BOOK NOTES.

"GIORNALI DEGLI ECONOMISTI."

The "*Giornali degli Economisti*," heretofore edited exclusively by Prof. Zorli, will henceforth appear monthly under the editorship of PROFS. ANTONIO DEVITI DEMARCO, professor of finance at the University of Rome; UGO MAZZOLA, professor of finance at the University of Pavia; ALBERT ZORLI, professor of finance at the University of Macerata, and MAFFEO PANTALEONI, director of the Superior School of Commerce at Bari.

THE ORIGIN AND GROWTH OF THE ENGLISH CONSTITUTION.

An Historical Treatise, in which is drawn out by the light of the most recent researches the gradual development of the English Constitutional System, and the growth out of that system of the Federal Republic of the United States. By HANNIS TAYLOR. In two parts. Part I, The Making of the Constitution. Boston and New York: Houghton, Mifflin & Co. Pp. 616. 1889.

As the title of Mr. Taylor's book indicates, this is an American history of the English Constitution, and deals primarily with the government and institutions of England. The idea of the author has been to describe the historical development of the English constitutional system and the growth out of that system of the institutions of the American Republic. The work is to be completed in two volumes, the present one dealing with the genesis of English institutions and the perfecting of the English political machinery, ending with the accession of Henry VII. The next volume, which we understand to be nearly ready for the public, will deal entirely with the "after-growth" of the constitutional system with reference to the

influence of English political growth upon the American Commonwealth. Each part of the work will be, therefore, a complete treatise upon a distinct period of constitutional growth, usually considered separately. But at the same time, Mr. Taylor informs us each part will be so constructed that when the two are taken together, they will embrace a consecutive and harmonious treatment of the entire theme.

Throughout the entire work we perceive the author's efforts to emphasize the fact that the constitutional histories of England and the United States form a continuous and natural evolution which can only be fully mastered when viewed as one unbroken story. We can understand our own institutions only by a careful study of all the different sources of historical growth, and by a recognition of the organic nature of the law of constitutional development. In this spirit Mr. Taylor has approached his task. The preliminary exposition, covering seventy-six pages, is devoted to the English origin of the federal republic of the United States, and Mr. Taylor points out from a comparative survey of the ancient and modern commonwealths the distinguishing feature of the typical English state which is the political unit in our federal system. We have next the growth of the English kingdom, with especial reference to the establishment of the representative principle; the growth of the English colonies in America; the rise of the federal idea and the final establishment of the Constitution from the work of the convention of 1787. This introduction is all that is devoted to American topics, yet it might be said to be the *idea* of the work. We cannot know America until we know England; nor can we understand England until we study those ancient German tribal federations of which we catch our first glimpses in the pages of Cæsar and Tacitus. Following the introduction, the work is divided into three books that deal respectively with the Old English Commonwealth, the Norman Conquest, and the Growth and Decline of Parlia-

ment. Historically, there is nothing new in this survey of the Constitution, since Mr. Taylor follows Stubbs and Freeman quite closely. But written from the point of view which he represents, our author has put many things in a new light. The work is a credit to American scholarship, and no student of American institutions can afford to pass it by.

J. L. S.

ESSAYS ON GOVERNMENT. By A. LAWRENCE LOWELL.
Boston and New York: Houghton, Mifflin & Co. Pp.
229. 1890.

These are five essays dealing with as many phases of political thought; three bear directly or indirectly on the government of the United States, the others bear upon the theory of the social compact and the limits of sovereignty. The first essay, on "Cabinet Responsibility and the Constitution," deserves especial notice, since we hear nowadays so much of the wisdom of giving to cabinet officers seats in Congress, and making our government approach more nearly the parliamentary system of England. In this essay Mr. Lowell compares the English and American forms of government for the purpose of showing that their natures are radically different; and he attempts to prove that cabinet responsibility, the central feature of the English system, is not in harmony with our own institutions, and could not be introduced into the United States without destroying the entire fabric of the Constitution. The second essay, on "Democracy and the Constitution," is a farther comparison of the English and American forms of government for the purpose of considering the effect that each of them is adapted to produce in a democratic country upon the limitation of popular power and the protection of private rights, and from this point of view an inquiry is made into the structure of our government and the laws of its organic life. The third essay, on "The Responsibility of American Lawyers," was originally written for a law review, and treats of the legal profession in our political system.

