of the land. This was obvious as some allottees were already cultivating the lands they had encroached upon or leased in, even prior to the allotment of the surplus land. There was no necessity of purchasing bullocks in their cases whereas the remaining allottees needed bullocks. Only a few of them could, however, acquire bullocks after the allotment of the land. The Table reveals that only 8 allottees in Talasari taluka, 15 in Dahanu taluka, 6 in Palghar taluka and one in Jawhar taluka had acquired bullocks after the allotment of the land. There was no change in the number of bullock-owning allottees in Shahapur taluka, after the allotment. Only one allottee at Birwadi had purchased a bullock <sup>to</sup> ~~of~~ pair with the single bullock already possessed by him.

Only 30 of the allottee-families could, thus, acquire bullocks after the allotment of the land whereas nearly 60 per cent of the allottee-families who had brought their lands under cultivation had to use one or more bullocks owned by the others. Twenty-four of the 30 families acquiring bullocks after the allotment of the land, had purchased one or more bullocks through their savings; three families had borrowed the money for the purpose from their relatives. One allottee had sold his goats for the purpose and another allottee had purchased a pair of bullocks through the compensation he received for the acquisition of his land for the Kurze dam. The remaining

one allottee, an Ex-serviceman in village Kolavali had purchased a pair of bullocks through a loan of Rs.3,000 from the State Bank. Barring the Ex-serviceman, the other allottees had to purchase bullocks on their own.

Provision of bullocks was, therefore, necessary in the case of 264 of the 455 allottee-families who were either devoid of bullocks or who possessed only a single bullock. However, 28 of the families who were devoid of bullocks, possessed some cattle such as cows and calves and they were waiting for their calves to reach the age when they could be used as bullocks. The remaining families would have to be supplied with bullocks.

We have seen above that the possession of even a single bullock and even calves could serve the cultivation of the small parcels of land allotted to these families under the Ceiling Act. It was, not, therefore, necessary to supply them with a grown-up pair of bullocks under any scheme of borrowing and burden them with the repayment of these loans. Besides, the bullocks which were used by the allottees belonged mostly to the indigineous hilly type, which were relatively less costly. Moreover, the bullocks had to be used for only a few days during a year and hence, bullocks of the above type could serve the purpose of the allottees. The allottees had purchased such bullocks at a price not exceeding Rs.500 per bullock. One allottee had purchased a bullock for Rs.205 and others for Rs.300 or so.

Hence a medium term loan of Rs.500 through the District Central Cooperative Bank with one-third subsidy from the SFDA, might enable many of the allottees to possess at least a single bullock each. Even the system of farming with one bullock had worked with the allottees, as 64 allottee-families possessed only a single bullock.

The Bank and the Block Development Agency should persuade the allottees to purchase at least one bullock under such programme. The possibilities of giving a long term loan for the purpose, specifically to the allottees, through the Land Development Bank, should also be considered, as the Land Development Banks do not give loans for the purchase of bullocks. Though the other farmers who were well established in farming, might be able to repay a medium term loan in 3 to 5 years, the allottees of the surplus land might find it difficult to do so. Hence, it was necessary to extend the period of repayment of such loans specifically for the allottees. Some allottees were already spending Rs.20 to Rs.<sup>6</sup>40 per year over the hire charges for the bullocks. If the equated annual instalment of the loan did not exceed say, Rs.50, it was likely that many allottees might purchase bullocks with such loans, and repay the loans through the amount saved over the hire charges and through the additional income accrued from renting out the bullocks and carting, which will be discussed in Section V. The allottees should also be persuaded to own the bullocks jointly, in which case the equated instalment would be still smaller. The joint ownership of bullocks had worked well in the case of the three allottees at Akkarpatti and hence it might also succeed with some other groups of allottees in the other villages.

#### 4.8 Possession of implements

The cultivation of paddy, hill millets and the pulses in the district required only two implements viz., the wooden plough with an iron shear and a levelling plank or a leveller locally known as the 'Alvat'. The leveller was used for covering the paddy seed after sowing and for levelling the soil after puddling. We note here

the number of allottees possessing the two implements and examine their adequacy to cultivate the lands, allotted. The number of allottees possessing the ploughs and the levellers, are noted talukawise along with the number of ploughs and levellers possessed by them, in Table 4.3.

The Table reveals that ploughs were available with 23½ of the 455 allottee-families which means that this major implement of the area was available with a much larger number of allottee-families than the number of families possessing bullocks. Yet about a hundred families possessing bullock which had brought their lands under cultivation, did not possess the ploughs. Normally, the hiring of bullocks for ploughing and puddling also included the accompanying implements such as ploughs and levellers; hence, their possession of implements was not as important as their possessing bullocks. Besides, the wooden ploughs used in the area, did not appear to require a large capital outlay. The cost of a wooden plough, produced locally, varied from Rs.20 to Rs.40 only.

The levellers were available with a still smaller number of allottee-families. The leveller, not being a very essential implement, did not affect their farming. Besides any allottee in a village could provisionally use a leveller belonging to any other cultivator, as the levelling plank had only a limited use. It was also an inexpensive implement costing around Rs.10 only.

The Table further reveals that quite a number of allottee-families viz. 78 families had acquired the ploughs as well as the levellers after the allotment of the land whereas bullocks could be acquired by only 30 families, as noted earlier. The ploughs as well as the levellers had to be replaced after every few years; 8 of the allottee-families had to replace their old ploughs

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after the allotment of the land. Eighty six of the allottees thus, purchased a new plough and 78 allottees, a new leveller, after the allotment of the land. The cost of the above items in these cases worked out to Rs.2,430 and Rs.1,020 respectively, which meant that it cost an allottee Rs.28.3 to purchase a new plough and Rs.13.1 to purchase a new leveller, on an average.

In view of the low cost of the implements required for the cultivation of crops in the area, no special measures were needed to supply these implements to the allottees. Moreover, almost all the allottees purchasing the new implements after the allotment of the land reported that they purchased the implements with their owned funds. Only one allottee had to sell his goat to purchase a plough and three of the allottees at Jamshet purchased ploughs from the loans given by the Dena Bank. Once the loaning facilities were liberalised for the purchase of bullocks as discussed earlier, it would not be difficult for the km allottees to purchase these implements even immediately after the purchase of a single bullock.

#### 4.9 Expenditure in cash on the cultivation of allotted lands

We now note the cash expenditure incurred by the allottees on the cultivation of the allotted lands and compare it with the expenditure incurred by them on their owned lands. However, only a few of the allottees had incurred some expenditure in cash and that too was restricted to their paddy crop. The other crops were cultivated solely by using the family labour, without the use of the other inputs. Only the expenditure on bullock labour was attributable to the other crops. The talukwise

figures for the expenditures on the cultivation of crops on the allotted lands and those for the owned lands, are given in Tables 4.4 and 4.5 respectively.

