



LIBRARIES

UNIVERSITY OF WISCONSIN-MADISON

Study program : American Association for Agricultural Legislation. Bulletin No. 4 September 1919

Madison, Wisconsin: [s.n.], September 1919

<https://digital.library.wisc.edu/1711.dl/ANSUN2MQGLQXD83>

Based on date of publication, this material is presumed to be in the public domain.

For information on re-use, see

<http://digital.library.wisc.edu/1711.dl/Copyright>

The libraries provide public access to a wide range of material, including online exhibits, digitized collections, archival finding aids, our catalog, online articles, and a growing range of materials in many media.

When possible, we provide rights information in catalog records, finding aids, and other metadata that accompanies collections or items. However, it is always the user's obligation to evaluate copyright and rights issues in light of their own use.

Study Program

American Association for Agricultural Legislation

BY

ALONZO B. COX

Chairman of Committee

LIBRARY
COLLEGE OF AGRICULTURE
UNIVERSITY OF WISCONSIN
MADISON

OFFICE OF THE SECRETARY OF THE
AMERICAN ASSOCIATION FOR AGRICULTURAL LEGISLATION
UNIVERSITY OF WISCONSIN
MADISON

BULLETIN No. 4

SEPTEMBER 1919

Price 25 cents

Study Program
**American Association for Agri-
cultural Legislation**

BY

ALONZO B. COX

Chairman of Committee

**OFFICE OF THE SECRETARY OF THE
AMERICAN ASSOCIATION FOR AGRICULTURAL LEGISLATION
UNIVERSITY OF WISCONSIN
MADISON**

BULLETIN No. 4

SEPTEMBER 1919

Price 25 cents

INTRODUCTION

The following outlines of topics for investigation prepared and submitted by the respective committees of the American Association for Agricultural Legislation are designed to stimulate study along these important lines, and to unify, insofar as possible, those studies in order that the work may accomplish the maximum of good.

The problems, as outlined in this pamphlet, are either comparatively new or else present new and complicated phases. The problem of marketing is an old one but its recent modifications through the rise of strong farmers' organizations, co-operative organization of producers and consumers, standardization of products, cold storage and numberless other changes have made new and complicated problems, each demanding solution. The disappearance of free land, a great detached soldier population, the high price of food and clothing; and now being followed by a rapid rise in the price of land are originating problems of extreme importance.

A fact no less important than the above is that the people are looking more to the colleges and universities and demanding from them leadership in the solution of these problems. The colleges and college men will be called upon as never before to justify their reason for existence. They must show they are able to do constructive thinking along practical lines.

The A. A. A. L. hopes to render a great service by stimulating the study of agricultural social and economic problems, and to encourage the colleges and universities to take active interest in furnishing skilled leadership along such practical lines.

The following plan has been suggested as a basis of operation:

In most instances the outlines are made to suggest a topic for an advanced student's paper. In such cases the student is expected to write up the problem from the standpoint of his own state. If the paper is approved by the professor in charge, it should be forwarded to the Secretary's office in Madison, Wisconsin. When a paper is published the student and the institution in which he does his work will be given due credit for their part in the bulletin.

As research defines more clearly the problems and as scientifically devised remedies are worked out it is expected that they will take the form of model bills framed to accomplish the desired purposes.

The A. A. A. L. is neither a political nor propagandist organization. It is primarily a research organization, but proposes to render to the public in practical form the results of its research.

The state of Texas has taken the lead in framing a state association for agricultural legislation, T. A. A. L., to be closely associated with the A. A. A. L. It is believed desirable for other states to follow the Texas lead in order to better adopt the general outline of study to their peculiar needs, and that those doing and promoting the study in any state may be more closely associated.

The lack of harmony in the method of development of the different committee outlines shows that they were made from very different points of view, and without the benefits flowing from a general discussion among the different committees relative to the content and method of presenting such a study program. However, committee conferences are planned as an important feature of the annual meeting of the A. A. A. L. to be held this year at Chicago, Dec. 28—31, and it is expected that the study program will be more thoroughly and systematically worked out.

FOOD PRODUCTION AND PRICES

L. H. BAILEY, New York, *Chairman.*

H. J. DAVENPORT, New York B. H. HIBBARD, Wisconsin
RUSSELL SMITH, Pennsylvania. G. F. WARREN, New York

1. The production and prices of the leading articles of food before the war.
 - A. In the United States.
 1. Crops:
 - (a) Production, 1910 to 1914.
 - (b) Prices for the same period.
 2. Livestock:
 - (a) Production, 1910 and 1914.
 - (b) Prices for the same period.
 - B. The same for other countries, as Canada, Great Britain, France, Italy, and Germany.
2. Food Production and Prices during 1915—1918.
 - A. In the United States.
 1. Crops:
 - (a) Amounts produced.
 - (b) Explanation of changes in amounts as compared with preceding period.
 - (c) Government control of prices; influence over production.
 - (d) Competitive prices.
 - (e) Speculation in food products.
 2. Livestock:
 - (a) Numbers of.
 - (b) Explanation of changes in numbers.
 - (c) Government control of prices and influence over production.
 - (d) Competitive prices.
 - B. Other countries similarly treated.
 3. Exports and Imports of food:
 - A. The normal movement before the war—1910—1914.
 - B. The movements during the war.
 4. Amount of food in proportion to population 1910—1914 compared with 1914—1918, and the relation of the amount available to the price. This might well be charted.