In the last two essays the limitation of political power is considered from a philosophical standpoint. The first of these deals only with the theory of the social compact, but is almost equivalent to a sketch of the history of modern political philosophy to the end of the Tenth Century. The final essay, upon the abstract doctrine of the limitation of sovereignty, is intended chiefly for students of jurisprudence.

J. L. S.

THE STATE. ELEMENTS OF HISTORICAL AND PRACTICAL POLITICS. A SKETCH OF INSTITUTIONAL HISTORY AND ADMINISTRATION. By WOODROW WILSON, Ph.D., LL.D. Author of "Congressional Government." Boston: D. C. Heath & Co. Pp. 686. 1889.

Dr. Wilson's book is an attempt to compress into one treatise an account of the political institutions of all times, as well as an epitome of political history. The growing interest in the study of political science in American colleges rendered it necessary that a text-book of the scope and purpose of this work should be prepared by a student of politics who understood the condition of the teaching of that subject in our educational institutions. That this book enters into the spirit of the teaching of politics, and that the author understands its difficulties, can be seen from the great care he has taken to present the subject in such a way as best to meet the needs and necessities of the case. There is a great deal in the book, probably too much for a text-book, but Dr. Wilson has so arranged his matter that good results may be obtained by an instructor who is in sympathy with political studies and understands the bearing of historical facts.

The first two chapters of the book are taken up with a discussion of the probable origin of government and its early development. The governments of Greece and of Rome, the influence of Roman dominion and Roman law, and the Teutonic polity and government during the middle ages, completes the survey of ancient and mediæval

political life. The most interesting part of the work is that which treats of modern continental political activity, containing a good deal of matter that is not elsewhere easily accessible in English. This comprises a description of the governmental development of France, Germany, and Switzerland, together with the dual monarchies of Austria, Hungary, Sweden, Norway. The description of the political institutions of England and the United States occupies about one-third of the book; the chapter on the government of the United States has been reprinted for the use of schools. The concluding chapters deal with the subject of law, its nature and its development, and the functions and ends of government.

THE CONSTITUTION OF CANADA. By J. E. C. MUNRO, of the Middle Temple, Barrister-at-Law, Professor of Law, Owens College, Victoria University. Pp. XXXVI and 356. Cambridge: University Press, 1889.

Some years ago Prof. Munro began to collect materials for a survey of the legal aspects of the Imperial Constitution, but his purpose as regards the constitutions of Great Britain and Ireland was anticipated by the publication of Sir William Anson's great work on the "Law and Custom of the Constitution," and Prof. Munro therefore restricted himself to the constitutions of the colonies. He intends to make a general survey, examining each in detail. Canada has been selected for treatment first, not merely because a special interest has of recent years been taken in its constitution, but for the further reason that some recent Canadian statutes have given a completeness to the Dominion system it did not previously possess.

The introductory chapter deals in a general way with the character of the Canadian constitution and the present status of the Dominion government. Then follows a brief sketch of the constitutional history of the provinces and a chapter on the legal rules and customs that form the "Constitutional Law and Custom" of Canada. Since the

legislative powers of the Dominion cannot be understood without reference to the powers of the provinces, Prof. Munro has begun his survey of the constitution by working upward from the local institutions to the central government. Seven chapters are devoted to the constitution of the provinces: these are the organization of the provincial legislatures; the character of the provincial assemblies and legislative councils; method of legislation in the provinces; the position of the lieutenant-governor; the nature of the provincial administrative system, and the judicial machinery of the provinces. An analysis of the Dominion government takes up seven more chapters dealing with Parliament, the House of Commons and the Senate; the scope and activity of Dominion legislation; the office and duties of the governor-general; the administrative efficiency of the Dominion government, and the organization of the Canadian judicial system. Chapter XIX considers the division of legislative powers between the Dominion and provincial governments. Here we have discussed the scheme of division, the principle of interpretation, and the grouping of the various forms under definite heads. The concluding chapters are on the Dominion control of the provinces, in the way of limiting legislation by the veto of the governor-general, and control of provincial administration. The chapter on imperial control of the Dominion deals with the limitation on the Dominion power of legislation and the power of concurrent legislation, together with the power of the Crown over Provincial and Dominion bills.