Table 4.4 reveals that only 68 of the 356 allottees incurred an expenditure of Rs.7,804 or about Rs.115 per allottee on the cultivation of crops. The other allottees did not purchase any inputs and used their family labour for the cultivation of crops. Some of them hired bullocks for the tillage on the allotted lands, but they either paid the hire & charges in the form of foodgrains after the harvest of the crop, or served as labourers for a certain number of days, on the bullock owners' farms in exchange for the tillage.

The Table further reveals that 51 of the 68 allottees incurring some expenditure on the cultivation of crops, had to incur expenditure on hiring bullocks. The cost of hiring worked out to Rs.42.5 per allottee. The hire charges, however, varied from Rs.20 to Rs.40 per allottee in Talasari and Dahamu talukas and from Rs.50 to Rs.80 per allottee in Palghar and Shahapur talukas. The other major items of expenditure were seed, fertilizer and labour. Twenty-two allottees had purchased the paddy seed whereas 19 allottees had purchased fertilizers. Expenditure on labour was reported by only 3 allottees from Dahamu taluka who were either Ex-servicemen or Freedom-fighters and by 14 allottees from Palghar taluka who belonged to the non-Adivasi communities. The remaining allottees used family labour for the cultivation.

The data in Table 4.5 which gives the cash expenditure on the owned lands, also leads to the same inferences as from the previous Table. Only 11 of the 100 allottees owning the land, had spent Rs.751 or about Rs.68 per allottee on the cultivation of crops. They had incurred some expenditure on seed, fertilizer, insecticide, labour



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as well as on the hiring of bullocks. The remaining allottees had not spent on the inputs and had used only family labour for the cultivation of their crops.

**4.10 Crop loan and other loans received by the allottee-families**

We have already considered the land development loans given to the allottees by the Land Development Bank and the Nationalized Banks. We now examine here other loans received by the allottees viz., the crop loans, and the consumption loans. The consumption loans were received by the allottees through the Growth Centres under the Adivasi Sub-plan and the crop loans, through the village cooperatives. The consumption loans had a special significance in the area. These loans were given to the Adivasis at the beginning of the rains when they had exhausted their stock of foodgrains from the crops grown in the previous year. This helped to minimise their expenditure on the purchase of foodgrains during the monsoon and it encouraged them to work for their farms instead of seeking employment elsewhere. The consumption loans therefore, also served indirectly the purpose of tilling their lands through to a limited extent. We, therefore, examine the two types of loans together. The number of allottees getting the consumption loan and the crop loan after the allotment of the land are noted villagewise in Table 4.6.

The Table reveals that consumption loans were received by 128 of the 469 allottees and crop loans by 104 allottees. Some allottees had received loans on both accounts. As only a few of the allottees had reported some expenditure in cash on the cultivation of crops, it is obvious that the others receiving a crop loan, had used the loan almost like a consumption loan.

**Table A.6 :** Village-wise number of allottees getting the consumption loans and the crop loans

Taluka and village	Number of allottees in the village	No. of allottees getting the consumption loan	No. of allottees getting the crop loan
<b>Tolasari</b>			
Kurra	19	3	-
Varavade	58	25	1
Vadavali	43	11	1
Vevaji	1	-	-
Zoi	9	-	9
<b>Total</b>	<b>130</b>	<b>39</b>	<b>11</b>
<b>Dehara</b>			
Hodgaon	3	3	-
Ambasari	44	21	-
Chari	10	-	2
Jamhet	56	2	36
Kolavali	5	-	-
<b>Total</b>	<b>118</b>	<b>26</b>	<b>38</b>
<b>Balcher</b>			
Mkarpatti	24	-	-
Alyali	11	-	-
Shirgaon	11	-	-
Umbarpada	2	-	-
Tambhoda	2	-	-
Durves	60	27	23
<b>Total</b>	<b>110</b>	<b>27</b>	<b>23</b>
<b>Jambhar</b>			
Male	9	7	2
Dyabale	21	15	21
<b>Total</b>	<b>30</b>	<b>22</b>	<b>23</b>
<b>Chahare</b>			
Atgaon	29	9	-
Dharami	27	-	-
Musal	2	1	-
Shirvanje	2	-	-
Sakurli	4	-	4
Birwadi	15	4	-
<b>Total</b>	<b>61</b>	<b>14</b>	<b>4</b>
<b>Total</b>	<b>459</b>	<b>128</b>	<b>104</b>

The loaning under the two schemes was, however, concentrated in certain villages only. Consumption loans were given to 39 allottees in Kurse, Varavade and Vadavali in Talasari taluka. Only one allottee at Varavade and another one at Vadavali had received the crop loans. At Zai in the same taluka, all the 9 allottees had received only crop loans through the cooperative in the village though only 6 of them had brought their lands under cultivation. Consumption loans were received by some allottees at Modgaon and Ambesari in Dahanu taluka but none in these villages had received a crop loan. At Jamshet in the same taluka, quite a large number of allottees were given mostly the crop loans through the village cooperative in a nearby village, namely Ashagad. Two of the allottees at Chari also received crop loans through the same cooperative. In Palghar taluka, consumption loans as well as crop loans were received by allottees in one village only, viz. Durves. Neither crop loans nor consumption loans were disbursed in the other villages in this taluka. Quite a number of allottees in both the villages in Jawhar taluka had received the consumption as well as the crop loans whereas only 14 of the allottees in 3 of the 6 villages in Shahapur taluka had received the consumption loan. Crop loans were given in only one village in this taluka, namely Sakurli and all the 4 allottees in the village were given crop loans. Thus, all or at least a majority of the allottees in five of the 24 selected villages in the district had received either the crop loans or the consumption loans or both whereas in 9 of the villages, not even a single allottee had received either a crop loan or even a consumption loan.

Under the Central Scheme of assistance to the allottees which could not become applicable to the Thane

district on account of the district falling under the coverage of the Small Farmers' Development Agency, each allottee would have received a crop assistance of Rs.250, besides a crop loan. The SFDA does not operate a subsidy or an assistance on crop loans. The allottees in Thane district could not, therefore, receive the same facilities in the matter of cropping, as were available to many other districts in the State.

We now examine the amount of the crop loan received and the amounts repayed. The number of allottees receiving the crop loan and repaying the same and the amounts received and repayed are noted talukawise in Table 4.7.

The allottees receiving a crop loan, had received on an average a loan of about Rs.200 per allottee. The averages varied from Rs.125 in Shahapur taluka to Rs.300 in Talasari taluka. The allottees at Zai in Palasari taluka received a crop loan of about Rs.350 each whereas the allottees at Durves in Palghar taluka received about Rs.250 each. The allottees in the other villages received amounts varying from Rs.150 to Rs.185 per allottee.

Fifty one of the 104 allottees receiving the crop loan, repayed their loans and the amount repayed accounted for 35 per cent of the amount borrowed. Nearly half of the allottees borrowing crop loans had thus repayed their loans in spite of the failure of the crops, especially on the inferior soils during the survey year. None of the borrowing allottees in Shahapur taluka had, however, repayed their loans whereas only 4 of the 23 allottees in Jawhar taluka had repayed their crop loans. The repayment performance was fairly good in Dahanu taluka wherein only the Ashagad Society had disbursed crop loans in two villages. The percentage of recovery in these villages was as high as 48½ 68.6 per cent.

