

United States
Department of Agriculture.

The Farm Security Administration
and
The Bureau of Agricultural Economics
cooperating.

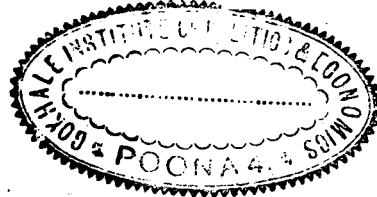
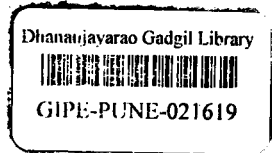
- | Serial No. | Acc. Res. No. | Name & Author. | Year. |
|------------|---------------|--|------------------|
| 1. | 22(i) | Tenure of New Agricultural Holdings in Several European Countries.

By
Erich Kraemer. | Sept.
1937 |
| 2. | 22(ii) | Standards of Living in Six Virginia Counties.

By Dwight M. Davidson Jr.
and B. L. Hummel. | March
1940 |
| 3. | (iii) | Influence of Drought and Depression on a Rural Community
A case study in Haskell County, Kansas.

By A. D. Edwards. | January
1938. |

UNITED STATES DEPARTMENT OF AGRICULTURE
THE FARM SECURITY ADMINISTRATION
AND
THE BUREAU OF AGRICULTURAL ECONOMICS
COOPERATING



**Tenure of New Agricultural Holdings
in Several European Countries**

BY ERICH KRAEMER

SOCIAL RESEARCH REPORT, NO. II

WASHINGTON, D. C., SEPTEMBER, 1937

In order that administrators might be supplied with needed information concerning the problems and conditions with which its program is concerned, the Resettlement Administration (absorbed September 1 by the Farm Security Administration) with the cooperation of the Bureau of Agricultural Economics conducted a number of research investigations. This is one of a series of reports on these researches. Others will be made available to administrators of programs for the welfare of rural people as rapidly as they are completed. Reports to be issued, as planned at this time include:

- I. An Analysis of Methods and Criteria Used in Selecting Families for Colonization Projects, by John B. Holt.
- II. Tenure of New Agricultural Holdings in Several European Countries, by Erich Kraemer.
- III. Living Conditions and Population Migration in Four Appalachian Counties, by L. S. Dodson.
- IV. Social Status and Farm Tenure - Attitudes and Social Conditions of Corn Belt and Cotton Belt Farmers, by E. A. Schuler.
- V. Analysis and Evaluation of Criteria and Methods Used in Selecting Families for a Reclamation Project - A Case Study of the Tule Lake Community in Northeastern California, by Marie Jasny.
- VI. Social Planning in Coffee County, Alabama, by Karl Shafer.
- VII. Influence of Drought and Depression on a Rural Community - A Case Study in Haskell County, Kansas, by A. D. Edwards.
- VIII. Disadvantaged Classes in American Agriculture, by Carl C. Taylor, E. L. Kirkpatrick, and Berta Asch.
- IX. Analysis of 60,000 Rural Rehabilitation Families, by E. L. Kirkpatrick and Berta Asch.
- X. Standards of Living in Four Appalachian Mountain Counties, by C. P. Loomis and L. S. Dodson.
- XI. Standards of Living of the Residents of Six Rural Resettlement Communities, by C. P. Loomis and Dwight M. Davidson, Jr.
- XII. Standards of Living in a Typical Drought Area - South Dakota, by C. P. Loomis and Edmund DeS Brunner, Jr.
- XIII. Standards of Living in Good and Poor Land Areas in the Lake States Cut-Over Region, by C. P. Loomis and Joseph J. Lister.
- XIV. Standards of Living in an Indian Village and a Reclamation Village, by C. P. Loomis and O. E. Leonard.
- XV. Standards of Living in Six Virginia Counties, by C. P. Loomis and B. L. Hummel.
- XVI. Social Relationships and Institutions in Three Established Rural Communities, by L. S. Dodson and C. P. Loomis.
- XVII. Migration and Mobility of Rural Population in the United States, by Conrad Taeuber and C. E. Lively.
- XVIII. Social Relationships and Institutions in Six New Rural Communities, by C. P. Loomis.

