

A TREATISE ON GOVERN MENT

By Aristotle

Translated From The
Greek Of Aristotle By
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INTRODUCTI ON

The Politics of Aristotle is the second part of a treatise of which the Ethics is the first part. It looks back to the Ethics as the Ethics looks forward to the Politics. For Aristotle did not separate, as we are inclined to do, the spheres of the statesman and the moralist. In the Ethics he has described the character necessary for the good life, but that life is for him essentially to be lived in society, and when in the last chapters of the Ethics he comes to the practical application of his inquiries, that finds expression not in moral exhortations addressed to the individual but in a description of the legislative opportunities of the statesman. It is the legislator's task to frame a society which shall make the good life possible. Politics for Aristotle is not a struggle between individuals or classes for power, nor a device for getting done such elementary tasks as the maintenance of order and security without too great encroachments on individual liberty. The state is "a community of well-being in families and aggregations of families for the sake of a perfect and self-sufficing life." The legislator is a craftsman whose material is society and whose aim is the good life.

In an early dialogue of Plato's, the Protagoras, Socrates asks Protagoras why it is not as easy to find teachers of virtue as it is to find teachers of swordsmanship, riding, or any other art. Protagoras' answer is that there are no special teachers of virtue, because virtue is taught by the whole community. Plato and Aristotle both accept the view of moral education implied in this answer. In a passage of the Republic (492 b) Plato repudiates the notion that the sophists have a corrupting moral influence upon young men. The public themselves, he says, are the real sophists and the most complete and thorough educators. No private education can hold out against the irresistible force of public opinion and the ordinary moral standards of society. But that makes it all the more essential that public opinion and social environment should not be left to grow up at haphazard as they ordinarily do, but should be made by the wise legislator the expression of the good and be informed in all their details by his knowledge. The legislator is the only possible teacher of virtue.

Such a programme for a treatise on government might lead us to expect in the Politics mainly a description of a Utopia or ideal state which might inspire poets or philosophers

but have little direct effect upon political institutions. Plato's Republic is obviously impracticable, for its author had turned away in despair from existing politics. He has no proposals, in that dialogue at least, for making the best of things as they are. The first lesson his philosopher has to learn is to turn away from this world of becoming and decay, and to look upon the unchanging eternal world of ideas. Thus his ideal city is, as he says, a pattern laid up in heaven by which the just man may rule his life, a pattern therefore in the meantime for the individual and not for the statesman. It is a city, he admits in the Laws, for gods or the children of gods, not for men as they are.

Aristotle has none of the high enthusiasm or poetic imagination of Plato. He is even unduly impatient of Plato's idealism, as is shown by the criticisms in the second book. But he has a power to see the possibilities of good in things that are imperfect, and the patience of the true politician who has learned that if he would make men what they ought to be, he must take them as he finds them. His ideal is constructed not of pure reason or poetry, but from careful and sympathetic study of a wide range of facts. His criticism of Plato in the light of history, in Book II. chap. v., though as a criticism it is curiously inept, reveals his own attitude admirably: "Let us remember that we should not disregard the experience of ages; in the multitude of years, these things, if they were good, would certainly not have been unknown; for almost everything has been found out, although sometimes they are not put together; in other cases men do not use the knowledge which they have." Aristotle in his Constitutions had made a study of one hundred and fifty-eight constitutions of the states of his day, and the fruits of that study are seen in the continual reference to concrete political experience, which makes the Politics in some respects a critical history of the workings of the institutions of the Greek city state. In Books IV., V., and VI. the ideal state seems far away, and we find a dispassionate survey of imperfect states, the best ways of preserving them, and an analysis of the causes of their instability. It is as though Aristotle were saying: "I have shown you the proper and normal type of constitution, but if you will not have it and insist on living under a perverted form, you may as well know how to make the best of it." In this way the Politics, though it defines the state in the light of its ideal, discusses states and institutions as they are. Ostensibly it is merely a continuation of the Ethics, but it comes to treat political questions from a purely political standpoint.