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We can take now a review of all the loans received by the allottees, at the end of this section. We have considered the land development loans in the previous Section and the consumption and the crop loans above. The single case of an allottee getting a loan for the purchase of bullocks from the State Bank was also noted earlier. Besides these loans, one allottee at Sakurli in Shahapur taluka had received a loan of Rs.150 from the Bank of Maharashtra for the purchase of a cow and one allottee at Vadavali in Talasari taluka, who was given a plot at the Dabchari Milk Project, besides a plot on the surplus land, had received loans from the same Bank for the purchase of cross-bred cows and construction of a Gobar-gas plant, along with the other unit holders in the colony. Barring the few cases noted during the earlier discussions and in the above, the other allottees had not received any financial assistance or a loan from any other agency.

Only about one-fourth of the allottees in the selected villages had, thus, received a loan. The loans received by these allottees again fell much short of the crop assistance of Rs.250 and the land development loan of Rs.500 including a fifty per cent subsidy to every allottee through the Collectorate, as envisaged in the Central Scheme of assistance to the allottees.



## SECTION V

### IMPACT OF THE ALLOTMENT ON THE ECONOMIC CONDITIONS OF THE ALLOTTEES

We now proceed to analyse the data in the context of the fourth and the last objective of the study viz. "to assess the overall success of the programme particularly with reference to whether there is any marked improvement in the economic conditions of the allottees". We also consider the issue raised in the Note ("write-up") appended with the Government Resolution initiating the study, viz. "whether the measure has ultimately resulted in increasing the food production".

The income accrued to the allottees from the cultivation of the allotted lands can be considered as an important measure of the improvement achieved in their economic condition through the distribution of the surplus land. We, therefore, examine in this Section, how much the cultivation of the allotted lands has added financially to their income and physically to their production. We examine the occupational pattern of the allottees, their possession of cows, poultry, bullock carts etc., which serve as the auxiliary sources of their income, and the income accrued to them from these sources and other occupations. We also consider the possibilities of increasing their income through a further development of the auxiliary occupations, already pursued by them.

#### 5.1 Occupational pattern of the allottee-families

Besides the cultivation of their owned and allotted lands, the allottees were engaged mainly as casual labourers in agriculture, forestry, road construction and other works undertaken by the State under the Employment Guarantee

Scheme. Some allottees or their family members were engaged as salarieds in the village itself or elsewhere and a few were engaged in the pursuit of some family or independent occupations. We give a talukawise classification of the families according to the different occupations each family pursued, in Table 5.1.

The Table reveals that 349 of the 455 allottee-families were engaged in the cultivation of their crops; 335 families or nearly three-fourths of the families were engaged in casual labour on some other farms. Seventy-seven, that is, 17 per cent of the families were engaged in casual employment in road construction and allied works and 12 families, in seasonal employment in the forests. The proportion of families engaged in casual labour of some form or the other was greater in Talasari, Dahanu and Jawhar talukas than in Palghar and Shahapur talukas. About 15 per cent of the families in Talasari, Dahanu and Palghar talukas were engaged in bullock-cart transport and renting out bullocks for tillage and carting.

Salaried employment either in the village or outside provided a source of income to nearly one-fourth of the allottee families. Members in some families were getting only a seasonal employment on a monthly basis whereas members from some other families were employed permanently. Members from nearly one-third of the families in Talasari taluka were serving either at the salt pans and brick kilns or on fishing boats or at a private Dairy at Varavade and the Milk Project at Dabchhari. The Dabchhari Milk Project provided opportunities of employment to many Adivasis on casual or on monthly basis in the taluka. One of the members of an Adivasi family at Zai in the same taluka happened to be the Block Development Officer in some other District. Members of some families in Dahanu

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taluka were employed in the Chickoo orchards whereas those of about one-fifth of the families in Palghar taluka were employed as salarlates in shops and factories in the area or outside. So also members of nearly one-third of the families in Shahapur taluka were engaged as salarlates at the Ehatsa dam (mostly as the watchmen) or at the factories in the Bombay Metropolitan Area. Nearly 25 per cent of the allottee-families, thus, earned some assured income from salaried employment of the above types. However, those engaged at the salt pans, brick kilns or on fishing boats were getting a very meagre monthly salary or a fixed payment for the season.

Members from 31 families or nearly 7 per cent of the total families in different talukas pursued some business or an independent occupation. These occupations included shop-keeping in the villages, basket-making, fishing and collecting firewood, grass and leaves used for bidi-making, wrapping or serving food etc., from the nearby forests. Only three families each in a different taluka, including a family which was given a land-unit at the Dabchari Milk Project, earned by selling cow milk and 39 families in Talasari taluka, by selling poultry and eggs.

## 5.2 Income from different sources

We examine now the income earned by these families from the various sources, noted above. Their sourcewise income is noted in Table 5.2.

The Table reveals that casual labour in cultivation, forestry and other works, and the salaried employment discussed earlier, formed the two major sources of their income, accounting for nearly three-fourths of the total income. The cultivation of the owned and the allotted lands accounted for only 15 per cent.

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Salaried employment enabled the allottees to earn 33 to 40 per cent of the income in four of the talukas and about 10 per cent in Jawhar taluka. Casual labour in agriculture was an important source of income in all talukas, accounting for 25 to 53 per cent of the total income. Casual employment in forests provided them with hardly one per cent of the income whereas the non-farm casual employment provided upto 16 per cent. The proportion of the income from the cultivation of crops to the total income varied from 9.2 per cent to 28.9 per cent in the different talukas.

Bullock-cart transport and renting out bullocks, sale of milk and milk products and sale of poultry and eggs accounted for almost a negligible proportion of the income in each taluka. Some allottees had leased out their toddy palms for tapping whereas some who did not own bullocks, were selling the grass growing on their land. The income from such sources also formed a small proportion of the total income. The income from the different independent occupations noted in the earlier discussion, accounted for 13.4 per cent of the income in Palghar taluka but for only a small proportion in the other talukas.

The above discussion gives us the shares of the various occupations and sources of income, in the total income. We examine now the size of the income by computing the per family income. The required computations are given in Table 5.3.

The computations reveal that the income per family varied from Rs.1,307 to Rs.2,019 in the different talukas. The per family income in Jawhar and Shahapur talukas was below the average for all talukas. This may be explained by the reasons that the share of income from salaried

**Table 5.3 : Income per family**

Taluka	Number of allottee-families	Total income (Rs.)	Income per family (Rs.)
Talasari	117	2,36,287	2019.5
Dahanu	117	1,93,203	1651.3
Palghar	110	1,76,186	1601.7
Jawhar	30	40,997	1366.6
Shahapur	81	1,05,908	1307.5
Total	455	7,52,581	1654.0

employment was very small in Jawhar taluka whereas that from casual labour was small in Shahapur taluka.