5. The correlation of the amount of money in the country with prices, i. e., with index numbers. To what extent does credit have the same effect as money on prices?
6. The middleman's margin before the war and during the war.
7. The relation of wages to prices.
 1. As the cause of high prices.
 2. As the result of high prices.
8. The relation of steadiness of employment, strikes, eight hour day, etc., to prices.
9. Correlation of cost of production and prices, e. g., the cost of milk and its price, or the cost of manufacturing agricultural machinery and its selling price.
10. Compare the prices of food from November 1918 to the present with the situation following the Civil War.
11. To what extent are prices the result of psychology? For example, to what extent have the habits of spending resulted in high prices? What have been the results of the habits with respect to service demanded of tradespeople?
12. What influence have farmers' organizations exercised in controlling or changing prices?
13. Remedies for high prices:
 1. What about direct marketing, as parcel post, municipal markets, etc.?
 2. Co-operative stores?
 3. Other remedies?

LAND SETTLEMENT STUDY PROGRAM

RICHARD T. ELY, Wisconsin, *Chairman*

HECTOR MACPHERSON, Oregon

ELWOOD MEAD, California

W. J. SPILLMAN, Washington, D. C.

H. C. TAYLOR, Washington

Land problems have just recently been recognized as the foundation of some of our most serious social and economic problems. At present, at any rate, there is no one of the many land problems receiving as much attention as land settlement. This is due to two or three great causes, all of which have operated only a short time, but with much severity. Until a few years ago the general public recognized no land settlement problem and as long as there was a homestead for the asking, the general public was indifferent to the fact that land was limited. Practically without warning we woke up to find that all the desirable free land had been taken. Then the great war came. Millions of men were dislodged from industry. It was and is believed that a great many of these will want to go on farms. Then, finally, the unprecedented rise in the price of food and clothing products, which is just now being followed by a rapid rise in land values, is the third great cause of the present situation.

These recent changes have set people to thinking. How is the future farmer going to get and pay for a farm? Land settlement

is coming to mean more than merely going out on new lands. It means closer settlement and more scientific use of old areas. It means the settlement, through the application of scientific methods, of regions heretofore considered sub-marginal. It leads to thought on the ways of transferring land from one generation to the next, and the possibility of improving the laws of inheritance.

Land settlement problems until recent years have been national problems in the main. Since most of the lands fit for settlement have passed out of the hands of the national government, land settlement problems are becoming in the main state problems. Unless through the stimulus of providing for soldiers and sailors, the national government sees fit in one way or another "to get back into the game," it will remain largely a state problem. In any case the role of the state in the matter must be a very important one. No set formula will apply equally well throughout the country, but rather each state must work out a policy applicable to its own peculiar conditions.

The following outline has been written to stimulate study primarily within states. The accuracy of detailed information about the laws and practices of each state along the different lines suggested will determine the usefulness of reports. In this way the experience of each will be available for all.

Most of the information for the above topics will be obtained through state laws, periodical news, and social and economic surveys either by questionnaires or personal canvass.

A. Private Colonization of Land.

1. Different types of land settlement.

Special Topics—

- (1) Organization and operation of community settlement companies.
- (2) Organization and operation of ordinary land selling business.
- (3) Problems of land settlement when conducted as a private enterprise.
- (4) Size of holdings of different companies, corporations and their utilization.
- (5) Extent and possibilities of rural planning under private colonization.
- (6) Surveys to determine economic holding (a family farm, the amount of land suitable for average-size family operation.)
- (7) Special social and political advantages and disadvantages of land ownership.
- (8) The ideal organization and functions of a private land company.

B. State participation in and regulation of land settlement.

1. Direct colonization practices.

- (1) Theory, policy and laws of the state with regard to direct colonization.

