

Principles of Economics: An introductory volume

by Alfred Marshall

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Book One: Preliminary Survey

Chapter 1

Introduction

1. Political economy or economics is a study of mankind in the ordinary business of life; it examines that part of individual and social action which is most closely connected with the attainment and with the use of the material requisites of wellbeing.

Thus it is on the one side a study of wealth; and on the other, and more important side, a part of the study of man. For man's character has been moulded by his every-day work, and the material resources which he thereby procures, more than by any other influence unless it be that of his religious ideals; and the two great forming agencies of the world's history have been the religious and the economic. Here and there the ardour of the military or the artistic spirit has been for a while predominant: but religious and economic influences have nowhere been displaced from the front rank even for a time; and they have nearly always been more important than all others put together. Religious motives are more intense than economic, but their direct action seldom extends over so large a part of life. For the business by which a person earns his livelihood generally fills his thoughts

during by far the greater part of those hours in which his mind is at its best; during them his character is being formed by the way in which he uses his faculties in his work, by the thoughts and the feelings which it suggests, and by his relations to his associates in work, his employers or his employees.

And very often the influence exerted on a person's character by the amount of his income is hardly less, if it is less, than that exerted by the way in which it is earned. It may make little difference to the fulness of life of a family whether its yearly income is £1000 or £5000; but it makes a very great difference whether the income is £30 or £150: for with £150 the family has, with £30 it has not, the material conditions of a complete life. It is true that in religion, in the family affections and in friendship, even the poor may find scope for many of those faculties which are the source of the highest happiness. But the conditions which surround extreme poverty, especially in densely crowded places, tend to deaden the higher faculties. Those who have been called the Residuum of our large towns have little opportunity for friendship; they know nothing of the decencies and the quiet, and very little even of the unity of family life; and religion often fails to reach them. No doubt their physical, mental, and moral ill-health is partly due to other causes than poverty: but this is the chief cause.

And, in addition to the Residuum, there are vast numbers of people both in town and country who are brought up with insufficient food, clothing, and house-room; whose education is broken off early in order that they may go to work for wages; who thenceforth are engaged during long hours in exhausting toil with imperfectly nourished bodies, and have therefore no chance of developing their higher mental faculties. Their life is not necessarily unhealthy or unhappy. Rejoicing in their affections towards God and man, and perhaps even possessing some natural refinement of feeling, they may lead lives that are far less

incomplete than those of many, who have more material wealth. But, for all that, their poverty is a great and almost unmixed evil to them. Even when they are well, their weariness often amounts to pain, while their pleasures are few; and when sickness comes, the suffering caused by poverty increases tenfold. And, though a contented spirit may go far towards reconciling them to these evils, there are others to which it ought not to reconcile them. Overworked and undertaught, weary and careworn, without quiet and without leisure, they have no chance of making the best of their mental faculties.

Although then some of the evils which commonly go with poverty are not its necessary consequences; yet, broadly speaking, "the destruction of the poor is their poverty," and the study of the causes of poverty is the study of the causes of the degradation of a large part of mankind.

2. Slavery was regarded by Aristotle as an ordinance of nature, and so probably was it by the slaves themselves in olden time. The dignity of man was proclaimed by the Christian religion: it has been asserted with increasing vehemence during the last hundred years: but, only through the spread of education during quite recent times, are we beginning to feel the full import of the phrase. Now at last we are setting ourselves seriously to inquire whether it is necessary that there should be any so-called "lower classes" at all: that is, whether there need be large numbers of people doomed from their birth to hard work in order to provide for others the requisites of a refined and cultured life; while they themselves are prevented by their poverty and toil from having any share or part in that life.

The hope that poverty and ignorance may gradually be extinguished, derives indeed much support from the steady progress of the working classes during the nineteenth century. The steam-engine has relieved them of much exhausting and degrading toil; wages have risen; education has been improved and

become more general; the railway and the printing-press have enabled members of the same trade in different parts of the country to communicate easily with one another, and to undertake and carry out broad and far-seeing lines of policy; while the growing demand for intelligent work has caused the artisan classes to increase so rapidly that they now outnumber those whose labour is entirely unskilled. A great part of the artisans have ceased to belong to the "lower classes" in the sense in which the term was originally used; and some of them already lead a more refined and noble life than did the majority of the upper classes even a century ago.

This progress has done more than anything else to give practical interest to the question whether it is really impossible that all should start in the world with a fair chance of leading a cultured life, free from the pains of poverty and the stagnating influences of excessive mechanical toil; and this question is being pressed to the front by the growing earnestness of the age. The question cannot be fully answered by economic science. For the answer depends partly on the moral and political capabilities of human nature, and on these matters the economist has no special means of information: he must do as others do, and guess as best he can. But the answer depends in a great measure upon facts and inferences, which are within the province of economics; and this it is which gives to economic studies their chief and their highest interest.

3. It might have been expected that a science, which deals with questions so vital for the wellbeing of mankind, would have engaged the attention of many of the ablest thinkers of every age, and be now well advanced towards maturity. But the fact is that the number of scientific economists has always been small relatively to the difficulty of the work to be done; so that the science is still almost in its infancy. One cause of this is that the bearing of economics on the higher wellbeing of man has been

overlooked. Indeed, a science which has wealth for its subject-matter, is often repugnant at first sight to many students; for those who do most to advance the boundaries of knowledge, seldom care much about the possession of wealth for its own sake.

But a more important cause is that many of those conditions of industrial life, and of those methods of production, distribution and consumption, with which modern economic science is concerned, are themselves only of recent date. It is indeed true that the change in substance is in some respects not so great as the change in outward form; and much more of modern economic theory, than at first appears, can be adapted to the conditions of backward races. But unity in substance, underlying many varieties of form, is not easy to detect; and changes in form have had the effect of making writers in all ages profit less than they otherwise might have done by the work of their predecessors.

The economic conditions of modern life, though more complex, are in many ways more definite than those of earlier times. Business is more clearly marked off from other concerns; the rights of individuals as against others and as against the community are more sharply defined; and above all the emancipation from custom, and the growth of free activity, of constant forethought and restless enterprise, have given a new precision and a new prominence to the causes that govern the relative values of different things and different kinds of labour.

4. It is often said that the modern forms of industrial life are distinguished from the earlier by being more competitive. But this account is not quite satisfactory. The strict meaning of competition seems to be the racing of one person against another, with special reference to bidding for the sale or purchase of anything. This kind of racing is no doubt both more intense and

more widely extended than it used to be: but it is only a secondary, and one might almost say, an accidental consequence from the fundamental characteristics of modern industrial life.

There is no one term that will express these characteristics adequately. They are, as we shall presently see, a certain independence and habit of choosing one's own course for oneself, a self-reliance; a deliberation and yet a promptness of choice and judgment, and a habit of forecasting the future and of shaping one's course with reference to distant aims. They may and often do cause people to compete with one another; but on the other hand they may tend, and just now indeed they are tending, in the direction of co-operation and Combination of all kinds good and evil. But these tendencies towards collective ownership and collective action are quite different from those of earlier times, because they are the result not of custom, not of any passive drifting into association with one's neighbours, but of free choice by each individual of that line of conduct which after careful deliberation seems to him the best suited for attaining his ends, whether they are selfish or unselfish.

The term "competition" has gathered about it evil savour, and has come to imply a certain selfishness and indifference to the wellbeing of others. Now it is true that there is less deliberate selfishness in early than in modern forms of industry; but there is also less deliberate unselfishness. It is deliberateness, and not selfishness, that is the characteristic of the modern age.

For instance, while custom in a primitive society extends the limits of the family, and prescribes certain duties to one's neighbours which fall into disuse in a later civilization, it also prescribes an attitude of hostility to strangers. In a modern society the obligations of family kindness become more intense, though they are concentrated on a narrower area; and neighbours are put more nearly on the same footing with strangers. In ordinary dealings with both of them the standard of

fairness and honesty is lower than in some of the dealings of a primitive people with their neighbours: but it is much higher than in their dealings with strangers. Thus it is the ties of neighbourhood alone that have been relaxed: the ties of family are in many ways stronger than before, family affection leads to much more self-sacrifice and devotion than it used to do; and sympathy with those who are strangers to us is a growing source of a kind of deliberate unselfishness, that never existed before the modern age. That country which is the birthplace of modern competition devotes a larger part of its income than any other to charitable uses, and spent twenty millions on purchasing the freedom of the slaves in the West Indies.

In every age poets and social reformers have tried to stimulate the people of their own time to a nobler life by enchanting stories of the virtues of the heroes of old. But neither the records of history nor the contemporary observation of backward races, when carefully studied, give any support to the doctrine that man is on the whole harder and harsher than he was; or that he was ever more willing than he is now to sacrifice his own happiness for the benefit of others in cases where custom and law have left him free to choose his own course. Among races, whose intellectual capacity seems not to have developed in any other direction, and who have none of the originating power of the modern business man, there will be found many who show an evil sagacity in driving a hard bargain in a market even with their neighbours. No traders are more unscrupulous in taking advantage of the necessities of the unfortunate than are the corn-dealers and money-lenders of the East.

Again, the modern era has undoubtedly given new openings for dishonesty in trade. The advance of knowledge has discovered new ways of making things appear other than they are, and has rendered possible many new forms of adulteration. The producer is now far removed from the ultimate consumer; and his wrong-doings

are not visited with the prompt and sharp punishment which falls on the head of a person who, being bound to live and die in his native village, plays a dishonest trick on one of his neighbours. The opportunities for knavery are certainly more numerous than they were; but there is no reason for thinking that people avail themselves of a larger proportion of such opportunities than they used to do. On the contrary, modern methods of trade imply habits of trustfulness on the one side and a power of resisting temptation to dishonesty on the other, which do not exist among a backward people. Instances of simple truth and personal fidelity are met with under all social conditions: but those who have tried to establish a business of modern type in a backward country find that they can scarcely ever depend on the native population for filling posts of trust. It is even more difficult to dispense with imported assistance for work, which calls for a strong moral character, than for that which requires great skill and mental ability. Adulteration and fraud in trade were rampant in the middle ages to an extent that is very astonishing, when we consider the difficulties of wrong-doing without detection at that time.

In every stage of civilization, in which the power of money has been prominent, poets in verse and prose have delighted to depict a past truly "Golden Age," before the pressure of mere material gold had been felt. Their idyllic pictures have been beautiful, and have stimulated noble imaginations and resolves; but they have had very little historical truth. Small communities with simple wants for which the bounty of nature has made abundant provision, have indeed sometimes been nearly free from care about their material needs, and have not been tempted to sordid ambitions. But whenever we can penetrate to the inner life of a crowded population under primitive conditions in our own time, we find more want, more narrowness, and more hardness than was manifest at a distance: and we never find a more widely

diffused comfort alloyed by less suffering than exists in the western world to-day. We ought therefore not to brand the forces, which have made modern civilization, by a name which suggests evil.

It is perhaps not reasonable that such a suggestion should attach to the term "competition"; but in fact it does. In fact, when competition is arraigned, its anti-social forms are made prominent; and care is seldom taken to inquire whether there are not other forms of it, which are so essential to the maintenance of energy and spontaneity, that their cessation might probably be injurious on the balance to social wellbeing. The traders or producers, who find that a rival is offering goods at a lower price than will yield them a good profit, are angered at his intrusion, and complain of being wronged; even though it may be true that those who buy the cheaper goods are in greater need than themselves, and that the energy and resourcefulness of their rival is a social gain. In many cases the "regulation of competition" is a misleading term, that veils the formation of a privileged class of producers, who often use their combined force to frustrate the attempts of an able man to rise from a lower class than their own. Under the pretext of repressing antisocial competition, they deprive him of the liberty of carving out for himself a new career, where the services rendered by him to the consumers of the commodity would be greater than the injuries, that he inflicts on the relatively small group which objects to his competition.

If competition is contrasted with energetic co-operation in unselfish work for the public good, then even the best forms of competition are relatively evil; while its harsher and meaner forms are hateful. And in a world in which all men were perfectly virtuous, competition would be out of place; but so also would be private property and every form of private right. Men would think only of their duties; and no one would desire to have a larger

share of the comforts and luxuries of life than his neighbours. Strong producers could easily bear a touch of hardship; so they would wish that their weaker neighbours, while producing less should consume more. Happy in this thought, they would work for the general good with all the energy, the inventiveness, and the eager initiative that belonged to them; and mankind would be victorious in contests with nature at every turn. Such is the Golden Age to which poets and dreamers may look forward. But in the responsible conduct of affairs, it is worse than folly to ignore the imperfections which still cling to human nature.

History in general, and especially the history of socialistic ventures, shows that ordinary men are seldom capable of pure ideal altruism for any considerable time together; and that the exceptions are to be found only when the masterful fervour of a small band of religious enthusiasts makes material concerns to count for nothing in comparison with the higher faith.

No doubt men, even now, are capable of much more unselfish service than they generally render: and the supreme aim of the economist is to discover how this latent social asset can be developed most quickly, and turned to account most wisely. But he must not decry competition in general, without analysis: he is bound to retain a neutral attitude towards any particular manifestation of it until he is sure that, human nature being what it is, the restraint of competition would not be more anti-social in its working than the competition itself.

We may conclude then that the term "competition" is not well suited to describe the special characteristics of industrial life in the modern age. We need a term that does not imply any moral qualities, whether good or evil, but which indicates the undisputed fact that modern business and industry are characterized by more self-reliant habits, more forethought, more deliberate and free choice. There is not any one term adequate for this purpose: but Freedom of Industry and Enterprise, or more

shortly, Economic Freedom, points in the right direction; and it may be used in the absence of a better. Of course this deliberate and free choice may lead to a certain departure from individual freedom when co-operation or combination seems to offer the best route to the desired end. The questions how far these deliberate forms of association are likely to destroy the freedom in which they had their origin and how far they are likely to be conducive to the public weal, lie beyond the scope of the present volume.(1*)

5. This introductory chapter was followed in earlier editions by two short sketches: the one related to the growth of free enterprise and generally of economic freedom, and the other to the growth of economic science. They have no claim to be systematic histories, however compressed; they aim only at indicating some landmarks on the routes by which economic structure and economic thought have travelled to their present position. They are now transferred to Appendices A and B at the end of this volume, partly because their full drift can best be seen after some acquaintance has been made with the subject-matter of economics; and partly because in the twenty years, which have elapsed since they were first written, public opinion as to the position which the study of economic and social science should hold in a liberal education has greatly developed. There is less need now than formerly to insist that the economic problems of the present generation derive much of their subject-matter from technical and social changes that are of recent date, and that their form as well as their urgency assume throughout the effective economic freedom of the mass of the people.

The relations of many ancient Greeks and Romans with the slaves of their households were genial and humane. But even in Attica the physical and moral wellbeing of the great body of the inhabitants was not accepted as a chief aim of the citizen.

Ideals of life were high, but they concerned only a few. and the doctrine of value, which is full of complexities in the modern age, could then have been worked out on a plan; such as could be conceived to-day, only if nearly all manual work were superseded by automatic machines which required merely a definite allowance of steam-power and materials, and had no concern with the requirements of a full citizen's life. Much of modern economics might indeed have been anticipated in the towns of the Middle Ages, in which an intelligent and daring spirit was for the first time combined with patient industry. But they were not left to work out their career in peace; and the world had to wait for the dawn of the new economic era till a whole nation was ready for the ordeal of economic freedom.

England especially was gradually prepared for the task; but towards the end of the eighteenth century, the changes, which had so far been slow and gradual, suddenly became rapid and violent. Mechanical inventions, the concentration of industries, and a system of manufacturing on a large scale for distant markets broke up the old traditions of industry, and left everyone to bargain for himself as best he might; and at the same time they stimulated an increase of population for which no provision had been made beyond standing-room in factories and workshops. Thus free competition, or rather, freedom of industry and enterprise, was set loose to run, like a huge untrained monster, its wayward course. The abuse of their new power by able but uncultured business men led to evils on every side; it unfitted mothers for their duties, it weighed down children with overwork and disease; and in many places it degraded the race. Meanwhile the kindly meant recklessness of the poor law did even more to lower the moral and physical energy of Englishmen than the hardhearted recklessness of the manufacturing discipline: for by depriving the people of those qualities which would fit them for the new order of things, it increased the evil and diminished the good

caused by the advent of free enterprise.

And yet the time at which free enterprise was showing itself in an unnaturally harsh form, was the very time in which economists were most lavish in their praises of it. This was partly because they saw clearly, what we of this generation have in a great measure forgotten, the cruelty of the yoke of custom and rigid ordinance which it had displaced; and partly because the general tendency of Englishmen at the time was to hold that freedom in all matters, political and social, was worth having at every cost except the loss of security. But partly also it was that the productive forces which free enterprise was giving to the nation were the only means by which it could offer a successful resistance to Napoleon. Economists therefore treated free enterprise not indeed as an unmixed good, but as a less evil than such regulation as was practicable at the time.

Adhering to the lines of thought that had been started chiefly by medieval traders, and continued by French and English philosophers in the latter half of the eighteenth century, Ricardo and his followers developed a theory of the action of free enterprise (or, as they said, free competition), which contained many truths, that will be probably important so long as the world exists. Their work was wonderfully complete within the narrow area which it covered. But much of the best of it consists of problems relating to rent and the value of corn: - problems on the solution of which the fate of England just then seemed to depend; but many of which, in the particular form in which they were worked out by Ricardo, have very little direct bearing on the present state of things.

A good deal of the rest of their work was narrowed by its regarding too exclusively the peculiar condition of England at that time; and this narrowness has caused a reaction. So that now, when more experience, more leisure, and greater material resources have enabled us to bring free enterprise somewhat under

control, to diminish its power of doing evil and increase its power of doing good, there is growing up among many economists a sort of spite against it. Some even incline to exaggerate its evils, and attribute to it the ignorance and suffering, which are the results either of tyranny and oppression in past ages, or of the misunderstanding and mismanagement of economic freedom.

Intermediate between these two extremes are the great body of economists who, working on parallel lines in many different countries, are bringing to their studies an unbiassed desire to ascertain the truth, and a willingness to go through with the long and heavy work by which alone scientific results of any value can be obtained. Varieties of mind, of temper, of training and of opportunities lead them to work in different ways, and to give their chief attention to different parts of the problem. All are bound more or less to collect and arrange facts and statistics relating to past and present times; and all are bound to occupy themselves more or less with analysis and reasoning on the basis of those facts which are ready at hand: but some find the former task the more attractive and absorbing, and others the latter. This division of labour, however, implies not opposition, but harmony of purpose. The work of all adds something or other to that knowledge, which enables us to understand the influences exerted on the quality and tone of man's life by the manner in which he earns his livelihood, and by the character of that livelihood.

NOTES:

1. They occupy a considerable place in the forthcoming volume on Industry and Trade.

The Substance of Economics

1. Economics is a study of men as they live and move and think in the ordinary business of life. But it concerns itself chiefly with those motives which affect, most powerfully and most steadily, man's conduct in the business part of his life. Everyone who is worth anything carries his higher nature with him into business; and, there as elsewhere, he is influenced by his personal affections, by his conceptions of duty and his reverence for high ideals. And it is true that the best energies of the ablest inventors and organizers of improved methods and appliances are stimulated by a noble emulation more than by any love of wealth for its own sake. But, for all that, the steadiest motive to ordinary business work is the desire for the pay which is the material reward of work. The pay may be on its way to be spent selfishly or unselfishly, for noble or base ends; and here the variety of human nature comes into play. But the motive is supplied by a definite amount of money: and it is this definite and exact money measurement of the steadiest motives in business life, which has enabled economics far to outrun every other branch of the study of man. Just as the chemist's fine balance has made chemistry more exact than most other physical sciences; so this economist's balance, rough and imperfect as it is, has made economics more exact than any other branch of social science. But of course economics cannot be compared with the exact physical sciences: for it deals with the ever changing and subtle forces of human nature.(1*)

The advantage which economics has over other branches of social science appears then to arise from the fact that its special field of work gives rather larger opportunities for exact methods than any other branch. It concerns itself chiefly with those desires, aspirations and other affections of human nature, the outward manifestations of which appear as incentives to

action in such a form that the force or quantity of the incentives can be estimated and measured with some approach to accuracy., and which therefore are in some degree amenable to treatment by scientific machinery. An opening is made for the methods and the tests of science as soon as the force of a person's motives - not the motives themselves - can be approximately measured by the sum of money, which he will just give up in order to secure a desired satisfaction; or again by the sum which is just required to induce him to undergo a certain fatigue.

It is essential to note that the economist does not claim to measure any affection of the mind in itself, or directly; but only indirectly through its effect. No one can compare and measure accurately against one another even his own mental states at different times: and no one can measure the mental states of another at all except indirectly and conjecturally by their effects. Of course various affections belong to man's higher nature and others to his lower, and are thus different in kind. But, even if we confine our attention to mere physical pleasures and pains of the same kind, we find that they can only be compared indirectly by their effects. In fact, even this comparison is necessarily to some extent conjectural, unless they occur to the same person at the same time.

For instance the pleasures which two persons derive from smoking cannot be directly compared: nor can even those which the same person derives from it at different times. But if we find a man in doubt whether to spend a few pence on a cigar, or a cup of tea, or on riding home instead of walking home, then we may follow ordinary usage, and say that he expects from them equal pleasures.

If then we wish to compare even physical gratifications, we must do it not directly, but indirectly by the incentives which they afford to action. If the desires to secure either of two

pleasures will induce people in similar circumstances each to do just an hour's extra work, or will induce men in the same rank of life and with the same means each to pay a shilling for it; we then may say that those pleasures are equal for our purposes, because the desires for them are equally strong incentives to action for persons under similar conditions.

Thus measuring a mental state, as men do in ordinary life, by its motor-force or the incentive which it affords to action, no new difficulty is introduced by the fact that some of the motives of which we have to take account belong to man's higher nature, and others to his lower.

For suppose that the person, whom we saw doubting between several little gratifications for himself, had thought after a while of a poor invalid whom he would pass on his way home; and had spent some time in making up his mind whether he would choose a physical gratification for himself, or would do a kindly act and rejoice in another's joy. As his desires turned now towards the one, now the other, there would be change in the quality of his mental states; and the philosopher is bound to study the nature of the change.

But the economist studies mental states rather through their manifestations than in themselves; and if he finds they afford evenly balanced incentives to action, he treats them *prima facie* as for his purpose equal. He follows indeed in a more patient and thoughtful way, and with greater precautions, what everybody is always doing every day in ordinary life. He does not attempt to weigh the real value of the higher affections of our nature against those of our lower: he does not balance the love for virtue against the desire for agreeable food. He estimates the incentives to action by their effects just in the same way as people do in common life. He follows the course of ordinary conversation, differing from it only in taking more precautions to make clear the limits of his knowledge as he goes. He reaches

his provisional conclusions by observations of men in general under given conditions without attempting to fathom the mental and spiritual characteristics of individuals. But he does not ignore the mental and spiritual side of life. On the contrary, even for the narrower uses of economic studies, it is important to know whether the desires which prevail are such as will help to build up a strong and righteous character. And in the broader uses of those studies, when they are being applied to practical problems, the economist, like every one else, must concern himself with the ultimate aims of man, and take account of differences in real value between gratifications that are equally powerful incentives to action and have therefore equal economic measures. A study of these measures is only the starting-point of economics: but it is the starting-point.(2*)

2. There are several other limitations of the measurement of motive by money to be discussed. The first of these arises from the necessity of taking account of the variations in the amount of pleasure, or other satisfaction, represented by the same sum of money to different persons and under different circumstances.

A shilling may measure a greater pleasure (or other satisfaction) at one time than at another even for the same person; because money may be more plentiful with him, or because his sensibility may vary.(3*) And persons whose antecedents are similar, and who are outwardly like one another, are often affected in very different ways by similar events. When, for instance, a band of city school children are sent out for a day's holiday in the country, it is probable that no two of them derive from it enjoyment exactly the same in kind, or equal in intensity. The same surgical operation causes different amounts of pain to different people. Of two parents who are, so far as we can tell, equally affectionate, one will suffer much more than the other from the loss of a favourite son. Some who are not very sensitive generally are yet specially susceptible to particular

kinds of pleasure and pain; while differences in nature and education make one man's total capacity for pleasure or pain much greater than another's.

It would therefore not be safe to say that any two men with the same income derive equal benefit from its use; or that they would suffer equal pain from the same diminution of it. Although when a tax of £1 is taken from each of two persons having an income of £300 a year, each will give up that £1 worth of pleasure (or other satisfaction) which he can most easily part with, i.e. each will give up what is measured to him by just £1; yet the intensities of the satisfaction given up may not be nearly equal.

Nevertheless, if we take averages sufficiently broad to cause the personal peculiarities of individuals to counterbalance one another, the money which people of equal incomes will give to obtain a benefit or avoid an injury is a good measure of the benefit or injury. If there are a thousand persons living in Sheffield, and another thousand in Leeds, each with about £100 a-year, and a tax of £1 is levied on all of them; we may be sure that the loss of pleasure or other injury which the tax will cause in Sheffield is of about equal importance with that which it will cause in Leeds: and anything that increased all the incomes by £1 would give command over equivalent pleasures and other benefits in the two towns. This probability becomes greater still if all of them are adult males engaged in the same trade; and therefore presumably somewhat similar in sensibility and temperament, in taste and education. Nor is the probability much diminished, if we take the family as our unit, and compare the loss of pleasure that results from diminishing by £1 the income of each of a thousand families with incomes of £100 a-year in the two places.

Next we must take account of the fact that a stronger incentive will be required to induce a person to pay a given

price for anything if he is poor than if he is rich. A shilling is the measure of less pleasure, or satisfaction of any kind, to a rich man than to a poor one. A rich man in doubt whether to spend a shilling on a single cigar, is weighing against one another smaller pleasures than a poor man, who is doubting whether to spend a shilling on a supply of tobacco that will last him for a month. The clerk with £100 a-year will walk to business in a much heavier rain than the clerk with £300 a-year; for the cost of a ride by tram or omnibus measures a greater benefit to the poorer man than to the richer. If the poorer man spends the money, he will suffer more from the want of it afterwards than the richer would. The benefit that is measured in the poorer man's mind by the cost is greater than that measured by it in the richer man's mind.

But this source of error also is lessened when we are able to consider the actions and the motives of large groups of people. If we know, for instance, that a bank failure has taken £200,000 from the people of Leeds and £100,000 from those of Sheffield, we may fairly assume that the suffering caused in Leeds has been about twice as great as in Sheffield; unless indeed we have some special reason for believing that the shareholders of the bank in the one town were a richer class than those in the other; or that the loss of employment caused by it pressed in uneven proportions on the working classes in the two towns.

By far the greater number of the events with which economics deals affect in about equal proportions all the different classes of society; so that if the money measures of the happiness caused by two events are equal, it is reasonable and in accordance with common usage to regard the amounts of the happiness in the two cases as equivalent. And, further, as money is likely to be turned to the higher uses of life in about equal proportions, by any two large groups of people taken without special bias from any two parts of the western world, there is even some prima

facie probability that equal additions to their material resources will make about equal additions to the fulness of life, and true progress of the human race.

3. To pass to another point. When we speak of the measurement of desire by the action to which it forms the incentive, it is not to be supposed that we assume every action to be deliberate, and the outcome of calculation. For in this, as in every other respect, economics takes man just as he is in ordinary life: and in ordinary life people do not weigh beforehand the results of every action, whether the impulses to it come from their higher nature or their lower.(4*)

Now the side of life with which economics is specially concerned is that in which man's conduct is most deliberate, and in which he most often reckons up the advantages and disadvantages of any particular action before he enters on it. And further it is that side of his life in which, when he does follow habit and custom, and proceeds for the moment without calculation, the habits and customs themselves are most nearly sure to have arisen from a close and careful watching the advantages and disadvantages of different courses of conduct. There will not in general have been any formal reckoning up of two sides of a balance-sheet: but men going home from their day's work, or in their social meetings, will have said to one another, "It did not answer to do this, it would have been better to do that," and so on. What makes one course answer better than another, will not necessarily be a selfish gain, nor any material gain; and it will often have been argued that." though this or that plan saved a little trouble or a little money, yet it was not fair to others," and "it made one look mean," or "it made one feel mean." It is true that when a habit or a custom, which has grown up under one set of conditions, influences action under other conditions, there is so far no exact relation between the effort and the end which is attained by it. In backward countries

there are still many habits and customs similar to those that lead a beaver in confinement to build himself a dam; they are full of suggestiveness to the historian, and must be reckoned with by the legislator. But in business matters in the modern world such habits quickly die away.

Thus then the most systematic part of people's lives is generally that by which they earn their living. The work of all those engaged in any one occupation can be carefully observed; general statements can be made about it, and tested by comparison with the results of other observations; and numerical estimates can be framed as to the amount of money or general purchasing power that is required to supply a sufficient motive for them.

The unwillingness to postpone enjoyment, and thus to save for future use, is measured by the interest on accumulated wealth which just affords a sufficient incentive to save for the future. This measurement presents however some special difficulties, the study of which must be postponed.

4. Here, as elsewhere, we must bear in mind that the desire to make money does not itself necessarily proceed from motives of a low order, even when it is to be spent on oneself. Money is a means towards ends, and if the ends are noble, the desire for the means is not ignoble. The lad who works hard and saves all he can, in order to be able to pay his way afterwards at a University, is eager for money; but his eagerness is not ignoble. In short, money is general purchasing power, and is sought as a means to all kinds of ends, high as well as low, spiritual as well as material.(5*)

Thus though it is true that "money" or "general purchasing power" or "command over material wealth", is the centre around which economic science clusters; this is so, not because money or material wealth is regarded as the main aim of human effort, nor even as affording the main subject-matter for the study of the economist, but because in this world of ours it is the one

convenient means of measuring human motive on a large scale. If the older economists had made this clear, they would have escaped many grievous misrepresentations; and the splendid teachings of Carlyle and Ruskin as to the right aims of human endeavour and the right uses of wealth, would not then have been marred by bitter attacks on economics, based on the mistaken belief that that science had no concern with any motive except the selfish desire for wealth, or even that it inculcated a policy of sordid selfishness.(6*)

Again, when the motive to a man's action is spoken of as supplied by the money which he will earn, it is not meant that his mind is closed to all other considerations save those of gain. For even the most purely business relations of life assume honesty and good faith; while many of them take for granted, if not generosity, yet at least the absence of meanness, and the pride which every honest man takes in acquitting himself well. Again, much of the work by which people earn their living is pleasurable in itself; and there is truth in the contention of socialists that more of it might be made so. Indeed even business work, that seems at first sight unattractive, often yields a great pleasure by offering scope for the exercise of men's faculties, and for their instincts of emulation and of power. For just as a racehorse or an athlete strains every nerve to get in advance of his competitors, and delights in the strain; so a manufacturer or a trader is often stimulated much more by the hope of victory over his rivals than by the desire to add something to his fortune.(7*)

5. It has indeed always been the practice of economists to take careful account of all the advantages which attract people generally towards an occupation, whether they appear in a money form or not. Other things being equal, people will prefer an occupation in which they do not need to soil their hands, in which they enjoy a good social position, and so on; and since

these advantages affect, not indeed every one exactly in the same way, but most people in nearly the same way, their attractive force can be estimated and measured by the money wages to which they are regarded as equivalent.

Again, the desire to earn the approval, to avoid the contempt of those around one is a stimulus to action which often works with some sort of uniformity in any class of persons at a given time and place; though local and temporary conditions influence greatly not only the intensity of the desire for approval, but also the range of persons whose approval is desired. A professional man, for instance, or an artisan will be very sensitive to the approval or disapproval of those in the same occupation, and care little for that of other people; and there are many economic problems, the discussion of which would be altogether unreal, if care were not taken to watch the direction and to estimate pretty closely the force of motives such as these.

As there may be a taint of selfishness in a man's desire to do what seems likely to benefit his fellow-workers, so there may be an element of personal pride in his desire that his family should prosper during his life and after it. But still the family affections generally are so pure a form of altruism, that their action might have shown little semblance of regularity, had it not been for the uniformity in the family relations themselves. As it is, their action is fairly regular; and it has always been fully reckoned with by economists, especially in relation to the distribution of the family income between its various members, the expenses of preparing children for their future career, and the accumulation of wealth to be enjoyed after the death of him by whom it has been earned.

It is then not the want of will but the want of power, that prevents economists from reckoning in the action of motives such as these; and they welcome the fact that some kinds of

philanthropic action can be described in statistical returns, and can to a certain extent be reduced to law, if sufficiently broad averages are taken. For indeed there is scarcely any motive so fitful and irregular, but that some law with regard to it can be detected by the aid of wide and patient observation. It would perhaps be possible even now to predict with tolerable closeness the subscriptions that a population of a hundred thousand Englishmen of average wealth will give to support hospitals and chapels and missions; and, in so far as this can be done, there is a basis for an economic discussion of supply and demand with reference to the services of hospital nurses, missionaries and other religious ministers. It will however probably be always true that the greater part of those actions, which are due to a feeling of duty and love of one's neighbour, cannot be classed, reduced to law and measured; and it is for this reason, and not because they are not based on self-interest, that the machinery of economics cannot be brought to bear on them.

6. Perhaps the earlier English economists confined their attention too much to the motives of individual action. But in fact economists, like all other students of social science, are concerned with individuals chiefly as members of the social organism. As a cathedral is something more than the stones of which it is made, as a person is something more than a series of thoughts and feelings, so the life of society is something more than the sum of the lives of its individual members. It is true that the action of the whole is made up of that of its constituent parts; and that in most economic problems the best starting-point is to be found in the motives that affect the individual, regarded not indeed as an isolated atom, but as a member of some particular trade or industrial group; but it is also true, as German writers have well urged, that economics has a great and an increasing concern in motives connected with the collective ownership of property, and the collective pursuit of

important aims. The growing earnestness of the age, the growing intelligence of the mass of the people, and the growing power of the telegraph, the press, and other means of communication are ever widening the scope of collective action for the public good; and these changes, together with the spread of the co-operative movement, and other kinds of voluntary association are growing up under the influence of various motives besides that of pecuniary gain: they are ever opening to the economist new opportunities of measuring motives whose action it had seemed impossible to reduce to any sort of law. But in fact the variety of motives, the difficulties of measuring them, and the manner of overcoming those difficulties are among the chief subjects with which we shall be occupied in this treatise. Almost every point touched in the present chapter will need to be discussed in fuller detail with reference to some one or more of the leading problems of economics.

7. To conclude provisionally: economists study the actions of individuals, but study them in relation to social rather than individual life; and therefore concern themselves but little with personal peculiarities of temper and character. They watch carefully the conduct of a whole class of people, sometimes the whole of a nation, sometimes only those living in a certain district, more often those engaged in some particular trade at some time and place: and by the aid of statistics, or in other ways, they ascertain how much money on the average the members of the particular group, they are watching, are just willing to pay as the price of a certain thing which they desire, or how much must be offered to them to induce them to undergo a certain effort or abstinence that they dislike. The measurement of motive thus obtained is not indeed perfectly accurate; for if it were, economics would rank with the most advanced of the physical sciences; and not, as it actually does, with the least advanced.

But yet the measurement is accurate enough to enable

experienced persons to forecast fairly well the extent of the results that will follow from changes in which motives of this kind are chiefly concerned. Thus, for instance, they can estimate very closely the payment that will be required to produce an adequate supply of labour of any grade, from the lowest to the highest, for a new trade which it is proposed to start in any place. When they visit a factory of a kind that they have never seen before, they can tell within a shilling or two a week what any particular worker is earning, by merely observing how far his is a skilled occupation and what strain it involves on his physical, mental and moral faculties. And they can predict with tolerable certainty what rise of price will result from a given diminution of the supply of a certain thing, and how that increased price will react on the supply.

And, starting from simple considerations of this kind, is economists go on to analyse the causes which govern the local distribution of different kinds of industry, the terms on which people living in distant places exchange their goods with one another, and so on: and they can explain and predict the ways in which fluctuations of credit will affect foreign trade; or again the extent to which the burden of a tax will be shifted from those on whom it is levied, on to those for whose wants they cater; and so on.

In all this they deal with man as he is: not with an abstract or "economic" man; but a man of flesh and blood. They deal with a man who is largely influenced by egoistic motives in his business life to a great extent with reference to them; but who is also neither above vanity and recklessness, nor below delight in doing his work well for its own sake, or in sacrificing himself for the good of his family, his neighbours, or his country; a man who is not below the love of a virtuous life for its own sake. They deal with man as he is: but being concerned chiefly with those aspects of life in which the action of motive is so regular that it can

be predicted, and the estimate of the motor-forces can be verified by results, they have established their work on a scientific basis.

For in the first place, they deal with facts which can be observed, and quantities which can be measured and recorded; so that when differences of opinion arise with regard to them, the differences can be brought to the test of public and well-established records; and thus science obtains a solid basis on which to work. In the second place, the problems, which are grouped as economic, because they relate specially to man's conduct under the influence of motives that are measurable by a money price, are found to make a fairly homogeneous group. Of course they have a great deal of subject-matter in common: that is obvious from the nature of the case. But, though not so obvious a priori, it will also be found to be true that there is a fundamental unity of form underlying all the chief of them; and that in consequence, by studying them together, the same kind of economy is gained, as by sending a single postman to deliver all the letters in a certain street, instead of each one entrusting his letters to a separate messenger. For the analyses and organized processes of reasoning that are wanted for any one group of them, will be found generally useful for other groups.

The less then we trouble ourselves with scholastic inquiries as to whether a certain consideration comes within the scope of economics, the better. If the matter is important let us take account of it as far as we can. If it is one as to which there exist divergent opinions, such as cannot be brought to the test of exact and well-ascertained knowledge; if it is one on which the general machinery of economic analysis and reasoning cannot get any grip, then let us leave it aside in our purely economic studies. But let us do so simply because the attempt to include it would lessen the certainty and the exactness of our economic knowledge without any commensurate gain; and remembering always

that some sort of account of it must be taken by our ethical instincts and our common sense, when they as ultimate arbiters come to apply to practical issues the knowledge obtained and arranged by economics and other sciences.

NOTES:

1. Some remarks on the relation of economics to the sum total of social science will be found in Appendix C, sections 1, 2.

2. The objections raised by some philosophers to speaking of two pleasures as equal, under any circumstances, seem to apply only to uses of the phrase other than those with which the economist is concerned. It has however unfortunately happened that the customary uses of economic terms have sometimes suggested the belief that economists are adherents of the philosophical system of Hedonism or of Utilitarianism. For, while they have generally taken for granted that the greatest pleasures are those which come with the endeavour to do one's duty, they have spoken of "pleasures" and "pains" as supplying the motives to all action; and they have thus brought themselves under the censure of those philosophers, with whom it is a matter of principle to insist that the desire to do one's duty is a different thing from a desire for the pleasure which, if one happens to think of the matter at all, one may expect from doing it; though perhaps it may be not incorrectly described as a desire for "self-satisfaction" or "the satisfaction of the permanent self." (See for instance T.H. Green, *Prolegomena to Ethics*, pp. 165-6)

It is clearly not the part of economics to appear to take a side in ethical controversy: and since there is a general agreement that all incentives to action, in so far as they are conscious desires at all, may without impropriety be spoken of shortly as desires for "satisfaction," it may perhaps be well to

use this word instead of "pleasure," when occasion arises for referring to the aims of all desires, whether appertaining to man's higher or lower nature. The simple antithesis to satisfaction is "dissatisfaction": but perhaps it may be well to use the shorter and equally colourless word "detriment". in its place.

It may however be noted that some followers of Bentham (though perhaps not Bentham himself) made this large use of "pain and pleasure" serve as a bridge by which to pass from individualistic Hedonism to a complete ethical creed, without recognizing the necessity for the introduction of an independent major premiss; and for such a premiss the necessity would appear to be absolute, although opinions will perhaps always differ as to its form. Some will regard it as the Categorical Imperative; while others will regard it as a simple belief that, whatever be the origin of our moral instincts, their indications are borne out by a Verdict of the experience of mankind to the effect that true happiness is not to be had without self-respect, and that self-respect is to be had only on the condition of endeavouring so to live as to promote the progress of the human race.

3. Compare Edgeworth's Mathematical Psychics.

4. This is specially true of that group of gratifications, which is sometimes named "the pleasures of the chase." They include not only the light-hearted emulation of games and pastimes, of hunts and steeplechases, but the more serious contests of professional and business life: and they will occupy a good deal of our attention in discussions of the causes that govern wages and profits, and forms of industrial organization.

Some people are of wayward temperament, and could give no good account even to themselves of the motives of their action. But if a man is steadfast and thoughtful, even his impulses are

the products of habits which he has adopted more or less deliberately. And, whether these impulses are an expression of his higher nature or not; whether they spring from mandates of his conscience, the pressure of social connection, or the claims of his bodily wants, he yields a certain relative precedence to them without reflection now, because on previous occasions he has decided deliberately to yield that relative precedence. The predominant attractiveness of one course of action over others, even when not the result of calculation at the time, is the product of more or less deliberate decisions made by him before in somewhat similar cases.

5. See an admirable essay by Cliffe Leslie on The Love of Money. We do indeed hear of people who pursue money for its own sake without caring for what it will purchase, especially at the end of a long life spent in business: but in this as in other cases the habit of doing a thing is kept up after the purpose for which it was originally done has ceased to exist. The possession of wealth gives such people a feeling of power over their fellow-creatures, and insures them a sort of envious respect in which they find a bitter but strong pleasure.

6. In fact a world can be conceived in which there is a science of economics very much like our own, but in it there is no money of any sort. See Appendices B, sec. 8 and D, sec. 2.

7. Some remarks on the large scope of economics as conceived in Germany will be found in Appendix D, sec. 3.

Chapter 3

Economic Generalization or Laws

1. It is the business of economics, as of almost every other

science, to collect facts, to arrange and interpret them, and to draw inferences from them. "Observation and description, definition and classification are the preparatory activities. But what we desire to reach thereby is a knowledge of the interdependence of economic phenomena.... Induction and deduction are both needed for scientific thought as the right and left foot are both needed for walking."(1*) The methods required for this twofold work are not peculiar to economics; they are the common property of all sciences. All the devices for the discovery of the relations between cause and effect, which are described in treatises on scientific method, have to be used in their turn by the economist: there is not any one method of investigation which can properly be called the method of economics; but every method must be made serviceable in its proper place, either singly or in combination with others. And as the number of combinations that can be made on the chess-board, is so great that probably no two games exactly alike were ever played; so no two games which the student plays with nature to wrest from her her hidden truths, which were worth playing at all, ever made use of quite the same methods in quite the same way.

But in some branches of economic inquiry and for some purposes, it is more urgent to ascertain new facts, than to trouble ourselves with the mutual relations and explanations of those which we already have. While in other branches there is still so much uncertainty as to whether those causes of any event which lie on the surface and suggest themselves at first are both true causes of it and the only causes of it, that it is even more urgently needed to scrutinize our reasoning about facts which we already know, than to seek for more facts.

For this and other reasons, there always has been and there probably always will be a need for the existence side by side of workers with different aptitudes and different aims, some of whom give their chief attention to the ascertainment of facts, while

others give their chief attention to scientific analysis; that is taking to pieces complex facts, and studying the relations of the several parts to one another and to cognate facts. It is to be hoped that these two schools will always exist; each doing its own work thoroughly, and each making use of the work of the other. Thus best may we obtain sound generalizations as to the past and trustworthy guidance from it for the future.

2. Those physical sciences, which have progressed most beyond the points to which they were brought by the brilliant genius of the Greeks, are not all of them strictly speaking "exact sciences." But they all aim at exactness. That is they all aim at precipitating the result of a multitude of observations into provisional statements, which are sufficiently definite to be brought under test by other observations of nature. These statements, when first put forth, seldom claim a high authority. But after they have been tested by many independent observations, and especially after they have been applied successfully in the prediction of coming events, or of the results of new experiments, they graduate as laws. A science progresses by increasing the number and exactness of its laws; by submitting them to tests of ever increasing severity; and by enlarging their scope till a single broad law contains and supersedes a number of narrower laws, which have been shown to be special instances of it.

In so far as this is done by any science, a student of it can in certain cases say with authority greater than his own (greater perhaps than that of any thinker, however able, who relies on his own resources and neglects the results obtained by previous workers), what results are to be expected from certain conditions, or what are the true causes of a certain known event.

Although the subject-matter of some progressive physical sciences is not, at present at least, capable of perfectly exact measurement; yet their progress depends on the multitudinous

co-operation of armies of workers. They measure their facts and define their statements as closely as they can: so that each investigator may start as nearly as possible where those before him left off. Economics aspires to a place in this group of sciences: because though its measurements are seldom exact, and are never final; yet it is ever working to make them more exact, and thus to enlarge the range of matters on which the individual student may speak with the authority of his science.

3. Let us then consider more closely the nature of economic laws, and their limitations. Every cause has a tendency to produce some definite result if nothing occurs to hinder it. Thus gravitation tends to make things fall to the ground: but when a balloon is full of gas lighter than air, the pressure of the air will make it rise in spite of the tendency of gravitation to make it fall. The law of gravitation states how any two things attract one another. how they tend to move towards one another, and will 'move towards one another if nothing interferes to prevent them. The law of gravitation is therefore a statement of tendencies.

It is a very exact statement - so exact that mathematicians can calculate a Nautical Almanac, which will show the moments at which each satellite of Jupiter will hide itself behind Jupiter. They make this calculation for many years beforehand; and navigators take it to sea, and use it in finding out where they are. Now there are no economic tendencies which act as steadily and can be measured as exactly as gravitation can: and consequently there are no laws of economics which can be compared for precision with the law of gravitation.

But let us look at a science less exact than astronomy. The science of the tides explains how the tide rises and falls twice a day under the action of the sun and the moon: how there are strong tides at new and full moon, and weak tides at the moon's first and third quarter; and how the tide running up into a closed channel, like that of the Severn, will be very high; and

so on. Thus, having studied the lie of the land and the water all round the British isles, people can calculate beforehand when the tide will probably be at its highest on any day at London Bridge or at Gloucester; and how high it will be there. They have to use the word probably, which the astronomers do not need to use when talking about the eclipses of Jupiter's satellites. For, though many forces act upon Jupiter and his satellites, each one of them acts in a definite manner which can be predicted beforehand: but no one knows enough about the weather to be able to say beforehand how it will act. A heavy downpour of rain in the upper Thames valley, or a strong north-east wind in the German Ocean, may make the tides at London Bridge differ a good deal from what had been expected.

The laws of economics are to be compared with the laws of the tides, rather than with the simple and exact law of gravitation. For the actions of men are so various and uncertain, that the best statement of tendencies, which we can make in a science of human conduct, must needs be inexact and faulty. This might be urged as a reason against making any statements at all on the subject; but that would be almost to abandon life. Life is human conduct, and the thoughts and emotions that grow up around it. By the fundamental impulses of our nature we all-high and low, learned and unlearned-are in our several degrees constantly striving to understand the courses of human action, and to shape them for our purposes, whether selfish or unselfish, whether noble or ignoble. And since we must form to ourselves some notions of the tendencies of human action, our choice is between forming those notions carelessly and forming them carefully. The harder the task, the greater the need for steady patient inquiry; for turning to account the experience, that has been reaped by the more advanced physical sciences; and for framing as best we can well thought-out estimates, or provisional laws, of the tendencies of human action.

4. The term "law" means then nothing more than a general proposition or statement of tendencies, more or less certain, more or less definite. Many such statements are made in every science: but we do not, indeed we can not, give to all of them a formal character and name them as laws. We must select; and the selection is directed less by purely scientific considerations than by practical convenience. If there is any general statement which we want to bring to bear so often, that the trouble of quoting it at length, when needed, is greater than that of burdening the discussion with an additional formal statement and an additional technical name, then it receives a special name, otherwise not. (2*)

Thus a law of social science, or a Social Law, is a statement of social tendencies; that is, a statement that a certain course of action may be expected under certain conditions from the members of a social group.

Economic laws, or statements of economic tendencies, are those social laws which relate to branches of conduct in which the strength of the motives chiefly concerned can be measured by a money price.

There is thus no hard and sharp line of division between those social laws which are, and those which are not, to be regarded also as economic laws. For there is a continuous gradation from social laws concerned almost exclusively with motives that can be measured by price, to social laws in which such motives have little place; and which are therefore generally as much less precise and exact than economic laws, as those are than the laws of the more exact physical sciences.

Corresponding to the substantive "law" is the adjective "legal". But this term is used only in connection with "law" in the sense of an ordinance of government; not in connection with "law" the sense of a statement of relation between cause and effect. The adjective used for this purpose is derived from

"norma", a term which is nearly equivalent to "law", and might perhaps with advantage be substituted for it in scientific discussions. And following our definition of an economic law, we may say that the course of action which may be expected under certain conditions from the members of an industrial group is the normal action of the members of that group relatively to those conditions.

This use of the term Normal has been misunderstood; and it may be well to say something as to the unity in difference which underlies various uses of the term. When we talk of a Good man or a Strong man, we refer to excellence or strength of those particular physical mental or moral qualities which are indicated in the context. A strong judge has seldom the same qualities as a strong rower; a good jockey is not always of exceptional virtue. In the same way every use of the term normal implies the predominance of certain tendencies which appear likely to be more or less steadfast and persistent in their action over those which are relatively exceptional and intermittent. Illness is an abnormal condition of man: but a long life passed without any illness is abnormal. During the melting of the snows, the Rhine rises above its normal level: but in a cold dry spring when it is less than usual above that normal level, it may be said to be abnormally low (for that time of year). In all these cases normal results are those which may be expected as the outcome of those tendencies which the context suggests; or, in other words, which are in accordance with those "statements of tendency", those Laws or Norms, which are appropriate to the context.

This is the point of view from which it is said that normal economic action is that which may be expected in the long run under certain conditions (provided those conditions are persistent) from the members of an industrial group. It is normal that bricklayers in most parts of England are willing to work for 10d. an hour, but refuse to work for 7 d. In Johannesburg it may

be normal that a bricklayer should refuse work at much less than £1 a day. The normal price of bona fide fresh laid eggs may be taken to be a penny when nothing is said as to the time of the year: and yet threepence may be the normal price in town during January; and twopence may be an abnormally low price then, caused by "unseasonable" warmth.

Another misunderstanding to be guarded against arises from the notion that only those economic results are normal, which are due to the undisturbed action of free competition. But the term has often to be applied to conditions in which perfectly free competition does not exist, and can hardly even be supposed to exist; and even where free competition is most dominant, the normal conditions of every facet and tendency will include vital elements that are not a part of competition nor even akin to it. Thus, for instance, the normal arrangement of many transactions in retail and wholesale trade, and on Stock and Cotton Exchanges, rests on the assumption that verbal contracts, made without witnesses, will be honourably discharged; and in countries in which this assumption cannot legitimately be made, some parts of the Western doctrine of normal value are inapplicable. Again, the prices of various Stock Exchange securities are affected "normally" by the patriotic feelings not only of the ordinary purchasers, but of the brokers themselves: and so on.

Lastly it is sometimes erroneously supposed that normal action in economics is that which is right morally. But that is to be understood only when the context implies that the action is being judged from the ethical point of view. When we are considering the facts of the world, as they are, and not as they ought to be, we shall have to regard as "normal" to the circumstances in view, much action which we should use our utmost efforts to stop. For instance, the normal condition of many of the very poorest inhabitants of a large town is to be devoid of enterprise, and unwilling to avail themselves of the

opportunities that may offer for a healthier and less squalid life elsewhere; they have not the strength, physical, mental and moral, required for working their way out of their miserable surroundings. The existence of a considerable supply of labour ready to make match-boxes at a very low rate is normal in the same way that a contortion of the limbs is a normal result of taking strychnine. It is one result, a deplorable result, of those tendencies the laws of which we have to study. This illustrates one peculiarity which economics shares with a few other sciences, the nature of the material of which can be modified by human effort. Science may suggest a moral or practical precept to modify that nature and thus modify the action of laws of nature. For instance, economics may suggest practical means of substituting capable workers for those who can only do such work as match-box making; as physiology may suggest measures for so modifying the breeds of cattle that they mature early, and carry much flesh on light frames. The laws of the fluctuation of credit and prices have been much altered by increased powers of prediction.

Again when "normal" prices are contrasted with temporary or market prices, the term refers to the dominance in the long run of certain tendencies under given conditions. But this raises some difficult questions which may be postponed.(3*)

5. It is sometimes said that the laws of economics are "hypothetical". Of course, like every other science, it undertakes to study the effects which will be produced by certain causes, not absolutely, but subject to the condition that other things are equal, and that the causes are able to work out their effects undisturbed. Almost every scientific doctrine, when carefully and formally stated, will be found to contain some proviso to the effect that other things are equal: the action of the causes in question is supposed to be isolated; certain effects are attributed to them, but only on the hypothesis that

no cause is permitted to enter except those distinctly allowed for. It is true however that the condition that time must be allowed for causes to produce their effects is a source of great difficulty in economics. For meanwhile the material on which they work, and perhaps even the causes themselves, may have changed; and the tendencies which are being described will not have a sufficiently "long run" in which to work themselves out fully. This difficulty will occupy our attention later on.

The conditioning clauses implied in a law are not continually repeated, but the common sense of the reader supplies them for himself. In economics it is necessary to repeat them oftener than elsewhere, because its doctrines are more apt than those of any other science to be quoted by persons who have had no scientific training, and who perhaps have heard them only at second hand, and without their context. One reason why ordinary conversation is simpler in form than a scientific treatise, is that in conversation we can safely omit conditioning clauses; because, if the hearer does not supply them for himself, we quickly detect the misunderstanding, and set it right. Adam Smith and many of the earlier writers on economics attained seeming simplicity by following the usages of conversation, and omitting conditioning clauses. But this has caused them to be constantly misunderstood, and has led to much waste of time and trouble in profitless controversy; they purchased apparent ease at too great a cost even for that gain.(4*)

Though economic analysis and general reasoning are of wide application, yet every age and every country has its own problems; and every change in social conditions is likely to require a new development of economic doctrines.(5*)

NOTES:

1. Schmoller in the article on Volkswirtschaft in Conrad's

Handwörterbuch.

2. The relation of "natural and economic laws", is exhaustively discussed by Neumann (Zeitschrift für die gesamte Staatswissenschaft, 1892) who concludes (p. 464) that there is no other word than Law (Gesetz) to express those statements of tendency, which play so important a part in natural as well as economic science. See also Wagner (Grundlegung, 86-91).

3. They are discussed in Book V, especially chapters III and V.

4. Compare Book II, chapter I.

5. Some parts of economics are relatively abstract or pure, because they are concerned mainly with broad general propositions: for, in order that a proposition may be of broad application it must necessarily contain few details: it cannot adapt itself to particular cases; and if it points to any prediction, that must be governed by a strong conditioning clause in which a very large meaning is given to the phrase "other things being equal." Other parts are relatively applied, because they deal with narrower questions more in detail; they take more account of local and temporary elements; and they consider economic conditions in fuller and closer relation to other conditions of life. Thus there is but a short step from the applied science of banking in its more general sense, to broad rules or precepts of the general Art of banking: while the step from a particular local problem of the applied science of banking to the corresponding rule of practice or precept of Art may be shorter still.

Chapter 4

The Order and Aims of Economic Studies

1. We have seen that the economist must be greedy of facts; but that facts by themselves teach nothing. History tells of sequences and coincidences; but reason alone can interpret and draw lessons from them. The work to be done is so various that much of it must be left to be dealt with by trained common sense, which is the ultimate arbiter in every practical problem. Economic science is but the working of common sense aided by appliances of organized analysis and general reasoning, which facilitate the task of collecting, arranging, and drawing inferences from particular facts. Though its scope is always limited, though its work without the aid of common sense is vain, yet it enables common sense to go further in difficult problems than would otherwise be possible.

Economic laws are statements with regard to the tendencies of man's action under certain conditions. They are hypothetical only in the same sense as are the laws of the physical sciences: for those laws also contain or imply conditions. But there is more difficulty in making the conditions clear, and more danger in any failure to do so, in economics than in physics. The laws of human action are not indeed as simple, as definite or as clearly ascertainable as the law of gravitation; but many of them may rank with the laws of those natural sciences which deal with complex subject-matter.

The *raison d'être* of economics as a separate science is that it deals chiefly with that part of man's action which is most under the control of measurable motives; and which therefore lends itself better than any other to systematic reasoning and analysis. We cannot indeed measure motives of any kind, whether high or low, as they are in themselves: we can measure only their moving force. Money is never a perfect measure of that force; and it is not even a tolerably good measure unless careful account is

taken of the general conditions under which it works, and especially of the riches or poverty of those whose action is under discussion. But with careful precautions money affords a fairly good measure of the moving force of a great part of the motives by which men's lives are fashioned.

The study of theory must go hand in hand with that of facts: and for dealing with most modern problems it is modern facts that are of the greatest use. For the economic records of the distant past are in some respects slight and untrustworthy; and the economic conditions of early times are wholly unlike those of the modern age of free enterprise, of general education, of true democracy, of steam, of the cheap press and the telegraph.

2. Economics has then as its purpose firstly to acquire knowledge for its own sake, and secondly to throw light on practical issues. But though we are bound, before entering on any study, to consider carefully what are its uses, we should not plan out our work with direct reference to them. For by so doing we are tempted to break off each line of thought as soon as it ceases to have an immediate bearing on that particular aim which we have in view at the time: the direct pursuit of practical aims leads us to group together bits of all sorts of knowledge, which have no connection with one another except for the immediate purposes of the moment; and which throw but little light on one another. Our mental energy is spent in going from one to another; nothing is thoroughly thought out; no real progress is made.

The best grouping, therefore, for the purposes of science is that which collects together all those facts and reasonings which are similar to one another in nature: so that the study of each may throw light on its neighbour. By working thus for a long time at one set of considerations, we get gradually nearer to those fundamental unities which are called nature's laws: we trace their action first singly, and then in combination; and thus make progress slowly but surely. The practical uses of economic

studies should never be out of the mind of the economist, but his special business is to study and interpret facts and to find out what are the effects of different causes acting singly and in combination.

3. This may be illustrated by enumerating some of the chief questions to which the economist addresses himself. He inquires:

What are the causes which, especially in the modern world, affect the consumption and production, the distribution and exchange of wealth; the organization of industry and trade; the money market; wholesale and retail dealing; foreign trade, and the relations between employers and employed? How do all these movements act and react upon one another? How do their ultimate differ from their immediate tendencies?

Subject to what limitations is the price of anything a measure of its desirability? What increase of wellbeing is prima facie likely to result from a given increase in the wealth of any class of society? How far is the industrial efficiency of any class impaired by the insufficiency of its income? How far would an increase of the income of any class, if once effected, be likely to sustain itself through its effects in increasing their efficiency and earning power?

How far does, as a matter of fact, the influence of economic freedom reach (or how far has it reached at any particular time) in any place, in any rank of society, or in any particular branch of industry? What other influences are most powerful there; and how is the action of all these influences combined? In particular, how far does economic freedom tend of its own action to build up combinations and monopolies, and what are their effects? How are the various classes of society likely to be affected by its action in the long run; what will be the intermediate effects while its ultimate results are being worked out; and, account being taken of the time over which they will spread, what is the relative importance of these two classes of

ultimate and intermediate effects? What will be the incidence of any system of taxes? What burdens will it impose on the community, and what revenue will it afford to the State?

4. The above are the main questions with which economic science has to deal directly, and with reference to which its main work of collecting facts, of analysing them and reasoning about them should be arranged. The practical issues which, though lying for the greater part outside the range of economic science, yet supply a chief motive in the background to the work of the economist, vary from time to time, and from place to place, even more than do the economic facts and conditions which form the material of his studies. The following problems seem to be of special urgency now in our own country. --

How should we act so as to increase the good and diminish the evil influences of economic freedom, both in its ultimate results and in the course of its progress? If the first are good and the latter evil, but those who suffer the evil, do not reap the good; how far is it right that they should suffer for the benefit of others?

Taking it for granted that a more equal distribution of wealth is to be desired, how far would this justify changes in the institutions of property, or limitations of free enterprise even when they would be likely to diminish the aggregate of wealth? In other words, how far should an increase in the income of the poorer classes and a diminution of their work be aimed at, even if it involved some lessening of national material wealth? How far could this be done without injustice, and without slackening the energies of the leaders of progress? How ought the burdens of taxation to be distributed among the different classes of society?

Ought we to rest content with the existing forms of division of labour? Is it necessary that large numbers of the people should be exclusively occupied with work that has no elevating

character? Is it possible to educate gradually among the great mass of workers a new capacity for the higher kinds of work; and in particular for undertaking co-operatively the management of the business in which they are themselves employed?

What are the proper relations of individual and collective action in a stage of civilization such as ours? How far ought voluntary association in its various forms, old and new, to be left to supply collective action for those purposes for which such action has special advantages? What business affairs should be undertaken by society itself acting through its government, imperial or local? Have we, for instance, carried as far as we should the plan of collective ownership and use of open spaces, of works of art, of the means of instruction and amusement, as well as of those material requisites of a civilized life, the supply of which requires united action, such as gas and water, and railways?

When government does not itself directly intervene, how far should it allow individuals and corporations to conduct their own affairs as they please? How far should it regulate the management of railways and other concerns which are to some extent in a position of monopoly, and again of land and other things the quantity of which cannot be increased by man? Is it necessary to retain in their full force all the existing rights of property; or have the original necessities for which they were meant to provide, in some measure passed away?

Are the prevailing methods of using wealth entirely justifiable? What scope is there for the moral pressure of social opinion in constraining and directing individual action in those economic relations in which the rigidity and violence of government interference would be likely to do more harm than good? In what respect do the duties of one nation to another in economic matters differ from those of members of the same nation to one another?

Economics is thus taken to mean a study of the economic aspects and conditions of man's political, social and private life; but more especially of his social life. The aims of the study are to gain knowledge for its own sake, and to obtain guidance in the practical conduct of life, and especially of social life. The need for such guidance was never so urgent as now; a later generation may have more abundant leisure than we for researches that throw light on obscure points in abstract speculation, or in the history of past times, but do not afford immediate aid in present difficulties.

But though thus largely directed by practical needs, economics avoids as far as possible the discussion of those exigencies of party organization, and those diplomacies of home and foreign politics of which the statesman is bound to take account in deciding what measures that he can propose will bring him nearest to the end that he desires to secure for his country. It aims indeed at helping him to determine not only what that end should be, but also what are the best methods of a broad policy devoted to that end. But it shuns many political issues, which the practical man cannot ignore: and it is therefore a science, pure and applied, rather than a science and an art. And it is better described by the broad term " Economics ", than by the narrower term " Political Economy ".

5. The economist needs the three great intellectual faculties, perception, imaginAtion and reason: and most of all he needs imagination, to put him on the track of those causes of visible events which are remote or lie below the surface, and of those effects of visible causes which are remote or lie below the surface.

The natural sciences and especially the physical group of them have this great advantage as a discipline over all studies of man's action, that in them the investigator is called on for

exact conclusions which can be verified by subsequent observation or experiment. His fault is soon detected if he contents himself with such causes and such effects as lie on the surface; or again if he ignores the mutual interaction of the forces of nature, wherein every movement modifies and is modified by all that surround it. Nor does the thorough student of physics rest satisfied with a mere general analysis; he is ever striving to make it quantitative; and to assign its proper proportion to each element in his problem.

In sciences that relate to man exactness is less attainable. The path of least resistance is sometimes the only one open: it is always alluring; and though it is also always treacherous, the temptation is great to follow it even when a more thorough way can be fought out by resolute work. The scientific student of history is hampered by his inability to experiment and even more by the absence of any objective standard to which his estimates of relative proportion can be referred. Such estimates are latent in almost every stage of his argument: he cannot conclude that one cause or group of causes has been overridden by another without making some implicit estimate of their relative weights. And yet it is only by a great effort that he perceives how dependent he is on his own subjective impressions. The economist also is hampered by this difficulty, but in a less degree than other students of man's action; for indeed he has some share in those advantages which give precision and objectivity to the work of the physicist. So long, at all events, as he is concerned with current and recent events, many of his facts group themselves under classes as to which statements can be made that are definite, and often were approximately accurate numerically: and thus he is at some advantage in seeking for causes and for results which lie below the surface, and are not easily seen; and in analyzing complex conditions into their elements and in reconstructing a whole out of many elements.

In smaller matters, indeed, simple experience will suggest the unseen. It will, for instance, put people in the way of looking for the harm to strength of character and to family life that comes from ill-considered aid to the thriftless; even though what is seen on the surface is almost sheer gain. But greater effort, a larger range of view, a more powerful exercise of the imagination are needed in tracking the true results of, for instance, many plausible schemes for increasing steadiness of employment. For that purpose it is necessary to have learnt how closely connected are changes in credit, in domestic trade, in foreign trade competition, in harvests, in prices; and how all of these affect steadiness of employment for good and for evil. It is necessary to watch how almost every considerable economic event in any part of the Western world affects employment in some trades at least in almost every other part. If we deal only with those causes of unemployment which are near at hand, we are likely to make no good cure of the evils we see; and we are likely to cause evils, that we do not see. And if we are to look for those which are far off and weigh them in the balance, then the work before us is a high discipline for the mind.

Again, when by a "standard rule" or any other device wages are kept specially high in any trade, imagination set a-going will try to track the lives of those who are prevented by the standard rule from doing work, of which they are capable, at a price that people are willing to pay for it. Are they pushed up, or are they pushed down? If some are pushed up and some pushed down, as commonly happens, is it the many that are pushed up and the few that are pushed down, or the other way about? If we look at surface results, we may suppose that it is the many who are pushed up. But if, by the scientific use of the imagination, we think out all the ways in which prohibitions, whether on Trade Union authority or any other, prevent people from doing their best and earning their best, we shall often conclude that it is

the many who have been pushed down, and the few who have been pushed up. Partly under English influence, some Australasian colonies are making bold ventures, which hold out specious promise of greater immediate comfort and ease to the workers. Australasia has indeed a great reserve of borrowing power in her vast landed property: and should the proposed short cuts issue in some industrial decadence, the fall may be slight and temporary. But it is already being urged that England should move on similar lines: and a fall for her would be more serious. What is needed, and what we may hope is coming in the near future, is a larger study of such schemes of the same kind and by the same order of minds as are applied to judging a new design for a battleship with reference to her stability in bad weather.

In such problems as this it is the purely intellectual, and sometimes even the critical faculties, which are most in demand. But economic studies call for and develop the faculty of sympathy, and especially that rare sympathy which enables people to put themselves in the place, not only of their comrades, but also of other classes. This class sympathy is, for instance, strongly developed by inquiries, which are becoming every day more urgent, of the reciprocal influences which character and earnings, methods of employment and habits of expenditure exert on one another; of the ways in which the efficiency of a nation is strengthened by and strengthens the confidences and affections which hold together the members of each economic group - the family, employers and employees in the same business, citizens of the same country; of the good and evil that are mingled in the individual unselfishness and the class selfishness of professional etiquette and of trade union customs; and of movements by which our growing wealth and opportunities may best be turned to account for the wellbeing of the present and coming generations.(1*)

6. The economist needs imagination especially in order that

he may develop his ideals. But most of all he needs caution and reserve in order that his advocacy of ideals may not outrun his grasp of the future.