This combination of idealism and respect for the teachings of experience constitutes in some ways the strength and value of the Politics, but it also makes it harder to follow. The large nation states to which we are accustomed make it difficult for us to think that the state could be constructed and modelled to express the good life. We can appreciate Aristotle's critical analysis of constitutions, but find it hard to take seriously his advice to the legislator. Moreover, the idealism and the empiricism of the Politics are never really reconciled by Aristotle himself.

It may help to an understanding of the Politics if something is said on those two points.

We are accustomed since the growth of the historical method to the belief that states are "not made but grow," and are apt to be impatient with the belief which Aristotle and Plato show in the powers of the lawgiver. But however true the maxim may be of the modern nation state, it was not true of the much smaller and more self-conscious Greek city. When Aristotle talks of the legislator, he is not talking in the air. Students of the Academy had been actually called on to give new constitutions to Greek states. For the Greeks the constitution was not merely as it is so often with us, a matter of political machinery. It was regarded as a way of life. Further, the constitution within the framework of which the ordinary process of administration and passing of decrees went on, was always regarded as the work of a special man or body of men, the lawgivers. If we study Greek history, we find that the position of the legislator corresponds to that assigned to him by Plato and Aristotle. All Greek states, except those perversions which Aristotle criticises as being "above law," worked under rigid constitutions, and the constitution was only changed when the whole people gave a commission to a lawgiver to draw up a new one. Such was the position of the *Æsumnetes*, whom Aristotle describes in Book III. chap. xiv., in earlier times, and of the pupils of the Academy in the fourth century. The lawgiver was not an ordinary politician. He was a state doctor, called in to prescribe for an ailing constitution. So Herodotus recounts that when the people of Cyrene asked the oracle of Delphi to help them in their dissensions, the oracle told them to go to Mantinea, and the Mantineans lent them Demonax, who acted as a "setter straight" and drew up a new constitution for Cyrene. So again the Milesians, Herodotus tells us, were long troubled by civil discord, till they asked help from Paros, and the Parians sent ten commissioners who gave Miletus a new constitution. So the Athenians, when they were founding their model new colony at Thurii, employed Hippodamus of Miletus, whom Aristotle mentions in Book II, as the best expert in town-planning, to plan the streets of the city, and Protagoras as the best expert in law-making, to give the city its laws. In the *Laws* Plato represents one of the persons of the dialogue as having been asked by the people of Gortyna to draw up laws for a colony which they were founding. The situation described must have occurred frequently in actual life. The Greeks thought administration should be democratic and law-making the work of experts. We think more naturally of law-making as the special right of the people and administration as necessarily confined to experts.

Aristotle's *Politics*, then, is a handbook for the legislator, the expert who is to be called in when a state wants help. We have called him a state doctor. It is one of the most marked characteristics of Greek political theory that Plato and Aristotle think of the statesman as one who has knowledge of what ought to be done, and can help those who call him in to prescribe for them, rather than one who has power to control the forces of society. The desire of society for the statesman's advice is taken for granted, Plato in the *Republic* says that a good constitution is only possible when the ruler does not want to rule; where men contend for power, where they have not learnt to distinguish between

the art of getting hold of the helm of state and the art of steering, which alone is statesmanship, true politics is impossible.

With this position much that Aristotle has to say about government is in agreement. He assumes the characteristic Platonic view that all men seek the good, and go wrong through ignorance, not through evil will, and so he naturally regards the state as a community which exists for the sake of the good life. It is in the state that that common seeking after the good which is the profoundest truth about men and nature becomes explicit and knows itself. The state is for Aristotle prior to the family and the village, although it succeeds them in time, for only when the state with its conscious organisation is reached can man understand the secret of his past struggles after something he knew not what. If primitive society is understood in the light of the state, the state is understood in the light of its most perfect form, when the good after which all societies are seeking is realised in its perfection. Hence for Aristotle as for Plato, the natural state or the state as such is the ideal state, and the ideal state is the starting-point of political inquiry.