- (2) History of state colonization projects.
 - (3) Advantages and disadvantages of state colonization.
 - (4) The public lands of the state—their use and methods of alienation.
2. State regulation of land settlement.
- (1) Advisability and extent of state regulation of the land business either by license or otherwise.
 - (2) Nature and the extent of real estate agents liens and results.
 - (3) Taxation and land reform.
 - (4) Regulation of settlement through geological, social and economic surveys.
 - (5) Land commissions as courts—their character and functions.
 - (6) An ideal land settlement policy.
- C. Problems of land ownership and utilization.
1. Land ownership and tenancy.
- (1) Survey to determine relative amounts of tenancy and ownership, nature of tenancy and distribution of holdings.
 - (2) A study of the character of the population and its relation to size of holdings, type of agriculture and tenancy.
 - (3) Type of farming and its relation to size of farms, system of credit and tenancy.
 - (4) Credit and its relation to farm development.
 - (5) Needs and functions of credit in developed sections.
 - (6) Sources and methods of granting credit for land settlement and transfer from one generation to next.
 - (7) Regulation of landlord liens.
 - (8) Compensation for unexhausted improvements.
 - (9) The tenant lease.
 - (10) Place of tenancy in a land settlement policy.
- D. Problems of relationships.
- 1. Land Settlement as influenced by marketing problems.
 - 2. Farm labor as a factor in land settlement.
 - 3. Education as a factor in land settlement.
 - 4. Race problem as a complication in land settlement.
 - 5. Land speculation.
 - 6. Relation of state and national government in land settlement.
- E. City settlement problems.
- (City settlement problems are left out of this outline because they do not pertain directly to agricultural legislation.)

EDUCATION AND IMPROVEMENT OF RURAL LIFE

C. J. GALPIN, Washington, D. C., *Chairman*
E. C. BRANSON, North Carolina H. L. BUTTERFIELD, Massachusetts
H. W. FOGHT, Washington, D. C. A. R. MANN, New York

The Committee on Education and Improvement of Rural Life presents the following plan of study for the year:

1. The five members will each head a sub-committee.
2. Each sub-committee will aim to prepare a bulletin elaborating a special rural social problem,—ending with a legislative bill applicable to the case.
3. (a) President Foght will prepare a bulletin on "Rural School Grounds."
(b) President Butterfield on "Steps in Rural Organization."
(c) Professor Galpin, "Rural Community Houses, through Taxation."
(d) Dean Mann, "The County Nurse Movement."
(e) President Branson, "Some Suggestions on County Government."

MARKETING STUDY PROGRAM

E. G. NOURSE, Iowa State College, *Chairman*.
C. J. BRAND, Washington, D. C. HARRIS WEINSTOCK, California.
E. DANA DURAND, Washington, D. C. O. G. LLOYD, Iowa.
ALEXANDER E. CANCE, Mass. WILLIAM R. CAMP, N. Carolina.

Within the last few years a considerable amount of legislation dealing with marketing problems has found a place on the statute books of the various states. Some of this has been carefully thought out and has proved successful in operation, whereas other acts have been quite otherwise. It would seem distinctly worth while before further experiments in this field are made that we should make a careful critical study of present laws with the idea that the best methods of the various states should be copied with suitable adaptation in other states which as yet have not inaugurated such legislation or whose laws have proved less successful under the test of experience and, likewise, that the errors of the pioneer states may be made a warning and source of guidance to others.

It seems particularly fitting that the Association for Agricultural Legislation, through its Committee on Markets, should become a clearing-house for such information and a means of bringing together fairly comparable statements of the market legislation system as it now exists in the various states. To this end a brief outline is, herewith, presented in the hope that educational institutions in different parts of the country may find it a convenient means of aligning the efforts of their students or research workers

with one another so as to get a fairly comprehensive view of the present situation throughout the country.

Not all of our states, to be sure, have any formal market agency at the present time and in such states studies under the first heading would be out of the question except in those cases where agitation for such a bureau or department has occurred in the past, in which instances a historical sketch of the movement might yield helpful results. In almost every state, however, probably in all, there are some pieces of legislation which would form the basis for studies under the second or third headings; or the need of market legislation, where it does not exist, might profitably be studied and set forth for later legislative efforts.

The following outline is merely suggestive, and any additions or modifications which seem desirable to those who decide to co-operate in the work would be welcomed by the committee. It is especially requested that all who do undertake studies under this plan of co-operation advise the chairman of the committee as soon as their plans have taken sufficiently definite shape. Probably this information could, in all cases, be furnished by December 1 in the form of a progress report which may be incorporated in a report of the committee to the general meeting of the Association which will be held at the end of December.

**SUGGESTED OUTLINE FOR CO-OPERATIVE LOCAL STUDIES OF STATE
MARKET LEGISLATION**

- I. State Market Bureaus or Marketing Division of Agricultural Department.
 - (a) Historical sketch
 - First perception of the need of market legislation
 - Interests identified with the movement
 - Evolution of a concrete plan and framing of bill:
 - Local influences
 - Imitation of other states
 - Influence of Bureau of Markets or other outside agencies
 - Legislative discussion, amendment, etc.
 - (b) Critical analysis
 - The nature of the need
 - Suitability of the law and market machinery set up.
 - Adequacy of funds provided
 - Quality of the personnel entrusted with its operation (political or professional qualifications)
 - (c) Scope of the act
 - Limited to dairy, horticultural or other special products, or including all farm products.
 - Functions undertaken
 - Regulatory—
 - Sanitary inspection
 - Cold storage regulation