After many more generations have passed, our present ideals and methods may seem to belong to the infancy, rather than to the maturity of man. One definite advance has already been made. We have learnt that every one until proved to be hopelessly weak or base is worthy of full economic freedom: but we are not in a position to guess confidently to what goal the advance thus begun will ultimately lead. In the later Middle Ages a rough beginning was made of the study of the industrial organism, regarded as embracing all humanity. Each successive generation has seen further growths of that organism; but none has seen so large a growth as our own. The eagerness with which it has been studied has grown with its growth; and no parallel can be found in earlier times to the breadth and variety of the efforts that have been made to comprehend it. But the chief outcome of recent studies is to make us recognize more fully, than could be done by any previous generation, how little we know of the causes by which progress is being fashioned, and how little we can forecast the ultimate destiny of the industrial organism.

Some harsh employers and politicians, defending exclusive class privileges early in last century, found it convenient to claim the authority of political economy on their side; and they often spoke of themselves as "economists." And even in our own time, that title has been assumed by opponents of generous expenditure on the education of the masses of the people, in spite of the fact that living economists with one consent maintain that such expenditure is a true economy, and that to refuse it is both wrong and bad business from a national point of view. But Carlyle and Ruskin, followed by many other writers who had no part in their brilliant and ennobling poetical visions, have without examination held the great economists responsible

for sayings and deeds to which they were really averse; and in consequence there has grown up a popular misconception of their thoughts and character.

The fact is that nearly all the founders of modern economics were men of gentle and sympathetic temper, touched with the enthusiasm of humanity. They cared little for wealth for themselves; they cared much for its wide diffusion among the masses of the people. They opposed antisocial monopolies however powerful. In their several generations they supported the movement against the class legislation which denied to trade unions privileges that were open to associations of employers; or they worked for a remedy against the poison which the old Poor Law was instilling into the hearts and homes of the agricultural and other labourers; or they supported the factory acts, in spite of the strenuous opposition of some politicians and employers who claimed to speak in their name. They were without exception devoted to the doctrine that the wellbeing of the whole people should be the ultimate goal of all private effort and all public policy. But they were strong in courage and caution; they appeared cold, because they would not assume the responsibility of advocating rapid advances on untried paths, for the safety of which the only guarantees offered were the confident hopes of men whose imaginations were eager, but not steadied by knowledge nor disciplined by hard thought.

Their caution was perhaps a little greater than necessary: for the range of vision even of the great seers of that age was in some respects narrower than is that of most educated men in the present time; when, partly through the suggestions of biological study, the influence of circumstances in fashioning character is generally recognized as the dominant fact in social science. Economists have accordingly now learnt to take a larger and more hopeful view of the possibilities of human progress. They have learnt to trust that the human will, guided by careful

thought, can so modify circumstances as largely to modify character; and thus to bring about new conditions of life still more favourable to character; and therefore to the economic, as well as the moral, wellbeing of the masses of the people. Now as ever it is their duty to oppose all plausible short cuts to that great end, which would sap the springs of energy and initiative.

The rights of property, as such, have not been venerated by those master minds who have built up economic science; but the authority of the science has been wrongly assumed: by some who have pushed the claims of vested rights to extreme and antisocial uses. It may be well therefore to note that the tendency of careful economic study is to base the rights of private property not on any abstract principle, but on the observation that in the past they have been inseparable from solid progress; and that therefore it is the part of responsible men to proceed cautiously and tentatively in abrogating or modifying even such rights as may seem to be inappropriate to the ideal conditions of social life.

NOTES:

1. This Section is reproduced from a Plea for the creation of a curriculum in economics and associated branches of political science addressed to the University of Cambridge in 1902, and conceded in the following year.

The Principles of Economics

by Alfred Marshall

Some Fundamental Notions

Chapter 1

Introductory

1. We have seen that economics is, on the one side, a Science of Wealth; and, on the other, that part of the Social Science of man's action in society, which deals with his Efforts to satisfy his Wants, in so far as the efforts and wants are capable of being measured in terms of wealth, or its general representative, i.e. money. We shall be occupied during the greater part of this volume with these wants and efforts; and with the causes by which the prices that measure the wants are brought into equilibrium with those that measure the efforts. For this purpose we shall have to study in Book III wealth in relation to the diversity of man's wants, which it has to satisfy; and in Book IV wealth in relation to the diversity of man's efforts by which it is produced.

But in the present Book, we have to inquire which of all the things that are the result of man's efforts, and are capable of satisfying man's wants, are to be counted as Wealth; and into what groups or classes these are to be divided. For there is a compact group of terms connected with Wealth itself, and with Capital, the study of each of which throws light on the others; while the study of the whole together is a direct continuation, and in some respects a completion, of that inquiry as to the scope and methods of economics on which we have just been engaged. And, therefore, instead of taking what may seem the more natural course of starting with an analysis of wants, and of wealth in direct relation to them, it seems on the whole best to

deal with this group of terms at once.

In doing this we shall of course have to take some account of the variety of wants and efforts; but we shall not want to assume anything that is not obvious and a matter of common knowledge. The real difficulty of our task lies in another direction; being the result of the need under which economics, alone among sciences, lies of making shift with a few terms in common use to express a great number of subtle distinctions.

2. As Mill says:(1*) - "The ends of scientific classification are best answered when the objects are formed into groups respecting which a greater number of general propositions can be made, and those propositions more important, than those which could be made respecting any other groups into which the same things could be distributed." But we meet at starting with the difficulty that those propositions which are the most important in one stage of economic development, are not unlikely to be among the least important in another, if indeed they apply at all.

In this matter economists have much to learn from the recent experiences of biology: and Darwin's profound discussion of the question(2*) throws a strong light on the difficulties before us. He points out that those parts of the structure which determine the habits of life and the general place of each being in the economy of nature, are as a rule not those which throw most light on its origin, but those which throw least. The qualities which a breeder or a gardener notices as eminently adapted to enable an animal or a plant to thrive in its environment, are for that very reason likely to have been developed in comparatively recent times. And in like manner those properties of an economic institution which play the most important part in fitting it for the work which it has to do now, are for that very reason likely to be in a great measure of recent growth.

Instances are found in many of the relations between employer

and employed, between middleman and producer, between bankers and their two classes of clients, those from whom they borrow and those to whom they lend. The substitution of the term "interest" for "usury" corresponds to a general change in the character of loans, which has given an entirely new key-note to our analysis and classification of the different elements into which the cost of production of a commodity may be resolved. Again, the general scheme of division of labour into skilled and unskilled is undergoing a gradual change; the scope of the term "rent" is being broadened in some directions and narrowed in others; and so on.

But on the other hand we must keep constantly in mind the history of the terms which we use. For, to begin with, this history is important for its own sake; and because it throws side lights on the history of the economic development of society. And further, even if the sole purpose of our study of economics were to obtain knowledge that would guide us in the attainment of immediate practical ends, we should yet be bound to keep our use of terms as much as possible in harmony with the traditions of the past; in order that we might be quick to perceive the indirect hints and the subtle and subdued warnings, which the experiences of our ancestors offer for our instruction.

3. Our task is difficult. In physical sciences indeed, whenever it is seen that a group of things have a certain set of qualities in common, and will often be spoken of together, they are formed into a class with a special name; and as soon as a new notion emerges, a new technical term is invented to represent it. But economics cannot venture to follow this example. Its reasonings must be expressed in language that is intelligible to the general public; it must therefore endeavour to conform itself to the familiar terms of everyday life, and so far as possible must use them as they are commonly used.

In common use almost every word has many shades of meaning,

and therefore needs to be interpreted by the context. And, as Bagehot has pointed out, even the most formal writers on economic science are compelled to follow this course; for otherwise they would not have enough words at their disposal. But unfortunately they do not always avow that they are taking this freedom; sometimes perhaps they are scarcely even aware of the fact themselves. The bold and rigid definitions, with which their expositions of the science begin, lull the reader into a false security. Not being warned that he must often look to the context for a special interpretation clause, he ascribes to what he reads a meaning different from that which the writers had in their own minds; and perhaps misinterprets them and accuses them of folly of which they had not been guilty.(3*)

Again, most of the chief distinctions marked by economic terms are differences not of kind but of degree. At first sight they appear to be differences of kind, and to have sharp outlines which can be clearly marked out; but a more careful study has shown that there is no real breach of continuity. It is a remarkable fact that the progress of economics has discovered hardly any new real differences in kind, while it is continually resolving apparent differences in kind into differences in degree. We shall meet with many instances of the evil that may be done by attempting to draw broad, hard and fast lines of division, and to formulate definite propositions with regard to differences between things which nature has not separated by any such lines.

4. We must then analyze carefully the real characteristics of the various things with which we have to deal; and we shall thus generally find that there is some use of each term which has distinctly greater claims than any other to be called its leading use, on the ground that it represents a distinction that is more important for the purposes of modern science than any other that is in harmony with ordinary usage. This may be laid down as the

meaning to be given to the term whenever nothing to the contrary is stated or implied by the context. When the term is wanted to be used in any other sense, whether broader or narrower, the change must be indicated.

Even among the most careful thinkers there will always remain differences of opinion as to the exact places in which some at least of the lines of definition should be drawn. The questions at issue must in general be solved by judgments as to the practical convenience of different courses; and such judgments cannot always be established or overthrown by scientific reasoning: there must remain a margin of debatable ground. But there is no such margin in the analysis itself: if two people differ with regard to that, they cannot both be right. And the progress of the science may be expected gradually to establish this analysis on an impregnable basis.(4*)

NOTES:

1. Logic, Bk. IV, ch. VII, Par. 2.

2. Origin of Species, ch. XIV.

3. We ought "to write more as we do in common life, where the context is a sort of unexpressed 'interpretation clause'; only as in Political Economy we have more difficult things to speak of than in ordinary conversation, we must take more care, give more warning of any change; and at times write out 'the interpretation clause' for that page or discussion lest there should be any mistake. I know that this is difficult and delicate work; and all that I have to say in defence of it is that in practice it is safer than the competing plan of inflexible definitions. Any one who tries to express various meanings on complex things with a scanty vocabulary of fastened senses, will find that his style grows cumbrous without being accurate, that he has to Use long

periphrases for common thoughts, and that after all he does not come out right, for he is half the time falling back into the senses which fit the case in hand best, and these are sometimes one, sometimes another, and almost always different from his 'hard and fast' sense. In such discussions we should learn to vary our definitions as we want, just as we say 'let x, y, z, mean' now this, and now that, in different problems; and this, though they do not always avow it, is really the practice of the clearest and most effective writers." (Bagehot's Postulates of English Political Economy, pp. 78-9.) Cairnes also (Logical Method of Political Economy, Lect. VI) combats "the assumption that the attribute on which a definition turns ought to be one which does not admit of degrees"; and argues that "to admit of degrees is the character of all natural facts."

4. When it is wanted to narrow the meaning of a term (that is, in logical language, to diminish its extension by increasing its intension), a qualifying adjective will generally suffice, but a change in the opposite direction cannot as a rule be so simply made. Contests as to definitions are often of this kind: - A and B are qualities common to a great number of things, many of these things have in addition the quality C, and again many the quality D, whilst some have both C and D. It may then be argued that on the whole it will be best to define a term so as to include all things which have the qualities A and B, or only those which have the qualities A, B, C, or only those which have the qualities A, B, D; or only those which have A, B, C, D. The decision between these various courses must rest on considerations of practical convenience, and is a matter of far less importance than a careful study of the qualities A, B, C, D, and of their mutual relations. But unfortunately this study has occupied a much smaller space in English economics than controversies as to definitions; which have indeed occasionally led indirectly to the

discovery of scientific truth, but always by roundabout routes, and with much waste of time and labour.

Chapter 2

Wealth

1. All wealth consists of desirable things; that is, things which satisfy human wants directly or indirectly: but not all desirable things are reckoned as wealth. The affection of friends, for instance, is an important element of wellbeing, but it is not reckoned as wealth, except by a poetic licence. Let us then begin by classifying desirable things, and then consider which of them should be accounted as elements of wealth.

In the absence of any short term in common use to represent all desirable things, or things that satisfy human wants, we may use the term Goods for that purpose.

Desirable things or goods are Material, or Personal and Immaterial. Material goods consist of useful material things, and of all rights to hold, or use, or derive benefits from material things, or to receive them at a future time. Thus they include the physical gifts of nature, land and water, air and climate; the products of agriculture, mining, fishing, and manufacture; buildings, machinery, and implements; mortgages and other bonds; shares in public and private companies, all kinds of monopolies, patent-rights, copyrights; also rights of way and other rights of usage. Lastly, opportunities of travel, access to good scenery, museums, etc. are the embodiment of material facilities, external to a man; though the faculty of appreciating them is internal and personal.

A man's non-material goods fall into two classes. One consists of his own qualities and faculties for action and for enjoyment; such for instance as business ability, professional

skill, or the faculty of deriving recreation from reading or music. All these lie within himself and are called internal. The second class are called external because they consist of relations beneficial to him with other people. Such, for instance, were the labour dues and personal services of various kinds which the ruling classes used to require from their serfs and other dependents. But these have passed away; and the chief instances of such relations beneficial to their owner now-a-days are to be found in the good will and business connection of traders and professional men.(1*)

Again, goods may be transferable or non-transferable. Among the latter are to be classed a person's qualities and faculties for action and enjoyment (i.e. his internal goods); also such part of his business connection as depends on personal trust in him and cannot be transferred, as part of his vendible good will; also the advantages of climate, light, air, and his privileges of citizenship and rights and opportunities of making use of public property.(2*)

Those goods are free, which are not appropriated and are afforded by Nature without requiring the effort of man. The land in its original state was a free gift of nature. But in settled countries it is not a free good from the point of view of the individual. Wood is still free in some Brazilian forests. The fish of the sea are free generally: but some sea fisheries are jealously guarded for the exclusive use of members of a certain nation, and may be classed as national property. Oyster beds that have been planted by man are not free in any sense; those that have grown naturally are free in every sense if they are not appropriated; if they are private property they are still free gifts from the point of view of the nation. But, since the nation has allowed its rights in them to become vested in private persons, they are not free from the point of view of the individual; and the same is true of private rights of fishing in

rivers. But wheat grown on free land and the fish that have been landed from free fisheries are not free: for they have been acquired by labour.

2. We may now pass to the question which classes of a man's goods are to be reckoned as part of his wealth. The question is one as to which there is some difference of opinion, but the balance of argument as well as of authority seems clearly to incline in favour of the following answer.

When a man's wealth is spoken of simply, and without any interpretation clause in the context, it is to be taken to be his stock of two classes of goods.

In the first class are those material goods to which he has (by law or custom) private rights of property, and which are therefore transferable and exchangeable. These it will be remembered include not only such things as land and houses, furniture and machinery, and other material things which may be in his single private ownership, but also any shares in public companies, debenture bonds, mortgages and other obligations which he may hold requiring others to pay money or goods to him. On the other hand, the debts which he owes to others may be regarded as negative wealth; and they must be subtracted from his gross possessions before his true net wealth can be found.

Services and other goods, which pass out of existence in the same instant that they come into it, are, of course, not part of the stock of wealth.(3*)

In the second class are those immaterial goods which belong to him, are external to him, and serve directly as the means of enabling him to acquire material goods. Thus it excludes all his own personal qualities and faculties, even those which enable him to earn his living; because they are internal. And it excludes his personal friendships, in so far as they have no direct business value. But it includes his business and professional connections, the organization of his business, and - where such

things exist - his property in slaves, in labour dues, etc.

This use of the term Wealth is in harmony with the usage of ordinary life: and, at the same time, it includes those goods, and only those, which come clearly within the scope of economic science, as defined in Book I; and which may therefore be called economic goods. For it includes all those things, external to a man, which (i) belong to him, and do not belong equally to his neighbours, and therefore are distinctly his; and which (ii) are directly capable of a money measure, - a measure that represents on the one side the efforts and sacrifices by which they have been called into existence, and, on the other, the wants which they satisfy.(4*)

3. A broader view of wealth may indeed be taken for some purposes; but then recourse must be had to a special interpretation clause, to prevent confusion. Thus, for instance, the carpenter's skill is as direct a means of enabling him to satisfy other people's material wants, and therefore indirectly his own, as are the tools in his work-basket; and perhaps it may be convenient to have a term which will include it as part of wealth in a broader use. Pursuing the lines indicated by Adam Smith,(5*) and followed by most continental economists, we may define personal wealth so as to include all those energies, faculties, and habits which directly contribute to making people industrially efficient; together with those business connections and associations of any kind, which we have already reckoned as part of wealth in the narrower use of the term. Industrial faculties have a further claim to be regarded as economic in the fact that their value is as a rule capable of some sort of indirect measurement.(6*)

The question whether it is ever worth while to speak of them as wealth is merely one of convenience, though it has been much discussed as if it were one of principle.

Confusion would certainly be caused by using the term

"wealth" by itself when we desire to include a person's industrial qualities. "Wealth" simply should always mean external wealth only. But little harm, and some good seems likely to arise from the occasional use of the phrase "material and personal wealth."

4. But we still have to take account of those material goods which are common to him with his neighbours; and which therefore it would be a needless trouble to mention when comparing his wealth with theirs; though they may be important for some purposes, and especially for comparisons between the economic conditions of distant places or distant times.

These goods consist of the benefits which he derives from living in a certain place at a certain time, and being a member of a certain state or community; they include civil and military security, and the right and opportunity to make use of public property and institutions of all kinds, such as roads, gaslight, etc., and rights to justice or to a free education. The townsman and the countryman have each of them for nothing many advantages which the other either cannot get at all, or can get only at great expense. Other things being equal, one person has more real wealth in its broadest sense than another, if the place in which the former lives has a better climate, better roads, better water, more wholesome drainage; and again better newspapers, books, and places of amusement and instruction. House-room, food and clothing, which would be insufficient in a cold climate, may be abundant in a warm climate: on the other hand, that warmth which lessens men's physical needs, and makes them rich with but a slight provision of material wealth, makes them poor in the energy that procures wealth.

Many of these things are collective goods. i.e. goods, which are not in private ownership. And this brings us to consider wealth from the social, as opposed to the individual point of view.

5. Let us then look at those elements of the wealth of a nation which are commonly ignored when estimating the wealth of the individuals composing it. The most obvious forms of such wealth are public material property of all kinds, such as roads and canals, buildings and parks, gasworks and waterworks; though unfortunately many of them have been secured not by public savings, but by public borrowings, and there is the heavy "negative" wealth of a large debt to be set against them.

But the Thames has added more to the wealth of England than all its canals, and perhaps even than all its railroads. And though the Thames is a free gift of nature (except in so far as its navigation has been improved), while the canal is the work of man, yet we ought for many purposes to reckon the Thames a part of England's wealth.

German economists often lay stress on the non-material elements of national wealth; and it is right to do this in some problems relating to national wealth, but not in all. Scientific knowledge indeed, wherever discovered, soon becomes the property of the whole civilized world, and may be considered as cosmopolitan rather than as specially national wealth. The same is true of mechanical inventions and of many other improvements in the arts of production; and it is true of music. But those kinds of literature which lose their force by translation, may be regarded as in a special sense the wealth of those nations in whose language they are written. And the organization of a free and well-ordered State is to be regarded for some purposes as an important element of national wealth.

But national wealth includes the individual as well as the collective property of its members. And in estimating the aggregate sum of their individual wealth, we may save some trouble by omitting all debts and other obligations due to one member of a nation from another. For instance, so far as the English national debt and the bonds of an English railway are

owned within the nation, we can adopt the simple plan of counting the railway itself as part of the national wealth, and neglecting railway and government bonds altogether. But we still have to deduct for those bonds etc. issued by the English Government or by private Englishmen, and held by foreigners; and to add for those foreign bonds etc. held by Englishmen.(7*)

Cosmopolitan wealth differs from national wealth much as that differs from individual wealth. In reckoning it, debts due from members of one nation to those of another may conveniently be omitted from both sides of the account. Again, just as rivers are important elements of national wealth, the ocean is one of the most valuable properties of the world. The notion of cosmopolitan wealth is indeed nothing more than that of national wealth extended over the whole area of the globe.

Individual and national rights to wealth rest on the basis of civil and international law, or at least of custom that has the force of law. An exhaustive investigation of the economic conditions of any time and place requires therefore an inquiry into law and custom; and economics owes much to those who have worked in this direction. But its boundaries are already wide; and the historical and juridical bases of the conceptions of property are vast subjects which may best be discussed in separate treatises.

6. The notion of Value is intimately connected with that of Wealth; and a little may be said about it here. "The word value" says Adam Smith "has two different meanings, and sometimes expresses the utility of some particular object and sometimes the power of purchasing other goods which the possession of that object conveys." But experience has shown that it is not well to use the word in the former sense.

The value, that is the exchange value, of one thing in terms of another at any place and time, is the amount of that second thing which can be got there and then in exchange for the first.

Thus the term value is relative, and expresses the relation between two things at a particular place and time.

Civilized countries generally adopt gold or silver or both as money. Instead of expressing the values of lead and tin, and wood, and corn and other things in terms of one another, we express them in terms of money in the first instance; and call the value of each thing thus expressed its price. If we know that a ton of lead will exchange for fifteen sovereigns at any place and time, while a ton of tin will exchange for ninety sovereigns, we say that their prices then and there are £15 and £90 respectively, and we know that the value of a ton of tin in terms of lead is six tons then and there.

The price of every thing rises and falls from time to time and place to place; and with every such change the purchasing power of money changes so far as that thing goes. If the purchasing power of money rises with regard to some things, and at the same time falls equally with regard to equally important things, its general purchasing power (or its power of purchasing things in general) has remained stationary. This phrase conceals some difficulties, which we must study later on. But meanwhile we may take it in its popular sense, which is sufficiently clear and we may throughout this volume neglect possible changes in the general purchasing power of money. Thus the price of anything will be taken as representative of its exchange value relatively to things in general, or in other words as representative of its general purchasing power. (8*)

But if inventions have increased man's power over nature very much, then the real value of money is better measured for some purposes in labour than in commodities. This difficulty however will not much affect our work in the present volume, which is only a study of the "Foundations" of economics.

NOTES:

1. For, in the words in which Hermann begins his masterly analysis of wealth, "Some Goods are internal, others external, to the individual. An internal good is that which he finds in himself given to him by nature, or which he educates in himself by his own free action, such as muscular strength, health, mental attainments. Everything that the outer world offers for the satisfaction of his wants is an external good to him."

2. The above classification of goods may be expressed thus:

Goods are: 1. external a. material i. transferable
ii. non-transferable
b. personal i. transferable
ii. non-transferable
2. internal-personal-non-transferable

Another arrangement is more convenient for some purposes:

Goods are: 1. material-external i. transferable
ii. non-transferable
2. personal a. external i. transferable
ii. non-transferable
b. internal-non-transferable

3. That part of the value of the share in a trading company which is due to the personal reputation and connection of those who conduct its affairs ought properly to come under the next head as external personal goods. But this point is not of much practical importance.

4. It is not implied that the owner of transferable goods, if he transferred them, could always realize the whole money value, which they have for him. A well-fitting coat, for instance, may

be worth the price charged for it by an expensive tailor to its owner, because he wants it and cannot get it made for less: but he could not sell it for half that sum. The successful financier who has spent £50,000 on having a house and grounds made to suit his own special fancy, is from one point of view right in reckoning them in the inventory of his property at their cost price: but, should he fail, they will not form an asset to his creditors of anything like that value.

And in the same way from one point of view we may count the business connection of the solicitor or physician, the merchant or the manufacturer, at the full equivalent of the income he would lose if he were deprived of it; while yet we must recognize that its exchange value, i.e. the value which he could get for it by selling it, is much less than that.

5. Comp. Wealth of Nations, Bk. II, ch. II.

6. "The bodies of men are without doubt the most valuable treasure of a country," said Davenant in the seventeenth century; and similar phrases have been common whenever the trend of political developments has made men anxious that the populations should increase fast.

7. The value of a business may be to some extent due to its having a monopoly, either a complete monopoly, secured perhaps by a patent; or a partial monopoly, owing to its wares being better known than others which are really equally good; and in so far as this is the case the business does not add to the real wealth of the nation. If the monopoly were broken down, the diminution of national wealth due to the disappearance of its value would generally be more than made up, partly by the increased value of rival businesses, and partly by the increased purchasing power of the money representing the Wealth of other members of the

community. (It should, however, be added that in some exceptional cases, the price of a commodity may be lowered in consequence of its production being monopolized: but such cases are very rare, and may be neglected for the present.)

Again, business connections and trade reputations add to the national wealth, only in so far as they bring purchasers into relation with those producers who will meet their real wants most fully for a given price; or in other words, only in so far as they increase the extent to which the efforts of the community as a whole meet the wants of the community as a whole. Nevertheless when we are estimating national wealth, not directly but indirectly as the aggregate of individual wealth, we must allow for these businesses at their full value, even though this partly consists of a monopoly which is not used for the public benefit. For the injury they do to rival producers was allowed for in counting up the values of the businesses of those rivals; and the injury done to consumers by raising the price of the produce, which they buy, was allowed for in reckoning the purchasing power of their means, so far as this particular commodity is concerned.

A special case of this is the organization of credit. It increases the efficiency of production in the country, and thus adds to national wealth. And the power of obtaining credit is a valuable asset to any individual trader. If, however, any accident should drive him out of business, the injury to national wealth is something less than the whole value of that asset; because some part at least of the business, which he would have done, will now be done by others with the aid of some part at least of the capital which he would have borrowed.

There are similar difficulties as to how far money is to be reckoned as part of national wealth; but to treat them thoroughly would require us to anticipate a good deal of the theory of money.

8. As Cournot points out (*Principes Mathematiques de la Theorie des Richesses*, ch. II), we get the same sort of convenience from assuming the existence of a standard of uniform purchasing power by which to measure value, that astronomers do by assuming that there is a "mean sun" which crosses the meridian at uniform intervals, so that the clock can keep pace with it; whereas the actual sun crosses the meridian sometimes before and sometimes after noon as shown by the clock.

Chapter 3

Production, Consumption, Labour, Necessaries

1. Man cannot create material things. In the mental and moral world indeed he may produce new ideas; but when he is said to produce material things, he really only produces utilities; or in other words, his efforts and sacrifices result in changing the form or arrangement of matter to adapt it better for the satisfaction of wants. All that he can do in the physical world is either to readjust matter so as to make it more useful, as when he makes a log of wood into a table; or to put it in the way of being made more useful by nature, as when he puts seed where the forces of nature will make it burst out into life.(1*)

It is sometimes said that traders do not produce: that while the cabinet-maker produces furniture, the furniture-dealer merely sells what is already produced. But there is no scientific foundation for this distinction. They both produce utilities, and neither of them can do more: the furniture-dealer moves and rearranges matter so as to make it more serviceable than it was before, and the carpenter does nothing more. The sailor or the railway-man who carries coal above ground produces it, just as much as the miner who carries it underground; the dealer in fish helps to move on fish from where it is of comparatively little

use to where it is of greater use, and the fisherman does no more. It is true that there are often more traders than are necessary; and that, whenever that is the case, there is a waste. But there is also waste if there are two men to a plough which can be well worked by one man; in both cases all those who are at work produce, though they may produce but little. Some writers have revived the medieval attacks on trade on the ground that it does not produce. But they have not aimed at the right mark. They should have attacked the imperfect organization of trade, particularly of retail trade.(2*)

Consumption may be regarded as negative production. Just as man can produce only utilities, so he can consume nothing more. He can produce services and other immaterial products, and he can consume them. But as his production of material products is really nothing more than a rearrangement of matter which gives it new utilities; so his consumption of them is nothing more than a disarrangement of matter, which diminishes or destroys its utilities. Often indeed when he is said to consume things, he does nothing more than to hold them for his use, while, as Senior says, they "are destroyed by those numerous gradual agents which we call collectively time".(3*) As the "producer" of wheat is he who puts seed where nature will make it grow, so the "consumer" of pictures, of curtains, and even of a house or a yacht does little to wear them out himself; but he uses them while time wastes them.

Another distinction to which some prominence has been given, but which is vague and perhaps not of much practical use, is that between consumers' goods (called also consumption goods, or again goods of the first order), such as food, clothes, etc., which satisfy wants directly on the one hand; and, on the other hand, producers' goods (called also production goods, or again instrumental, or again intermediate goods), such as ploughs and looms and raw cotton, which satisfy wants indirectly by

contributing towards the production of the first class of goods.(4*)

2. All labour is directed towards producing some effect. For though some exertions are taken merely for their own sake, as when a game is played for amusement, they are not counted as labour. We may define labour as any exertion of mind or body undergone partly or wholly with a view to some good other than the pleasure derived directly from the work.(5*) And if we had to make a fresh start it would be best to regard all labour as productive except that which failed to promote the aim towards which it was directed, and so produced no utility. But in all the many changes which the meaning of the word " productive,, has undergone, it has had special reference to stored-up wealth, to the comparative neglect and sometimes even to the exclusion of immediate and transitory enjoyment;(6*) and an almost unbroken tradition compels us to regard the central notion of the word as relating to the provision for the wants of the future rather than those of the present. It is true that all wholesome enjoyments, whether luxurious or not, are legitimate ends of action both public and private; and it is true that the enjoyment of luxuries affords an incentive to exertion, and promotes progress in many ways. But if the efficiency and energy of industry are the same, the true interest of a country is generally advanced by the subordination of the desire for transient luxuries to the attainment of those more solid and lasting resources which will assist industry in its future work, and will in various ways tend to make life larger. This general idea has been in solution, as it were, in all stages of economic theory; and has been precipitated by different writers into various hard and fast distinctions by which certain trades have been marked off as productive and certain others as unproductive.

For instance, many writers even of recent times have adhered to Adam Smith's plan of classing domestic servants as

unproductive. There is doubtless in many large houses a superabundance of servants, some of whose energies might with advantage to the community be transferred to other uses. but the same is true of the greater part of those who earn their livelihood by distilling whisky; and yet no economist has proposed to call them unproductive. There is no distinction in character between the work of the baker who provides bread for a family, and that of the cook who boils potatoes. If the baker should be a confectioner, or fancy baker, it is probable that he spends at least as much of his time as the domestic cook does, on labour that is unproductive in the popular sense of providing unnecessary enjoyments.

Whenever we use the word Productive by itself, it is to be understood to mean productive of the means of production, and of durable sources of enjoyment. But it is a slippery term, and should not be used where precision is needed.(7*)

If ever we want to use it in a different sense, we must say so: for instance we may speak of labour as productive of necessities, etc.

Productive consumption, when employed as a technical term, is commonly defined as the use of wealth in the production of further wealth; and it should properly include not all the consumption of productive workers, but only that which is necessary for their efficiency. The term may perhaps be useful in studies of the accumulation of material wealth. But it is apt to mislead. For consumption is the end of production; and all wholesome consumption is productive of benefits, many of the most worthy of which do not directly contribute to the production of material wealth.(8*)

3. This brings us to consider the term Necessaries. It is common to distinguish necessities, comforts, and luxuries; the first class including all things required to meet wants which must be satisfied, while the latter consist of things that meet

wants of a less urgent character. But here again there is a troublesome ambiguity. When we say that a want must be satisfied, what are the consequences which we have in view if it is not satisfied? Do they include death? Or do they extend only to the loss of strength and vigour? In other words, are necessities the things which are necessary for life, or those which are necessary for efficiency?

The term Necessaries, like the term Productive, has been used elliptically, the subject to which it refers being left to be supplied by the reader; and since the implied subject has varied, the reader has often supplied one which the writer did not intend, and thus misunderstood his drift. In this, as in the preceding case, the chief source of confusion can be removed by supplying explicitly in every critical place that which the reader is intended to understand.

The older use of the term Necessaries was limited to those things which were sufficient to enable the labourers, taken one with another, to support themselves and their families. Adam Smith and the more careful of his followers observed indeed variations in the standard of comfort and "decency"; and they recognized that differences of climate and differences of custom make things necessary in some cases, which are superfluous in others.(9*) But Adam Smith was influenced by reasonings of the Physiocrats: they were based on the condition of the French people in the eighteenth century, most of whom had no notion of any necessities beyond those which were required for mere existence. In happier times, however, a more careful analysis has made it evident that there is for each rank of industry, at any time and place, a more or less clearly defined income which is necessary for merely sustaining its members; while there is another and larger income which is necessary for keeping it in full efficiency.(10*)

It may be true that the wages of any industrial class might

have sufficed to maintain a higher efficiency, if they had been spent with perfect wisdom. But every estimate of necessities must be relative to a given place and time; and unless there be a special interpretation clause to the contrary, it may be assumed that the wages will be spent with just that amount of wisdom, forethought, and unselfishness, which prevails in fact among the industrial class under discussion. With this understanding we may say that the income of any class in the ranks of industry is below its necessary level, when any increase in their income would in the course of time produce a more than proportionate increase in their efficiency. Consumption may be economized by a change of habits, but any stinting of necessities is wasteful.(11*)

4. Some detailed study of the necessities for efficiency of different classes of workers will have to be made, when we come to inquire into the causes that determine the supply of efficient labour. But it will serve to give some definiteness to our ideas, if we consider here what are the necessities for the efficiency of an ordinary agricultural or of an unskilled town labourer and his family, in England, in this generation. They may be said to consist of a well-drained dwelling with several rooms, warm clothing, with some changes of underclothing, pure water, a plentiful supply of cereal food, with a moderate allowance of meat and milk, and a little tea, etc., some education and some recreation, and lastly, sufficient freedom for his wife from other work to enable her to perform properly her maternal and her household duties. If in any district unskilled labour is deprived of any of these things, its efficiency will suffer in the same way as that of a horse that is not properly tended, or a steam-engine that has an inadequate supply of coals. All consumption up to this limit is strictly productive consumption: any stinting of this consumption is not economical, but wasteful.

In addition, perhaps, some consumption of alcohol and

tobacco, and some indulgence in fashionable dress are in many places so habitual, that they may be said to be conventionally necessary, since in order to obtain them the average man and woman will sacrifice some things which are necessary for efficiency. Their wages are therefore less than are practically necessary for efficiency, unless they provide not only for what is strictly necessary consumption, but include also a certain amount of conventional necessities.(12*)

The consumption of conventional necessities by productive workers is commonly classed as productive consumption; but strictly speaking it ought not to be; and in critical passages a special interpretation clause should be added to say whether or not they are included.

It should however be noticed that many things which are rightly described as superfluous luxuries, do yet, to some extent, take the place of necessities; and to that extent their consumption is productive when they are consumed by producers.(13*)

NOTES:

1. Bacon, *Novum Organon* IV, says "Ad opera nil aliud potest homo quam ut corpora naturalia admoveat et amoveat, reliqua natura intus agit" (quoted by Bonar, *Philosophy and Political Economy*, p. 249).

2. Production, in the narrow sense, changes the form and nature of products. Trade and transport change their external relations.

3. *Political Economy*, p. 54. Senior would like to substitute the verb "to use" for the verb "to consume."

4. Thus flour to be made into a cake when already in the house of the consumer, is treated by some as a consumers' good; while not

only the flour, but the cake itself is treated as a producers' good when in the hand of the confectioner. Carl Menger (Volkswirtschaftslehre, ch. I, 2) says bread belongs to the first order, flour to the second, a flour mill to the third order and so on. It appears that if a railway train carries people on a pleasure excursion, also some tins of biscuits, and milling machinery and some machinery that is used for making milling machinery; then the train is at one and the same time a good of the first, second, third and fourth orders.

5. This is Jevons' definition (Theory of Political Economy, ch. v), except that he includes only painful exertions. But he himself points out how painful idleness often is. Most people work more than they would if they considered only the direct pleasure resulting from the work; but in a healthy state, pleasure predominates over pain in a great part even of the work that is done for hire. Of course the definition is elastic; an agricultural labourer working in his garden in the evening thinks chiefly of the fruit of his labours; a mechanic returning home after a day of sedentary toil finds positive pleasure in his garden work, but he too cares a good deal about the fruit of his labour; while a rich man working in like manner, though he may take a pride in doing it well, will probably care little for any pecuniary saving that he effects by it.

6. Thus the Mercantilists who regarded the precious metals; partly because they were imperishable, as wealth in a fuller sense than anything else, regarded as unproductive or "sterile" all labour that was not directed to producing goods for exportation in exchange for gold and silver. The Physiocrats thought all labour sterile which consumed an equal value to that which it produced; and regarded the agriculturist as the only productive worker, because his labour alone (as they thought)

left behind it a net surplus of stored-up wealth. Adam Smith softened down the Physiocratic definition; but still he considered that agricultural labour was more productive than any other. His followers discarded this distinction; but they have generally adhered, though with many differences in points of detail, to the notion that productive labour is that which tends to increase accumulated wealth; a notion which is implied rather than stated in the celebrated chapter of *The Wealth of Nations* which bears the title, "On the Accumulation of Capital, or on Productive and Unproductive Labour." (Comp. Travers Twiss, *Progress of Political Economy*, Sect. vi, and the discussions on the word Productive in J.S. Mill's *Essays*, and in his *Principles of Political Economy*.)

7. Among the means of production are included the necessities of labour but not ephemeral luxuries; and the maker of ices is thus classed as unproductive whether he is working for a pastry cook, or as a private servant in a country house. But a bricklayer engaged in building a theatre is classed as productive. No doubt the division between permanent and ephemeral sources of enjoyment is vague and unsubstantial. But this difficulty exists in the nature of things and cannot be completely evaded by any device of words. We can speak of an increase of tall men relatively to short, without deciding whether all those above five feet nine inches are to be classed as tall, or only those above five feet ten. And we can speak of the increase of productive labour at the expense of unproductive without fixing on any rigid, and therefore arbitrary line of division between them. If such an artificial line is required for any particular purpose, it must be drawn explicitly for the occasion. But in fact such occasions seldom or never occur.

8. All the distinctions in which the word Productive is used are

very thin and have a certain air of unreality. It would hardly be worth while to introduce them now: but they have a long history; and it is probably better that they should dwindle gradually out of use, rather than be suddenly discarded.

The attempt to draw a hard and fast line of distinction where there is no real discontinuity in nature has often done more mischief, but has perhaps never led to more quaint results, than in the rigid definitions which have been sometimes given of this term Productive. Some of them for instance lead to the conclusion that a singer in an opera is unproductive, that the printer of the tickets of admission to the opera is productive; while the usher who shows people to their places is unproductive, unless he happens to sell programmes, and then he is productive. Senior points out that "a cook is not said to make roast meat but to dress it; but he is said to make a pudding.... A tailor is said to make cloth into a coat, a dyer is not said to make undyed cloth into dyed cloth. The change produced by the dyer is perhaps greater than that produced by the tailor, but the cloth in passing through the tailor's hands changes its name; in passing through the dyer's it does not: the dyer has not produced a new name, nor consequently a new thing." Pol. Econ. pp. 51-2.

9. Compare Carver, Principles of Political Economy, p. 474; which called my attention to Adam Smith's observation that customary decencies are in effect necessities.

10. Thus in the South of England population has increased during the last hundred years at a fair rate, allowance being made for migration. But the efficiency of labour, which in earlier times was as high as that in the North of England, has sunk relatively to the North; so that the low-waged labour of the South is often dearer than the more highly-paid labour of the North. We cannot thus say whether the labourers in the South have been supplied

with necessaries, unless we know in which of these two senses the word is used. They have had the bare necessaries for existence and the increase of numbers, but apparently they have not had the necessaries for efficiency. It must however be remembered that the strongest labourers in the South have constantly migrated to the North; and that the energies of those in the North have been raised by their larger share of economic freedom and of the hope of rising to a higher position. See Mackay in *Charity Organization Journal*, Feb. 1891.

11. If we considered an individual of exceptional abilities we should have to take account of the fact that there is not likely to be the same close correspondence between the real value of his work for the community and the income which he earns by it, that there is in the case of an ordinary member of any industrial class. And we should have to say that all his consumption is strictly productive and necessary, so long as by cutting off any part of it he would diminish his efficiency by an amount that is of more real value to him or the rest of the world than he saved from his consumption. If a Newton or a Watt could have added a hundredth part to his efficiency by doubling his personal expenditure, the increase in his consumption would have been truly productive. As we shall see later on, such a case is analogous to additional cultivation of rich land that bears a high rent: it may be profitable though the return to it is less than in proportion to the previous outlay.

12. Compare the distinction between "Physical and Political Necessaries" in James Steuart's *Inquiry*, A.D. 1767, II, xxi.

13. Thus a dish of green peas in March, costing perhaps ten shillings, is a superfluous luxury: but yet it is wholesome food, and does the work perhaps of three pennyworth of cabbage; or

even, since variety undoubtedly conduces to health, a little more than that. So it may be entered perhaps at the value of fourpence under the head of necessaries, and at that of nine shillings and eightpence under that of superfluities; and its consumption may be regarded as strictly productive to the extent of one fortieth. In exceptional cases, as for instance when the peas are given to an invalid, the whole ten shillings may be well spent, and reproduce their own value.

For the sake of giving definiteness to the ideas it may be well to venture on estimates of necessaries, rough and random as they must be. Perhaps at present prices the strict necessities for an average agricultural family are covered by fifteen or eighteen shillings a week, the conventional necessities by about five shillings more. For the unskilled labourer in the town a few shillings must be added to the strict necessities. For the family of the skilled workman living in a town we may take twenty-five or thirty shillings for strict necessities, and ten shillings for conventional necessities. For a man whose brain has to undergo great continuous strain the strict necessities are perhaps two hundred or two hundred and fifty pounds a year if he is a bachelor: but more than twice as much if he has an expensive family to educate. His conventional necessities depend on the nature of his calling.

Chapter 4

Income, Capital

1. In a primitive community each family is nearly self-sufficing, and provides most of its own food and clothing and even household furniture. Only a very small part of the income, or comings in, of the family is in the form of money; when one thinks of their income at all, one reckons in the

benefits which they get from their cooking utensils, just as much as those which they get from their plough: one draws no distinction between their capital and the rest of their accumulated stock, to which the cooking utensils and the plough alike belong.(1*)

But with the growth of a money economy there has been a strong tendency to confine the notion of income to those incomings which are in the form of money; including "payments in kind" (such as the free use of a house, free coals, gas, water), which are given as part of an employee's remuneration, and in lieu of money payments.

In harmony with this meaning of Income, the language of the market-place commonly regards a man's capital as that part of his wealth which he devotes to acquiring an income in the form of money; or, more generally, to acquisition (Erwerbung) by means of trade. It may be convenient sometimes to speak of this as his trade capital; which may be defined to consist of those external goods which a person uses in his trade, either holding them to be sold for money or applying them to produce things that are to be sold for money. Among its conspicuous elements are such things as the factory and the business plant of a manufacturer; that is, his machinery, his raw material, any food, clothing, and house-room that he may hold for the use of his employees, and the goodwill of his business.

To the things in his possession must be added those to which he has a right and from which he is drawing income: including loans which he has made on mortgage or in other ways, and all the command over capital which he may hold under the complex forms of the modern "money market." On the other hand debts owed by him must be deducted from his capital.

This definition of capital from the individual or business point of view is firmly established in ordinary usage; and it will be assumed throughout the present treatise whenever we are

discussing problems relating to business in general, and in particular to the supply of any particular group of commodities for sale in open market. Income and capital will be discussed from the point of view of private business in the first half of the chapter; and afterwards the social point of view will be considered.

2. If a person is engaged in business, he is sure to have to incur certain outgoings for raw material, the hire of labour, etc. And, in that case, his true or net income is found by deducting from his gross income "the outgoings that belong to its production." (2*)

Anything which a person does for which he is paid directly or indirectly in money, swells his nominal income; while no services that he performs for himself are commonly reckoned as adding to his nominal income. But, though it is best generally to neglect them when they are trivial, account should for consistency be taken of them, when they are of a kind which people commonly pay for having done for them. Thus a woman who makes her own clothes or a man who digs in his own garden or repairs his own house, is earning income; just as would the dressmaker, gardener or carpenter who might be hired to do the work.

In this connection we may introduce a term of which we shall have to make frequent use hereafter. The need for it arises from the fact that every occupation involves other disadvantages besides the fatigue of the work required in it, and every occupation offers other advantages besides the receipt of money wages. The true reward which an occupation offers to labour has to be calculated by deducting the money value of all its disadvantages from that of all its advantages; and we may describe this true reward as the net advantages of the occupation.

The payment made by a borrower for the use of a loan for, say, a year is expressed as the ratio which that payment bears to

the loan, and is called interest. And this term is also used more broadly to represent the money equivalent of the whole income which is derived from capital. It is commonly expressed as a certain percentage on the "capital" sum of the loan. Whenever this is done the capital must not be regarded as a stock of things in general. It must be regarded as a stock of one particular thing, money, which is taken to represent them. Thus £100 may be lent at four per cent., that is for an interest of £4 yearly. And, if a man employs in business a capital stock of goods of various kinds which are estimated as worth £10,000 in all; then £400 a year may be said to represent interest at the rate of four per cent. on that capital, on the supposition that the aggregate money value of the things which constitute it has remained unchanged. He would not, however, be willing to continue the business unless he expected his total net gains from it to exceed interest on his capital at the current rate. These gains are called profits.

The command over goods to a given money value, which can be applied to any purpose, is often described as "free" or "floating" capital.(3*)

When a man is engaged in business, his profits for the year are the excess of his receipts from his business during the year over his outlay for his business. The difference between the value of his stock of plant, material, etc. at the end and at the beginning of the year is taken as part of his receipts or as part of his outlay, according as there has been an increase or decrease of value. What remains of his profits after deducting interest on his capital at the current rate (allowing, where necessary, for insurance) is generally called his earnings of undertaking or management. The ratio in which his profits for the year stand to his capital is spoken of as his rate of profits. But this phrase, like the corresponding phrase with regard to interest, assumes that the money value of the things which

constitute his capital has been estimated: and such an estimate is often found to involve great difficulties.

When any particular thing, as a house, a piano, or a sewing machine is lent out, the payment for it is often called Rent. And economists may follow this practice without inconvenience when they are regarding the income from the point of view of the individual trader. But, as will be argued presently, the balance of advantage seems to lie in favour of reserving the term Rent for the income derived from the free gifts of nature, whenever the discussion of business affairs passes from the point of view of the individual to that of society at large. And for that reason, the term Quasirent will be used in the present volume for the income derived from machines and other appliances for production made by man. That is to say, any particular machine may yield an income which is of the nature of a rent, and which is sometimes called a Rent; though on the whole, there seems to be some advantage in calling it a Quasi-rent. But we cannot properly speak of the interest yielded by a machine. If we use the term "interest" at all, it must be in relation not to the machine itself, but to its money value. For instance if the work done by a machine which cost £100 is worth £4 a year net, that machine is yielding a quasi-rent of £4 which is equivalent to interest at four per cent. on its original cost: but if the machine is worth only £80 now, it is yielding five per cent. on its present value. This however raises some difficult questions of principle, which will be discussed in Book V.

3. Next to consider some details relating to capital. It has been classed as Consumption capital, and Auxiliary or Instrumental capital: and though no clear distinction can be drawn between the two classes, it may sometimes be convenient to use the terms, with the understanding that they are vague. Where definiteness is necessary, the terms should be avoided; and explicit enumerations should be given. The general notion of the

distinction which the terms are designed to suggest, can be gathered from the following approximate definitions.

Consumption capital consists of goods in a form to satisfy wants directly; that is, goods which afford a direct sustenance to the workers, such as food, clothes, house-room, etc.

Auxiliary, or instrumental, capital is so called because it consists of all the goods that aid labour in production. Under this head come tools, machines, factories, railways, docks, ships, etc.; and raw materials of all kinds.

But of course a man's clothes assist him in his work and are instrumental in keeping him warm; and he derives a direct benefit from the shelter of his factory as he does from the shelter of his house.(4*)

We may follow Mill in distinguishing circulating capital "which fulfils the whole of its office in the production in which it is engaged, by a single use," from fixed capital "which exists in a durable shape and the return to which is spread over a period of corresponding duration."(5*)

4. The customary point of view of the business man is that which is most convenient for the economist to adopt when discussing the production of goods for a market, and the causes which govern their exchange value. But there is a broader point of view which the business man, no less than the economist, must adopt when he studies the causes which govern the material wellbeing of the community as a whole. Ordinary conversation may pass from one point of view to another without any formal note of the change: for if a misunderstanding arises it soon becomes manifest; and confusion is cut short by a question or by a volunteered explanation. But the economist may take no risks of that sort: he must make prominent any change in his point of view or in his uses of terms. His path might have seemed smoother for the time, if he had passed silently from one use to another: but in the long run better progress is made by a clear indication of

the meaning attached to each term in every doubtful case.(6*)

Let us then during the remainder of this chapter deliberately adopt the social, in contrast with the individual point of view: let us look at the production of the community as a whole, and at its total net income available for all purposes. That is, let us revert nearly to the point of view of a primitive people, who are chiefly concerned with the production of desirable things, and with their direct uses; and who are little concerned with exchange and marketing.

From this point of view income is regarded as including all the benefits which mankind derive at any time from their efforts, in the present and in the past, to turn nature's resources to their best account. The pleasure derived from the beauties of the rainbow, or the sweet taste of the fresh morning air, are left out of the reckoning, not because they are unimportant, nor because the estimate would in any way be vitiated by including them; but solely because reckoning them in would serve no good purpose, while it would add greatly to the length of our sentences and the prolixity of our discussions. For a similar reason it is not worth while to take separate account of the simple services which nearly every one renders to himself, such as putting on his clothes; though there are a few persons who choose to pay others to do such things for them. Their exclusion involves no principle; and time spent by some controversial writers on discussing it has been wasted. It simply follows the maxim *De minimis non curat lex*. A driver who, not noticing a pool in his way, splashes a passer by is not held to have done him legal injury; though there is no distinction in principle between his act and that of another, who by a similar lack of attention, did serious harm to someone else.

A man's present labour yields him income directly, when devoted to his own use; and he looks to be paid for it in some form or another if he devotes it as a matter of business to the

service of others. Similarly any useful thing which he has made or acquired in the past, or which has been handed down to him, under the existing institutions of property, by others who have so made or acquired it, is generally a source of material benefit to him directly or indirectly. If he applies it in business, this income generally appears in the form of money. But a broader use of this term is occasionally needed, which embraces the whole income of benefits of every sort which a person derives from the ownership of property however applied: it includes for instance the benefits which he gets from the use of his own piano, equally with those which a piano dealer would win by letting out a piano on hire. The language of common life while averse to so broad a use of the term Income as this even when discussing social problems, yet habitually includes a certain number of forms of income, other than money income.

The Income Tax Commissioners count a dwelling-house inhabited by its owner as a source of taxable income, though it yields its income of comfort directly. They do this, not on any abstract principle; but partly because of the practical importance of house-room, partly because the ownership of a house is commonly treated in a business fashion, and partly because the real income accruing from it can easily be separated off and estimated. They do not claim to establish any absolute distinction in kind between the things which their rule includes, and those which it excludes.

Jevons, regarding the problem from a purely mathematical point of view, was justified in classing all commodities in the hands of consumers as capital. But some writers, while developing this suggestion with great ingenuity, have treated it as a great principle; and that appears to be an error in judgment. A true sense of proportion requires us not to burden our work with the incessant enumeration of details of secondary importance, of which no account is taken in customary discourse, and which

cannot even be described without offending against popular conventions.

5. This brings us to consider the use of the term capital from the point of view of inquiries into the material wellbeing of society as a whole. Adam Smith said that a person's capital is that part of his stock from which he expects to derive an income. And almost every use of the term capital, which is known to history, has corresponded more or less closely to a parallel use of the term Income: in almost every use, capital has been that part of a man's stock from which he expects to derive an income.

By far the most important use of the term Capital in general, i.e. from the social point of view, is in the inquiry how the three agents of production, land (that is, natural agents), labour and capital, contribute to producing the national income (or the national dividend, as it will be called later on); and how that income is distributed among the three agents. And this is an additional reason for making the terms Capital and Income correlative from the social, as we did from the individual point of view.

Accordingly it is proposed in this treatise to count as part of capital from the social point of view all things other than land, which yield income that is generally reckoned as such in common discourse; together with similar things in public ownership, such as government factories: the term Land being taken to include all free gifts of nature, such as mines, fisheries, etc., which yield income.

Thus it will include all things held for trade purposes, whether machinery, raw material or finished goods; theatres and hotels; home farms and houses: but not furniture or clothes owned by those who use them. For the former are and the latter are not commonly regarded as yielding income by the world at large, as is shown by the practice of the income tax commissioners.

This usage of the term is in harmony with the common practice

of economists of treating social problems in broad outline to start with, and reserving minor details for later consideration: it is in harmony also with their common practice of taking Labour to include those activities, and those only, which are regarded as the source of income in this broader use of the term. Labour together with capital and land thus defined are the sources of all that income of which account is commonly taken in reckoning up the National Income. (*7)

6. Social income may be estimated by adding together the incomes of the individuals in the society in question, whether it be a nation or any other group of persons.

We must however not count the same thing twice. If we have counted a carpet at its full value, we have already counted the values of the yarn and the labour that were used in making it; and these must not be counted again. And further, if the carpet was made of wool that was in stock at the beginning of the year, the value of that wool must be deducted from the value of the carpet before the net income of the year is reached; while similar deduction must be made for the wear and tear of machinery and other plant used in making it. This is required by the general rule, with which we started, that true or net income is found by deducting from gross income the outgoings that belong to its production.

But if the carpet is cleaned by domestic servants or at steam scouring works, the value of the labour spent in cleaning it must be counted in separately; for otherwise the results of this labour would be altogether omitted from the inventory of those newly-produced commodities and conveniences which constitute the real income of the country. The work of domestic servants is always classed as "labour" in the technical sense; and since it can be assessed en bloc at the value of their remuneration in money and in kind without being enumerated in detail, its inclusion raises no great statistical difficulty. There is

however some inconsistency in omitting the heavy domestic work which is done by women and other members of the household, where no servants are kept.

Again, suppose a landowner with an annual income of £10,000 hires a private secretary at a salary of £500, who hires a servant at wages of £50. It may seem that if the incomes of all these three persons are counted in as part of the net income of the country, some of it will be counted twice over, and some three times. But this is not the case. The landlord transfers to his secretary, in return for his assistance, part of the purchasing power derived from the produce of land; and the secretary again transfers part of this to his servant in return for his assistance. The farm produce the value of which goes as rent to the landlord, the assistance which the landlord derives from the work of the secretary, and that which the secretary derives from the work of the servant are independent parts of the real net income of the country; and therefore the £10,000 and the £500 and the £50 which are their money measures, must all be counted in when we are estimating the income of the country. But if the landlord makes an allowance of £500 a year to his son, that must not be counted as an independent income; because no services are rendered for it. And it would not be assessed to the Income tax.

As the net payments on account of interest etc. due to an individual-net, i.e. after deducting those due from him to others are part of his income, so the money and other things received net by a nation from other countries are part of its income.

7. The money income, or inflow, of wealth gives a measure of a nation's prosperity, which, untrustworthy as it is, is yet in some respects better than that afforded by the money value of its stock of wealth.

For income consists chiefly of commodities in a form to give pleasure directly; while the greater part of national wealth

consists of the means of production, which are of service to the nation only in so far as they contribute to producing commodities ready for consumption. And further, though this is a minor point, consumable commodities, being more portable, have more nearly uniform prices all the world over than the things used in producing them: the prices of an acre of good land in Manitoba and Kent differ more than those of a bushel of wheat in the two places.

But if we look chiefly at the income of a country we must allow for the depreciation of the sources from which it is derived. More must be deducted from the income derived from a house if it is made of wood, than if it is made of stone; a stone house counts for more towards the real richness of a country than a wooden house which gives equally good accommodation. Again, a mine may yield for a time a large income, but be exhausted in a few years: in that case, it must be counted as equivalent to a field, or a fishery, which yields a much smaller annual income, but will yield that income permanently.

8. In purely abstract, and especially in mathematical, reasoning the terms Capital and Wealth are used as synonymous almost perforce, except that "land" proper may for some purposes be omitted from Capital. But there is a clear tradition that we should speak of Capital when considering things as agents of production; and that we should speak of Wealth when considering them as results of production, as subjects of consumption and as yielding pleasures of possession. Thus the chief demand for capital arises from its productiveness, from the services which it renders, for instance, in enabling wool to be spun and woven more easily than by the unaided hand, or in causing water to flow freely wherever it is wanted instead of being carried laboriously in pails; (though there are other uses of capital, as for instance when it is lent to a spendthrift, which cannot easily be brought under this head). On the other hand the supply of capital

is controlled by the fact that, in order to accumulate it, men must act prospectively: they must "wait" and "save," they must sacrifice the present to the future.

At the beginning of this Book it was argued that the economist must forego the aid of a complete set of technical terms. He must make the terms in common use serve his purpose in the expression of precise thought, by the aid of qualifying adjectives or other indications in the context. If he arbitrarily assigns a rigid exact use to a word which has several more or less vague uses in the market place, he confuses business men, and he is in some danger of committing himself to untenable positions. The selection of a normal use for such terms as Income and Capital must therefore be tested by actually working with it.(8*)

NOTES:

1. This and similar facts have led some people to suppose not only that some parts of the modern analysis of distribution and exchange are inapplicable to a primitive community; which is true: but also that there are no important parts of it that are applicable; which is not true. This is a striking instance of the dangers that arise from allowing ourselves to become the servants of words, avoiding the hard work that is required for discovering unity of substance under lying variety of form.

2. See a report of a Committee of the British Association, 1878, on the Income Tax.

3. Professor Clark has made the suggestion to distinguish between Pure Capital and Capital Goods: the former is to correspond to a waterfall which remains stationary; while Capital Goods are the particular things which enter and leave the business, as

particular drops pass through the waterfall. He would of course connect interest with pure capital, not with capital goods.

4. See above II, iii, sec. 1.

5. Adam Smith's distinction between fixed and circulating capital turned on the question whether the goods "yield a profit without changing masters" or not. Ricardo made it turn on whether they are "of slow consumption or require to be frequently reproduced"; but he truly remarks that this is "a division not essential, and in which the line of demarcation cannot be accurately drawn." Mill's modification is generally accepted by modern economists.

6. Compare above II. i, sec. 3.

7. Just as for practical purposes it is better not to encumber ourselves with specifying the "income" of benefit which a man derives from the labour of brushing his hat in the morning, so it is better to ignore the element of capital vested in his brush. But no such consideration arises in a merely abstract discussion: and therefore the logical simplicity of Jevons' dictum that commodities in the hands of consumers are capital has some advantages and no disadvantages for mathematical versions of economic doctrines.

8. A short forecast of some of this work may be given here. It will be seen how Capital needs to be considered in regard both to the embodied aggregate of the benefits derivable from its use, and to the embodied aggregate of the costs of the efforts and of the saving needed for its production: and it will be shown how these two aggregates tend to balance. Thus in V, IV, which may be taken as in some sense a continuation of the present chapter, they will be seen balancing directly in the forecasts of an individual Robinson Crusoe; and for the greater part at least in

terms of money in the forecasts of a modern business man. In either case both sides of the account must be referred to the same date of time; those that come after that date being "discounted" back to it; and those that come before being "accumulated" up to it.

A similar balancing in regard to the benefits and the costs of capital at large will be found to be a chief corner stone of social economy: although it is true that in consequence of the unequal distribution of wealth, accounts cannot be made up from the social point of view with that clearness of outline that is attainable in the case of an individual, whether a Robinson Crusoe, or a modern business man. In every part of our discussion of the causes that govern the accumulation and the application of productive resources, it will appear that there is no universal rule that the use of roundabout methods of production is more efficient than direct methods; that there are some conditions under which the investment of effort in obtaining machinery and in making costly provision against future wants is economical in the long run, and others in which it is not: and that capital is accumulated in proportion to the prospectiveness of man on the one hand, and on the other to the absorption of capital by those roundabout methods, which are sufficiently productive to remunerate their adoption. See especially IV, VII, sec. 8; V, IV, VI, I, sec. 8; and VI, VI, sec. 1.

The broader forces, that govern the production of capital in general and its contribution to the national income, are discussed in IV, VII, IX XI: the imperfect adjustments of the money measures of benefits and costs to their real volume are discussed chiefly in III, III-V; IV, VII; and VI, III VIII; the resulting share in the total product of labour and capital, aided by natural resources, which goes to capital, is discussed chiefly in VI, I, II, VI-VII, XI, XII.

Some of the chief incidents in the history of the definitions

of Capital are given in Appendix E.

The Principles of Economics

by Alfred Marshall

Book III

On Wants and Their Satisfaction

Chapter 1

Introductory

1. The older definitions of economics described it as the science which is concerned with the production, the distribution, the exchange, and the consumption of wealth. Later experience has shown that the problems of distribution and exchange are so closely connected, that it is doubtful whether anything is to be gained by the attempt to keep them separate. There is however a good deal of general reasoning with regard to the relation of demand and supply which is required as a basis for the practical problems of value, and which acts as an underlying backbone, giving unity and consistency to the main body of economic reasoning. Its very breadth and generality mark it off from the more concrete problems of distribution and exchange to which it is subservient; and therefore it is put together in Book V on "The General Theory of Demand and Supply" which prepares the way for "Distribution and Exchange, or Value."

But first comes the present Book III, a study of Wants and their satisfaction, i.e. of demand and consumption: and then Book IV, a study of the agents of production, that is, the agents by whose means wants are satisfied, including man himself, the chief agent and the sole aim of production. Book IV corresponds in general character to that discussion of production to which a large place has been given in nearly all English treatises on general economics during the last two generations; although its relation to the problems of demand and supply has not been made sufficiently clear.

2. Until recently the subject of demand or consumption has been somewhat neglected. For important as is the inquiry how to turn our resources to the best account, it is not one which lends itself, so far as the expenditure of private individuals is concerned, to the methods of economics. The common sense of a person who has had a large experience of life will give him more guidance in such a matter than he can gain from subtle economic analyses; and until recently economists said little on the subject, because they really had not much to say that was not the common property of all sensible people. But recently several causes have combined to give the subject a greater prominence in economic discussions.

The first of these is the growing belief that harm was done by Ricardo's habit of laying disproportionate stress on the side of cost of production, when analysing the causes that determine exchange value. For although he and his chief followers were aware that the conditions of demand played as important a part as those of supply in determining value, yet they did not express their meaning with sufficient clearness, and they have been misunderstood by all but the most careful readers.

Secondly, the growth of exact habits of thought in economics is making people more careful to state distinctly the premises on which they reason. This increased care is partly due to the

application by some writers of mathematical language and mathematical habits of thought. It is indeed doubtful whether much has been gained by the use of complex mathematical formulae. But the application of mathematical habits of thought has been of great service; for it has led people to refuse to consider a problem until they are quite sure what the problem is; and to insist on knowing what is, and what is not intended to be assumed before proceeding further.

This has in its turn compelled a more careful analysis of all the leading conceptions of economics, and especially of demand; for the mere attempt to state clearly how the demand for a thing is to be measured opens up new aspects of the main problems of economics. And though the theory of demand is yet in its infancy, we can already see that it may be possible to collect and arrange statistics of consumption in such a way as to throw light on difficult questions of great importance to public wellbeing.

Lastly, the spirit of the age induces a closer attention to the question whether our increasing wealth may not be made to go further than it does in promoting the general wellbeing; and this again compels us to examine how far the exchange value of any element of wealth, whether in collective or individual use, represents accurately the addition which it makes to happiness and wellbeing.

We will begin this Book with a short study of the variety of human wants, considered in their relation to human efforts and activities. For the progressive nature of man is one whole. It is only temporarily and provisionally that we can with profit isolate for study the economic side of his life; and we ought to be careful to take together in one view the whole of that side. There is a special need to insist on this just now, because the reaction against the comparative neglect of the study of wants by Ricardo and his followers shows signs of being carried to the opposite extreme. It is important still to assert the great truth

on which they dwelt somewhat too exclusively; viz. that while wants are the rulers of life among the lower animals, it is to changes in the forms of efforts and activities that we must turn when in search for the keynotes of the history of mankind.

Chapter 2

Wants in Relation to Activities

1. Human wants and desires are countless in number and very various in kind: but they are generally limited and capable of being satisfied. The uncivilized man indeed has not many more than the brute animal; but every step in his progress upwards increases the variety of his needs together with the variety in his methods of satisfying them. He desires not merely larger quantities of the things he has been accustomed to consume, but better qualities of those things; he desires a greater choice of things, and things that will satisfy new wants growing up in him.

Thus though the brute and the savage alike have their preferences for choice morsels, neither of them cares much for variety for its own sake. As, however, man rises in civilization, as his mind becomes developed, and even his animal passions begin to associate themselves with mental activities, his wants become rapidly more subtle and more various; and in the minor details of life he begins to desire change for the sake of change, long before he has consciously escaped from the yoke of custom. The first great step in this direction comes with the art of making a fire: gradually he gets to accustom himself to many different kinds of food and drink cooked in many different ways; and before long monotony begins to become irksome to him, and he finds it a great hardship when accident compels him to live for a long time exclusively on one or two kinds of food.

As a man's riches increase, his food and drink become more

various and costly; but his appetite is limited by nature, and when his expenditure on food is extravagant it is more often to gratify the desires of hospitality and display than to indulge his own senses.

This brings us to remark with Senior that "Strong as is the desire for variety, it is weak compared with the desire for distinction: a feeling which if we consider its universality, and its constancy, that it affects all men and at all times, that it comes with us from the cradle and never leaves us till we go into the grave, may be pronounced to be the most powerful of human passions." This great half-truth is well illustrated by a comparison of the desire for choice and various food with that for choice and various dress.

2. That need for dress which is the result of natural causes varies with the climate and the season of year, and a little with the nature of a person's occupations. But in dress conventional wants overshadow those which are natural. Thus in many of the earlier stages of civilization the sumptuary mandates of Law and Custom have rigidly prescribed to the members of each caste or industrial grade, the style and the standard of expense up to which their dress must reach and beyond which they may not go; and part of the substance of these mandates remains now, though subject to rapid change. In Scotland, for instance, in Adam Smith's time many persons were allowed by custom to go abroad without shoes and stockings who may not do so now; and many may still do it in Scotland who might not in England. Again, in England now a well-to-do labourer is expected to appear on Sunday in a black coat and, in some places, in a silk hat; though these would have subjected him to ridicule but a short time ago. There is a constant increase both in that variety and expensiveness which custom requires as a minimum, and in that which it tolerates as a maximum; and the efforts to obtain distinction by dress are extending themselves throughout the lower grades of

English society.

But in the upper grades, though the dress of women is still various and costly, that of men is simple and inexpensive as compared with what it was in Europe not long ago, and is to-day in the East. For those men who are most truly distinguished on their own account, have a natural dislike to seem to claim attention by their dress; and they have set the fashion.(1*)

3. House room satisfies the imperative need for shelter from the weather: but that need plays very little part in the effective demand for house room. For though a small but well-built cabin gives excellent shelter, its stifling atmosphere, its necessary uncleanness, and its want of the decencies and the quiet of life are great evils. It is not so much that they cause physical discomfort as that they tend to stunt the faculties, and limit people's higher activities. With every increase in these activities the demand for larger house room becomes more urgent.(2*)

And therefore relatively large and well-appointed house room is, even in the lowest social ranks, at once a "necessary for efficiency,"(3*) and the most convenient and obvious way of advancing a material claim to social distinction. And even in those grades in which everyone has house room sufficient for the higher activities of himself and his family, a yet further and almost unlimited increase is desired as a requisite for the exercise of many of the higher social activities.