FOREWORD

This report is the fourth in a series written by the author, the first three having appeared in the following order: Land Settlement Technique Abroad, Report No. I, Organization of Activities in England, Germany and Italy, Land Policy Circular Supplement, Resettlement Administration, July, 1935; Land Settlement Technique Abroad, Report No. II, Financing of Full-time Farming Settlement in England, Germany, Denmark, Norway and Sweden, Land Policy Circular Supplement, Resettlement Administration, October, 1935; Land Settlement Technique Abroad, Report No. III, Selection of Settlers in Agricultural Settlements of Several European Countries, Land Use Planning Publication No. 5 of the Land Utilization Division, Land Use Planning Section, Resettlement Administration, July 1936.

The author hopes to complete the series by later reports on the general subject of land settlement and tenure policies in foreign countries.

The significance of this series of reports results from the fact that for the last few years the Federal Government has been, and is now, engaged in activities of the type which a number of other nations under varying conditions and at various times have promoted. To mobilize and interpret the experiences of other countries would be of material benefit, it was felt, in planning resettlement and land tenure programs in the United States.

This report deals with England (and Wales), Scotland, Germany, Denmark, Norway, and Sweden. These countries were selected in accordance with the principle that governed the selection of countries for other reports in this series, namely, to utilize the data for those countries that appeared to be likely to yield the most complete information.

CARL C. TAYLOR

In Charge, Division of Farm Population
and Rural Life, Bureau of Agricultural
Economics; and Social Research Section,
Farm Security Administration.

Appendix

PUBLIC LAND LAWS

Nearly the entire area of Haskell County, at the time of settlement, was public land and could be secured by filing (1) a preemption, (2) a homestead, or (3) a timber-culture claim.

Under the Preemption Act of 1841, title to 160 acres of land could be obtained by submitting proof of having actually resided on the land for 6 months, constructed a dwelling house, and made certain improvements, and by paying for the land at the full legal price of \$1.25 per acre.^{123/} This act was repealed in 1891. ^{124/}

By the Homestead Act of 1862, any citizen, or applicant for citizenship, who was the head of a family or 21 years of age could acquire a title to 160 acres of land by living upon it and cultivating it for 5 years.^{125/} This land was free of all charges except a minor fee to be paid when filing the claim. The settler could not be absent from his homestead for more than 6 months without subjecting his claim to a contest on a charge of abandonment. If the settler did not wish to remain for 5 years on his land, he could, after 6 months of continuous residence, commute his entry to cash by paying for the land at the rate of \$1.25 per acre. This provision practically changed a homestead into a preemption. The length of residence required for commutation was extended to 14 months in 1891, but as 6 months were allowed to elapse before term of residence was actually begun, only 8 months had to be spent on the land.^{126/} After 1911, 14 months of actual residence were required for commutation.^{127/} An Amendment to the Homestead Act in 1912 reduced the length of residence on homesteads from 5 to 3 years,^{128/} but as all the land in the county had been filed on, this ruling affected only the few homestead claims on which final proof had not been made.

The Timber Culture Act, as amended in 1878, enabled settlers to get 160 acres of land by planting 10 acres in timber and keeping it in good condition for 8 years,^{129/} but only one quarter in any section could be obtained in this way. When this act was repealed in 1891, provisions were made for persons with pending entries to secure their titles if they had complied with the law for 5 years. However, residents of the State in which land had thus been obtained could, after complying with the law

^{123/} Act of September 4, 1841, 5 U. S. Stat. 452.

^{124/} Act of March 3, 1891, 26 U. S. Stat. 1095.

^{125/} Act of May 20, 1862, 12 U. S. Stat. 392.

^{126/} Sec. 6, Act of March 3, 1891, 26 U. S. Stat. 1098

^{127/} Department Decision, Aug. 4, 1911. 40 L. D. 228. Decisions of Department of Interior relating to public lands.

^{128/} Act of June 6, 1912, 37 U. S. Stat. 123.

^{129/} Act of June 14, 1878, 20 U. S. Stat. 113

for only 4 years, secure title to their claims by paying \$1.25 per acre. 130/

After both the Preemption and Timber Culture Acts had been repealed in 1891, a person could secure public land only under the Homestead Act. Further modifications have been made to this act but as all the public land in Haskell County had been disposed of before their enactment, they were not operative there.

Table 22 (p. 106) shows that 81 homestead entries were perfected in the selected area of Haskell County, 46 by commutation to cash, and 35 by fulfilling the requirements of residence. In addition, 42 preemptions and 13 timber-culture claims were completed.