The occupational pattern and the income analysis show that the income from cultivation of crops including the crops grown on the owned land, was too small to provide a reasonable income to the families in each taluka. It was, therefore, necessary for them to get some salaried employment in the village or outside, as also to seek employment for a larger proportion of persons in the family either in casual labour or some other occupation. Such avenues of employment were available to the families in Talasari, Dahanu and Palghar talukas but not to those in Jawhar and Shahapur talukas. The scope for salaried employment was limited in Jawhar taluka whereas the caste status of the Hindu non-Adivasis who accounted for 35 per cent of the families in Shahapur taluka (Table 2.7), restricted the proportion of women and children, earning for their family (Table 2.9). Consequently the families in the latter taluka could not earn as much through casual labour, as was possible for the families in the other talukas.

Before we proceed to examine the share of the income from allotted land in the total income of the allottee-families, we examine the productivity of the allotted lands.

### 5.3 Production of foodgrains from allotted land

As noted in Section III, the allotted lands were used solely for growing food crops viz., paddy, nagli, vari, jowar and the pulses. The production of these crops on the allotted land and that on the owned land is noted in Tables 5.4 and 5.5 respectively.

Table 5.4 reveals that the productivity of the allotted lands was very low in most of the talukas, which may be due to failure of rains in the earlier part of the season during the survey year. However, the rainfall was adequate in Jawhar taluka which was a high-land on the mountainous region of the district and hence the allottees could produce about 1200 kg of paddy and 400 kg of other cereals per hectare. Shahapur taluka was also not much affected by the failure of rains. However, the production of paddy and that of the other cereals was reasonable, about 1275 kg and 560 kg per hectare respectively, only on the lands owned by the allottees (Table 5.5) whereas the yield per hectare on the allotted land was much lower on account of the inferior quality of the soils. Talasari, Dahanu and Palghar talukas were affected the most by the failure of the rains during the year. The soils in Palghar taluka being somewhat superior, the allottees could harvest at least 735 kg of paddy and a fairly good production of 717 kg of other cereals per hectare but the allottees in Talasari and Dahanu talukas suffered much on account of the failure of the early rains because their soils were inferior. They could harvest only about 300 kg of paddy and 100 kg of other cereals per hectare. The per



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hectare production on the owned lands (Table 5.5) was much better in all talukas except the Jawhar taluka, which indicated that the allotted lands were certainly inferior. We did not compute the per hectare yield of the pulse crops, as they were being grown as mixed crops on many of the allotted lands.

The Table reveals further that an allottee could get, on an average, only 210 kg of cereals and 2.4 kg of pulses from the cultivation of the allotted land. The average production of cereals per allottee varied from 138.8 kg to 453.2 kg and that of pulses, from 1.1 kg to 6.2 kg in the different talukas. The cultivation of the allotted lands thus, provided an allottee with hardly 1.5 quintals of foodgrains in Talasari, Dahanu and Shahapur talukas and about four quintals in the other two talukas. Under the normal conditions of rainfall, the allottees in Talasari, Dahanu, Jawhar and Shahapur talukas might be able to produce about four quintals of foodgrains per allottee on an average, which is slightly more than the average in Jawhar taluka. An allottee in Palghar taluka may harvest more than ten quintals of foodgrains on account of the better quality of the allotted land.

Table 5.5 reveals that 93 allottees owning some land in Talasari, Dahanu and Jawhar talukas received on an average about 3 to 4 quintals of foodgrains from the cultivation of their owned land. The only one allottee owning land in Palghar taluka could get 20 quintals of paddy and the six, in Shahapur taluka, about 12 quintals of paddy and other cereals per allottee. Their production on the owned holding was, thus, much larger than their production on the allotted holding, even though the average size of the former holding was slightly smaller than the average size of the latter (Table 2.5). This was a result of the superior quality of the soils on the owned lands. The

allotted lands were thus, mostly inferior when examined even on the basis of their production.

It, thus, appeared that a substantial proportion of the allottees may not be able to harvest more than four quintals of foodgrains from the cultivation of their allotted land even after bringing the uncultivated parts of their allotted holding under cropping. Four quintals of foodgrains can suffice the consumption needs of an average family of five persons, for a period of 6 to 7 months in a year, assuming a consumption rate of 60 kg of foodgrains per family per month. This could be considered as the net gain to the society from the distribution of the surplus land, if no costs are involved over the use of materials such as fertilizer, in the cultivation of crops. The distribution of the surplus land had, thus, guaranteed a subsistence for the allottee-families at least for a period of 6 to 7 months in a year with a normal rainfall.

#### 5.4 Share of income from the allotted land in the total income

We now compare the income accrued to the allottees from the cultivation of the allotted land, with their total income. The talukawise proportion of income from the allotted land to the total income is noted in Table 5.6.

The average income per allottee-family from the cultivation of the allotted land, worked out to Rs.229.5 only. It varied from Rs.120.2 per family in Dahanu taluka to Rs.428.1 per family in Palghar taluka. The average income for Jawhar taluka was somewhat nearer the average for the Palghar taluka. Only the families in Palghar and Jawhar talukas could thus earn some reasonable income from the cultivation of the allotted land. As noted earlier, the rainfall was normal in Jawhar taluka

**Table 5.6 : Proportion of income from allotted land to the total income**

Taluka	No. of allottees cultivating the land	Total income (Rs.)	Out of which income from the cultivation of the allotted land (Rs.)	Average income from the allotted land per family cultivating the land (Rs.)	Proportion of income from the allotted land to the total income (per cent)
Talasari	123	2,36,287	26,428	214.9	11.18
Dahanu	109	1,93,203	13,105	120.2	6.78
Palghar	58	1,76,186	24,825	428.0	14.09
Jawhar	21	40,997	8,466	403.1	20.65
Shahapur	356	1,05,908	8,884	197.4	8.39
Total	356	7,52,581	81,708	229.5	10.86

whereas the soils in Palghar taluka were qualitatively better to withstand the failure of the rains in the earlier part of the season. Hence the allottees in Palghar taluka could get some returns, though not the full returns, possible when the rainfall is normal.

The income earned by an allottee from the cultivation of the allotted land could be considered as a net gain to the allottee as this income would not have accrued to him in the absence of the distribution of the surplus land. Even if we assume that a family lost wage employment for about a fortnight in a year, on account of self-employment on the allotted land, during the most busy season of transplantation of paddy, the value of such loss would not have exceeded, say, Rs.100 per family. The cultivation of the allotted land would still accrue some net return to an allottee, though such return might be fairly small in some years on account of the failure of the rains, as in the survey year.

The Table reveals further that the income from the allotted land accounted for only 10.86 per cent of the total income earned by the allottee families. This proportion varied from 8.39 per cent in Shahapur taluka to 20.65 per cent in Jawhar taluka. The income from the allotted land was thus, quite small when compared to their total income. They had, therefore, to continue with their auxiliary means of income, even after receiving the surplus land.