4. It is, again, the desire for the exercise and development of activities, spreading through every rank of society, which leads not only to the pursuit of science, literature and art for their own sake, but to the rapidly increasing demand for the work of those who pursue them as professions. Leisure is used less and less as an opportunity for mere stagnation; and there is a growing desire for those amusements, such as athletic games and travelling, which develop activities rather than indulge any

sensuous craving.(4*)

For indeed the desire for excellence for its own sake, is almost as wide in its range as the lower desire for distinction. Just as the desire for distinction graduates down from the ambition of those who may hope that their names will be in men's mouths in distant lands and in distant times, to the hope of the country lass that the new ribbon she puts on for Easter may not pass unnoticed by her neighbours; so the desire for excellence for its own sake graduates down from that of a Newton, or a Stradivarius, to that of the fisherman who, even when no one is looking and he is not in a hurry, delights in handling his craft well, and in the fact that she is well built and responds promptly to his guidance. Desires of this kind exert a great influence on the supply of the highest faculties and the greatest inventions; and they are not unimportant on the side of demand. For a large part of the demand for the most highly skilled professional services and the best work of the mechanical artisan, arises from the delight that people have in the training of their own faculties, and in exercising them by aid of the most delicately adjusted and responsive implements.

Speaking broadly therefore, although it is man's wants in the earliest stages of his development that give rise to his activities, yet afterwards each new step upwards is to be regarded as the development of new activities giving rise to new wants, rather than of new wants giving rise to new activities.

We see this clearly if we look away from healthy conditions of life, where new activities are constantly being developed; and watch the West Indian negro, using his new freedom and wealth not to get the means of satisfying new wants, but in idle stagnation that is not rest; or again look at that rapidly lessening part of the English working classes, who have no ambition and no pride or delight in the growth of their faculties and activities, and spend on drink whatever surplus their wages afford over the bare

necessaries of a squalid life.

It is not true therefore that "the Theory of Consumption is the scientific basis of economics." (5*) For much that is of chief interest in the science of wants, is borrowed from the science of efforts and activities. These two supplement one another; either is incomplete without the other. But if either, more than the other, may claim to be the interpreter of the history of man, whether on the economic side or any other, it is the science of activities and not that of wants; and McCulloch indicated their true relations when, discussing "the progressive nature of man" (6*) he said: - "The gratification of a want or a desire is merely a step to some new pursuit. In every stage of his progress he is destined to contrive and invent, to engage in new undertakings; and when these are accomplished to enter with fresh energy upon others."

From this it follows that such a discussion of demand as is possible at this stage of our work, must be confined to an elementary analysis of an almost purely formal kind. The higher study of consumption must come after, and not before, the main body of economic analysis; and, though it may have its beginning within the proper domain of economics, it cannot find its conclusion there, but must extend far beyond. (7*)

NOTES:

1. A woman may display wealth, but she may not display only her wealth, by her dress; or else she defeats her ends. She must also suggest some distinction of character as well as of wealth; for though her dress may owe more to her dressmaker than to herself, yet there is a traditional assumption that, being less busy than man with external affairs, she can give more time to taking thought as to her dress. Even under the sway of modern fashions, to be "well dressed" - not "expensively dressed" is a reasonable

minor aim for those who desire to be distinguished for their faculties and abilities; and this will be still more the case if the evil dominion of the wanton vagaries of fashion should pass away. For to arrange costumes beautiful in themselves, various and well-adapted to their purposes, is an object worthy of high endeavour; it belongs to the same class, though not to the same rank in that class, as the painting of a good picture.

2. It is true that many active-minded working men prefer cramped lodgings in a town to a roomy cottage in the country; but that is because they have a strong taste for those activities for which a country life offers little scope.

3. See Book II, ch. III, sec. 3.

4. As a minor point it may be noticed that those drinks which stimulate the mental activities are largely displacing those which merely gratify the senses. The consumption of tea is increasing very fast, while that of alcohol is stationary; and there is in all ranks of society a diminishing demand for the grosser and more immediately stupefying forms of alcohol.

5. This doctrine is laid down by Banfield, and adopted by Jevons as the key of his position. It is unfortunate that here as elsewhere Jevons' delight in stating his case strongly has led him to a conclusion, which not only is inaccurate, but does mischief by implying that the older economists were more at fault than they really were. Banfield says "the first proposition of the theory of consumption is that the satisfaction of every lower want in the scale creates a desire of a higher character." And if this were true, the above doctrine, which he bases on it, would be true also. But, as Jevons points out (Theory, 2nd Ed. p. 59), it is not true: and he substitutes for it the statement that the

satisfaction of a lower want permits a higher want to manifest itself. That is a true and indeed an identical proposition: but it affords no support to the claims of the Theory of Consumption to supremacy.

6. Political Economy, ch. II.

7. The formal classification of Wants is a task not without interest; but it is not needed for our purposes. The basis of most modern work in this direction is to be found in Hermann's *Staatswirtschaftliche Untersuchungen*, Ch. II, where wants are classified as "absolute and relative, higher and lower, urgent and capable of postponement, positive and negative, direct and indirect, general and particular, constant and interrupted, permanent and temporary, ordinary and extraordinary, present and future, individual and collective, private and public." Some analysis of wants and desires is to be found in the great majority of French and other Continental treatises on economics even of the last generation; but the rigid boundary which English writers have ascribed to their science has excluded such discussions. And it is a characteristic fact that there is no allusion to them in Bentham's *Manual of Political Economy*, although his profound analysis of them in the *Principles of Morals and legislation* and in the *Table of the Springs of Human Action* has exercised a wide-spread influence. Hermann had studied Bentham; and on the other hand Banfield, whose lectures were perhaps the first ever given in an English University that owed much directly to German economic thought, acknowledges special obligations to Hermann. In England the way was prepared for Jevons' excellent work on the theory of wants, by Bentham himself; by Senior, whose short remarks on the subject are pregnant with far-reaching hints; by Banfield, and by the Australian Hearn. Hearn's *Plutology or Theory of the Efforts to*

satisfy Human Wants is at once simple and profound: it affords an admirable example of the way in which detailed analysis may be applied to afford a training of a very high order for the young, and to give them an intelligent acquaintance with the economic conditions of life, without forcing upon them any particular solution of those more difficult problems on which they are not yet able to form an independent judgment. At about the same time as Jevons' Theory appeared, Carl Menger gave a great impetus to the subtle and interesting studies of wants and utilities by the Austrian school of economists: they had already been initiated by von Thunen, as is indicated in the Preface to this Volume.

Chapter 3

Gradations of Consumers' Demand

1. When a trader or a manufacturer buys anything to be used in production, or be sold again, his demand is based on his anticipations of the profits which he can derive from it. These profits depend at any time on speculative risks and on other causes, which will need to be considered later on. But in the long run the price which a trader or manufacturer can afford to pay for a thing depends on the prices which consumers will pay for it, or for the things made by aid of it. The ultimate regulator of all demands is therefore consumers' demand. And it is with that almost exclusively that we shall be concerned in the present Book.

Utility is taken to be correlative to Desire or Want. It has been already argued that desires cannot be measured directly, but only indirectly by the outward phenomena to which they give rise: and that in those cases with which economics is chiefly concerned the measure is found in the price which a person is willing to pay for the fulfilment or satisfaction of his desire. He may have

desires and aspirations which are not consciously set for any satisfaction: but for the present we are concerned chiefly with those which do so aim; and we assume that the resulting satisfaction corresponds in general fairly well to that which was anticipated when the purchase was made.(1*)

There is an endless variety of wants, but there is a limit to each separate want. This familiar and fundamental tendency of human nature may be stated in the law of satiable wants or of diminishing utility thus:-The total utility of a thing to anyone (that is, the total pleasure or other benefit it yields him) increases with every increase in his stock of it, but not as fast as his stock increases. If his stock of it increases at a uniform rate the benefit derived from it increases at a diminishing rate. In other words, the additional benefit which a person derives from a given increase of his stock of a thing, diminishes with every increase in the stock that he already has.

That part of the thing which he is only just induced to purchase may be called his marginal purchase, because he is on the margin of doubt whether it is worth his while to incur the outlay required to obtain it. And the utility of his marginal purchase may be called the marginal utility of the thing to him. Or, if instead of buying it, he makes the thing himself, then its marginal utility is the utility of that part which he thinks it only just worth his while to make. And thus the law just given may be worded:-

The marginal utility of a thing to anyone diminishes with every increase in the amount of it he already has.(2*)

There is however an implicit condition in this law which should be made clear. It is that we do not suppose time to be allowed for any alteration in the character or tastes of the man himself. It is therefore no exception to the law that the more good music a man hears, the stronger is his taste for it likely to become; that avarice and ambition are often insatiable; or

that the virtue of cleanliness and the vice of drunkenness alike grow on what they feed upon. For in such cases our observations range over some period of time; and the man is not the same at the beginning as at the end of it. If we take a man as he is, without allowing time for any change in his character, the marginal utility of a thing to him diminishes steadily with every increase in his supply of it.(3*)

2. Now let us translate this law of diminishing utility into terms of price. Let us take an illustration from the case of a commodity such as tea, which is in constant demand and which can be purchased in small quantities. Suppose, for instance, that tea of a certain quality is to be had at 2s. per lb. A person might be willing to give 10s. for a single pound once a year rather than go without it altogether; while if he could have any amount of it for nothing he would perhaps not care to use more than 30 lbs. in the year. But as it is, he buys perhaps 10 lbs. in the year; that is to say, the difference between the satisfaction which he gets from buying 9 lbs. and 10 lbs. is enough for him to be willing to pay 2s. for it: while the fact that he does not buy an eleventh pound, shows that he does not think that it would be worth an extra 2s. to him. That is, 2s. a pound measures the utility to him of the tea which lies at the margin or terminus or end of his purchases; it measures the marginal utility to him. If the price which he is just willing to pay for any pound be called his demand price, then 2s. is his marginal demand price. And our law may be worded:-

The larger the amount of a thing that a person has the less, other things being equal (i.e. the purchasing power of money, and the amount of money at his command being equal), will be the price which he will pay for a little more of it: or in other words his marginal demand price for it diminishes.

His demand becomes efficient, only when the price which he is willing to offer reaches that at which others are willing to

sell.

This last sentence reminds us that we have as yet taken no account of changes in the marginal utility of money, or general purchasing power. At one and the same time, a person's material resources being unchanged, the marginal utility of money to him is a fixed quantity, so that the prices he is just willing to pay for two commodities are to one another in the same ratio as the utility of those two commodities.

3. A greater utility will be required to induce him to buy a thing if he is poor than if he is rich. We have seen how the clerk with £100 a year will walk to business in a heavier rain than the clerk with £300 a year.(4*) But although the utility, or the benefit, that is measured in the poorer man's mind by twopence is greater than that measured by it in the richer man's mind; yet if the richer man rides a hundred times in the year and the poorer man twenty times, then the utility of the hundredth ride which the richer man is only just induced to take is measured to him by twopence; and the utility of the twentieth ride which the poorer man is only just induced to take is measured to him by twopence. For each of them the marginal utility is measured by twopence; but this marginal utility is greater in the case of the poorer man than in that of the richer.

In other words, the richer a man becomes the less is the marginal utility of money to him; every increase in his resources increases the price which he is willing to pay for any given benefit. And in the same way every diminution of his resources increases the marginal utility of money to him, and diminishes the price that he is willing to pay for any benefit.(5*)

4. To obtain complete knowledge of demand for anything, we should have to ascertain how much of it he would be willing to purchase at each of the prices at which it is likely to be offered; and the circumstance of his demand for, say, tea can be best expressed by a list of the prices which he is willing to

pay; that is, by his several demand prices for different amounts of it. (This list may be called his demand schedule.)

Thus for instance we may find that he would buy

6 lbs. at 50d. per lb.	10 lbs. at 24d. per lb.
7 " 40 "	11 " 21 "
8 " 33 "	12 " 19 "
9 " 28 "	13 " 17 "

If corresponding prices were filled in for all intermediate amounts we should have an exact statement of his demand.(6*) We cannot express a person's demand for a thing by the "amount he is willing to buy" or by the "intensity of his eagerness to buy a certain amount," without reference to the prices at which he would buy that amount and other amounts. We can represent it exactly only by lists of the prices at which he is willing to buy different amounts.(7*)

When we say that a person's demand for anything increases, we mean that he will buy more of it than he would before at the same price, and that he will buy as much of it as before at a higher price. A general increase in his demand is an increase throughout the whole list of prices at which he is willing to purchase different amounts of it, and not merely that he is willing to buy more of it at the current prices.(8*)

5. So far we have looked at the demand of a single individual. And in the particular case of such a thing as tea, the demand of a single person is fairly representative of the general demand of a whole market: for the demand for tea is a constant one; and, since it can be purchased in small quantities, every variation in its price is likely to affect the amount which he will buy. But even among those things which are in constant use, there are many for which the demand on the part of any single individual cannot vary continuously with every small

change in price, but can move only by great leaps. For instance, a small fall in the price of hats or watches will not affect the action of every one; but it will induce a few persons, who were in doubt whether or not to get a new hat or a new watch, to decide in favour of doing so.

There are many classes of things the need for which on the part of any individual is inconstant, fitful, and irregular. There can be no list of individual demand prices for wedding-cakes, or the services of an expert surgeon. But the economist has little concern with particular incidents in the lives of individuals. He studies rather "the course of action that may be expected under certain conditions from the members of an industrial group," in so far as the motives of that action are measurable by a money price; and in these broad results the variety and the fickleness of individual action are merged in the comparatively regular aggregate of the action of many.

In large markets, then-where rich and poor, old and young, men and women, persons of all varieties of tastes, temperaments and occupations are mingled together,-the peculiarities in the wants of individuals will compensate one another in a comparatively regular gradation of total demand. Every fall, however slight in the price of a commodity in general use, will, other things being equal, increase the total sales of it; just as an unhealthy autumn increases the mortality of a large town, though many persons are uninjured by it. And therefore if we had the requisite knowledge, we could make a list of prices at which each amount of it could find purchasers in a given place during, say, a year.

The total demand in the place for, say, tea, is the sum of the demands of all the individuals there. Some will be richer and some poorer than the individual consumer whose demand we have just written down; some will have a greater and others a smaller liking for tea than he has. Let us suppose that there are in the

place a million purchasers of tea, and that their average consumption is equal to his at each several price. Then the demand of that place is represented by the same list of prices as before, if we write a million pounds of tea instead of one pound.(9*)

There is then one general law of demand: -The greater the amount to be sold, the smaller must be the price at which it is offered in order that it may find purchasers; or, in other words, the amount demanded increases with a fall in price, and diminishes with a rise in price. There will not be any uniform relation between the fall in price and the increase of demand. A fall of one-tenth in the price may increase the sales by a twentieth or by a quarter, or it may double them. But as the numbers in the left-hand column of the demand schedule increase, those in the right-hand column will always diminish.(10*)

The price will measure the marginal utility of the commodity to each purchaser individually: we cannot speak of price as measuring marginal utility in general, because the wants and circumstances of different people are different.

6. The demand prices in our list are those at which various quantities of a thing can be sold in a market during a given time and under given conditions. If the conditions vary in any respect the prices will probably require to be changed; and this has constantly to be done when the desire for anything is materially altered by a variation of custom, or by a cheapening of the supply of a rival commodity, or by the invention of a new one. For instance, the list of demand prices for tea is drawn out on the assumption that the price of coffee is known; but a failure of the coffee harvest would raise the prices for tea. The demand for gas is liable to be reduced by an improvement in electric lighting; and in the same way a fall in the price of a particular kind of tea may cause it to be substituted for an inferior but cheaper variety.(11*)

Our next step will be to consider the general character of demand in the cases of some important commodities ready for immediate consumption. We shall thus be continuing the inquiry made in the preceding chapter as to the variety and satiability of wants; but we shall be treating it from a rather different point of view, viz. that of price statistics.(12*)

NOTES:

1. It cannot be too much insisted that to measure directly, or per se, either desires or the satisfaction which results from their fulfilment is impossible, if not inconceivable. If we could, we should have two accounts to make up, one of desires, and the other of realized satisfactions. And the two might differ considerably. For, to say nothing of higher aspirations, some of those desires with which economics is chiefly concerned, and especially those connected with emulation, are impulsive; many result from the force of habit; some are morbid and lead only to hurt; and many are based on expectations that are never fulfilled. (See above I, II, sections 3, 4) Of course many satisfactions are not common pleasures, but belong to the development of man's higher nature, or to use a good old word, to his beatification; and some may even partly result from self abnegation. (See I, II, sec. 1) The two direct measurements then might differ. But as neither of them is possible, we fall back on the measurement which economics supplies, of the motive or moving force to action: and we make it serve, with all its faults, both for the desires which prompt activities and for the satisfactions that result from them. (Compare "Some remarks on Utility" by Prof. Pigou in the Economic Journal for March, 1903.)

2. See Note I in the Mathematical Appendix at the end of the Volume. This law holds a priority of position to the law of

diminishing return from land; which however has the priority in time; since it was the first to be subjected to a rigid analysis of a semi-mathematical character. And if by anticipation we borrow some of its terms, we may say that the return of pleasure which a person gets from each additional dose of a commodity diminishes till at last a margin is reached at which it is no longer worth his while to acquire any more of it.

The term marginal utility (Grenz-nutz) was first used in this connection by the Austrian Wieser. It has been adopted by Prof. Wicksteed. It corresponds to the term Final used by Jevons, to whom Wieser makes his acknowledgments in the Preface (p. xxiii of the English edition). His list of anticipators of his doctrine is headed by Gossen, 1854.

3. It may be noticed here, though the fact is of but little practical importance, that a small quantity of a commodity may be insufficient to meet a certain special want; and then there will be a more than proportionate increase of pleasure when the consumer gets enough of it to enable him to attain the desired end. Thus, for instance, anyone would derive less pleasure in proportion from ten pieces of wall paper than from twelve, if the latter would, and the former would not, cover the whole of the walls of his room. Or again a very short concert or a holiday may fail of its purpose of soothing and recreating: and one of double length might be of more than double total utility. This case corresponds to the fact, which we shall have to study in connection with the tendency to diminishing return, that the capital and labour already applied to any piece of land may be so inadequate for the development of its full powers, that some further expenditure on it even with the existing arts of agriculture would give a more than proportionate return; and in the fact that an improvement in the arts of agriculture may resist that tendency, we shall find an analogy to the condition

just mentioned in the text as implied in the law of diminishing utility.

4. See I, II, sec. 2.

5. See Note II in the Mathematical Appendix.

6. Such a demand schedule may be translated, on a plan now coming into familiar use, into a curve that may be called his demand curve. Let Ox and Oy be drawn the one horizontally, the other vertically. Let an inch measured along Ox represent 10 lbs. of tea, and an inch measured along Oy represent 40d.

tenths of an inch.	fortieths of an inch.
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take	$Om_1 = 6$,	and draw	$m_1p_1 = 50$
	$Om_2 = 7$	" "	$m_2p_2 = 40$
	$Om_3 = 8$	" "	$m_3p_3 = 33$
	$Om_4 = 9$	" "	$m_4p_4 = 28$
	$Om_5 = 10$	" "	$m_5p_5 = 24$
	$Om_6 = 11$	" "	$m_6p_6 = 21$
	$Om_7 = 12$	" "	$m_7p_7 = 19$
	$Om_8 = 13$	" "	$m_8p_8 = 17$

m_1 being on Ox and m_1p_1 being drawn vertically from m_1 ; and so for the others. Then $p_1 p_2 \dots p_8$ are points on his demand curve for tea; or as we may say demand points. If we could find demand points in the same manner for every possible quantity of tea, we should get the whole continuous curve DD' as shown in the figure. This account of the demand schedule and curve is provisional; several difficulties connected with it are deferred to chapter v.

7. Thus Mill says that we must "mean by the word demand, the quantity demanded, and remember that this is not a fixed quantity, but in general varies according to the value." (Principles, III, II, sec. 4) This account is scientific in substance; but it is not clearly expressed and it has been much misunderstood. Cairnes prefers to represent "demand as the desire for commodities and services, seeking its end by an offer of general purchasing power, and supply as the desire for general purchasing power, seeking its end by an offer of specific commodities or services." He does this in order that he may be able to speak of a ratio, or equality, of demand and supply. But the quantities of two desires on the part of two different persons cannot be compared directly; their measures may be compared, but not they themselves. And in fact Cairnes is himself driven to speak of supply as "limited by the quantity of specific commodities offered for sale, and demand by the quantity of purchasing power offered for their purchase." But sellers have not a fixed quantity of commodities which they offer for sale unconditionally at whatever price they can get: buyers have not a fixed quantity of purchasing power which they are ready to spend on the specific commodities, however much they pay for them. Account must then be taken in either case of the relation between quantity and price, in order to complete Cairnes' account, and when this is done it is brought back to the lines followed by Mill. He says, indeed, that "Demand, as defined by Mill, is to be understood as measured, not, as my definition would require, by the quantity of purchasing power offered in support of the desire for commodities, but by the quantity of commodities for which such purchasing power is offered." It is true that there is a great difference between the statements, "I will buy twelve eggs," and "I will buy a shilling's Worth of eggs." But there is no substantive difference between the statement, "I will buy twelve eggs at a penny each, but only six at three halfpence

each," and the statement, "I will spend a shilling on eggs at a penny each, but if they cost three halfpence each I will spend ninepence on them." But while Cairnes' account when completed becomes substantially the same as Mill's, its present form is even more misleading. (See an article by the present writer on Mill's Theory of Value in the Fortnightly Review for April, 1876)

8. We may sometimes find it convenient to speak of this as a raising of his demand schedule. Geometrically it is represented by raising his demand curve, or, what comes to the same thing, moving it to the right, with perhaps some modification of its shape.

9. The demand is represented by the same curve as before, only an inch measured along Ox now represents ten million pounds instead of ten pounds. And a formal definition of the demand curve for a market may be given thus:-The demand curve for any commodity in a market during any given unit of time is the locus of demand points for it. That is to say, it is a curve such that if from any point P on it, a straight line PM be drawn perpendicular to Ox, PM represents the price at which purchasers will be forthcoming for an amount of the commodity represented by OM.

10. That is, if a point moves along the curve away from Oy it will constantly approach Ox. Therefore if a straight line PT be drawn touching the curve at P and meeting Ox in T, the angle PTx is an obtuse angle. It will be found convenient to have a short way of expressing this fact; which may be done by saying that PT is inclined negatively. Thus the one universal rule to which the demand curve conforms is that it is inclined negatively throughout the whole of its length.

It will of course be understood that "the law of demand" does not apply to the demand in a campaign between groups of

speculators. A group, which desires to unload a great quantity of a thing on to the market, often begins by buying some of it openly. When it has thus raised the price of the thing, it arranges to sell a great deal quietly, and through unaccustomed channels. See an article by Professor Taussig in the Quarterly Journal of Economics (May, 1921, p. 402).

11. It is even conceivable, though not probable, that a simultaneous and proportionate fall in the price of all teas may diminish the demand for some particular kind of it; if it happens that those whom the increased cheapness of tea leads to substitute a superior kind for it are more numerous than those who are led to take it in the place of an inferior kind. The question where the lines of division between different commodities should be drawn must be settled by convenience of the particular discussion. For some purposes it may be best to regard Chinese and Indian teas, or even Souchong and Pekoe teas, as different commodities; and to have a separate demand schedule for each of them. While for other purposes it may be best to group together commodities as distinct as beef and mutton, or even as tea and coffee, and to have a single list to represent the demand for the two combined; but in such a case of course some convention must be made as to the number of ounces of tea which are taken as equivalent to a pound of coffee.

Again, a commodity may be simultaneously demanded for several uses (for instance there may be a "composite demand" for leather for making shoes and portmanteaus); the demand for a thing may be conditional on there being a supply of some other thing without which it would not be of much service (thus there may be a "joint demand" for raw cotton and cotton-spinners' labour). Again, the demand for a commodity on the part of dealers who buy it only with the purpose of selling it again, though governed by the demand of the ultimate consumers in the background, has some

peculiarities of its own. But all such points may best be discussed at a later stage.

12. A great change in the manner of economic thought has been brought about during the present generation by the general adoption of semi-mathematical language for expressing the relation between small increments of a commodity on the one hand, and on the other hand small increments in the aggregate price that will be paid for it: and by formally describing these small increments of price as measuring corresponding small increments of pleasure. The former, and by far the more important, step was taken by Cournot (*Recherches sur les Principes Mathematiques de la Theorie des Richesses*, 1838); the latter by Dupuit (*De la Mesure d'utilite des travaux publics* in the *Annales des Ponts et Chaussees*, 1844), and by Gossen (*Entwicklung der Gesetze des menschlichen Verkehrs*, 1854). But their work was forgotten; part of it was done over again, developed and published almost simultaneously by Jevons and by Carl Menger in 1871, and by Walras a little later. Jevons almost at once arrested public attention by his brilliant lucidity and interesting style. He applied the new name final utility so ingeniously as to enable people who knew nothing of mathematical science to get clear ideas of the general relations between the small increments of two things that are gradually changing in causal connection with one another. His success was aided even by his faults. For under the honest belief that Ricardo and his followers had rendered their account of the causes that determine value hopelessly wrong by omitting to lay stress on the law of satiable wants, he led many to think he was correcting great errors; whereas he was really only adding very important explanations. He did excellent work in insisting on a fact which is none the less important, because his predecessors, and even Cournot, thought it too obvious to be explicitly mentioned, viz. that the diminution in

the amount of a thing demanded in a market indicates a diminution in the intensity of the desire for it on the part of individual consumers, whose wants are becoming satiated. But he has led many of his readers into a confusion between the provinces of Hedonics and Economics, by exaggerating the applications of his favourite phrases, and speaking (Theory, 2nd Edn, p. 105) without qualification of the price of a thing as measuring its final utility not only to an individual, which it can do, but also to "a trading body," which it cannot do. These points are developed later on in Appendix I on Ricardo's Theory of value. It should be added that Prof. Seligman has shown (Economic Journal, 1903, pp. 356-63) that a long-forgotten Lecture, delivered by Prof. W.F. Lloyd at Oxford in 1833, anticipated many of the central ideas of the present doctrine of utility.

An excellent bibliography of Mathematical Economics is given by Prof. Fisher as an appendix to Bacon's translation of Cournot's Researches, to which the reader may be referred for a more detailed account of the earlier mathematical writings on economics, as well as of those by Edgeworth, Pareto, Wicksteed, Auspitz, Lieben and others. Pantaleoni's Pure Economics, amid much excellent matter, makes generally accessible for the first time the profoundly original and vigorous, if somewhat abstract, reasonings of Gossen.

Chapter 4

The Elasticity of Wants

1. We have seen that the only universal law as to a person's desire for a commodity is that it diminishes, other things being equal, with every increase in his supply of that commodity. But this diminution may be slow or rapid. If it is slow the price that he will give for the commodity will not fall much in

consequence of a considerable increase in his supply of it; and a small fall in price will cause a comparatively large increase in his purchases. But if it is rapid, a small fall in price will cause only a very small increase in his purchases. In the former case his willingness to purchase the thing stretches itself out a great deal under the action of a small inducement: the elasticity of his wants, we may say, is great. In the latter case the extra inducement given by the fall in price causes hardly any extension of his desire to purchase: the elasticity of his demand is small. If a fall in price from say 16d. to 15d. per lb. of tea would much increase his purchases, then a rise in price from 15 d. to 16d. would much diminish them. That is, when the demand is elastic for a fall in price, it is elastic also for a rise.

And as with the demand of one person so with that of a whole market. And we may say generally: - The elasticity (or responsiveness) of demand in a market is great or small according as the amount demanded increases much or little for a given fall in price, and diminishes much or little for a given rise in price.(1*)

2. The price which is so high relatively to the poor man as to be almost prohibitive, may be scarcely felt by the rich; the poor man, for instance, never tastes wine, but the very rich man may drink as much of it as he has a fancy for, without giving himself a thought of its cost. We shall therefore get the clearest notion of the law of the elasticity of demand by considering one class of society at a time. Of course there are many degrees of richness among the rich, and of poverty among the poor; but for the present we may neglect these minor subdivisions.

When the price of a thing is very high relatively to any class, they will buy but little of it; and in some cases custom and habit may prevent them from using it freely even after its price has fallen a good deal. It may still remain set apart for a

limited number of special occasions, or for use in extreme illness, etc. But such cases, though not infrequent, do not form the general rule; and anyhow as soon as it has been taken into common use, any considerable fall in its price causes a great increase in the demand for it. The elasticity of demand is great for high prices, and great, or at least considerable, for medium prices; but it declines as the price falls; and gradually fades away if the fall goes so far that satiety level is reached.

This rule appears to hold with regard to nearly all commodities and with regard to the demand of every class; save only that the level at which high prices end and low prices begin, is different for different classes; and so again is the level at which low prices end and very low prices begin. There are however many varieties in detail; arising chiefly from the fact that there are some commodities with which people are easily satiated, and others—chiefly things used for display—for which their desire is almost unlimited. For the latter the elasticity of demand remains considerable, however low the price may fall, while for the former the demand loses nearly all its elasticity as soon as a low price has once been reached.(2*)

3. There are some things the current prices of which in this country are very low relatively even to the poorer classes; such are for instance salt, and many kinds of savours and flavours, and also cheap medicines. It is doubtful whether any fall in price would induce a considerable increase in the consumption of these.

The current prices of meat, milk and butter, wool, tobacco, imported fruits, and of ordinary medical attendance, are such that every variation in price makes a great change in the consumption of them by the working classes, and the lower half of the middle classes; but the rich would not much increase their own personal consumption of them however cheaply they were to be had. In other words, the direct demand for these commodities is

very elastic on the part of the working and lower middle classes, though not on the part of the rich. But the working class is so numerous that their consumption of such things as are well within their reach is much greater than that of the rich; and therefore the aggregate demand for all things of the kind is very elastic. A little while ago sugar belonged to this group of commodities: but its price in England has now fallen so far as to be low relatively even to the working classes, and the demand for it is therefore not elastic.(3*)

The current prices of wall-fruit, of the better kinds of fish, and other moderately expensive luxuries are such as to make the consumption of them by the middle class increase much with every fall in price; in other words, the middle class demand for them is very elastic: while the demand on the part of the rich and on the part of the working class is much less elastic, the former because it is already nearly satiated, the latter because the price is still too high.

The current prices of such things as rare wines, fruit out of season, highly skilled medical and legal assistance, are so high that there is but little demand for them except from the rich: but what demand there is, often has considerable elasticity. Part of the demand for the more expensive kinds of food is really a demand for the means of obtaining social distinction, and is almost insatiable.(4*)

4. The case of necessities is exceptional. When the price of wheat is very high, and again when it is very low, the demand has very little elasticity: at all events if we assume that wheat, even when scarce, is the cheapest food for man; and that, even when most plentiful, it is not consumed in any other way. We know that a fall in the price of the quartern loaf from 6d. to 4d. has scarcely any effect in increasing the consumption of bread. With regard to the other end of the scale it is more difficult to speak with certainty, because there has been no approach to a

scarcity in England since the repeal of the corn laws. But, availing ourselves of the experience of a less happy time, we may suppose that deficits in the supply of 1, 2, 3, 4, or 5 tenths would cause a rise in price of 3, 8, 16, 28, or 45 tenths respectively.(5*) Much greater variations in prices indeed than this have not been uncommon. Thus wheat sold in London for ten shillings a bushel in 1335, but in the following year it sold for ten pence.(6*)

There may be even more violent changes than this in the price of a thing which is not necessary, if it is perishable and the demand for it is inelastic: thus fish may be very dear one day, and sold for manure two or three days later.

Water is one of the few things the consumption of which we are able to observe at all prices, from the very highest down to nothing at all. At moderate prices the demand for it is very elastic. But the uses to which it can be put are capable of being completely filled: and as its price sinks towards zero the demand for it loses its elasticity. Nearly the same may be said of salt. Its price in England is so low that the demand for it as an article of food is very inelastic: but in India the price is comparatively high and the demand is comparatively elastic.

The price of house-room, on the other hand, has never fallen very low except when a locality is being deserted by its inhabitants. Where the condition of society is healthy, and there is no check to general prosperity, there seems always to be an elastic demand for house-room, on account both of the real conveniences and the social distinction which it affords. The desire for those kinds of clothing which are not used for the purpose of display, is satiable: when their price is low the demand for them has scarcely any elasticity.

The demand for things of a higher quality depends much on sensibility. some people care little for a refined flavour in their wine provided they can get plenty of it: others crave a

high quality, but are easily satiated. In the ordinary working class districts the inferior and the better joints are sold at nearly the same price: but some well-paid artisans in the north of England have developed a liking for the best meat, and will pay for it nearly as high a price as can be got in the west end of London, where the price is kept artificially high by the necessity of sending the inferior joints away for sale elsewhere. Use also gives rise to acquired distastes as well as to acquired tastes. Illustrations which make a book attractive to many readers, will repel those whose familiarity with better work has rendered them fastidious. A person of high musical sensibility in a large town will avoid bad concerts: though he might go to them gladly if he lived in a small town, where no good concerts are to be heard, because there are not enough persons willing to pay the high price required to cover their expenses. The effective demand for first-rate music is elastic only in large towns; for second-rate music it is elastic both in large and small towns.

Generally speaking those things have the most elastic demand, which are capable of being applied to many different uses. Water for instance is needed first as food, then for cooking, then for washing of various kinds and so on. When there is no special drought, but water is sold by the pailful, the price may be low enough to enable even the poorer classes to drink as much of it as they are inclined, while for cooking they sometimes use the same water twice over, and they apply it very scantily in washing. The middle classes will perhaps not use any of it twice for cooking; but they will make a pail of water go a good deal further for washing purposes than if they had an unlimited supply at command. When water is supplied by pipes, and charged at a very low rate by meter, many people use as much of it even for washing as they feel at all inclined to do; and when the water is supplied not by meter but at a fixed annual charge, and is laid on in every place where it is wanted, the use of it for every

purpose is carried to the full satiety limit.(7*)

On the other hand, demand is, generally speaking, very inelastic, firstly, for absolute necessities (as distinguished from conventional necessities and necessities for efficiency); and secondly, for some of those luxuries of the rich which do not absorb much of their income.

5. So far we have taken no account of the difficulties of getting exact lists of demand prices, and interpreting them correctly. The first which we have to consider arises from the element of time, the source of many of the greatest difficulties in economics.

Thus while a list of demand prices represents the changes in the price at which a commodity can be sold consequent on changes in the amount offered for sale, other things being, yet other things seldom are equal in fact over equal; periods of time sufficiently long for the collection of full and trustworthy statistics. There are always occurring disturbing causes whose effects are commingled with, and cannot easily be separated from, the effects of that particular cause which we desire to isolate. This difficulty is aggravated by the fact that in economics the full effects of a cause seldom come at once, but often spread themselves out after it has ceased to exist.

To begin with, the purchasing power of money is continually changing, and rendering necessary a correction of the results obtained on our assumption that money retains a uniform value. This difficulty can however be overcome fairly well, since we can ascertain with tolerable accuracy the broader changes in the purchasing power of money.

Next come the changes in the general prosperity and in the total purchasing power at the disposal of the community at large. The influence of these changes is important, but perhaps less so than is generally supposed. For when the wave of prosperity is descending, prices fall, and this increases the resources of

those with fixed incomes at the expense of those whose incomes depend on the profits of business. The downward fluctuation of prosperity is popularly measured almost entirely by the conspicuous losses of this last class; but the statistics of the total consumption of such commodities as tea, sugar, butter, wool, etc. prove that the total purchasing power of the people does not meanwhile fall very fast. Still there is a fall, and the allowance to be made for it must be ascertained by comparing the prices and the consumption of as many things as possible.

Next come the changes due to the gradual growth of population and wealth. For these an easy numerical correction can be made when the facts are known.(8*)

6. Next, allowance must be made for changes in fashion, and taste and habit,(9*) for the opening out of new uses of a commodity, for the discovery or improvement or cheapening of other things that can be applied to the same uses with it. In all these cases there is great difficulty in allowing for the time that elapses between the economic cause and its effect. For time is required to enable a rise in the price of a commodity to exert its full influence on consumption. Time is required for consumers to become familiar with substitutes that can be used instead of it, and perhaps for producers to get into the habit of producing them in sufficient quantities. Time may be also wanted for the growth of habits of familiarity with the new commodities and the discovery of methods of economizing them.

For instance when wood and charcoal became dear in England, familiarity with coal as a fuel grew slowly, fireplaces were but slowly adapted to its use, and an organized traffic in it did not spring up quickly even to places to which it could be easily carried by water.. the invention of processes by which it could be used as a substitute for charcoal in manufacture went even more slowly, and is indeed hardly yet complete. Again, when in recent years the price of coal became very high, a great stimulus

was given to the invention of economies in its use, especially in the production of iron and steam; but few of these inventions bore much practical fruit till after the high price had passed away. Again, when a new tramway or suburban railway is opened, even those who live near the line do not get into the habit of making the most of its assistance at once; and a good deal more time elapses before many of those whose places of business are near one end of the line change their homes so as to live near the other end. Again, when petroleum first became plentiful few people were ready to use it freely; gradually petroleum and petroleum lamps have become familiar to all classes of society: too much influence would therefore be attributed to the fall in price which has occurred since then, if it were credited with all the increase of consumption.

Another difficulty of the same kind arises from the fact that there are many purchases which can easily be put off for a short time, but not for a long time. This is often the case with regard to clothes and other things which are worn out gradually, and which can be made to serve a little longer than usual under the pressure of high prices. For instance, at the beginning of the cotton famine the recorded consumption of cotton in England was very small. This was partly because retail dealers reduced their stock, but chiefly because people generally made shift to do as long as they could without buying new cotton goods. In 1864 however many found themselves unable to wait longer; and a good deal more cotton was entered for home consumption in that year, though the price was then much higher, than in either of the preceding years. For commodities of this kind then a sudden scarcity does not immediately raise the price fully up to the level, which properly corresponds to the reduced supply. Similarly after the great commercial depression in the United States in 1873 it was noticed that the boot trade revived before the general clothing trade; because there is a great deal of

reserve wear in the coats and hats that are thrown aside in prosperous times as worn out, but not so much in the boots.

7. The above difficulties are fundamental: but there are others which do not lie deeper than the more or less inevitable faults of our statistical returns.

We desire to obtain, if possible, a series of prices at which different amounts of a commodity can find purchasers during a given time in a market. A perfect market is a district, small or large, in which there are many buyers and many sellers all so keenly on the alert and so well acquainted with one another's affairs that the price of a commodity is always practically the same for the whole of the district. But independently of the fact that those who buy for their own consumption, and not for the purposes of trade, are not always on the look out for every change in the market, there is no means of ascertaining exactly what prices are paid in many transactions. Again, the geographical limits of a market are seldom clearly drawn, except when they are marked out by the sea or by custom-house barriers; and no country has accurate statistics of commodities produced in it for home consumption.

Again, there is generally some ambiguity even in such statistics as are to be had. They commonly show goods as entered for consumption as soon as they pass into the hands of dealers; and consequently an increase of dealers' stocks cannot easily be distinguished from an increase of consumption. But the two are governed by different causes. A rise of prices tends to check consumption; but if the rise is expected to continue, it will probably, as has already been noticed, lead dealers to increase their stocks.(10*)

Next it is difficult to insure that the commodities referred to are always of the same quality. After a dry summer what wheat there is, is exceptionally good; and the prices for the next harvest year appear to be higher than they really are. It is

possible to make allowance for this, particularly now that dry Californian wheat affords a standard. But it is almost impossible to allow properly for the changes in quality of many kinds of manufactured goods. This difficulty occurs even in the case of such a thing as tea: the substitution in recent years of the stronger Indian tea for the weaker Chinese tea has made the real increase of consumption greater than that which is shown by the statistics.

NOTE ON STATISTICS OF CONSUMPTION

8. General Statistics of consumption are published by many Governments with regard to certain classes of commodities. But partly for the reasons just indicated they are of very little service in helping us to trace either a causal connection between variations in prices and variations in the amounts which people will buy, or in the distribution of different kinds of consumption among the different classes of the community.

As regards the first of these objects, viz. the discovery of the laws connecting variations in consumption consequent on variations in price, there seems much to be gained by working out a hint given by Jevons (Theory, pp. 11, 12) with regard to shopkeepers' books. A shopkeeper, or the manager of a co-operative store, in the working man's quarter of a manufacturing town has often the means of ascertaining with tolerable accuracy the financial position of the great body of his customers. He can find out how many factories are at work, and for how many hours in the week, and he can hear about all the important changes in the rate of wages: in fact he makes it his business to do so. And as a rule his customers are quick in finding out changes in the price of things which they commonly use. He will therefore often find cases in which an increased consumption of a commodity is brought about by a fall in its

price, the cause acting quickly, and acting alone without any admixture of disturbing causes. Even where disturbing causes are present, he will often be able to allow for their influence. For instance, he will know that as the winter comes on, the prices of butter and vegetables rise; but the cold weather makes people desire butter more and vegetables less than before: and therefore when the prices of both vegetables and butter rise towards the winter, he will expect a greater falling off of consumption in the case of vegetables than should properly be attributed to the rise in price taken alone, but a less falling off in the case of butter. If however in two neighbouring winters his customers have been about equally numerous, and in receipt of about the same rate of wages; and if in the one the price of butter was a good deal higher than in the other, then a comparison of his books for the two winters will afford a very accurate indication of the influence of changes in price on consumption. Shopkeepers who supply other classes of society must occasionally be in a position to furnish similar facts relating to the consumption of their customers.

If a sufficient number of tables of demand by different sections of society could be obtained, they would afford the means of estimating indirectly the variations in total demand that would result from extreme variations in price, and thus attaining an end which is inaccessible by any other route. For, as a general rule, the price of a commodity fluctuates within but narrow limits; and therefore statistics afford us no direct means of guessing what the consumption of it would be, if its price were either fivefold or a fifth part of what it actually is. But we know that its consumption would be confined almost entirely to the rich if its price were very high; and that, if its price were very low, the great body of its consumption would in most cases be among the working classes. If then the present price is very high relatively to the middle or to the working classes, we may

be able to infer from the laws of their demand at the present prices what would be the demand of the rich if the price were so raised so as to be very high relatively even to their means. On the other hand, if the present price is moderate relatively to the means of the rich, we may be able to infer from their demand what would be the demand of the working classes if the price were to fall to a level which is moderate relatively to their means. It is only by thus piecing together fragmentary laws of demand that we can hope to get any approach to an accurate law relating to widely different prices. (That is to say, the general demand curve for a commodity cannot be drawn with confidence except in the immediate neighbourhood of the current price, until we are able to piece it together out of the fragmentary demand curves of different classes of society. Compare the second section of this Chapter.

When some progress has been made in reducing to definite law the demand for commodities that are destined for immediate consumption, then, but not till then, will there be use in attempting a similar task with regard to those secondary demands which are dependent on these -the demands namely for the labour of artisans and others who take part in the production of things for sale; and again the demand for machines, factories, railway material and other instruments of production. The demand for the work of medical men, of domestic servants and of all those whose services are rendered direct to the consumer is similar in character to the demand for commodities for immediate consumption, and its laws may be investigated in the same manner.

It is a very important, but also difficult task to ascertain the proportions in which the different classes of society distribute their expenditure between necessities, comforts and luxuries; between things that provide only present pleasure, and those that build up stores of physical and moral strength; and lastly between those which gratify the lower wants and those

which stimulate and educate the higher wants. Several endeavours have been made in this direction on the Continent during the last fifty years; and latterly the subject has been investigated with increasing vigour not only there but also in America and in England. (11*)

NOTES:

1. We may say that the elasticity of demand is one, if a small fall in price will cause an equal proportionate increase in the amount demanded: or as we may say roughly, if a fall of one per cent. in price will increase the sales by one per cent; that it is two or a half, if a fall of one per cent in price makes an increase of two or one half per cent respectively in the amount demanded; and so on. (This statement is rough; because 98 does not bear exactly the same proportion to 100 that 100 does to 102.) The elasticity of demand can be best traced in the demand curve with the aid of the following rule. Let a straight line touching the curve at any point P meet Ox in T and Oy in t, then the measure of the elasticity at the point P is the ratio of PT to Pt.

If PT were twice Pt, a fall of 1 per cent in price would cause an increase of 2 per cent, in the amount demanded; the elasticity of demand would be two. If PT were one-third of Pt, a fall of 1 per cent in price would cause an increase of $\frac{1}{3}$ per cent. in the amount demanded; the elasticity of demand would be one-third; and so on. Another way of looking at the same result is this: the elasticity at the point P is measured by the ratio of PT to Pt, that is of MT to MO (PM being drawn perpendicular to Om); and therefore the elasticity is equal to one when the angle TPM is equal to the angle OPM; and it always increases when the angle TPM increases relatively to the angle OPM, and vice versa. See Note III in the Mathematical Appendix.

2. Let us illustrate by the case of the demand for, say, green peas in a town in which all vegetables are bought and sold in one market. Early in the season perhaps 100 lb. a day will be brought to market and sold at 1s. per lb., later on 500 lb. will be brought and sold at 6d., later on 1,000 lb. at 4d., later still 5,000 at 2d., and later still 10,000 at 1 1/2d. Thus demand is represented in fig. (4), an inch along Ox representing 5,000 lb. and an inch along Oy representing 10d. Then a curve through p1, p2, ..., p5, found as shown above, will be the total demand curve. But this total demand will be made up of the demands of the rich, the middle class and the poor. The amounts that they will severally demand may perhaps be represented by the following schedules: --

At price in	Number of lbs. bought by			
pence per lb.	rich	middle class	poor	Total
12	100	0	0	100
6	300	200	0	500
4	500	400	100	1,000
2	800	2,500	1,700	5,000
1 1/2	1,000	4,000	5,000	10,000

These schedules are translated into curves figs. (5), (6), (7), showing the demands of the rich, the middle class and the poor represented on the same scale as fig. (4). Thus for instance AH, BK and CL each represents a price of 2d. and is .2 inches in length; OH = .16 in. representing 800 lb., OK = .5 in. representing 2,500 lb. and OL = .34 in. representing 1,700 lb., while OH + OK + OL = 1 inch, i.e. = Om4 in fig. (4) as they should do. This may serve as an example of the way in which several partial demand curves, drawn to the same scale, can be

superimposed horizontally on one another to make the total demand curve representing the aggregate of the partial demands.

3. We must however remember that the character of the demand schedule for any commodity depends in a great measure on whether the prices of its rivals are taken to be fixed or to alter with it. If we separated the demand for beef from that for mutton, and supposed the price of mutton to be held fixed while that for beef was raised, then the demand for beef would become extremely elastic. For any slight fall in the price of beef would cause it to be used largely in the place of mutton and thus lead to a very great increase of its consumption: while on the other hand even a small rise in price would cause many people to eat mutton to the almost entire exclusion of beef. But the demand schedule for all kinds of fresh meat taken together, their prices being supposed to retain always about the same relation to one another, and to be not very different from those now prevailing in England, shows only a moderate elasticity. And similar remarks apply to beet-root and cane-sugar. Compare the note on p. 100.

4. See above ch. II, sec. 1. In April 1894, for instance, six plovers' eggs, the first of the season, were sold in London at 10s. 6d each. The following day there were more, and the price fell to 5s.; the next day to 3s. each; and a week later to 4d.

5. This estimate is commonly attributed to Gregory King. Its bearing on the law of demand is admirably discussed by Lord Lauderdale (*Inquiry*, pp. 51-3). It is represented in fig. (8) by the curve DD', the point A corresponding to the ordinary price. If we take account of the fact that where the price of wheat is very low, it may be used, as it was for instance in 1834, for feeding cattle and sheep and pigs and for brewing and distilling, the lower part of the curve would take a shape somewhat like that

of the dotted line in the figure. And if we assume that when the price is very high, cheaper substitutes can be got for it, the upper part of the curve would take a shape similar to that of the upper dotted line.

6. *Chronicon Preciosum* (A.D. 1745) says that the price of wheat in London was as low as 2s. a quarter in 1336: and that at Leicester it sold at 40s. on a Saturday, and at 14s. on the following Friday.

7. Thus the general demand of any one person for such a thing as water is the aggregate (or compound, see V, VI, 3) of his demand for it for each use; in the same way as the demand of a group of people of different orders of wealth for a commodity, which is serviceable in only one use, is the aggregate of the demands of each member of the group. Again, just as the demand of the rich for peas is considerable even at a very high price, but loses all elasticity at a price that is still high relatively to the consumption of the poor; so the demand of the individual for water to drink is considerable even at a very high price, but loses all elasticity at a price that is still high relatively to his demand for it for the purpose of cleaning up the house. And as the aggregate of a number of demands on the part of different classes of people for peas retains elasticity over a larger range of price than will that of any one individual, so the demand of an individual for water for many uses retains elasticity over a larger range of prices than his demand for it for any one use. Compare an article by J.B. Clark on A Universal Law of Economic Variation in the *Harvard Journal of Economics*, Vol. VIII.

8. When a statistical table shows the gradual growth of the consumption of a commodity over a long series of years, we may want to compare the percentage by which it increases in different

years. This can be done pretty easily with a little practice. But when the figures are expressed in the form of a statistical diagram, it cannot easily be done, without translating the diagram back into figures; and this is a cause of the disfavour in which many statisticians hold the graphic method. But by the knowledge of one simple rule the balance can be turned, so far as this point goes, in favour of the graphic method. The rule is as follows: - Let the quantity of a commodity consumed (or of trade carried, or of tax levied etc.) be measured by horizontal lines parallel to Ox, fig. (9), while the corresponding years are in the usual manner ticked off in descending order at equal distances along Oy. To measure the rate of growth at any point P, put a ruler to touch the curve at P. Let it meet Oy in t, and let N be the point on Oy at the same vertical height as P: then the number of years marked off along Oy by the distance Nt is the inverse of the fraction by which the amount is increasing annually. That is, if Nt is 20 years, the amount is increasing at the rate of $1/20$, i.e. of 5 per cent, annually. if Nt is 25 years, the increase is $1/25$ or 4 per cent annually; and so on. See a paper by the present writer in the Jubilee number of the Journal of the London Statistical Society, June 1885; also Note IV in the Mathematical Appendix.

9. For illustrations of the influence of fashion see articles by Miss Foley in the Economic Journal, Vol. III, and Miss Heather Bigg in the Nineteenth Century, Vol. XXIII.

10. In examining the effects of taxation, it is customary to compare the amounts entered for consumption just before and just after the imposition of the tax. But this is untrustworthy. For dealers anticipating the tax lay in large stocks just before it is imposed, and need to buy very little for some time afterwards. And vice versa when a tax is lowered. Again, high taxes lead to

false returns. For instance, the nominal importation of molasses into Boston increased fifty-fold in consequence of the tax being lowered by the Rockingham Ministry in 1766, from 6d. to 1d. per gallon. But this was chiefly due to the fact that with the tax at 1d., it was cheaper to pay the duty than to smuggle.

11. A single table made out by the great statistician Engel for the consumption of the lower, middle and working classes in Saxony in 1857, may be quoted here; because it has acted as a guide and a standard of comparison to later inquiries. It is as follows:

Proportions of the Expenditure of the Family of:

Items of Expenditure	I.	II	III
1. Food only	62.0%	25.0%	50.0%
2. Clothing	16.0	18.0	18.0
3. Lodging	12.0	12.0	12.0
4. Light and Fuel	5.0	5.0	5.0
5. Education	2.0	3.8	5.5
6. Legal Protection	1.0	2.0	3.0
7. Care of Health	1.0	2.0	3.0
8. Comfort and recreation	1.0	2.5	3.5
TOTALS	100.0	100.0	100.0

I. Workmen with an income of 45 l. to 60 l. a Year.

II. Workmen with an income of 90 l. to 120 l. a Year.

III. Workmen with an income of 150 l. to 200 l. a Year.

Working men's budgets have often been collected and compared. But like all other figures of the kind they suffer from the facts that those who will take the trouble to make such returns voluntarily are not average men, that those who keep careful

accounts are not average men; and that when accounts have to be supplemented by the memory, the memory is apt to be biassed by notions as to how the money ought to have been spent, especially when the accounts are put together specially for another's eye. This border-ground between the provinces of domestic and public economy is one in which excellent work may be done by many who are disinclined for more general and abstract speculations.

Information bearing on the subject was collected long ago by Harrison, Petty, Cantillon (whose lost Supplement seems to have contained some workmen's budgets), Arthur Young, Malthus and others. Working-men's budgets were collected by Eden at the end of the last century; and there is much miscellaneous information on the expenditure of the working classes in subsequent Reports of Commissions on Poor-relief, Factories, etc. Indeed almost every year sees some important addition from public or private sources to our information on these subjects.

It may be noted that the method of le Play's monumental *Les Ouvriers Europeens* is the intensive study of all the details of the domestic life of a few carefully chosen families. To work it well requires a rare combination of judgment in selecting cases, and of insight and sympathy in interpreting them. At its best, it is the best of all: but in ordinary hands it is likely to suggest more untrustworthy general conclusions, than those obtained by the extensive method of collecting more rapidly very numerous observations, reducing them as far as possible to statistical form, and obtaining broad averages in which inaccuracies and idiosyncrasies may be trusted to counteract one another to some extent.

Chapter 5

Choice between Different Uses of the Same Thing. Immediate and

Deferred Uses.

1. The primitive housewife finding that she has a limited number of hanks of yarn from the year's shearing, considers all the domestic wants for clothing and tries to distribute the yarn between them in such a way as to contribute as much as possible to the family wellbeing. She will think she has failed if, when it is done, she has reason to regret that she did not apply more to making, say, socks, and less to vests. That would mean that she had miscalculated the points at which to suspend the making of socks and vests respectively; that she had gone too far in the case of vests, and not far enough in that of socks; and that therefore at the points at which she actually did stop, the utility of yarn turned into socks was greater than that of yarn turned into vests. But if, on the other hand, she hit on the right points to stop at, then she made just so many socks and vests that she got an equal amount of good out of the last bundle of yarn that she applied to socks, and the last she applied to vests. This illustrates a general principle, which may be expressed thus: --

If a person has a thing which he can put to several uses, he will distribute it among these uses in such a way that it has the same marginal utility in all. For if it had a greater marginal utility in one use than another, he would gain by taking away some of it from the second use and applying it to the first.(1*)

One great disadvantage of a primitive economy, in which there is but little free exchange, is that a person may easily have so much of one thing, say wool, that when he has applied it to every possible use, its marginal utility in each use is low: and at the same time he may have so little of some other thing, say wood, that its marginal utility for him is very high. Meanwhile some of his neighbours may be in great need of wool, and have more wood than they can turn to good account. If each gives up that which

has for him the lower utility and receives that which has the higher, each will gain by the exchange. But to make such an adjustment by barter, would be tedious and difficult.

The difficulty of barter is indeed not so very great where there are but a few simple commodities each capable of being adapted by domestic work to several uses; the weaving wife and the spinster daughters adjusting rightly the marginal utilities of the different uses of the wool, while the husband and the sons do the same for the wood.

2. But when commodities have become very numerous and highly specialized, there is an urgent need for the free use of money, or general purchasing power; for that alone can be applied easily in an unlimited variety of purchases. And in a money-economy, good management is shown by so adjusting the margins of suspense on each line of expenditure that the marginal utility of a shilling's worth of goods on each line shall be the same. And this result each one will attain by constantly watching to see whether there is anything on which he is spending so much that he would gain by taking a little away from that line of expenditure and putting it on some other line.

Thus, for instance, the clerk who is in doubt whether to ride to town, or to walk and have some little extra indulgence at his lunch, is weighing against one another the (marginal) utilities of two different modes of spending his money. And when an experienced housekeeper urges on a young couple the importance of keeping accounts carefully., a chief motive of the advice is that they may avoid spending impulsively a great deal of money on furniture and other things; for, though some quantity of these is really needful, yet when bought lavishly they do not give high (marginal) utilities in proportion to their cost. And when the young pair look over their year's budget at the end of the year, and find perhaps that it is necessary to curtail their expenditure somewhere, they compare the (marginal) utilities of

different items, weighing the loss of utility that would result from taking away a pound's expenditure here, with that which they would lose by taking it away there: they strive to adjust their parings down so that the aggregate loss of utility may be a minimum, and the aggregate of utility that remains to them may be a maximum. (2*)

3. The different uses between which a commodity is distributed need not all be present uses; some may be present and some future. A prudent person will endeavour to distribute his means between all their several uses, present and future, in such a way that they will have in each the same marginal utility. But in estimating the present marginal utility of a distant source of pleasure a twofold allowance must be made; firstly, for its uncertainty (this is an objective property which all well-informed persons would estimate in the same way); and secondly, for the difference in the value to them of a distant as compared with a present pleasure (this is a subjective property which different people would estimate in different ways according to their individual characters, and their circumstances at the time).

If people regarded future benefits as equally desirable with similar benefits at the present time, they would probably endeavour to distribute their pleasures and other satisfactions evenly throughout their lives. They would therefore generally be willing to give up a present pleasure for the sake of an equal pleasure in the future, provided they could be certain of having it. But in fact human nature is so constituted that in estimating the "present value" of a future benefit most people generally make a second deduction from its future value, in the form of what we may call a "discount," that increases with the period for which the benefit is deferred. One will reckon a distant benefit at nearly the same value which it would have for him if it were present; while another who has less power of realizing the

future, less patience and self-control, will care comparatively little for any benefit that is not near at hand. And the same person will vary in his mood, being at one time impatient, and greedy for present enjoyment; while at another his mind dwells on the future, and he is willing to postpone all enjoyments that can conveniently be made to wait. Sometimes he is in a mood to care little for anything else: sometimes he is like the children who pick the plums out of their pudding to eat them at once, sometimes like those who put them aside to be eaten last. And, in any case, when calculating the rate at which a future benefit is discounted, we must be careful to make allowance for the pleasures of expectation.

The rates at which different people discount the future affect not only their tendency to save, as the term is ordinarily understood, but also their tendency to buy things which will be a lasting source of pleasure rather than those which give a stronger but more transient enjoyment; to buy a new coat rather than to indulge in a drinking bout, or to choose simple furniture that will wear well, rather than showy furniture that will soon fall to pieces.

It is in regard to these things especially that the pleasure of possession makes itself felt. Many people derive from the mere feeling of ownership a stronger satisfaction than they derive from ordinary pleasures in the narrower sense of the term: for example, the delight in the possession of land will often induce people to pay for it so high a price that it yields them but a very poor return on their investment. There is a delight in ownership for its own sake; and there is a delight in ownership on account of the distinction it yields. Sometimes the latter is stronger than the former, sometimes weaker; and perhaps no one knows himself or other people well enough to be able to draw the line quite certainly between the two.

4. As has already been urged, we cannot compare the

quantities of two benefits, which are enjoyed at different times even by the same person. When a person postpones a pleasure-giving event he does not postpone the pleasure; but he gives up a present pleasure and takes in its place another, or an expectation of getting another at a future date: and we cannot tell whether he expects the future pleasure to be greater than the one which he is giving up, unless we know all the circumstances of the case. And therefore, even though we know the rate at which he discounts future pleasurable events, such as spending £1 on immediate gratifications, we yet do not know the rate at which he discounts future pleasures.(3*)

We can however get an artificial measure of the rate at which he discounts future benefits by making two assumptions. These are, firstly, that he expects to be about as rich at the future date as he is now; and secondly, that his capacity for deriving benefit from the things which money will buy will on the whole remain unchanged, though it may have increased in some directions and diminished in others. On these assumptions, if he is willing, but only just willing, to spare a pound from his expenditure now with the certainty of having (for the disposal of himself or his heirs) a guinea one year hence, we may fairly say that he discounts future benefits that are perfectly secure (subject only to the conditions of human mortality) at the rate of five per cent per annum. And on these assumptions the rate at which he discounts future (certain) benefits, will be the rate at which he can discount money in the money market.(4*)

So far we have considered each pleasure singly; but a great many of the things which people buy are durable, i.e. are not consumed in a single use; a durable good, such as a piano, is the probable source of many pleasures, more or less remote; and its value to a purchaser is the aggregate of the usance, or worth to him of all these pleasures, allowance being made for their uncertainty and for their distance.(5*)

NOTES:

1. Our illustration belongs indeed properly to domestic production rather than to domestic consumption. But that was almost inevitable; for there are very few things ready for immediate consumption which are available for many different uses. And the doctrine of the distribution of means between different uses has less important and less interesting applications in the science of demand than in that of supply. See e.g. V, III, sec. 3.

2. The working-class budgets which were mentioned in Ch. IV, sec. 8 may render most important services in helping people to distribute their resources wisely between different uses, so that the marginal utility for each purpose shall be the same. But the vital problems of domestic economy relate as much to wise action as to wise spending. The English and the American housewife make limited means go a less way towards satisfying wants than the French housewife does, not because they do not know how to buy, but because they cannot produce as good finished commodities out of the raw material of inexpensive joints, vegetables etc., as she can. Domestic economy is often spoken of as belonging to the science of consumption: but that is only half true. The greatest faults in domestic economy, among the sober portion of the Anglo-Saxon working classes at all events, are faults of production rather than of consumption.

3. In classifying some pleasures as more urgent than others, it is often forgotten that the postponement of a pleasurable event may alter the circumstances under which it occurs, and therefore alter the character of the pleasure itself. For instance it may be said that a young man discounts at a very high rate the

pleasure of the Alpine tours which he hopes to be able to afford himself when he has made his fortune. He would much rather have them now, partly because they would give him much greater pleasure now.

Again, it may happen that the postponement of a pleasurable event involves an unequal distribution in Time of a certain good, and that the Law of Diminution of Marginal Utility acts strongly in the case of this particular good. For instance, it is sometimes said that the pleasures of eating are specially urgent; and it is undoubtedly true that if a man goes dinnerless for six days in the week and eats seven dinners on the seventh, he loses very much; because when postponing six dinners, he does not postpone the pleasures of eating six separate dinners, but substitutes for them the pleasure of one day's excessive eating. Again, when a person puts away eggs for the winter he does not expect that they will be better flavoured then than now; he expects that they will be scarce, and that therefore their utility will be higher than now. This shows the importance of drawing a clear distinction between discounting a future pleasure, and discounting the pleasure derived from the future enjoyment of a certain amount of a commodity. For in the latter case we must make separate allowance for differences between the marginal utilities of the commodity at the two times: but in the former this has been allowed for once in estimating the amount of the pleasure; and it must not be allowed for again.

4. It is important to remember that, except on these assumptions there is no direct connection between the rate of discount on the loan of money, and the rate at which future pleasures are discounted. A man may be so impatient of delay that a certain promise of a pleasure ten years hence will not induce him to give up one close at hand which he regards as a quarter as great. And yet if he should fear that ten years hence money may be so scarce

with him (and its marginal utility therefore so high) that half-a-crown then may give him more pleasure or save him more pain than a pound now, he will save something for the future even though he have to hoard it, on the same principle that he might store eggs for the winter. But we are here straying into questions that are more closely connected with Supply than with Demand. We shall have to consider them again from different points of view in connection with the Accumulation of Wealth, and later again in connection with the causes that determine the Rate of Interest.

We may however consider here how to measure numerically the present value of a future pleasure, on the supposition that we know, (i) its amount, (ii) the date at which it will come, if it comes at all, (iii) the chance that it will come, and (iv) the rate at which the person in question discounts future pleasures.

If the probability that a pleasure will be enjoyed is three to one, so that three chances out of four are in its favour, the value of its expectation is three-fourths of what it would be if it were certain: if the probability that it will be enjoyed were only seven to five, so that only seven chances out of twelve are in its favour, the value of its expectation is only seven twelfths of what it would be if the event were certain, and so on. [This is its actuarial value: but further allowance may have to be made for the fact that the true value to anyone of an uncertain gain is generally less than its actuarial value (see the note on p. 135).] If the anticipated pleasure is both uncertain and distant, we have a twofold deduction to make from its full value. We will suppose, for instance, that a person would give 10s. for a gratification if it were present and certain, but that it is due a year hence, and the probability of its happening then is three to one. Suppose also that he discounts the future at the rate of twenty per cent per annum. Then the value to him of the anticipation of it is $\frac{3}{4} \times \frac{80}{100} \times$

10s. i.e. 6s. Compare the Introductory chapter of Jevons, *Theory of Practical Economy*.

5. Of course this estimate is formed by a rough instinct; and in any attempt to reduce it to numerical accuracy (see Note V in the Mathematical Appendix), we must recollect what has been said, in this and the preceding Section, as to the impossibility of comparing accurately pleasures or other satisfactions that do not occur at the same time; and also as to the assumption of uniformity involved in supposing the discount of future pleasures to obey the exponential law.

Chapter 6

Value and Utility

1. We may now turn to consider how far the price which is actually paid for a thing represents the benefit that arises from its possession. This is a wide subject on which economic science has very little to say, but that little is of some importance.

We have already seen that the price which a person pays for a thing can never exceed, and seldom comes up to that which he would be willing to pay rather than go without it: so that the satisfaction which he gets from its purchase generally exceeds that which he gives up in paying away its price; and he thus derives from the purchase a surplus of satisfaction. The excess of the price which he would be willing to pay rather than go without the thing, over that which he actually does pay, is the economic measure of this surplus satisfaction. It may be called consumer's surplus.

It is obvious that the consumer's surpluses derived from some commodities are much greater than from others. There are many comforts and luxuries of which the prices are very much below those which many people would pay rather than go entirely without

them; and which therefore afford a very great consumer's surplus. Good instances are matches, salt, a penny newspaper, or a postage-stamp.

This benefit, which he gets from purchasing at a low price things for which he would rather pay a high price than go without them, may be called the benefit which he derives from his opportunities, or from his environment. or, to recur to a word that was in common use a few generations ago, from his conjuncture. Our aim in the present chapter is to apply the notion of consumer's surplus as an aid in estimating roughly some of the benefits which a person derives from his environment or his conjuncture.(1*)

2. In order to give definiteness to our notions, let us consider the case of tea purchased for domestic consumption. Let us take the case of a man, who, if the price of tea were 20s. a pound, would just be induced to buy one pound annually; who would just be induced to buy two pounds if the price were 14s., three pounds if the price were 10s., four pounds if the price were 6s., five pounds if the price were 4s., six pounds if the price were 3s., and who, the price being actually 2s., does purchase seven pounds. We have to investigate the consumer's surplus which he derives from his power of purchasing tea at 2s. a pound.

The fact that he would just be induced to purchase one pound if the price were 20s., proves that the total enjoyment or satisfaction which he derives from that pound is as great as that which he could obtain by spending 20s. on other things. When the price falls to 14s., he could, if he chose, continue to buy only one pound. He would then get for 14s. what was worth to him at least 20s.; and he will obtain a surplus satisfaction worth to him at least 6s., or in other words a consumer's surplus of at least 6s. But in fact he buys a second pound of his own free choice, thus showing that he regards it as worth to him at least 14s., and that this represents the additional utility of the

second pound to him. He obtains for 28s. what is worth to him at least 20s. + 14s.; i.e. 34s. His surplus satisfaction is at all events not diminished by buying it, but remains worth at least 6s. to him. The total utility of the two pounds is worth at least 34s., his consumer's surplus is at least 6s.(2*) The fact that each additional purchase reacts upon the utility of the purchases which he had previously decided to make has already been allowed for in making out the schedule and must not be counted a second time.