- Commercial practices
- Public markets
- Pure food, seed, and fertilizer laws
- Investigational—Statistics of—
 - Production
 - Market distribution
 - Prices
 - Market news
 - Marketing studies
 - Transportation studies
- Power of the Bureau to secure compliance
- (d) Organization of Bureau or Department (details dependent upon local condition)
- (e) Results obtained
 - Data of economies effected, abuses remedied, or market facilities improved
 - Opinions held by—
 - Producers
 - Consumers
 - Dealers
 - Cost of the system as a test of its worth
- (f) Merits and defects of the system
 - Specific suggestions for modifications or additions in the light of experience
 - Exposition of the effectiveness of certain provisions of the law, which might profitably be copied elsewhere.
- II. Standardization and grading laws.
 - (a) Peculiar problems of given state or region
 - (b) History of legislation
 - (c) Outline of laws—
 - Those dealing with commodities
 - Those dealing with containers
 - (d) Relation of State to Federal laws.
 - (e) Provisions for enforcement
 - (f) Results accomplished and probable trend of future efforts.
- III. Detailed studies of special market problems.
 - (a) Cold storage legislation
 - (b) Regulation of transportation and terminal agencies
 - (c) Public markets
 - (d) Licensing and bonding measures
 - (e) Lessons of the Food Administration
 - (f) Laws governing co-operative organizations of producers or consumers
 - (g) Collective bargaining and laws against combinations in restraint of trade
- IV. Methods of work and sources of material.
 - In view of the fact that the main purpose is to secure first-hand studies of local conditions, it is obvious that no detailed

suggestions can be given as to sources of material. Facts must be gathered by patient work in the field in contact with the agencies and conditions to be discussed. It is assumed that the instructors in the various co-operating institutions will be best able to put the actual field worker in touch with such materials as are available for his assistance. In the main these will consist of statute books, regulatory announcements, the journals of the legislative sessions in which the respective laws were enacted, current newspaper files, and the publications of various departments of the respective state governments, or occasionally of municipal officials.

Those who direct this work will readily appreciate the fact that its chief value will lie in the accuracy and completeness of the information collected and of the care with which local peculiarities governing the success or failure of the respective local enterprises are analyzed. If all the parts of the work are done in this spirit, we shall secure eventually an historical and comparative study, both statistical and critical in character, which will prove of inestimable value in the guidance of further market legislation.

V. Federal market legislation.

While the Markets Committee deems it advisable at the present time to put the chief stress upon state marketing laws, there is also ample opportunity for valuable work to be done in studying the operation and effects of Federal legislation as seen in different parts of the country. Roughly, such studies would probably fall under one of the following heads.

- (a) Market news service
- (b) Federal grades and inspection service
- (c) The Interstate Commerce Commission and its regulation of shipping and terminal services and charges.
- (d) Federal Trade Commission and its effect upon organized exchanges, the packers, and other market organizations.
- (e) Extension activities in connection with marketing.

TAXATION AS IT RELATES TO AGRICULTURE

J. D. BLACK, Minnesota, *Chairman.*

E. H. THOMSON, Washington, D. C. C. C. PLEHN, California.
A. A. YOUNG, New York. JOHN R. COMMONS, Wisconsin.

- I. Classification of existing taxes which fall upon agriculture.
- II. Public expenditures in the United States for agriculture—proportion of various revenues which revert to agriculture and to the agricultural classes.
 - A. Federal
 - B. State
 - C. Local
- III. Existing tax legislation in the United States affecting agriculture.

- A. Federal
 - 1. Laws
 - 2. Methods of administration
 - B. In the various states
 - 1. Laws—a comparative study
 - 2. Methods of administration—a comparative study
- IV. Constitutional limitations on taxation.
- A. By the federal constitution.
 - 1. On federal legislation.
 - 2. On state legislation.
 - B. By state constitutions—a comparative study.
- V. Analysis of different types of taxes.
- A. Indirect.
 - 1. Incidence of present tariffs in relation to agriculture.
 - 2. Effect of present tariffs on types of farming and choice of farm enterprises in the United States.
 - 3. Comparative study of recent indirect taxation policies of England, France and Germany, and the effects of same.
 - 4. Taxation policies in relation to agriculture during the Mercantilistic period.
 - 5. Studies of specific indirect taxes which have been levied in the United States, e. g., tobacco, cotton, wool, oleomargarine, sugar.
 - B. Direct
 - 1. General property tax.
 - a. Proportion of real property taxes paid by farmers.
 - b. Proportion of personal property taxes paid by farmers.
 - c. Comparison of taxation of improved and unimproved lands, especially in newly settled regions.
 - d. Types of mortgage taxation in the United States and effects of same.
 - e. Effects of real property taxes upon rents, land values and tenancy.
 - f. Studies in the incidence of real property taxes.
 - g. Methods of appraisal of land for tax purposes.
 - 2. Income taxes.
 - a. Relative burden of present income taxes on farmers and other classes.
 - b. Analysis of the taxability of farm incomes in the United States.
 - 3. Inheritance taxes.
 - a. Extent of taxation of farm estates in the United States.
 - b. Relation of inheritance to tenancy and effect of taxation upon the same.