### 5.5 Development of auxiliary occupations

We had noted earlier that transport by bullock-carts, selling milk and selling poultry and eggs provided a source of income to some allottee-families. It was possible for the other families also to pursue these occupations and raise their income level further. As noted in Section <sup>II</sup>~~I~~, the proportion of earners in the allottee-families was large enough to enable them to pursue a number of auxiliary occupations. We, therefore, discuss here the possibilities of developing these three occupations.

Fifty-eight families in Talasari taluka possessed on an average 4 fowls per family. Thirty-nine of these families earned on an average Rs.25.7 by selling fowls and eggs at the taluka place. The fowls with them, were of the local type, involving no cost on their part on maintenance and feeding. It was possible for them to maintain even a larger number of fowls without incurring any cost on their feeding, as they stayed at the 'padas' (habitats) where the fowls could pick up the food from the nearby fields and open grounds. The eggs of the local variety fetched a better price when compared to the price of eggs of the Leghorn and other breeds, the maintenance

of which always involved some cost on feeding. The allottees did not increase the number of fowls with them because there was no market for the eggs in the area. If egg collection centres were to be established in the area under the 'Adivasi Sub-Plan', it was possible for the allottees to maintain even a larger number of fowls. The above is only an illustrative case of the Talasari taluka, which applies to all Adivasi villages in the other talukas.

We now turn to the problem of keeping cows for the sale of milk. One of the Adivasi allottees, who was given a land-unit and cross-bred cows at the Dabchari Milk Project, earned Rs.7,200 from the sale of milk during the survey year. The investigations in the villages revealed that 150 of the allottee-families in the different talukas possessed on an average 2 cows of the local hilly type. These families also possessed some calves. It was, therefore, possible to cross their cows with the exotic breeds of cattle step by step and increase the number of better yielding milch cattle with them. This would require a provision of a regular artificial insemination service in the area, convincing the Adivasis of the utility of artificial insemination and cross breeding. Collection of milk from these areas might not become possible in the ensuing few years but a beginning could be made in the matter especially in the villages around the Dabchari Milk Project which served as a good demonstration centre for the area.

Transport by bullock-cart was another occupation which had considerable scope in the area on account of the large scale fellings in the forests undertaken by the Forest Development Corporation of Maharashtra. The Forest Labour Cooperatives in the district transported

only 10 to 15 per cent of the forest produce felled by the Corporation and the remaining produce was transported by the contractors by trucks.

The Corporation provided employment in transport for nearly six to eight months during a year. The costs of transporting the logs and firewood from the coupes to the sale-depots by bullock-carts and those by trucks were found to be almost identical. There was, therefore, much scope for replacing truck transport by cart transport in transporting the produce from the coupes to the sale depots. The scarcity of diesel in the country and the difficulties involved in its import, were the other factors conducive to the development of cart transport in these areas.

Only 43 of the allottee-families in Talasari and Dahanu talukas possessed bullock-carts. The above discussion suggests that their number should expand and all those possessing bullock-carts should either enrol themselves as the members of the Forest Labour Cooperatives in the area where possible, or form their own associations or groups for transporting the forest produce like the contractors transporting sugarcane from the farms to the factories in the other areas. The Government should also press upon the Corporation to use bullock-cart transport on as large a scale as possible in view of the parity of the costs involved in the two modes of transport. It might be desirable even to maintain a stock of carts with the Corporation to rent them out to bullock owning families, desirous of transporting the forest produce. Long term loans could be made available to the allottees for the purchase of the carts and these loans could be subsidised heavily, in view of some saving in the import of diesel, involved.



It should be also noted that if the allottees were to maintain bullocks to increase their efficiency in the cultivation of land, there have to be opportunities for the employment of the bullocks even during winter and summer, as their lands can be cropped only during the kharif season. Employment for a period of six to eight months as available through the Corporation, might, therefore, add substantially to their income.

It would be, thus, possible to increase the income of the allottees through the few developmental measures discussed above. However, the development of poultry farming by maintaining only the fowls of the local type, might increase the income of the allottees only marginally, whereas the development of the dairy industry involving the maintenance of cross-bred cows, might involve much time. It would be, however, possible to increase their income readily, by providing them with the carts and the bullocks, and simultaneously planning for the transportation of the produce extracted by the Corporation and the Forest Department, by using the bullock-carts, wherever feasible.

## SECTION VI

### SUMMARY AND CONCLUSIONS

We now summarise the results from the analyses presented in the preceding Sections. The study was based on an investigation of about 10 per cent of the allottees in five of the talukas containing 88 per cent of allottees in the district. We investigated 611 allottees from 24 villages selected by elaborate sampling, in these five talukas. All allottees in the selected villages were included in the study. The results of these analyses have, therefore, a wide basis.

The analyses in the present study were restricted mainly to the four objectives specified for the purpose by the Estimates Committee of the Maharashtra Legislature, which were in fact on outcome of the distribution of the surplus lands in the State after the revision of the Agricultural Lands (Ceiling on Holdings) Act, in 1975. Broadly these objectives referred to an examination of the quality of the allotted lands, the use of inputs thereon including the use of irrigation and the impact of the allotment on the economic condition of the allottees.

It was observed through the study that 78 of the 611 allottees or about 13 per cent of the allottees who were shown to have been allotted land according to the registers maintained at the Taluka office, were in fact, not given possession of their lands. The major cause for the allottees not getting possession of their lands was that the Talathis and the Circle Inspectors for the villages had kept them away from the lands by not showing them their allotted lands. Such instances had taken place on a large scale in the Adivasi areas which were much in

the interior in the district. The surplus lands in these areas being mainly the grass lands, the previous owners of the lands still harvested the grass on lands, not shown to the allottees. In a few instances, the owners of surplus lands even forbade the allottees to cultivate the land, in spite of the Talathis having shown them their lands; they continued the harvesting of grass on these lands. The unlawful leasing out of land, fictitious land sales in the past, faulty distribution of the lands and the non-cultivability of the distributed lands were the other causes for the allottees not being in possession of their lands. As 78 of the allottees did not possess the allotted land and another 64 allottees could not be contacted by us on account of their absence in the villages at the time of our investigations, we had to base a major part of our analyses only on the data for 469 allottees staying in 455 families.

There was no correspondence between the number of allottees who were allotted land according to the figures maintained for the number of allottees at the District Collectorate and the actual number of allottees in the Registers maintained at a taluka office. The number of allottees in the Registers in Talasari, Dahana and Shahapur talukas was much lower than their numbers reported by the Collector's office. In one instance, the Taluka office at Talasari could supply the names of only 505 allottees to the Divisional Forest Officer for undertaking some development activities in the area, against the stipulated figure of 2,783 allottees available for the taluka in the records at the Collector's office. It was not possible for the different development agencies operating in the district to undertake developmental activities on the allotted land, as the lists of these allottees were not

supplied to them. As a first step to undertaking any developmental activity for the allottees, it was, therefore, necessary to correct the villagewise lists of the allottees and to get them cyclostyled as was done in the Jawhar taluka, before supplying these lists to other agencies. This would enable even the State Government to know the real number of the allottees who were given the surplus land. The number of villages wherein some land was distributed was fairly small in relation to the total number of villages in each taluka. It would not be, therefore, difficult to rebuild such lists with the help of the Talathis, specifying only the names of those allottees who were in possession of their land. Such lists could be appended with the lists of new allottees from time to time, as all the surplus land in some talukas was not distributed so far. Quite a substantial proportion of the surplus land had remained to be distributed in Palghar, Dahanu and Mokhada talukas.