When the price falls to 10s., he might, if he chose, continue to buy only two pounds; and obtain for 20s. what was worth to him at least 34s., and derive a surplus satisfaction worth at least 14s. But in fact he prefers to buy a third pound: and as he does this freely, we know that he does not diminish his surplus satisfaction by doing it. He now gets for 30s. three pounds; of which the first is worth to him at least 20s., the second at least 14s., and the third at least 10s. The total utility of the three is worth at least 44s., his consumer's surplus is at least 14s., and so on.

When at last the price has fallen to 2s. he buys seven pounds, which are severally worth to him not less than 20, 14, 10, 6, 4, 3, and 2s. or 59s. in all. This sum measures their total utility to him, and his consumer's surplus is (at least) the excess of this sum over the 14s. he actually does pay for them, i.e. 45s. This is the excess value of the satisfaction he gets from buying the tea over that which he could have got by spending the 14s. in extending a little his purchase of other commodities, of which he had just not thought it worth while to buy more at their current prices; and any further purchases of which at those prices would not yield him any consumer's surplus. In other words, he derives this 45s. worth of surplus enjoyment from his conjuncture, from the adaptation of the environment to his wants in the particular matter of tea. If that adaptation

ceased, and tea could not be had at any price, he would have incurred a loss of satisfaction at least equal to that which he could have got by spending 45s. more on extra supplies of things that were worth to him only just what he paid for them.(3*)

3. In the same way if we were to neglect for the moment the fact that the same sum of money represents different amounts of pleasure to different people, we might measure the surplus satisfaction which the sale of tea affords, say, in the London market, by the aggregate of the sums by which the prices shown in a complete list of demand prices for tea exceeds its selling price.(4*)

This analysis, with its new names and elaborate machinery, appears at first sight laboured and unreal. On closer study it will be found to introduce no new difficulties and to make no new assumptions; but only to bring to light difficulties and assumptions that are latent in the common language of the market-place. For in this, as in other cases, the apparent simplicity of popular phrases veils a real complexity, and it is the duty of science to bring out that latent complexity; to face it; and to reduce it as far as possible: so that in later stages we may handle firmly difficulties that could not be grasped with a good grip by the vague thought and language of ordinary life.

It is a common saying in ordinary life that the real worth of things to a man is not gauged by the price he pays for them: that, though he spends for instance much more on tea than on salt, yet salt is of greater real worth to him; and that this would be clearly seen if he were entirely deprived of it. This line of argument is but thrown into precise technical form when it is said that we cannot trust the marginal utility of a commodity to indicate its total utility. If some shipwrecked men, expecting to wait a year before they were rescued, had a few pounds of tea and the same number of pounds of salt to divide between them, the salt would be the more highly prized; because

the marginal utility of an ounce of salt, when a person expects to get only a few of them in the year is greater than that of tea under like circumstances. But, under ordinary circumstances, the price of salt being low, every one buys so much of it that an additional pound would bring him little additional satisfaction: the total utility of salt to him is very great indeed, and yet its marginal utility is low. On the other hand, since tea is costly, most people use less of it and let the water stay on it rather longer than they would, if it could be got at nearly as low a price as salt can. Their desire for it is far from being satiated: its marginal utility remains high, and they may be willing to pay as much for an additional ounce of it as they would for an additional pound of salt. The common saying of ordinary life with which we began suggests all this: but not in an exact and definite form, such as is needed for a statement which will often be applied in later work. The use of technical terms at starting adds nothing to knowledge: but it puts familiar knowledge in a firm compact shape, ready to serve as the basis for further study.(5*)

Or the real worth of a thing might be discussed with: reference not to a single person but to people in general; and thus it would naturally be assumed that a shilling's worth of gratification to one Englishman might be taken as equivalent with a shilling's worth to another, "to start with," and "until cause to the contrary were shown." But everyone would know that this was a reasonable course only on the supposition that the consumers of tea and those of salt belonged to the same classes of people; and included people of every variety of temperament.(6*)

This involves the consideration that a pound's worth of satisfaction to an ordinary poor man is a much greater thing than a pound's worth of satisfaction to an ordinary rich man: and if instead of comparing tea and salt, which are both used largely by

all classes, we compared either of them with champagne or pineapples, the correction to be made on this account would be more than important: it would change the whole character of the estimate. In earlier generations many statesmen, and even some economists, neglected to make adequate allowance for considerations of this class, especially when constructing schemes of taxation; and their words or deeds seemed to imply a want of sympathy with the sufferings of the poor; though more often they were due simply to want of thought.

On the whole however it happens that by far the greater number of the events with which economics deals, affect in about equal proportions all the different classes of society; so that if the money measures of the happiness caused by two events are equal, there is not in general any very great difference between the amounts of the happiness in the two cases. And it is on account of this fact that the exact measurement of the consumers' surplus in a market has already much theoretical interest, and may become of high practical importance.

It will be noted however that the demand prices of each commodity, on which our estimates of its total utility and consumers' surplus are based, assume that other things remain equal, while its price rises to scarcity value: and when the total utilities of two commodities which contribute to the same purpose are calculated on this plan, we cannot say that the total utility of the two together is equal to the sum of the total utilities of each separately.(7*)

4. The substance of our argument would not be affected if we took account of the fact that, the more a person spends on anything the less power he retains of purchasing more of it or of other things, and the greater is the value of money to him (in the technical language every fresh expenditure increases the marginal value of money to him). But though its substance would not be altered, its form would be made more intricate without any

corresponding gain; for there are very few practical problems, in which the corrections to be made under this head would be of any importance.(8*)

There are however some exceptions. For instance, as Sir R. Giffen has pointed out, a rise in the price of bread makes so large a drain on the resources of the poorer labouring families and raises so much the marginal utility of money to them, that they are forced to curtail their consumption of meat and the more expensive farinaceous foods: and, bread being still the cheapest food which they can get and will take, they consume more, and not less of it. But such cases are rare; when they are met with, each must be treated on its own merits.

It has already been remarked that we cannot guess at all accurately how much of anything people would buy at prices very different from those which they are accustomed to pay for it: or in other words, what the demand prices for it would be for amounts very different from those which are commonly sold. Our list of demand prices is therefore highly conjectural except in the neighbourhood of the customary price; and the best estimates we can form of the whole amount of the utility of anything are liable to large error. But this difficulty is not important practically. For the chief applications of the doctrine of consumers' surplus are concerned with such changes in it as would accompany changes in the price of the commodity in question in the neighbourhood of the customary price: that is, they require us to use only that information with which we are fairly well supplied. These remarks apply with special force to necessities.(9*)

5. There remains another class of considerations which are apt to be overlooked in estimating the dependence of wellbeing upon material wealth. Not only does a person's happiness often depend more on his own physical, mental and moral health than on his external conditions: but even among these conditions many

that are of chief importance for his real happiness are apt to be omitted from an inventory of his wealth. Some are free gifts of nature; and these might indeed be neglected without great harm if they were always the same for everybody; but in fact they vary much from place to place. More of them however are elements of collective wealth which are often omitted from the reckoning of individual wealth; but which become important when we compare different parts of the modern civilized world, and even more important when we compare our own age with earlier times.

Collective action for the purposes of securing common wellbeing, as for instance in lighting and watering the streets, will occupy us much towards the end of our inquiries. Co-operative associations for the purchase of things for personal consumption have made more progress in England than elsewhere: but those for purchasing the things wanted for trade purposes by farmers and others, have until lately been backward in England. Both kinds are sometimes described as Consumers' associations; but they are really associations for economizing effort in certain branches of business, and belong to the subject of Production rather than Consumption.

6. When we speak of the dependence of wellbeing on material wealth, we refer to the flow or stream of wellbeing as measured by the flow or stream of incoming wealth and the consequent power of using and consuming it. A person's stock of wealth yields by its use and in other ways an income of happiness, among which of course are to be counted the pleasures of possession: but there is little direct connection between the aggregate amount of that stock and his aggregate happiness. And it is for that reason that we have throughout this and preceding chapters spoken of the rich, the middle classes and the poor as having respectively large, medium and small incomes - not possessions. (10*)

In accordance with a suggestion made by Daniel Bernoulli, we

may regard the satisfaction which a person derives from his income as commencing when he has enough to support life, and afterwards as increasing by equal amounts with every equal successive percentage that is added to his income; and vice versa for loss of income.(11*)

But after a time new riches often lose a great part of their charms. Partly this is the result of familiarity; which makes people cease to derive much pleasure from accustomed comforts and luxuries, though they suffer greater pain from their loss. Partly it is due to the fact that with increased riches there often comes either the weariness of age, or at least an increase of nervous strain; and perhaps even habits of living that lower physical vitality, and diminish the capacity for pleasure.

In every civilized country there have been some followers of the Buddhist doctrine that a placid serenity is the highest ideal of life; that it is the part of the wise man to root out of his nature as many wants and desires as he can; that real riches consist not in the abundance of goods but in the paucity of wants. At the other extreme are those who maintain that the growth of new wants and desires is always beneficial because it stimulates people to increased exertions. They seem to have made the mistake, as Herbert Spencer says, of supposing that life is for working, instead of working for life.(12*)

The truth seems to be that as human nature is constituted, man rapidly degenerates unless he has some hard work to do, some difficulties to overcome; and that some strenuous exertion is necessary for physical and moral health. The fulness of life lies in the development and activity of as many and as high faculties as possible. There is intense pleasure in the ardent pursuit of any aim, whether it be success in business, the advancement of art and science, or the improvement of the condition of one's fellow-beings. The highest constructive work of all kinds must often alternate between periods of over-strain and periods of

lassitude and stagnation; but for ordinary people, for those who have no strong ambitions, whether of a lower or a higher kind, a moderate income earned by moderate and fairly steady work offers the best opportunity for the growth of those habits of body, mind, and spirit in which alone there is true happiness.

There is some misuse of wealth in all ranks of society. And though, speaking generally, we may say that every increase in the wealth of the working classes adds to the fulness and nobility of human life because it is used chiefly in the satisfaction of real wants; yet even among the artisans in England, and perhaps still more in new countries, there are signs of the growth of that unwholesome desire for wealth as a means of display which has been the chief bane of the well-to-do classes in every civilized country. Laws against luxury have been futile; but it would be a gain if the moral sentiment of the community could induce people to avoid all sorts of display of individual wealth. There are indeed true and worthy pleasures to be got from wisely ordered magnificence: but they are at their best when free from any taint of personal vanity on the one side and envy on the other; as they are when they centre round public buildings, public parks, public collections of the fine arts, and public games and amusements. So long as wealth is applied to provide for every family the necessities of life and culture, and an abundance of the higher forms of enjoyment for collective use, so long the pursuit of wealth is a noble aim; and the pleasures which it brings are likely to increase with the growth of those higher activities which it is used to promote.

When the necessities of life are once provided, everyone should seek to increase the beauty of things in his possession rather than their number or their magnificence. An improvement in the artistic character of furniture and clothing trains the higher faculties of those who make them, and is a source of growing happiness to those who use them. But if instead of

seeking for a higher standard of beauty, we spend our growing resources on increasing the complexity and intricacy of our domestic goods, we gain thereby no true benefit, no lasting happiness. The world would go much better if everyone would buy fewer and simpler things, and would take trouble in selecting them for their real beauty; being careful of course to get good value in return for his outlay, but preferring to buy a few things made well by highly paid labour rather than many made badly by low paid labour.

But we are exceeding the proper scope of the present Book; the discussion of the influence on general wellbeing which is exerted by the mode in which each individual spends his income is one of the more important of those applications of economic science to the art of living.

NOTES:

1. This term is a familiar one in German economics, and meets a need which is much felt in English economics. For "opportunity" and "environment," the only available substitutes for it, are sometimes rather misleading. By Konjunktur, says Wagner (Grundlegung, Ed. III, p. 387), "we understand the sum total of the technical, economic, social and legal conditions; which, in a mode of national life (Volkswirtschaft) resting upon division of labour and private property, especially private property in land and other material means of production determine the demand for and supply of goods, and therefore their exchange value: this determination being as a rule, or at least in the main, independent of the will of the owner, of his activity and his remissness."

2. Some further explanations may be given of this statement; though in fact they do little more than repeat in other words

what has already been said. The significance of the condition in the text that he buys the second pound of his own free choice is shown by the consideration that if the price of 14s. had been offered to him on the condition that he took two pounds, he would then have to elect between taking one pound for 20s. or two pounds for 28s. : and then his taking two pounds would not have proved that he thought the second pound worth more than 8s. to him. But as it is, he takes a second pound paying 14s. unconditionally for it; and that proves that it is worth at least 14s. to him. (If he can get buns at a penny each, but seven for sixpence; and he elects to buy seven, we know that he is willing to give up his sixth penny for the sake of the sixth and the seventh buns: but we cannot tell how much he would pay rather than go without the seventh bun only.) It is sometimes objected that as he increases his purchases, the urgency of his need for his earlier purchases is diminished, and their utility falls; therefore we ought to continually redraw the earlier parts of our list of demand prices at a lower level, as we pass along it towards lower prices (i.e. to redraw at a lower level our demand curve as we pass along it to the right). But this misconceives the plan on which the list of prices is made out. The objection would have been valid, if the demand price set against each number of pounds of tea represented the average utility of that number. For it is true that, if he would pay just 20s. for one pound, and just 14s. for a second, then he would pay just 34s. for the two; i.e. 17s. each on the average. And if our list had had reference to the average prices he would pay, and had set 17s. against the second pound; then no doubt we should have had to redraw the list as we passed on. For when he has bought a third pound the average utility to him of each of the three will be less than that of 17s.; being in fact 14s. 8d. if, as we go on to assume, he would pay just 10s. for a third pound. But this difficulty is entirely avoided on the plan of making out demand

prices which is here adopted; according to which his second pound is credited, not with the 17s. which represents the average value per pound of the two pounds; but with the 14s., which represents the additional utility which a second pound has for him. For that remains unchanged when he has bought a third pound, of which the additional utility is measured by 10s.

The first pound was probably worth to him more than 20s. All that we know is that it was not worth less to him. He probably got some small surplus even on that. Again, the second pound was probably worth more than 14s. to him. All that we know is that it was worth at least 14s. and not worth 20s. to him. He would get therefore at this stage a surplus satisfaction of at least 6s., probably a little more. A ragged edge of this kind, as mathematicians are aware, always exists when we watch the effects of considerable changes, as that from 20s. to 14s. a pound. If we had begun with a very high price, had descended by practically infinitesimal changes of a farthing per pound, and watched infinitesimal variations in his consumption of a small fraction of a pound at a time, this ragged edge would have disappeared.

3. Prof. Nicholson (Principles of Political Economy, Vol. I and Economic Journal, Vol. IV) has raised objections to the notion of consumers' surplus, which have been answered by Prof. Edgeworth in the same Journal. Prof. Nicholson says: - "Of what avail is it to say that the utility of an income of (say) £100 a year is worth (say) £1000 a year?" There would be no avail in saying that. But there might be use, when comparing life in Central Africa with life in England, in saying that, though the things which money will buy in Central Africa may on the average be as cheap there as here, yet there are so many things which cannot be bought there at all, that a person with a thousand a year there is not so well off as a person with three or four hundred a year here. If a man pays 1d. toll on a bridge, which saves him an

additional drive that would cost a shilling, we do not say that the penny is worth a shilling, but that the penny together with the advantage offered him by the bridge (the part it plays in his conjuncture) is worth a shilling for that day. Were the bridge swept away on a day on which he needed it, he would be in at least as bad a position as if he had been deprived of eleven pence.

4. Let us then consider the demand curve DD' for tea in any large market. Let OH be the amount which is sold there at the price HA annually, a year being taken as our unit of time. Taking any point M in OH let us draw MP vertically upwards to meet the curve in P and cut a horizontal line through A in R . We will suppose the several lb. numbered in the order of the eagerness of the several purchasers : the eagerness of the purchaser of any lb. being measured by the price he is just willing to pay for that lb. The figure informs us that OM can be sold at the price PM ; but that at any higher price not quite so many lbs. can be sold. There must be then some individual who will buy more at the price PM , than he will at any higher price; and we are to regard the OM th lb. as sold to this individual. Suppose for instance that PM represents 4s., and that OM represents a million lbs. The purchaser described in the text is just willing to buy his fifth lb. of tea at the price 4s., and the OM th or millionth lb. may be said to be sold to him. If AH and therefore RM represent 2s., the consumers' surplus derived from the OM th lb. is the excess of PM or 4s. which the purchaser of that lb. would have been willing to pay for it over RM the 2s. which he actually does pay for it. Let us suppose that a very thin vertical parallelogram is drawn of which the height is PM and of which the base is the distance along Ox that measures the single unit or lb. of tea. It will be convenient henceforward to regard price as measured not by a mathematical straight line without thickness, as PM ; but by a

very thin parallelogram, or as it may be called a thick straight line, of which the breadth is in every case equal to the distance along Ox which measures a unit or lb. of tea. Thus we should say that the total satisfaction derived from the OM th lb. of tea is represented (or, on the assumption made in the last paragraph of the text is measured) by the thick straight line MP ; that the price paid for this lb. is represented by the thick straight line MR and the consumers' surplus derived from this lb. by the thick straight line RP . Now let us suppose that such thin parallelograms, or thick straight lines, are drawn from all positions of M between O and H , one for each lb. of tea. The thick straight lines thus drawn, as MP is, from Ox up to the demand curve will each represent the aggregate of the satisfaction derived from a lb. of tea; and taken together thus occupy and exactly fill up the whole area $DOHA$. Therefore we may say that the area $DOHA$ represents the aggregate of the satisfaction derived from the consumption of tea. Again, each of the straight lines drawn, as MR is, from Ox upwards as far as AC represents the price that actually is paid for a lb. of tea. These straight lines together make up the area $COHA$; and therefore this area represents the total price paid for tea. Finally each of the straight lines drawn as RP is from AC upwards as far as the demand curve, represents the consumers' surplus derived from the corresponding lb. of tea. These straight lines together make up the area DCA ; and therefore this area represents the total consumers' surplus that is derived from tea when the price is AH . But it must be repeated that this geometrical measurement is only an aggregate of the measures of benefits which are not all measured on the same scale except on the assumption just made in the text. Unless that assumption is made the area only represents an aggregate of satisfactions, the several amounts of which are not exactly measured. On that assumption only, its area measures the volume of the total net

satisfaction derived from the tea by its various purchasers.

5. Harris On Coins 1757, says "Things in general are valued, not according to their real uses in supplying the necessities of men; but rather in proportion to the land, labour and skill that are requisite to produce them. It is according to this proportion nearly, that things or commodities are exchanged one for another; and it is by the said scale, that the intrinsic values of most things are chiefly estimated. Water is of great use, and yet ordinarily of little or no value; because in most places, water flows spontaneously in such great plenty, as not to be withheld within the limits of private property; but all may have enough, without other expense than that of bringing or conducting it, when the case so requires. On the other hand, diamonds being very scarce, have upon that account a great value, though they are but little use."

6. There might conceivably be persons of high sensibility who would suffer specially from the want of either salt or tea: or who were generally sensitive, and would suffer more from the loss of a certain part of their income than others in the same station of life. But it would be assumed that such differences between individuals might be neglected, since we were considering in either case the average of large numbers of people; though of course it might be necessary to consider whether there were some special reason for believing, say, that those who laid most store by tea were a specially sensitive class of people. If it could, then a separate allowance for this would have to be made before applying the results of economic analysis to practical problems of ethics or politics.

7. Some ambiguous phrases in earlier editions appear to have suggested to some readers the opposite opinion. But the task of

adding together the total utilities of all commodities, so as to obtain the aggregate of the total utility of all wealth, is beyond the range of any but the most elaborate mathematical formulae. An attempt to treat it by them some years ago convinced the present writer that even if the task be theoretically feasible, the result would be encumbered by so many hypotheses as to be practically useless.

Attention has already (pp. 100, 105) been called to the fact that for some purposes such things as tea and coffee must be grouped together as one commodity: and it is obvious that, if tea were inaccessible, people would increase their consumption of coffee, and vice versa. The loss that people would suffer from being deprived both of tea and coffee would be greater than the sum of their losses from being deprived of either alone: and therefore the total utility of tea and coffee is greater than The sum of the total utility of tea calculated on the supposition that people can have recourse to coffee, and that of coffee calculated on a like supposition as to tea. This difficulty can be theoretically evaded by grouping the two "rival" commodities together under a common demand schedule. On the other hand, if we have calculated the total utility of fuel with reference to the fact that without it we could not obtain hot water to obtain the beverage tea from tea leaves, we should count something twice over if we added to that utility the total utility of tea leaves, reckoned on a similar plan. Again the total utility of agricultural produce includes that of ploughs; and the two may not be added together; though the total utility of ploughs may be discussed in connection with one problem, and that of wheat in connection with another. Other aspects of these two difficulties are examined in V, VI.

Prof. Patten has insisted on the latter of them in some able and suggestive writings. But his attempt to express the aggregate utility of all forms of wealth seems to overlook many

difficulties.

8. In mathematical language the neglected elements would generally belong to the second order of small quantities; and the legitimacy of the familiar scientific method by which they are neglected would have seemed beyond question, had not Prof. Nicholson challenged it. A short reply to him has been given by Prof. Edgeworth in the *Economic Journal* for March 1894; and a fuller reply by Prof. Barone in the *Giornale degli Economisti* for Sept. 1894; of which some account is given by Mr Sanger in the *Economic Journal* for March 1895.

As is indicated in Note VI in the Mathematical Appendix, formal account could be taken of changes in the marginal utility of money, if it were desired to do so. If we attempted to add together the total utilities of all commodities, we should be bound to do so: that task is however impracticable.

9. The notion of consumers' surplus may help us a little now; and, when our statistical knowledge is further advanced, it may help us a great deal to decide how much injury would be done to the public by an additional tax of 6d. a pound on tea, or by an addition of ten per cent. to the freight charges of a railway: and the value of the notion is but little diminished by the fact that it would not help us much to estimate the loss that would be caused by a tax of 30s. a pound on tea, or a tenfold rise in freight charges.

Reverting to our last diagram, we may express this by saying that, if A is the point on the curve corresponding to the amount that is wont to be sold in the market, data can be obtained sufficient for drawing the curve with tolerable correctness for some distance on either side of A; though the curve can seldom be drawn with any approach to accuracy right up to D. But this is practically unimportant, because in the chief practical

applications of the theory of value we should seldom make any use of a knowledge of the whole shape of the demand curve if we had it. We need just what we can get, that is, a fairly correct knowledge of its shape in the neighbourhood of A. We seldom require to ascertain the total area DCA; it is sufficient for most of our purposes to know the changes in this area that would be occasioned by moving A through small distances along the curve in either direction. Nevertheless it will save trouble to assume provisionally, as in pure theory we are at liberty to do, that the curve is completely drawn.

There is however a special difficulty in estimating the whole of the utility of commodities some supply of which is necessary for life. If any attempt is made to do it, the best plan is perhaps to take that necessary supply for granted, and estimate the total utility only of that part of the commodity which is in excess of this amount. But we must recollect that the desire for anything is much dependent on the difficulty of getting substitutes for it. (See Note VI in the Mathematical Appendix.)

10. See Note VII in the Mathematical Appendix.

11. That is to say, if £30 represent necessities, a person's satisfaction from his income will begin at that point; and when it has reached £40, an additional £1 will add a tenth to the £10 which represents its happiness-yielding power. But if his income were £100, that is £70 above the level of necessities, an additional £7 would be required to add as much to his happiness as £1 if his income were £40: while if his income were £10,000, an additional £1000 would be needed to produce an equal effect (compare Note VIII in the Mathematical Appendix). Of course such estimates are very much at random, and unable to adapt themselves to the varying circumstances of individual life. As we shall see later, the systems of taxation which are now most widely

prevalent follow generally on the lines of Bernoulli's suggestion. Earlier systems took from the poor very much more than would be in accordance with that plan; while the systems of graduated taxation, which are being foreshadowed in several countries, are in some measure based on the assumption that the addition of one per cent to a very large income adds less to the wellbeing of its owner than an addition of one per cent to smaller incomes would, even after Bernoulli's correction for necessities has been made.

It may be mentioned in passing that from the general law that the utility to anyone of an additional £1 diminishes with the number of pounds he already has, there follow two important practical principles. The first is that gambling involves an economic loss, even when conducted on perfectly fair and even terms. For instance, a man who having £600 makes a fair even bet of £100, has now an expectation of happiness equal to half that derived from £700, and half that derived from £500; and this is less than the certain expectation of the happiness derived from £600, because by hypothesis the difference between the happiness got from £600 and £500 is greater than the difference between the happiness got from £700 and £600. (Compare Note IX in the Mathematical Appendix and Jevons, l.c. Ch. IV) The second principle, the direct converse of the first, is that a theoretically fair insurance against risks is always an economic gain. But of course insurance office, after calculating what is a theoretically fair premium, every has to share in addition to it enough to pay profits on its own capital, and to cover its own expenses of working, among which are often to be reckoned very heavy items for advertising and for losses by fraud. The question whether it is advisable to pay the premium which insurance offices practically do charge, is one that must be decided for each case on its own merits.

12. See his lecture on The Gospel of Relaxation.

Book IV

The Agents of Production

Land, Labour, and Capital and Organization

Chapter 1

Introductory

1. The agents of production are commonly classed as Land, Labour and Capital. By Land is meant the material and the forces which Nature gives freely for man's aid, in land and water, in air and light and heat. By Labour is meant: the economic work of man, whether with the hand or the head.(1*) By Capital is meant all stored-up provision for the production of material goods, and for the attainment of those benefits which are commonly reckoned as part of income. It is the main stock of wealth regarded as an

agent of production rather than as a direct source of gratification.

Capital consists in a great part of knowledge and organization: and of this some part is private property and other part is not. Knowledge is our most powerful engine of production; it enables us to subdue Nature and force her to satisfy our wants. Organization aids knowledge; it has many forms, e.g. that of a single business, that of various businesses in the same trade, that of various trades relatively to one another, and that of the State providing security for all and help for many. The distinction between public and private property in knowledge and organization is of great and growing importance: in some respects of more importance than that between public and private property in material things; and partly for that reason it seems best sometimes to reckon Organization apart as a distinct agent of production. It cannot be fully examined till a much later stage in our inquiry; but something has to be said of it in the present Book.

In a sense there are only two agents of production, nature and man. Capital and organization are the result of the work of man aided by nature, and directed by his power of forecasting the future and his willingness to make provision for it. If the character and powers of nature and of man be given, the growth of

wealth and knowledge and organization follow from them as effect from cause. But on the other hand man is himself largely formed by his surroundings, in which nature plays a great part: and thus from every point of view man is the centre of the problem of production as well as that of consumption; and also of that further problem of the relations between the two, which goes by the twofold name of Distribution and Exchange.

The growth of mankind in numbers, in health and strength, in knowledge, ability, and in richness of character is the end of all our studies: but it is an aim to which economics can do no more than contribute some important elements. In its broader aspects therefore the study of this growth belongs to the end, if to any part of a treatise on economics: but does not properly belong even there. Meanwhile we cannot avoid taking account of the direct agency of man in production, and of the conditions which govern his efficiency as a producer. And on the whole it is perhaps the most convenient course, as it certainly is that most in accordance with English tradition, to include some account of the growth of population in numbers and character as a part of the general discussion of production.

2. It is not possible at this stage to do more than indicate very slightly the general relations between demand and supply, between consumption and production. But it may be well, while the

discussion of utility and value is fresh in our minds, to take a short glance at the relations between value and the disutility or discommodity that has to be overcome in order to obtain those goods which have value because they are at once desirable and difficult of attainment. All that can be said now must be provisional; and may even seem rather to raise difficulties than to solve them: and there will be an advantage in having before us a map, in however slight and broken outline, of the ground to be covered.

While demand is based on the desire to obtain commodities, supply depends mainly on the overcoming of the unwillingness to undergo "discommodities." These fall generally under two heads: -- labour, and the sacrifice involved in putting off consumption. It must suffice here to give a sketch of the part played by ordinary labour in supply. It will be seen hereafter that remarks similar, though not quite the same, might have been made about the work of management and the sacrifice which is involved (sometimes, but not always) in that waiting which is involved in accumulating the means of production.

The discommodity of labour may arise from bodily or mental fatigue, or from its being carried on in unhealthy surroundings, or with unwelcome associates, or from its occupying time that is

wanted for recreation, or for social or intellectual pursuits.

But whatever be the form of the discommodity, its intensity nearly always increases with the severity and the duration of labour. Of course much exertion is undergone for its own sake, as for instance in mountaineering, in playing games and in the pursuit of literature, of art, and of science; and much hard work is done under the influence of a desire to benefit others.(2*)

But the chief motive to most labour, in our use of the term, is the desire to obtain some material advantage; which in the present state of the world appears generally in the form of the gain of a certain amount of money. It is true that even when a man is working for hire he often finds pleasure in his work: but he generally gets so far tired before it is done that he is glad when the hour for stopping arrives. Perhaps after he has been out of work for some time, he might, as far as his immediate comfort is concerned, rather work for nothing than not work at all; but he will probably prefer not to spoil his market, any more than a manufacturer would, by offering what he has for sale much below its normal price. On this matter much will need to be said in another volume.

In technical phrase this may be called the marginal disutility of labour. For, as with every increase in the amount of a commodity its marginal utility falls; and as with every fall

in that desirableness, there is a fall in the price that can be got for the whole of the commodity, and not for the last part only; so the marginal disutility of labour generally increases, with every increase in its amount.

The unwillingness of anyone already in an occupation to increase his exertions depends, under ordinary circumstances, on fundamental principles of human nature which economists have to accept as ultimate facts. As Jevons remarks, (3*) there is often some resistance to be overcome before setting to work. Some little painful effort is often involved at starting; but this gradually diminishes to zero, and is succeeded by pleasure; which increases for a while until it attains a certain low maximum. after which it diminishes to zero, and is succeeded by increasing weariness and craving for relaxation and change. In intellectual work, however, the pleasure and excitement, after they have once set in, often go on increasing till progress is stopped of necessity or by prudence. Everyone in health has a certain store of energy on which he can draw, but which can only be replaced by rest; so that if his expenditure exceed his income for long, his health becomes bankrupt; and employers often find that in cases of great need a temporary increase of pay will induce their workmen to do an amount of work which they cannot long keep up, whatever they are paid for it. One reason of this is that the

need for relaxation becomes more urgent with every increase in the hours of labour beyond a certain limit. The disagreeableness of additional work increases; partly because, as the time left for rest and other activities diminishes, the agreeableness of additional free time increases.

Subject to these and some other qualifications, it is broadly true that the exertions which any set of workers will make, rise or fall with a rise or fall in the remuneration which is offered to them. As the price required to attract purchasers for any given amount of a commodity, was called the demand price for that amount during a year or any other given time; so the price required to call forth the exertion necessary for producing any given amount of a commodity, may be called the supply price for that amount during the same time. And if for the moment we assumed that production depended solely upon the exertions of a certain number of workers, already in existence and trained for their work, we should get a list of supply prices corresponding to the list of demand prices which we have already considered. This list would set forth theoretically in one column of figures various amounts of exertion and therefore of production; and in a parallel column the prices which must be paid to induce the available workers to put forth these amounts of exertion.(4*)

But this simple method of treating the supply of work of any kind, and consequently the supply of goods made by that work, assumes that the number of those who are qualified for it is fixed; and that assumption can be made only for short periods of time. The total numbers of the people change under the action of many causes. Of these causes only some are economic; but among them the average earnings of labour take a prominent place; though their influence on the growth of numbers is fitful and irregular.

But the distribution of the population between different trades is more subject to the influence of economic causes. In the long run the supply of labour in any trade is adapted more or less closely to the demand for it: thoughtful parents bring up their children to the most advantageous occupations to which they have access; that is to those that offer the best reward, in wages and other advantages, in return for labour that is not too severe in quantity or character, and for skill that is not too hard to be acquired. This adjustment between demand and supply can however never be perfect; fluctuations of demand may make it much greater or much less for a while, even for many years, than would have been just sufficient to induce parents to select for their children that trade rather than some other of the same class. Although therefore the reward to be had for any kind of

work at any time does stand in some relation to the difficulty of acquiring the necessary skill combined with the exertion, the disagreeableness, the waste of leisure, etc. involved in the work itself; yet this correspondence is liable to great disturbances. The study of these disturbances is a difficult task; and it will occupy us much in later stages of our work. But the present Book is mainly descriptive and raises few difficult problems.

NOTES:

1. Labour is classed as economic when it is "undergone partly or wholly with a view to some good other than the pleasure directly derived from it." See p. 65 and footnote. Such labour with the head as does not tend directly or indirectly to promote material production, as for instance the work of the schoolboy at his tasks, is left out of account, so long as we are confining our attention to production in the ordinary sense of the term. From some points of view, but not from all, the phrase Land, Labour, Capital would be more symmetrical if labour were interpreted to mean the labourers, i.e. mankind. See Walras, *Économie Politique Pure*, Leçon 17, and Prof. Fisher, *Economic Journal*, VI, p. 529.

2. We have seen (p. 124) that, if a person makes the whole of his

purchases at the price which he would be just willing to pay for his last purchases, he gains a surplus of satisfaction on his earlier purchases; since he gets them for less than he would have paid rather than go without them. So, if the price paid to him for doing any work is an adequate reward for that part which he does most unwillingly; and if, as generally happens, the same payment is given for that part of the work which he does less unwillingly and at less real cost to himself; then from that part he obtains a producer's surplus. Some difficulties connected with this notion are considered in Appendix K.

The labourer's unwillingness to sell his labour for less than its normal price resembles the unwillingness of manufacturers to spoil their market by pushing goods for sale at a low price; even though, so far as the particular transaction is concerned, they would rather take the low price than let their works stand idle.

3. Theory of Political Economy, Ch. V. This doctrine has been emphasized and developed in much detail by Austrian and American economists.

4. See above III, iii, section 4.

Chapter 2

The Fertility of Land

1. The requisites of production are commonly spoken of as land, labour and capital: those material things which owe their usefulness to human labour being classed under capital, and those which owe nothing to it being classed as land. The distinction is obviously a loose one: for bricks are but pieces of earth slightly worked up; and the soil of old settled countries has for the greater part been worked over many times by man, and owes to him its present form. There is however a scientific principle underlying the distinction. While man has no power of creating matter, he creates utilities by putting things into a useful form;(1*) and the utilities made by him can be increased in supply if there is an increased demand for them: they have a supply price. But there are other utilities over the supply of which he has no control; they are given as a fixed quantity by nature and have therefore no supply price. The term "land" has been extended by economists so as to include the permanent sources of these utilities;(2*) whether they are found in land, as the term is commonly used, or in seas and rivers, in sunshine

and rain, in winds and waterfalls.

When we have inquired what it is that marks off land from those material things which we regard as products of the land, we shall find that the fundamental attribute of land is its extension. The right to use a piece of land gives command over a certain space -- a certain part of the earth's surface. The area of the earth is fixed: the geometric relations in which any particular part of it stands to other parts are fixed. Man has no control over them; they are wholly unaffected by demand; they have no cost of production, there is no supply price at which they can be produced.

The use of a certain area of the earth's surface is a primary condition of anything that man can do; it gives him room for his own actions, with the enjoyment of the heat and the light, the air and the rain which nature assigns to that area; and it determines his distance from, and in a great measure his relations to, other things and other persons. We shall find that it is this property of "land" which, though as yet insufficient prominence has been given to it, is the ultimate cause of the distinction which all writers on economics are compelled to make between land and other things. It is the foundation of much that is most interesting and most difficult in economic science.

Some parts of the earth's surface contribute to production chiefly by the services which they render to the navigator: others are of chief value to the miner; others -- though this selection is made by man rather than by nature -- to the builder. But when the productiveness of land is spoken of our first thoughts turn to its agricultural use.

2. To the agriculturist an area of land is the means of supporting a certain amount of vegetable, and perhaps ultimately of animal, life. For this purpose the soil must have certain mechanical and chemical qualities.

Mechanically, it must be so far yielding that the fine roots of plants can push their way freely in it; and yet it must be firm enough to give them a good hold. It must not err as some sandy soils do by affording water too free a passage: for then it will often be dry, and the plant food will be washed away almost as soon as it is formed in the soil or put into it. Nor must it err, as stiff clays do, by not allowing the water a fairly free passage. For constant supplies of fresh water, and of the air that it brings with it in its journey through the soil, are essential: they convert into plant food the minerals and gases that otherwise would be useless or even poisonous. The action of fresh air and water and of frosts are nature's tillage of the soil; and even unaided they will in time make almost any part of

the earth' s surface fairly fertile if the soil that they form can rest where it is, and is not torn away down-hill by rain and torrents as soon as it is formed. But man gives great aid in this mechanical preparation of the soil. The chief purpose of his tillage is to help nature to enable the soil to hold plant roots gently but firmly, and to enable the air and water to move about freely in it. And farmyard manure subdivides clay soils and makes them lighter and more open; while to sandy soils it gives a much needed firmness of texture, and helps them, mechanically as well as chemically, to hold the materials of plant food which would otherwise be quickly washed out of them.

Chemically the soil must have the inorganic elements that the plant wants in a form palatable to it; and in some cases man can make a great change with but little labour. For he can then turn a barren into a very fertile soil by adding a small quantity of just those things that are needed; using in most cases either lime in some of its many forms, or those artificial manures which modern chemical science has provided in great variety: and he is now calling in the aid of bacteria to help him in this work.

3. By all these means the fertility of the soil can be brought under man's control. He can by sufficient labour make almost any land bear large crops. He can prepare the soil mechanically and chemically for whatever crops he intends to grow

next. He can adapt his crops to the nature of the soil and to one another; selecting such a rotation that each will leave the land in such a state, and at such a time of year, that it can be worked up easily and without loss of time into a suitable seed bed for the coming crop. He can even permanently alter the nature of the soil by draining it, or by mixing with it other soil that will supplement its deficiencies. Hitherto this has been done only on a small scale; chalk and lime, clay and marl have been but thinly spread over the fields; a completely new soil has seldom been made except in gardens and other favoured spots. But it is possible, and even as some think probable, that at some future time the mechanical agencies used in making railways and other great earthworks may be applied on a large scale to creating a rich soil by mixing two poor soils with opposite faults.

All these changes are likely to be carried out more extensively and thoroughly in the future than in the past. But even now the greater part of the soil in cold countries owes much of its character to human action; all that lies just below the surface has in it a large element of capital, the produce of man's past labour. Those free gifts of nature which Ricardo classed as the "inherent" and "indestructible" properties of the

soil, have been largely modified; partly impoverished and partly enriched by the work of many generations of men.

But it is different with that which is above the surface. Every acre has given to it by nature an annual income of heat and light, of air and moisture; and over these man has but little control. He may indeed alter the climate a little by extensive drainage works or by planting forests, or cutting them down. But, on the whole, the action of the sun and the wind and the rain are an annuity fixed by nature for each plot of land. Ownership of the land gives possession of this annuity: and it also gives the space required for the life and action of vegetables and animals; the value of this space being much affected by its geographical position.

We may then continue to use the ordinary distinction between the original or inherent properties, which the land derives from nature, and the artificial properties which it owes to human action; provided we remember that the first include the space-relations of the plot in question, and the annuity that nature has given it of sunlight and air and rain; and that in many cases these are the chief of the inherent properties of the soil. It is chiefly from them that the ownership of agricultural land derives its peculiar significance, and the Theory of Rent its special character.

4. But the question how far the fertility of any soil is due to the original properties given to it by nature, and how far to the changes in it made by man, cannot be fully discussed without taking account of the kind of produce raised from it. Human agency can do much more to promote the growth of some crops than of others. At one end of the scale are forest trees; an oak well planted and with plenty of room has very little to gain from man's aid: there is no way of applying labour to it so as to obtain any considerable return. Nearly the same may be said of the grass on some rich river bottoms which are endowed with a rich soil and good natural drainage; wild animals feeding off this grass without man's care will farm it nearly as well as he does; and much of the richest farm land in England (paying a rent of £6 an acre and upwards) would give to unaided nature almost as great a return as is got from it now. Next comes land which, though not quite so rich, is still kept in permanent pasture; and after this comes arable land on which man does not trust to nature's sowing, but prepares for each crop a seed bed to suit its special wants, sows the seed himself and weeds away the rivals to it. The seeds which he sows are selected for their habit of quickly maturing and fully developing just those parts which are most useful to him; and though the habit of making this selection carefully is only quite modern, and is even now far

from general, yet the continued work of thousands of years has given him plants that have but little resemblance to their wild ancestors. Lastly, the kinds of produce which owe most to man's labour and care are the choicer kinds of fruits, flowers and vegetables, and of animals, particularly those which are used for improving their own breeds. For while nature left to herself would select those that are best able to take care of themselves and their offspring, man selects those which will provide him most quickly with the largest supplies of the things he most wants; and many of the choicest products could not hold their own at all without his care.

Thus various then are the parts which man plays in aiding nature to raise the different kinds of agricultural produce. In each case he works on till the extra return got by extra capital and labour has so far diminished that it will no longer remunerate him for applying them. Where this limit is soon reached he leaves nature to do nearly all the work; where his share in the production has been great, it is because he has been able to work far without reaching this limit. We are thus brought to consider the law of diminishing return.

It is important to note that the return to capital and labour now under discussion is measured by the amount of the produce

raised independently of any changes that may meanwhile take place in the exchange value or price of produce; such, for instance, as might occur if a new railway had been made in the neighbourhood, or the population of the county had increased much, while agricultural produce could not be imported easily. Such changes will be of vital importance when we come to draw inferences from the law of diminishing return, and particularly when we discuss the pressure of increasing population on the means of subsistence. But they have no bearing on the law itself, because that has to do not with the value of the produce raised, but only with its amount.(3*)

NOTES:

1. See Book II, Chapter iii.

2. In Ricardo's famous phrase "the original and indestructible powers of the soil." Von Thünen, in a noteworthy discussion of the basis of the theory of rent, and of the positions which Adam Smith and Ricardo took with regard to it, speaks of "Der Boden an sich"; a phrase which unfortunately cannot be translated, but which means the soil as it would be by itself, if not altered by the action of man (Der Isolierte Staat, 1, i, 5).

3. But see the latter part of IV, iii, section 8; also IV, xiii, section 2.

Chapter 3

The Fertility of Land, Continued, The Tendency to Diminishing Return

1. The law of or statement of tendency to Diminishing Return may be provisionally worded thus:

An increase in the capital and labour applied in the cultivation of land causes in general a less than proportionate increase in the amount of produce raised, unless it happens to coincide with an improvement in the arts of agriculture.

We learn from history and by observation that every agriculturist in every age and clime desires to have the use of a good deal of land; and that when he cannot get it freely, he will pay for it, if he has the means. If he thought that he would get as good results by applying all his capital and labour to a very small piece, he would not pay for any but a very small piece.

When land that requires no clearing is to be had for nothing, everyone uses just that quantity which he thinks will give his

capital and labour the largest return. His cultivation is "extensive," not "intensive." He does not aim at getting many bushels of corn from any one acre, for then he would cultivate only a few acres. His purpose is to get as large a total crop as possible with a given expenditure of seed and labour; and therefore he sows as many acres as he can manage to bring under a light cultivation. Of course he may go too far: he may spread his work over so large an area that he would gain by concentrating his capital and labour on a smaller space; and under these circumstances if he could get command over more capital and labour so as to apply more to each acre, the land would give him an Increasing Return; that is, an extra return larger in proportion than it gives to his present expenditure. But if he has made his calculations rightly, he is using just so much ground as will give him the highest return; and he would lose by concentrating his capital and labour on a smaller area. If he had command over more capital and labour and were to apply more to his present land, he would gain less than he would by taking up more land; he would get a Diminishing Return, that is, an extra return smaller in proportion than he gets for the last applications of capital and labour that he now makes, provided of course that there is meanwhile no perceptible improvement in his agricultural skill. As his sons grow up they will have more

capital and labour to apply to land; and in order to avoid obtaining a diminishing return, they will want to cultivate more land. But perhaps by this time all the neighbouring land is already taken up, and in order to get more they must buy it or pay a rent for the use of it, or migrate where they can get it for nothing.(1*)

This tendency to a diminishing return was the cause of Abraham's parting from Lot,(2*) and most of the migrations of which history tells. And wherever the right to cultivate land is much in request, we may be sure that the tendency to a diminishing return is in full operation. Were it not for this tendency every farmer could save nearly the whole of his rent by giving up all but a small piece of his land, and bestowing all his capital and labour on that. If all the capital and labour which he would in that case apply to it, gave as good a return in proportion as that which he now applies to it, he would get from that plot as large a produce as he now gets from his whole farm; and he would make a net gain of all his rent save that of the little plot that he retained.

It may be conceded that the ambition of farmers often leads them to take more land than they can properly manage: and indeed almost every great authority on agriculture from Arthur Young

downwards, has inveighed against this mistake. But when they tell a farmer that he would gain by applying his capital and labour to a smaller area, they do not necessarily mean that he would get a larger gross produce. It is sufficient for their argument that the saving in rent would more than counterbalance any probable diminution of the total returns that he got from the land. If a farmer pays a fourth of his produce as rent, he would gain by concentrating his capital and labour on less land, provided the extra capital and labour applied to each acre gave anything more than three-fourths as good a return in proportion, as he got from his earlier expenditure.

Again, it may be granted that much land, even in a country as advanced as England, is so unskilfully cultivated that it could be made to give more than double its present gross produce if twice the present capital and labour were applied to it skilfully. Very likely those are right who maintain that if all English farmers were as able, wise and energetic as the best are, they might profitably apply twice the capital and labour that is now applied. Assuming rent to be one-fourth of the present produce, they might get seven hundredweight of produce for every four that they now get: it is conceivable that with still more improved methods they might get eight hundredweight, or even more. But this does not prove that, as things are, further

capital and labour could obtain from land an increasing return.

The fact remains that, taking farmers as they are with the skill and energy which they actually have, we find as the result of universal observation that there is not open to them a short road to riches by giving up a great part of their land, by concentrating all their capital and labour on the remainder, and saving for their own pockets the rent of all but that remainder. The reason why they cannot do this is told in the law of diminishing return; that return being measured, as has already been said by its quantity, not its exchange value.

We may now state distinctly the limitations which were implied under the words "in general" in our provisional wording of the law. The law is a statement of a tendency which may indeed be held in check for a time by improvements in the arts of production and by the fitful course of the development of the full powers of the soil; but which must ultimately become irresistible if the demand for produce should increase without limit. Our final statement of the tendency may then be divided into two parts, thus: --

Although an improvement in the arts of agriculture may raise the rate of return which land generally affords to any given amount of capital and labour; and although the capital and labour already applied to any piece of land may have been so inadequate

for the development of its full powers, that some further expenditure on it even with the existing arts of agriculture would give a more than proportionate return; yet these conditions are rare in an old country: and, except when they are present, the application of increased capital and labour to land will add a less than proportionate amount to the produce raised, unless there be meanwhile an increase in the skill of the individual cultivator. Secondly, whatever may be the future developments of the arts of agriculture, a continued increase in the application of capital and labour to land must ultimately result in a diminution of the extra produce which can be obtained by a given extra amount of capital and labour.

2. Making use of a term suggested by James Mill, we may regard the capital and labour applied to land as consisting of equal successive doses.(3*) As we have seen, the return to the first few doses may perhaps be small and a greater number of doses may get a larger proportionate return; the return to successive doses may even in exceptional cases alternately rise and fall. But our law states that sooner or later (it being always supposed that there is meanwhile no change in the arts of cultivation) a point will be reached after which all further doses will obtain a less proportionate return than the preceding

doses. The dose is always a combined dose of labour and capital, whether it is applied by a peasant owner working unaided on his own land, or at the charges of a capitalist farmer who does no manual labour himself. But in the latter case the main body of the outlay presents itself in the form of money; and when discussing the business economy of farming in relation to English conditions, it is often convenient to consider the labour converted at its market value into a money equivalent, and to speak of doses of capital simply, rather than of doses of labour and capital.

The dose which only just remunerates the cultivator may be said to be the marginal dose, and the return to it the marginal return. If there happens to be in the neighbourhood land that is cultivated but only just pays its expenses, and so gives no surplus for rent we may suppose this dose applied to it. We can then say that the dose applied to it is applied to land on the margin of cultivation, and this way of speaking has the advantage of simplicity. But it is not necessary for the argument to suppose that there is any such land: what we want to fix our minds on is the return to the marginal dose; whether it happens to be applied to poor land or to rich does not matter; all that is necessary is that it should be the last dose which can profitably be applied to that land.(4*)

When we speak of the marginal, or the "last" dose applied to the land, we do not mean the last in time, we mean that dose which is on the margin of profitable expenditure; that is, which is applied so as just to give the ordinary returns to the capital and labour of the cultivator, without affording any surplus. To take a concrete instance, we may suppose a farmer to be thinking of sending the hoers over a field once more; and after a little hesitation he decides that it is worth his while, but only just worth his while to do it. The dose of capital and labour spent on doing it, is then the last dose in our present sense, though there are many doses still to be applied in reaping the crop. Of course the return to this last dose cannot be separated from the others; but we ascribe to it all that part of the produce which we believe would not have been produced if the farmer had decided against the extra hoeing.(5*)

Since the return to the dose on the margin of cultivation just remunerates the cultivator, it follows that he will be just remunerated for the whole of his capital and labour by as many times the marginal return as he has applied doses in all. Whatever he gets in excess of this is the surplus produce of the land. This surplus is retained by the cultivator if he owns the land himself.(6*)

It is important to note that this description of the nature

of surplus produce is not a theory of rent: we shall not be ready for that till a much later stage. All that can be said here, is that this surplus produce may, under certain conditions, become the rent which the owner of the land can exact from the tenant for its use. But, as we shall see hereafter, the full rent of a farm in an old country is made up of three elements: the first being due to the value of the soil as it was made by nature; the second to improvements made in it by man; and the third, which is often the most important of all, to the growth of a dense and rich population, and to facilities of communication by public roads, railroads, etc. It is to be noted also that in an old country it is impossible to discover what was the original state of the land before it was first cultivated. The results of some of man's work are for good and evil fixed in the land, and cannot be distinguished from those of nature's work: the line of division is blurred, and must be drawn more or less arbitrarily. But for most purposes it is best to regard the first difficulties of coping with nature as pretty well conquered before we begin to reckon the farmer's cultivation. Thus the returns that we count as due to the first doses of capital and labour are generally the largest of all, and the tendency of the return to diminish shows itself at once. Having English agriculture chiefly in view, we

may fairly take, as Ricardo did, this as the typical case.(7*)

3. Let us next inquire on what depends the rate of diminution or of increase of the returns to successive doses of capital and labour. We have seen that there are great variations in the share of the produce which man may claim as the additional result of his own work over what unaided nature would have produced; and that man's share is much larger with some crops and soils and methods of cultivation than with others. Thus broadly speaking it increases as we pass from forest to pasture land, from pasture to arable, and from plough land to spade land; and this is because the rate of diminution of the return is as a rule greatest in forests, rather less in pasture, still less in arable land, and least of all in spade land. There is no absolute measure of the richness or fertility of land. Even if there be no change in the arts of production, a mere increase in the demand for produce may invert the order in which two adjacent pieces of land rank as regards fertility. The one which gives the smaller produce, when both are uncultivated, or when the cultivation of both is equally slight, may rise above the other and justly rank as the more fertile when both are cultivated with equal thoroughness. In other words, many of those lands which are the least fertile when cultivation is merely extensive, become among the most fertile when cultivation is intensive. For instance, self-drained pasture

land may give a return large in proportion to a very slight expenditure of capital and labour, but a rapidly diminishing return to further expenditure: as population increases it may gradually become profitable to break up some of the pasture and introduce a mixed cultivation of roots and grains and grasses; and then the return to further doses of capital and labour may diminish less quickly.

Other land makes poor pasture, but will give more or less liberal returns to a great deal of capital and labour applied in tilling and in manuring it; its returns to the early doses are not very high, but they diminish slowly. Again, other land is marshy. It may, as did the fens of east England, produce little but osiers and wild fowl. Or, as is the case in many tropical districts, it may be prolific of vegetation, but so shrouded with malaria that it is difficult for man to live there, and still more to work there. In such cases the returns to capital and labour are at first small, but as drainage progresses, they increase; afterwards perhaps they again fall off.(8*)

But when improvements of this kind have once been made, the capital invested in the soil cannot be removed; the early history of the cultivation is not repeated; and the produce due to further applications of capital and labour shows a tendency to diminishing return.(9*)

Similar though less conspicuous changes may occur on land already well cultivated. For instance, without being marshy, it may be in need of a little drainage to take off the stagnant water from it, and to enable fresh water and air to stream through it. Or the subsoil may happen to be naturally richer than the soil at the surface: or again, though not itself rich, it may have just those properties in which the surface soil is deficient, and then a thorough system of deep steam-ploughing may permanently change the character of the land.

Thus we need not suppose that when the return to extra capital and labour has begun to diminish, it will always continue to do so. Improvements in the arts of production may, it has always been understood, raise generally the return which can be got by any amount of capital and labour; but this is not what is meant here. The point is that, independently of any increase in his knowledge, and using only those methods with which he has long been familiar, a farmer finding extra capital and labour at his command, may sometimes obtain an increasing return even at a late stage in his cultivation.(10*)

It has been well said that as the strength of a chain is that of its weakest link, so fertility is limited by that element in which it is most deficient. Those who are in a hurry, will reject

a chain which has one or two very weak links, however strong the rest may be: and prefer to it a much slighter chain that has no flaw. But if there is heavy work to be done, and they have time to make repairs, they will set the larger chain in order, and then its strength will exceed that of the other. In this we find the explanation of much that is apparently strange in agricultural history.

The first settlers in a new country generally avoid land which does not lend itself to immediate cultivation. They are often repelled by the very luxuriance of natural vegetation, if it happens to be of a kind that they do not want. They do not care to plough land that is at all heavy, however rich it might become if thoroughly worked. They will have nothing to do with water-logged land. They generally select light land which can easily be worked with a double plough, and then they sow their seed broadly, so that the plants when they grow up may have plenty of light and air, and may collect their food from a wide area.

When America was first settled, many farming operations that are now done by horse machinery were still done by hand; and though now the farmers have a strong preference for flat prairie land, free from stumps and stones, where their machines can work easily and without risk, they had then no great objection to a

hill-side. Their crops were light in proportion to their acreage, but heavy in proportion to the capital and labour expended in raising them.

We cannot then call one piece of land more fertile than another until we know something about the skill and enterprise of its cultivators, and the amount of capital and labour at their disposal; and till we know whether the demand for produce is such as to make intensive cultivation profitable with the resources at their disposal. If it is, those lands will be the most fertile which give the highest average returns to a large expenditure of capital and labour; but if not, those will be the most fertile which give the best returns to the first few doses. The term fertility has no meaning except with reference to the special circumstances of a particular time and place.

But even when so limited there is some uncertainty as to the usage of the term. Sometimes attention is directed chiefly to the power which land has of giving adequate returns to intensive cultivation and so bearing a large total produce per acre; and sometimes to its power of yielding a large surplus produce or rent, even though its gross produce is not very large: thus in England now rich arable land is very fertile in the former sense, rich meadow in the latter. For many purposes it does not matter which of these senses of the term is understood: in the few cases

in which it does matter, an interpretation clause must be supplied in the context.(11*)

4. But further, the order of fertility of different soils is liable to be changed by changes in the methods of cultivation and in the relative values of different crops. Thus when at the end of last century Mr Coke showed how to grow wheat well on light soils by preparing the way with clover, they rose relatively to clay soils; and now though they are still sometimes called from old custom "poor", some of them have a higher value, and are really more fertile, than much of the land that used to be carefully cultivated while they were left in a state of nature.

Again, the increasing demand in central Europe for wood to be used as fuel and for building purposes, has raised the value of the pine-covered mountain slopes relatively to almost every other kind of land. But in England this rise has been prevented by the substitution of coal for wood as fuel, and of iron for wood as a material for ship-building, and lastly by England's special facilities for importing wood. Again, the cultivation of rice and jute often gives a very high value to lands that are too much covered with water to bear most other crops. And again, since the repeal of the Corn Laws the prices of meat and dairy produce have risen in England relatively to that of corn. Those arable soils

that would grow rich forage crops in rotation with corn, rose relatively to the cold clay soils; and permanent pasture recovered part of that great fall in value relatively to arable land, which had resulted from the growth of population.(12*)

Independently of any change in the suitability of the prevailing crops and methods of cultivation for special soils, there is a constant tendency towards equality in the value of different soils. In the absence of any special cause to the contrary, the growth of population and wealth will make the poorer soils gain on the richer. Land that was at one time entirely neglected is made by much labour to raise rich crops; its annual income of light and heat and air, is probably as good as those of richer soils: while its faults can be much lessened by labour.(13*)

As there is no absolute standard for fertility, so there is none of good cultivation. The best cultivation in the richest parts of the Channel Islands, for instance, involves a lavish expenditure of capital and labour on each acre: for they are near good markets and have a monopoly of an equable and early climate. If left to nature the land would not be very fertile, for though it has many virtues, it has two weak links (being deficient in phosphoric acid and potash). But, partly by the aid of the abundant seaweed on its shores, these links can be strengthened,

and the chain thus becomes exceptionally strong. Intense, or as it is ordinarily called in England "good" cultivation, will thus raise £100 worth of early potatoes from a single acre. But an equal expenditure per acre by the farmer in Western America would ruin him; relatively to his circumstances it would not be good, but bad cultivation.

5. Ricardo's wording of the law of diminishing return was inexact. It is however probable that the inaccuracy was due not to careless thinking but only to careless writing. In any case he would have been justified in thinking that these conditions were not of great importance in the peculiar circumstances of England at the time at which he wrote, and for the special purposes of the particular practical problems he had in view. Of course he could not anticipate the great series of inventions which were about to open up new sources of supply, and, with the aid of free trade, to revolutionize English agriculture; but the agricultural history of England and other countries might have led him to lay greater stress on the probability of a change.(14*)

He stated that the first settlers in a new country invariably chose the richest lands, and that as population increased, poorer and poorer soils were gradually brought under cultivation, speaking carelessly as though there were an absolute standard of fertility. But as we have already seen, where land is free,

everyone chooses that which is best adapted for his own purpose, and that which will give him, all things considered, the best return for his capital and labour. He looks out, therefore, for land that can be cultivated at once, and passes by land that has any weak links in the chain of its elements of fertility, however strong it may be in some other links. But besides having to avoid malaria, he must think of his communication with his markets and the base of his resources; and in some cases the need for security against the attacks of enemies and wild beasts outweighs all other considerations. It is therefore not to be expected that the lands which were first chosen, should turn out always to be those which ultimately come to be regarded as the most fertile. Ricardo did not consider this point, and thus laid himself open to attacks by Carey and others, which, though for the greater part based on a misinterpretation of his position, have yet some solid substance in them.

The fact that, in new countries, soils which an English farmer would regard as poor, are sometimes cultivated before neighbouring soils which he would regard as rich, is not inconsistent, as some foreign writers have supposed, with the general tenor of Ricardo's doctrines. Its practical importance is in relation to the conditions under which the growth of

population tends to cause increased pressure on the means of subsistence: it shifts the centre of interest from the mere amount of the farmer's produce to its exchange value in terms of the things which the industrial population in his neighbourhood will offer for it.(15*)

6. Ricardo, and the economists of his time generally were too hasty in deducing this inference from the law of diminishing return; and they did not allow enough for the increase of strength that comes from organization. But in fact every farmer is aided by the presence of neighbours whether agriculturists or townspeople.(16*) Even if most of them are engaged like himself in agriculture, they gradually supply him with good roads, and other means of communication: they give him a market in which he can buy at reasonable terms what he wants, necessities, comforts and luxuries for himself and his family, and all the various requisites for his farm work: they surround him with knowledge: medical aid, instruction and amusement are brought to his door; his mind becomes wider, and his efficiency is in many ways increased. And if the neighbouring market town expands into a large industrial centre, his gain is much greater. All his produce is worth more; some things which he used to throw away fetch a good price. He finds new openings in dairy farming and market gardening, and with a larger range of produce he makes use

of rotations that keep his land always active without denuding it of any one of the elements that are necessary for its fertility.

Further, as we shall see later on, an increase of population tends to develop the organization of trade and industry; and therefore the law of diminishing return does not apply to the total capital and labour spent in a district as sharply as to that on a single farm. Even when cultivation has reached a stage after which each successive dose applied to a field would get a less return than the preceding dose, it may be possible for an increase in the population to cause a more than proportional increase in the means of subsistence. It is true that the evil day is only deferred: but it is deferred. The growth of population, if not checked by other causes, must ultimately be checked by the difficulty of obtaining raw produce; but in spite of the law of diminishing return, the pressure of population on the means of subsistence may be restrained for a long time to come by the opening up of new fields of supply, by the cheapening of railway and steamship communication, and by the growth of organization and knowledge.

Against this must be set the growing difficulty of getting fresh air and light, and in some cases fresh water, in densely peopled places. The natural beauties of a place of fashionable resort have a direct money value which cannot be overlooked; but

it requires some effort to realize the true value to men, women and children of being able to stroll amid beautiful and varied scenery.

7. As has already been said the land in economic phrase includes rivers and the sea. In river-fisheries, the extra return to additional applications of capital and labour shows a rapid diminution. As to the sea, opinions differ. Its volume is vast, and fish are very prolific; and some think that a practically unlimited supply can be drawn from the sea by man without appreciably affecting the numbers that remain there; or in other words, that the law of diminishing return scarcely applies at all to sea-fisheries: while others think that experience shows a falling-off in the productiveness of those fisheries that have been vigorously worked, especially by steam trawlers. The question is important, for the future population of the world will be appreciably affected as regards both quantity and quality, by the available supply of fish.

The produce of mines again, among which may be reckoned quarries and brickfields, is said to conform to the law of diminishing return; but this statement is misleading. It is true that we find continually increasing difficulty in obtaining a further supply of minerals, except in so far as we obtain

increased power over nature's stores through improvements in the arts of mining, and through better knowledge of the contents of the earth's crust; and there is no doubt that, other things being equal, the continued application of capital and labour to mines will result in a diminishing rate of yield. But this yield is not a net yield, like the return of which we speak in the law of diminishing return. That return is part of a constantly recurring income, while the produce of mines is merely a giving up of their stored-up treasures. The produce of the field is something other than the soil; for the field, properly cultivated, retains its fertility. But the produce of the mine is part of the mine itself.

To put the same thing in another way, the supply of agricultural produce and of fish is a perennial stream; mines are as it were nature's reservoir. The more nearly a reservoir is exhausted, the greater is the labour of pumping from it; but if one man could pump it out in ten days, ten men could pump it out in one day: and when once empty, it would yield no more. So the mines that are being opened this year might just as easily have been opened many years ago: if the plans had been properly laid in advance, and the requisite specialized capital and skill got ready for the work, ten years' supply of coal might have been raised in one year without any increased difficulty; and when a

vein had once given up its treasure, it could produce no more.

This difference is illustrated by the fact that the rent of a mine is calculated on a different principle from that of a farm.

The farmer contracts to give back the land as rich as he found it: a mining company cannot do this; and while the farmer's rent is reckoned by the year, mining rent consists chiefly of "royalties" which are levied in proportion to the stores that are taken out of nature's storehouse.(17*)

On the other hand, services which land renders to man, in giving him space and light and air in which to live and work, do conform strictly to the law of diminishing return. It is advantageous to apply a constantly increasing capital to land that has any special advantages of situation, natural or acquired. Buildings tower up towards the sky; natural light and ventilation are supplemented by artificial means, and the steam lift reduces the disadvantages of the highest floors; and for this expenditure there is a return of extra convenience, but it is a diminishing return. However great the ground rent may be, a limit is at last reached after which it is better to pay more ground rent for a larger area than to go on piling up storey on storey any further; just as the farmer finds that at last a stage is reached at which more intensive cultivation will not pay its expenses, and it is better to pay more rent for extra land, than

to face the diminution in the return which he would get by applying more capital and labour to his old land.(18*) From this it results that the theory of ground rents is substantially the same as that of farm rents. This and similar facts will presently enable us to simplify and extend the theory of value as given by Ricardo and Mill.

And what is true of building land is true of many other things. If a manufacturer has, say, three planing machines there is a certain amount of work which he can get out of them easily. If he wants to get more work from them he must laboriously economize every minute of their time during the ordinary hours, and perhaps work overtime. Thus after they are once well employed, every successive application of effort to them brings him a diminishing return. At last the net return is so small that he finds it cheaper to buy a fourth machine than to force so much work out of his old machines: just as a farmer who has already cultivated his land highly finds it cheaper to take in more land than to force more produce from his present land. Indeed there are points of view from which the income derived from machinery partakes of the nature of rent: as will be shown in Book V.

NOTE ON THE LAW OF DIMINISHING RETURN

8. The elasticity of the notion of diminishing return cannot be fully considered here; for it is but an important detail of that large general problem of the economic distribution of resources in the investment of capital, which is the pivot of the main argument of Book V and indeed of a great part of the whole Volume. But a few words about it seem now to be called for in this place, because much stress has recently been laid on it under the able and suggestive leadership of Professor Carver. (19*)

If a manufacturer expends an inappropriately large amount of his resources on machinery, so that a considerable part of it is habitually idle; or on buildings, so that a considerable part of his space is not well filled; or on his office staff, so that he has to employ some of them on work that it is not worth what it costs; then his excessive expenditure in that particular direction will not be as remunerative as his previous expenditure had been: and it may be said to yield him a "diminishing return." But this use of the phrase, though strictly correct is apt to mislead unless used with caution. For when the tendency to a diminishing return from increased labour and capital applied to land is regarded as a special instance of the general tendency to diminishing return from any agent of production, applied in

excessive proportion to the other agents, one is apt to take it for granted that the supply of the other factors can be increased. That is to say, one is apt to deny the existence of that condition -- the fixedness of the whole stock of cultivable land in an old country -- which was the main foundation of those great classical discussions of the law of diminishing return, which we have just been considering. Even the individual farmer may not always be able to get an additional ten or fifty acres adjoining his own farm, just when he wants them, save at a prohibitive price. And in that respect land differs from most other agents of production even from the individual point of view. This difference may indeed be regarded as of little account in regard to the individual farmer. But from the social point of view, from the point of view of the following chapters on population it is vital. Let us look into this.

In every phase of any branch of production there is some distribution of resources between various expenditures which yields a better result than any other. The abler the man in control of any business, the nearer he will approach to the ideally perfect distribution; just as the abler the primitive housewife in control of a family's stock of wool, the nearer she will approach to an ideal distribution of wool between the different needs of the family. (20*)

If his business extends he will extend his uses of each requisite of production in due proportion; but not, as has sometimes been said, proportionately; for instance the proportion of manual work to machine work, which would be appropriate in a small furniture factory would not be appropriate in a large one. If he makes the best possible apportionment of his resources, he gets the greatest (marginal) return from each appliance of production of which his business is capable. If he uses too much of any one he gets a diminishing return from it; because the others are not able to back it up properly. And this diminishing return is analogous to that which a farmer obtains, when he cultivates land so intensively that he obtains a diminishing return from it. If the farmer can get more land at the same rent as he has paid for the old, he will take more land, or else lie open to the imputation of being a bad business man: and this illustrates the fact that land from the point of view of the individual cultivator is simply one form of capital.