4. Taxes on economic rent.
 - a. As single taxes.
 - (1) History of single tax movement.
 - (2) Sufficiency of a single tax on land as a means of raising revenue.
 - (3) Effect of single tax on type of farming, agricultural improvements, etc.
 - b. As parts of a taxation system.
 - (1) As a substitute for general property tax.
 - (2) In the form of complete or part exemption of real estate improvements.
 - (3) A method of determining economic rent for purposes of assessment.
 - c. Increment taxes based on economic rent of land.
 - (1) Comparative study of various increment taxes now collected.
 - (2) Analysis of land increments in comparison with other increments.
 - (3) Methods of determining economic rent increments.
 - (4) Probable effect of increment taxes upon
 - (a) Land speculation in general.
 - (b) Speculation in unimproved lands in the cut-over regions.
 - (c) Development of unimproved lands.
 - (d) Tenancy.
5. Taxes levied to direct the course of agricultural development.
 - a. Progressive taxes upon large holdings.
 - (1) History of this form of taxation.
 - (2) Feasibility in the United States.
 - b. Super-taxes upon land held for rent, especially by absentee landlords—constitutionality, feasibility.
 - c. Super-taxes upon land held out of cultivation.
 - d. Super-taxes upon unimproved lands held out of use and levied in proportion to distance from market.
6. Special assessments.
 - a. Comparative study of systems of taxation for purposes of
 - (1) Irrigation.
 - (2) Drainage, e. g., ditch taxes.
 - b. Application of such systems to road building, especially in new territory where much undeveloped land is held by speculators.
 - c. Methods of assessing benefits and damages from ditching, road-building, etc.
7. Fees and licenses.

- a. Proportion of cost of roads which should be borne by farmers and by automobile drivers.
 - b. Types of inspection fees, assessed on the basis of cost of service, which are justified in agriculture.
- VI. Analysis of various new agricultural projects to determine which should be administered by governmental agencies and supported by taxation, which should be administered by co-operative organizations, and which left to private initiative.
- A. More agricultural education for farm children.
 - B. More agricultural extension.
 - C. County agents.
 - D. County nurses.
 - E. Cow testing.
 - F. Grading and inspecting of farm products.
 - G. Auditing of books of farmers' organizations.
 - H. Marketing of farm products.
 - I. Short-time credit.

RURAL CREDITS

C. L. STEWART, Arkansas, *Chairman*.

B. F. HARRIS, Illinois.

LEONARD ROBINSON, Massachusetts.

C. W. THOMPSON, Washington, D. C. GUY C. SMITH, Connecticut.

Scope. By "rural credits" we include all borrowing and deferring of payments by rural residents, particularly farm laborers and the operators and owners of rural realty held and of capital items hired out, for maintaining and improving public and private rural properties and for advancing the legitimate interest of persons of this class, whether by their individual or collective bargaining.

Divisions. We suggest five divisions of the field graded according to capacity for favorable treatment by lenders by virtue of adequacy and liquid character of security and of suitability for standardization.

A. Credits made a charge against rural areas legally bounded and described so as to include all lands subject to a certain benefit calculated according to distances, acreages and market values; the collections being handled by tax collectors; advancements usually being obtained by sale of bonds.

1. *Purposes.* Construction and maintenance of public properties, such as roads, bridges, courthouses, charity farms, hospitals, auditoriums, pleasure grounds, school and experimental plants; and of semi-public improvements, such as systems of drainage, irrigation, levees, fences, telephones and electrical current production and distribution.

2. *Varieties.* Warrants. Bonds. First Liens. Subject liens.

3. *Sources of credit.* Treasury and other publicly controlled

trust funds. Bond houses and their customers. Banks and their customers. Vendors and constructors. Other individuals.

4. *Conditions.* Legal. Economic.

5. *Criticisms.* Specific improvements needed. Need for state or national public-improvement back systems.

B. Credits secured by mortgages on, contrast control of, or deeds of trust to tracts legally held by individual advancements being obtained increasingly by sale of bonds.

1. *Purposes.* (a) Replacing existing encumbrance. Purchasing farm land. Purchasing other realty or personalty. (b) Meeting personal and household expenditures. Purchasing outfits for threshing, ginning, etc. Erecting structures. Installing farm systems of drainage and irrigation, private power plants, etc. Removing stones, trees, etc. Purchasing fertilizer, livestock, machinery, etc.

2. *Varieties.* Bonds. Massed first or subject mortgages. Separate first or subject mortgages. Dispersed sale of notes of first or subject mortgage. Mutual investors-and-borrowers arrangements.

3. *Sources of credit.* Treasury and other publicly controlled trust funds. Bond houses and their customers. Bond-issuing banks (Federal Farm Loan system, and state-chartered institution) and their customers. Other banks and their customers. Vendors, retailers, machine factories, agents, factors, contractors and business men's clubs. Other individuals. Mutual investment-and-loan associations.

4. *Conditions.* Legal. Economic.