INDIVIDUALISM: A SYSTEM OF POLITICS. By WORDSWORTH DONISTHORPE, Barrister-at-law. Author of "Principles of Plutology," etc. London: Macmillan & Co. 1889. Pp. I-X and 393.

This book takes the view that the doctrines of socialism which are growing in popularity are the chief danger in the way of social progress. Mr. Donisthorpe aims at a presentation of some of the practical bearings of individualism

on everyday life, with an inquiry into the philosophic basis of the theory. The range of subjects dealt with is a wide one, and the effort of the writer has been to treat them consistently from his individualistic standpoint. While due consideration is given to Spencer, Mr. Donisthorpe differs from that writer upon nearly every point as set forth in the latter's work entitled *Man vs. the State*. The present work begins with a treatment of the growth and evolution of the State, its structures, and its functions. Succeeding chapters deal with capital, the labor question, and labor capitalisation; the concluding chapters with anarchy—the logical extreme of individualism, the basis of individualism, land-law reforms, and socialism, while the final one carries war into the domain of absolutism in politics. The book is extremely interesting and deserving of the attention of all students of economics and politics. While Mr. Donisthorpe has deliberately assumed a polemic rather than an apologetic tone, even when differing from those with whom he is, in the main, in accord, he has at the same time given to the impartial public a work that will be of value in discussing the speculative foundation upon which the principles of individualism are based.

THE ONTARIO TOWNSHIP. By J. M. McEVoy, with an Introduction by PROF. W. J. ASHLEY. 42 pp. [Toronto University Studies in Political Science. First Series, No. 1.]

Out of the growing consciousness of the importance of the problems of local government has arisen a constantly increasing literature devoted to the portrayal of local institutions in particular localities. Of this species of detail study Mr. McEvoy's monograph is a good example. There can, of course, be no value to us in the experiences of Canadian communities unless there is in them something typical. In his introduction Prof. Ashley calls attention to the fact that we are not always able to discern what is typical until we have a knowledge of the most varied experiences, and hence the historic importance of individual localities is by no means the only test of the possibility of their

contributing something to political science. From this point of view the pamphlet before us is certainly not without interest.

The townships of Ontario derived their original boundaries and governmental powers from the central authority of the province. The latter, at the period with which our author begins his study—that brought to pass by an act of 1793—were very scanty. In town meeting the freeholders elected their township officers, who carried out the measures decided upon by the judges of quarter sessions, and in their legislative capacity voted upon the height of fences. The town officers merely carried out the measures of the judges. The latter were appointed for life, and were not familiar with the needs of particular districts. Under such a system local government could not reach a high point, on account of the lack of intimate relations between the governing power and the governed. After the uprising of 1837-38 a new principle was introduced, in that a board of commissioners, elected by the people and known as the district council, exercised the functions heretofore discharged by the courts. With the change came an increased interest and activity in local affairs. This form of government was replaced in 1849 by the system of township councils, by which the township is given a far greater degree of autonomy than it formerly possessed. The township government is now in the hands of a council of five, the president of which is called reeve, elected annually. Nominations are made in town meeting, and on this occasion the retiring officers give an account of their official activity; nominees and others discuss in the greatest detail the affairs of the town. Though deprived of direct legislative functions, the town meeting still exercises a potent influence on town affairs. The details of the different forms of township government are worked out by the author with care, and we have a good view of the results achieved by each. In general, the thesis with which the author begins his discussion, that with the growth of democratic local government the towns have better fulfilled their mission,

is well sustained. However chary the central government has been in delegating power to these minor units, the author is by no means inclined to believe that, on general principles, such a policy is justified by the results.