But when the older economists spoke of the Law of Diminishing Return they were looking at the problems of agriculture not only from the point of view of the individual cultivator but also from that of the nation as a whole. Now if the nation as a whole finds its stock of planing machines or ploughs inappropriately large or

inappropriately small, it can redistribute its resources. It can obtain more of that in which it is deficient, while gradually lessening its stock of such things as are superabundant: but it cannot do that in regard to land: it can cultivate its land more intensively, but it cannot get any more. And for that reason the older economists rightly insisted that, from the social point of view, land is not on exactly the same footing as those implements of production which man can increase without limit.

No doubt in a new country where there is an abundance of rich land not yet brought under cultivation, this fixedness of the total stock of land is not operative. American economists often speak of the value, or rent, of land as varying with the land's distance from good markets, because even now there is a great deal rather than with its fertility; of rich land in their country which is not fully cultivated. And in like manner they lay but little stress on the fact that the diminishing return to labour and capital in general applied to the land by discreet farmers, in such a country as England, is not exactly on the same footing as the diminishing return to an inappropriate investment of their resources by indiscreet farmers or manufacturers in a disproportionately large number of ploughs or planing machines.

It is true that when the tendency to diminishing return is generalized, the return is apt to be expressed in terms of value,

and not of quantity. It must however be conceded that the older method of measuring return in terms of quantity often jostled against the difficulty of rightly interpreting a dose of labour and capital without the aid of a money measure: and that, though helpful for a broad preliminary survey, it cannot be carried very far.

But even the recourse to money fails us, if we want to bring to a common standard the productiveness of lands in distant times or places; and we must then fall back on rough, and more or less arbitrary modes of measurement, which make no aim at numerical precision, but will yet suffice for the broader purposes of history. We have to take account of the facts that there are great variations in the relative amounts of labour and capital in a dose: and that interest on capital is generally a much less important item in backward than in advanced stages of agriculture, in spite of the fact that the rate of interest is generally much lower in the latter. For most purposes it is probably best to take as a common standard a day's unskilled labour of given efficiency: we thus regard the dose as made up of so much labour of different kinds, and such charges for the use and replacement of capital, as will together make up the value of, say, ten days' such labour. the relative proportions of these elements and their several values in terms of such labour being

fixed according to the special circumstances of each problem. (21*)

A similar difficulty is found in comparing the returns obtained by labour and capital applied under different circumstances. So long as the crops are of the same kind, the quantity of one return can be measured off against that of another: but, when they are of different kinds, they cannot be compared till they are reduced to a common measure of value. When, for instance, it is said that land would give better returns to the capital and labour expended on it with one crop or rotation of crops than with another, the statement must be understood to hold only on the basis of the prices at the time. In such a case we must take the whole period of rotation together, assuming the land to be in the same condition at the beginning and the end of the rotation; and counting on the one hand all the labour and capital applied during the whole period, and on the other the aggregate returns of all the crops.

It must be remembered that the return due to a dose of labour and capital is not here taken to include the value of the capital itself. For instance, if part of the capital on a farm consists of two-year-old oxen, then the returns to a year's labour and capital will include not the full weight of these oxen at the end

of the year, but only the addition that has been made to it during the year. Again, when a farmer is said to work with a capital of £10 to the acre, this includes the value of everything that he has on the farm; but the total volume of the doses of labour and capital applied to a farm during, say, a year, does not include the whole value of the fixed capital, such as machinery and horses, but only the value of their use after allowing for interest, depreciation and repairs; though it does include the whole value of the circulating capital, such as seed.

The above is the method of measuring capital generally adopted, and it is to be taken for granted if nothing is said to the contrary; but another method is more suitable occasionally. Sometimes it is convenient to speak as though all the capital applied were circulating capital applied at the beginning of the year or during it: and in that case everything that is on the farm at the end of the year is part of the produce. Thus, young cattle are regarded as a sort of raw material which is worked up in the course of time into fat cattle ready for the butcher. The farm implements may even be treated in the same way, their value at the beginning of the year being taken as so much circulating capital applied to the farm, and at the end of the year as so much produce. This plan enables us to avoid a good deal of repetition of conditioning clauses as to depreciation, etc., and

to save the use of words in many ways. It is often the best plan for general reasonings of an abstract character, particularly if they are expressed in a mathematical form.

The law of diminishing return must have occupied thoughtful men in every densely peopled country. It was first stated clearly by Turgot (*OEuvres*, ed. Daire I, pp. 420-1), as Prof. Cannan has shown; and its chief applications were developed by Ricardo.

NOTES:

1. Increasing return in the earlier stages arises partly from economy of organization, similar to that which gives an advantage to manufacture on a large scale. But it is also partly due to the fact that where land is very slightly cultivated the farmer's crops are apt to be smothered by nature's crop of weeds. The relation between Diminishing and Increasing Return is discussed further in the last chapter of this Book.

2. "The land was not able to bear them, that they might dwell together: for their substance was great, so that they could not dwell together." Genesis xiii, 6.

3. As to this term see the Note at the end of the Chapter.

4. Ricardo was well aware of this: though he did not emphasize it enough. Those opponents of his doctrine who have supposed that it has no application to places where all the land pays a rent, have mistaken the nature of his argument.

5. An illustration from recorded experiments may help to make clearer the notion of the return to a marginal dose of capital and labour. The Arkansas experimental station (see The Times, 18 Nov. 1889) reported that four plots of an acre each were treated exactly alike except in the matter of ploughing and harrowing, with the following result: --

Plot	Cultivation	Crop yields
		bushels per
		acre
1	Ploughed once	16
2	Ploughed once and	
	harrowed once	18 1/3
3	Ploughed twice and	
	harrowed once	21 2/3
4	Ploughed twice and	

This would show that the dose of capital and labour applied in harrowing a second time an acre which had already been ploughed twice gave a return of $1 \frac{7}{12}$ bushels. And if the value of these bushels, after allowing for expenses of harvesting, etc. just replaced that dose with profits, then that dose was a marginal one; even though it was not the last in point of time, since those spent on harvesting must needs come later.

6. Let us seek a graphical illustration. {Figure 11} It is to be remembered that graphical illustrations are not proofs. They are merely pictures corresponding very roughly to the main conditions of certain real problems. They obtain clearness of outline, by leaving out of account many considerations which vary from one practical problem to another, and of which the farmer must take full account in his own special case. If on any given field there were expended a capital of £50, a certain amount of produce would be raised from it: a certain amount larger than the former would be raised if there were expended on it a capital of £51. The difference between these two amounts may be regarded as the produce due to the fifty-first pound; and if we suppose the capital to be applied in successive doses of £1 each we may speak

of this difference as the produce due to the fifty-first dose.

Let the doses be represented in order by successive equal divisions of the line OD. Let there now be drawn from the division of this line representing the fifty-first dose M, a line MP at right angles to OD, in thickness equal to the length of one of the divisions, and such that its length represents the amount of the produce due to the fifty-first dose. Suppose this done for each separate division up to that corresponding to the last dose which it is found profitable to put on the land. Let this last dose be the 110th at D, and DC the corresponding return that only just remunerates the farmer. The extremities of such lines will lie on a curve APC. The gross produce will be represented by the sum of these lines: i.e., since the thickness of each line is equal to the length of the division on which it stands, by the area ODCA. Let CGH be drawn parallel to DO, cutting PM in G; then MG is equal to CD; and since DC just remunerates the farmer for one dose, MG will just remunerate him for another: and so for all the portions of the thick vertical lines cut off between OD and HC. Therefore the sum of these, that is, the area ODCH, represents the share of the produce that is required to remunerate him; while the remainder, AHGCPA, is the surplus produce, which under certain conditions becomes the rent.

7. That is, we may substitute (fig. 11) the dotted line BA' for BA and regard A' BPC as the typical curve for the return to capital and labour applied in English agriculture. No doubt crops of wheat and some other annuals cannot be raised at all without some considerable labour. But natural grasses which sow themselves will yield a good return of rough cattle to scarcely any labour.

It has already been noticed (Book iii, ch. iii, 1), the law of diminishing return bears a close analogy to the law of demand. The return which land gives to a dose of capital and labour may be regarded as the price which land offers for that dose. Land's return to capital and labour is, so to speak, her effective demand for them: her return to any dose is her demand price for that dose, and the list of returns that she will give to successive doses may thus be regarded as her demand schedule: but to avoid confusion we shall call it her "Return Schedule."

Corresponding to the case of the land in the text is that of a man who may be willing to pay a larger proportionate price for a paper that would cover the whole of the walls of his room than for one that would go only half way; and then his demand schedule would at one stage show an increase and not a diminution of demand price for an increased quantity. But in the aggregate

demand of many individuals these unevennesses destroy one another; so that the aggregate demand schedule of a group of people always shows the demand price as falling steadily with every increase in the amount offered. In the same way, by grouping together many pieces of land we might obtain a return schedule that would show a constant diminution for every increase of capital and labour applied. But it is more easy to ascertain, and in some ways more important to take note of, the variations of individual demand in the case of plots of land than in the case of people. And therefore our typical return schedule is not drawn out so as to show as even and uniform a diminution of return as our typical demand schedule does of demand price.

8. This case may be represented by diagrams. If the produce rises in real value in the ratio of OH' to OH (so that the amount required to remunerate the farmer for a dose of capital and labour has fallen from OH to OH'), the surplus produce rises only to $AH'C'$, which is not very much greater than its old amount AHC , fig. 12, representing the first case. The second case is represented in fig. 13, where a similar change in the price of produce makes the new surplus produce $AH'C'$ about three times as large as the old surplus, AHC ; and the third in fig. 14. The earliest doses of capital and labour applied to the land give so poor a return, that it would not be worth while to apply them

unless it were intended to carry the cultivation further. But later doses give an increasing return which culminates at P , and afterwards diminishes. If the price to be got for produce is so low that an amount OH is required to remunerate the cultivator for a dose of capital and labour, it will then be only just profitable to cultivate the land. For then cultivation will be carried as far as D ; there will be a deficit on the earlier doses represented by the area $H'AE'$, and a surplus on the later doses represented by the area $E'PC'$: and as these two are about equal, the cultivation of the land so far will only just pay its way. But if the price of produce rises till OH is sufficient to remunerate the cultivator for a dose of capital and labour, the deficit on the earlier doses will sink to HAE , and the surplus on the later doses will rise to EPC . the net surplus (the true rent in case the land is hired out) will be the excess of EPC over HAE . Should the price rise further till OH' is sufficient to remunerate the cultivator for a dose of capital and labour, this net surplus will rise to the very large amount represented by the excess of $E'PC'$ over $H'AE'$.

9. In such a case as this the earlier doses are pretty sure to be sunk in the land; and the actual rent paid, if the land is hired

out, will then include profits on them in addition to the surplus produce or true rent thus shown. Provision can easily be made in the diagrams for the returns due to the landlord's capital.

10. Of course his return may diminish and then increase and then diminish again; and yet again increase when he is in a position to carry out some further extensive change, as was represented by fig. 11. But more extreme instances, of the kind represented by fig. 15, are not very rare.

11. If the price of produce is such that an amount of it OH (figs. 12, 13, 14) is required to pay the cultivator for one dose of capital and labour, the cultivation will be carried as far as D. and the produce raised, AODC, will be greatest in fig. 12, next greatest in fig. 13, and least in fig. 14. But if the demand for agricultural produce so rises that OH' is enough to repay the cultivator for a dose, the cultivation will be carried as far as D', and the produce raised will be AOD'C', which is greatest in fig. 14, next in fig. 13, and least in fig. 12. The contrast would have been even stronger if we had considered the surplus produce which remains after deducting what is sufficient to repay the cultivator, and which becomes under some conditions the rent of the land. For this is AHC in figs. 12 and 13 in the first case

and AH'C' in the second; while in fig. 14 it is in the first case the excess of AODCPA over ODCH, i.e. the excess of PEC over AHE; and in the second case the excess of PE'C' over AH'E'.

12. Rogers (Six Centuries of Work and Wages, p. 73) calculates that rich meadow had about the same value, estimated in grain, five or six centuries ago as it has now; but that the value of arable land, similarly estimated, has increased about fivefold in the same time. This is partly due to the great importance of hay at a time when roots and other modern kinds of winter food for cattle were unknown.

13. Thus we may compare two pieces of land represented in figs. 16 and 17, with regard to which the law of diminishing return acts in a similar way, so that their produce curves have similar shapes, but the former has a higher fertility than the other for all degrees of intensity of cultivation. The value of the land may generally be represented by its surplus produce or rent, which is in each case represented by AHC when OH is required to repay a dose of capital and labour; and by AH'C' when the growth of numbers and wealth have made OH' sufficient. It is clear that AH'C' in fig. 17 bears a more favourable comparison with AH'C' in fig. 16 than does AHC in fig. 17 with AHC in fig. 16. In the same

way, though not to the same extent, the total produce AOD'C' in fig. 17 bears a more favourable comparison with AOD'C' in fig. 16, than does AODC in fig. 17 with AODC in fig. 16. (It is ingeniously argued in Wicksteed's Coordinates of Laws of Distribution, pp. 51-2 that rent may be negative. Of course taxes may absorb rent: but land which will not reward the plough will grow trees or rough grass. See above, pp. 157-8.)

Leroy Beaulieu (Répartition des Richesses, chap. II) has collected several facts illustrating this tendency of poor lands to rise in value relatively to rich. He quotes the following figures, showing the rental in francs per hectare (2 1/2 acres) of five classes of land in several communes of the Départements de l'Eure et de l'Oise in 1829 and 1852 respectively.

Class I. Class II. Class III. Class IV. Class V.

A.D. 1829	58	48	34	20	8
A.D. 1852	80	78	60	50	40

14. As Roscher says (Political Economy, Sect. CLV), "In judging Ricardo, it must not be forgotten that it was not his intention to write a text-book on the science of Political Economy, but only to communicate to those versed in it the result of his

researches in as brief a manner as possible. Hence he writes so frequently making certain assumptions, and his words are to be extended to other cases only after due consideration, or rather re-written to suit the changed case."

15. Carey claims to have proved that "in every quarter of the world cultivation has commenced on the sides of the hills where the soil was poorest, and where the natural advantages of situation were the least. With the growth of wealth and population, men have been seen descending from the high lands bounding the valley on either side, and coming together at its feet." (Principles of Social Science, chap. IV, 4.) He has even argued that whenever a thickly peopled country is laid waste, "whenever population, wealth, and the power of association decline, it is the rich soil. that is abandoned by men who fly again to the poor ones" (Ib. ch. v, 3); the rich soils being rendered difficult and dangerous by the rapid growth of jungles which harbour wild beasts and banditti, and perhaps by malaria. The experience of more recent settlers in South Africa and elsewhere does not however generally support his conclusions, which are indeed based largely on facts relating to warm countries. But much of the apparent attractiveness of tropical

countries is delusive: they would give a very rich return to hard work: but hard work in them is impossible at present, though some change in this respect may be made by the progress of medical and especially bacteriological science. A cool refreshing breeze is as much a necessary of vigorous life as food itself. Land that offers plenty of food but whose climate destroys energy, is not more productive of the raw material of human wellbeing, than land that supplies less food but has an invigorating climate.

The late Duke of Argyll described the influence of insecurity and poverty in compelling the cultivation of the hills before that of the valleys of the Highlands was feasible, Scotland as it is and was, II, 74-5.

16. In a new country an important form of this assistance is to enable him to venture on rich land that he would have otherwise shunned, through fear of enemies or of malaria.

17. As Ricardo says (Principles, chap. II) "The compensation given (by the lessee) for the mine or quarry is paid for the value of the coal or stone which can be removed from them, and has no connection with the original or indestructible Powers of the land." But both he and others seem sometimes to lose sight of these distinctions in discussing the law of diminishing return in its application to mines. Especially is this the case in

Ricardo's criticism of Adam Smith's theory of rent (Principles, chap. XXIV).

18. Of course the return to capital spent in building increases for the earlier doses. Even where land can be had for almost nothing, it is cheaper to build houses two stories high than one; and hitherto it has been thought cheapest to build factories about four stories high. But a belief is growing up in America, that where land is not very dear factories should be only two stories high, partly in order to avoid the evil effects of vibration, and of the expensive foundations and walls required to prevent it in a high building, that is, it is found that the return of accommodation diminishes perceptibly after the capital and labour required to raise two stories have been spent on the land.

19. See also the writings of Professors Bullock and Landry.

20. In this he will make large use of what is called below the "substitution" of more for less appropriate means. Discussions bearing directly on this paragraph will be found in III, V, 1-3; IV, VII, 8; and XIII, 2: V, III, 3; IV, 1-4; V, 6-8; VIII, 1-5; X, 3; VI, 1, 7; and II, 5.

The tendencies of diminishing utility and of diminishing return have their roots, the one in qualities of human nature, the other in the technical conditions of industry. But the distributions of resources, to which they point, are governed by exactly similar laws. In mathematical phrase, the problems in maxima and minima to which they give rise are expressed by the same general equations; as may be seen by reference to Mathematical Note XIV.

21. The labour-part of the dose is of course current agricultural labour; the capital-part is itself also the product of labour in past times rendered by workers of many kinds and degrees, accompanied by "waiting."

Chapter 4

The Growth of Population

1. The production of wealth is but a means to the sustenance of man; to the satisfaction of his wants; and to the development of his activities, physical, mental, and moral. But man himself

is the chief means of the production of that wealth of which he is the ultimate aim:(1*) and this and the two following chapters will be given to some study of the supply of labour; i.e. of the growth of population in numbers, in strength, in knowledge, and in character.

In the animal and vegetable world the growth of numbers is governed by the tendency of individuals to propagate their species on the one hand, and on the other hand by the struggle for life which thins out the young before they arrive at maturity. In the human race alone the conflict of these two opposing forces is complicated by other influences. On the one hand regard for the future induces many individuals to control their natural impulses; sometimes with the purpose of worthily discharging their duties as parents; sometimes, as for instance at Rome under the Empire, for mean motives. And on the other hand society exercises pressure on the individual by religious, moral and legal sanctions, sometimes with the object of quickening, and sometimes with that of retarding, the growth of population.

The study of the growth of population is often spoken of as though it were a modern one. But in a more or less vague form it has occupied the attention of thoughtful men in all ages of the world. To its influence, often unavowed, sometimes not even

clearly recognized, we can trace a great part of the rules, customs and ceremonies that have been enjoined in the Eastern and Western world by law-givers, by moralists, and those nameless thinkers, whose far-seeing wisdom has left its impress on national habits. Among vigorous races, and in times of great military conflict, they aimed at increasing the supply of males capable of bearing arms; and in the higher stages of progress they have inculcated a great respect for the sanctity of human life; but in the lower stages, they have encouraged and even compelled the ruthless slaughter of the infirm and the aged, and sometimes of a certain proportion of the female children.

In ancient Greece and Rome, with the safety-valve of the power of planting colonies, and in the presence of constant war, an increase in the number of citizens was regarded as a source of public strength; and marriage was encouraged by public opinion, and in many cases even by legislation: though thoughtful men were even then aware that action in the contrary sense might be necessary if the responsibilities of parentage should ever cease to be burdensome.(2*) In later times there may be observed, as Roscher says,(3*) a regular ebb and flow of the opinion that the State should encourage the growth of numbers. It was in full flow in England under the first two Tudors, but in the course of the sixteenth century it slackened and turned; and it began to ebb,

when the abolition of the celibacy of the religious orders, and the more settled state of the country had had time to give a perceptible impetus to population; the effective demand for labour having meanwhile been diminished by the increase of sheep runs, and by the collapse of that part of the industrial system which had been organized by the monastic establishments. Later on the growth of population was checked by that rise in the standard of comfort which took effect in the general adoption of wheat as the staple food of Englishmen during the first half of the eighteenth century. At that time there were even fears, which later inquiries showed to be unfounded, that the population was actually diminishing. Petty(4*) had forestalled some of Carey's and Wakefield's arguments as to the advantages of a dense population. Child had argued that "whatever tends to the depopulating of a country tends to the impoverishment of it;" and that "most nations in the civilized parts of the world are more or less rich or poor proportionably to the paucity or plenty of their people, and not to the sterility or fruitfulness of their land."(5*) And by the time that the world-struggle with France had attained its height, when the demands for more and more troops were ever growing, and when manufacturers were wanting more men for their new machinery; the bias of the ruling classes was strongly flowing in favour of an increase of population. So

far did this movement of opinion reach that in 1796 Pitt declared that a man who had enriched his country with a number of children had a claim on its assistance. An Act, passed amid the military anxieties of 1806, which granted exemptions from taxes to the fathers of more than two children born in wedlock, was repealed as soon as Napoleon had been safely lodged in St Helena.(6*)

2. But during all this time there had been a growing feeling among those who thought most seriously on social problems, that an inordinate increase of numbers, whether it strengthened the State or not, must necessarily cause great misery: and that the rulers of the State had no right to subordinate individual happiness to the aggrandizement of the State. In France in particular a reaction was caused, as we have seen, by the cynical selfishness with which the Court and its adherents sacrificed the wellbeing of the people for the sake of their own luxury and military glory. If the humane sympathies of the Physiocrats had been able to overcome the frivolity and harshness of the privileged classes of France, the eighteenth century would probably not have ended in tumult and bloodshed, the march of freedom in England would not have been arrested, and the dial of progress would have been more forward than it is by the space of at least a generation. As it was, but little attention was paid

to Quesnay's guarded but forcible protest: -- "one should aim less at augmenting the population than at increasing the national income, for the condition of greater comfort which is derived from a good income, is preferable to that in which a population exceeds its income and is ever in urgent need of the means of subsistence." (7*)

Adam Smith said but little on the question of population, for indeed he wrote at one of the culminating points of the prosperity of the English working classes; but what he does say is wise and well balanced and modern in tone. Accepting the Physiocratic doctrine as his basis, he corrected it by insisting that the necessaries of life are not a fixed and determined quantity, but have varied much from place to place and time to time; and may vary more. (8*) But he did not work out this hint fully. And there was nothing to lead him to anticipate the second great limitation of the physiocratic doctrine, which has been made prominent in our time by the carriage of wheat from the centre of America to Liverpool for less than what had been the cost of its carriage across England.

The eighteenth century wore on to its close and the next century began; year by year the condition of the working classes in England became more gloomy. An astonishing series of bad harvests, (9*) a most exhausting war, (10*) and a change in the

methods of industry that dislocated old ties, combined with an injudicious poor law to bring the working classes into the greatest misery they have ever suffered, at all events since the beginning of trustworthy records of English social history.(11*) And to crown all, well-meaning enthusiasts, chiefly under French influence, were proposing communistic schemes which would enable people to throw on society the whole responsibility for rearing their children.(12*)

Thus while the recruiting sergeant and the employer of labour were calling for measures tending to increase the growth of population, more far-seeing men began to inquire whether the race could escape degradation if the numbers continued long to increase as they were then doing. Of these inquirers the chief was Malthus, and his Essay on the Principle of Population is the starting-point of all modern speculations on the subject.

3. Malthus' reasoning consists of three parts, which must be kept distinct. The first relates to the supply of labour. By a careful study of facts he proves that every people, of whose history we have a trustworthy record, has been so prolific that the growth of its numbers would have been rapid and continuous if it had not been checked either by a scarcity of the necessaries of life, or some other cause, that is, by disease, by war, by infanticide, or lastly by voluntary restraint.

His second position relates to the demand for labour. Like the first it is supported by facts, but by a different set of facts. He shows that up to the time at which he wrote no country (as distinguished from a city, such as Rome or Venice) had been able to obtain an abundant supply of the necessities of life after its territory had become very thickly peopled. The produce which Nature returns to the work of man is her effective demand for population: and he shows that up to this time a rapid increase in population when already thick had not led to a proportionate increase in this demand.(13*)

Thirdly, he draws the conclusion that what had been in the past, was likely to be in the future; and that the growth of population would be checked by poverty or some other cause of suffering unless it were checked by voluntary restraint. He therefore urges people to use this restraint, and, while leading lives of moral purity, to abstain from very early marriages.(14*)

His position with regard to the supply of population, with which alone we are directly concerned in this chapter, remains substantially valid. The changes which the course of events has introduced into the doctrine of population relate chiefly to the second and third steps of his reasoning. We have already noticed that the English economists of the earlier half of last century

overrated the tendency of an increasing population to press upon the means of subsistence; and it was not Malthus' fault that he could not foresee the great developments of steam transport by land and by sea, which have enabled Englishmen of the present generation to obtain the products of the richest lands of the earth at comparatively small cost.

But the fact that he did not foresee these changes makes the second and third steps of his argument antiquated in form; though they are still in a great measure valid in substance. It remains true that unless the checks on the growth of population in force at the end of the nineteenth century are on the whole increased (they are certain to change their form in places that are as yet imperfectly civilized) it will be impossible for the habits of comfort prevailing in Western Europe to spread themselves over the whole world and maintain themselves for many hundred years. But of this more hereafter. (15*)

4. The growth in numbers of a people depends firstly on the Natural Increase, that is, the excess of their births over their deaths; and secondly on migration.

The number of births depends chiefly on habits relating to marriage, the early history of which is full of instruction; but we must confine ourselves here to the conditions of marriage in modern civilized countries.

The age of marriage varies with the climate. In warm climates where childbearing begins early, it ends early, in colder climates it begins later and ends later;(16*) but in every case the longer marriages are postponed beyond the age that is natural to the country, the smaller is the birth-rate; the age of the wife being of course much more important in this respect than that of the husband.(17*) Given the climate, the average age of marriage depends chiefly on the ease with which young people can establish themselves, and support a family according to the standard of comfort that prevails among their friends and acquaintances; and therefore it is different in different stations of life.

In the middle classes a man's income seldom reaches its maximum till he is forty or fifty years old; and the expense of bringing up his children is heavy and lasts for many years. The artisan earns nearly as much at twenty-one as he ever does, unless he rises to a responsible post, but he does not earn much before he is twenty-one: his children are likely to be a considerable expense to him till about the age of fifteen; unless they are sent into a factory, where they may pay their way at a very early age; and lastly the labourer earns nearly full wages at eighteen, while his children begin to pay their own expenses very early. In consequence, the average age at marriage is

highest among the middle classes: it is low among the artisans and lower still among the unskilled labourers.(18*)

Unskilled labourers, when not so poor as to suffer actual want and not restrained by any external cause, have seldom, if ever, shown a lower power of increase than that of doubling in thirty years; that is, of multiplying a million-fold in six hundred years, a billion-fold in twelve hundred: and hence it might be inferred a priori that their increase has never gone on without restraint for any considerable time. This inference is confirmed by the teaching of all history. Throughout Europe during the Middle Ages, and in some parts of it even up to the present time, unmarried labourers have usually slept in the farmhouse or with their parents; while a married pair have generally required a house for themselves: when a village has as many hands as it can well employ, the number of houses is not increased, and young people have to wait as best they can.

There are many parts of Europe even now in which custom exercising the force of law prevents more than one son in each family from marrying; he is generally the eldest, but in some places the youngest: if any other son marries he must leave the village. When great material prosperity and the absence of all extreme poverty are found in old-fashioned corners of the Old

World, the explanation generally lies in some such custom as this with all its evils and hardships.(19*) It is true that the severity of this custom may be tempered by the power of migration; but in the Middle Ages the free movement of the people was hindered by stern regulations. The free towns indeed often encouraged immigration from the country: but the rules of the guilds were in some respects almost as cruel to people who tried to escape from their old homes as were those enforced by the feudal lords themselves.(20*)

5. In this respect the position of the hired agricultural labourer has changed very much. The towns are now always open to him and his children; and if he betakes himself to the New World he is likely to succeed better than any other class of emigrants. But on the other hand the gradual rise in the value of land and its growing scarcity is tending to check the increase of population in some districts in which the system of peasant properties prevails, in which there is not much enterprise for opening out new trades or for emigration, and parents feel that the social position of their children will depend on the amount of their land. They incline to limit artificially the size of their families and to treat marriage very much as a business contract, seeking always to marry their sons to heiresses. Francis Galton pointed out that, though the families of English

peers are generally large, the habits of marrying the eldest son to an heiress who is presumably not of fertile stock, and sometimes dissuading younger sons from marriage, have led to the extinction of many peerages. Similar habits among French peasants, combined with their preference for small families, keep their numbers almost stationary.

On the other hand there seem to be no conditions more favourable to the rapid growth of numbers than those of the agricultural districts of new countries. Land is to be had in abundance, railways and steamships carry away the produce of the land and bring back in exchange implements of advanced types, and many of the comforts and luxuries of life. The "farmer," as the peasant proprietor is called in America, finds therefore that a large family is not a burden, but an assistance to him. He and they live healthy out-of-door lives; there is nothing to check but everything to stimulate the growth of numbers. The natural increase is aided by immigration; and thus, in spite of the fact that some classes of the inhabitants of large cities in America are, it is said, reluctant to have many children, the population has increased sixteen-fold in the last hundred years.(21*)

On the whole it seems proved that the birth-rate is generally lower among the well-to-do than among those who make little expensive provision for the future of themselves and their

families, and who live an active life: and that fecundity is diminished by luxurious habits of living. Probably it is also diminished by severe mental strain; that is to say, given the natural strength of the parents, their expectation of a large family is diminished by a great increase of mental strain. Of course those who do high mental work, have as a class more than the average of constitutional and nervous strength; and Galton has shown that they are not as a class unprolific. But they commonly marry late.

6. The growth of population in England has a more clearly defined history than that in the United Kingdom, and we shall find some interest in noticing its chief movements.

The restraints on the increase of numbers during the Middle Ages were the same in England as elsewhere. In England as elsewhere the religious orders were a refuge to those for whom no establishment in marriage could be provided; and religious celibacy while undoubtedly acting in some measure as an independent check on the growth of population, is in the main to be regarded rather as a method in which the broad natural forces tending to restrain population expressed themselves, than as an addition to them. Infectious and contagious diseases, both endemic and epidemic, were caused by dirty habits of life which

were even worse in England than in the South of Europe; and famines by the failures of good harvests and the difficulties of communication; though this evil was less in England than elsewhere.

Country life was, as elsewhere, rigid in its habits; young people found it difficult to establish themselves until some other married pair had passed from the scene and made a vacancy in their own parish; for migration to another parish was seldom thought of by an agricultural labourer under ordinary circumstances. Consequently whenever plague or war or famine thinned the population, there were always many waiting to be married, who filled the vacant places; and, being perhaps younger and stronger than the average of newly married couples, had larger families.(22*)

There was however some movement even of agricultural labourers towards districts which had been struck more heavily than their neighbours by pestilence, by famine or the sword. Moreover artisans were often more or less on the move, and this was especially the case with those who were engaged in the building trades, and those who worked in metal and wood; though no doubt the "wander years" were chiefly those of youth, and after these were over the wanderer was likely to settle down in the place in which he was born. Again, there seems to have been a

good deal of migration on the part of the retainers of the landed gentry, especially of the greater barons who had seats in several parts of the country. And lastly, in spite of the selfish exclusiveness which the guilds developed as years went on, the towns offered in England as elsewhere a refuge to many who could get no good openings for work and for marriage in their own homes. In these various ways some elasticity was introduced into the rigid system of medieval economy; and population was able to avail itself in some measure of the increased demand for labour which came gradually with the growth of knowledge, the establishment of law and order, and the development of oceanic trade.(23*)

In the latter half of the seventeenth and the first half of the eighteenth century the central government exerted itself to hinder the adjustment of the supply of population in different parts of the country to the demand for it by Settlement laws, which made any one chargeable to a parish who had resided there forty days, but ordered that he might be sent home by force at any time within that period.(24*) Landlords and farmers were so eager to prevent people from getting a "settlement" in their parish that they put great difficulties in the way of building cottages, and sometimes even razed them to the ground. In consequence the agricultural population of England was stationary

during the hundred years ending with 1760; while the manufactures were not yet sufficiently developed to absorb large numbers. This retardation in the growth of numbers was partly caused by, and partly a cause of, a rise in the standard of living; a chief element of which was an increased use of wheat in the place of inferior grains as the food of the common people.(25*)

From 1760 onwards those who could not establish themselves at home found little difficulty in getting employment in the new manufacturing or mining districts, where the demand for workers often kept the local authorities from enforcing the removal clauses of the Settlement Act. To these districts young people resorted freely, and the birthrate in them became exceptionally high; but so did the death-rate also; the net result being a fairly rapid growth of population. At the end of the century, when Malthus wrote, the Poor Law again began to influence the age of marriage; but this time in the direction of making it unduly early. The sufferings of the working classes caused by a series of famines and by the French War made some measure of relief necessary; and the need of large bodies of recruits for the army and navy was an additional inducement to tender-hearted people to be somewhat liberal in their allowances to a large family, with the practical effect of making the father of many children often

able to procure more indulgences for himself without working than he could have got by hard work if he had been unmarried or had only a small family. Those who availed themselves most of this bounty were naturally the laziest and meanest of the people, those with least self-respect and enterprise. So although there was in the manufacturing towns a fearful mortality, particularly of infants, the quantity of the people increased fast; but its quality improved little, if at all, till the passing of the New Poor Law in 1834. Since that time the rapid growth of the town population has, as we shall see in the next chapter, tended to increase mortality, but this has been counteracted by the growth of temperance, of medical knowledge, of sanitation and of general cleanliness. Emigration has increased, the age of marriage has been slightly raised and a somewhat less proportion of the whole population are married; but, on the other hand, the ratio of births to a marriage has risen;(26*) with the result that population has been growing very nearly steadily.(27*) Let us examine the course of recent changes a little more closely.

7. Early in this century, when wages were low and wheat was dear, the working classes generally spent more than half their income on bread: and consequently a rise in the price of wheat diminished marriages very much among them: that is, it diminished very much the number of marriages by banns. But it raised the

income of many members of the well-to-do classes, and therefore often increased the number of marriages by licence.(28*) Since however these were but a small part of the whole, the net effect was to lower the marriage-rate.(29*) But as time went on, the price of wheat fell and wages rose, till now the working classes spend on the average less than a quarter of their incomes on bread; and in consequence the variations of commercial prosperity have got to exercise a preponderating influence on the marriage-rate.(30*)

Since 1873 though the average real income of the population of England has indeed been increasing, its rate of increase has been less than in the preceding years, and meanwhile there has been a continuous fall of prices, and consequently a continuous fall in the money incomes of many classes of society. Now people are governed in their calculations as to whether they can afford to marry or not, more by the money income which they expect to be able to get, than by elaborate calculations of changes in its purchasing power. And therefore the standard of living among the working classes has been rising rapidly, perhaps more rapidly than at any other time in English history; their household expenditure measured in money has remained about stationary, and measured in goods has increased very fast. Meanwhile the price of wheat has also fallen very much, and a marked fall in the

marriage-rate for the whole country has often accompanied a marked fall in the price of wheat. The marriage-rate is now reckoned on the basis that each marriage involves two persons and should therefore count for two. The English rate fell from 17.6 per thousand in 1873 to 14.2 in 1886. It rose to 16.5 in 1899; in 1907 it was 15.8, but in 1908 only 14.9.(31*)

There is much to be learnt from the history of population in Scotland and in Ireland. In the lowlands of Scotland a high standard of education, the development of mineral resources, and close contact with their richer English neighbours have combined to afford a great increase of average income to a rapidly increasing population. On the other hand, the inordinate growth of population in Ireland before the potato-famine in 1847, and its steady diminution since that time, will remain for ever landmarks in economic history.

Comparing the habits of different nations(32*) we find that in the Teutonic countries of Central and Northern Europe, the age of marriage is kept late, partly in consequence of the early years of manhood being spent in the army; but that it has been very early in Russia; where, at all events under the old régime, the family group insisted on the son's bringing a wife to help in the work of the household as early as possible, even if he had to

leave her for a time and go to earn his living elsewhere. In the United Kingdom and America there is no compulsory service, and men marry early. In France, contrary to general opinion, early marriages on the part of men are not rare; while on the part of women they are more common than in any country for which we have statistics, except the Slavonic countries, where they are much the highest.

The marriage-rate, the birth-rate and the death-rate are diminishing in almost every country. But the general mortality is high where the birth-rate is high. For instance, both are high in Slavonic countries, and both are low in the North of Europe. The death-rates are low in Australasia, and the "natural" increase there is fairly high, though the birth-rate is low and falling very fast. In fact its fall in the various States ranged from 23 to 30 per cent in the period 1881-1901.(33*)

NOTES:

1. See IV, i, section 1.

2. Thus Aristotle (Politics, II, 6) objects to Plato's scheme for equalizing property and abolishing poverty on the ground that it would be unworkable unless the State exercised a firm control

over the growth of numbers. And as Jowett points out, Plato himself was aware of this (see *Laws*, v, 740: also Aristotle, *Politics*, VII, 16). The opinion, formerly held that the population of Greece declined from the seventh century B.C., and that of Rome from the third, has recently been called in question, see "Die Bevölkerung des Altertums" by Edouard Meyer in the *Handwörterbuch der Staatswissenschaften*.

3. Political Economy, section 254.

4. He argues that Holland is richer than it appears to be relatively to France, because its people have access to many advantages that cannot be had by those who live on poorer land, and are therefore more scattered. "rich land is better than coarse land of the same rent." *Political Arithmetick*, ch. 1.

5. *Discourses on Trade*, ch. X. Harris, *Essay on Coins*, pp. 32-3, argues to a similar effect, and proposes to "encourage matrimony among the lower classes by giving some privileges to those who have children," etc.

6. "Let us," said Pitt, "make relief, in cases where there are a large number of children, a matter of right and an honour,

instead of a ground for opprobrium and contempt. This will make a large family a blessing and not a curse, and this will draw a proper line of distinction between those who are able to provide for themselves by labour, and those who after having enriched their country with a number of children have a claim on its assistance for their support." Of course he desired "to discourage relief where it was not wanted." Napoleon the First had offered to take under his own charge one member of any family which contained seven male children; and Louis XIV his predecessor in the slaughter of men, had exempted from public taxes all those who married before the age of 20 or had more than ten legitimate children. A comparison of the rapid increase in the population of Germany with that of France was a chief motive of the order of the French Chamber in 1885 that education and board should be provided at the public expense for every seventh child in necessitous families: and in 1913 a law was passed giving bounties under certain conditions to parents of large families. The British Budget Bill of 1909 allowed a small abatement of income tax for fathers of families.

7. The Physiocratic doctrine with regard to the tendency of population to increase up to the margin of subsistence may be given in Turgot's words: -- the employer "since he always has his

choice of a great number of working men, will choose that one who will work most cheaply. Thus then the workers are compelled by mutual competition to lower their price; and with regard to every kind of labour the result is bound to be reached and it is reached as a matter of fact -- that the wages of the worker are limited to that which is necessary to procure his subsistence."

(Sur la formation et la distribution des richesses, VI) Similarly Sir James Steuart says (Inquiry, Bk. 1, ch. III), "The generative faculty resembles a spring loaded with a weight, which always exerts itself in proportion to the diminution of resistance: when food has remained some time without augmentation or diminution, generation will carry numbers as high as possible; if then food comes to be diminished the spring is overpowered; the force of it becomes less than nothing, inhabitants will diminish at least in proportion to the overcharge. If, on the other hand, food be increased, the spring which stood at 0, will begin to exert itself in proportion as the resistance diminishes; people will begin to be better fed; they will multiply, and in proportion as they increase in numbers the food will become scarce again." Sir James Steuart was much under the influence of the Physiocrats, and was indeed in some respects imbued with Continental rather than English notions of government: and his artificial schemes

for regulating population seem very far off from us now. See his Inquiry, Bk. I, ch. XII, "Of the great advantage of combining a well-digested Theory and a perfect Knowledge of Facts with the Practical Part of Government in order to make a People multiply."

8. See Wealth of Nations, Bk. I, ch. VIII, and Bk. V, ch. II. See also *supra*, Bk. II, ch. III.

9. The average price of wheat in the decade 1771-80 in which Adam Smith wrote was 34s. 7d.; in 1781-90 it was 37s. 1d.; in 1791-1800 it was 63s. 6d.; in 1801-10 it was 83s. 11d.; and in 1811-20 it was 87s. 6d.

10. Early in the last century the Imperial taxes for the greater part war taxes amounted to one-fifth of the whole income of the country; whereas now they are not much more than a twentieth, and even of this a great part is spent on education and other benefits which Government did not then afford.

11. See below section 7 and above Bk. I, ch. III, section 5.

12. Especially Godwin in his Inquiry concerning Political Justice (1792). It is interesting to compare Malthus' criticism of this Essay (Bk. III, ch. II) with Aristotle's comments on Plato's

Republic (see especially Politics, II, 6).

13. But many of his critics suppose him to have stated his position much less unreservedly than he did; they have forgotten such passages as this: -- "From a review of the state of society in former periods compared with the present I should certainly say that the evils resulting from the principle of population have rather diminished than increased, even under the disadvantage of an almost total ignorance of their real cause. And if we can indulge the hope that this ignorance will be gradually dissipated, it does not seem unreasonable to hope that they will be still further diminished. The increase of absolute population, which will of course take place, will evidently tend but little to weaken this expectation, as everything depends on the relative proportions between population and food, and not on the absolute number of the people. In the former part of this work it appeared that the countries which possessed the fewest people often suffered the most from the effects of the principle of population." Essay, Bk. IV, ch. XII.

14. In the first edition of his essay, 1798, Malthus gave his argument without any detailed statement of facts, though from the first he regarded it as needing to be treated in direct

connection with a study of facts; as is shown by his having told Pryme (who afterwards became the first Professor of Political Economy at Cambridge) "that his theory was first suggested to his mind in an argumentative conversation which he had with his father on the state of some other countries" (Pryme's Recollections, p. 66). American experience showed that population if unchecked would double at least once in twenty-five years. He argued that a doubled population might, even in a country as thickly peopled as England was with its seven million inhabitants, conceivably though not probably double the subsistence raised from the English soil: but that labour doubled again would not suffice to double the produce again. "Let us then take this for our rule, though certainly far beyond the truth; and allow that the whole produce of the island might be increased every twenty five years [that is with every doubling of the population] by a quantity of subsistence equal to that which it at present produces"; or in other words, in an arithmetical progression. His desire to make himself clearly understood made him, as Wagner says in his excellent introduction to the study of Population (Grundlegung, Ed. 3, p. 453), "put too sharp a point on his doctrine, and formulate it too absolutely." Thus he got into the habit of speaking of production as capable of increasing in an arithmetical ratio: and many writers think that he attached

importance to the phrase itself: whereas it was really only a short way of stating the utmost that he thought any reasonable person could ask him to concede. What he meant, stated in modern language, was that the tendency to diminishing return, which is assumed throughout his argument, would begin to operate sharply after the produce of the island had been doubled. Doubled labour might give doubled produce: but quadrupled labour would hardly treble it: octupled labour would not quadruple it.

In the second edition, 1803, he based himself on so wide and careful a statement of facts as to claim a place among the founders of historical economics; he softened and explained away many of the "sharp points" of his old doctrine, though he did not abandon (as was implied in the earlier editions of this work) the use of the phrase "arithmetical ratio." In particular he took a less despondent view of the future of the human race; and dwelt on the hope that moral restraint might hold population in check, and that "vice and misery," the old check, might thus be kept in abeyance. Francis Place, who was not blind to his many faults, wrote in 1822 an apology for him, excellent in tone and judgment. Good accounts of his work are given in Bonar's Malthus and his Work, Cannan's Production and Distribution, 1776-1848, and Nicholson's Political Economy, Bk. 1, ch. XII.

15. Taking the present population of the world at one and a half thousand millions; and assuming that its present rate of increase (about 8 per 1000 annually, see Ravenstein's paper before the British Association in 1890) will continue, we find that in less than two hundred years it will amount to six thousand millions; or at the rate of about 200 to the square mile of fairly fertile land (Ravenstein reckons 28 million square miles of fairly fertile land, and 14 millions of poor grass lands. The first estimate is thought by many to be too high: but, allowing for this, if the less fertile land be reckoned in for what it is worth, the result will be about thirty million square miles as assumed above). Meanwhile there will probably be great improvements in the arts of agriculture; and, if so, the pressure of population on the means of subsistence may be held in check for about two hundred years, but not longer.

16. Of course the length of a generation has itself some influence on the growth of population. If it is 25 years in one place and 20 in another; and if in each place population doubles once in two generations during a thousand years, the increase will be a million-fold in the first place, but thirty million-fold in the second.

17. Dr Ogle (Statistical Journal, Vol. 53) calculates that if the average age of marriage of women in England were postponed five years, the number of children to a marriage, which is now 4.2 would fall to 3.1. Korösi, basing himself on the facts of the relatively warm climate of Buda Pest, finds 18-20 the most prolific age for women, 24-26 that for men. But he concludes that a slight postponement of weddings beyond these ages is advisable mainly on the ground that the vitality of the children of women under 20 is generally small. See Proceedings of Congress of Hygiene and Demography, London 1892, and Statistical Journal, Vol 57.

18. The term marriage in the text must be taken in a wide sense so as to include not only legal marriages, but all those informal unions which are sufficiently permanent in character to involve for several years at least the practical responsibilities of married life. They are often contracted at an early age, and not unfrequently lead up to legal marriages after the lapse of some years. For this reason the average age at marriage in the broad sense of the term, with which alone we are here concerned, is below the average age at legal marriage. The allowance to be made on this head for the whole of the working classes is probably considerable; but it is very much greater in the case of

unskilled labourers than of any other class. The following statistics must be interpreted in the light of this remark, and of the fact that all English industrial statistics are vitiated by the want of sufficient care in the classification of the working classes in our official returns. The Registrar-General's forty-ninth Annual Report states that in certain selected districts the returns of marriages for 1884-5 were examined with the following results; the number after each occupation being the average age of bachelors in it at marriage, and the following number, in brackets, being the average age of spinsters who married men of that occupation: -- Miners 24.06 (22.46); Textile hands 24.38 (23.43); Shoemakers, Tailors 24.92 (24.31); Artisans 25.35 (23.70); Labourers 15.56 (23.66); Commercial Clerks 16.15 (24.43); Shopkeepers, Shopmen 26.67 (24.22); Farmers and sons 29.23 (26.91); Professional and Independent Class 31.22 (26.40).

Dr Ogle, in the paper already referred to, shows that the marriage-rate is greatest generally in those parts of England in which the percentage of those women between 15 and 25 years of age who are industrially occupied is the greatest. This is no doubt due, as he suggests, partly to the willingness of men to have their money incomes supplemented by those of their wives; but it may be partly due also to an excess of women of a

marriageable age in those districts.

19. Thus a visit to the valley Jachenau in the Bavarian Alps about 1880 found this custom still in full force. Aided by a great recent rise in the value of their woods, with regard to which they had pursued a farseeing policy, the inhabitants lived prosperously in large houses, the younger brothers and sisters acting as servants in their old homes or elsewhere. They were of a different race from the workpeople in the neighbouring valleys, who lived poor and hard lives, but seemed to think that the Jachenau purchased its material prosperity at too great a cost.

20. See e.g. Rogers, *Six Centuries*, pp. 106-7.

21. The extreme prudence of peasant proprietors under stationary conditions was noticed by Malthus; see his account of Switzerland (*Essay*, Bk. II, ch. v). Adam Smith remarked that poor Highland women frequently had twenty children of whom not more than two reached maturity (*Wealth of Nations*, Bk. 1, ch. VIII); and the notion that want stimulated fertility was insisted on by Doubleday, *True Law of Population*. See also Sadler, *Law of Population*. Herbert Spencer seemed to think it probable that the progress of civilization will of itself hold the growth of

population completely in check. But Malthus' remark, that the reproductive power is less in barbarous than in civilized races, has been extended by Darwin to the animal and vegetable kingdom generally.

Mr Charles Booth (Statistical Journal, 1893) has divided London into 27 districts (chiefly Registration districts); and arranged them in order of poverty, of overcrowding, of high birth-rate and of high death-rate. He finds that the four orders are generally the same. The excess of birth rate over death-rate is lowest in the very rich and the very poor districts.

The birth-rate in England and Wales is nominally diminishing at about an equal rate in both town and country. But the continuous migration of young persons from rural to industrial areas has considerably depleted the ranks of young married women in the rural districts; and, when allowance is made for this fact, we find that the percentage of births to women of childbearing ages is much higher in them than in the towns: as is shown in the following table published by the Registrar-General in 1907.

Mean Annual Birth Rates in Urban and Rural Areas

Urban: 20 large towns, with an aggregate population of 9,742,404

persons at the date of the Census of 1901.

Period	Calculated on the total population	
	Rate per 1000	Compared with rate in
		1870-72 taken as 100
1870-72	36.7	100.0
1880-82	35.7	97.3
1890-92	32.0	87.2
1900-02	28.8	81.2

Calculated on the female population, aged 15-45
years

	Rate per 1000	Compared with rate in
		1870-72 taken as 100
1870-72	143.1	100.0
1880-82	140.6	98.3
1890-92	124.6	87.1
1900-02	111.4	77.8

Rural: 112 entirely rural registration districts, with an aggregate population of 1,330,319 persons at the date of the Census of 1901.

Calculated on the total population

	Rate per 1000	Compared with rate in 1870-72 taken as 100
1870-72	31.6	100.0
1880-82	30.3	95.6
1890-92	27.8	88.0
1900-02	26.0	83.3

Calculated on the female population, aged 15-45

years

	Rate per 1000	Compared with rate in 1870-72 taken as 100
1870-72	158.9	100.0
1880-82	153.5	96.6
1890-92	135.6	85.3

1900-02

120.7

76.0

The movements of the population of France have been studied with exceptional care: and the great work on the subject by Levasseur, *La Population Française*, is a mine of valuable information as regards other nations besides France. Montesquieu, reasoning perhaps rather a priori, accused the law of primogeniture which ruled in his time in France of reducing the number of children in a family: and le Play brought the same charge against the law of compulsory division. Levasseur (l.c. Vol. iii, pp. 171-7) calls attention to the contrast; and remark that Malthus' expectations of the effect of the Civil Code on population were in harmony with Montesquieu's rather than le Play's diagnosis. But in fact the birthrate varies much from one part of France to another. It is generally lower where a large part of the population owns land than where it does not. If however the Departments of France be arranged in groups in ascending order of the property left at death (*valeurs successorales par tête d'habitant*), the corresponding birth-rate descends almost uniformly, being 23 per hundred married women between 15 and 50 years for the ten Departments in which the property left is 48-57 fr.; and 13.2 for the Seine, where it is

412 fr. And in Paris itself the arrondissements inhabited by the well-to-do show a smaller percentage of families with more than two children than the poorer arrondissements show. There is much interest in the careful analysis which Levasseur gives of the connection between economic conditions and birth-rate; his general conclusion being that it is not direct but indirect, through the mutual influence of the two on manners and the habit of life (moeurs). He appears to hold that, however much the decline in the numbers of the French relatively to surrounding nations may be regretted from the political and military points of view, there is much good mixed with the evil in its influences on material comfort and even social progress.

22. Thus we are told that after the Black Death of 1349 most marriages were very fertile (Rogers, History of Agriculture and Prices, Vol. 1, p. 301).

23. There is no certain knowledge to be had as to the density of population in England before the eighteenth century. but the following estimates, reproduced from Steffen (Geschichte der englischen Lohn-arbeiter, 1, pp. 463 ff.), are probably the best as yet available. Domesday Book suggests that in 1086 the population of England was between two, and two-and-a-half

millions. Just before the Black Death (1348) it may have been between three-and-a-half, and four-and-a-half millions; and just afterwards two-and-a-half millions. It began to recover quickly; but made slow progress between 1400 and 1550: it increased rather fast in the next hundred years, and reached five-and-a half millions in 1700.

If we are to trust Harrison (Description of England, Bk. II, ch. XVI), the muster of men able for service in 1574 amounted to 1,172,674.

The Black Death was England's only very great calamity. She was not, like the rest of Europe, liable to devastating wars, such as the Thirty Years' War, which destroyed more than half the population of Germany, a loss which it required a full century to recover. (See Rümelin's instructive article on Bevölkerungslehre in Schönberg's Handbuch.)

24. Adam Smith is justly indignant at this. (See Wealth of Nations, Bk. I, ch. X, Part II, and Book IV, ch. II.) The Act recites (14 Charles II, c. 12, A.D. 1662) that " by reason of some defects in the law, poor people are not restrained from going from one parish to another, and thereby do endeavour to settle themselves in those parishes where there is the best stock, the largest wastes or commons to build cottages, and the

most woods for them to burn and destroy: etc." and it is therefore ordered " that upon complaint made... within forty days after any such person or persons coming, so as to settle as aforesaid, in any tenement under the yearly value of ten pounds... it shall be lawful for any two justices of the Peace... to remove and convey such person or persons to such parish where he or they were last legally settled." Several Acts purporting to soften its harshness had been passed before Adam Smith's time; but they had been ineffective. In 1795 however it was ordered that no one should be removed until he became actually chargeable.

25. Some interesting remarks on this subject are made by Eden, History of the Poor, I, pp. 560-4.

26. But this increase in the figures shown is partly due to improved registration of births. (Farr, Vital Statistics, p. 97.)

27. The following tables show the growth of the population of England and Wales from the beginning of the eighteenth century. The figures before 1801 are computed from the registers of births and deaths, and the poll and hearth tax returns: those since 1801 from Census returns. It will be noticed that the numbers

increased nearly as much in the twenty years following 1760 as in the preceding sixty years. The pressure of the great war and the high price of corn is shown in the slow growth between 1790 and 1801; and the effects of indiscriminate poor law allowances, in spite of greater pressure, is shown by the rapid increase in the next ten years, and the still greater increase when that pressure was removed in the decade ending 1821. The third column shows the percentage which the increase during the preceding decade was of the population at the beginning of that decade.

Year	Population	Increase
	000s omitted	per cent
1700	5,475	
1710	5,240	-4.9
1720	5,565	6.2
1730	5,796	4.1
1740	6,064	4.6
1750	6,467	6.6
1760	6,736	4.1
1770	7,428	10.3
1780	7,953	7.1

1790	8,675	9.1
1801	8,892	2.5
1811	10,164	14.3
1821	12,000	18.1
1831	13,897	15.8
1841	15,909	14.5
1851	17,928	12.7
1861	20,066	11.9
1871	22,712	13.2
1881	25,974	14.4
1891	29,022	11.7
1901	32,527	11.7

The great growth of emigration during recent years makes it important to correct the figures for the last three decades so as to show the "natural increase," viz. that due to the excess of births over deaths. The net emigration from the United Kingdom during the decades 1871-81 and 1881-91 was 1,480,000, and 1,747,000 respectively.

28. See Farr's 17th Annual Report for 1854 as Registrar-General, or the abstract of it in Vital Statistics (pp. 72-5).

29. For instance, representing the price of wheat in shillings and the number of marriages in England and Wales in thousands, we have for 1801 wheat at 119 and marriages at 67, for 1803 wheat at 59 and marriages at 94; for 1805 the numbers are 90 and 80, for 1807 they are 75 and 84, for 1812 they are 126 and 82, for 1815 they are 66 and 100, for 1917 they are 97 and 88, for 1822 they are 45 and 99.

30. Since 1820 the average price of wheat has seldom exceeded 60s. and never 75s.: and the successive inflations of commerce which culminated and broke in 1826, 1836-9, 1848, 1856, 1866 and 1873 exercised an influence on the marriage rate about equal with changes in the price of corn. When the two causes act together the effects are very striking: thus between 1829 and 1834, there was a recovery of prosperity accompanied by a steady fall in the price of wheat and marriages rose from a hundred and four to a hundred and twenty-one thousand. The marriage-rate rose again rapidly between 1842 and 1845 when the price of wheat was a little lower than in the preceding years, and the business of the country was reviving; and again under similar circumstances between 1847 and 1853 and between 1862 and 1865.

A comparison of the marriage-rate with the harvests in Sweden

for the years 1749 to 1883 is given by Sir Rawson Rawson in the Statistical Journal for December 1885. The harvest does not declare itself till part of the year's tale of marriages is made up; and further the inequalities of harvests are to some extent compensated for by the storage of grain; and therefore the individual harvest figures do not correspond closely with the marriage-rate. But when several good or bad harvests come together, the effect in increasing or diminishing the marriage-rate is very clearly marked.

31. Statistics of exports are among the most convenient indications of the fluctuations of commercial credit and industrial activity: and in the article already quoted, Ogle has shown a correspondence between the marriage-rate and the exports per head. Compare diagrams in Vol. II, p. 12 of Levasseur's *La Population Française*; and with regard to Massachusetts by Willcox in the *Political Science Quarterly*, Vol. VIII, pp. 76-82. Ogle's inquiries have been extended and corrected in a paper read by R. H. Hooker before the Manchester Statistical Society, in January 1898; who points out that if the marriage-rate fluctuates, the birth-rate during an ascending phase of the marriage-rate is apt to correspond to the marriage-rate not for that phase, but for

the preceding phase when the marriage-rate was declining: and vice versâ. "Hence the ratio of births to marriages declines when the marriage-rate is rising and rises when the marriage-rate falls. A curve representing the ratio of births to marriages will move inversely to the marriage-rate." He points out that the decline in the ratio of births to marriages is not great, and is accounted for by the rapid decline of illegitimate births. The ratio of legitimate births to marriages is not declining perceptibly.

32. The following statements are based chiefly on statistics arranged by the late Signor Bodio, by M. Levasseur, *La Population Française*, and by the English Registrar-General in his Report for 1907.

33. Much instructive and suggestive matter connected with the subject of this chapter is contained in the Statistical Memoranda and Charts relating to Public Health and Social Conditions published by the Local Government Board in 1909 [Cd. 4671].

Chapter 5

The Health and Strength of the Population

1. We have next to consider the conditions on which depend health and strength, physical, mental and moral. They are the basis of industrial efficiency, on which the production of material wealth depends; while conversely the chief importance of material wealth lies in the fact that, when wisely used, it increases the health and strength, physical, mental and moral of the human race.

In many occupations industrial efficiency requires little else than physical vigour; that is, muscular strength, a good constitution and energetic habits. In estimating muscular, or indeed any other kind of strength for industrial purposes, we must take account of the number of hours in the day, of the number of days in the year, and the number of years in the lifetime, during which it can be exerted. But with this precaution we can measure a man's muscular exertion by the number of feet through which his work would raise a pound weight, if it were applied directly to this use; or in other words by the number of "foot pounds" of work that he does.(1*)

Although the power of sustaining great muscular exertion seems to rest on constitutional strength and other physical conditions, yet even it depends also on force of will, and strength of character. Energy of this kind, which may perhaps be

taken to be the strength of the man, as distinguished from that of his body, is moral rather than physical; but yet it depends on the physical condition of nervous strength. This strength of the man himself, this resolution, energy and self-mastery, or in short this "vigour" is the source of all progress: it shows itself in great deeds, in great thoughts and in the capacity for true religious feeling.(2*)

Vigour works itself out in so many forms, that no simple measure of it is possible. But we are all of us constantly estimating vigour, and thinking of one person as having more "backbone," more "stuff in him," or as being "a stronger man" than another. Business men even in different trades, and University men even when engaged in different studies, get to estimate one another's strength very closely. It soon becomes known if less strength is required to get a "first class" in one study than another.

2. In discussing the growth of numbers a little has been said incidentally of the causes which determine length of life: but they are in the main the same as those which determine constitutional strength and vigour, and they will occupy our attention again in the present chapter.

The first of these causes is the climate. In warm countries

we find early marriages and high birth-rates, and in consequence a low respect for human life: this has probably been the cause of a great part of the high mortality that is generally attributed to the insalubrity of the climate.(3*)

Vigour depends partly on race qualities: but these, so far as they can be explained at all, seem to be chiefly due to climate.(4*)

3. Climate has also a large share in determining the necessaries of life; the first of which is food. Much depends on the proper preparation of food; and a skilled housewife with ten shillings a week to spend on food will often do more for the health and strength of her family than an unskilled one with twenty. The great mortality of infants among the poor is largely due to the want of care and judgment in preparing their food; and those who do not entirely succumb to this want of motherly care often grow up with enfeebled constitutions.

In all ages of the world except the present, want of food has caused wholesale destruction of the people. Even in London in the seventeenth and eighteenth centuries the mortality was eight per cent greater in years of dear corn than in years of cheap corn.(5*) But gradually the effects of increased wealth and

improved means of communication are making themselves felt nearly all over the world; the severity of famines is mitigated even in such a country as India; and they are unknown in Europe and in the New World. In England now want of food is scarcely ever the direct cause of death: but it is a frequent cause of that general weakening of the system which renders it unable to resist disease; and it is a chief cause of industrial inefficiency.

We have already seen that the necessities for efficiency vary with the nature of the work to be done, but we must now examine this subject a little more closely.

As regards muscular work in particular there is a close connection between the supply of food that a man has, and his available strength. If the work is intermittent, as that of some dock labourers, a cheap but nutritious grain diet is sufficient. But for very heavy continuous strain such as is involved in puddlers' and the hardest navvies' work, food is required which can be digested and assimilated even when the body is tired. This quality is still more essential in the food of the higher grades of labour, whose work involves great nervous strain; though the quantity required by them is generally small.

After food, the next necessities of life and labour are clothing, house-room and firing. When they are deficient, the mind becomes torpid, and ultimately the physical constitution is

undermined. When clothing is very scanty, it is generally worn night and day; and the skin is allowed to be enclosed in a crust of dirt. A deficiency of house-room, or of fuel, causes people to live in a vitiated atmosphere which is injurious to health and vigour; and not the least of the benefits which English people derive from the cheapness of coal, is the habit, peculiar to them, of having well-ventilated rooms even in cold weather.

Badly-built houses with imperfect drainage cause diseases which even in their slighter forms weaken vitality in a wonderful way; and overcrowding leads to moral evils which diminish the numbers and lower the character of the people.

Rest is as essential for the growth of a vigorous population as the more material necessities of food, clothing, etc. Overwork of every form lowers vitality; while anxiety, worry, and excessive mental strain have a fatal influence in undermining the constitution, in impairing fecundity and diminishing the vigour of the race.

4. Next come three closely allied conditions of vigour, namely, hopefulness, freedom, and change. All history is full of the record of inefficiency caused in varying degrees by slavery, serfdom, and other forms of civil and political oppression and repression. (6*)

In all ages colonies have been apt to outstrip their mother countries in vigour and energy. This has been due partly to the abundance of land and the cheapness of necessities at their command; partly to that natural selection of the strongest characters for a life of adventure, and partly to physiological causes connected with the mixture of races: but perhaps the most important cause of all is to be found in the hope, the freedom and the changefulness of their lives.(7*)

Freedom so far has been regarded as freedom from external bonds. But that higher freedom, which comes of self-mastery, is an even more important condition for the highest work. The elevation of the ideals of life on which this depends, is due on the one side to political and economic causes, and on the other to personal and religious influences; among which the influence of the mother in early childhood is supreme.

5. Bodily and mental health and strength are much influenced by occupation.(8*) At the beginning of this century the conditions of factory work were needlessly unhealthy and oppressive for all, and especially for young children. But Factory and Education Acts have removed the worst of these evils from factories; though many of them still linger about domestic

industries and the smaller workshops.

The higher wages, the greater intelligence, and the better medical facilities of townspeople should cause infant mortality to be much lower among them than in the country. But it is generally higher, especially where there are many mothers who neglect their family duties in order to earn money wages.

6. In almost all countries there is a constant migration towards the towns.(9*) The large towns and especially London absorb the very best blood from all the rest of England; the most enterprising, the most highly gifted, those with the highest physique. and the strongest characters go there to find scope for their abilities. An increasing number of those who are most capable and have most strength of character, live in suburbs, where excellent systems of drainage, water supply and lighting, together with good schools and opportunities for open air play, give conditions at least as conducive to vigour as are to be found in the country; and though there are still many town districts only a little less injurious to vitality than were large towns generally some time ago, yet on the whole the increasing density of population seems to be for the present a diminishing source of danger. The recent rapid growth of facilities for living far from the chief centres of industry and

trade must indeed slacken in time. But there seems no sign of any slackening in the movement of industries outwards to suburbs and even to new Garden Cities to seek and to bring with them vigorous workers.

Statistical averages are indeed unduly favourable to urban conditions, partly because many of the town influences which lower vigour do not much affect mortality; and partly because the majority of immigrants into the towns are in the full strength of youth, and of more than average energy and courage; while young people whose parents live in the country generally go home when they become seriously ill.(10*)

There is no better use for public and private money than in providing public parks and playgrounds in large cities, in contracting with railways to increase the number of the workmen's trains run by them, and in helping those of the working classes who are willing to leave the large towns to do so, and to take their industries with them.(11*)

7. And there are yet other causes for anxiety. For there is some partial arrest of that selective influence of struggle and competition which in the earlier stages of civilization caused those who were strongest and most vigorous to leave the largest progeny behind them; and to which, more than any other single

cause, the progress of the human race is due. In the later stages of civilization the rule has indeed long been that the upper classes marry late, and in consequence have fewer children than the working classes: but this has been compensated for by the fact that among the working classes themselves the old rule was held; and the vigour of the nation that is tending to be damped out among the upper classes is thus replenished by the fresh stream of strength that is constantly welling up from below. But in France for a long time, and recently in America, and England, some of the abler and more intelligent of the working class population have shown signs of a disinclination to have large families; and this is a source of danger.(12*)

Thus there are increasing reasons for fearing, that while the progress of medical science and sanitation is saving from death a continually increasing number of the children of those who are feeble physically and mentally; many of those who are most thoughtful and best endowed with energy, enterprise and self-control are tending to defer their marriages and in other ways to limit the number of children whom they leave behind them. The motive is sometimes selfish, and perhaps it is best that hard and frivolous people should leave but few descendants of their own type. But more often it is a desire to secure a good social

position for their children. This desire contains many elements that fall short of the highest ideals of human aims, and in some cases, a few that are distinctly base; but after all it has been one of the chief factors of progress, and those who are affected by it include many of those whose children would probably be among the best and strongest of the race.

It must be remembered that the members of a large family educate one another, they are usually more genial and bright, often more vigorous in every way than the members of a small family. Partly, no doubt, this is because their parents were of unusual vigour; and for a like reason they in their turn are likely to have large and vigorous families. The progress of the race is due to a much greater extent than appears at first sight to the descendants of a few exceptionally large and vigorous families.

But on the other hand there is no doubt that the parents can often do better in many ways for a small family than a large one. Other things being equal, an increase in the number of children who are born causes an increase of infantile mortality; and that is an unmixed evil. The birth of children who die early from want of care and adequate means is a useless strain to the mother and an injury to the rest of the family.(13*)

8. There are other considerations of which account ought to be taken; but so far as the points discussed in this chapter are concerned, it seems *prima facie* advisable that people should not bring children into the world till they can see their way to giving them at least as good an education both physical and mental as they themselves had; and that it is best to marry moderately early provided there is sufficient self-control to keep the family within the requisite bounds without transgressing moral laws. The general adoption of these principles of action, combined with an adequate provision of fresh air and of healthy play for our town populations, could hardly fail to cause the strength and vigour of the race to improve. And we shall presently find reasons for believing that if the strength and vigour of the race improves, the increase of numbers will not for a long time to come cause a diminution of the average real income of the people.