5. *Criticisms.* Existing systems. Further needs.

C. Credits evidenced by chattel mortgages and liens on, and contracts of sale of personalty; advancements seldom being obtained by sale of bonds.

1. *Purposes.* See B. 1. b.

2. *Varieties.* Bonds (rarely). Massed first mortgages. Separate first or subject liens. Mutual investors-and-lenders arrangements.

3. *Sources of credit.* Banks. First or subject lienholders, such as vendors, retailers, machine factories, agents, factors, contractors, mechanics and business men's clubs. Other individuals. Mutual investment-and-loan associations.

4. *Conditions.* Legal. Economic.

5. *Criticisms.* Specific improvements needed. Need for state or national chattel-mortgage loan system.

D. Credits based on prospective commissions and dealers' margins guaranteed by contracts.

1. *Purposes.* To finance current needs of farmers when able, individually or co-operatively, to furnish collateral arising from operations such as contracting and subletting contracts for clearing, dredging, tilling, constructing, threshing, ginning, ensiling, storing, insuring, purchasing, selling, etc.

2. *Varieties*. Notes secured by assigned contracts. Notes protected from duplication by filing of essential documents.

3. *Sources of credit*. Banks. Other party to contract. Other individuals.

4. *Conditions*. Legal. Economic.

5. *Criticisms*. Specific improvements needed.

E. Credits unsecured by documents.

1. *Purposes*. See B. 1. b.

2. *Varieties*. Notes of hand. Book evidences.

3. *Sources of credit*. Book extensions by retailers, professional men and employers. Other individuals. Credit Unions.

4. *Conditions*. Legal. Economic.

5. *Criticisms*. Specific improvements needed.

Special Topics.

1. Government aid in farm finance.

2. Loan activities of mining, timber, railway and land-settlement corporations.

3. Loan activities of factories buying from and selling to farmers.

4. Loan activities of religious organizations and foundations.

5. Advantages and disadvantages to borrowing farmers of divorce state laws as to homestead and personal exemptions, foreclosure, etc.

6. Relation of property and life insurance to mortgage and personal credit.

7. Simplified evidencing of title through corporation guaranty and by partial or thorough application of the Torrens method.

8. Legislative control of differences between cash and credit prices of necessities.

9. Compulsory filing of triplicates with public officials as a remedy for dishonesty in book credits.

10. Better formulation of contracts and keeping of accounts as an aid to better credit rating.

11. Factors in the wholesaling and retailing of credits in their influence on standardizing rates at prevailing minimums.

12. Factors of safety in substandard loan risks and the possibility of enlarging and improving this service.

13. The financing of farm residence construction and equipment as a field for improved facilities, through second mortgages or otherwise, so as to obtain some of the advantages of urban residences as objects of financing enterprises.

14. How farmers invest their surplus funds and specific measures for getting the discriminating judgment of farmers in selecting farmers as recipients of loan funds.

OUTLINE FOR ECONOMIC STUDIES IN HIGHWAY DEVELOPMENT

J. CLYDE MARQUIS, Philadelphia, *Chairman.*

L. W. PAGE, Washington, D. C.

1. Economic history of transportation over trails and highways.
2. The economic history of the development of trans-continental trails and their influence on the opening of the West.
3. The economic factors determining the proper location of highways.
4. The history of highway construction with regard to permanency, cost and value.
5. Types of highway construction with relation to geographic location, economic requirements and national policies.
6. Development of *motor* transportation over highways.
7. The economics of *motor* transportation for commercial purposes.
8. Review of the development of legislation controlling highways.
9. National and state highway policies and methods of administration.
10. The relation of transportation to rural and urban development.

PUBLIC GRAZING LANDS IN THE WEST

A Subject for Research by Advanced Students in Economics

ROMANZO ADAMS, *Chairman.*

The United States has several million acres of public land which because of its mountainous and arid character is worth more for grazing than for other purposes. Some of this land is included within forest reserves and such land is administered according to an intelligent policy designed to conserve the water, the timber, and the pasturage and to favor the utilization of the pastures by the smaller farmers and stockmen, thereby conserving general social interests. By far the greater part of the public grazing lands lie outside of the forest reserves and for these lands there is no administration or regulation. There are, however, numerous laws providing for the disposal of such lands to private owners. For more than a century it has been the policy of the government to dispose of the public land in small allotments in order to create a numerous class of small independent land owning farmers, and thus to create economic and social conditions suitable to a democracy. Under the practical conditions which prevail in important parts of the West the present laws for the disposal of public land are not securing this result. Excessively large farms and stock raising enterprises are characteristic and there is ground for the view that the present system of land laws and the lack of a system

of administration for the grazing lands is partly responsible for this.

The very large ranches and stockraising enterprises tend to create unfortunate social conditions. The most important of these relate to the migratory labor population to which they give rise and to the isolation of farm families by reason of the great size of land holdings.

The following problems are suggested for each state having considerable public land.