In accordance with the same line of thought, imperfect states, although called perversions, are regarded by Aristotle as the result rather of misconception and ignorance than of perverse will. They all represent, he says, some kind of justice. Oligarchs and democrats go wrong in their conception of the good. They have come short of the perfect state through misunderstanding of the end or through ignorance of the proper means to the end. But if they are states at all, they embody some common conception of the good, some common aspirations of all their members.

The Greek doctrine that the essence of the state consists in community of purpose is the counterpart of the notion often held in modern times that the essence of the state is force. The existence of force is for Plato and Aristotle a sign not of the state but of the state's failure. It comes from the struggle between conflicting misconceptions of the good. In so far as men conceive the good rightly they are united. The state represents their common agreement, force their failure to make that agreement complete. The cure, therefore, of political ills is knowledge of the good life, and the statesman is he who has such knowledge, for that alone can give men what they are always seeking.

If the state is the organisation of men seeking a common good, power and political position must be given to those who can forward this end. This is the principle expressed in Aristotle's account of political justice, the principle of "tools to those who can use them." As the aim of the state is differently conceived, the qualifications for government will vary. In the ideal state power will be given to the man with most knowledge of the good; in other states to the men who are most truly capable of achieving that end which the citizens have set themselves to pursue. The justest distribution of political power is that in which there is least waste of political ability.

Further, the belief that the constitution of a state is only the outward expression of the common aspirations and beliefs of its members, explains the paramount political

importance which Aristotle assigns to education. It is the great instrument by which the legislator can ensure that the future citizens of his state will share those common beliefs which make the state possible. The Greeks with their small states had a far clearer apprehension than we can have of the dependence of a constitution upon the people who have to work it.

Such is in brief the attitude in which Aristotle approaches political problems, but in working out its application to men and institutions as they are, Aristotle admits certain compromises which are not really consistent with it.

1. Aristotle thinks of membership of a state as community in pursuit of the good. He wishes to confine membership in it to those who are capable of that pursuit in the highest and most explicit manner. His citizens, therefore, must be men of leisure, capable of rational thought upon the end of life. He does not recognise the significance of that less conscious but deep-seated membership of the state which finds its expression in loyalty and patriotism. His definition of citizen includes only a small part of the population of any Greek city. He is forced to admit that the state is not possible without the co-operation of men whom he will not admit to membership in it, either because they are not capable of sufficient rational appreciation of political ends, like the barbarians whom he thought were natural slaves, or because the leisure necessary for citizenship can only be gained by the work of the artisans who by that very work make themselves incapable of the life which they make possible for others. "The artisan only attains excellence in proportion as he becomes a slave," and the slave is only a living instrument of the good life. He exists for the state, but the state does not exist for him.

2. Aristotle in his account of the ideal state seems to waver between two ideals. There is the ideal of an aristocracy and the ideal of what he calls constitutional government, a mixed constitution. The principle of "tools to those who can use them" ought to lead him, as it does Plato, to an aristocracy. Those who have complete knowledge of the good must be few, and therefore Plato gave entire power in his state into the hands of the small minority of philosopher guardians. It is in accordance with this principle that Aristotle holds that kingship is the proper form of government when there is in the state one man of transcendent virtue. At the same time, Aristotle always holds that absolute government is not properly political, that government is not like the rule of a shepherd over his sheep, but the rule of equals over equals. He admits that the democrats are right in insisting that equality is a necessary element in the state, though he thinks they do not admit the importance of other equally necessary elements. Hence he comes to say that ruling and being ruled over by turns is an essential feature of constitutional government, which he admits as an alternative to aristocracy. The end of the state, which is to be the standard of the distribution of political power, is conceived sometimes as a good for the apprehension and attainment of which "virtue" is necessary and sufficient (this is the principle of aristocracy), and sometimes as a more complex good, which needs for its attainment not only "virtue" but wealth and equality. This latter conception is the principle on which the mixed constitution is based. This in its