Thus then the progress of knowledge, and in particular of medical science, the ever-growing activity and wisdom of Government in all matters relating to health, and the increase of material wealth, all tend to lessen mortality and to increase health and strength, and to lengthen life. On the other hand, vitality is lowered and the death-rate raised by the rapid increase of town life, and by the tendency of the higher strains

of the population to marry later and to have fewer children than the lower. If the former set of causes were alone in action, but so regulated as to avoid the danger of over-population, it is probable that man would quickly rise to a physical and mental excellence superior to any that the world has yet known; while if the latter set acted unchecked, he would speedily degenerate.

As it is, the two sets hold one another very nearly in balance, the former slightly preponderating. While the population of England is growing nearly as fast as ever, those who are out of health in body or mind are certainly not an increasing part of the whole: the rest are much better fed and clothed, and, except in over-crowded industrial districts, are generally growing in strength. The average duration of life both for men and women has been increasing steadily for many years.

NOTES:

1. This measure can be applied directly to most kinds of navvies' and porters' work, and indirectly to many kinds of agricultural work. In a controversy that was waged after the great agricultural lock out as to the relative efficiency of unskilled labour in the South and North of England, the most trustworthy

measure was found in the number of tons of material that a man would load into a cart in a day. Other measures have been found in the number of acres reaped or mown, or the number of bushels of corn reaped, etc.: but these are unsatisfactory, particularly for comparing different conditions of agriculture: since the implements used, the nature of the crop and the mode of doing the work all vary widely. Thus nearly all comparisons between medieval and modern work and wages based on the wages of reaping, mowing, etc. are valueless until we have found means to allow for the effects of changes in the methods of agriculture. It costs for instance less labour than it did to reap by hand a crop that yields a hundred bushels of corn; because the implements used are better than they were: but it may not cost less labour to reap an acre of corn; because the crops are heavier than they were.

In backward countries, particularly where there is not much use of horses or other draught animals, a great part of men's and women's work may be measured fairly well by the muscular exertion involved in it. But in England less than one-sixth of the industrial classes are now engaged on work of this kind; while the force exerted by steam-engines alone is more than twenty times as much as could be exerted by the muscles of all Englishmen.

2. This must be distinguished from nervousness, which, as a rule, indicates a general deficiency of nervous strength; though sometimes it proceeds from nervous irritability or want of balance. A man who has great nervous strength in some directions may have but little in others; the artistic temperament in particular often develops one set of nerves at the expense of others: but it is the weakness of some of the nerves, not the strength of the others, that leads to nervousness. The most perfect artistic natures seem not to have been nervous: Leonardo da Vinci and Shakespeare for example. The term "nervous strength" corresponds in some measure to Heart in Engel's great division of the elements of efficiency into (a) Body, (b) Reason, and (c) Heart (Leib, Verstand und Herz). He classifies activities according to the permutations a, ab, ac, abc, acb, b, ba, bc, bca, bac; c, ca, cb, cab, cba: the order in each case being that of relative importance, and a letter being omitted where the corresponding element plays only a very small part.

In the war of 1870 Berlin University students, who seemed to be weaker than the average soldier, were found to be able to bear fatigue better.

3. A warm climate impairs vigour. It is not altogether hostile to high intellectual and artistic work: but it prevents people from

being able to endure very hard exertion of any kind for a long time. More sustained hard work can be done in the cooler half of the temperate zone than anywhere else; and most of all in places such as England and her counterpart New Zealand, where sea-breezes keep the temperature nearly uniform. The summer heats and winter colds of many parts of Europe and America, where the mean temperature is moderate, have the effect of shortening the year for working purposes by about two months. Extreme and sustained cold is found to dull the energies, partly perhaps because it causes people to spend much of their time in close and confined quarters: inhabitants of the Arctic regions are generally incapable of long-continued severe exertion. In England popular opinion has insisted that a "warm Yule tide makes fat churchyard"; but statistics prove beyond question that it has the opposite effect: the average mortality is highest in the coldest quarter of the year, and higher in cold winters than in warm.

4. Race history is a fascinating but disappointing study for the economist: for conquering races generally incorporated the women of the conquered; they often carried with them many slaves of both sexes during their migrations, and slaves were less likely than freemen to be killed in battle or to adopt a monastic life.

In consequence nearly every race had much servile, that is mixed blood in it: and as the share of servile blood was largest in the industrial classes, a race history of industrial habits seems impossible.

5. This was proved by Farr, who eliminated disturbing causes by an instructive statistical device (Vital Statistics, p. 139).

6. Freedom and hope increase not only man's willingness but also his power for work; physiologists tell us that a given exertion consumes less of the store of nervous energy if done under the stimulus of pleasure than of pain: and without hope there is no enterprise. Security of person and property are two conditions of this hopefulness and freedom; but security always involves restraints on freedom, and it is one of the most difficult problems of civilization to discover how to obtain the security which is a condition of freedom without too great a sacrifice of freedom itself. Changes of work, of scene, and of personal associations bring new thoughts, call attention to the imperfections of old methods, stimulate a "divine discontent," and in every way develop creative energy.

7. By converse with others who come from different places, and

have different Customs, travellers learn to put on its trial many a habit of thought or action which otherwise they would have always acquiesced in as though it were a law of nature. Moreover, a shifting of places enables the more powerful and original minds to find full scope for their energies and to rise to important positions: whereas those who stay at home are often over much kept in their places. Few men are prophets in their own land; neighbours and relations are generally the last to pardon the faults and to recognize the merits of those who are less docile and more enterprising than those around them. It is doubtless chiefly for this reason that in almost every part of England a disproportionately large share of the best energy and enterprise is to be found among those who were born elsewhere.

But change may be carried to excess; and when population shifts so rapidly, that a man is always shaking himself loose from his reputation, he loses some of the best external aids to the formation of a high moral character. The extreme hopefulness and restlessness of those who wander to new countries lead to much waste of effort in half acquiring technical skill, and half finishing tasks which are speedily abandoned in favour of some new occupation.

8. The rate of mortality is low among ministers of religion and

schoolmasters; among the agricultural classes, and in some other industries such as those of wheelwrights, shipwrights and coal miners. It is high in lead and tin mining, in file-making and earthenware manufacture. But neither these nor any other regular trade show as high a rate of mortality as is found among London general labourers and costermongers; while the highest of all is that of servants in inns. Such occupations are not directly injurious to health, but they attract those who are weak in physique and in character and they encourage irregular habits. A good account of the influence of occupation on death-rates is given in the supplement to the forty-fifth (1885) Annual Report of the Registrar-General, pp. xxv-lxiii. See also Farr's Vital Statistics, pp. 392-411, Humphreys' paper on Class Mortality Statistics in the Statistical Journal for June 1887, and the literature of the Factory Acts generally.

9. Davenant (Balance of Trade, A.D. 1699, p. 20), following Gregory King, proves that according to official figures London has an excess of deaths over births of 2000 a year, but an immigration of 5000; which is more than half of what he calculates, by a rather risky method, to be the true net increase of the population of the country. He reckons that 530,000 people

live in London, 870,000 in the other cities and market towns, and 4,100,000 in villages and hamlets. Compare these figures with the census of 1901 for England and Wales; where we find London with a population of over 4,500,000; five more towns with an average of over 500,000; and sixty-nine more exceeding 50,000 with an average of over 100,000. Nor is this all: for many suburbs whose population is not counted in, are often really parts of the big towns; and in some cases the suburbs of several adjacent towns run into one another, making them all into one gigantic, though rather scattered town. A suburb of Manchester is counted as a large town with 220,000 inhabitants; and the same is true of West Ham, a suburb of London with 275,000. The boundaries of some large towns are extended at irregular intervals to include such suburbs: and consequently the true population of a large town may be growing fast, while its nominal population grows slowly or even recedes, and then suddenly leaps forwards. Thus the nominal population of Liverpool was 552,000 in 1881; 518,000 in 1891; and 685,000 in 1901.

Similar changes are taking place elsewhere. Thus the population of Paris has grown twelve times as fast during the nineteenth century as that of France. The towns of Germany are increasing at the expense of the country by one half per cent. of the population yearly. In the United States there was in 1800 no

town with more than 75,000 inhabitants; in 1905 there were three which together contained more than 7,000,000 and eleven more with above 300,000 each. More than a third of the population of Victoria are collected in Melbourne.

It must be recollected that the characteristics of town life increase in intensity for good and for evil with every increase in the size of a town, and its suburbs. Fresh country air has to pass over many more sources of noisome vapour before it reaches the average Londoner than before it reaches the average inhabitant of a small town. The Londoner has generally to go far before he can reach the freedom and the restful sounds and sights of the country. London therefore with 4,500,000 inhabitants adds to the urban character of England's life far more than a hundred times as much as a town of 45,000 inhabitants.

10. For reasons of this kind Welton (Statistical Journal, 1897) makes the extreme proposal to omit all persons between 15 and 35 years of age in comparing the rates of mortality in different towns. The mortality of females in London between the ages of fifteen and thirty-five is, chiefly for this reason, abnormally low. If however a town has a stationary population its vital statistics are more easily interpreted; and selecting Coventry as a typical town, Galton has calculated that the adult children of

artisan townsfolk are little more than half as numerous as those of labouring people who live in healthy country districts. When a place is decaying, the young and strong and hearty drift away from it; leaving the old and the infirm behind them, and consequently the birth-rate is generally low. On the other hand, a centre of industry that is attracting population is likely to have a very high birth-rate, because it has more than its share of people in the full vigour of life. This is especially the case in the coal and iron towns, partly because they do not suffer, as the textile towns do, from a deficiency of males; and partly because miners as a class marry early. In some of them, though the death-rate is high, the excess of the birth-rate over it exceeds 20 per thousand of the population. The death rate is generally highest in towns of the second order, chiefly because their sanitary arrangements are not yet as good as those of the very largest towns.

Prof. Haycraft (Darwinism and Race Progress) argues in the opposite direction. He lays just stress on the dangers to the human race which would result from a diminution of those diseases, such as phthisis and scrofula, which attack chiefly people of weak constitution, and thus exercise a selective influence on the race, unless it were accompanied by

corresponding improvements in other directions. But phthisis does not kill all its victims; there is some net gain in a diminution of its power of weakening them.

11. See an article entitled "Where to House the London Poor" by the present writer in the Contemporary Review, Feb. 1884.

12. In the Southern States of America, manual work became disgraceful to the white man; so that, if unable to have slaves himself, he led a paltry degenerate life, and seldom married. Again, on the Pacific Slope, there were at one time just grounds for fearing that all but highly skilled work would be left to the Chinese; and that the white men would live in an artificial way in which a family became a great expense. In this case Chinese lives would have been substituted for American, and the average quality of the human race would have been lowered.

13. The extent of the infant mortality that arises from preventable causes may be inferred from the facts that the percentage of deaths under one year of age to births is generally about a third as much again in urban as in rural districts; and yet in many urban districts which have a well-to-do population it is lower than the average for the whole country (Registrar

General's Report for 1905, pp. xlii-xlv). A few years ago it was found that, while the annual death rate of children under five years of age was only about two per cent in the families of peers and was less than three per cent for the whole of the upper classes, it was between six and seven per cent for the whole of England. On the other hand Prof Leroy Beaulieu says that in France the parents of but one or two children are apt to indulge them, and be over-careful about them to the detriment of their boldness, enterprise and endurance. (See Statistical Journal, Vol. 54, pp. 378-9.)

Chapter 6

Industrial Training

1. Having discussed the causes which govern the growth of a numerous and vigorous population, we have next to consider the training that is required to develop its industrial efficiency.

The natural vigour that enables a man to attain great success in any one pursuit would generally have served him in good stead in almost any other. But there are exceptions. Some people, for instance, seem to be fitted from birth for an artistic career, and for no other; and occasionally a man of great practical

genius is found to be almost devoid of artistic sensibility. But a race that has great nervous strength seems generally able, under favourable conditions, to develop in the course of a few generations ability of almost any kind that it holds in specially high esteem. A race that has acquired vigour in war or in the ruder forms of industry sometimes gains intellectual and artistic power of a high order very quickly; and nearly every literary and artistic epoch of classical and medieval times has been due to a people of great nervous strength, who have been brought into contact with noble thoughts before they have acquired much taste for artificial comforts and luxuries.

The growth of this taste in our own age has prevented us from taking full advantage of the opportunities our largely increased resources give us of consecrating the greater part of the highest abilities of the race to the highest aims. But perhaps the intellectual vigour of the age appears less than it really is, in consequence of the growth of scientific pursuits. For in art and literature success is often achieved while genius still wears the fascinating aspect of youth; but in modern science so much knowledge is required for originality, that before a student can make his mark in the world, his mind has often lost the first bloom of its freshness; and further the real value of his work is

not often patent to the multitude as that of a picture or poem generally is.(1*) In the same way the solid qualities of the modern machine-tending artisan are rated more cheaply than the lighter virtues of the medieval handicraftsman. This is partly because we are apt to regard as commonplace those excellences which are common in our own time; and to overlook the fact that the term "unskilled labourer" is constantly changing its meaning.

2. Very backward races are unable to keep on at any kind of work for a long time; and even the simplest form of what we regard as unskilled work is skilled work relatively to them; for they have not the requisite assiduity, and they can acquire it only by a long course of training. But where education is universal, an occupation may fairly be classed as unskilled, though it requires a knowledge of reading and writing. Again, in districts in which manufactures have long been domiciled, a habit of responsibility, of carefulness and promptitude in handling expensive machinery and materials becomes the common property of all; and then much of the work of tending machinery is said to be entirely mechanical and unskilled, and to call forth no human faculty that is worthy of esteem. But in fact it is probable that not one-tenth of the present populations of the world have the mental and moral faculties, the intelligence, and, the

self-control that are required for it: perhaps not one-half could be made to do the work well by steady training for two generations. Even of a manufacturing population only a small part are capable of doing many of the tasks that appear at first sight to be entirely monotonous. Machine-weaving, for instance, simple as it seems, is divided into higher and lower grades; and most of those who work in the lower grades have not "the stuff in them" that is required for weaving with several colours. And the differences are even greater in industries that deal with hard materials, wood, metals, or ceramics.

Some kinds of manual work require long-continued practice in one set of operations, but these cases are not very common, and they are becoming rarer: for machinery is constantly taking over work that requires manual skill of this kind. It is indeed true that a general command over the use of one's fingers is a very important element of industrial efficiency; but this is the result chiefly of nervous strength, and self-mastery. It is of course developed by training, but the greater part of this may be of a general character and not special to the particular occupation; just as a good cricketer soon learns to play tennis well, so a skilled artisan can often move into other trades without any great and lasting loss of efficiency.

Manual skill that is so specialized that it is quite

incapable of being transferred from one occupation to another is becoming steadily a less and less important factor in production. Putting aside for the present the faculties of artistic perception and artistic creation, we may say that what makes one occupation higher than another, what makes the workers of one town or country more efficient than those of another, is chiefly a superiority in general sagacity and energy which are not specialized to any one occupation.

To be able to bear in mind many things at a time, to have everything ready when wanted, to act promptly and show resource when anything goes wrong, to accommodate oneself quickly to changes in detail of the work done, to be steady and trustworthy, to have always a reserve of force which will come out in emergency, these are the qualities which make a great industrial people. They are not peculiar to any occupation, but are wanted in all; and if they cannot always be easily transferred from one trade to other kindred trades, the chief reason is that they require to be supplemented by some knowledge of materials and familiarity with special processes.

We may then use the term general ability to denote those faculties and that general knowledge and intelligence which are in varying degrees the common property of all the higher grades

of industry; while that manual dexterity and that acquaintance with particular materials and processes which are required for the special purposes of individual trades may be classed as specialized ability.

3. General ability depends largely on the surroundings of childhood and youth. In this the first and far the most powerful influence is that of the mother.(2*) Next comes the influence of the father, of other children, and in some cases of servants.(3*) As years pass on the child of the working man learns a great deal from what he sees and hears going on around him; and when we inquire into the advantages for starting in life which children of the well-to-do classes have over those of artisans, and which these in their turn have over the children of unskilled labourers, we shall have to consider these influences of home more in detail. But at present we may pass to consider the more general influences of school education.

Little need be said of general education; though the influence even of that on industrial efficiency is greater than it appears. It is true that the children of the working classes must very often leave school, when they have but learnt the elements of reading, writing, arithmetic and drawing; and it is sometimes argued that part of the little time spent on these

subjects would be better given to practical work. But the advance made at school is important not so much on its own account, as for the power of future advance which a school education gives. For a truly liberal general education adapts the mind to use its best faculties in business and to use business itself as a means of increasing culture; though it does not concern itself with the details of particular trades: that is left for technical education.(4*)

4. Technical education has in like manner raised its aims in recent years. It used to mean little more than imparting that manual dexterity and that elementary knowledge of machinery and processes which an intelligent lad quickly picks up for himself when his work has begun; though if he has learnt it beforehand, he can perhaps earn a few shillings more at starting than if he had been quite ignorant. But such so-called education does not develop faculties; it rather hinders them from being developed. A lad, who has picked up the knowledge for himself, has educated himself by so doing; and he is likely to make better progress in the future than one who has been taught in a school of this old-fashioned kind. Technical education is however outgrowing its mistakes; and is aiming, firstly, at giving a general command over the use of eyes and fingers (though there are signs that

this work is being taken over by general education, to which it properly belongs); and secondly at imparting artistic skill and knowledge, and methods of investigation, which are useful in particular occupations, but are seldom properly acquired in the course of practical work. It is however to be remembered that every advance in the accuracy and versatility of automatic machinery narrows the range of manual work in which command over hand and eye is at a high premium; and that those faculties which are trained by general education in its best forms are ever rising in importance.(5*)

According to the best English opinions, technical education for the higher ranks of industry should keep the aim of developing the faculties almost as constantly before it as general education does. It should rest on the same basis as a thorough general education, but should go on to work out in detail special branches of knowledge for the benefit of particular trades.(6*) Our aim should be to add the scientific training in which the countries of Western Europe are ahead of us to that daring and restless energy and those practical instincts, which seldom flourish unless the best years of youth are spent in the workshop; recollecting always that whatever a youth learns for himself by direct experience in well-conducted works, teaches

him more and stimulates his mental activity more than if it were taught him by a master in a technical school with model instruments.(7*)

The old apprenticeship system is not exactly suited to modern conditions and it has fallen into disuse; but a substitute for it is wanted. Within the last few years many of the ablest manufacturers have begun to set the fashion of making their sons work through every stage in succession of the business they will ultimately have to control; but this splendid education can be had only by a few. So many and various are the branches of any great modern industry that it would be impossible for the employers to undertake, as they used to do, that every youth committed to their care should learn all; and indeed a lad of ordinary ability would be bewildered by the attempt. But it does not seem impracticable to revive the apprenticeship system in a modified form.(8*)

The great epoch-making inventions in industry came till recently almost exclusively from England. But now other nations are joining in the race. The excellence of the common schools of the Americans, the variety of their lives, the interchange of ideas between different races among them, and the peculiar conditions of their agriculture have developed a restless spirit of inquiry; while technical education is now being pushed on with

great vigour. On the other hand, the diffusion of scientific knowledge among the middle and even the working classes of Germany, combined with their familiarity with modern languages and their habits of travelling in pursuit of instruction, has enabled them to keep up with English and American mechanics and to take the lead in many of the applications of chemistry to business.(9*)

5. It is true that there are many kinds of work which can be done as efficiently by an uneducated as by an educated workman: and that the higher branches of education are of little direct use except to employers and foremen and a comparatively small number of artisans. But a good education confers great indirect benefits even on the ordinary workman. It stimulates his mental activity; it fosters in him a habit of wise inquisitiveness; it makes him more intelligent, more ready, more trustworthy in his ordinary work; it raises the tone of his life in working hours and out of working hours; it is thus an important means towards the production of material wealth; at the same time that, regarded as an end in itself, it is inferior to none of those which the production of material wealth can be made to subserve.

We must however look in another direction for a part, perhaps the greater part, of the immediate economic gain which the nation

may derive from an improvement in the general and technical education of the mass of the people. We must look not so much at those who stay in the rank and file of the working classes, as at those who rise from a humble birth to join the higher ranks of skilled artisans, to become foremen or employers, to advance the boundaries of science, or possibly to add to the national wealth in art and literature.

The laws which govern the birth of genius are inscrutable. It is probable that the percentage of children of the working classes who are endowed with natural abilities of the highest order is not so great as that of the children of people who have attained or have inherited a higher position in society. But since the manual labour classes are four or five times as numerous as all other classes put together, it is not unlikely that more than half the best natural genius that is born into the country belongs to them; and of this a great part is fruitless for want of opportunity. There is no extravagance more prejudicial to the growth of national wealth than that wasteful negligence which allows genius that happens to be born of lowly parentage to expend itself in lowly work. No change would conduce so much to a rapid increase of material wealth as an improvement in our schools, and especially those of the middle grades,

provided it be combined with an extensive system of scholarships, which will enable the clever son of a working man to rise gradually from school to school till he has the best theoretical and practical education which the age can give.

To the abilities of children of the working classes may be ascribed the greater part of the success of the free towns in the Middle Ages and of Scotland in recent times. Even within England itself there is a lesson of the same kind to be learnt: progress is most rapid in those parts of the country in which the greatest proportion of the leaders of industry are the sons of working men. For instance, the beginning of the manufacturing era found social distinctions more closely marked and more firmly established in the South than in the North of England. In the South something of a spirit of caste has held back the working men and the sons of working men from rising to posts of command; and the old established families have been wanting in that elasticity and freshness of mind which no social advantages can supply, and which comes only from natural gifts. This spirit of caste, and this deficiency of new blood among the leaders of industry, have mutually sustained one another; and there are not a few towns in the South of England whose decadence within living memory can be traced in a great measure to this cause.

6. Education in art stands on a somewhat different footing from education in hard thinking: for while the latter nearly always strengthens the character, the former not unfrequently fails to do this. Nevertheless the development of the artistic faculties of the people is in itself an aim of the very highest importance, and is becoming a chief factor of industrial efficiency.

We are here concerned almost exclusively with those branches of art which appeal to the eye. For though literature and music contribute as much and more to the fulness of life, yet their development does not directly affect, and does not depend upon, the methods of business, the processes of manufacture and the skill of artisans.

The artisan of Europe in the Middle Ages, and of eastern countries now, has perhaps obtained credit for more originality than he has really possessed. Eastern carpets, for instance, are full of grand conceptions: but if we examine a great many examples of the art of any one place, selected perhaps from the work of several centuries, we often find very little variety in their fundamental ideas. But in the modern era of rapid changes -- some caused by fashion and some by the beneficial movements of industrial and social progress -- everyone feels free to make a new departure, everyone has to rely in the main on his own

resources: there is no slowly matured public criticism to guide him.(10*)

This is however not the only, perhaps not the chief disadvantage under which artistic design labours in our own age. There is no good reason for believing that the children of ordinary workmen in the Middle Ages had more power of artistic origination than those of ordinary village carpenters or blacksmiths of to-day; but if one among ten thousand happened to have genius, it found vent in his work and was stimulated by the competition of the guilds and in other ways. But the modern artisan is apt to be occupied in the management of machinery; and though the faculties which he develops may be more solid and may help more in the long run towards the highest progress of the human race, than did the taste and fancy of his medieval predecessor, yet they do not contribute directly towards the progress of art. And if he should find in himself a higher order of ability than among his fellows, he will probably endeavour to take a leading part in the management of a trades-union or some other society, or to collect together a little store of capital and to rise out of that trade in which he was educated. These are not ignoble aims; but his ambition would perhaps have been nobler and more fruitful of good to the world, if he had stayed in his

old trade and striven to create works of beauty which should live after he had gone.

It must however be admitted that he would have great difficulties in doing this. The shortness of the time which we allow ourselves for changes in the arts of decoration is scarcely a greater evil than the width of the area of the world over which they are spread; for that causes a further distraction of the hasty and hurried efforts of the designer, by compelling him to be always watching the world movements of the supply of and demand for art products. This is a task for which the artisan, who works with his own hands, is not well fitted; and in consequence now-a-days the ordinary artisan finds it best to follow and not to lead. Even the supreme skill of the Lyons weaver shows itself now almost exclusively in an inherited power of delicate manipulation, and fine perception of colour, that enable him to carry out perfectly the ideas of professional designers.

Increasing wealth is enabling people to buy things of all kinds to suit the fancy, with but a secondary regard to their powers of wearing; so that in all kinds of clothing and furniture it is every day more true that it is the pattern which sells the things. The influence of the late William Morris and others, combined with the lead which many English designers have derived

from Oriental and especially Persian and Indian masters of colour is acknowledged by Frenchmen themselves to have attained the first rank for certain classes of English fabrics and decorative products. But in other directions France is supreme. Some English manufacturers who hold their own against the world would, it is said, be driven out of the market if they had to depend on English patterns. This is partly due to the fact that Paris having the lead in fashions, as the result of an inherited quick and subtle taste in women's dress, a Parisian design is likely to be in harmony with the coming fashions and to sell better than a design of equal intrinsic worth from elsewhere.(11*)

Technical education, then, though it cannot add much directly to the supply of genius in art, any more than it can in science or in business, can yet save much natural artistic genius from running to waste; and it is called on to do this all the more because the training that was given by the older forms of handicraft can never be revived on a large scale.(12*)

7. We may then conclude that the wisdom of expending public and private funds on education is not to be measured by its direct fruits alone. It will be profitable as a mere investment, to give the masses of the people much greater opportunities than they can generally avail themselves of. For by this means many,

who would have died unknown, are enabled to get the start needed for bringing out their latent abilities. And the economic value of one great industrial genius is sufficient to cover the expenses of the education of a whole town; for one new idea, such as Bessemer's chief invention, adds as much to England's productive power as the labour of a hundred thousand men. Less direct, but not less in importance, is the aid given to production by medical discoveries such as those of Jenner or Pasteur, which increase our health and working power; and again by scientific work such as that of mathematics or biology, even though many generations may pass away before it bears visible fruit in greater material well-being. All that is spent during many years in opening the means of higher education to the masses would be well paid for if it called out one more Newton or Darwin, Shakespeare or Beethoven.

There are few practical problems in which the economist has a more direct interest than those relating to the principles on which the expense of the education of children should be divided between the State and the parents. But we must now consider the conditions that determine the power and the will of the parents to bear their share of the expense, whatever it may be.

Most parents are willing enough to do for their children what

their own parents did for them; and perhaps even to go a little beyond it if they find themselves among neighbours who happen to have a rather higher standard. But to do more than this requires, in addition to the moral qualities of unselfishness and a warmth of affection that are perhaps not rare, a certain habit of mind which is as yet not very common. It requires the habit of distinctly realizing the future, of regarding a distant event as of nearly the same importance as if it were close at hand (discounting the future at a low rate of interest); this habit is at once a chief product and a chief cause of civilization, and is seldom fully developed except among the middle and upper classes of the more cultivated nations.

8. Parents generally bring up their children to occupations in their own grade, and therefore the total supply of labour in any grade in one generation is in a great measure determined by the numbers in that grade in the preceding generation, yet within the grade itself there is greater mobility. If the advantages of any one occupation rise above the average, there is a quick influx of youth from other occupations within the grade. The vertical movement from one grade to another is seldom very rapid or on a very large scale; but, when the advantages of a grade have risen relatively to the difficulty of the work required of

it, many small streams of labour, both youthful and adult, will begin to flow towards it; and though none of them may be very large, they will together have a sufficient volume to satisfy before long the increased demand for labour in that grade.

We must defer to a later stage a fuller discussion of the obstacles which the conditions of any place and time oppose to the free mobility of labour, and also of the inducements which they offer to anyone to change his occupation or to bring up his son to an occupation different from his own. But we have seen enough to conclude that, other things being equal, an increase in the earnings that are to be got by labour increases its rate of growth; or, in other words, a rise in its demand price increases the supply of it. If the state of knowledge, and of ethical, social and domestic habits be given; then the vigour of the people as a whole if not their numbers, and both the numbers and vigour of any trade in particular, may be said to have a supply price in this sense, that there is a certain level of the demand price which will keep them stationary; that a higher price would cause them to increase, and that a lower price would cause them to decrease. Thus economic causes play a part in governing the growth of population as a whole as well as the supply of labour in any particular grade. But their influence on the numbers of the population as a whole is largely indirect; and is exerted by

way of the ethical, social and domestic habits of life. For these habits are themselves influenced by economic causes deeply, though slowly, and in ways some of which are difficult to trace, and impossible to predict.(13*)

NOTES:

1. In this connection it is worth while to notice that the full importance of an epoch-making idea is often not perceived in the generation in which it is made: it starts the thoughts of the world on a new track, but the change of direction is not obvious until the turning-point has been left some way behind. In the same way the mechanical inventions of every age are apt to be underrated relatively to those of earlier times. For a new discovery is seldom fully effective for practical purposes till many minor improvements and subsidiary discoveries have gathered themselves around it: an invention that makes an epoch is very often a generation older than the epoch which it makes. Thus it is that each generation seems to be chiefly occupied in working out the thoughts of the preceding one; while the full importance of its own thoughts is as yet not clearly seen.

2. According to Galton the statement that all great men have had

great mothers goes too far: but that shows only that the mother's influence does not outweigh all others; not that it is not greater than any one of them. He says that the mother's influence is most easily traceable among theologians and men of science, because an earnest mother leads her child to feel deeply about great things; and a thoughtful mother does not repress, but encourages that childish curiosity which is the raw material of scientific habits of thought.

3. There are many fine natures among domestic servants. But those who live in very rich houses are apt to get self-indulgent habits, to overestimate the importance of wealth, and generally to put the lower aims of life above the higher, in a way that is not common with independent working people. The company in which the children of some of our best houses spend much of their time, is less ennobling than that of the average cottage. Yet in these very houses, no servant who is not specially qualified, is allowed to take charge of a young retriever or a young horse.

4. The absence of a careful general education for the children of the working classes, has been hardly less detrimental to industrial progress than the narrow range of the old

grammar-school education of the middle classes. Till recently indeed it was the only one by which the average schoolmaster could induce his pupils to use their minds in anything higher than the absorption of knowledge. It was therefore rightly called liberal, because it was the best that was to be had. But it failed in its aim of familiarizing the citizen with the great thoughts of antiquity; it was generally forgotten as soon as school-time was over; and it raised an injurious antagonism between business and culture. Now however the advance of knowledge is enabling us to use science and art to supplement the curriculum of the grammar-school, and to give to those who can afford it an education that develops their best faculties, and starts them on the track of thoughts which will most stimulate the higher activities of their minds in after-life. The time spent on learning to spell is almost wasted: if spelling and pronunciation are brought into harmony in the English language as in most others, about a year will be added to the effective school education without any additional cost.

5. As Nasmyth says; if a lad, having dropped two peas at random on a table, can readily put a third pea midway in a line between them, he is on the way to become a good mechanic. Command over eye and hand is gained in the ordinary English games, no less

than in the playful work of the Kinder-garten. Drawing has always been on the border line between work and play.

6. One of the weakest points of technical education is that it does not educate the sense of proportion and the desire for simplicity of detail. The English, and to an even greater extent, the Americans, have acquired in actual business the faculty of rejecting intricacies in machinery and processes, which are not worth what they cost, and practical instinct of this kind often enables them to succeed in competition with Continental rivals who are much better educated.

7. A good plan is that of spending the six winter months of several years after leaving school in learning science in College, and the six summer months as articled pupils in large workshops. The present writer introduced this plan about forty years ago at University College, Bristol (now the University of Bristol). But it has practical difficulties which can be overcome only by the cordial and generous co-operation of the heads of large firms with the College authorities. Another excellent plan is that adopted in the school attached to the works of Messrs Mather and Platt at Manchester. "The drawings made in the school are of work actually in progress in the shops. One day the

teacher gives the necessary explanations and calculations, and the next day the scholars see, as it were on the anvil, the very thing which has been the subject of his lecture."

8. The employer binds himself to see that the apprentice is thoroughly taught in the workshop all the subdivisions of one great division of his trade, instead of letting him learn only one of these subdivisions, as too often happens now. The apprentice's training would then often be as broad as if he had been taught the whole of the trade as it existed a few generations ago; and it might be supplemented by a theoretical knowledge of all branches of the trade, acquired in a technical school. Something resembling the old apprenticeship system has recently come into vogue for young Englishmen who desire to learn the business of farming under the peculiar conditions of a new country... and there are some signs that the plan may be extended to the business of farming in this country, for which it is in many respects admirably adapted. But there remains a great deal of education suitable to the farmer and to the farm-labourer which can best be given in agricultural colleges and dairy schools.

Meanwhile many great agencies for the technical education of

adults are being rapidly developed, such as public exhibitions, trade associations and congresses, and trade journals. Each of them has its own work to do. In agriculture and some other trades the greatest aid to progress is perhaps found in public shows. But those industries, which are more advanced and in the hands of persons of studious habits, owe more to the diffusion of practical and scientific knowledge by trade journals; which, aided by changes in the methods of industry and also in its social conditions, are breaking up trade secrets and helping men of small means in competition with their richer rivals.

9. The heads of almost every progressive firm on the Continent have carefully studied processes and machinery in foreign lands. The English are great travellers; but partly perhaps on account of their ignorance of other languages they seem hardly to set enough store on the technical education that can be gained by the wise use of travel.

10. In fact every designer in a primitive age is governed by precedent: only very daring people depart from it; even they do not depart far, and their innovations are subjected to the test of experience, which, in the long run, is infallible. For though the crudest and most ridiculous fashions in art and in literature

will be accepted by the people for a time at the bidding of their social superiors, nothing but true artistic excellence has enabled a ballad or a melody, a style of dress or a pattern of furniture to retain its popularity among a whole nation for many generations together. These innovations, then, which were inconsistent with the true spirit of art were suppressed, and those that were on the right track were retained, and became the starting-point for further progress; and thus traditional instincts played a great part in preserving the purity of the industrial arts in Oriental countries, and to a less extent in medieval Europe.

11. French designers find it best to live in Paris: if they stay for long out of contact with the central movements of fashion they seem to fall behindhand. Most of them have been educated as artists, but have failed of their highest ambition. It is only in exceptional cases, as for instance for the Sèvres china, that those who have succeeded as artists find it worth their while to design. Englishmen can, however, hold their own in designing for Oriental markets, and there is evidence that the English are at least equal to the French in originality; though they are inferior in quickness in seeing how to group forms and colours so as to obtain an effective result. (See the Report on Technical

Education, Vol. 1, pp. 256, 261, 324, 325 and Vol. III, pp.

151-2, 202-3, 211 and passim.) It is probable that the profession of the modern designer has not yet risen to the best position which it is capable of holding. For it has been to a disproportionate extent under the influence of one nation; and that nation is one whose works in the highest branches of art have seldom borne to be transplanted. They have indeed often been applauded and imitated at the time by other nations, but they have as yet seldom struck a key-note for the best work of later generations.

12. The painters themselves have put on record in the portrait-galleries the fact that in medieval times, and even later, their art attracted a larger share of the best intellect than it does now; when the ambition of youth is tempted by the excitement of modern business, when its zeal for imperishable achievements finds a field in the discoveries of modern science, and, lastly, when a great deal of excellent talent is insensibly diverted from high aims by the ready pay to be got by hastily writing half-thoughts for periodical literature.

13. Mill was so much impressed by the difficulties that beset a

parent in the attempt to bring up his son to an occupation widely different in character from his own, that he said (Principles, II, XIV, 2): -- "So complete, indeed, has hitherto been the separation, so strongly marked the line of demarcation, between the different grades of labourers, as to be almost equivalent to an hereditary distinction of caste; each employment being chiefly recruited from the children of those already employed in it, or in employments of the same rank with it in social estimation, or from the children of persons who, if originally of a lower rank, have succeeded in raising themselves by their exertions. The liberal professions are mostly supplied by the sons of either the professional or the idle classes: the more highly skilled manual employments are filled up from the sons of skilled artisans or the class of tradesmen who rank with them: the lower classes of skilled employments are in a similar case; and unskilled labourers, with occasional exceptions, remain from father to son in their pristine condition. Consequently the wages of each class have hitherto been regulated by the increase of its own population, rather than that of the general population of the country." But he goes on, "The changes, however, now so rapidly taking place in usages and ideas are undermining all these distinctions."

His prescience has been vindicated by the progress of change

since he wrote. The broad lines of division which he pointed out have been almost obliterated by the rapid action of those causes which, as we saw earlier in the chapter, are reducing the amount of skill and ability required in some occupations and increasing it in others. We cannot any longer regard different occupations as distributed among four great planes; but we may perhaps think of them as resembling a long flight of steps of unequal breadth, some of them being so broad as to act as landing stages. Or even better still we might picture to ourselves two flights of stairs, one representing the "hard-handed industries" and the other "the soft handed industries"; because the vertical division between these two is in fact as broad and as clearly marked as the horizontal division between any two grades.

Mill's classification had lost great part of its value when Cairnes adopted it (Leading Principles, p. 72). A classification more suited to our existing conditions is offered by Giddings (Political Science Quarterly, Vol. II, pp. 69-71). It is open to the objection that it draws broad lines of division where nature has made no broad lines; but it is perhaps as good as any division of industry into four grades can be. His divisions are (i) automatic manual labour, including common labourers and machine tenders; (ii) responsible manual labour, including those who can be entrusted with some responsibility and labour of

self-direction; (iii) automatic brain workers, such as book keepers, and (iv) responsible brain workers, including the superintendents and directors.

The conditions and methods of the large and incessant movement of the population upwards and downwards from grade to grade are studied more fully below, VI, IV, V and VII.

The growing demand for boys to run errands, and to do other work that has no educational value, has increased the danger that parents may send their sons into avenues that have no outlook for good employment in later years: and something is being done by public agency, and more by the devotion and energy of men and women in unofficial association, in giving out notes of warning against such "blind alley" occupations, and assisting lads to prepare themselves for skilled work. These efforts may be of great national value. But care must be taken that this guidance and help is as accessible to the higher strains of the working class population when in need of it as to the lower; lest the race should degenerate.

Chapter 7

The Growth of Wealth

1. In this chapter it is not necessary to distinguish the points of view in which wealth is regarded as the object of consumption and as an agent of production; we are concerned with the growth of wealth simply, and we have no need to emphasize its uses as capital.

The earliest forms of wealth were probably implements for hunting and fishing, and personal ornaments; and, in cold countries, clothing and huts.(1*) During this stage the domestication of animals began; but at first they were probably cared for chiefly for their own sake, because they were beautiful, and it was pleasant to have them; they were, like articles of personal ornament, desired because of the immediate gratification to be derived from their possession rather than as a provision against future needs.(2*) Gradually the herds of domesticated animals increased; and during the pastoral stage they were at once the pleasure and the pride of their possessors, the outward emblems of social rank, and by far the most important store of wealth accumulated as a provision against future needs.

As numbers thickened and the people settled down to agriculture, cultivated land took the first place in the inventory of wealth; and that part of the value of the land which was due to improvements (among which wells held a conspicuous

place) became the chief element of capital, in the narrower sense of the term. Next in importance came houses, domesticated animals, and in some places boats and ships; but the implements of production, whether for use in agriculture or in domestic manufactures, remained for a long time of little value. In some places, however, precious stones and the precious metals in various forms became early a leading object of desire and a recognized means of hoarding wealth; while, to say nothing of the palaces of monarchs, a large part of social wealth in many comparatively rude civilizations took the form of edifices for public purposes, chiefly religious, and of roads and bridges, of canals and irrigation works.

For some thousands of years these remained the chief forms of accumulated wealth. In towns indeed houses and household furniture took the first place, and stocks of the more expensive of raw materials counted for a good deal; but though the inhabitants of the towns had often more wealth per head than those of the country, their total numbers were small; and their aggregate wealth was very much less than that of the country. During all this time the only trade that used very expensive implements was the trade of carrying goods by water: the weaver's looms, the husbandman's ploughs and the blacksmith's anvils were of simple construction and were of little account beside the

merchant's ships. But in the eighteenth century England inaugurated the era of expensive implements.

The implements of the English farmer had been rising slowly in value for a long time; but the progress was quickened in the eighteenth century. After a while the use first of water power and then of steam power caused the rapid Substitution of expensive machinery for inexpensive hand tools in one department of production after another. As in earlier times the most expensive implements were ships and in some cases canals for navigation and irrigation, so now they are the means of locomotion in general; -- railways. and tramways, canals, docks and ships, telegraph and telephone systems and water-works: even gas-works might almost come under this head, on the ground that a great part of their plant is devoted to distributing the gas. After these come mines and iron and chemical works, ship-building yards, printing-presses, and other large factories full of expensive machinery.

On whichever side we look we find that the progress and diffusion of knowledge are constantly leading to the adoption of new processes and new machinery which economize human effort on condition that some of the effort is spent a good while before the attainment of the ultimate ends to which it is directed. It

is not easy to measure this progress exactly, because many modern industries had no counterpart in ancient times. But let us compare the past and present conditions of the four great industries the products of which have not changed their general character: viz. agriculture, the building, the cloth-making, and the carrying trades. In the first two of these hand work still retains an important place: but even in them there is a great development of expensive machinery. Compare for instance the rude implements of an Indian Ryot even of to-day with the equipment of a progressive Lowland farmer;(3*) and consider the brick-making, mortar-making, sawing, planing, moulding and slotting machines of a modern builder, his steam cranes and his electric light. And if we turn to the textile trades, or at least to those of them which make the simpler products, we find each operative in early times content with implements the cost of which was equivalent to but a few months of his labour; while in modern times it is estimated that for each man, woman and child employed there is a capital in plant alone of more than £200, or say the equivalent of five years' labour. Again the cost of a steam-ship is perhaps equivalent to the labour for fifteen years or more of those who work her; while a capital of about £1,000,000,000 invested in railways in England and Wales is equivalent to the work for more than twenty years of the 300,000 wage-earners employed on them.

2. As civilization has progressed, man has always been developing new wants, and new and more expensive ways of gratifying them. The rate of progress has sometimes been slow, and occasionally there has even been a great retrograde movement; but now we are moving on at a rapid pace that grows quicker every year; and we cannot guess where it will stop. On every side further openings are sure to offer themselves, all of which will tend to change the character of our social and industrial life, and to enable us to turn to account vast stores of capital in providing new gratifications and new ways of economizing effort by expending it in anticipation of distant wants. There seems to be no good reason for believing that we are anywhere near a stationary state in which there will be no new important wants to be satisfied; in which there will be no more room for profitably investing present effort in providing for the future, and in which the accumulation of wealth will cease to have any reward. The whole history of man shows that his wants expand with the growth of his wealth and knowledge.(4*)

And with the growth of openings for the investment of capital there is a constant increase in that surplus of production over the necessities of life, which gives the power to save. When the arts of production were rude, there was very little surplus,

except where a strong ruling race kept the subject masses hard at work on the bare necessities of life, and where the climate was so mild that those necessities were small and easily obtained. But every increase in the arts of production, and in the capital accumulated to assist and support labour in future production, increased the surplus out of which more wealth could be accumulated. After a time civilization became possible in temperate and even in cold climates; the increase of material wealth was possible under conditions which did not enervate the worker, and did not therefore destroy the foundations on which it rested.(5*) Thus from step to step wealth and knowledge have grown, and with every step the power of saving wealth and extending knowledge has increased.

3. The habit of distinctly realizing the future and providing for it has developed itself slowly and fitfully in the course of man's history. Travellers tell us of tribes who might double their resources and enjoyments without increasing their total labour, if they would only apply a little in advance the means that lie within their power and their knowledge; as, for instance, by fencing in their little plots of vegetables against the intrusion of wild animals.

But even this apathy is perhaps less strange than the wastefulness that is found now among some classes in our own country. Cases are not rare of men who alternate between earning two or three pounds a week and being reduced to the verge of starvation: the utility of a shilling to them when they are in employment is less than that of a penny when they are out of it, and yet they never attempt to make provision for the time of need.(6*) At the opposite extreme there are misers, in some of whom the passion for saving borders on insanity; while, even among peasant proprietors and some other classes, we meet not unfrequently with people who carry thrift so far as to stint themselves of necessities, and to impair their power of future work. Thus they lose every way: they never really enjoy life; while the income which their stored-up wealth brings them is less than they would have got from the increase of their earning power, if they had invested in themselves the wealth that they have accumulated in a material form.

In India, and to a less extent in Ireland, we find people who do indeed abstain from immediate enjoyment and save up considerable sums with great self-sacrifice, but spend all their savings in lavish festivities at funerals and marriages. They make intermittent provision for the near future, but scarcely any permanent provision for the distant future: the great engineering

works by which their productive resources have been so much increased, have been made chiefly with the capital of the much less self-denying race of Englishmen.

Thus the causes which control the accumulation of wealth differ widely in different countries and different ages. They are not quite the same among any two races, and perhaps not even among any two social classes in the same race. They depend much on social and religious sanctions; and it is remarkable how, when the binding force of custom has been in any degree loosened, differences of personal character will cause neighbours brought up under like conditions to differ from one another more widely and more frequently in their habits of extravagance or thrift than in almost any other respect.

4. The thriftlessness of early times was in a great measure due to the want of security that those who made provision for the future would enjoy it: only those who were already wealthy were strong enough to hold what they had saved; the laborious and self-denying peasant who had heaped up a little store of wealth only to see it taken from him by a stronger hand, was a constant warning to his neighbours to enjoy their pleasure and their rest when they could. The border country between England and Scotland made little progress so long as it was liable to incessant

forays; there was very little saving by the French peasants in the eighteenth century when they could escape the plunder of the tax-gatherer only by appearing to be poor, or by Irish cottiers, who, on many estates, even forty years ago, were compelled to follow the same course in order to avoid the landlords' claims of exorbitant rents.

Insecurity of this kind has nearly passed away from the civilized world. But we are still suffering in England from the effects of the Poor-law which ruled at the beginning of last century, and which introduced a new form of insecurity for the working classes. For it arranged that part of their wages should, in effect, be given in the form of poor relief; and that this should be distributed among them in inverse proportion to their industry and thrift and forethought, so that many thought it foolish to make provision for the future. The traditions and instincts which were fostered by that evil experience are even now a great hindrance to the progress of the working classes; and the principle which nominally at least underlies the present Poor-law, that the State should take account only of destitution and not at all of merit, acts in the same direction, though with less force.

Insecurity of this kind also is being diminished: the growth

of enlightened views as to the duties of the State and of private persons towards the poor, is tending to make it every day more true that those who have helped themselves and endeavoured to provide for their own future will be cared for by society better than the idle and the thoughtless. But the progress in this direction is still slow, and there remains much to be done yet.

5. The growth of a money-economy and of modern habits of business does indeed hinder the accumulation of wealth by putting new temptations in the way of those who are inclined to live extravagantly. In old times if a man wanted a good house to live in he must build it himself; now he finds plenty of good houses to be hired at a rent. Formerly, if he wanted good beer he must have a good brewhouse, now he can buy it more cheaply and better than he could brew it. Now he can borrow books from a library instead of buying them; and he can even furnish his house before he is ready to pay for his furniture. Thus in many ways the modern systems of buying and selling, and lending and borrowing, together with the growth of new wants, lead to new extravagances, and to a subordination of the interests of the future to those of the present.

But on the other hand, a money-economy increases the variety of the uses between which a person can distribute his future

expenditure. A person who in a primitive state of society stores up some things against a future need, may find that after all he does not need those things as much as others which he has not stored up: and there are many future wants against which it is impossible to provide directly by storing up goods. But he who has stored up capital from which he derives a money income can buy what he will to meet his needs as they arise.(7*)

Again, modern methods of business have brought with them opportunities for the safe investment of capital in such ways as to yield a revenue to persons who have no good opportunity of engaging in any business, -- not even in that of agriculture, where the land will under some conditions act as a trustworthy savings-bank. These new opportunities have induced some people who would not otherwise have attempted it to put by something for their own old age. And, what has had a far greater effect on the growth of wealth, it has rendered it far easier for a man to provide a secure income for his wife and children after his death: for, after all, family affection is the main motive of saving.

6. There are indeed some who find an intense pleasure in seeing their hoards of wealth grow up under their hands, with scarcely any thought for the happiness that may be got from its

use by themselves or by others. They are prompted partly by the instincts of the chase, by the desire to outstrip their rivals; by the ambition to have shown ability in getting the wealth, and to acquire power and social position by its possession. And sometimes the force of habit, started when they were really in need of money, has given them, by a sort of reflex action, an artificial and unreasoning pleasure in amassing wealth for its own sake. But were it not for the family affections, many who now work hard and save carefully would not exert themselves to do more than secure a comfortable annuity for their own lives; either by purchase from an insurance company, or by arranging to spend every year, after they had retired from work, part of their capital as well as all their income. In the one case they would leave nothing behind them: in the other only provision for that part of their hoped-for old age, from which they had been cut off by death. That men labour and save chiefly for the sake of their families and not for themselves, is shown by the fact that they seldom spend, after they have retired from work, more than the income that comes in from their savings, preferring to leave their stored-up wealth intact for their families; while in this country alone twenty millions a year are saved in the form of insurance policies and are available only after the death of

those who save them.

A man can have no stronger stimulus to energy and enterprise than the hope of rising in life, and leaving his family to start from a higher round of the social ladder than that on which he began. It may even give him an over-mastering passion which reduces to insignificance the desire for ease, and for all ordinary pleasures, and sometimes even destroys in him the finer sensibilities and nobler aspirations. But, as is shown by the marvellous growth of wealth in America during the present generation, it makes him a mighty producer and accumulator of riches; unless indeed he is in too great a hurry to grasp the social position which his wealth will give him: for his ambition may then lead him into as great extravagance as could have been induced by an improvident and self-indulgent temperament.

The greatest savings are made by those who have been brought up on narrow means to stern hard work, who have retained their simple habits, in spite of success in business, and who nourish a contempt for showy expenditure and a desire to be found at their death richer than they had been thought to be. This type of character is frequent in the quieter parts of old but vigorous countries, and it was very common among the middle classes in the rural districts of England for more than a generation after the pressure of the great French war and the heavy taxes that

lingered in its wake.

7. Next, as to the sources of accumulation. The power to save depends on an excess of income over necessary expenditure; and this is greatest among the wealthy, In this country most of the larger incomes, but only a few of the smaller, are chiefly derived from capital. And, early in the present century, the commercial classes in England had much more saving habits than either the country gentlemen or the working classes. These causes combined to make English economists of the last generation regard savings as made almost exclusively from the profits of capital.

But even in modern England rent and the earnings of professional men and hired workers are an important source of accumulation: and they have been the chief source of it in all the earlier stages of civilization.(8*) Moreover, the middle and especially the professional classes have always denied themselves much in order to invest capital in the education of their children; while a great part of the wages of the working classes is invested in the physical health and strength of their children. The older economists took too little account of the fact that the human faculties are as important a means of production as any other kind of capital; and we may conclude, in opposition to them, that any change in the distribution of wealth

which gives more to the wage receivers and less to the capitalists is likely, other things being equal, to hasten the increase of material production, and that it will not perceptibly retard the storing-up of material wealth. Of course other things would not be equal if the change were brought about by violent methods which gave a shock to public security. But a slight and temporary check to the accumulation of material wealth need not necessarily be an evil, even from a purely economic point of view, if, being made quietly and without disturbance, it provided better opportunities for the great mass of the people, increased their efficiency, and developed in them such habits of self-respect as to result in the growth of a much more efficient race of producers in the next generation. For then it might do more in the long-run to promote the growth of even material wealth than great additions to our stock of factories and steam-engines.

A people among whom wealth is well distributed, and who have high ambitions, are likely to accumulate a great deal of public property; and the savings made in this form alone by some well-to-do democracies form no inconsiderable part of the best possessions which our own age has inherited from its predecessors. The growth of the co-operative movement in all its

many forms, of building societies, friendly societies, trades-unions, of working men's savings-banks etc., shows that, even so far as the immediate accumulation of material wealth goes, the resources of the country are not, as the older economists assumed, entirely lost when they are spent in paying wages.(9*)

8. Having looked at the development of the methods of saving and the accumulation of wealth, we may now return to that analysis of the relations between present and deferred gratifications, which we began from another point of view in our study of Demand.(10*)

We there saw that anyone, who has a stock of a commodity which is applicable to several uses, endeavours to distribute it between them all in such a way as to give him the greatest satisfaction. If he thinks he could obtain more satisfaction by transferring some of it from one use to another he will do so. If, therefore, he makes his distribution rightly, he stops in applying it to each several use at such a point that he gets an equal amount of good out of the application that he is only just induced to make of it to each separate use; (in other words, he distributes it between the different uses in such a way that it has the same marginal utility in each).

We saw, further, that the principle remains the same whether all the uses are present, or some are present and others deferred: but that in this latter case some new considerations enter, of which the chief are, firstly, that the deferring of a gratification necessarily introduces some uncertainty as to its ever being enjoyed; and secondly, that, as human nature is constituted, a present gratification is generally, though not always, preferred to a gratification that is expected to be equal to it, and is as certain as anything can be in human life.

A prudent person who thought that he would derive equal gratifications from equal means at all stages of his life, would perhaps endeavour to distribute his means equally over his whole life: and if he thought that there was a danger that his power of earning income at a future date would run short, he would certainly save some of his means for a future date. He would do this not only if he thought that his savings would increase in his hands, but even if he thought they would diminish. He would put by a few fruit and eggs for the winter, because they would then be scarce, though they would not improve by keeping. If he did not see his way to investing his earnings in trade or on loan, so as to derive interest or profits from them, he would follow the example of some of our own forefathers who accumulated small stores of guineas which they carried into the country, when

they retired from active life. They reckoned that the extra gratification which they could get by spending a few more guineas while money was coming in fast, would be of less service to them than the comfort which those guineas would buy for them in their old age. The care of the guineas cost them a great deal of trouble; and no doubt they would have been willing to pay some small charge to any one who would have relieved them from the trouble without occasioning them any sort of risk.

We can therefore imagine a state of things in which stored-up wealth could be put to but little good use; in which many persons wanted to make provision for their own future; while but few of those who wanted to borrow goods, were able to offer good security for returning them, or equivalent goods, at a future date. In such a state of things the postponement of, and waiting for enjoyments would be an action that incurred a penalty rather than reaped a reward: by handing over his means to another to be taken care of, a person could only expect to get a sure promise of something less, and not of something more than that which he lent: the rate of interest would be negative.(11*)

Such a state of things is conceivable. But it is also conceivable, and almost equally probable, that people may be so anxious to work that they will undergo some penalty as a

condition of obtaining leave to work. For, as deferring the consumption of some of his means is a thing which a prudent person would desire on its own account, so doing some work is a desirable object on its own account to a healthy person. Political prisoners, for instance, generally regard it as a favour to be allowed to do a little work. And human nature being what it is, we are justified in speaking of the interest on capital as the reward of the sacrifice involved in the waiting for the enjoyment of material resources, because few people would save much without reward; just as we speak of wages as the reward of labour, because few people would work hard without reward.

The sacrifice of present pleasure for the sake of future, has been called abstinence by economists. But this term has been misunderstood: for the greatest accumulators of wealth are very rich persons, some of whom live in luxury, and certainly do not practise abstinence in that sense of the term in which it is convertible with abstemiousness. What economists meant was that, when a person abstained from consuming anything which he had the power of consuming, with the purpose of increasing his resources in the future, his abstinence from that particular act of consumption increased the accumulation of wealth. Since, however, the term is liable to be misunderstood, we may with advantage avoid its use, and say that the accumulation of wealth is

generally the result of a postponement of enjoyment, or of a waiting for it.(12*) Or, in other words again, it is dependent on man's prospectiveness; that is, his faculty of realizing the future.

The "demand price" of accumulation, that is, the future pleasure which his surroundings enable a person to obtain by working and waiting for the future, takes many forms: but the substance is always the same. The extra pleasure which a peasant who has built a weatherproof hut derives from its usance, while the snow is drifting into those of his neighbours who have spent less labour on building theirs, is the price earned by his working and waiting. It represents the extra productiveness of efforts wisely spent in providing against distant evils, or for the satisfaction of future wants, as compared with that which would have been derived from an impulsive grasping at immediate satisfactions. Thus it is similar in all fundamental respects to the interest which the retired physician derives from the capital he has lent to a factory or a mine to enable it to improve its machinery; and on account of the numerical definiteness of the form in which it is expressed, we may take that interest to be the type of and to represent the usance of wealth in other forms.

It matters not for our immediate purpose whether the power over the enjoyment for which the person waits, was earned by him

directly by labour, which is the original source of nearly all enjoyment; or was acquired by him from others, by exchange or by inheritance, by legitimate trade or by unscrupulous forms of speculation, by spoliation or by fraud: the only points with which we are just now concerned are that the growth of wealth involves in general a deliberate waiting for a pleasure which a person has (rightly or wrongly) the power of commanding in the immediate present, and that his willingness so to wait depends on his habit of vividly realizing the future and providing for it.

9. But let us look more closely at the statement that, as human nature is constituted, an increase in the future pleasure which can be secured by a present given sacrifice will in general increase the amount of present sacrifice that people will make. Suppose, for instance, that villagers have to get timber for building their cottages from the forests; the more distant these are, the smaller will be the return of future comfort got by each day's work in fetching the wood, the less will be their future gain from the wealth accumulated probably by each day's work: and this smallness of the return of future pleasure, to be got at a given present sacrifice, will tend to prevent them from increasing the size of their cottages; and will perhaps diminish

on the whole the amount of labour they spend in getting timber.

But this rule is not without exception. For, if custom has made them familiar with cottages of only one fashion, the further they are from the woods, and the smaller the usance to be got from the produce of one day's work, the more days' work will they give.

And similarly if a person expects, not to use his wealth himself, but to let it out on interest, the higher the rate of interest the higher his reward for saving. If the rate of interest on sound investments is 4 per cent., and he gives up £100 worth of enjoyment now, he may expect an annuity of £4 worth of enjoyment: but he can expect only £3 worth, if the rate is 3 per cent. And a fall in the rate of interest will generally lower the margin at which a person finds it just not worth while to give up present pleasures for the sake of those future pleasures that are to be secured by saving some of his means. It will therefore generally cause people to consume a little more now, and to make less provision for future enjoyment. But this rule is not without exception.

Sir Josiah Child remarked more than two centuries ago, that in countries in which the rate of interest is high, merchants "when they have gotten great wealth, leave trading" and lend out their money at interest, "the gain thereof being so easy, certain and great; whereas in other countries where interest is at a

lower rate, they continue merchants from generation to generation, and enrich themselves and the state." And it is as true now, as it was then, that many men retire from business when they are yet almost in the prime of life, and when their knowledge of men and things might enable them to conduct their business more efficiently than ever. Again, as Sargant has pointed out, if a man has decided to go on working and saving till he has provided a certain income for his old age, or for his family after his death, he will find that he has to save more if the rate of interest is low than if it is high. Suppose, for instance, that he wishes to provide an income of £400 a year on which he may retire from business, or to insure £400 a year for his wife and children after his death: if then the current rate of interest is 5 per cent., he need only put by £8,000, or insure his life for £8,000; but if it is 4 per cent., he must save £10,000, or insure his life for £10,000.

It is then possible that a continued fall in the rate of interest may be accompanied by a continued increase in the yearly additions to the world's capital. But none the less is it true that a fall in the distant benefits to be got by a given amount of working and waiting for the future does tend on the whole to diminish the provision which people make for the future; or in more modern phrase, that a fall in the rate of interest tends to

check the accumulation of wealth. For though with man's growing command over the resources of nature, he may continue to save much even with a low rate of interest; yet while human nature remains as it is every fall in that rate is likely to cause many more people to save less than to save more than they would otherwise have done.(13*)

10. The causes which govern the accumulation of wealth and its relation to the rate of interest have so many points of contact with various parts. of economic science, that the study of them cannot easily be brought together in one part of our inquiry. And although in the present Book we are concerned mainly with the side of supply; it has seemed necessary to indicate provisionally here something of the general relations between the demand for and the supply of capital. And we have seen that: --

The accumulation of wealth is governed by a great variety of causes: by custom, by habits of self-control and realizing the future, and above all by the power of family affection. Security is a necessary condition for it, and the progress of knowledge and intelligence furthers it in many ways.

A rise in the rate of interest offered for capital, i.e. in the demand price for saving, tends to increase the volume of

saving. For in spite of the fact that a few people who have determined to secure an income of a certain fixed amount for themselves or their family will save less with a high rate of interest than with a low rate, it is a nearly universal rule that a rise in the rate increases the desire to save; and it often increases the power to save, or rather it is often an indication of an increased efficiency of our productive resources: but the older economists went too far in suggesting that a rise of interest (or of profits) at the expense of wages always increased the power of saving: they forgot that from the national point of view the investment of wealth in the child of the working man is as productive as its investment in horses or machinery.

It must however be recollected that the annual investment of wealth is a small part of the already existing stock, and that therefore the stock would not be increased perceptibly in any one year by even a considerable increase in the annual rate of saving.

NOTE ON THE STATISTICS OF THE GROWTH OF WEALTH

11. The statistical history of the growth of wealth is singularly poor and misleading. This is partly due to difficulties inherent in any attempt to give a numerical measure

of wealth which shall be applicable to different places and times, partly to the absence of systematic attempts to collect the necessary facts. The Government of the United States does indeed ask for returns of every person's property; and though the results thus obtained are not satisfactory, yet they are perhaps the best we have.

Estimates of the wealth of other countries have to be based almost exclusively on estimates of income, which are capitalized at various numbers of years' purchase; this number being chosen with reference (i) to the general rate of interest current at the time, (ii) to the extent to which the income derived from the use of wealth in any particular form is to be credited (a) to the permanent income-yielding power of the wealth itself; and (b) to either the labour spent in applying it, or the using up of the capital itself. This last head is specially important in the case of ironworks which depreciate rapidly, and still more in the case of such mines as are likely to be speedily exhausted; both must be capitalized at only a few years' purchase. On the other hand, the income-yielding power of land is likely to increase; and where that is the case, the income from land has to be capitalized at a great number of years' purchase (which may be regarded as making a negative provision under the head of ii, b).

Land, houses, and live stock are the three forms of wealth

which have been in the first rank of importance always and everywhere. But land differs from other things in this, that an increase in its value is often chiefly due to an increase in its scarcity; and is therefore a measure rather of growing wants, than of growing means of meeting wants. Thus the land of the United States in 1880 counted as of about equal value with the land of the United Kingdom, and about half that of France. Its money value was insignificant a hundred years ago; and if the density of population two or three hundred years hence is nearly the same in the United States as in the United Kingdom, the land of the former will then be worth at least twenty times as much as that of the latter.

In the early middle ages the whole value of the land of England was much less than that of the few large-boned but small-sized animals that starved through the winter on it: now, though much of the best land is entered under the heads of houses, railways, etc.; though the live stock is now probably more than ten times as heavy in aggregate weight, and of better quality; and though there is now abundant farming capital of kinds which were then unknown; yet agricultural land is now worth more than three times as much as the farm stock. The few years of the pressure of the great French war nearly doubled the nominal

value of the land of England. Since then free trade, improvements in transport, the opening of new countries, and other causes have lowered the nominal value of that part of the land which is devoted to agriculture. And they have made the general purchasing power of money in terms of commodities rise in England relatively to the Continent. Early in the last century 25 fr. would buy more, and especially more of the things needed by the working classes, in France and Germany than £1 would in England. But now the advantage is the other way: and this causes the recent growth of the wealth of France and Germany to appear to be greater relatively to that of England than it really is.

When account is taken of facts of this class, and also of the fact that a fall in the rate of interest increases the number of years' purchase at which any income has to be capitalized, and therefore increases the value of a property which yields a given income; we see that the estimates of national wealth would be very misleading, even if the statistics of income on which they were based were accurate. But still such estimates are not wholly without value.

Sir R. Giffen's Growth of Capital and Mr Chiozza Money's Riches and Poverty contain suggestive discussions on many of the figures in the following table.

Country and Author of Estimate	Land fmillion	Houses fmillion	Farm-Capital fmillion
England			
1679 (Petty)	144	30	36
1690 (Gregory King)	180	45	25
1812 (Colquhoun)	750	300	143
1885 (Giffen)	1,333	1,700	382
United Kingdom			
1812 (Colquhoun)	1,200	400	228
1855 (Edleston)	1,700	550	472
1865 (Giffen)	1,864	1,031	620
1875 --	2,007	1,420	668
1885 --	1,691	2,827	522
1905 (Money)	966	2,827	285
United States			
1880 (Census)	2,040	2,000	480
1890 --			
1900 --			

France

1892 (de Foville)	3,000	2,000	400
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Italy

1884 (Pantaleoni)	1,160	360	
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Other	Total	Wealth
Wealth	Wealth	per cap.
£million	£million	£

England

1679 (Petty)	40	250	42
1690 (Gregory King)	70	320	58
1812 (Colquhoun)	653	1,846	180
1885 (Giffen)	3,012	6,427	315

United Kingdom

1812 (Colquhoun)	908	2,736	160
1855 (Edleston)	1,048	3,760	130
1865 (Giffen)	2,598	6,113	200
1875 --	4,453	8,548	260
1885 --	5,897	10,037	270
1905 (Money)	7,326	11,414	265

United States

1880 (Census)	4,208	8,728	175
1890 --		13,200	208
1900 --		18,860	247

France

1892 (de Foville)	4,000	9,400	247
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Italy

1884 (Pantaleoni)		1,920	65
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But their divergences show the great uncertainty of all such estimates. Mr Money's estimate of the value of land, i.e. agricultural land with farm buildings, is probably too low. Sir R. Giffen estimates the value of public property at £m. 500: and he omits public loans held at home, on the ground that the entries for them would cancel one another, as much being debited under the head of public property as is credited under that of private property. But Mr Money reckons the gross value of public roads, parks, buildings, bridges, sewers, lighting and water works, tramways etc. at £m. 1,650: and, after deducting from this

£m. 1,200 for public loans he gets £m. 450 for the net value of
 public property; and he thus becomes free to count public loans
 held at home under private property. He estimates the value of
 foreign stock exchange securities and other foreign property held
 in the United Kingdom at £m. 1,821. These estimates of wealth are
 mainly based on estimates of income: and, as regards the
 statistics of income, attention may be directed to Mr Bowley's
 instructive analysis in National progress since 1882; and in The
 Economic Journal for September 1904.

Sir R. Giffen estimates the wealth of the British Empire in
 1903 (Statistical Journal, Vol. 66, p. 584) thus:

United Kingdom.....	£m. 15,000
Canada.....	" 1,350
Australasia.....	" 1,100
India.....	" 3,000
South Africa.....	" 600
Remainder of Empire..."	1,200

A tentative history of changes in the relative wealth of
 different parts of England has been deduced by Rogers from the
 assessment of the several counties for the purpose of taxation.
 Le Vicomte d' Avenel's great work L'Histoire Économique de la

Propriété &c. 1200-1800 contains a rich store of materials as to France; and comparative studies of the growth of wealth in France and other nations have been made by Levasseur, Leroy Beaulieu, Neymarck and de Foville.