1. How the Public Grazing Lands are Utilized in the Absence of Legal Control.

2. How the Forest Reserves are Utilized Under a System of Legal Control.

3. The Practical Operation of the Homestead Laws and Other Laws for the Disposal of Public Lands in Relation to Grazing Lands Unfit for Cultivation.

4. A Statistical Study of Large Farms and Large Stockraising Units.

5. Economic Aspects of Large Farms and Stockraising Units. Advantages and Disadvantages of Large Scale Production.

6. Social Aspects of Large Farms and Stockraising Units. Isolation of Families; Schools; Migratory Laborers.

COLLECTIVE BARGAINING IN AGRICULTURE

JAMES E. BOYLE, New York, *Chairman.*

Introductory Statement.—The American people first understood and endorsed collective bargaining in industry when the United Mine Workers of America, in the bituminous coal fields, dealt with the mine owners by this method of collective action. In the "parliaments" held from time to time by representatives of the mine workers and representatives of the mine owners, the bargain was made covering hours, wages, and working conditions. These bargains were ratified and observed by the workers. In this manner peace was brought into this great fundamental industry—a peace based (to use our political formula) on the "consent of the governed." Industry is now using the collective bargain extensively in many trades and occupations in addition to the United Mine Workers cited above. The clothing manufacturing trade is perhaps the latest to make the transition to this form of democratization of industry.

The question now before us is, What is the place of Collective Bargaining in Agriculture? A number of secondary problems are involved here, such as these: Should collective bargaining in agriculture be between the organized producers and the organized consumers, or between the producers and the distributors? At this stage of development, collective bargaining seems to be largely between producers and distributors. Is collective bargaining price fixing? And if it is price fixing, is it legal? Is collective bargaining a

“restraint of trade” and therefore forbidden by the Sherman Anti-Trust Act? What are the best methods for conducting collective bargaining? What results have been obtained thus far? What are the real object of collective bargaining? What effect will collective bargaining have on the number of middlemen? Can producers, by the collective bargain method, base selling price on cost of production? The whole question of a “just price” is involved here.

OUTLINE OF TOPICS FOR STUDY

1. Price Question (a Survey and Summary of the Theory of price—just price—basis of price—marginal utility theory of value—place of cost of production—of supply—of demand; an equilibrium price: Socially desirable ideal price of agricultural products.)
2. Legal Status of Collective Bargaining in Agriculture
 - Federal Laws (Sherman Anti-Trust Act, Clayton Amendment)
 - State Laws
 - Court Decisions
 - Attitude of Federal Trade Commission, the U. S. Bureau of Markets, federal, state and city prosecuting attorneys, etc.
3. Economic Status of Collective Bargaining in Agriculture
 - History of each case of collective bargaining
 - Methods
 - Results
 - Objects
4. The Policy of Collective Bargaining in Agriculture
 - Place of collective bargaining
 - Price fixing
 - Price stabilizing
 - Relation to speculation
 - Relation to existing middlemen
 - Probable effects on number of middlemen
 - Co-ordinating factor between selling price and cost of production?
 - Conclusions and summary

FARM LABOR PROBLEMS IN THE UNITED STATES

D. D. LESCOHIER, Wisconsin, *Chairman.*

We are accustomed to speaking of “The Farm Labor Problem.” It is essential that we now recognize that instead of a single farm labor problem, America has a variety of farm labor problems. Those who speak of *the* farm labor problem look at the question solely from the employing farmer’s point of view. To him, *the* labor problem is to secure skilled farm help when he wants it and for such time as he cares to employ it at wages he wants to pay. Publicists have spoken of *the farm labor* problem, with no thought in mind but a real or fancied shortage of farm labor.

It is essential that we now recognize that the farm labor problem is not so simple as this. The farm laborer has his farm labor problems as well as the employing farmer; and the nation has its interest in the well being of the farm laborer just as surely as it has in the prosperity of the farming industry.

It requires but cursory survey of the farm labor situation within the confines of any particular state to discover that even within a single commonwealth different farming industries demand varied types of labor for varying periods of time and offer distinctly different wage and other inducements to the workers they employ. In other words, farming, in its different branches and in different localities, seeks radically different types of labor and offers radically different inducements to labor, just as city industries seek a variety of kinds of labor and offer a corresponding variety of labor conditions and opportunities.

The next step in the solution of America's farm labor problems would seem to be a detailed examination of the demand for labor in each state, of the available supply of labor and its sources, and of the advantages offered workers by the farms of the state.

I. The demand for labor.

Map the state showing relative importance of the several crops in each locality, and of stock raising and dairying.

Study, in selected localities or counties which are typical of specific types of crop areas (1) The demand for labor during the different months of the year; the length of time for which workers are sought; degree and kind of skill required; whether month or day wages are paid and scale paid during different months in specified years.

(2) The relative demand for skilled, partly skilled and unskilled farm laborers.

(3) The proportions of year round, crop season, and short season help. In other words, the amount of opportunity for steady work.

(4) The tendency or lack of tendency of farm laborers to become tenants and farm owners.