The *University Quarterly Review* is the title of a new periodical which comes to us from Toronto. Though not expressly stated, it seems implied that the editorial management is intimately connected with the university of that place. The first number contains an article by Dr. Bournot, on "The National Sentiment in Canada," in which he sketches the influences which in politics, commerce and literature are tending to promote the feeling of solidarity among the various parts of the Dominion, and which, without pointing to absolute political independence, are tending to render Canada an organic body, with a vigorous life of its own. Prof. Ashley contributes an article on "The Canadian Sugar Combine." In it he shows that, according to official investigation, this combination, whereby wholesale grocers who agree to sell to retailers always at a certain advance on the refiner's prices, and not to cut prices, received decided privileges in buying over those who did not so agree, has, up to the present, produced results in which the bad by no means outweighs the good. The combine has not advanced prices beyond such as give what is conceded to be a fair rate of profit. Business is more regular, and from being that part of the grocer's stock on which the profit was most uncertain, sugar is now handled more easily than other goods.

THE WORKING PRINCIPLES OF POLITICAL ECONOMY. By S. M. MAC VANE, McLean Professor of History in Harvard College. New York: Effingham, Maynard & Co., 1890. 16mo. Pp. vii, 392.

Professor MacVane describes his volume as a book for beginners, and says that in writing it, he has wished, in the first place, "to show that the principles of political economy may be developed in such a form as to bring out

more clearly than is done in the standard books their close and vital connection with everyday industry ;" and, in the second place, "to suggest some modifications, chiefly in points of detail, of the conclusions commonly accepted hitherto by leading economists." The doctrines set forth as working principles are in all fundamental points those of the English economists, whose thoughts culminated in the work of Mill and Cairnes. Professor MacVane accepts their philosophy of economic life as practically sufficient, seeking only to correct it here and there, and to express it in terms of the visible facts of modern business. Within these self-imposed limits he has succeeded admirably well. Without accepting his opinion that political economy is not on the whole a very difficult study, or sharing his belief that there is "nothing in the science that young persons of ordinary ability may not master," one must admit that Professor MacVane has minimized the difficulty of mastering so much of political economy as he has chosen to include in this volume. It will be when they arrive at some of the economic problems that Professor MacVane ignores or passes over lightly, that the real difficulties of his young students will begin.

The way in which each topic in the study of wealth is approached, and the order of arrangement, are no less well adapted than the illustrative matter to keep the work-a-day side of economics before the pupil's mind. Thus Professor MacVane happily begins his exposition with a paragraph on the struggle for money. Ridicule as we may the economic philosophy of mercantilism, it is in the struggle for money that the average man's contact with economic law begins and ends. From this conception the transition is easy to that of the useful things that money will buy, and thence, by natural steps, to division of labor, trading and prices, and back again to money in its relations to welfare. The pupil thus starting from the most familiar facts gets a general view of economic affairs at the outset, and can then go on to a more thorough analysis

of particulars without danger of overlooking the relations of parts to the whole, or of forgetting that the things studied are realities of the practical world. Such a method reveals the true and experienced teacher. Whatever one may think of Professor MacVane's economics, there can be but one opinion of his pedagogics.

A text-book must be judged, however, not only by the skill with which its subject matter is presented, but by the completeness and accuracy of its scientific content, and the thoroughness with which it is brought down to date. Can it be said that a beginner's book in political economy is satisfactory in these respects which makes no attempt to explain the modern theory of utility, with or without mathematical symbolism; which limits "wealth" to material goods—and therefore necessarily classes the labor of professional men as unproductive—without stating the position and argument of economists who repudiate such definitions; which does not so much as hint at the theoretical position of the historical economists on the one hand, or of the Austrian school on the other, and which presents a vigorous, subtle and most ingenious argument for the doctrine that wages are determined by savings and paid out of savings, without fully stating the counter view held by economists like Walker and Clark? That these omissions are due to no lack of ability to state fairly and intelligently the thought of an opponent, is shown in the admirable chapter on free trade and protection, where both sides of a great controversy are summarized with judicial impartiality. Professor MacVane has either dismissed the views and theories mentioned above as being no essential part of the fundamental working principles of political economy, or he has assumed that beginners could not understand them. The latter supposition would seem to be inconsistent with the belief in youthful comprehension expressed in the preface; the former would seem to indicate a faith in the finality of traditional views that few economists would care to profess.