Mr Crammond, addressing the institute of Bankers in March 1919, estimated the national wealth of the United Kingdom to be £m. 24,000, and the national income to be £m. 3,600. He reckoned the net value of the country's foreign investments to have fallen to £m. 1,600, she having recently sold securities amounting to £m. 1,600; and borrowed another £m. 1,400. On the balance she appeared to be a creditor to the amount of £m. 2,600: but a great part of this amount cannot be reckoned as adequately secured.

NOTES:

1. A short but suggestive study of the growth of wealth in its early forms, and of the arts of life, is given in Tylor's Anthropology.

2. Bagehot (Economic Studies, pp. 163-5), after quoting the evidence which Galton has collected on the keeping of pet animals by savage tribes, points out that we find here a good illustration of the fact that however careless a savage race may

be for the future, it cannot avoid making some provision for it.

A bow, a fishing-net, which will do its work well in getting food for to-day, must be of service for many days to come: a horse or a canoe that will carry one well to-day, must be a stored-up source of many future enjoyments. The least provident of barbaric despots may raise a massive pile of buildings, because it is the most palpable proof of his present wealth and power.

3. The farm implements for a first class Ryot family, including six or seven adult males, are a few light ploughs and hoes chiefly of wood, of the total value of about 13 rupees (Sir G. Phear, Aryan Village, p. 233) or the equivalent of their work for about a month; while the value of the machinery alone on a well equipped large modern arable farm amounts to £3 an acre (Equipment of the Farm, edited by J. C. Morton) or say a year's work for each person employed. They include steam engines, trench, subsoil and ordinary ploughs, some to be worked by steam and some by horse power; various grubbers, harrows, rollers, clod-crushers, seed and manure drills, horse hoes, rakes, hay-making, mowing and reaping machines, steam or horse threshing, chaff cutting, turnip cutting, hay-pressing machines and a multitude of others. Meanwhile there is an increasing use

of silos and covered yards, and constant improvements in the fittings of the dairy and other farm buildings, all of which give great economy of effort in the long run, but require a larger share of it to be spent in preparing the way for the direct work of the farmer in raising agricultural produce.

4. For instance, improvements which have recently been made in some American cities indicate that by a sufficient outlay of capital each house could be supplied with what it does require, and relieved of what it does not, much more effectively than now, so as to enable a large part of the population to live in towns and yet be free from many of the present evils of town life. The first step is to make under all the streets large tunnels, in which many pipes and wires can be laid side by side, and repaired when they get out of order, without any interruption of the general traffic and without great expense. Motive power, and possibly even heat, might then be generated at great distances from the towns (in some cases in coal-mines), and laid on wherever wanted. Soft water and spring water, and perhaps even sea water and ozonized air, might be laid on in separate pipes to nearly every house; while steam-pipes might be used for giving warmth in winter, and compressed air for lowering the heat of summer; or the heat might be supplied by gas of great heating

power laid on in special pipes, while light was derived from gas specially suited for the purpose or from electricity; and every house might be in electric communication with the rest of the town. All unwholesome vapours, including those given off by any domestic fires which were still used, might be carried away by strong draughts through long conduits, to be purified by passing through large furnaces and thence away through huge chimneys into the higher air. To carry out such a scheme in the towns of England would require the outlay of a much larger capital than has been absorbed by our railways. This conjecture as to the ultimate course of town improvement may be wide of the truth; but it serves to indicate one of very many ways in which the experience of the past foreshadows broad openings for investing present effort in providing the means of satisfying our wants in the future.

5. Comp. Appendix A.

6. They "discount" future benefits (comp. Book III, ch. v, section 3) at the rate of many thousands per cent per annum.

7. Comp. III, v, section 2.

8. Comp. Principles of Political Economy, by Richard Jones.

9. It must however be admitted that what passes by the name of public property is often only private wealth borrowed on a mortgage of future public revenue. Municipal gas-works for instance are not generally the results of public accumulations. They were built with wealth saved by private persons, and borrowed on public account.

10. Above, III, v.

11. The suggestion that the rate of interest may conceivably become a negative quantity was discussed by Foxwell in a paper on Some Social Aspects of Banking, read before the Bankers' Institute in January, 1886.

12. Karl Marx and his followers have found much amusement in contemplating the accumulations of wealth which result from the abstinence of Baron Rothschild, which they contrast with the extravagance of a labourer who feeds a family of seven on seven shillings a week; and who, living up to his full income, practises no economic abstinence at all. The argument that it is Waiting rather than Abstinence, which is rewarded by Interest and

is a factor of production, was given by Macvane in the Harvard Journal of Economics for July, 1887.

13. See also VI, vi. It may however be observed here that the dependence of the growth of capital on the high estimation of "future goods" appears to have been over-estimated by earlier writers; not under-estimated, as is argued by Prof. Böhm-Bawerk.

Chapter VIII

Industrial Organization

1. Writers on social science from the time of Plato downwards have delighted to dwell on the increased efficiency which labour derives from organization. But in this, as in other cases, Adam Smith gave a new and larger significance to an old doctrine by the philosophic thoroughness with which he explained it, and the practical knowledge with which he illustrated it. After insisting on the advantages of the division of labour, and pointing out how they render it possible for increased numbers to live in comfort on a limited territory, he argued that the pressure of population on the means of subsistence tends to weed out those races who through want of organization or for any other cause are unable to

turn to the best account the advantages of the place in which they live.

Before Adam Smith's book had yet found many readers, biologists were already beginning to make great advances towards understanding the real nature of the differences in organization which separate the higher from the lower animals; and before two more generations had elapsed, Malthus' historical account of man's struggle for existence started Darwin on that inquiry as to the effects of the struggle for existence in the animal and vegetable world, which issued in his discovery of the selective influence constantly played by it. Since that time biology has more than repaid her debt; and economists have in their turn owed much to the many profound analogies which have been discovered between social and especially industrial organization on the one side and the physical organization of the higher animals on the other. In a few cases indeed the apparent analogies disappeared on closer inquiry: but many of those which seemed at first sight most fanciful, have gradually been supplemented by others, and have at last established their claim to illustrate a fundamental unity of action between the laws of nature in the physical and in the moral world. This central unity is set forth in the general rule, to which there are not very many exceptions, that the development of the organism, whether social or physical, involves

an increasing subdivision of functions between its separate parts on the one hand, and on the other a more intimate connection between them.(1*) Each part gets to be less and less self-sufficient, to depend for its wellbeing more and more on other parts, so that any disorder in any part of a highly-developed organism will affect other parts also.

This increased subdivision of functions, or "differentiation," as it is called, manifests itself with regard to industry in such forms as the division of labour, and the development of specialized skill, knowledge and machinery: while "integration," that is, a growing intimacy and firmness of the connections between the separate parts of the industrial organism, shows itself in such forms as the increase of security of commercial credit, and of the means and habits of communication by sea and road, by railway and telegraph, by post and printing-press.

The doctrine that those organisms which are the most highly developed, in the sense in which we have just used the phrase, are those which are most likely to survive in the struggle for existence, is itself in process of development. It is not yet completely thought out either in its biological or its economic relations. But we may pass to consider the main bearings in

economics of the law that the struggle for existence causes those organisms to multiply which are best fitted to derive benefit from their environment.

The law requires to be interpreted carefully: for the fact that a thing is beneficial to its environment will not by itself secure its survival either in the physical or in the moral world. The law of "survival of the fittest" states that those organisms tend to survive which are best fitted to utilize the environment for their own purposes. Those that utilize the environment most, often turn out to be those that benefit those around them most; but sometimes they are injurious.

Conversely, the struggle for survival may fail to bring into existence organisms that would be highly beneficial: and in the economic world the demand for any industrial arrangement is not certain to call forth a supply, unless it is something more than a mere desire for the arrangement, or a need for it. It must be an efficient demand; that is, it must take effect by offering adequate payment or some other benefit to those who supply it.(2*) A mere desire on the part of employees for a share in the management and the profits of the factory in which they work, or the need on the part of clever youths for a good technical education, is not a demand in the sense in which the term is used when it is said that supply naturally and surely follows demand.

This seems a hard truth: but some of its harshest features are softened down by the fact that those races, whose members render services to one another without exacting direct recompense are not only the most likely to flourish for the time, but most likely to rear a large number of descendants who inherit their beneficial habits.

2. Even in the vegetable world a species of plants, however vigorous in its growth, which should be neglectful of the interests of its seeds, would soon perish from the earth. The standard of family and race duty is often high in the animal kingdom; and even those predatory animals which we are accustomed to regard as the types of cruelty, which fiercely utilize the environment and do nothing for it in return, must yet be willing as individuals to exert themselves for the benefit of their offspring. And going beyond the narrower interests of the family to those of the race, we find that among so-called social animals, such as bees and ants, those races survive in which the individual is most energetic in performing varied services for the society without the prompting of direct gain to himself.

But when we come to human beings, endowed with reason and speech, the influence of a tribal sense of duty in strengthening the tribe takes a more varied form. It is true that in the ruder

stages of human life many of the services rendered by the individual to others are nearly as much due to hereditary habit and unreasoning impulse, as are those of the bees and ants. But deliberate, and therefore moral, self-sacrifice soon makes its appearance; it is fostered by the far-seeing guidance of prophets and priests and legislators, and is inculcated by parable and legend. Gradually the unreasoning sympathy, of which there are germs in the lower animals, extends its area and gets to be deliberately adopted as a basis of action: tribal affection, starting from a level hardly higher than that which prevails in a pack of wolves or a horde of banditti, gradually grows into a notable patriotism; and religious ideals are raised and purified. The races in which these qualities are the most highly developed are sure, other things being equal, to be stronger than others in war and in contests with famine and disease; and ultimately to prevail. Thus the struggle for existence causes in the long run those races of men to survive in which the individual is most willing to sacrifice himself for the benefit of those around him; and which are consequently the best adapted collectively to make use of their environment.

Unfortunately however not all the qualities which enable one race to prevail over another benefit mankind as a whole. It would

no doubt be wrong to lay very much stress on the fact that warlike habits have often enabled half-savage races to reduce to submission others who were their superiors in every peaceful virtue; for such conquests have gradually increased the physical vigour of the world, and its capacity for great things, and ultimately perhaps have done more good than harm. But there is no such qualification to the statement that a race does not establish its claim to deserve well of the world by the mere fact that it flourishes in the midst or on the surface of another race. For, though biology and social science alike show that parasites sometimes benefit in unexpected ways the race on which they thrive; yet in many cases they turn the peculiarities of that race to good account for their own purposes without giving any good return. The fact that there is an economic demand for the services of Jewish and Armenian money-dealers in Eastern Europe and Asia, or for Chinese labour in California, is not by itself a proof, nor even a very strong ground for believing, that such arrangements tend to raise the quality of human life as a whole. For, though a race entirely dependent on its own resources can scarcely prosper unless it is fairly endowed with the most important social virtues; yet a race, which has not these virtues and which is not capable of independent greatness, may be able to thrive on its relations with another race. But on the whole, and

subject to grave exceptions, those races survive and predominate in which the best qualities are most strongly developed.

3. This influence of heredity shows itself nowhere more markedly than in social organization. For that must necessarily be a slow growth, the product of many generations: it must be based on those customs and aptitudes of the great mass of the people which are incapable of quick change. In early times when religious, ceremonial, political, military and industrial organization were intimately connected, and were indeed but different sides of the same thing, nearly all those nations which were leading the van of the world's progress were found to agree in having adopted a more or less strict system of caste: and this fact by itself proved that the distinction of castes was well suited to its environment, and that on the whole it strengthened the races or nations which adopted it. For since it was a controlling factor of life, the nations which adopted it could not have generally prevailed over others, if the influence exerted by it had not been in the main beneficial. Their pre-eminence proved not that it was free from defects, but that its excellences, relatively to that particular stage of progress, outweighed its defects.

Again we know that an animal or a vegetable species may

differ from its competitors by having two qualities, one of which is of great advantage to it; while the other is unimportant, perhaps even slightly injurious, and that the former of these qualities will make the species succeed in spite of its having the latter: the survival of which will then be no proof that it is beneficial. Similarly the struggle for existence has kept alive many qualities and habits in the human race which were in themselves of no advantage, but which are associated by a more or less permanent bond with others that are great sources of strength. Such instances are found in the tendency to an overbearing demeanour and a scorn for patient industry among nations that owe their advance chiefly to military victories; and again in the tendency among commercial nations to think too much of wealth and to use it for the purposes of display. But the most striking instances are found in matters of organization; the excellent adaptation of the system of caste for the special work which it had to do, enabled it to flourish in spite of its great faults, the chief of which were its rigidity, and its sacrifice of the individual to the interests of society, or rather to certain special exigencies of society.

Passing over intermediate stages and coming at once to the modern organization of the Western world, we find it offering a

striking contrast, and a no less striking resemblance, to the system of caste. On the one hand, rigidity has been succeeded by plasticity: the methods of industry which were then stereotyped, now change with bewildering quickness; the social relations of classes, and the position of the individual in his class, which were then definitely fixed by traditional rules, are now perfectly variable and change their forms with the changing circumstances of the day. But on the other hand, the sacrifice of the individual to the exigencies of society as regards the production of material wealth seems in some respects to be a case of atavism, a reversion to conditions which prevailed in the far-away times of the rule of caste. For the division of labour between the different ranks of industry and between different individuals in the same rank is so thorough and uncompromising, that the real interests of the producer are sometimes in danger of being sacrificed for the sake of increasing the addition which his work makes to the aggregate production of material wealth.

4. Adam Smith, while insisting on the general advantages of that minute division of labour and of that subtle industrial organization which were being developed with unexampled rapidity in his time, was yet careful to indicate many points in which the system failed, and many incidental evils which it involved.(3*)

But many of his followers with less philosophic insight, and in some cases with less real knowledge of the world, argued boldly that whatever is, is right. They argued for instance that, if a man had a talent for managing business, he would be surely led to use that talent for the benefit of mankind: that meanwhile a like pursuit of their own interests would lead others to provide for his use such capital as he could turn to best account; and that his own interest would lead him so to arrange those in his employment that everyone should do the highest work of which he was capable, and no other; and that it would lead him to purchase and use all machinery and other aids to production, which could in his hands contribute more than the equivalent of their own cost towards supplying the wants of the world.

This doctrine of natural organization contains more truth of the highest importance to humanity than almost any other which is equally likely to evade the comprehension of those who discuss grave social problems without adequate study: and it had a singular fascination for earnest and thoughtful minds. But its exaggeration worked much harm, especially to those who delighted most in it. For it prevented them from seeing and removing the evil that was intertwined with the good in the changes that were going on around them. It hindered them from inquiring whether many even of the broader features of modern industry might not be

transitional, having indeed good work to do in their time, as the caste system had in its time; but being, like it, serviceable chiefly in leading the way towards better arrangements for a happier age. And it did harm by preparing the way for exaggerated reaction against it.

5. Moreover the doctrine took no account of the manner in which organs are strengthened by being used. Herbert Spencer has insisted with much force on the rule that, if any physical or mental exercise gives pleasure and is therefore frequent, those physical or mental organs which are used in it are likely to grow rapidly. Among the lower animals indeed the action of this rule is so intimately interwoven with that of the survival of the fittest, that the distinction between the two need not often be emphasized. For as it might be guessed a priori, and as seems to be proved by observation, the struggle for survival tends to prevent animals from taking much pleasure in the exercise of functions which do not contribute to their well-being.

But man, with his strong individuality, has greater freedom. He delights in the use of his faculties for their own sake; sometimes using them nobly, whether with the abandon of the great Greek burst of life, or under the control of a deliberate and

steadfast striving towards important ends; sometimes ignobly, as in the case of a morbid development of the taste for drink. The religious, the moral, the intellectual and the artistic faculties on which the progress of industry depends, are not acquired solely for the sake of the things that may be got by them; but are developed by exercise for the sake of the pleasure and the happiness which they themselves bring: and, in the same way, that greater factor of economic prosperity, the organization of a well-ordered state, is the product of an infinite variety of motives; many of which have no direct connection with the pursuit of national wealth.(4*)

No doubt it is true that physical peculiarities acquired by the parents during their life-time are seldom if ever transmitted to their offspring. But no conclusive case seems to have been made out for the assertion that the children of those who have led healthy lives, physically and morally, will not be born with a firmer fibre than they would have been had the same parents grown up under unwholesome influences which had enfeebled the fibre of their minds and their bodies. And it is certain that in the former case the children are likely after birth to be better nourished, and better trained; to acquire more wholesome instincts; and to have more of that regard for others and that self-respect, which are the mainsprings of human progress, than

in the latter case.(5*)

It is needful then diligently to inquire whether the present industrial organization might not with advantage be so modified as to increase the opportunities, which the lower grades of industry have for using latent mental faculties, for deriving pleasure from their use, and for strengthening them by use; since the argument that if such a change had been beneficial, it would have been already brought about by the struggle for survival, must be rejected as invalid. Man's prerogative extends to a limited but effective control over natural development by forecasting the future and preparing the way for the next step.

Thus progress may be hastened by thought and work; by the application of the principles of Eugenics to the replenishment of the race from its higher rather than its lower strains, and by the appropriate education of the faculties of either sex: but however hastened it must be gradual and relatively slow. It must be slow relatively to man's growing command over technique and the forces of nature; a command which is making ever growing calls for courage and caution, for resource and steadfastness, for penetrating insight and for breadth of view. And it must be very much too slow to keep pace with the rapid inflow of proposals for the prompt reorganization of society on a new basis. In fact our new command over nature, while opening the

door to much larger schemes for industrial organization than were physically possible even a short time ago, places greater responsibilities on those who would advocate new developments of social and industrial structure. For though institutions may be changed rapidly; yet if they are to endure they must be appropriate to man: they cannot retain their stability if they change very much faster than he does. Thus progress itself increases the urgency of the warning that in the economic world, *Natura non facit saltum.*(6*)

Progress must be slow; but even from the merely material point of view it is to be remembered that changes, which add only a little to the immediate efficiency of production, may be worth having if they make mankind ready and fit for an organization, which will be more effective in the production of wealth and more equal in its distribution; and that every system, which allows the higher faculties of the lower grades of industry to go to waste, is open to grave suspicion.

NOTES:

1. See a brilliant paper by Häckel on Arbeitsteilung in Menschen- und Tierleben and Schäffle's Bau und Leben des sozialen Körpers.

2. Like all other doctrines of the same class, this requires to be interpreted in the light of the fact that the effective demand of a purchaser depends on his means, as well as on his wants: a small want on the part of a rich man often has more effective force in controlling the business arrangements of the world than a great want on the part of a poor man.

3. See above I, IV, section 6; and below Appendix B, sections 3 and 6.

4. Man with his many motives, as he may set himself deliberately to encourage the growth of one peculiarity, may equally set himself to check the growth of another: the slowness of progress during the Middle Ages was partly due to a deliberate detestation of learning.

5. See Note XI in the Mathematical Appendix. Considerations of this class have little application to the development of mere animals, such as mice; and none at all to that of peas and other vegetables. And therefore the marvellous arithmetical results which have been established, provisionally at all events, in regard to heredity in such cases, have very little bearing on the

full problems of inheritance with which students of social science are concerned: and some negative utterances on this subject by eminent Mendelians seem to lack due reserve. Excellent remarks on the subject will be found in Prof Pigou's *Wealth and Warfare*, Part I, ch. IV.

6. Compare Appendix A, section 16.

Chapter IX

Industrial Organization, Continued.

Division of Labour.

The Influence of Machinery

1. The first condition of an efficient organization of industry is that it should keep everyone employed at such work as his abilities and training fit him to do well, and should equip him with the best machinery and other appliances for his work. We shall leave on one side for the present the distribution of work between those who carry out the details of production on the one hand, and those who manage its general arrangement and undertake its risk on the other; and confine ourselves to the division of labour between different classes of operatives, with special

reference to the influence of machinery. In the following chapter we shall consider the reciprocal effects of division of labour and localization of industry; in a third chapter we shall inquire how far the advantages of division of labour depend upon the aggregation of large capitals into the hands of single individuals or firms, or, as is commonly said, on production on a large scale; and lastly, we shall examine the growing specialization of the work of business management.

Everyone is familiar with the fact that "practice makes perfect," that it enables an operation, which at first seemed difficult, to be done after a time with comparatively little exertion, and yet much better than before; and physiology in some measure explains this fact. For it gives reasons for believing that the change is due to the gradual growth of new habits of more or less "reflex" or automatic action. Perfectly reflex actions, such as that of breathing during sleep, are performed by the responsibility of the local nerve centres without any reference to the supreme central authority of the thinking power, which is supposed to reside in the cerebrum. But all deliberate movements require the attention of the chief central authority: it receives information from the nerve centres or local authorities and perhaps in some cases direct from the sentient nerves, and sends back detailed and complex instructions to the

local authorities, or in some cases direct to the muscular nerves, and so co-ordinates their action as to bring about the required results.(1*)

The physiological basis of purely mental work is not yet well understood; but what little we do know of the growth of brain structure seems to indicate that practice in any kind of thinking develops new connections between different parts of the brain. Anyhow we know for a fact that practice will enable a person to solve quickly, and without any considerable exertion, questions which he could have dealt with but very imperfectly a little while before, even by the greatest effort. The mind of the merchant, the lawyer, the physician, and the man of science, becomes gradually equipped with a store of knowledge and a faculty of intuition, which can be obtained in no other way than by the continual application of the best efforts of a powerful thinker for many years together to one more or less narrow class of questions. Of course the mind cannot work hard for many hours a day in one direction: and a hard-worked man will sometimes find recreation in work that does not belong to his business, but would be fatiguing enough to a person who had to do it all day long.

Some social reformers have indeed maintained that those who do the most important brain work might do a fair share of manual

work also, without diminishing their power of acquiring knowledge or thinking out hard questions. But experience seems to show that the best relief from overstrain is in occupations taken up to suit the mood of the moment and stopped when the mood is passed, that is, in what popular instinct classes as "relaxation." Any occupation which is so far business-like that a person must sometimes force himself by an effort of the will to go on with it, draws on his nervous force and is not perfect relaxation: and therefore it is not economical from the point of view of the community unless its value is sufficient to outweigh a considerable injury to his main work.(2*)

2. It is a difficult and unsettled question how far specialization should be carried in the highest branches of work. In science it seems to be a sound rule that the area of study should be broad during youth, and should gradually be narrowed as years go on. A medical man who has always given his attention exclusively to one class of diseases, may perhaps give less wise advice even in his special subject than another who, having learnt by wider experience to think of those diseases in relation to general health, gradually concentrates his study more and more on them, and accumulates a vast store of special experiences and

subtle instincts. But there is no doubt that greatly increased efficiency can be attained through division of labour in those occupations in which there is much demand for mere manual skill.

Adam Smith pointed out that a lad who had made nothing but nails all his life could make them twice as quickly as a first-rate smith who only took to nail-making occasionally. Anyone who has to perform exactly the same set of operations day after day on things of exactly the same shape, gradually learns to move his fingers exactly as they are wanted, by almost automatic action and with greater rapidity than would be possible if every movement had to wait for a deliberate instruction of the will. One familiar instance is seen in the tying of threads by children in a cotton-mill. Again, in a clothing or a boot factory, a person who sews, whether by hand or machinery, just the same seam on a piece of leather or cloth of just the same size, hour after hour, day after day, is able to do it with far less effort and far more quickly than a worker with much greater quickness of eye and hand, and of a much higher order of general skill, who was accustomed to make the whole of a coat or the whole of a boot.(3*)

Again, in the wood and the metal industries, if a man has to perform exactly the same operations over and over again on the same piece of material, he gets into the habit of holding it

exactly in the way in which it is wanted, and of arranging the tools and other things which he has to handle in such positions that he is able to bring them to work on one another with the least possible loss of time and of force in the movements of his own body. Accustomed to find them always in the same position and to take them in the same order, his hands work in harmony with one another almost automatically: and with increased practice his expenditure of nervous force diminishes even more rapidly than his expenditure of muscular force.

But when the action has thus been reduced to routine it has nearly arrived at the stage at which it can be taken over by machinery. The chief difficulty to be overcome is that of getting the machinery to hold the material firmly in exactly the position in which the machine tool can be brought to bear on it in the right way, and without wasting too much time in taking grip of it. But this can generally be contrived when it is worth while to spend some labour and expense on it; and then the whole operation can often be controlled by a worker who, sitting before a machine, takes with the left hand a piece of wood or metal from a heap and puts it in a socket, while with the right he draws down a lever, or in some other way sets the machine tool at work, and finally with his left hand throws on to another heap the material which has been cut or punched or drilled or planed exactly after

a given pattern. It is in these industries especially that we find the reports of modern trades-unions to be full of complaints that unskilled labourers, and even their wives and children, are put to do work which used to require the skill and judgment of a trained mechanic, but which has been reduced to mere routine by the improvement of machinery and the ever-increasing minuteness of the subdivision of labour.

3. We are thus led to a general rule, the action of which is more prominent in some branches of manufacture than others, but which applies to all. It is, that any manufacturing operation that can be reduced to uniformity, so that exactly the same thing has to be done over and over again in the same way, is sure to be taken over sooner or later by machinery. There may be delays and difficulties; but if the work to be done by it is on a sufficient scale, money and inventive power will be spent without stint on the task till it is achieved.(4*)

Thus the two movements of the improvement of machinery and the growing subdivision of labour have gone together and are in some measure connected. But the connection is not so close as is generally supposed. It is the largeness of markets, the increased demand for great numbers of things of the same kind, and in some

cases of things made with great accuracy, that leads to subdivision of labour; the chief effect of the improvement of machinery is to cheapen and make more accurate the work which would anyhow have been subdivided. For instance, "in organizing the works at Soho, Boulton and Watt found it necessary to carry division of labour to the furthest practicable point. There were no slide-lathes, planing machines or boring tools, such as now render mechanical accuracy of construction almost a matter of certainty. Everything depended on the individual mechanic's accuracy of hand and eye; yet mechanics generally were much less skilled then than they are now. The way in which Boulton and Watt contrived partially to get over the difficulty was to confine their workmen to special classes of work, and make them as expert in them as possible. By continued practice in handling the same tools and fabricating the same articles, they thus acquired great individual proficiency."(5*) Thus machinery constantly supplants and renders unnecessary that purely manual skill, the attainment of which was, even up to Adam Smith's time, the chief advantage of division of labour. But this influence is more than counterbalanced by its tendency to increase the scale of manufactures and to make them more complex; and therefore to increase the opportunities for division of labour of all kinds, and especially in the matter of business management.

4. The powers of machinery to do work that requires too much accuracy to be done by hand are perhaps best seen in some branches of the metal industries in which the system of Interchangeable Parts is being rapidly developed. It is only after long training and with much care and labour that the hand can make one piece of metal accurately to resemble or to fit into another: and after all the accuracy is not perfect. But this is just the work which a well made machine can do most easily and most perfectly. For instance, if sowing and reaping machines had to be made by hand, their first cost would be very high; and when any part of them was broken, it could be replaced only at a great cost by sending the machine back to the manufacturer or by bringing a highly skilled mechanic to the machine. But as it is, the manufacturer keeps in a store many facsimiles of the broken part, which were made by the same machinery, and are therefore interchangeable with it. A farmer in the North-West of America, perhaps a hundred miles away from any good mechanic's shop, can yet use complicated machinery with confidence; since he knows that by telegraphing the number of the machine and the number of any part of it which he has broken, he will get by the next train a new piece which he can himself fit into its place. The importance of this principle of interchangeable parts has been

but recently grasped; there are however many signs that it will do more than any other to extend the use of machine-made machinery to every branch of production, including even domestic and agricultural work.(6*)

The influences which machinery exerts over the character of modern industry are well illustrated in the manufacture of watches. Some years ago the chief seat of this business was in French Switzerland; where the subdivision of labour was carried far, though a great part of the work was done by a more or less scattered population. There were about fifty distinct branches of trade each of which did one small part of the work. In almost all of them a highly specialized manual skill was required, but very little judgment; the earnings were generally low, because the trade had been established too long for those in it to have anything like a monopoly, and there was no difficulty in bringing up to it any child with ordinary intelligence. But this industry is now yielding ground to the American system of making watches by machinery, which requires very little specialized manual skill. In fact the machinery is becoming every year more and more automatic, and is getting to require less and less assistance from the human hand. But the more delicate the machine's power, the greater is the judgment and carefulness which is called for

from those who see after it. Take for instance a beautiful machine which feeds itself with steel wire at one end, and delivers at the other tiny screws of exquisite form; it displaces a great many operatives who had indeed acquired a very high and specialized manual skill, but who lived sedentary lives, straining their eyesight through microscopes, and finding in their work very little scope for any faculty except a mere command over the use of their fingers. But the machine is intricate and costly, and the person who minds it must have an intelligence, and an energetic sense of responsibility, which go a long way towards making a fine character; and which, though more common than they were, are yet sufficiently rare to be able to earn a very high rate of pay. No doubt this is an extreme case; and the greater part of the work done in a watch factory is much simpler. But much of it requires higher faculties than the old system did, and those engaged in it earn on the average higher wages; at the same time it has already brought the price of a trustworthy watch within the range of the poorest classes of the community, and it is showing signs of being able soon to accomplish the very highest class of work.(7*)

Those who finish and put together the different parts of a watch must always have highly specialized skill: but most of the machines which are in use in a watch factory are not different in

general character from those which are used in any other of the lighter metal trades: in fact many of them are mere modifications of the turning lathes and of the slotting, punching, drilling, planing, shaping, milling machines and a few others, which are familiar to all engineering trades. This is a good illustration of the fact that while there is a constantly increasing subdivision of labour, many of the lines of division between trades which are nominally distinct are becoming narrower and less difficult to be passed. In old times it would have been very small comfort to watch-makers, who happened to be suffering from a diminished demand for their wares, to be told that the gun-making trade was in want of extra hands; but most of the operatives in a watch factory would find machines very similar to those with which they were familiar, if they strayed into a gun-making factory or sewing-machine factory, or a factory for making textile machinery. A watch factory with those who worked in it could be converted without any overwhelming loss into a sewing-machine factory; almost the only condition would be that in the new factory no one should be put to work which required a higher order of general intelligence, than that to which he was already accustomed.

5. The printing trade affords another instance of the way in

which an improvement of machinery and an increase in the volume of production causes an elaborate subdivision of labour. Everyone is familiar with the pioneer newspaper editor of newly settled districts of America, who sets up the type of his articles as he composes them; and with the aid of a boy prints off his sheets and distributes them to his scattered neighbours. When however the mystery of printing was new, the printer had to do all this for himself, and in addition to make all his own appliances.(8*)

These are now provided for him by separate "subsidiary" trades, from whom even the printer in the backwoods can obtain everything that he wants to use. But in spite of the assistance which it thus gets from outside, a large printing establishment has to find room for many different classes of workers within its walls.

To say nothing of those who organize and superintend the business, of those who do its office work and keep its stores, of the skilled "readers" who correct any errors that may have crept into the "proofs," of its engineers and repairers of machinery, of those who cast, and who correct and prepare its stereotype plates; of the warehousemen and the boys and girls who assist them, and several other minor classes; there are the two great groups of the compositors who set up the type, and the machinists and pressmen who print impressions from them. Each of these two

groups is divided into many smaller groups, especially in the large centres of the printing trade. In London, for instance, a minder who was accustomed to one class of machine, or a compositor who was accustomed to one class of work, if thrown out of employment would not willingly abandon the advantage of his specialized skill, and falling back on his general knowledge of the trade seek work at another kind of machine or in another class of work.(9*) These barriers between minute subdivisions of a trade count for a great deal in many descriptions of the modern tendency towards specialization of industry; and to some extent rightly, because though many of them are so slight that a man thrown out of work in one subdivision could pass into one of its neighbours without any great loss of efficiency, yet he does not do so until he has tried for a while to get employment in his old lines; and therefore the barriers are as effective as stronger ones would be so far as the minor fluctuations of trade from week to week are concerned. But they are of an altogether different kind from the deep and broad partitions which divided one group of medieval handicraftsmen from another, and which caused the lifelong suffering of the handloom-weavers when their trade had left them.(10*)

In the printing trades, as in the watch trade, we see mechanical and scientific appliances attaining results that would

be impossible without them; at the same time that they persistently take over work that used to require manual skill and dexterity, but not much judgment; while they leave for man's hand all those parts which do require the use of judgment, and open up all sorts of new occupations in which there is a great demand for it. Every improvement and cheapening of the printer's appliances increases the demand for the judgment and discretion and literary knowledge of the reader, for the skill and taste of those who know how to set up a good title-page, or how to make ready a sheet on which an engraving is to be printed, so that light and shade will be distributed properly. It increases the demand for the gifted and highly-trained artists who draw or engrave on wood and stone and metal, and for those who know how to give an accurate report in ten lines of the substance of a speech that occupied ten minutes -- an intellectual feat the difficulty of which we underrate, because it is so frequently performed. And again, it tends to increase the work of photographers and electrotypers, and stereotypers, of the makers of printer's machinery, and many others who get a higher training and a higher income from their work than did those layers on and takers off, and those folders of newspapers who have found their work taken over by iron fingers and iron arms.

6. We may now pass to consider the effects which machinery has in relieving that excessive muscular strain which a few generations ago was the common lot of more than half the working men even in such a country as England. The most marvellous instances of the power of machinery are seen in large iron-works, and especially in those for making armour plates, where the force to be exerted is so great that man's muscles count for nothing, and where every movement, whether horizontal or vertical, has to be effected by hydraulic or steam force, and man stands by ready to govern the machinery and clear away ashes or perform some such secondary task.

Machinery of this class has increased our command over nature, but it has not directly altered the character of man's work very much; for that which it does he could not have done without it. But in other trades machinery has lightened man's labours. The house carpenters, for instance, make things of the same kind as those used by our forefathers, with much less toil for themselves. They now give themselves chiefly to those parts of the task which are most pleasant and most interesting; while in every country town and almost every village there are found steam mills for sawing, planing and moulding, which relieve them of that grievous fatigue which not very long ago used to make

them prematurely old.(11*)

New machinery, when just invented, generally requires a great deal of care and attention. But the work of its attendant is always being sifted; that which is uniform and monotonous is gradually taken over by the machine, which thus becomes steadily more and more automatic and self-acting; till at last there is nothing for the hand to do, but to supply the material at certain intervals and to take away the work when finished. There still remains the responsibility for seeing that the machinery is in good order and working smoothly; but even this task is often made light by the introduction of an automatic movement, which brings the machine to a stop the instant anything goes wrong.

Nothing could be more narrow or monotonous than the occupation of a weaver of plain stuffs in the old time. But now one woman will manage four or more looms, each of which does many times as much work in the course of the day as the old hand-loom did; and her work is much less monotonous and calls for much more judgment than his did. So that for every hundred yards of cloth that are woven, the purely monotonous work done by human beings is probably not a twentieth part of what it was.(12*)

Facts of this kind are to be found in the recent history of many trades: and they are of great importance when we are considering the way in which the modern organization of industry

is tending to narrow the scope of each person's work, and thereby to render it monotonous. For those trades in which the work is most subdivided are those in which the chief muscular strain is most certain to be taken off by machinery; and thus the chief evil of monotonous work is much diminished. As Roscher says, it is monotony of life much more than monotony of work that is to be dreaded: monotony of work is an evil of the first order only when it involves monotony of life. Now when a person's employment requires much physical exertion, he is fit for nothing after his work; and unless his mental faculties are called forth in his work, they have little chance of being developed at all. But the nervous force is not very much exhausted in the ordinary work of a factory, at all events where there is not excessive noise, and where the hours of labour are not too long. The social surroundings of factory life stimulate mental activity in and out of working hours; and many of those factory workers, whose occupations are seemingly the most monotonous, have considerable intelligence and mental resource.(13*)

It is true that the American agriculturist is an able man, and that his children rise rapidly in the world. But partly because land is plentiful, and he generally owns the farm that he cultivates, he has better social conditions than the English; he has always had to think for himself, and has long had to use and

to repair complex machines. The English agricultural labourer has had many great disadvantages to contend with. Till recently he had little education; and he was in a great measure under a semi-feudal rule, which was not without its advantages, but which repressed enterprise and even in some degree self-respect. These narrowing causes are removed. He is now fairly well educated in youth. He learns to handle various machinery; he is less dependent on the good-will of any particular squire or group of farmers; and, since his work is more various, and educates intelligence more than the lowest grades of town work do, he is tending to rise both absolutely and relatively.

7. We must now proceed to consider what are the conditions under which the economies in production arising from division of labour can best be secured. It is obvious that the efficiency of specialized machinery or specialized skill is but one condition of its economic use; the other is that sufficient work should be found to keep it well employed. As Babbage pointed out, in a large factory "the master manufacturer by dividing the work to be executed into different processes, each requiring different degrees of skill or force, can purchase exactly that precise quantity of both which is necessary for each process; whereas if

the whole work were executed by one workman that person must possess sufficient skill to perform the most difficult and sufficient strength to execute the most laborious of the operations into which the work is divided." The economy of production requires not only that each person should be employed constantly in a narrow range of work, but also that, when it is necessary for him to undertake different tasks, each of these tasks should be such as to call forth as much as possible of his skill and ability. Just in the same way the economy of machinery requires that a powerful turning-lathe when specially arranged for one class of work should be kept employed as long as possible on that work; and if there is occasion to employ it on other work, that should be such as to be worthy of the lathe, and not such as could have been done equally well by a much smaller machine.

Here then, so far as the economy of production goes, men and machines stand on much the same footing: but while machinery is a mere implement of production, man's welfare is also its ultimate aim. We have already been occupied with the question whether the human race as a whole gains by carrying to an extreme that specialization of function which causes all the most difficult work to be done by a few people: but we have now to consider it more nearly with special reference to the work of business

management. The main drift of the next three chapters is to inquire what are the causes which make different forms of business management the fittest to profit by their environment, and the most likely to prevail over others; but it is well that meanwhile we should have in our minds the question, how far they are severally fitted to benefit their environment.

Many of those economies in the use of specialized skill and machinery which are commonly regarded as within the reach of very large establishments, do not depend on the size of individual factories. Some depend on the aggregate volume of production of the kind in the neighbourhood; while others again, especially those connected with the growth of knowledge and the progress of the arts, depend chiefly on the aggregate volume of production in the whole civilized world. And here we may introduce two technical terms.

We may divide the economies arising from an increase in the scale of production of any kind of goods, into two classes -- firstly, those dependent on the general development of the industry; and, secondly, those dependent on the resources of the individual houses of business engaged in it, on their organization and the efficiency of their management. We may call the former external economies, and the latter internal economies. In the present chapter we have been chiefly discussing internal

economies; but we now proceed to examine those very important external economies which can often be secured by the concentration of many small businesses of a similar character in particular localities: or, as is commonly said, by the localization of industry.

NOTES:

1. For instance, the first time a man attempts to skate he must give his whole attention to keeping his balance, his cerebrum has to exercise a direct control over every movement, and he has not much mental energy left for other things. But after a good deal of practice the action becomes semi-automatic, the local nerve centres undertake nearly all the work of regulating the muscles, the cerebrum is set free, and the man can carry on an independent train of thought; he can even alter his course to avoid an obstacle in his path, or to recover his balance after it has been disturbed by a slight unevenness, without in any way interrupting the course of his thoughts. It seems that the exercise of nerve force under the immediate direction of the thinking power residing in the cerebrum has gradually built up a set of connections, involving probably distinct physical change, between

the nerves and nerve centres concerned; and these new connections may be regarded as a sort of capital of nerve force. There is probably something like an organized bureaucracy of the local nerve centres: the medulla, the spinal axis, and the larger ganglia generally acting the part of provincial authorities, and being able after a time to regulate the district and village authorities without troubling the supreme government. Very likely they send up messages as to what is going on: but if nothing much out of the way has happened, these are very little attended to. When however a new feat has to be accomplished, as for instance learning to skate backwards, the whole thinking force will be called into requisition for the time; and will now be able by aid of the special skating organization of the nerves and nerve centres, which has been built up in ordinary skating, to do what would have been altogether impossible without such aid.

To take a higher instance: when an artist is painting at his best, his cerebrum is fully occupied with his work: his whole mental force is thrown into it, and the strain is too great to be kept up for a long time together. In a few hours of happy inspiration he may give utterance to thoughts that exert a perceptible influence on the character of coming generations. But his power of expression had been earned by numberless hours of plodding work in which he had gradually built up an intimate

connection between eye and hand, sufficient to enable him to make good rough sketches of things with which he is tolerably familiar, even while he is engaged in an engrossing conversation and is scarcely conscious that he has a pencil in his hand.

2. J. S. Mill went so far as to maintain that his occupations at the India Office did not interfere with his pursuit of philosophical inquiries. But it seems probable that this diversion of his freshest powers lowered the quality of his best thought more than he was aware; and though it may have diminished but little his remarkable usefulness in his own generation, it probably affected very much his power of doing that kind of work which influences the course of thought in future generations. It was by husbanding every atom of his small physical strength that Darwin was enabled to do so much work of just that kind: and a social reformer who had succeeded in exploiting Darwin's leisure hours in useful work on behalf of the community, would have done a very bad piece of business for it.

3. The best and most expensive clothes are made by highly skilled and highly paid tailors, each of whom works right through first one garment and then another: while the cheapest and worst clothes are made for starvation wages by unskilled women who take

the cloth to their own homes and do every part of the sewing themselves. But clothes of intermediate qualities are made in workshops or factories, in which the division and subdivisions of labour are carried as far as the size of the staff will permit; and this method is rapidly gaining ground at both ends at the expense of the rival method. Lord Lauderdale (*Inquiry*, p. 282) quotes Xenophon's argument that the best work is done when each confines himself to one simple department, as when one man makes shoes for men, and another for women; or better when one man only sews shoes or garments, another cuts them out: the king's cooking is much better than anybody else's, because he has one cook who only boils, another who only roasts meat; one who only boils fish, another who only fries it: there is not one man to make all sorts of bread but a special man for special qualities.

4. One great inventor is rumoured to have spent £300,000 on experiments relating to textile machinery, and his outlay is said to have been abundantly returned to him. Some of his inventions were of such a kind as can be made only by a man of genius; and however great the need, they must have waited till the right man was found for them. He charged not unreasonably £1000 as royalty for each of his combing machines; and a worsted manufacturer,

being full of work, found it worth his while to buy an additional machine, and pay this extra charge for it, only six months before the expiry of the patent. But such cases are exceptional: as a rule, patented machines are not very dear. In some cases the economy of having them all produced at one place by special machinery has been so great that the patentee has found it to his advantage to sell them at a price lower than the old price of the inferior machines which they displaced: for that old price gave him so high a profit, that it was worth his while to lower the price still further in order to induce the use of the machines for new purposes and in new markets. In almost every trade many things are done by hand, though it is well known that they could easily be done by some adaptations of machines that are already in use in that or some other trade, and which are not made only because there would not as yet be enough employment for them to remunerate the trouble and expense of making them.

5. Smiles, Boulton and Watts, pp. 170-1.

6. The system owes its origin in great measure to Sir Joseph Whitworth's standard gauges; but it has been worked out with most enterprise and thoroughness in America. Standardization is most helpful in regard to things which are to be built up with others

into complex machines, buildings, bridges, etc.

7. The perfection which the machinery has already attained is shown by the fact that at the Inventions Exhibition held in London in 1885, the representative of an American watch factory took to pieces fifty watches before some English representatives of the older system of manufacture, and after throwing the different parts into different heaps, asked them to select for him one piece from each heap in succession; he then set these pieces up in one of the watch-cases and handed them back a watch in perfect order.

8. "The type-founder was probably the first to secede from the concern; then printers delegated to others the making of presses; afterwards the ink and the rollers found separate and distinct manufacturers; and there arose a class of persons who, though belonging to other trades, made printing appliances a speciality, such as printers' smiths, printers' joiners and printers' engineers" (Mr Southward in the Article on Typography in the Encyclopaedia Britannica).

9. For instance, Mr Southward tells us "a minder may understand only book machines or only news machines; he may know all about"

machines that print from flat surfaces or those that print from cylinders; "or of cylinders he may know only one kind. Entirely novel machines create a new class of artisans. There are men perfectly competent to manage a Walter press who are ignorant how to work two-colour or fine book-work machines. In the compositor's department division of labour is carried out to a still minuter degree. An old-fashioned printer would set up indifferently a placard, a title-page, or a book. At the present day we have jobbing hands, book hands, and news hands, the word 'hand' suggesting the factory-like nature of the business. There are jobbing hands who confine themselves to posters. Book hands comprise those who set up the titles and those who set up the body of the work. Of these latter again, while one man composes, another, the 'maker-up,' arranges the pages."

10. Let us follow still further the progress of machinery in supplanting manual labour in some directions and opening out new fields for its employment in others. Let us watch the process by which large editions of a great newspaper are set up and printed off in a few hours. To begin with, a good part of the type-setting is itself often done by a machine; but in any case the types are in the first instance on a plane surface, from

which it is impossible to print very rapidly. The next step therefore is to make a papier-maché cast of them, which is bent on to a cylinder, and is then used as the mould from which a new metal plate is cast that fits the cylinders of the printing machine. Fixed on these it rotates alternately against the inking cylinders and the paper. The paper is arranged in a huge roll at the bottom of the machine and unrolls itself automatically, first against the damping cylinders and then against the printing cylinders, the first of which prints it on one side, and the second on the other: thence to the cutting cylinders, which cut it into equal lengths, and thence to the folding apparatus, which folds it ready for sale.

More recently the casting of the type has been brought under the new methods. The compositor plays on a keyboard like that of the type-writer, and the matrix of a corresponding letter goes into line: then after spacing out, molten lead is poured on the line of matrices, and a solid line of type is ready . And in a further development each letter is cast separately from its matrix; the machine reckons up the space taken by the letters, stops when there are enough for a line, divides out the free space equally into the requisite number of small spaces between the words; and finally casts the line. It is claimed that one compositor can work several such machines simultaneously in

distant towns by electric currents.

11. The jack-plane, used for making smooth large boards for floors and other purposes, used to cause heart disease, making carpenters as a rule old men by the time they were forty . Adam Smith tells us that "workmen, when they are liberally paid, are very apt to overwork themselves and to ruin their health and constitution in a few years. A carpenter in London, and in some other places, is not supposed to last in his utmost vigour above eight years... Almost every class of artificers is subject to some particular infirmity occasioned by excessive application to their peculiar species of work." Wealth of Nations, Book I, chapter VII.

12. The efficiency of labour in weaving has been increased twelve fold and that in spinning six fold during the last seventy years. In the preceding seventy years the improvements in spinning had already increased the efficiency of labour two-hundred-fold (see Ellison's Cotton Trade of Great Britain, ch. IV and V).

13. Perhaps the textile industries afford the best instance of work that used to be done by hand and is now done by machinery. They are especially prominent in England, where they give

employment to nearly half a million males and more than half a million females, or more than one in ten of those persons who are earning independent incomes. The strain that is taken off human muscles in dealing even with those soft materials is shown by the fact that for every one of these million operatives there is used about one horse-power of steam, that is, about ten times as much as they would themselves exert if they were all strong men; and the history of these industries will serve to remind us that many of those who perform the more monotonous parts of manufacturing work are as a rule not skilled workers who have come down to it from a higher class of work, but unskilled workers who have risen to it. A great number of those who work in the Lancashire cotton-mills have come there from poverty-stricken districts of Ireland, while others are the descendants of paupers and people of weak physique, who were sent there in large numbers early in the last century from the most miserable conditions of life in the poorest agricultural districts, where the labourers were fed and housed almost worse than the animals whom they tended. Again, when regret is expressed that the cotton factory hands of New England have not the high standard of culture which prevailed among them a century ago, we must remember that the descendants of those factory workers have moved up to higher and more

responsible posts, and include many of the ablest and wealthiest of the citizens of America. Those who have taken their places are in the process of being raised; they are chiefly French Canadians and Irish, who though they may learn in their new homes some of the vices of civilization, are yet much better off and have on the whole better opportunities of developing the higher faculties of themselves and their children than they had in their old homes.

Chapter X

Industrial Organization Continued.

The Concentration of Specialized Industries in Particular Localities

1. In an early stage of civilization every place had to depend on its own resources for most of the heavy wares which it consumed; unless indeed it happened to have special facilities for water carriage. But wants and customs changed slowly: and this made it easy for producers to meet the wants even of consumers with whom they had little communication; and it enabled comparatively poor people to buy a few expensive goods from a

distance, in the security that they would add to the pleasure of festivals and holidays during a life-time, or perhaps even during two or three lifetimes. Consequently the lighter and more expensive articles of dress and personal adornment, together with spices and some kinds of metal implements used by all classes, and many other things for the special use of the rich, often came from astonishing distances. Some of these were produced only in a few places, or even only in one place; and they were diffused all over Europe partly by the agency of fairs(1*) and professional pedlers, and partly by the producers themselves, who would vary their work by travelling on foot for many thousand miles to sell their goods and see the world. These sturdy travellers took on themselves the risks of their little businesses; they enabled the production of certain classes of goods to be kept on the right track for satisfying the needs of purchasers far away; and they created new wants among consumers, by showing them at fairs or at their own houses new goods from distant lands. An industry concentrated in certain localities is commonly, though perhaps not quite accurately, described as a localized industry.(2*)

This elementary localization of industry gradually prepared the way for many of the modern developments of division of labour in the mechanical arts and in the task of business management. Even now we find industries of a primitive fashion localized in

retired villages of central Europe, and sending their simple wares even to the busiest haunts of modern industry. In Russia the expansion of a family group into a village has often been the cause of a localized industry; and there are an immense number of villages each of which carries on only one branch of production, or even only a part of one.(3*)

2. Many various causes have led to the localization of industries; but the chief causes have been physical conditions; such as the character of the climate and the soil, the existence of mines and quarries in the neighbourhood, or within easy access by land or water. Thus metallic industries have generally been either near mines or in places where fuel was cheap. The iron industries in England first sought those districts in which charcoal was plentiful, and afterwards they went to the neighbourhood of collieries.(4*) Staffordshire makes many kinds of pottery, all the materials of which are imported from a long distance; but she has cheap coal and excellent clay for making the heavy "saggars" or boxes in which the pottery is placed while being fired. Straw plaiting has its chief home in Bedfordshire, where straw has just the right proportion of silex to give strength without brittleness; and Buckinghamshire beeches have afforded the material for the Wycombe chairmaking. The Sheffield

cutlery trade is due chiefly to the excellent grit of which its grindstones are made.

Another chief cause has been the patronage of a court. The rich folk there assembled make a demand for goods of specially high quality, and this attracts skilled workmen from a distance, and educates those on the spot. When an Eastern potentate changed his residence -- and, partly for sanitary reasons, this was constantly done -- the deserted town was apt to take refuge in the development of a specialized industry, which had owed its origin to the presence of the court. But very often the rulers deliberately invited artisans from a distance and settled them in a group together. Thus the mechanical faculty of Lancashire is said to be due to the influence of Norman smiths who were settled at Warrington by Hugo de Lupus in William the Conqueror's time. And the greater part of England's manufacturing industry before the era of cotton and steam had its course directed by settlements of Flemish and other artisans; many of which were made under the immediate direction of Plantagenet and Tudor kings. These immigrants taught us how to weave woollen and worsted stuffs, though for a long time we sent our cloths to the Netherlands to be fulled and dyed. They taught us how to cure herrings, how to manufacture silk, how to make lace, glass, and

paper, and to provide for many other of our wants.(5*)

But how did these immigrants learn their skill? Their ancestors had no doubt profited by the traditional arts of earlier civilizations on the shores of the Mediterranean and in the far East: for nearly all important knowledge has long deep roots stretching downwards to distant times; and so widely spread have been these roots, so ready to send up shoots of vigorous life, that there is perhaps no part of the old world in which there might not long ago have flourished many beautiful and highly skilled industries, if their growth had been favoured by the character of the people, and by their social and political institutions. This accident or that may have determined whether any particular industry flourished in any one town; the industrial character of a whole country even may have been largely influenced by the richness of her soil and her mines, and her facilities for commerce. Such natural advantages may themselves have stimulated free industry and enterprise: but it is the existence of these last, by whatever means they may have been promoted, which has been the supreme condition for the growth of noble forms of the arts of life. In stretching the history of free industry and enterprise we have already incidentally traced the outlines of the causes which have localized the industrial leadership of the world now in this

country and now in that. We have seen how physical nature acts on man's energies, how he is stimulated by an invigorating climate, and how he is encouraged to bold ventures by the opening out of rich fields for his work: but we have also seen how the use he makes of these advantages depends on his ideals of life, and how inextricably therefore the religious, political and economic threads of the world's history are interwoven; while together they have been bent this way or that by great political events and the influence of the strong personalities of individuals.

The causes which determine the economic progress of nations belong to the study of international trade and therefore lie outside of our present view. But for the present we must turn aside from these broader movements of the localization of industry, and follow the fortunes of groups of skilled workers who are gathered within the narrow boundaries of a manufacturing town or a thickly peopled industrial district.

3. When an industry has thus chosen a locality for itself, it is likely to stay there long: so great are the advantages which people following the same skilled trade get from near neighbourhood to one another. The mysteries of the trade become no mysteries; but are as it were in the air, and children learn many of them unconsciously. Good work is rightly appreciated,

inventions and improvements in machinery, in processes and the general organization of the business have their merits promptly discussed: if one man starts a new idea, it is taken up by others and combined with suggestions of their own; and thus it becomes the source of further new ideas. And presently subsidiary trades grow up in the neighbourhood, supplying it with implements and materials, organizing its traffic, and in many ways conducing to the economy of its material.

Again, the economic use of expensive machinery can sometimes be attained in a very high degree in a district in which there is a large aggregate production of the same kind, even though no individual capital employed in the trade be very large. For subsidiary industries devoting themselves each to one small branch of the process of production, and working it for a great many of their neighbours, are able to keep in constant use machinery of the most highly specialized character, and to make it pay its expenses, though its original cost may have been high, and its rate of depreciation very rapid.

Again, in all but the earliest stages of economic development a localized industry gains a great advantage from the fact that it offers a constant market for skill. Employers are apt to resort to any place where they are likely to find a good choice

of workers with the special skill which they require; while men seeking employment naturally go to places where there are many employers who need such skill as theirs and where therefore it is likely to find a good market. The owner of an isolated factory, even if he has access to a plentiful supply of general labour, is often put to great shifts for want of some special skilled labour; and a skilled workman, when thrown out of employment in it, has no easy refuge. Social forces here co-operate with economic: there are often strong friendships between employers and employed: but neither side likes to feel that in case of any disagreeable incident happening between them, they must go on rubbing against one another: both sides like to be able easily to break off old associations should they become irksome. These difficulties are still a great obstacle to the success of any business in which special skill is needed, but which is not in the neighbourhood of others like it: they are however being diminished by the railway, the printing-press and the telegraph.

On the other hand a localized industry has some disadvantages as a market for labour if the work done in it is chiefly of one kind, such for instance as can be done only by strong men. In those iron districts in which there are no textile or other factories to give employment to women and children, wages are high and the cost of labour dear to the employer, while the

average money earnings of each family are low. But the remedy for this evil is obvious, and is found in the growth in the same neighbourhood of industries of a supplementary character. Thus textile industries are constantly found congregated in the neighbourhood of mining and engineering industries, in some cases having been attracted by almost imperceptible steps; in others, as for instance at Barrow, having been started deliberately on a large scale in order to give variety of employment in a place where previously there had been but little demand for the work of women and children.

The advantages of variety of employment are combined with those of localized industries in some of our manufacturing towns, and this is a chief cause of their continued growth. But on the other hand the value which the central sites of a large town have for trading purposes, enables them to command much higher ground-rents than the situations are worth for factories, even when account is taken of this combination of advantages: and there is a similar competition for dwelling space between the employees of the trading houses and the factory workers. The result is that factories now congregate in the outskirts of large towns and in manufacturing districts in their neighbourhood rather than in the towns themselves.(6*)

A district which is dependent chiefly on one industry is

liable to extreme depression, in case of a falling-off in the demand for its produce, or of a failure in the supply of the raw material which it uses. This evil again is in a great measure avoided by those large towns or large industrial districts in which several distinct industries are strongly developed. If one of them fails for a time, the others are likely to support it indirectly; and they enable local shopkeepers to continue their assistance to workpeople in it.

So far we have discussed localization from the point of view of the economy of production. But there is also the convenience of the customer to be considered. He will go to the nearest shop for a trifling purchase; but for an important purchase he will take the trouble of visiting any part of the town where he knows that there are specially good shops for his purpose. Consequently shops which deal in expensive and choice objects tend to congregate together; and those which supply ordinary domestic needs do not. (7*)

4. Every cheapening of the means of communication, every new facility for the free interchange of ideas between distant places alters the action of the forces which tend to localize industries. Speaking generally we must say that a lowering of

tariffs, or of freights for the transport of goods, tends to make each locality buy more largely from a distance what it requires; and thus tends to concentrate particular industries in special localities: but on the other hand everything that increases people's readiness to migrate from one place to another tends to bring skilled artisans to ply their crafts near to the consumers who will purchase their wares. These two opposing tendencies are well illustrated by the recent history of the English people.

On the one hand the steady cheapening of freights, the opening of railways from the agricultural districts of America and India to the sea-board, and the adoption by England of a free-trade policy, have led to a great increase in her importation of raw produce. But on the other hand the growing cheapness, rapidity and comfort of foreign travel, are inducing her trained business men and her skilled artisans to pioneer the way for new industries in other lands, and to help them to manufacture for themselves goods which they have been wont to buy from England. English mechanics have taught people in almost every part of the world how to use English machinery, and even how to make similar machinery; and English miners have opened out mines of ore which have diminished the foreign demand for many of England's products.

One of the most striking movements towards the specialization

of a country's industries, which history records, is the rapid increase of the non-agricultural population of England in recent times. The exact nature of this change is however liable to be misunderstood; and its interest is so great, both for its own sake, and on account of the illustrations it affords of the general principles which we have been discussing in the preceding chapter and in this, that we may with advantage pause here to consider it a little.

In the first place, the real diminution of England's agricultural industries is not so great as at first sight appears. It is true that in the Middle Ages three-fourths of the people were reckoned as agriculturists; that only one in nine was returned to the last census as engaged in agriculture, and that perhaps not more than one in twelve will be so returned at the next census. But it must be remembered that the so-called agricultural population of the Middle Ages were not exclusively occupied with agriculture; they did for themselves a great part of the work that is now done by brewers and bakers, by spinners and weavers, by bricklayers and carpenters, by dressmakers and tailors and by many other trades. These self-sufficing habits died slowly; but most of them had nearly disappeared by the beginning of the last century; and it is probable that the labour spent on the land at this time was not a much less part of the

whole industry of the country than in the Middle Ages: for, in spite of her ceasing to export wool and wheat, there was so great an increase in the produce forced from her soil, that the rapid improvement in the arts of her agriculturists scarcely availed to hold in check the action of the law of diminishing return. But gradually a great deal of labour has been diverted from the fields to making expensive machinery for agricultural purposes. This change did not exert its full influence upon the numbers of those who were reckoned as agriculturists so long as the machinery was drawn by horses: for the work of tending them and supplying them with food was regarded as agricultural. But in recent years a rapid growth of the use of steam power in the fields has coincided with the increased importation of farm produce. The coal-miners who supply these steam-engines with fuel, and the mechanics who make them and manage them in the fields are not reckoned as occupied on the land, though the ultimate aim of their labour is to promote its cultivation. The real diminution then of England's agriculture is not so great as at first sight appears; but there has been a change in its distribution. Many tasks which used once to be performed by agricultural labourers are now done by specialized workers who are classed as in the building, or road-making industries, as

carriers and so on. And, partly for this reason the number of people who reside in purely agricultural districts has seldom diminished fast; and has often increased, even though the number of those engaged in agriculture has been diminishing rapidly.

Attention has already been called to the influence which the importation of agricultural produce exerts in altering the relative values of different soils: those falling most in value which depended chiefly on their wheat crops, and which were not naturally fertile, though they were capable of being made to yield fairly good crops by expensive methods of cultivation. Districts in which such soils predominate, have contributed more than their share to the crowds of agricultural labourers who have migrated to the large towns; and thus the geographical distribution of industries within the country has been still further altered. A striking instance of the influence of the new means of transport is seen in those pastoral districts in the remoter parts of the United Kingdom, which send dairy products by special express trains to London and other large towns, meanwhile drawing their own supplies of wheat from the further shores of the Atlantic or even the Pacific Ocean.

But next, the changes of recent years have not, as would at first sight appear probable, increased the proportion of the English people who are occupied in manufactures. The output of

England's manufactures is certainly many times as great now as it was at the middle of the last century; but those occupied in manufacture of every kind were as large a percentage of the population in 1851 as in 1901; although those who make the machinery and implements which do a great part of the work of English agriculture, swell the numbers of the manufacturers.

The chief explanation of this result lies in the wonderful increase in recent years of the power of machinery. This has enabled us to produce ever increasing supplies of manufactures of almost every kind both for our own use and for exportation without requiring any considerable increase in the number of people who tend the machines. And therefore we have been able to devote the labour set free from agriculture chiefly to supplying those wants in regard to which the improvements of machinery help us but little: the efficiency of machinery has prevented the industries localized in England from becoming as exclusively mechanical as they otherwise would. Prominent among the occupations which have increased rapidly since 1851 in England at the expense of agriculture are the service of Government, central and local; education of all grades; medical service; musical, theatrical and other entertainments, besides mining, building, dealing and transport by road and railway. In none of these is very much direct help got from new inventions: man's labour is

not much more efficient in them now than it was a century ago:
and therefore if the wants for which they make provision increase
in proportion to our general wealth, it is only to be expected
that they should absorb a constantly growing proportion of the
industrial population. Domestic servants increased rapidly for
some years; and the total amount of work which used to fall to
them is now increasing faster than ever. But much of it is now
done, often with the aid of machinery, by persons in the
employment of clothiers of all kinds, of hotel proprietors,
confectioners, and even by various messengers from grocers,
fishmongers and others who call for orders, unless they are sent
by telephone. These changes have tended to increase the
specialization and the localization of industries.

Passing away from this illustration of the action of modern
forces on the geographical distribution of industries, we will
resume our inquiry as to how far the full economies of division
of labour can be obtained by the concentration of large numbers
of small businesses of a similar kind in the same locality; and
how far they are attainable only by the aggregation of a large
part of the business of the country into the hands of a
comparatively small number of rich and powerful firms, or, as is
commonly said, by production on a large scale; or, in other

words, how far the economies of production on a large scale must needs be internal, and how far they can be external.(8*)

NOTES:

1. Thus in the records of the Stourbridge Fair held near Cambridge we find an endless variety of light and precious goods from the older seats of civilization in the East and on the Mediterranean; some having been brought in Italian ships, and others having travelled by land as far as the shores of the North Sea.

2. Not very long ago travellers in western Tyrol could find a strange and characteristic relic of this habit in a village called Imst. The villagers had somehow acquired a special art in breeding canaries: and their young men started for a tour to distant parts of Europe each with about fifty small cages hung from a pole over his shoulder, and walked on till they had sold all.

3. There are for instance over 500 villages devoted to various branches of woodwork; one village makes nothing but spokes for the wheels of vehicles, another nothing but the bodies and so on;

and indications of a like state of things are found in the histories of oriental civilizations and in the chronicles of medieval Europe. Thus for instance we read (Rogers' *Six Centuries of Work and Wages*, ch. IV) of a lawyer's handy book written about 1250, which makes note of scarlet at Lincoln; blanket at Bligh; burnet at Beverley; russet at Colchester; linen fabrics at Shaftesbury, Lewes, and Aylsham; cord at Warwick and Bridport; knives at Marstead; needles at Wilton; razors at Leicester; soap at Coventry; horse girths at Doncaster; skins and furs at Chester and Shrewsbury and so on.

The localization of trades in England at the beginning of the eighteenth century is well described by Defoe, *Plan of English Commerce*, 85-7; *English Tradesman*, II, 282-3.

4. The later wanderings of the iron industry from Wales, Staffordshire and Shropshire to Scotland and the North of England are well shown in the tables submitted by Sir Lowthian Bell to the recent Commission on the Depression of Trade and Industry. See their Second Report, Part I, p. 320.

5. Fuller says that Flemings started manufactures of cloths and fustians in Norwich, of baizes in Sudbury, of serges in Colchester and Taunton, of cloths in Kent, Gloucestershire,

Worcestershire, Westmorland, Yorkshire, Hants, Berks and Sussex,
of kerseys in Devonshire and of Levant cottons in Lancashire.

Smiles' Huguenots in England and Ireland, p. 109. See also

Lecky's History of England in the eighteenth century, ch. II.

6. The movement has been specially conspicuous in the case of the
textile manufacturers. Manchester, Leeds and Lyons are still
chief centres of the trade in cotton, woollen and silk stuffs,
but they do not now themselves produce any great part of the
goods to which they owe their chief fame. On the other hand
London and Paris retain their positions as the two largest
manufacturing towns of the world, Philadelphia coming third. The
mutual influences of the localization of industry, the growth of
towns and habits of town life, and the development of machinery
are well discussed in Hobson's Evolution of Capitalism.

7. Comp. Hobson, l. c. p. 114.

8. The percentage of the population occupied in the textile
industries in the United Kingdom fell from 3.13 in 1881 to 2.43
in 1901; partly because much of the work done by them has been
rendered so simple by semi-automatic machinery that it can be
done fairly well by peoples that are in a relatively backward

industrial condition; and partly because the chief textile goods retain nearly the same simple character as they had thirty or even three thousand years ago. On the other hand manufactures of iron and steel (including shipbuilding) have increased so greatly in complexity as well as in volume of output, that the percentage of the population occupied in them rose from 2.39 in 1881 to 3.01 in 1901; although much greater advance has been meanwhile made in the machinery and methods employed in them than in the textile group. The remaining manufacturing industries employed about the same percentage of the people in 1901 as in 1881. In the same time the tonnage of British shipping cleared from British ports increased by one half; and the number of dock labourers doubled, but that of seamen has slightly diminished. These facts are to be explained partly by vast improvements in the construction of ships and all appliances connected with them, and partly by the transference to dock labourers of nearly all tasks connected with handling the cargo some of which were even recently performed by the crew. Another marked change is the increased aggregate occupation of women in manufactures, though that of married women appears to have diminished, and that of children has certainly diminished greatly.

The Summary Tables of the Census of 1911, published in 1915,

show so many changes in classification since 1991 that no general view of recent developments can be safely made. But Table 64 of that Report and Prof. D. Caradog Jones' paper read before the Royal Statistical Society in December 1914 show that the developments of 1901-11 differ from their predecessors in detail rather than in general character.

Chapter XI

Industrial Organization Continued.

Production on a Large Scale

1. The advantages of production on a large scale are best shown in manufacture; under which head we may include all businesses engaged in working up material into forms in which it will be adapted for sale in distant markets. The characteristic of manufacturing industries which makes them offer generally the best illustrations of the advantages of production on a large scale, is their power of choosing freely the locality in which they will do their work. They are thus contrasted on the one hand with agriculture and other extractive industries (mining, quarrying, fishing, etc.), the geographical distribution of which

is determined by nature; and on the other hand with industries that make or repair things to suit the special needs of individual consumers, from whom they cannot be far removed, at all events without great loss.(1*)

The chief advantages of production on a large scale are economy of skill, economy of machinery and economy of materials: but the last of these is rapidly losing importance relatively to the other two. It is true that an isolated workman often throws away a number of small things which would have been collected and turned to good account in a factory;(2*) but waste of this kind can scarcely occur in a localized manufacture even if it is in the hands of small men; and there is not very much of it in any branch of industry in modern England, except agriculture and domestic cooking. No doubt many of the most important advances of recent years have been due to the utilizing of what had been a waste product; but this has been generally due to a distinct invention, either chemical or mechanical, the use of which has been indeed promoted by minute subdivision of labour, but has not been directly dependent on it.(3*)

Again, it is true that when a hundred sets of furniture, or of clothing, have to be cut out on exactly the same pattern, it is worth while to spend great care on so planning the cutting out of the boards or the cloth, that only a few small pieces are

wasted. But this is properly an economy of skill; one planning is made to suffice for many tasks, and therefore can be done well and carefully. We may pass then to the economy of machinery.