METHODOLOGY

The method used in making this study may be designated as "socio-historical." It involves an analysis of pertinent data relating to social development in the selected county. 131/ This represents a departure from most previously published community studies in the emphasis placed upon historical data and in the sources drawn upon. As this community has been subject to recurrent droughts, the data are related to the hypothesis that droughts follow a definite sequence pattern. It is evident that the existence of such a pattern would be of major significance to administrators and farmers who must plan for the future. Data regarding changes in population, type of farming, standard of living, community organization, and attitudes and opinions of the residents are analyzed with reference to the "drought cycle." Droughts have not previously been studied from this point of view; hence, the greater necessity of stating somewhat in detail the methods employed and of critically appraising the reliability of the data on which the analysis is based.

One of the most fruitful sources of historical data regarding the social development of Kansas is the decennial State Census of Agriculture and Population, which was taken in that State up to and including 1925. The writer's methods of utilizing this material were essentially similar to those of Professor James C. Malin, Department of History, University of Kansas, who, in a study previously quoted, 132/ used data from the schedules of this State Census. The schedules, which apparently are a reasonably complete enumeration of families living in the county, contain information regarding size of family, name and age of each member, State of birth, "From where to Kansas," and facts regarding farming operations.

State and Federal Census schedules, 1895-1935, were examined to determine: (1) the persistence of farm operators or their male descendants as farm operators in the county, (2) the persistence of farm operators classified as "newcomers" during each intercensal period and during succeeding periods as compared with "old resident" farm operators (those who had been in the county at least since the preceding census), and (3) the percentage of the total number of farm operators who were reported for the first time at each census.

In addition to the decennial census, a less complete census of agriculture and population is taken each year, between March and June, by the assessor. Because the data pertain to the current year, the acreages planted for such crops as sorghums are incomplete, and the harvests are estimated only. For good years the estimates of wheat harvested are usually too low, and for poor years they are too high. For example, during the drought of 1932-36 estimates reported in the Biennial Reports of the Kansas State Board of Agriculture were consistently

131/ The method of selection is described on page 2.

132/ Malin, James C., op cit.

higher than actual yields of wheat. ^{133/} Of this census, only the 1920 schedules and those taken since 1927 were available for Haskell County.

The data of the United States Census of Agriculture are considerably more complete than those secured annually by the local assessors. A special tabulation of data from this source was made for 1925, 1930, and 1935 with the permission of the Bureau of the Census. The acreages of non-resident owners who farm both in Haskell County and elsewhere are reported for the respective counties in which they live. Similarly, Haskell County operators are given credit for land that they farm in districts farther west or east.

The effect of this system of reporting for counties in the Great Plains can be illustrated by the figures for Haskell County. A Land Use Survey of the Resettlement Administration, Region 12, Amarillo, Texas, taken in 1936 found 360,302 acres in farms, or about 98 percent of the total land area of the county. The United States Census of Agriculture for 1935 reported 296,937 acres in farms. Nevertheless, the United States Census of Agriculture is the most complete report of agriculture in the counties and is especially valuable in a study of this kind.

The residential and ownership history of a part of the county was obtained from the General Land Office, the local register of deeds, other available records, and the reports of present farm operators and old residents. For the sake of economy, an area 6 miles square (instead of the whole county) was selected for this intensive study (Fig. 2, p. 4). Located in the northwest part of Haskell County, it was entirely in the open country. It included a small settlement of Mennonites, and, in the opinion of local residents, was representative of the various types of situations found in the county, including problems arising from non-resident operation and ownership of land.

A complete record of the ownership history of a tract of land is comparatively easy to obtain. The homestead and preemption claims are recorded in the General Land Office, United States Department of the Interior, and the changes in ownership that took place after the land was patented are filed with the local Register of Deeds. The addresses of present owners also indicate whether they live inside the county or State. The record of mortgages (except those later foreclosed) was not transcribed but this is evidently a significant factor.

The occupancy history of farms, on the other hand, is more difficult to obtain with the same degree of accuracy as it is not a matter of official record. The method used by the writer was to obtain from each of the present farm operators an account of the operators who had been on his own and neighboring farms as far back as he could remember.

^{133/} Data given on these schedules were not so complete as for the decennial State censuses. The enumeration seemed to include most of the operators except in one township (Lockport) where it was supplemented by local tax records.

This information was placed on maps of the area by 5-year intervals, 1895-1935. Then with further information received on subsequent visits to old settlers, a number of whom were among the first settlers, the gaps in this information were filled in and any apparent inconsistencies were checked. In presenting the data, only years showing significant changes in the pattern of ownership history were included.