About 37 per cent of the 455 allottee families whom we could contact and who were in possession of their lands, had some experience of cultivating land in the past. Many of the allottees in Talasari and Dahanu talukas were cultivating lands which they had either leased in or encroached upon prior to the distribution of the surplus land. Twenty-two per cent of the allottee-families possessed some land even after the allotment of the surplus land. This was because the landless allottees who were given land, happened to be the members of joint families which possessed some ancestral land. It did help in the cultivation of the allotted lands as these families already possessed bullocks and implements needed for the cultivation of the allotted land. The Government allotted 1.40 ha. of surplus land per family in Shahapur taluka and 0.77 to 0.92 ha. per

family in other four talukas. About 65 per cent of the allottee-families in Talasari and Dahanu talukas had received lands which were already in their possession either as lessees under some mutual agreement with their previous owners or as persons unlawfully encroaching upon the lands of absentee landowners. In terms of area, 69 per cent of the allotted area in Talasari taluka and 28 per cent in Dahanu taluka involved merely a change in their title as the same lands which were either leased in or encroached, were given to the allottees, as the surplus lands. The other families in the five talukas received lands which they had not cultivated before.

Three-fourths of the allottee-families in the selected villages belonged to the scheduled tribes. Though a majority of the allottees in villages in four of the non-Adivasi Talukas were from the Adivasi communities, the distribution of land in the Palghar taluka was much biased in favour of the non-Adivasis, leading even to dissensions between the Adivasis and the non-Adivasis in some villages. The distribution of land in this taluka also favoured those who were not from the villages in which the lands were declared surplus.

The members in the allottee-families were quite backward in the sphere of education. Not even 10 per cent of the persons in the allottee-families in Talasari, Dahanu and Jawhar talukas, had received any formal education. The level of literacy was somewhat high in Palghar and Shahapur talukas wherein the proportion of non-Adivasi families among the allottee-families was also large.

The problem of the quality of the allotted land was examined by us from different perspectives. The conventional classification of the allotted lands by soil types showed that about three-fourths of the area of the

allotted land consisted of only the light soils and about 15 per cent, had medium soils. Some land with heavy soils was also available for distribution especially in Palghar taluka, but it accounted for only 5 per cent of the allotted area. About three-fourths of the allottees in Palghar taluka had received lands with either heavy or medium soils and those allottees receiving such lands happened to be the non-Adivasis in the villages in the coastal strip of the taluka. The allottees in the other talukas received mostly the lands with light soils.

Forty per cent of the allottees in the selected villages had brought their entire allotted holdings under cultivation, 35 per cent, had brought only parts of their holdings under cultivation whereas nearly one-fourth of the allottees had still kept their allotted lands uncultivated, even after a period of 2-3 years since the allotment. As a substantial proportion of the allottees in Talasari and Dahana talukas were already cultivating the same lands before the allotment, there were no problems in bringing the allotted lands under cultivation in these talukas. The proportion of allottees keeping their lands uncultivated was fairly large viz. 47 per cent in Palghar taluka and 44 per cent in Shahapur taluka. Only 15 per cent of the allottees in the latter taluka had brought their entire holdings under cultivation whereas 40 per cent were cultivating only small parts on their holdings. As a result, nearly three-fourths of the area allotted in Shahapur taluka and one-half of the area allotted in Palghar taluka had remained uncultivated for 2-3 years since the allotment.

Those of the cultivators who were zealous in bringing their lands under cultivation had done so immediately

after the allotment. All lands were not, however, cultivable except those leased in or encroached upon by some allottees in Talasari and Dahanu talukas.

One hundred and sixty-six or nearly 47 per cent of the 356 allottees bringing their lands under cultivation, banded their lands either on their own or with the help of the Government Agency. The Soil Conservation Unit banded 45 of these holdings. The Government banding programme was restricted to only 7 of the selected villages and further to only a few of the allottees in these villages. Nearly three-fourths of the allottees did the work of banding on their own. According to the report of the Soil Conservation Unit in the district for October 1978, they had completed the work of soil conservation on only 387 ha. or 5.7 per cent of the area allotted in the district.

The shrubs and stumps were required to be uprooted on 35 of the 356 holdings. This work was done mostly by the allottees themselves. Only on three of the holdings in one of the two villages selected in Jawhar taluka that the work was done by the Forest Department. However, according to the information obtained from the Forest Department, they had uprooted stumps on 106 ha. or nearly 50 per cent of the area allotted in Jawhar taluka. Their programme was closed by the District Collector for reasons unknown. Hence, the programme was not undertaken in the other talukas.

Levelling the lands and removal of pebbles and stones from the land were the other works undertaken by many of the allottees to bring their lands under the plough. Three allottees even spread the soil, brought from some other area, over the exposed rocks to make their land cultivable. Some of these who had brought their

holdings only partially under cultivation had continued their efforts to bring additional parts of their holding under cultivation. Most of the 356 allottees who had brought their lands either wholly or partially under cultivation were thus, zealous in bringing as large <sup>an</sup> ~~as~~ area under cultivation, as possible. The extent of cultivable area was itself limited on many of the holdings. Thirty per cent of the area could not be banded even by the Soil Conservation Unit which had banded the area on 45 holdings. Though distributed among the allottees, some areas were, thus, not worth cultivating even according to the Soil Conservation Unit which had banded the areas on the above noted holdings. The proportion of such uncultivable area was fairly large on lands allotted in Shahapur taluka.

Those one-fourth of the allottees who had not brought their lands under cultivation could not do so for various reasons. Their proportion was fairly large in some villages in Palghar, Jawhar and Shahapur talukas. The plots allotted to individuals were not demarcated either on the ground or in the village maps and hence, some allottees refused to develop the plots in fear of developing a part of the land belonging to some one else. Secondly approach roads were not available to some of the allotted plots and hence, the allottees could not carry bullocks to plough these plots. Thirdly, totally uncultivable lands such as lands already occupied by a 'pada' (habitat) or lands which were rocky and uneven were given to some allottees without judging the cultivability of such lands. The revenue for these lands was collected from these allottees who paid the revenue to establish their right on the land. Fourthly, finance was not made available to develop some lands, which involved a heavy amount of finance for bunding, levelling, terracing and clearing the lands of shrubs and



trees. Only 25 of the allottees in five of the villages had received land development loans through the Land Development Bank and the Dena Bank. The Bank of Maharashtra which was the lead Bank for the district, had not given land development loans in any of these villages. Fifthly, the allottees were not permitted to cut and sell the trees existing on the allotted lands. Some of the allotted lands were occupied by shrubs, trees and also stumps of the trees felled during the past. Such land could not be handed by the Soil Conservation Unit. No other Government machinery was either available to clear these lands of the stumps and the trees, standing thereon.