Professor MacVane's own most important modifications of economic theory are found in his analysis of cost of production into "labor" and "waiting"—the latter being essentially different from the "abstinence" of the older economists—and his distinction between capital and savings, the one being materials and instruments of production, the other consisting of goods ready for consumption in satisfying personal wants "which the owner chooses not to consume but to spare for hiring laborers." This is not the place to discuss these points nor to examine the rehabilitated wages-fund doctrine which Professor Mac Vane states in a way to leave exactly the impression that was left by the doctrine in its original form, namely, that the rate of saving is the cause of the rate of wages, and that the laborer, having no power to compel the employer to save, is practically helpless to help himself. The tacit assumption that the laborer can under no circumstances compel the employer to curtail personal consumption and increase wages is purely gratuitous. As a matter of fact, laborers of every grade, from domestic servants to salaried officials, are doing that very thing every day; for not only interest, but wages of management for the employer, depend on the employment of laborers. The proposition that within pretty broad limits the laborer can compel the employer to save, under penalty of having no income to consume, is one that has not been sufficiently examined. It merits serious study.

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EMIGRATION AND IMMIGRATION. A STUDY IN SOCIAL SCIENCE. By RICHMOND MAYO SMITH, A.M. New York: Charles Scribner's Sons, 1890. Pp. xiv, 316.

Thus far the discussion of the question of immigration as far as this country is concerned has been controlled for the most part by economic considerations. Interest in this subject has been aroused chiefly by the belief that in some way

or other immigration effected the condition of the laboring classes. Prof. Smith, however, treats the problem much more comprehensively. His inquiry includes a study of the influence of immigration on the ethnical changes of the population, and also the influence of immigrants upon the ethical consciousness of the community. This is a broad view, and the more to be appreciated since it is taken by an economist. "We are concerned with the effect of such a movement on the community at large and its growth in civilization." For the solution of these problems it is necessary to collect accurate data, and with great clearness the author notes the elements to be analyzed. These are the intensity or amount of immigration ; its quality as to nativity, age, sex, etc. ; the character of the attractive force inviting immigrants ; the difficulties to be overcome ; and, finally, the influence of immigration upon vice, crime, and illiteracy. Emigration is regarded as a modern phenomenon, belonging to the nineteenth century, to be sharply distinguished from the migrations of early history or from the colonization characteristic of the age of maritime discovery. It is difficult to measure the amount of emigration. There are three special sources of information : the permits which may be required to leave a country ; statistics of departure by water ; and statistics of arrivals. Whatever can be gleaned from these statistics, as well as from all other official literature relating to the subject, has been most thoroughly studied and analyzed, so that nowhere can be found a more accurate or intelligent presentation of the facts.

Following the historical portion, successive chapters deal with the political, economic, and social effects of immigration ; administrative methods adopted to protect the immigrant, as for example the Passenger Acts ; Chinese immigration ; restriction on immigration ; and lastly with the principle of freedom of migration from the standpoint of political science. No part of the subject is slighted, and throughout there is displayed an independence of judgment

with thoughtful political suggestions. It is, however, in the political reasoning that occasionally dissent is prompted in my own mind. There is a disposition to regard the American political spirit as an absolute standard. I question if much is gained in scientific discussion by generalizing in regard to American political ideals. There is not space to mention the author's summary of "the characteristics of American state and social life which we desire to see preserved." They are most admirably stated: probably most of us desire to see them preserved, and yet it is difficult to pronounce dogmatically as to whether we ought to labor for their perpetuity. A renaissance of Puritanism is not to be desired. For somewhat the same reason I question the advisability of the loose use of the terms socialist and anarchist as connected with the political creeds of certain aliens and immigrants. It is possible, to say the least, that not even a pure-blooded New England Puritan stock would cope with flattering success with the problems of a factory "capital-consolidation" civilization, or with the growth of a competent civil service.

Professor Smith, very wisely as it appears to me, has no sympathy with the idea that freedom of migration is an inherent right of the individual; and for the present conditions regards with favor the tendencies of public opinion which would impose restrictions upon further immigration. The most feasible method of restriction, in the author's opinion, is the requirement of a consular certificate from emigrants. For the student the value of this volume is greatly increased by the appendix, which contains a valuable bibliography on the subject, including references to the literature of continental countries.

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