distribution of political power gives some weight to "virtue," some to wealth, and some to mere number. But the principle of "ruling and being ruled by turns" is not really compatible with an unmodified principle of "tools to those who can use them." Aristotle is right in seeing that political government demands equality, not in the sense that all members of the state should be equal in ability or should have equal power, but in the sense that none of them can properly be regarded simply as tools with which the legislator works, that each has a right to say what will be made of his own life. The analogy between the legislator and the craftsman on which Plato insists, breaks down because the legislator is dealing with men like himself, men who can to some extent conceive their own end in life and cannot be treated merely as means to the end of the legislator. The sense of the value of "ruling and being ruled in turn" is derived from the experience that the ruler may use his power to subordinate the lives of the citizens of the state not to the common good but to his own private purposes. In modern terms, it is a simple, rough-and-ready attempt to solve that constant problem of politics, how efficient government is to be combined with popular control. This problem arises from the imperfection of human nature, apparent in rulers as well as in ruled, and if the principle which attempts to solve it be admitted as a principle of importance in the formation of the best constitution, then the starting-point of politics will be man's actual imperfection, not his ideal nature. Instead, then, of beginning with a state which would express man's ideal nature, and adapting it as well as may be to man's actual shortcomings from that ideal, we must recognise that the state and all political machinery are as much the expression of man's weakness as of his ideal possibilities. The state is possible only because men have common aspirations, but government, and political power, the existence of officials who are given authority to act in the name of the whole state, are necessary because men's community is imperfect, because man's social nature expresses itself in conflicting ways, in the clash of interests, the rivalry of parties, and the struggle of classes, instead of in the united seeking after a common good. Plato and Aristotle were familiar with the legislator who was called in by the whole people, and they tended therefore to take the general will or common consent of the people for granted. Most political questions are concerned with the construction and expression of the general will, and with attempts to ensure that the political machinery made to express the general will shall not be exploited for private or sectional ends.

Aristotle's mixed constitution springs from a recognition of sectional interests in the state. For the proper relation between the claims of "virtue," wealth, and numbers is to be based not upon their relative importance in the good life, but upon the strength of the parties which they represent. The mixed constitution is practicable in a state where the middle class is strong, as only the middle class can mediate between the rich and the poor. The mixed constitution will be stable if it represents the actual balance of power between different classes in the state. When we come to Aristotle's analysis of existing constitutions, we find that while he regards them as imperfect approximations to the ideal, he also thinks of them as the result of the struggle between classes.

Democracy, he explains, is the government not of the many but of the poor; oligarchy a government not of the few but of the rich. And each class is thought of, not as trying to express an ideal, but as struggling to acquire power or maintain its position. If ever the class existed in unredeemed nakedness, it was in the Greek cities of the fourth century, and its existence is abundantly recognised by Aristotle. His account of the causes of revolutions in Book V. shows how far were the existing states of Greece from the ideal with which he starts. His analysis of the facts forces him to look upon them as the scene of struggling factions. The causes of revolutions are not described as primarily changes in the conception of the common good, but changes in the military or economic power of the several classes in the state. The aim which he sets before oligarchs or democracies is not the good life, but simple stability or permanence of the existing constitution.