Nearly 44 per cent of the area which was not brought under cultivation, had remained so on account of the area being either rocky or occupied by shrubs, stumps and trees. Another one-third of the area could not be developed on account of the inadequacy of finance with the allottees. In many a case, however, at least some parts of these lands could have been developed if the allottees had used their family labour for developing them. About 10 per cent of the area could not be developed as it was not demarcated. The area remaining uncultivated on account of the encroachment by some families for building their huts, cowsheds etc., area acquired for roads and the area without approach roads was fairly small. These factors had, however, created obstacles in the cultivation of land by the allottees though the affected allottees were very few in number.

Provision of soil conservation measures, demarcation of the lands, cutting of trees and uprooting of shrubs and old stumps, provision of roads and removal of the encroachments on the land were the major problems faced by the allottees who could not bring their land under cultivation. It was not possible to demarcate all the allotted

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facilities to a substantial proportion of the allottees in a short period of time.

The allotted lands were put under the cultivation of paddy, nagli, vari, jowar and the pulses. These crop gave low returns on account of the inferior quality of the soils. The experiments conducted at the Krishi Vijnana Kendra, at Kosbad in Dahanu taluka showed that it was possible to grow fodders of the Stylozanthos species on the varkas lands, especially Stylozanthos endeavor and Stylozanthos scabra which were drought resistant<sup>a</sup>, perennial as well as seeding, high in nutrient content and which suppressed the local grasses and weeds. The Government could consider the possibilities of introducing such fodders on the varkas lands on the allotted holdings and the other holdings in the area and arrange for their purchase by the Dabchari Milk Project which consumed a fairly large quantity of fodders. Cashewnut and mango were the other cash crops which could be grown on the allotted lands. Mango could, however, be raised on these lands only by grafting the seedlings in situ.

Only one allottee in Talasari taluka had repaired an old well and installed an electric pump to irrigate about one hectare of his allotted area. There was, however, scope for introducing irrigation on about one fifth of the 117 allotted holdings in Talasari and Dahanu taluka each and more than <sup>one</sup> half of the 110 allotted holdings in Falghar taluka. There appeared to be no scope for irrigating the allotted lands in the villages selected in the other two talukas. Loans were available for the purpose from the Land Development Bank and they carried a one-third subsidy from the SFDA. It was not possible for the allottees to sink wells on their own initiative primarily on account of the small size of the holding,

inferior quality of the soils, the absence of the right to alienate the land like other farmers in the area and the extent of the costs involved in relation to the area cultivable and irrigable on a holding. It was, however, possible to sink community wells for groups of about four allottees, each well having a capacity to irrigate about one acre per allotted holding. Instead of granting a one-third subsidy to every allottee, it might prove to be economic from the point of view of the society to give a free community well to groups of four allottees having contiguous holdings or to groups of four cultivators including some allottees. Such wells could be sunk through Government Agency and the allottees could be persuaded to take loans for pumping sets only, which would carry one-third subsidy from the SFDA. This could also ensure the completion of the wells on time and avoid mis-utilization of the loans. The Adivasi<sup>s</sup> are known to shift from one 'pada' or habitat to the other for personal reasons. It was possible that some of them might even settle near a well on the allotted land and grow vegetables for the market, as they did around their homesteads, and thus, cultivate the land more intensively. Sinking of wells for the individual allottees might become possible mainly in Palghar taluka wherein the quality of lands was superior and wherein the small holdings were also being used for the intensive cultivation of banana, vegetables and other crops.

The use of improved seed was restricted to only the paddy crop grown by some of the allottees in a few of the selected villages. The programme of distribution of paddy seed and seedlings was itself undertaken in a restricted number of villages and that too in 1976-77 only. However, a few of the allottees had retained the

seed from their previous crop and grown the improved varieties again in 1977-78; but many could not do so, as they had either consumed the production from their crop in the previous year or found the variety unsuitable to their paddy field. It was, therefore, necessary to continue the seed and seedling distribution programme annually over a few years, at least in villages containing a large number of allottees.

Most of the allottees were given the seed or seedlings of superior varieties like Jaya, Ratna and Taichung which were not suited to the type of land allotted. It was necessary to provide them with improved early varieties like Karjat-184, Ratnagiri-24, Ratnagiri-710-4-1, Palghar 60, E.K.-70 etc. which were suited to their inferior soils. This could ensure a better spread of the improved varieties on all the allotted lands in place of the large number of the uncommon local varieties, at least twenty in number, grown on these lands. Many of the local varieties matured early whereas some were mid-late and even late in maturity. It was, therefore, necessary to note the maturity period of each of their local variety and recommend a suitable improved as well as a high-yielding variety in its place. Under the circumstances, the seed bag to be distributed among the allottees should carry not only the name of the improved or high-yielding variety but also a label denoting the local varieties, in place of which it was to be grown. Further, many of the allottees grew not a single variety but two to four varieties according to the water retaining capacity of their paddy fields. An allottee would have, therefore, to be supplied not with one variety of paddy as was done in the area in 1976-77, but even two or more varieties, according to the number of his paddy fields and their characteristics.



Only 16 of the 356 allottees who had bought their lands under cultivation, had used some fertilizer for paddy. Six of them had obtained the fertilizer as a crop loan from cooperative societies whereas the remaining allottees had purchased the fertilizer on their own. Only 170 of the allottees from 17 villages had become members of the village cooperatives. The use of fertilizer would not go up with the allottees unless all of them were enrolled as the members of the village cooperatives and simultaneously, encouraged to grow better varieties of crops, responding to the fertilizer markedly.

Sixty per cent of the allottee-families who had brought their land under cultivation, were either devoid of bullocks or possessed only a single bullock. They had to hire bullocks on payment either in cash or kind, or on the basis of deferred payment in the form of grains after the harvest of the crop. Some allottees served as casual labourers on the bullock owners' farms in exchange for the use of their bullocks; some used the bullocks of their relatives free of any payment whereas those owning single bullocks exchanged their bullocks with one another. The absence of bullocks had, however, affected their efficiency in cultivation, as many could not perform their tillage operations on time.

Thirty allottee-families had purchased either a single or a pair of bullocks after the allotment of the land. Barring an ex-serviceman who had obtained a loan for the purpose from the State Bank of India, the others had to purchase bullocks either through their owned funds or through borrowing for the purpose from their relatives or through the sale of their assets. Twentyeight of the families, not having bullocks possessed some cows and calves and they were waiting for their calves to reach

the age when they could be used as bullocks. Others would have to be supplied with loans, necessary for the purchase of bullocks.