II. Supply of Labor.

Extent to which supply of labor meets demand in each locality and during each month of the year; sources of supply of labor, whether local, transient, or from nearby farming or urban districts; facilities for training farm labor in the locality; amount of steady work available to farm laborers in the locality; "out-of-farm-season" employments of farm laborers; proportion of laborers who become tenants or owners; opportunities to become owners; extent to which married men are sought or used by farmers as year round farm hands; proportion of farmers who have tenant houses for farm hands; wage scales which obtain, month and day; cash annual wages on the farm and also estimated value of house rent, support, or other benefits received by the laborer; methods used by farm hands to get work on farm.

III. Methods of securing farm labor.

Careful study of the means or agencies through which farmers obtain help will facilitate the better organization of means for bringing the farmers and farm laborers together. In this connection, the extent to which farmers co-operate by exchanging work and the organization or lack of organization among the farmers for facilitating such exchange; the extent to which farmers depend on advertising, private employment agencies, public employment agencies, other specific arrangements for securing help, and the relative efficiency of these different methods should be studied.

SUBJECT FOR DEBATE

1. Resolved: That the state should limit land ownership to an economic holding.
2. Resolved: That farm organizations should come under the operation of the anti-trust laws.
3. Resolved: That it would be to the best interest of society to abolish private property in land.
4. Resolved: That experience has shown that government price regulation is socially and economically desirable in time of crises.
5. Resolved: That all trunk highways should be constructed and supervised by the National Government.
6. Resolved: That every county of more than 10,000 inhabitants should be compelled to support a county nurse.
7. Resolved: That the state should take an active part in land settlement.
8. Resolved: That the present system of county and township government should be abolished.
9. Resolved: That the provision exempting Federal Farm Loan Bonds from taxation should be repealed.

Tentative Program of the A. A. A. L.

HOTEL LA SALLE, CHICAGO, DECEMBER 29-31, 1919.

Monday Afternoon

Tenancy

1. Paper, C. V. Gregory, "Social Aspects of Tenancy."
2. Paper, B. F. Lindsey, "Financing Tenants."
3. Paper, Professor E. G. Nours, "Theoretical Aspects of Tenancy."
4. Discussion, C. J. Galpin, B. F. Harris, Professor J. D. Black.

Monday Evening

President's address—L. H. Bailey.

Tuesday Morning

1. President McVey, "Status of Agricultural Legislation in Congress."
2. Honorable Clyde Marquis, "Status of Agricultural Legislation in the States."

(It is suggested that these addresses be confined to the larger fields as land, credit, marketing, roads, labor.)

Tuesday Afternoon

Tuesday Evening (Joint with A. E. A.)

1. Professor J. E. Boyle, "Collective Bargaining."
2. Professor B. H. Hibbard. Discussion.

Wednesday Morning

1. Committee reports.
2. Business meeting.

Wednesday Afternoon

1. Conference with agricultural organizations.

Wednesday Evening

PREVIOUS STUDIES

1. Private Colonization of Land.....RICHARD T. ELY
2. Papers on Tenancy—
 - I The Agricultural Ladder..... W. J. SPILLMAN
 - II Tenancy in an Ideal System of Land Ownership..
.....RICHARD T. ELY AND CHARLES J. GALPIN
 - III Discussion
.....W. J. SPILLMAN AND CHARLES L. STEWART
3. Rural, Social and Economic Problems of the United States..
.....CHARLES J. GALPIN AND ALONZO B. COX

PRICES OF EXTRA COPIES

Per copy of each..	.25
Per half dozen	1.00
Per hundred	10.00



The American Association for Agricultural Legislation

The AMERICAN ASSOCIATION FOR AGRICULTURAL LEGISLATION is a body of public spirited men and women consisting of farmers, business men, educators, investigators, and legislators in all parts of the country who are alive to the need of promoting our national interests by constructive agricultural legislation.

The work of the Association is directed along the following lines:

1. Scientific investigation of facts, careful studies of existing laws, consultation with those practically affected, followed by recommendations so carefully worked out that they will command the respect and attention of legislative bodies.

2. The organization of a central bureau to which individuals and organizations may come for assistance in the formulation and promotion of needed agricultural legislation and obtain the benefit of the broadest practical, historical, and theoretical knowledge of problems of production, and also of the larger social and economic problems involving both rural and urban people.

3. Promotion by publicity and education of such legislation as the results of the investigation indicate.

Committees are working in the following fields: food production, consumption and price; land settlement; education and improvement of rural life; marketing; taxation; rural credits; roads and transportation; agricultural extension.

Membership is open to all men and women interested in the great local and national problems which are upon us. You are invited to take an active part in this work.

Minimum Membership Fee	52.00
Association Membership Fee	\$5.00 to \$25.00
Contributing Membership Fee	\$25.00 to \$100.00
Sustaining Membership Fee	\$100 or more
Founders Giving	\$500 or more

Address,
RICHARD T. ELY, Secretary,
Madison, Wisconsin.