With this spirit of realism which pervades Books IV., V., and VI. the idealism of Books I., II., VII., and VIII. is never reconciled. Aristotle is content to call existing constitutions perversions of the true form. But we cannot read the *Politics* without recognising and profiting from the insight into the nature of the state which is revealed throughout. Aristotle's failure does not lie in this, that he is both idealist and realist, but that he keeps these two tendencies too far apart. He thinks too much of his ideal state, as something to be reached once for all by knowledge, as a fixed type to which actual states approximate or from which they are perversions. But if we are to think of actual politics as intelligible in the light of the ideal, we must think of that ideal as progressively revealed in history, not as something to be discovered by turning our back on experience and having recourse to abstract reasoning. If we stretch forward from what exists to an ideal, it is to a better which may be in its turn transcended, not to a single immutable best. Aristotle found in the society of his time men who were not capable of political reflection, and who, as he thought, did their best work under superintendence. He therefore called them natural slaves. For, according to Aristotle, that is a man's natural condition in which he does his best work. But Aristotle also thinks of nature as something fixed and immutable; and therefore sanctions the institution of slavery, which assumes that what men are that they will always be, and sets up an artificial barrier to their ever becoming anything else. We see in Aristotle's defence of slavery how the conception of nature as the ideal can have a debasing influence upon views of practical politics. His high ideal of citizenship offers to those who can satisfy its claims the prospect of a fair life; those who fall short are deemed to be different in nature and shut out entirely from approach to the ideal.

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A TREATISE ON GOVERNMENT T

BOOK I

CHAPTER I

As we see that every city is a society, and every society *Ed.* is established for some good purpose; for an apparent [Bekker 1252a] good is the spring of all human actions; it is evident that this is the principle upon which they are every one founded, and this is more especially true of that which has for its object the best possible, and is itself the most excellent, and comprehends all the rest. Now this is called a city, and the society thereof a political society; for those who think that the principles of a political, a regal, a family, and a herile government are the same are mistaken, while they suppose that each of these differ in the numbers to whom their power extends, but not in their constitution: so that with them a herile government is one composed of a very few, a domestic of more, a civil and a regal of still more, as if there was no difference between a large family and a small city, or that a regal government and a political one are the same, only that in the one a single person is continually at the head of public affairs; in the other, that each member of the state has in his turn a share in the government, and is at one time a magistrate, at another a private person, according to the rules of political science. But now this is not true, as will be evident to any one who will consider this question in the most approved method. As, in an inquiry into every other subject, it is necessary to separate the different parts of which it is compounded, till we arrive at their first elements, which are the most minute parts thereof; so by the same proceeding we shall acquire a knowledge of the primary parts of a city and see wherein they differ from each other, and whether the rules of art will give us any assistance in examining into each of these things which are mentioned.

CHAPTER II

Now if in this particular science any one would attend to its original seeds, and their first shoot, he would then as in others have the subject perfectly before him; and perceive, in the first place, that it is requisite that those should be joined together whose species cannot exist without each other, as the male and the female, for the business of propagation; and this not through choice, but by that natural impulse which acts both upon plants and animals also, for the purpose of their leaving behind them others like themselves. It is also from natural causes that some beings command and others obey, that each may obtain their mutual safety; for a being who is endowed with a mind capable of reflection and forethought is by nature the superior and governor, whereas he whose excellence is merely corporeal is formed to be a slave; whence it follows that the different state of master [1252b] and slave is equally advantageous to both. But there is a natural difference between a female and a slave: for nature is not like the artists who make the Delphic swords for the use of the poor, but for every particular purpose she has her separate instruments, and thus her ends are most complete, for whatsoever is employed on one subject only, brings that one to much greater perfection than when employed on many; and yet among the barbarians, a female and a slave are upon a level in the community, the reason for which is, that amongst them there are none qualified by nature to govern, therefore their society can be nothing but between slaves of different sexes. For which reason the poets say, it is proper for the Greeks to govern the barbarians, as if a barbarian and a slave were by nature one. Now of these two societies the domestic is the first, and Hesiod is right when he says, "First a house, then a wife, then an ox for the plough," for the poor man has always an ox before a household slave. That society then which nature has established for daily support is the domestic, and those who compose it are called by Charondas *homosipuoï*, and by Epimenides the Cretan *homokapnoi*; but the society of many families, which was first instituted for their lasting, mutual advantage, is called a village, and a village is most naturally composed of the descendants of one family, whom some persons call *homogalaktes*, the children and the children's children thereof: for which reason cities were originally governed by kings, as the barbarian states now are, which are composed of those who had before submitted to kingly government; for every family is governed by the elder, as are the branches thereof, on account of their relationship thereunto, which is what Homer says, "Each one ruled his wife and child;" and in this scattered manner they formerly lived. And the opinion which universally prevails, that the gods themselves are subject to kingly government, arises from hence, that all men formerly were, and many are so now; and as they imagined themselves to be made in the likeness