The possession of a single bullock and even calves served the purpose of the allottees, as 64 of the families possessed only a single bullock, and some others were waiting for the maturity of their calves. It was not, therefore, necessary to supply them with a pair of grown up bullocks under any scheme of borrowing and burden them with the repayment of these loans. The bullocks, they used, were of the hilly type which were relatively cheap, costing less than Rs.500 per bullock. Hence, a medium term loan of Rs.500 from the District Central Cooperative Bank with one-third subsidy from the SFDA, might be adequate for the allottees to possess at least a single bullock.

The possibilities of giving a long term loan for the purpose through the Land Development Bank could also be pursued, as the allottees may find it difficult to repay the loans in 3 to 5 years. Some allottees were already spending Rs.20 to Rs.60 per year over the hire charges for the bullocks. If the equated instalment of such loans through the Land Development Bank did not exceed say Rs.50 per annum, many allottees might purchase at least a single bullock through such loans. The joint ownership of bullocks had worked well in the case of a group of three allottees in one selected village. If the joint ownership of bullocks could be made to work also with some other groups of allottees, the equated instalment per allottee would be still smaller.

Implements were available with a much larger number of allottee families than the number of families possessing bullocks. Normally, the hiring of bullocks included the accompanying implements and hence, the possession of

implements was not that important as the possession of bullocks. The wooden plough and the levelling planks were the only implements required in the area. These implements were cheap and hence, no special measures were needed to supply the implements to the allottees.

The allottees generally cultivated their land mostly through the use of family labour and without the purchase of other material inputs. Only 68 allottees had incurred cash expenditure of about Rs.115 on an average on the cultivation of their crops. The major items of expenditure in their case was the hiring of bullocks. The other important items were the purchase of seed and fertilizer.

Only 104 allottees had borrowed crop loans and 128 allottees were given consumption loans. The consumption loans helped to minimize their expenditure on the purchase of foodgrains during the rainy season, encouraged them to work on their farms instead of seeking employment elsewhere and thus, helped indirectly in the tilling of their lands. The crop loans and the consumption loans were however, made available to the allottees in some villages only. All or a majority of the allottees in five of the villages had received either a crop loan or a consumption loan or both, whereas in nine of the villages, not even a single allottee had received either of these loans. This was for the reasons that all allottees were not enrolled as the members of the village cooperatives and where they were enrolled, no special efforts were made to persuade them to borrow loans and improve their farming. Moreover, only 68 of the 356 allottees had incurred some expenditure in cash over the cultivation of crops and hence, their requirement of loan was itself low on account of absence of the use of any improved technology on their holdings. Farm grown seeds and ~~the~~ family labour were

the only inputs on many of the allotted lands. It was, therefore, necessary to lay more emphasis on the adoption of the improved technology on the allotted lands than on the disbursement of crop loans to the allottees.

An allottee had received on an average, a crop loan of about Rs.200. The average varied from Rs.125 to Rs.300 per allottee in the different villages. Under the Central Scheme of Assistance to the allottees which did not become applicable to the allottees in Thane district on account of the district falling under the coverage of the SFDA, each allottee would have received a land development loan of Rs.500 with a 50 per cent subsidy and a crop assistance of Rs.250, through the Collectorate, besides a crop loan if necessary. Only about one-fourth of the allottees in the selected villages had received a loan in one form or the other in amounts varying from Rs.125 to Rs.500 with a possible one-third subsidy from the SFDA only on the loans given by the Land Development Bank and the Scheduled Banks. The financial assistance received by the allottees in Thane district, thus, fell much short of the assistance contemplated to the allottees, in the Scheme of Assistance formulated for them by the Central Government.

The allottees pursued a number of occupations to earn their living besides the cultivation of the allotted land. A majority of the families were engaged in casual labour in agriculture, forestry and also other non-farm activities. This source of living accounted for about 40 per cent of their total income. Nearly one-fourth of the families earned about 36 per cent of their income through salaried employment of their family members either in the village or outside. Income from cultivation of owned and allotted land accounted for only 15 per cent of the total

income. The rest of the income was earned through various other occupations such as cart transport, renting out of bullocks, sale of milk, poultry, eggs and grass, leasing out toddy palms and other independent occupations pursued by individual family members. The income per family varied from Rs.1,307 to Rs.2,019 in the different talukas. The average per family income was lower in Jawhar and Shahapur talukas.

The production on the allotted lands was observed to be very low which may be due to the failure of the rains in the earlier part of the season during the survey year. It is only in Jawhar taluka that the production per hectare was relatively high on account of the adequacy of the rainfall in the taluka. On an average, the yield of paddy worked out to 536.2 kg per hectare and that of the other cereals to 296.5 kg per hectare only. An allottee could get on an average about 1.5 quintals of foodgrains in Talasari, Dahanu and Shahapur talukas and about 4 quintals, in the other two talukas. Under the normal conditions of rainfall, the allottees in Talasari, Dahanu, Jawhar and Shahapur talukas would harvest about 4 quintals of foodgrains per allotted holding. An allottee in Palghar taluka might harvest even more than 10 quintals, on account of the better quality of the soils. About four quintals of foodgrains could be considered adequate to fulfil the consumption needs of an average family of five persons, for a period of 6 to 7 months, assuming a consumption of 60 kg of foodgrains per family per month. This could be considered as the net gain to the society from the distribution of the surplus land. The distribution of the surplus land had, thus, guaranteed the subsistence of the an allottee-family for a period of 6 to 7 months during a year with normal rainfall.

Income from the cultivation of the allotted land worked out to Rs.229.5 per allottee-family. It varied from Rs.120.2 per family in Dahanu taluka to Rs.428.1 per family in Palghar taluka. The average for Jawhar taluka was nearer the average for Palghar taluka which meant that the families in Jawhar and Palghar talukas received a somewhat higher income from the cultivation of the allotted land when compared to the income for the families in the other talukas.

The income from the allotted land accounted for only 10.86 per cent of the total income of the allottee-families; it varied from 8.39 per cent in Shahapur taluka to 20.65 per cent in Jawhar taluka. The allottee-families had, therefore, no alternative but to continue with their other occupations even after receiving the surplus land, to earn their living.

Poultry farming by keeping the fowls of the local variety, dairying by maintaining the cross-bred cows and transport by bullock cart were the possible auxiliary occupations which could be developed in the area, to raise the income level of the allottee-families, besides the development of their lands and the land use pattern, noted earlier. Development of transport by bullock cart provided considerable scope for raising the income level in the area, on account of the large scale fellings undertaken by the Forest Development Corporation of Maharashtra. The costs of transport by bullock cart and that by truck being almost identical for short distance transport, it was possible to replace the trucks by bullock carts in the transportation of the forest produce from the coupes to the sale depots. It was, therefore, desirable to supply the allottees with bullock carts and bullocks and enrol them as the members of the Forest Labour Cooperatives

in the area or form their associations and groups for transporting the forest produce like the contractors transporting sugarcane from the farms to the factories in some other areas in the State.