2. In spite of the aid which subsidiary industries can give to small manufactures, where many in the same branch of trade are collected in one neighbourhood,(4*) they are still placed under a great disadvantage by the growing variety and expensiveness of machinery. For in a large establishment there are often many expensive machines each made specially for one small use. Each of them requires space in a good light, and thus stands for something considerable in the rent and general expenses of the factory; and independently of interest and the expense of keeping it in repair, a heavy allowance must be made for depreciation in consequence of its being probably improved upon before long.(5*) A small manufacturer must therefore have many things done by hand or by imperfect machinery, though he knows how to have them done better and cheaper by special machinery, if only he could find constant employment for it.

But next, a small manufacturer may not always be acquainted with the best machinery for his purpose. It is true that if the industry in which he is engaged has been long established on a large scale, his machinery will be well up to the mark, provided

he can afford to buy the best in the market. In agriculture and the cotton industries, for instance, improvements in machinery are devised almost exclusively by machine makers; and they are accessible to all, at any rate on the payment of a royalty for patent right. But this is not the case in industries that are as yet in an early stage of development or are rapidly changing their form; such as the chemical industries, the watchmaking industry and some branches of the jute and silk manufactures; and in a host of trades that are constantly springing up to supply some new want or to work up some new material.

In all such trades new machinery and new processes are for the greater part devised by manufacturers for their own use. Each new departure is an experiment which may fail; those which succeed must pay for themselves and for the failure of others; and though a small manufacturer may think he sees his way to an improvement, he must reckon on having to work it out tentatively, at considerable risk and expense and with much interruption to his other work: and even if he should be able to perfect it, he is not likely to be able to make the most of it. For instance, he may have devised a new speciality, which would get a large sale if it could be brought under general notice: but to do this would perhaps cost many thousand pounds; and, if so, he will probably

have to turn his back on it. For it is almost impossible for him to discharge, what Roscher calls a characteristic task of the modern manufacturer, that of creating new wants by showing people something which they had never thought of having before; but which they want to have as soon as the notion is suggested to them: in the pottery trade for example the small manufacturer cannot afford even to make experiments with new patterns and designs except in a very tentative way. His chance is better with regard to an improvement in making things for which there is already a good market. But even here he cannot get the full benefit of his invention unless he patents it; and sells the right to use it; or borrows some capital and extends his business; or lastly changes the character of his business and devotes his capital to that particular stage of the manufacture to which his improvement applies. But after all such cases are exceptional: the growth of machinery in variety and expensiveness presses hard on the small manufacturer everywhere. It has already driven him completely out of some trades and is fast driving him out of others.(6*)

There are however some trades in which the advantages which a large factory derives from the economy of machinery almost vanish as soon as a moderate size has been reached. For instance in cotton spinning, and calico weaving, a comparatively small

factory will hold its own and give constant employment to the best known machines for every process: so that a large factory is only several parallel smaller factories under one roof; and indeed some cotton-spinners, when enlarging their works, think it best to add a weaving department. In such cases the large business gains little or no economy in machinery; and even then it generally saves something in building, particularly as regards chimneys, and in the economy of steam power, and in the management and repairs of engines and machinery. Large soft-goods factories have carpenters' and mechanics' shops, which diminish the cost of repairs, and prevent delays from accidents to the plant.(7*)

Akin to these last, there are a great many advantages which a large factory, or indeed a large business of almost any kind, nearly always has over a small one. A large business buys in great quantities and therefore cheaply; it pays low freights and saves on carriage in many ways, particularly if it has a railway siding. It often sells in large quantities, and thus saves itself trouble; and yet at the same time it gets a good price, because it offers conveniences to the customer by having a large stock from which he can select and at once fill up a varied order; while its reputation gives him confidence. It can spend large sums on advertising by commercial travellers and in other ways;

its agents give it trustworthy information on trade and personal matters in distant places, and its own goods advertise one another.

The economies of highly organized buying and selling are among the chief causes of the present tendency towards the fusion of many businesses in the same industry or trade into single huge aggregates; and also of trading federations of various kinds, including German cartels and centralized co-operative associations. They have also always promoted the concentration of business risks in the hands of large capitalists who put out the work to be done by smaller men.(8*)

3. Next, with regard to the economy of skill. Everything that has been said with regard to the advantages which a large establishment has in being able to afford highly specialized machinery applies equally with regard to highly specialized skill. It can contrive to keep each of its employees constantly engaged in the most difficult work of which he is capable, and yet so to narrow the range of his work that he can attain that facility and excellence which come from long-continued practice. But enough has already been said on the advantage of division of labour: and we may pass to an important though indirect advantage

which a manufacturer derives from having a great many men in his employment.

The large manufacturer has a much better chance than a small one has, of getting hold of men with exceptional natural abilities, to do the most difficult part of his work -- that on which the reputation of his establishment chiefly depends. This is occasionally important as regards mere handiwork in trades which require much taste and originality, as for instance that of a house decorator, and in those which require exceptionally fine workmanship, as for instance that of a manufacturer of delicate mechanism.(9*) But in most businesses its chief importance lies in the facilities which it gives to the employer for the selection of able and tried men, men whom he trusts and who trust him, to be his foremen and heads of departments. We are thus brought to the central problem of the modern organization of industry, viz. that which relates to the advantages and disadvantages of the subdivision of the work of business management.

4. The head of a large business can reserve all his strength for the broadest and most fundamental problems of his trade: he must indeed assure himself that his managers, clerks and foremen are the right men for their work, and are doing their work well;

but beyond this he need not trouble himself much about details.

He can keep his mind fresh and clear for thinking out the most difficult and vital problems of his business.. for studying the broader movements of the markets, the yet undeveloped results of current events at home and abroad; and for contriving how to improve the organization of the internal and external relations of his business.

For much of this work the small employer has not the time if he has the ability; he cannot take so broad a survey of his trade, or look so far ahead; he must often be content to follow the lead of others. And he must spend much of his time on work that is below him; for if he is to succeed at all, his mind must be in some respects of a high quality, and must have a good deal of originating and organizing force; and yet he must do much routine work.

On the other hand the small employer has advantages of his own. The master's eye is everywhere; there is no shirking by his foremen or workmen, no divided responsibility, no sending half-understood messages backwards and forwards from one department to another. He saves much of the book-keeping, and nearly all of the cumbrous system of checks that are necessary in the business of a large firm; and the gain from this source is of very great importance in trades which use the more valuable

metals and other expensive materials.

And though he must always remain at a great disadvantage in getting information and in making experiments, yet in this matter the general course of progress is on his side. For external economies are constantly growing in importance relatively to internal in all matters of trade-knowledge: newspapers, and trade and technical publications of all kinds are perpetually scouting for him and bringing him much of the knowledge he wants-knowledge which a little while ago would have been beyond the reach of anyone who could not afford to have well-paid agents in many distant places. Again, it is to his interest also that the secrecy of business is on the whole diminishing, and that the most important improvements in method seldom remain secret for long after they have passed from the experimental stage. It is to his advantage that changes in manufacture depend less on mere rules of thumb and more on broad developments of scientific principle; and that many of these are made by students in the pursuit of knowledge for its own sake, and are promptly published in the general interest. Although therefore the small manufacturer can seldom be in the front of the race of progress, he need not be far from it, if he has the time and the ability for availing himself of the modern facilities for obtaining

knowledge. But it is true that he must be exceptionally strong if he can do this without neglecting the minor but necessary details of the business.

5. In agriculture and other trades in which a man gains no very great new economies by increasing the scale of his production, it often happens that a business remains of about the same size for many years, if not for many generations. But it is otherwise in trades in which a large business can command very important advantages, which are beyond the reach of a small business. A new man, working his way up in such a trade, has to set his energy and flexibility, his industry and care for small details, against the broader economies of his rivals with their larger capital, their higher specialization of machinery and labour, and their larger trade connection. If then he can double his production, and sell at anything like his old rate, he will have more than doubled his profits. This will raise his credit with bankers and other shrewd lenders; and will enable him to increase his business further, and to attain yet further economies, and yet higher profits: and this again will increase his business and so on. It seems at first that no point is marked out at which he need stop. And it is true that, if, as his business increased, his faculties adapted themselves to his

larger sphere, as they had done to his smaller; if he retained his originality, and versatility and power of initiation, his perseverance, his tact and his good luck for very many years together; he might then gather into his hands the whole volume of production in his branch of trade for his district. And if his goods were not very difficult of transport, nor of marketing, he might extend this district very wide, and attain something like a limited monopoly; that is, of a monopoly limited by the consideration that a very high price would bring rival producers into the field.

But long before this end is reached, his progress is likely to be arrested by the decay, if not of his faculties, yet of his liking for energetic work. The rise of his firm may be prolonged if he can hand down his business to a successor almost as energetic as himself.(10*) But the continued very rapid growth of his firm requires the presence of two conditions which are seldom combined in the same industry. There are many trades in which an individual producer could secure much increased "internal" economies by a great increase of his output; and there are many in which he could market that output easily; yet there are few in which he could do both. And this is not an accidental, but almost a necessary result.

For in most of those trades in which the economies of

production on a large scale are of first-rate importance, marketing is difficult. There are, no doubt, important exceptions. A producer may, for instance, obtain access to the whole of a large market in the case of goods which are so simple and uniform that they can be sold wholesale in vast quantities. But, most goods of this kind are raw produce; and nearly all the rest are plain and common, such as steel rails or calico; and their production can be reduced to routine, for the very reason that they are plain and common. Therefore in the industries which produce them, no firm can hold its own at all unless equipped with expensive appliances of nearly the latest type for its main work; while subordinate operations can be performed by subsidiary industries; and in short there remains no very great difference between the economies available by a large and by a very large firm; and the tendency of large firms to drive out small ones has already gone so far as to exhaust most of the strength of those forces by which it was originally promoted.

But many commodities with regard to which the tendency to increasing return acts strongly are, more or less, specialities: some of them aim at creating a new want, or at meeting an old want in a new way. Some of them are adapted to special tastes, and can never have a very large market; and some have merits that

are not easily tested, and must win their way to general favour slowly. In all such cases the sales of each business are limited, more or less according to circumstances, to the particular market which it has slowly and expensively acquired; and though the production itself might be economically increased very fast, the sale could not.

Lastly, the very conditions of an industry which enable a new firm to attain quickly command over new economies of production, render that firm liable to be supplanted quickly by still younger firms with yet newer methods. Especially where the powerful economies of production on a large scale are associated with the use of new appliances and new methods, a firm which has lost the exceptional energy which enabled it to rise, is likely ere long quickly to decay; and the full life of a large firm seldom lasts very long.

6. The advantages which a large business has over a small one are conspicuous in manufacture, because, as we have noticed, it has special facilities for concentrating a great deal of work in a small area. But there is a strong tendency for large establishments to drive out small ones in many other industries. In particular the retail trade is being transformed, the small shopkeeper is losing ground daily.

Let us look at the advantages which a large retail shop or store has in competing with its smaller neighbours. To begin with, it can obviously buy on better terms, it can get its goods carried more cheaply, and can offer a larger variety to meet the taste of customers. Next, it has a great economy of skill: the small shopkeeper, like the small manufacturer, must spend much of his time in routine work that requires no judgment: whereas the head of a large establishment, and even in some cases his chief assistants, spend their whole time in using their judgment. Until lately these advantages have been generally outweighed by the greater facilities which the small shopkeeper has for bringing his goods to the door of his customers; for humouring their several tastes; and for knowing enough of them individually to be able safely to lend them capital, in the form of selling them goods on credit.

But within recent years there have been many changes all telling on the side of large establishments. The habit of buying on credit is passing away; and the personal relations between shopkeeper and customer are becoming more distant. The first change is a great step forwards: the second is on some accounts to be regretted, but not on all; for it is partly due to the fact that the increase of true self-respect among the wealthier classes is making them no longer care for the subservient

personal attentions they used to require. Again, the growing value of time makes people less willing than they were to spend several hours in shopping; they now often prefer to spend a few minutes in writing out a long list of orders from a varied and detailed price-list; and this they are enabled to do easily by the growing facilities for ordering and receiving parcels by post and in other ways. And when they do go shopping, tramcars and local trains are often at hand to take them easily and cheaply to the large central shops of a neighbouring town. All these changes render it more difficult than it was for the small shopkeeper to hold his own even in the provision trade, and others in which no great variety of stock is required.

But in many trades the ever-growing variety of commodities, and those rapid changes of fashion which now extend their baneful influence through almost every rank of society, weight the balance even more heavily against the small dealer, for he cannot keep a sufficient stock to offer much variety of choice, and if he tries to follow any movement of fashion closely, a larger proportion of his stock will be left stranded by the receding tide than in the case of a large shopkeeper. Again, in some branches of the clothing and furniture and other trades the increasing cheapness of machine-made goods is leading people to

buy ready-made things from a large store instead of having them made to order by some small maker and dealer in their neighbourhood. Again, the large shopkeeper, not content with receiving travellers from the manufacturers, makes tours either himself or by his agent in the most important manufacturing districts at home and abroad; and he thus often dispenses with middlemen between him and the manufacturer. A tailor with moderate capital shows his customers specimens of many hundreds of the newest cloths, and perhaps orders by telegraph the selected cloth to be sent by parcels' post. Again, ladies often buy their materials direct from the manufacturer, and get them made up by dressmakers who have scarcely any capital. Small shopkeepers seem likely always to retain some hold of the minor repairing trades: and they keep their own fairly well in the sale of perishable food, especially to the working classes, partly in consequence of their being able to sell goods on credit and to collect small debts. In many trades however a firm with a large capital prefers having many small shops to one large one. Buying, and whatever production is desirable, is concentrated under a central management; and exceptional demands are met from a central reserve, so that each branch has large resources, without the expense of keeping a large stock. The branch manager has nothing to divert his attention from his customers; and, if an

active man, with direct interest in the success of his branch, may prove himself a formidable rival to the small shopkeeper; as has been shown in many trades connected with clothing and food.

7. We may next consider those industries whose geographical position is determined by the nature of their work.

Country carriers and a few cabmen are almost the only survivals of small industry in the carrying trade. Railways and tramways are constantly increasing in size, and the capital required to work them is increasing at an even greater rate. The growing intricacy and variety of commerce is adding to the advantages which a large fleet of ships under one management derives from its power of delivering goods promptly, and without breach of responsibility, in many different ports; and as regards the vessels themselves time is on the side of large ships, especially in the passenger trade.(11*) As a consequence the arguments in favour of the State's undertaking business are stronger in some branches of the carrying trade than in any other, except the allied undertakings of carrying away refuse, and bringing in water, gas, etc.(12*)

The contest between large and small mines and quarries has not so clearly marked a tendency. The history of the State management of mines is full of very dark shadows; for the

business of mining depends too much on the probity of its managers and their energy and judgment in matters of detail as well as of general principle, to be well managed by State officials: and for the same reason the small mine or quarry may fairly be expected, other things being equal, to hold its own against the large one. But in some cases the cost of deep shafts, of machinery and of establishing means of communication, are too great to be borne by any but a very large business.

In agriculture there is not much division of labour, and there is no production on a very large scale; for a so-called "large farm" does not employ a tenth part of the labour which is collected in a factory of moderate dimensions. This is partly due to natural causes, to the changes of the seasons and to the difficulty of concentrating a great deal of labour in any one place; but it is partly also due to causes connected with varieties of land tenure. And it will be best to postpone discussion of all of them till we come to study demand and supply in relation to land in the sixth Book.

NOTES:

1. "Manufacture" is a term which has long lost any connection

with its original use: and is now applied to those branches of production where machine and not hand work is most prominent.

Roscher made the attempt to bring it back nearer to its old use by applying it to domestic as opposed to factory industries: but it is too late to do this now.

2. See Babbage's instance of the manufacture of horn. *Economy of Manufactures*, ch. XXII.

3. Instances are the utilization of the waste from cotton, wool, silk and other textile materials; and of the by-products in the metallurgical industries, in the manufacture of soda and gas, and in the American mineral oil and meat packing industries.

4. See the preceding chapter, section 3.

5. The average time which a machine will last before being superseded is in many trades not more than fifteen years, while in some it is ten years or even less. There is often a loss on the use of a machine unless it earns every year twenty per cent. on its cost; and when the operation performed by such a machine costing £500 adds only a hundredth part to the value of the material that passes through it -- and this is not an extreme

case -- there will be a loss on its use unless it can be applied in producing at least £10,000 worth of goods annually.

6. In many businesses only a small percentage of improvements are patented. They consist of many small steps, which it would not be worth while to patent one at a time. Or their chief point lies in noticing that a certain thing ought to be done; and to patent one way of doing it, is only to set other people to work to find out other ways of doing it against which the patent cannot guard. If one patent is taken out, it is often necessary to "block" it, by patenting other methods of arriving at the same result; the patentee does not expect to use them himself, but he wants to prevent others from using them. All this involves worry and loss of time and money: and the large manufacturer prefers to keep his improvement to himself and get what benefit he can by using it. While if the small manufacturer takes out a patent, he is likely to be harassed by infringements: and even though he may win "with costs" the actions in which he tries to defend himself, he is sure to be ruined by them if they are numerous. It is generally in the public interest that an improvement should be published, even though it is at the same time patented. But if it is patented in England and not in other countries, as is often the case, English manufacturers may not use it, even though they were

just on the point of finding it out for themselves before it was patented; while foreign manufacturers learn all about it and can use it freely.

7. It is a remarkable fact that cotton and some other textile factories form an exception to the general rule that the capital required per head of the workers is generally greater in a large factory than in a small one. The reason is that in most other businesses the large factory has many things done by expensive machines which are done by hand in a small factory; so that while the wages bill is less in proportion to the output in a large factory than in a small one, the value of the machinery and the factory space occupied by the machinery is much greater. But in the simpler branches of the textile trades, small works have the same machinery as large works have; and since small steam-engines, etc. are proportionately more expensive than large ones, they require a greater fixed capital in proportion to their output than larger factories do; and they are likely to require a floating capital also rather greater in proportion.

8. See below IV, xii, section 3.

9. Thus Boulton writing in 1770 when he had 700 or 800 persons

employed as metallic artists and workers in tortoiseshell, stones, glass, and enamel, says: "I have trained up many, and am training up more, plain country lads into good workmen; and wherever I find indications of skill and ability, I encourage them. I have likewise established correspondence with almost every mercantile town in Europe, and am thus regularly supplied with orders for the grosser articles in common demand, by which I am enabled to employ such a number of hands as to provide me with an ample choice of artists for the finer branches of work: and I am thus encouraged to erect and employ a more extensive apparatus than it would be prudent to employ for the production of the finer articles only." Smiles, *Life of Boulton*, p. 128.

10. Means to this end and their practical limitations are discussed in the latter half of the following chapter.

11. A ship's carrying power varies as the cube of her dimensions, while the resistance offered by the water increases only a little faster than the square of her dimensions; so that a large ship requires less coal in proportion to its tonnage than a small one. It also requires less labour, especially that of navigation: while to passengers it offers greater safety and comfort, more

choice of company and better professional attendance. In short, the small ship has no chance of competing with the large ship between ports which large ships can easily enter, and between which the traffic is sufficient to enable them to fill up quickly.

12. It is characteristic of the great economic change of the last hundred years that when the first railway bills were passed, provision was made for allowing private individuals to run their own conveyances on them, just as they do on a highway or a canal; and now we find it difficult to imagine how people could have expected, as they certainly did, that this plan would prove a practicable one.

Chapter XII

Industrial Organization Continued.

Business Management

1. Hitherto we have been considering the work of management chiefly in regard to the operations of a manufacturing or other business employing a good deal of manual labour. But we now have

to consider more carefully the variety of the functions which business men discharge; the manner in which they are distributed among the heads of a large business, and again between different classes of business which co-operate in allied branches of production and marketing. And incidentally we have to inquire how it occurs that, though in manufacturing at least nearly every individual business, so long as it is well managed, tends to become stronger the larger it has grown; and though *primâ facie* we might therefore expect to see large firms driving their smaller rivals completely out of many branches of industry, yet they do not in fact do so.

"Business" is taken here broadly to include all provision for the wants of others which is made in the expectation of payment direct or indirect from those who are to be benefited. It is thus contrasted with the provision for his wants which each one makes for himself, and with those kindly services which are prompted by friendship and family affection.

The primitive handicraftsman managed his whole business for himself; but since his customers were with few exceptions his immediate neighbours, since he required very little capital, since the plan of production was arranged for him by custom, and since he had no labour to superintend outside of his own household, these tasks did not involve any very great mental

strain. He was far from enjoying unbroken prosperity; war and scarcity were constantly pressing on him and his neighbours, hindering his work and stopping their demand for his wares. But he was inclined to take good and evil fortune, like sunshine and rain, as things beyond his control: his fingers worked on, but his brain was seldom weary.

Even in modern England we find now and then a village artisan who adheres to primitive methods, and makes things on his own account for sale to his neighbours; managing his own business and undertaking all its risks. But such cases are rare: the most striking instances of an adherence to old-fashioned methods of business are supplied by the learned professions; for a physician or a solicitor manages as a rule his own business and does all its work. This plan is not without its disadvantages: much valuable activity is wasted or turned to but slight account by some professional men of first-rate ability, who have not the special aptitude required for obtaining a business connection; they would be better paid, would lead happier lives, and would do more good service for the world if their work could be arranged for them by some sort of a middleman. But yet on the whole things are probably best as they are: there are sound reasons behind the popular instinct which distrusts the intrusion of the middleman in the supply of those services which require the highest and

most delicate mental qualities, and which can have their full value only where there is complete personal confidence.

English solicitors however act, if not as employers or undertakers, yet as agents for hiring that branch of the legal profession which ranks highest, and whose work involves the hardest mental strain. Again, many of the best instructors of youth sell their services, not directly to the consumer, but to the governing body of a college or school, or to a head master, who arranges for their purchase: the employer supplies to the teacher a market for his labour; and is supposed to give to the purchaser, who may not be a good judge himself, some sort of guarantee as to the quality of the teaching supplied.

Again, artists of every kind, however eminent, often find it to their advantage to employ someone else to arrange for them with customers; while those of less established reputation are sometimes dependent for their living on capitalist traders, who are not themselves artists, but who understand how to sell artistic work to the best advantage.

2. But in the greater part of the business of the modern world the task of so directing production that a given effort may be most effective in supplying human wants has to be broken up

and given into the hands of a specialized body of employers, or to use a more general term, of business men. They "adventure" or "undertake" its risks; they bring together the capital and the labour required for the work; they arrange or "engineer" its general plan, and superintend its minor details. Looking at business men from one point of view we may regard them as a highly skilled industrial grade, from another as middlemen intervening between the manual worker and the consumer.

There are some kinds of business men who undertake great risks, and exercise a large influence over the welfare both of the producers and of the consumers of the wares in which they deal, but who are not to any considerable extent direct employers of labour. The extreme type of these is the dealer on the stock exchange or the produce markets, whose daily purchases and sales are of vast dimensions, and who yet has neither factory nor warehouse, but at most an office with a few clerks in it. The good and the evil effects of the action of speculators such as these are however very complex; and we may give our attention at present to those forms of business in which administration counts for most and the subtler forms of speculation for least. Let us then take some illustrations of the more common types of business, and watch the relations in which the undertaking of risks stands to the rest of the work of the business man.

3. The building trade will serve our purpose well, partly because it adheres in some respects to primitive methods of business. Late in the Middle Ages it was quite common for a private person to build a house for himself without the aid of a master builder; and the habit is not even now altogether extinct. A person who undertakes his own building must hire separately all his workmen, he must watch them and check their demands for payment; he must buy his materials from many quarters, and he must hire, or dispense with the use of, expensive machinery. He probably pays more than the current wages; but here others gain what he loses. There is however great waste in the time he spends in bargaining with the men and testing and directing their work by his imperfect knowledge; and again in the time that he spends in finding out what kinds and quantities he wants of different materials, and where to get them best, and so on. This waste is avoided by that division of labour which assigns to the professional builder the task of superintending details, and to the professional architect the task of drawing plans.

The division of labour is often carried still further when houses are built not at the expense of those who are to live in them, but as a building speculation. When this is done on a large scale, as for instance in opening out a new suburb, the stakes at

issue are so large as to offer an attractive field to powerful capitalists with a very high order of general business ability, but perhaps with not much technical knowledge of the building trade. They rely on their own judgment for the decision as to what are likely to be the coming relations of demand and supply for different kinds of houses; but they entrust to others the management of details. They employ architects and surveyors to make plans in accordance with their general directions; and then enter into contracts with professional builders for carrying them out. But they themselves undertake the chief risks of the business, and control its general direction.

4. It is well known that this division of responsibility prevailed in the woollen trade just before the beginning of the era of large factories: the more speculative work and the broader risks of buying and selling being taken over by the undertakers, who were not themselves employers of labour; while the detailed work of superintendence and the narrower risks of carrying out definite contracts were handed over to small masters.(1*) This plan is still extensively followed in some branches of the textile trades, especially those in which the difficulty of forecasting the future is very great. Manchester warehousemen

give themselves to studying the movements of fashion, the markets for raw materials, the general state of trade, of the money market and of politics, and all other causes that are likely to influence the prices of different kinds of goods during the coming season; and after employing, if necessary, skilled designers to carry out their ideas (just as the building speculator in the previous case employed architects), they give out to manufacturers in different parts of the world contracts for making the goods on which they have determined to risk their capital.

In the clothing trades especially we see a revival of what has been called the "house industry," which prevailed long ago in the textile industries; that is, the system in which large undertakers give out work to be done in cottages and very small workshops to persons who work alone or with the aid of some members of their family, or who perhaps employ two or three hired assistants.(2*) In remote villages in almost every county of England agents of large undertakers come round to give out to the cottagers partially prepared materials for goods of all sorts, but especially clothes such as shirts and collars and gloves; and take back with them the finished goods. It is however in the great capital cities of the world, and in other large towns, especially old towns, where there is a great deal of unskilled

and unorganized labour, with a somewhat low physique and morale, that the system is most fully developed, especially in the clothing trades, which employ two hundred thousand people in London alone, and in the cheap furniture trades. There is a continual contest between the factory and the domestic system, now one gaining ground and now the other: for instance just at present the growing use of sewing machines worked by steam power is strengthening the position of the factories in the boot trade; while factories and workshops are getting an increased hold of the tailoring trade. On the other hand the hosiery trade is being tempted back to the dwelling-house by recent improvements in hand knitting machines; and it is possible that new methods of distributing power by gas and petroleum and electric engines may exercise a like influence on many other industries. Or there may be a movement towards intermediate plans, similar to those which are largely followed in the Sheffield trades. Many cutlery firms for instance put out grinding and other parts of their work, at piece-work prices, to working men who rent the steam power which they require, either from the firm from whom they take their contract or from someone else: these workmen sometimes employing others to help them, sometimes working alone.

Again, the foreign merchant very often has no ships of his own, but gives his mind to studying the course of trade, and

undertakes himself its chief risks; while he gets his carrying done for him by men who require more administrative ability, but need not have the same power of forecasting the subtler movements of trade; though it is true that as purchasers of ships they have great and difficult trade risks of their own. Again, the broader risks of publishing a book are borne by the publisher, perhaps in company with the author; while the printer is the employer of labour and supplies the expensive types and machinery required for the business. And a somewhat similar plan is adopted in many branches of the metal trades, and of those which supply furniture, clothing, etc.

Thus there are many ways in which those who undertake the chief risks of buying and selling may avoid the trouble of housing and superintending those who work for them. They all have their advantages; and when the workers are men of strong character, as at Sheffield, the results are on the whole not unsatisfactory. But unfortunately it is often the weakest class of workers, those with the least resource and the least self-control who drift into work of this kind. The elasticity of the system which recommends it to the undertaker, is really the means of enabling him to exercise, if he chooses, an undesirable pressure on those who do his work.

For while the success of a factory depends in a great measure on its having a set of operatives who adhere steadily to it, the capitalist who gives out work to be done at home has an interest in retaining a great many persons on his books; he is tempted to give each of them a little employment occasionally and play them off one against another; and this he can easily do because they do not know one another, and cannot arrange concerted action.

5. When the profits of business are under discussion they are generally connected in people's minds with the employer of labour: "the employer" is often taken as a term practically coextensive with the receiver of business profits. But the instances which we have just considered are sufficient to illustrate the truth that the superintendence of labour is but one side, and often not the most important side of business work; and that the employer who undertakes the whole risks of his business really performs two entirely distinct services on behalf of the community, and requires a twofold ability.

To return to a class of considerations already noticed (IV, XI, sections 4 and 5), the manufacturer who makes goods not to meet special orders but for the general market, must, in his first role as merchant and organizer of production, have a thorough knowledge of things in his own trade. He must have the

power of forecasting the broad movements of production and consumption, of seeing where there is an opportunity for supplying a new commodity that will meet a real want or improving the plan of producing an old commodity. He must be able to judge cautiously and undertake risks boldly; and he must of course understand the materials and machinery used in his trade.

But secondly in this role of employer he must be a natural leader of men. He must have a power of first choosing his assistants rightly and then trusting them fully; of interesting them in the business and of getting them to trust him, so as to bring out whatever enterprise and power of origination there is in them; while he himself exercises a general control over everything, and preserves order and unity in the main plan of the business.

The abilities required to make an ideal employer are so great and so numerous that very few persons can exhibit them all in a very high degree. Their relative importance however varies with the nature of the industry and the size of the business; and while one employer excels in one set of qualities, another excels in another; scarcely any two owe their success to exactly the same combination of advantages. Some men make their way by the use of none but noble qualities, while others owe their prosperity to qualities in which there is very little that is

really admirable except sagacity and strength of purpose.

Such then being the general nature of the work of business management, we have next to inquire what opportunities different classes of people have of developing business ability; and, when they have obtained that, what opportunities they have of getting command over the capital required to give it scope. We may thus come a little closer to the problem stated at the beginning of the chapter, and examine the course of development of a business firm during several consecutive generations. And this inquiry may conveniently be combined with some examination of the different forms of business management. Hitherto we have considered almost exclusively that form in which the whole responsibility and control rests in the hands of a single individual. But this form is yielding ground to others in which the supreme authority is distributed among several partners or even a great number of shareholders. Private firms and joint-stock companies, co-operative societies and public corporations are taking a constantly increasing share in the management of business; and one chief reason of this is that they offer an attractive field to people who have good business abilities, but have not inherited any great business opportunities.

6. It is obvious that the son of a man already established in business starts with very great advantages over others. He has from his youth up special facilities for obtaining the knowledge and developing the faculties that are required in the management of his father's business: he learns quietly and almost unconsciously about men and manners in his father's trade and in those from which that trade buys and to which it sells; he gets to know the relative importance and the real significance of the various problems and anxieties which occupy his father's mind: and he acquires a technical knowledge of the processes and the machinery of the trade.(3*) Some of what he learns will be applicable only to his father's trade; but the greater part will be serviceable in any trade that is in any way allied with that; while those general faculties of judgment and resource, of enterprise and caution, of firmness and courtesy, which are trained by association with those who control the larger issues of any one trade, will go a long way towards fitting him for managing almost any other trade. Further, the sons of successful business men start with more material capital than almost anyone else except those who by nurture and education are likely to be disinclined for business and unfitted for it: and if they continue their fathers' work, they have also the vantage ground of established trade connections.

It would therefore at first sight seem likely that business men should constitute a sort of caste; dividing out among their sons the chief posts of command, and founding hereditary dynasties, which should rule certain branches of trade for many generations together. But the actual state of things is very different. For when a man has got together a great business, his descendants often fail, in spite of their great advantages, to develop the high abilities and the special turn of mind and temperament required for carrying it on with equal success. He himself was probably brought up by parents of strong earnest character; and was educated by their personal influence and by struggle with difficulties in early life. But his children, at all events if they were born after he became rich, and in any case his grandchildren, are perhaps left a good deal to the care of domestic servants who are not of the same strong fibre as the parents by whose influence he was educated. And while his highest ambition was probably success in business, they are likely to be at least equally anxious for social or academic distinction.(4*)

For a time indeed all may go well. His sons find a firmly established trade connection, and what is perhaps even more important, a well-chosen staff of subordinates with a generous interest in the business. By mere assiduity and caution, availing themselves of the traditions of the firm, they may hold together

for a long time. But when a full generation has passed, when the old traditions are no longer a safe guide, and when the bonds that held together the old staff have been dissolved, then the business almost invariably falls to pieces unless it is practically handed over to the management of new men who have meanwhile risen to partnership in the firm. But in most cases his descendants arrive at this result by a shorter route. They prefer an abundant income coming to them without effort on their part, to one which though twice as large could be earned only by incessant toil and anxiety; and they sell the business to private persons or a joint-stock company; or they become sleeping partners in it; that is sharing in its risks and in its profits, but not taking part in its management: in either case the active control over their capital falls chiefly into the hands of new men.

7. The oldest and simplest plan for renovating the energies of a business is that of taking into partnership some of its ablest employees. The autocratic owner and manager of a large manufacturing or trading concern finds that, as years go on, he has to delegate more and more responsibility to his chief subordinates; partly because the work to be done is growing

heavier, and partly because his own strength is becoming less than it was. He still exercises a supreme control, but much must depend on their energy and probity: so, if his sons are not old enough, or for any other reason are not ready to take part of the burden off his shoulders, he decides to take one of his trusted assistants into partnership: he thus lightens his own labours, at the same time that he secures that the task of his life will be carried on by those whose habits he has moulded, and for whom he has perhaps acquired something like a fatherly affection.(5*)

But there are now, and there always have been, private partnerships on more equal terms, two or more people of about equal wealth and ability combining their resources for a large and difficult undertaking. In such cases there is often a distinct partition of the work of management: in manufactures for instance one partner will sometimes give himself almost exclusively to the work of buying raw material and selling the finished product, while the other is responsible for the management of the factory: and in a trading establishment one partner will control the wholesale and the other the retail department. In these and other ways private partnership is capable of adapting itself to a great variety of problems: it is very strong and very elastic; it has played a great part in the past, and it is full of vitality now.

8. But from the end of the Middle Ages to the present time there has been in some classes of trades a movement towards the substitution of public joint-stock companies, the shares of which can be sold to anybody in the open market, for private companies, the shares in which are not transferable without the leave of all concerned. The effect of this change has been to induce people, many of whom having no special knowledge of trade, to give their capital into the hands of others employed by them: and there has thus arisen a new distribution of the various parts of the work of business management.

The ultimate undertakers of the risks incurred by a joint-stock company are the shareholders; but as a rule they do not take much active part in engineering the business and controlling its general policy; and they take no part in superintending its details. After the business has once got out of the hands of its original promoters, the control of it is left chiefly in the hands of Directors; who, if the company is a very large one, probably own but a very small proportion of its shares, while the greater part of them have not much technical knowledge of the work to be done. They are not generally expected to give their whole time to it; but they are supposed to bring wide general knowledge and sound judgment to bear on the broader

problems of its policy; and at the same time to make sure that the "Managers" of the company are doing their work thoroughly. (6*) To the Managers and their assistants is left a great part of the work of engineering the business, and the whole of the work of superintending it: but they are not required to bring any capital into it; and they are supposed to be promoted from the lower ranks to the higher according to their zeal and ability. Since the joint-stock companies in the United Kingdom do a very great part of the business of all kinds that is done in the country, they offer very large opportunities to men with natural talents for business management, who have not inherited any material capital, or any business connection.

9. Joint-stock companies have great elasticity and can expand themselves without limit when the work to which they have set themselves offers a wide scope; and they are gaining ground in nearly all directions. But they have one great source of weakness in the absence of any adequate knowledge of the business on the part of the shareholders who undertake its chief risks. It is true that the head of a large private firm undertakes the chief risks of the business, while he entrusts many of its details to others; but his position is secured by his power of forming a

direct judgment as to whether his subordinates serve his interests faithfully and discreetly. If those to whom he has entrusted the buying or selling of goods for him take commissions from those with whom they deal, he is in a position to discover and punish the fraud. If they show favouritism and promote incompetent relations or friends of their own, or if they themselves become idle and shirk their work, or even if they do not fulfil the promise of exceptional ability which induced him to give them their first lift, he can discover what is going wrong and set it right.

But in all these matters the great body of the shareholders of a joint-stock company are, save in a few exceptional instances, almost powerless; though a few of the larger shareholders often exert themselves to find out what is going on; and are thus able to exercise an effective and wise control over the general management of the business. It is a strong proof of the marvellous growth in recent times of a spirit of honesty and uprightness in commercial matters, that the leading officers of great public companies yield as little as they do to the vast temptations to fraud which lie in their way. If they showed an eagerness to avail themselves of opportunities for wrong-doing at all approaching that of which we read in the commercial history of earlier civilization, their wrong uses of the trusts imposed

in them would have been on so great a scale as to prevent the development of this democratic form of business. There is every reason to hope that the progress of trade morality will continue, aided in the future as it has been in the past, by a diminution of trade secrecy and by increased publicity in every form; and thus collective and democratic forms of business management may be able to extend themselves safely in many directions in which they have hitherto failed, and may far exceed the great services they already render in opening a large career to those who have no advantages of birth.

The same may be said of the undertakings of Governments imperial and local: they also may have a great future before them, but up to the present time the tax-payer who undertakes the ultimate risks has not generally succeeded in exercising an efficient control over the businesses, and in securing officers who will do their work with as much energy and enterprise as is shown in private establishments.

The problems of large joint-stock company administration, as well as of Governmental business, involve however many complex issues into which we cannot enter here. They are urgent, because very large businesses have recently increased fast, though perhaps not quite so fast as is commonly supposed. The change has been brought about chiefly by the development of processes and

methods in manufacture and mining, in transport and banking, which are beyond the reach of any, and by the increase in the scope but very large capitals; and functions of markets, and in the technical facilities for handling large masses of goods. The democratic element in Governmental enterprise was at first almost wholly vivifying: but experience shows creative ideas and experiments in business technique, and in business organization, to be very rare in Governmental undertakings, and not very common in private enterprises which have drifted towards bureaucratic methods as the result of their great age and large size. A new danger is thus threatened by the narrowing of the field of industry which is open to the vigorous initiative of smaller businesses.

Production on the largest scale of all is to be seen chiefly in the United States, where giant businesses, with some touch of monopoly, are commonly called "trusts." Some of these trusts have grown from a single root. But most of them have been developed by the amalgamation of many independent businesses; and a first step towards this combination was generally an association, or "cartel" to use a German term, of a rather loose kind.

10. The system of cooperation aims at avoiding the evils of

these two methods of business management. In that ideal form of co-operative society, for which many still fondly hope, but which as yet has been scantily realized in practice, a part or the whole of those shareholders who undertake the risks of the business are themselves employed by it. The employees, whether they contribute towards the material capital of the business or not, have a share in its profits, and some power of voting at the general meetings at which the broad lines of its policy are laid down, and the officers appointed who are to carry that policy into effect. They are thus the employers and masters of their own managers and foremen; they have fairly good means of judging whether the higher work of engineering the business is conducted honestly and efficiently, and they have the best possible opportunities for detecting any laxity or incompetence in its detailed administration. And lastly they render unnecessary some of the minor work of superintendence that is required in other establishments; for their own pecuniary interests and the pride they take in the success of their own business make each of them averse to any shirking of work either by himself or by his fellow-workmen.

But unfortunately the system has very great difficulties of its own. For human nature being what it is, the employees themselves are not always the best possible masters of their own

foremen and managers; jealousies and frettings at reproof are apt to act like sand, that has got mixed with the oil in the bearings of a great and complex machinery. The hardest work of business management is generally that which makes the least outward show; those who work with their hands are apt to underrate the intensity of the strain involved in the highest work of engineering the business, and to grudge its being paid for at anything like as high a rate as it could earn elsewhere. And in fact the managers of a co-operative society seldom have the alertness, the inventiveness and the ready versatility of the ablest of those men who have been selected by the struggle for survival, and who have been trained by the free and unfettered responsibility of private business. Partly for these reasons the co-operative system has seldom been carried out in its entirety. and its partial application has not yet attained a conspicuous success except in retailing commodities consumed by working men. But within the last few years more hopeful signs have appeared of the success of bonâ fide productive associations, or "co-partnerships."

Those working men indeed whose tempers are strongly individualistic, and whose minds are concentrated almost wholly on their own affairs, will perhaps always find their quickest and most congenial path to material success by commencing business as

small independent "undertakers," or by working their way upwards in a private firm or a public company. But co-operation has a special charm for those in whose tempers the social element is stronger, and who desire not to separate themselves from their old comrades, but to work among them as their leaders. Its aspirations may in some respects be higher than its practice; but it undoubtedly does rest in great measure on ethical motives. The true co-operator combines a keen business intellect with a spirit full of an earnest faith; and some co-operative societies have been served excellently by men of great genius both mentally and morally -- men who for the sake of the co-operative faith that is in them, have worked with great ability and energy, and with perfect uprightness, being all the time content with lower pay than they could have got as business managers on their own account or for a private firm. Men of this stamp are more common among the officers of co-operative societies than in other occupations; and though they are not very common even there, yet it may be hoped that the diffusion of a better knowledge of the true principles of co-operation, and the increase of general education, are every day fitting a larger number of co-operators for the complex problems of business management.

Meanwhile many partial applications of the co-operative

principle are being tried under various conditions, each of which presents some new aspect of business management. Thus under the scheme of Profit-Sharing, a private firm while retaining the unfettered management of its business, pays its employees the full market rate of wages, whether by Time or Piece-work, and agrees in addition to divide among them a certain share of any profits that may be made above a fixed minimum; it being hoped that the firm will find a material as well as a moral reward in the diminution of friction, in the increased willingness of its employees to go out of their way to do little things that may be of great benefit comparatively to the firm, and lastly in attracting to itself workers of more than average ability and industry.(7*)

Another partially co-operative scheme is that of some Oldham cotton-mills: they are really joint-stock companies; but among their shareholders are many working men who have a special knowledge of the trade, though they often prefer not to be employed in the mills of which they are part owners. And another is that of the Productive establishments, owned by the main body of co-operative stores, through their agents, the Co-operative Wholesale Societies. In the Scotch Wholesale, but not in the English, the workers, as such, have some share in the management and in the profits of the works.

At a later stage we shall have to study all those various co-operative and semi-co-operative forms of business more in detail, and to inquire into the causes of their success or failure in different classes of business, wholesale and retail, agricultural, manufacturing and trading. But we must not pursue this inquiry further now. Enough has been said to show that the world is only just beginning to be ready for the higher work of the co-operative movement; and that its many different forms may therefore be reasonably expected to attain a larger success in the future than in the past; and to offer excellent opportunities for working men to practise themselves in the work of business management, to grow into the trust and confidence of others, and gradually rise to posts in which their business abilities will find scope.

11. In speaking of the difficulty that a working man has in rising to a post in which he can turn his business ability to full account, the chief stress is commonly laid upon his want of capital: but this is not always his chief difficulty. For instance the co-operative distributive societies have accumulated a vast capital, on which they find it difficult to get a good rate of interest; and which they would be rejoiced to lend to any set of working men who could show that they had the capacity for

dealing with difficult business problems. Co-operators who have firstly a high order of business ability and probity, and secondly the "personal capital" of a great reputation among their fellows for these qualities, will have no difficulty in getting command of enough material capital for a considerable undertaking: the real difficulty is to convince a sufficient number of those around them that they have these rare qualities. And the case is not very different when an individual endeavours to obtain from the ordinary sources the loan of the capital required to start him in business.

It is true that in almost every business there is a constant increase in the amount of capital required to make a fair start; but there is a much more rapid increase in the amount of capital which is owned by people who do not want to use it themselves, and are so eager to lend it out that they will accept a constantly lower and lower rate of interest for it. Much of this capital passes into the hands of bankers who promptly lend it to anyone of whose business ability and honesty they are convinced. To say nothing of the credit that can be got in many businesses from those who supply the requisite raw material or stock in trade, the opportunities for direct borrowing are now so great that a moderate increase in the amount of capital required for a

start in business is no very serious obstacle in the way of a person who has once got over the initial difficulty of earning a reputation for being likely to use it well.

But perhaps a greater though less conspicuous hindrance to the rise of the working man is the growing complexity of business. The head of a business has now to think of many things about which he never used to trouble himself in earlier days; and these are just the kind of difficulties for which the training of the workshop affords the least preparation. Against this must be set the rapid improvement of the education of the working man not only at school, but what is more important, in after life by newspapers, and from the work of co-operative societies and trades-unions, and in other ways.

About three-fourths of the whole population of England belong to the wage-earning classes; and at all events when they are well fed, properly housed and educated, they have their fair share of that nervous strength which is the raw material of business ability. Without going out of their way they are all consciously or unconsciously competitors for posts of business command. The ordinary workman if he shows ability generally becomes a foreman, from that he may rise to be a manager, and to be taken into partnership with his employer. Or having saved a little of his own he may start one of those small shops which still can hold

their own in a working man's quarter, stock it chiefly on credit, and let his wife attend to it by day, while he gives his evenings to it. In these or in other ways he may increase his capital till he can start a small workshop, or factory. Once having made a good beginning he will find the banks eager to give him generous credit. He must have time; and since he is not likely to start in business till after middle age he must have a long as well as a strong life; but if he has this and has also "patience, genius and good fortune" he is pretty sure to command a goodly capital before he dies.(8*) In a factory those who work with their hands have better opportunities of rising to posts of command than the book-keepers and many others to whom social tradition has assigned a higher place. But in trading concerns it is otherwise; what manual work is done in them has as a rule no educating character, while the experience of the office is better adapted for preparing a man to manage a commercial than a manufacturing business.

There is then on the whole a broad movement from below upwards. Perhaps not so many as formerly rise at once from the position of working men to that of employers: but there are more who get on sufficiently far to give their sons a good chance of attaining to the highest posts. The complete rise is not so very often accomplished in one generation; it is more often spread

over two; but the total volume of the movement upwards is probably greater than it has ever been. And perhaps it is better for society as a whole that the rise should be distributed over two generations. The workmen who at the beginning of the last century rose in such large numbers to become employers were seldom fit for posts of command: they were too often harsh and tyrannical; they lost their self-control, and were neither truly noble nor truly happy; while their children were often haughty, extravagant, and self-indulgent, squandering their wealth on low and vulgar amusements, having the worst faults of the older aristocracy without their virtues. The foreman or superintendent who has still to obey as well as to command, but who is rising and sees his children likely to rise further, is in some ways more to be envied than the small master. His success is less conspicuous, but his work is often higher and more important for the world, while his character is more gentle and refined and not less strong. His children are well-trained; and if they get wealth, they are likely to make a fairly good use of it.

It must however be admitted that the rapid extension of vast businesses, and especially of joint-stock companies in many branches of industry, is tending to make the able and thrifty workman, with high ambitions for his sons, seek to put them to

office work. There they are in danger of losing the physical vigour and the force of character which attaches to constructive work with the hands, and to become commonplace members of the lower middle classes. But, if they can keep their force unimpaired, they are likely to become leaders in the world, though not generally in their father's industry; and therefore without the benefit of specially appropriate traditions and aptitude.

12. When a man of great ability is once at the head of an independent business, whatever be the route by which he has got there, he will with moderate good fortune soon be able to show such evidence of his power of turning capital to good account as to enable him to borrow in one way or another almost any amount that he may need. Making good profits he adds to his own capital, and this extra capital of his own is a material security for further borrowings; while the fact that he has made it himself tends to make lenders less careful to insist on a full security for their loans. Of course fortune tells for much in business: a very able man may find things going against him; the fact that he is losing money may diminish his power of borrowing. If he is working partly on borrowed capital, it may even make those who have lent it refuse to renew their loans, and may thus cause him

to succumb to what would have been but a passing misfortune, if he had been using no capital but his own:(9*) and in fighting his way upwards he may have a chequered life full of great anxieties, and even misfortunes. But he can show his ability in misfortune as well as in success: human nature is sanguine; and it is notorious that men are abundantly willing to lend to those who have passed through commercial disaster without loss to their business reputation. Thus, in spite of vicissitudes, the able business man generally finds that in the long run the capital at his command grows in proportion to his ability.

Meanwhile, as we have seen, he, who with small ability is in command of a large capital, speedily loses it: he may perhaps be one who could and would have managed a small business with credit, and left it stronger than he had found it: but if he has not the genius for dealing with great problems, the larger it is the more speedily will he break it up. For as a rule a large business can be kept going only by transactions which, after allowing for ordinary risks, leave but a very small percentage of gain. A small profit on a large turn-over quickly made, will yield a rich income to able men: and in those businesses which are of such a nature as to give scope to very large capitals, competition generally cuts the rate of profits on the turn-over very fine. A village trader may make five per cent. less profits

on his turn-over than his abler rival, and yet be able to hold his head above water. But in those large manufacturing and trading businesses in which there is a quick return and a straightforward routine, the whole profits on the turn-over are often so very small that a person who falls behind his rivals by even a small percentage loses a large sum at every turn-over; while in those large businesses which are difficult and do not rely on routine, and which afford high profits on the turn-over to really able management, there are no profits at all to be got by anyone who attempts the task with only ordinary ability.

These two sets of forces, the one increasing the capital at the command of able men, and the other destroying the capital that is in the hands of weaker men, bring about the result that there is a far more close correspondence between the ability of business men and the size of the businesses which they own than at first sight would appear probable. And when to this fact we add all the many routes, which we have already discussed, by which a man of great natural business ability can work his way up high in some private firm or public company, we may conclude that wherever there is work on a large scale to be done in such a country as England, the ability and the capital required for it are pretty sure to be speedily forthcoming.

Further, just as industrial skill and ability are getting every day to depend more and more on the broad faculties of judgment, promptness, resource, carefulness and steadfastness of purpose -- faculties which are not specialized to any one trade, but which are more or less useful in all -- so it is with regard to business ability. In fact business ability consists more of these non-specialized faculties than do industrial skill and ability in the lower grades: and the higher the grade of business ability the more various are its applications.

Since then business ability in command of capital moves with great ease horizontally from a trade which is overcrowded to one which offers good openings for it: and since it moves with great ease vertically, the abler men rising to the higher posts in their own trade, we see, even at this early stage of our inquiry, some good reasons for believing that in modern England the supply of business ability in command of capital accommodates itself, as a general rule, to the demand for it; and thus has a fairly defined supply price.

Finally, we may regard this supply price of business ability in command of capital as composed of three elements. The first is the supply price of capital; the second is the supply price of business ability and energy; and the third is the supply price of that organization by which the appropriate business ability and

the requisite capital are brought together. We have called the price of the first of these three elements interest; we may call the price of the second taken by itself net earnings of management, and that of the second and third, taken together, gross earnings of management.

NOTES:

1. Compare Appendix A, section 13.

2. German economists call this "factory like" (fabrikmässig) house industry, as distinguished from the "national" house industry, which uses the intervals of other work (especially the winter interruptions of agriculture) for subsidiary work in making textile and other goods. (See Schönberg on Gewerbe in his Handbuch.) Domestic workers of this last class were common all over Europe in the Middle Ages but are now becoming rare except in the mountains and in eastern Europe. They are not always well advised in their choice of work; and much of what they make could be made better with far less labour in factories, so that it cannot be sold profitably in the open market: but for the most part they make for their own or their neighbours' use, and thus save the profits of a series of middlemen. Compare Survival of

Domestic Industries by Gonner in the Economic Journal, Vol. II.

3. We have already noticed how almost the only perfect apprenticeships of modern times are those of the sons of manufacturers, who practise almost every important operation that is carried on in the works sufficiently to be able in after years to enter into the difficulties of all their employees and form a fair judgment on their work.

4. Until lately there has ever been in England a kind of antagonism between academic studies and business. This is now being diminished by the broadening of the spirit of our great universities, and by the growth of colleges in our chief business centres. The sons of business men when sent to the universities do not learn to despise their fathers' trades as often as they used to do even a generation ago. Many of them indeed are drawn away from business by the desire to extend the boundaries of knowledge. But the higher forms of mental activity, those which are constructive and not merely critical, tend to promote a just appreciation of the nobility of business work rightly done.

5. Much of the happiest romance of life, much that is most pleasant to dwell upon in the social history of England from the

Middle Ages up to our own day is connected with the story of private partnerships of this class. Many a youth has been stimulated to a brave career by the influence of ballads and tales which narrate the difficulties and the ultimate triumph of the faithful apprentice, who has at length been taken into partnership, perhaps on marrying his employer's daughter. There are no influences on national character more far-reaching than those which thus give shape to the aims of aspiring youth.

6. Bagehot delighted to argue (see for instance English Constitution, ch. VII) that a Cabinet Minister often derives some advantage from his want of technical knowledge of the business of his Department. For he can get information on matters of detail from the Permanent Secretary and other officials who are under his authority; and, while he is not likely to set his judgment against theirs on matters where their knowledge gives them the advantage, his unprejudiced common sense may well overrule the traditions of officialism in broad questions of public policy: and in like manner the interests of a company may possibly sometimes be most advanced by those Directors who have the least technical knowledge of the details of its business.

7. Compare Schloss, Methods of Industrial Remuneration; and

Gilman, A Dividend to Labour.

8. The Germans say that success in business requires "Geld, Geduld, Genie und Glück." The chances that a working man has of rising vary somewhat with the nature of the work, being greatest in those trades in which a careful attention to details counts for most, and a wide knowledge, whether of science or of the world movements of speculation, counts for least. Thus for instance "thrift and the knowledge of practical details" are the most important elements of success in the ordinary work of the pottery trade; and in consequence most of those who have done well in it "have risen from the bench like Josiah Wedgwood" (see G. Wedgwood's evidence before the Commission on Technical Education); and a similar statement might be made about many of the Sheffield trades. But some of the working classes develop a great faculty for taking speculative risks; and if the knowledge of facts by which successful speculation must be guided, comes within their reach, they will often push their way through competitors who have started above them. Some of the most successful wholesale dealers in perishable commodities such as fish and fruit have begun life as market porters.

9. The danger of not being able to renew his borrowings just at the time when he wants them most, puts him at a disadvantage relatively to those who use only their own capital, much greater than is represented by the mere interest on his borrowings: and, when we come to that part of the doctrine of distribution which deals with earnings of management, we shall find that, for this among other reasons, profits are something more than interest in addition to net earnings of management, i.e. those earnings which are properly to be ascribed to the abilities of business men.

Chapter XIII

Conclusion.

Correlation of the Tendencies to Increasing and to Diminishing Return

1. At the beginning of this Book we saw how the extra return of raw produce which nature affords to an increased application of capital and labour, other things being equal, tends in the long run to diminish. In the remainder of the Book and especially in the last four chapters we have looked at the other side of the shield, and seen how man's power of productive work increases

with the volume of the work that he does. Considering first the causes that govern the supply of labour, we saw how every increase in the physical, mental and moral vigour of a people makes them more likely, other things being equal, to rear to adult age a large number of vigorous children. Turning next to the growth of wealth, we observed how every increase of wealth tends in many ways to make a greater increase more easy than before. And lastly we saw how every increase of wealth and every increase in the numbers and intelligence of the people increased the facilities for a highly developed industrial organization, which in its turn adds much to the collective efficiency of capital and labour.

Looking more closely at the economies arising from an increase in the scale of production of any kind of goods, we found that they fell into two classes -- those dependent on the general development of the industry, and those dependent on the resources of the individual houses of business engaged in it and the efficiency of their management; that is, into external and internal economies.

We saw how these latter economies are liable to constant fluctuations so far as any particular house is concerned. An able man, assisted perhaps by some strokes of good fortune, gets a firm footing in the trade, he works hard and lives sparely, his

own capital grows fast, and the credit that enables him to borrow more capital grows still faster; he collects around him subordinates of more than ordinary zeal and ability; as his business increases they rise with him, they trust him and he trusts them, each of them devotes himself with energy to just that work for which he is specially fitted, so that no high ability is wasted on easy work, and no difficult work is entrusted to unskilful hands. Corresponding to this steadily increasing economy of skill, the growth of his business brings with it similar economies of specialized machines and plant of all kinds; every improved process is quickly adopted and made the basis of further improvements; success brings credit and credit brings success; credit and success help to retain old customers and to bring new ones; the increase of his trade gives him great advantages in buying; his goods advertise one another, and thus diminish his difficulty in finding a vent for them. The increase in the scale of his business increases rapidly the advantages which he has over his competitors, and lowers the price at which he can afford to sell. This process may go on as long as his energy and enterprise, his inventive and organizing power retain their full strength and freshness, and so long as the risks which are inseparable from business do not cause him exceptional

losses; and if it could endure for a hundred years, he and one or two others like him would divide between them the whole of that branch of industry in which he is engaged. The large scale of their production would put great economies within their reach; and provided they competed to their utmost with one another, the public would derive the chief benefit of these economies, and the price of the commodity would fall very low.

But here we may read a lesson from the young trees of the forest as they struggle upwards through the benumbing shade of their older rivals. Many succumb on the way, and a few only survive; those few become stronger with every year, they get a larger share of light and air with every increase of their height, and at last in their turn they tower above their neighbours, and seem as though they would grow on for ever, and for ever become stronger as they grow. But they do not. One tree will last longer in full vigour and attain a greater size than another; but sooner or later age tells on them all. Though the taller ones have a better access to light and air than their rivals, they gradually lose vitality; and one after another they give place to others, which, though of less material strength, have on their side the vigour of youth.

And as with the growth of trees, so was it with the growth of businesses as a general rule before the great recent development

of vast joint-stock companies, which often stagnate, but do not readily die. Now that rule is far from universal, but it still holds in many industries and trades. Nature still presses on the private business by limiting the length of the life of its original founders, and by limiting even more narrowly that part of their lives in which their faculties retain full vigour. And so, after a while, the guidance of the business falls into the hands of people with less energy and less creative genius, if not with less active interest in its prosperity. If it is turned into a joint-stock company, it may retain the advantages of division of labour, of specialized skill and machinery: it may even increase them by a further increase of its capital; and under favourable conditions it may secure a permanent and prominent place in the work of production. But it is likely to have lost so much of its elasticity and progressive force, that the advantages are no longer exclusively on its side in its competition with younger and smaller rivals.

When therefore we are considering the broad results which the growth of wealth and population exert on the economies of production, the general character of our conclusions is not very much affected by the facts that many of these economies depend directly on the size of the individual establishments engaged in the production, and that in almost every trade there is a

constant rise and fall of large businesses, at any one moment some firms being in the ascending phase and others in the descending. For in times of average prosperity decay in one direction is sure to be more than balanced by growth in another.

Meanwhile an increase in the aggregate scale of production of course increases those economies, which do not directly depend on the size of individual houses of business. The most important of these results from the growth of correlated branches of industry which mutually assist one another, perhaps being concentrated in the same localities, but anyhow availing themselves of the modern facilities for communication offered by steam transport, by the telegraph and by the printing-press. The economies arising from such sources as this, which are accessible to any branch of production, do not depend exclusively upon its own growth: but yet they are sure to grow rapidly and steadily with that growth; and they are sure to dwindle in some, though not in all respects, if it decays.

2. These results will be of great importance when we come to discuss the causes which govern the supply price of a commodity. We shall have to analyse carefully the normal cost of producing a commodity, relatively to a given aggregate volume of production;

and for this purpose we shall have to study the expenses of a representative producer for that aggregate volume. On the one hand we shall not want to select some new producer just struggling into business, who works under many disadvantages, and has to be content for a time with little or no profits, but who is satisfied with the fact that he is establishing a connection and taking the first steps towards building up a successful business; nor on the other hand shall we want to take a firm which by exceptionally long-sustained ability and good fortune has got together a vast business, and huge well-ordered workshops that give it a superiority over almost all its rivals. But our representative firm must be one which has had a fairly long life, and fair success, which is managed with normal ability, and which has normal access to the economies, external and internal, which belong to that aggregate volume of production; account being taken of the class of goods produced, the conditions of marketing them and the economic environment generally.

Thus a representative firm is in a sense an average firm. But there are many ways in which the term "average" might be interpreted in connection with a business. And a Representative firm is that particular sort of average firm, at which we need to look in order to see how far the economies, internal and external, of production on a large scale have extended generally

in the industry and country in question. We cannot see this by looking at one or two firms taken at random: but we can see it fairly well by selecting, after a broad survey, a firm, whether in private or joint-stock management (or better still, more than one), that represents, to the best of our judgment, this particular average.

The general argument of the present Book shows that an increase in the aggregate volume of production of anything will generally increase the size, and therefore the internal economies possessed by such a representative firm; that it will always increase the external economies to which the firm has access; and thus will enable it to manufacture at a less proportionate cost of labour and sacrifice than before.

In other words, we say broadly that while the part which nature plays in production shows a tendency to diminishing return, the part which man plays shows a tendency to increasing return. The law of increasing return may be worded thus: -- An increase of labour and capital leads generally to improved organization, which increases the efficiency of the work of labour and capital.

Therefore in those industries which are not engaged in raising raw produce an increase of labour and capital generally gives a return increased more than in proportion; and further

this improved organization tends to diminish or even override any increased resistance which nature may offer to raising increased amounts of raw produce. If the actions of the laws of increasing and diminishing return are balanced we have the law of constant return, and an increased produce is obtained by labour and sacrifice increased just in proportion.

For the two tendencies towards increasing and diminishing return press constantly against one another. In the production of wheat and wool, for instance, the latter tendency has almost exclusive sway in an old country, which cannot import freely. In turning the wheat into flour, or the wool into blankets, an increase in the aggregate volume of production brings some new economies, but not many; for the trades of grinding wheat and making blankets are already on so great a scale that any new economies that they may attain are more likely to be the result of new inventions than of improved organization. In a country however in which the blanket trade is but slightly developed, these latter may be important; and then it may happen that an increase in the aggregate production of blankets diminishes the proportionate difficulty of manufacturing by just as much as it increases that of raising the raw material. In that case the actions of the laws of diminishing and of increasing return would

just neutralize one another; and blankets would conform to the law of constant return. But in most of the more delicate branches of manufacturing, where the cost of raw material counts for little, and in most of the modern transport industries the law of increasing return acts almost unopposed.(1*)

Increasing Return is a relation between a quantity of effort and sacrifice on the one hand, and a quantity of product on the other. The quantities cannot be taken out exactly, because changing methods of production call for machinery, and for unskilled and skilled labour of new kinds and in new proportions. But, taking a broad view, we may perhaps say vaguely that the output of a certain amount of labour and capital in an industry has increased by perhaps a quarter or a third in the last twenty years. To measure outlay and output in terms of money is a tempting, but a dangerous resource: for a comparison of money outlay with money returns is apt to slide into an estimate of the rate of profit on capital.(2*)

3. We may now sum up provisionally the relations of industrial expansion to social wellbeing. A rapid growth of population has often been accompanied by unhealthy and enervating habits of life in overcrowded towns. And sometimes it has started badly, outrunning the material resources of the people, causing

them with imperfect appliances to make excessive demands on the soil; and so to call forth the stern action of the law of diminishing return as regards raw produce, without having the power of minimizing its effects. Having thus begun with poverty, an increase in numbers may go on to its too frequent consequences in that weakness of character which unfits a people for developing a highly organized industry.

These are serious perils: but yet it remains true that the collective efficiency of a people with a given average of individual strength and energy may increase more than in proportion to their numbers. If they can for a time escape from the pressure of the law of diminishing return by importing food and other raw produce on easy terms; if their wealth is not consumed in great wars, and increases at least as fast as their numbers; and if they avoid habits of life that would enfeeble them; then every increase in their numbers is likely for the time to be accompanied by a more than proportionate increase in their power of obtaining material goods. For it enables them to secure the many various economies of specialized skill and specialized machinery, of localized industries and production on a large scale: it enables them to have increased facilities of communication of all kinds; while the very closeness of their neighbourhood diminishes the expense of time and effort involved

in every sort of traffic between them, and gives them new opportunities of getting social enjoyments and the comforts and luxuries of culture in every form. No doubt deduction must be made for the growing difficulty of finding solitude and quiet and even fresh air: but there is in most cases some balance of good.(3*)

Taking account of the fact that an increasing density of population generally brings with it access to new social enjoyments we may give a rather broader scope to this statement and say: -- An increase of population accompanied by an equal increase in the material sources of enjoyment and aids to production is likely to lead to a more than proportionate increase in the aggregate income of enjoyment of all kinds; provided firstly, an adequate supply of raw produce can be obtained without great difficulty, and secondly there is no such overcrowding as causes physical and moral vigour to be impaired by the want of fresh air and light and of healthy and joyous recreation for the young.

The accumulated wealth of civilized countries is at present growing faster than the population: and though it may be true that the wealth per head would increase somewhat faster if the population did not increase quite so fast; yet as a matter of

fact an increase of population is likely to continue to be accompanied by a more than proportionate increase of the material aids to production: and in England at the present time, with easy access to abundant foreign supplies of raw material, an increase of population is accompanied by a more than proportionate increase of the means of satisfying human wants other than the need for light, fresh air, etc. Much of this increase is however attributable not to the increase of industrial efficiency but to the increase of wealth by which it is accompanied: and therefore it does not necessarily benefit those who have no share in that wealth. And further, England's foreign supplies of raw produce may at any time be checked by changes in the trade regulations of other countries, and may be almost cut off by a great war while the naval and military expenditure which would be necessary to make the country fairly secure against this last risk, would appreciably diminish the benefits that she derives from the action of the law of increasing return.

NOTES:

1. In an article on "The Variation of Productive Forces" in the Quarterly Journal of Economics 1902, Professor Bullock suggests that the term "Economy of Organization" should be substituted for

Increasing Return. He shows clearly that the forces which make for Increasing Return are not of the same order as those that make for Diminishing Return: and there are undoubtedly cases in which it is better to emphasize this difference by describing causes rather than results, and contrasting Economy of Organization with the Inelasticity of Nature's response to intensive cultivation.

2. There is no general rule that industries which yield increasing returns show also rising profits. No doubt a vigorous firm, which increases its scale of operations and obtains important (internal) economies which are peculiar to it, will show an increasing return and a rising rate of profit; because its increasing output will not materially affect the price of its produce. But profits tend to be low, as we shall see below (VI, VIII, sections 1, 2), in such industries as plain weaving, because their vast scale has enabled organization in production and marketing to be carried so far as to be almost dominated by routine.

3. The Englishman Mill bursts into unwonted enthusiasm when speaking (Political Economy, Book IV, ch. VI, section 2) of the pleasures of wandering alone in beautiful scenery: and many

American writers give fervid descriptions of the growing richness of human life as the backwoodsman finds neighbours settling around him, as the backwoods settlement develops into a village, the village into a town, and the town into a vast city. (See for instance Carey's Principles of Social Science and Henry George's Progress and Poverty.)