of the gods, so they supposed their manner of life must needs be the same. And when many villages so entirely join themselves together as in every respect to form but one society, that society is a city, and contains in itself, if I may so speak, the end and perfection of government: first founded that we might live, but continued that we may live happily. For which reason every city must be allowed to be the work of nature, if we admit that the original society between male and female is; for to this as their end all subordinate societies tend, and the end of everything is the nature of it. For what every being is in its most perfect state, that certainly is the nature of that being, whether it be a man, a horse, or a house: besides, whatsoever produces the final cause and the end which we [1253a] desire, must be best; but a government complete in itself is that final cause and what is best. Hence it is evident that a city is a natural production, and that man is naturally a political animal, and that whosoever is naturally and not accidentally unfit for society, must be either inferior or superior to man: thus the man in Homer, who is reviled for being "without society, without law, without family." Such a one must naturally be of a quarrelsome disposition, and as solitary as the birds. The gift of speech also evidently proves that man is a more social animal than the bees, or any of the herding cattle: for nature, as we say, does nothing in vain, and man is the only animal who enjoys it. Voice indeed, as being the token of pleasure and pain, is imparted to others also, and thus much their nature is capable of, to perceive pleasure and pain, and to impart these sensations to others; but it is by speech that we are enabled to express what is useful for us, and what is hurtful, and of course what is just and what is unjust: for in this particular man differs from other animals, that he alone has a perception of good and evil, of just and unjust, and it is a participation of these common sentiments which forms a family and a city. Besides, the notion of a city naturally precedes that of a family or an individual, for the whole must necessarily be prior to the parts, for if you take away the whole man, you cannot say a foot or a hand remains, unless by equivocation, as supposing a hand of stone to be made, but that would only be a dead one; but everything is understood to be this or that by its energetic qualities and powers, so that when these no longer remain, neither can that be said to be the same, but something of the same name. That a city then precedes an individual is plain, for if an individual is not in himself sufficient to compose a perfect government, he is to a city as other parts are to a whole; but he that is incapable of society, or so complete in himself as not to want it, makes no part of a city, as a beast or a god. There is then in all persons a natural impetus to associate with each other in this manner, and he who first founded civil society was the cause of the greatest good; for as by the completion of it man is the most excellent of all living beings, so without law and justice he would be the worst of all, for nothing is so difficult to subdue as injustice in arms: but these arms man is born with, namely, prudence and valour, which he may apply to the most opposite purposes, for he who abuses them will be the most wicked, the most cruel, the most lustful, and most gluttonous being imaginable; for justice is a political virtue, by the rules of it the state is regulated, and these rules are the criterion of what is right.

CHAPTER III

SINCE it is now evident of what parts a city is composed, it will be necessary to treat first of family government, for every city is made up of families, and every family [1253b] has again its separate parts of which it is composed. When a family is complete, it consists of freemen and slaves; but as in every subject we should begin with examining into the smallest parts of which it consists, and as the first and smallest parts of a family are the master and slave, the husband and wife, the father and child, let us first inquire into these three, what each of them may be, and what they ought to be; that is to say, the herile, the nuptial, and the paternal. Let these then be considered as the three distinct parts of a family: some think that the providing what is necessary for the family is something different from the government of it, others that this is the greatest part of it; it shall be considered separately; but we will first speak of a master and a slave, that we may both understand the nature of those things which are absolutely necessary, and also try if we can learn anything better on this subject than what is already known. Some persons have thought that the power of the master over his slave originates from his superior knowledge, and that this knowledge is the same in the master, the magistrate, and the king, as we have already said; but others think that herile government is contrary to nature, and that it is the law which makes one man a slave and another free, but that in nature there is no difference; for which reason that power cannot be founded in justice, but in force.