A complete file of the local newspaper, Sublette Monitor (formerly Santa Fe Monitor), available in the library of the Kansas State Historical Society at Topeka, proved to be a valuable source of material. This newspaper has played an important part in the development of the county. It has been more than a mere record of events. It has attempted during hard times to encourage the settlers; it reveals the social development of the area, and furnishes almost the only record of the social psychology of the inhabitants during various periods in the development of the county.

The importance of studying attitudes and opinions of the residents of the community has been increasingly apparent as the study proceeded. Somewhat less attention was given to this phase of the report as compared to sections in which it was easier to obtain definite facts - a circumstance which partly explains the inadequacy of the data. While the difficulty of making such a study without frequent contacts in the community over a period of years is not denied, it is felt that without considering the social psychology of the people, such a study would be incomplete.

To supplement the admittedly inadequate statistical data, the writer spent 3 months in Kansas to observe actual conditions and obtain first-hand information. Interviews were held with State and local officials, experts of the agricultural experiment station, farmers, old residents, and others who are familiar with the development and present condition of the area.

BIBLIOGRAPHY

- ASCH, BERTA and MANGUS, A. R.
Farmers on Relief and Rehabilitation
Research Monograph VIII
Division of Social Research, Works Progress Administration, 1937
- BALL, CARLETON R.
The Grain Sorghums: Immigrant Crops that Have Made Good
Yearbook of the U. S. Dept. of Agriculture, 1913, pp. 221-238
- BENTLEY, A. F.
The Condition of the Western Farmer
Johns Hopkins University Studies, Series XI, Nos. 7-8, 1893, pp. 1-91
- BLANCHARD, LEOLA H.
Conquest of Southwest Kansas
Wichita Eagle Press, 1931
- BOWMAN, ISAIAH
The Pioneer Fringe
The American Geographical Society, New York, 1931
- BROWN, EARLE G., GOTTLIEB, SELMA, and LAYBOURN, ROSS L.
Dust Storms and Their Possible Effect on Health
Kansas State Board of Health, Public Health Reports
Vol. 50, No. 40, 1935
- CARLSON, AVIS D.
Dust Blowing
Harper's, Vol. 171, July 1935, pp. 149-158
- CARR, LOWELL J.
Sequence Pattern of Disaster
American Journal of Sociology, Vol. 38, 1932, pp. 207-218
- CHILCOTT, E. C.
The Great Plains Agricultural Development
Yearbook of the U. S. Dept. of Agriculture, 1926, pp. 406-410
- CHILCOTT, E. C.
Some Misconceptions Concerning Dry-Farming
Yearbook of the U. S. Dept. of Agriculture, 1911, pp. 247-256
- CHILCOTT, E. C.
Dry-Land Farming in the Great Plains Area
Yearbook of the U. S. Dept. of Agriculture, 1907, pp. 451-468

BIBLIOGRAPHY (Cont'd)

- CHILCOTT, E. C.
The Relations Between Crop Yields and Precipitation in the Great Plains Area
U. S. Dept. of Agriculture Miscellaneous Circular No. 81, 1927
- CLARK, CARROLL D. and ROBERTS, ROY L.
People of Kansas
Kansas State Planning Board
Topeka, 1936
- CLEMENTS, FREDERICK E. and CHANEY, RALPH W., DRS.
Environment and Life in the Great Plains
Carnegie Institution of Washington, 1936
- COOK, MORRIS L. and others
The Future of the Great Plains
Report of the Great Plains Committee, Washington, D. C., 1936
- CRONIN, F. D. and BEERS, H. W.
Areas of Intense Drought Distress, 1930-1936
Research Bulletin No. 1, Series V
Works Progress Administration, 1937
- GOODRICH, CARTER and others
Migration and Economic Opportunity; the Report of the Study of Population
Redistribution
University of Pennsylvania Press, 1936
(Chapter V, pp. 202-250, prepared by C. Warren Thornthwaite)
- GRIMES, W. E.
The Effect of Improved Machinery and Production Methods on the Organiza-
tion of Farms in the Hard Winter Wheat Belt
Journal of Farm Economics, Vol. 10, 1928, pp. 225-231
- HALLSTED, A. L. and MATHEWS, O. R.
Soil Moisture and Winter Wheat with Suggestions on Abandonment
Bulletin No. 273, Kansas Agricultural Experiment Station, 1936
- HIBBARD, B. H.
A History of the Public Land Policies
MacMillan Company, New York, 1924
- JOEL, ARTHUR H.
Soil Conservation Reconnaissance Survey of the Southern Great Plains
Wind Erosion Area
Technical Bulletin No. 556
U. S. Dept. of Agriculture, 1937

BIBLIOGRAPHY (Cont'd)

JOHNSON, WILLARD D.

