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LAND NATIONALIZATION AND LAND TAXATION

LAND NATIONALIZATION AND LAND TAXATION

HAROLD COX

SECOND BDITION, REVISED

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PREFACE TO THE SECOND EDITION

THE first edition of this little volume was written in 1892, and the preface to that edition sufficiently explained the general attitude of the writer at that time. In the interval many of his opinions have doubtless undergone modification, but he must confess to a feeling of pleasure in finding that he has little to retract. On the contrary, a larger experience has confirmed many views previously advocated on a priori grounds alone, and those views have in several cases now been endorsed by responsible authorities. As an example may be mentioned the question of "betterment." Fourteen years ago the London County Council was keenly anxious to establish a new tax, called a "betterment" tax, to be levied on all property that was enhanced in value by a street improvement. It seemed to the present writer, largely on a priori grounds, that this scheme was unsound, and several pages of the first edition of this book were devoted to urging that the "betterment" idea should be dropped, and that the Council should recoup itself for the cost of street improvements by buying up a wide margin of surplus land, and selling it again, or letting it on lease. when the improvement was complete. After wasting much valuable time, and after spending many thousand pounds of the ratepayers' money in promoting Bills in Parliament, the London County Council has now virtually abandoned the whole idea of "betterment," having tardily discovered

that the method of recoupment is both easier of application and more fruitful in results. In a letter to the Times of 29th April 1905, Mr. Shaw Lefevre (now Lord Eversley) describes the working of the recoupment method in the Holborn and Strand Improvement Scheme. This is the great scheme that the Council for eight or nine years refused to undertake, unless it received power to impose a betterment tax. In the letter referred to, Mr. Shaw Lefevre shows that, whereas the original scheme proposed by the Council, in connection with a betterment tax, would have involved a heavy charge upon the ratepayers, the scheme finally adopted on the recoupment principle is calculated to yield an annual net profit to the ratepayers of about £3000 a year.

Another point on which the present writer ventured in 1892 to differ from what then was an accepted article of faith among persons claiming to be progressive, is the question of mining royalties. In the first edition of this book it was urged that more importance had been attached to the question of mining royalties than the subject deserved, and that the proposal to abolish these royalties was neither equitable nor practicable. These views were fully confirmed by the Report of the Royal Commission on Mining Royalties published a year later, and political agitation upon the subject has practically ceased.

On the connected question of the taxation of land values, the present writer still has the misfortune to find himself—as he is presumptuous enough to think—in advance of current Liberal opinion. Here again, however, he has the satisfaction of knowing that the views which he expressed in 1892 were almost entirely confirmed after prolonged inquiry both by the majority and by the minority Report of the Royal Commission on local taxation. The material

furnished by these reports has made it possible greatly to strengthen the chapters dealing with proposals for the taxation of land values.

Another matter which deserves passing reference is the housing policy of the London County Council. In its earlier days the Council took up, with a burst of enthusiasm, a scheme for building workmen's dwellings on a site in Bethnal Green. This scheme was attacked in the 1892 edition of this book on the ground that it was folly to build dwellings on a site that could command a much higher rent for warehouses and shops. After many costly experiments, the London County Council seems to have come round to this view, and is now confining its building operations almost entirely to suburban sites, where land can be bought for a moderate price, and where the tenants of the Council can obtain sufficient air and space for healthy human life.

These points, in which events have justified opinions expressed fourteen years ago, are not raked up for the mere pleasure of saying "I told you so," but because they illustrate the value of applying abstract reasoning to political problems. This is a process for which Englishmen are said to have a profound dislike; yet ultimately it is a process from which they cannot escape. In the long run the despised laws of logic have to be obeyed, and therefore we only waste time by attempting to solve any problem without the aid of abstract reasoning. This does not, of course, mean that facts are of no account. Facts are the material upon which reason works. They are things to be conscientiously studied, under the searchlight of abstract reason, not things to be piled in a corner for use as controversial brickbats. This truth was constantly forced upon the attention of the present writer during the recent

Free Trade controversy. The facts and figures hurled by the two sides at one another during that controversy proved nothing. The commercial life of a great nation is so complex that one set of facts and figures can always be balanced by another set, so that the truth can only be discovered by going back to first principles. The doctrine of Free Trade is true, not because the Board of Trade returns say this or that, but because the doctrine can be deduced by strict process of logic from elementary and fundamental propositions which all the world accepts.

Apart from the changes necessitated in the treatment of these controversial subjects, other changes in the present edition have been rendered necessary by intervening legislation. For example, several pages were devoted in the earlier edition to the advocacy of the equalization of the Death Duties on real and personal property. This great reform was accomplished by Sir William Harcourt in 1894, and the reproduction of arguments in support of it is unnecessary. A good many changes have also been made in the historical chapters, in the light of more recent research. In this connection the thanks of the writer are specially due to Mr. H. W. Clemesha for many useful criticisms and suggestions both upon this and upon other chapters.

The reform, most strongly urged in the earlier edition, was such a modification of the landowner's rights as would secure to every well-behaved person freedom to roam over uncultivated land. That reform is also strongly advocated in the present edition. In addition stress is laid upon a proposal that is forced into prominence the moment the question of land taxation is discussed, namely the establishment of a graduated income-tax which would apply to all classes in the community, so that even the

poorest person may make some direct contribution, however small, to the service of the State. In the chapter dealing with this subject, the administrative and financial advantages of this reform are considered at length.

These advantages, however, are of far less importance than the effect which would be produced on the character of the electorate, and consequently on the character of the Government. We are trying in this country-and wisely trying-to establish a truly democratic Government. We shall not succeed unless the democracy is made conscious of its responsibilities. At present that consciousness barely exists. The parliamentary franchise is now possessed by almost every adult male, yet an enormous number of voters take not the slightest interest in the questions submitted to them for decision, and hundreds refuse at every election to go to the poll unless they are conveyed in motor cars. There is even good reason to fear that actual bribery, with hard cash, still prevails to a very large extent. If democracy is to be a success it is essential that every voter should regard his or her vote as a privilege to be paid for, not as a right to be sold. Unless this vital principle can be secured it is certain that, though democracy may continue to exist in form, it will never exist in substance. It will be cajoled by aristocracy or purchased by plutocracy. That is why those who are thinking of the future of their country, and not of this or that ephemetal project, will concentrate attention on the creation of some direct link between the exercise of civic power and the discharge of civic obligations.

H. C.

PREFACE TO THE FIRST EDITION

THE present volume does not profess to be complete. The writer started with a bias in favour of land nationalization. but at the outset of his work was obliged to recognize that no well-thought-out scheme had yet been presented to the public, and that many professed land nationalizers grounded their faith on arguments historically or economically unsound. It seemed then to him that the most important thing to be done from every point of view was to attack these mistakes;—no cause however good can make headway as long as it is encumbered by arguments that will not bear examination. Incidentally, various proposals for the reform of local taxation have been considered, and an alternative reform suggested. On the general question, the writer has limited his own initiative to a few suggestions. Underlying all of them are two main propositions—that our first steps towards land nationalization should be experimental, and that meanwhile we should improve to the uttermost the present system of individual ownership. Among the reforms suggested, the one on which the writer lays most stress, is the demand that the landowner's present power of exclusion should be so restricted that the unoffending public may enjoy the RIGHT TO ROAM over all uncultivated land.

H.C.

I Field Court July 1892

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