CHAPTER IV

Since then a subsistence is necessary in every family, the means of procuring it certainly makes up part of the management of a family, for without necessaries it is impossible to live, and to live well. As in all arts which are brought to perfection it is necessary that they should have their proper instruments if they would complete their works, so is it in the art of managing a family: now of instruments some of them are alive, others inanimate; thus with respect to the pilot of the ship, the tiller is without life, the sailor is alive; for a servant is as an instrument in many arts. Thus property is as an instrument to living; an estate is a multitude of instruments; so a slave is an animated instrument, but every one that can minister of himself is more valuable than

any other instrument; for if every instrument, at command, or from a preconception of its master's will, could accomplish its work (as the story goes of the statues of Daedalus; or what the poet tells us of the tripods of Vulcan, "that they moved of their own accord into the assembly of the gods "), the shuttle would then weave, and the lyre play of itself; nor would the architect want servants, or the [1254a] master slaves. Now what are generally called instruments are the efficient of something else, but possessions are what we simply use: thus with a shuttle we make something else for our use; but we only use a coat, or a bed: since then making and using differ from each other in species, and they both require their instruments, it is necessary that these should be different from each other. Now life is itself what we use, and not what we employ as the efficient of something else; for which reason the services of a slave are for use. A possession may be considered in the same nature as a part of anything; now a part is not only a part of something, but also is nothing else; so is a possession; therefore a master is only the master of the slave, but no part of him; but the slave is not only the slave of the master, but nothing else but that. This fully explains what is the nature of a slave, and what are his capacities; for that being who by nature is nothing of himself, but totally another's, and is a man, is a slave by nature; and that man who is the property of another, is his mere chattel, though he continues a man; but a chattel is an instrument for use, separate from the body.

CHAPTER V

But whether any person is such by nature, and whether it is advantageous and just for any one to be a slave or no, or whether all slavery is contrary to nature, shall be considered hereafter; not that it is difficult to determine it upon general principles, or to understand it from matters of fact; for that some should govern, and others be governed, is not only necessary but useful, and from the hour of their birth some are marked out for those purposes, and others for the other, and there are many species of both sorts. And the better those are who are governed the better also is the government, as for instance of man, rather than the brute creation: for the more excellent the materials are with which the work is finished, the more excellent certainly is the work; and wherever there is a governor and a governed, there certainly is some work produced; for whatsoever is composed of many parts, which jointly become one, whether conjunct or separate, evidently show the marks of governing and governed; and this is true of every living thing in all nature; nay, even in some things which partake not of life, as in music; but this probably would be a disquisition too foreign to our present purpose. Every living thing in the first place is composed of soul and body, of these the one is by nature