The High Plains and Their Utilization

U. S. Geological Survey, 21st Annual Report, 1899-1900, Part IV, pp. 609-741; 22nd Annual Report 1900-1901, Part IV, pp. 631-669.

KELLOGG, CHARLES E.

Soil Blowing and Dust Storms

U. S. Dept. of Agriculture Miscellaneous Bulletin No. 221, 1935

KINCER, JOSEPH B.

The Climate of the Great Plains as a Factor in Their Utilization

Annals of the Association of American Geographers, Vol. XIII, No. 2, 1923, pp. 67-80

LINK, IRENE

Relief and Rehabilitation in the Drought Area, Series V, No. 3

Division of Social Research, Works Progress Administration, 1937

LORD, RUSSELL

Men of Earth

Longmans, Green and Co., London-New York-Toronto, 1931

MACDONALD, WM.

Dry Farming - The Principles and Practice

The Century Co., New York, 1909

MALIN, JAMES C.

The Turnover of Farm Population in Kansas

Kansas State Historical Quarterly, Vol. IV, No. 4

Topeka, 1935, pp. 339-372

MARBUT, C. F.

Soil of the Great Plains

Annals of the Association of American Geographers, Vol. XIII, No. 2, 1923, pp. 41-66

MILLER, WALLACE ELDEN

The Peopling of Kansas

Ph.D. Thesis, Columbia University, Press of F. J. Heer, Columbus, Ohio, 1906

NEWELL, FREDERICK H.

Irrigation on the Great Plains

Yearbook of the U. S. Dept. of Agriculture, 1896, pp. 167-196

BIBLIOGRAPHY (Cont'd)

- POWELL, J. W.
U. S. Geographical and Geological Survey of the Rocky Mountain Region,
Report of the Lands of the Arid Region of the United States, with a more
detailed account of the lands of Utah, with maps.
Government Printing Office, 1878
- SAVAGE, D. A. and JACOBSON, L. A.
The Killing Effect of Heat and Drought on Buffalo Grass and Blue Grama
Grass at Hays, Kansas
Journal of American Society of Agronomy, Vol. 27, No. 7, July 1935,
pp. 566-582
- SEARS, PAUL B.
Deserts on the March
University of Oklahoma Press, Norman, 1935
- SHANTZ, H. L.
The Natural Vegetation of the Great Plains Region
Annals of the Association of American Geographers, Vol. XIII, No. 2,
1923, pp. 80-94
- TAEUBER, CONRAD and TAYLOR, CARL C.
The People of the Drought States
Research Bulletin No. 2, Series V
Works Progress Administration, 1937
- WEAVER, J. E. and ALBERTSON, F. W.
Effects of the Great Drought on the Prairies of Iowa, Nebraska, and
Kansas
Ecology, Vol. 17, No. 4, 1936, pp. 567-639
- WEBB, WALTER P.
The Great Plains
Houghton-Mifflin Co., New York, 1936
- YOUNGBLOOD, B., and COX, A. B.
An Economic Study of a Typical Ranching Area on the Edwards Plateau of
Texas
Texas Agricultural Experiment Station, Bulletin No. 297, 1922

ACKNOWLEDGMENT

The writer has incurred many obligations while making this study. First of all, the genuine cooperation of residents of Haskell County, Kansas, including county officials, old residents, farmers, and others were essential to the study. Special tabulations of basic data were made possible through the cooperation of the Kansas State Historical Society; the Land Use Planning Division of Region 12 and the Kansas State Office of the Resettlement Administration; the Kansas State Board of Agriculture; the General Land Office, Department of the Interior; the Bureau of the Census; and the Bureau of Agricultural Economics. Numerous individuals connected with Kansas State University, Kansas State College, and Hays College and Experiment Station have assisted.

The report was prepared under the general direction of Dr. Carl C. Taylor. Miss Renee Fantin collected various statistical data, including the Homestead Records, supervised part of the tabulation, has critically read the manuscript, and made suggestions regarding each part.