the governor, the other the governed; now if we would know what is natural, we ought to search for it in those subjects in which nature appears most perfect, and not in those which are corrupted; we should therefore examine into a man who is most perfectly formed both in soul and body, in whom this is evident, for in the depraved and vicious the body seems [1254b] to rule rather than the soul, on account of their being corrupt and contrary to nature. We may then, as we affirm, perceive in an animal the first principles of herile and political government; for the soul governs the body as the master governs his slave; the mind governs the appetite with a political or a kingly power, which shows that it is both natural and advantageous that the body should be governed by the soul, and the pathetic part by the mind, and that part which is possessed of reason; but to have no ruling power, or an improper one, is hurtful to all; and this holds true not only of man, but of other animals also, for tame animals are naturally better than wild ones, and it is advantageous that both should be under subjection to man; for this is productive of their common safety: so is it naturally with the male and the female; the one is superior, the other inferior; the one governs, the other is governed; and the same rule must necessarily hold good with respect to all mankind. Those men therefore who are as much inferior to others as the body is to the soul, are to be thus disposed of, as the proper use of them is their bodies, in which their excellence consists; and if what I have said be true, they are slaves by nature, and it is advantageous to them to be always under government. He then is by nature formed a slave who is qualified to become the chattel of another person, and on that account is so, and who has just reason enough to know that there is such a faculty, without being indued with the use of it; for other animals have no perception of reason, but are entirely guided by appetite, and indeed they vary very little in their use from each other; for the advantage which we receive, both from slaves and tame animals, arises from their bodily strength administering to our necessities; for it is the intention of nature to make the bodies of slaves and freemen different from each other, that the one should be robust for their necessary purposes, the others erect, useless indeed for what slaves are employed in, but fit for civil life, which is divided into the duties of war and peace; though these rules do not always take place, for slaves have sometimes the bodies of freemen, sometimes the souls; if then it is evident that if some bodies are as much more excellent than others as the statues of the gods excel the human form, every one will allow that the inferior ought to be slaves to the superior; and if this is true with respect to the body, it is still juster to determine in the same manner, when we consider the soul; though it is not so easy to perceive the beauty of [1255a] the soul as it is of the body. Since then some men are slaves by nature, and others are freemen, it is clear that where slavery is advantageous to any one, then it is just to make him a slave.

CHAPTER VI

But it is not difficult to perceive that those who maintain the contrary opinion have some reason on their side; for a man may become a slave two different ways; for he may be so by law also, and this law is a certain compact, by which whatsoever is taken in battle is adjudged to be the property of the conquerors: but many persons who are conversant in law call in question this pretended right, and say that it would be hard that a man should be compelled by violence to be the slave and subject of another who had the power to compel him, and was his superior in strength; and upon this subject, even of those who are wise, some think one way and some another; but the cause of this doubt and variety of opinions arises from hence, that great abilities, when accompanied with proper means, are generally able to succeed by force: for victory is always owing to a superiority in some advantageous circumstances; so that it seems that force never prevails but in consequence of great abilities. But still the dispute concerning the justice of it remains; for some persons think, that justice consists in benevolence, others think it just that the powerful should govern: in the midst of these contrary opinions, there are no reasons sufficient to convince us, that the right of being master and governor ought not to be placed with those who have the greatest abilities. Some persons, entirely resting upon the right which the law gives (for that which is legal is in some respects just), insist upon it that slavery occasioned by war is just, not that they say it is wholly so, for it may happen that the principle upon which the wars were commenced is unjust; moreover no one will say that a man who is unworthily in slavery is therefore a slave; for if so, men of the noblest families might happen to be slaves, and the descendants of slaves, if they should chance to be taken prisoners in war and sold: to avoid this difficulty they say that such persons should not be called slaves, but barbarians only should; but when they say this, they do nothing more than inquire who is a slave by nature, which was what we at first said; for we must acknowledge that there are some persons who, wherever they are, must necessarily be slaves, but others in no situation; thus also it is with those of noble descent: it is not only in their own country that they are Esteemed as such, but everywhere, but the barbarians are respected on this account at home only; as if nobility and freedom were of two sorts, the one universal, the other not so. Thus says the Helen of Theodectes:

"Who dares reproach me with the name of slave? When from the immortal gods, on either side, I draw my lineage."

Those who express sentiments like these, shew only that they distinguish the slave and the freeman, the noble and the ignoble from each other by their virtues and their [1255b] vices; for they think it reasonable, that as a man begets a man, and a beast a beast, so from a good man, a good man should be descended; and this is what nature desires to do, but frequently cannot accomplish it. It is evident then that this doubt has some reason in it, and that these persons are not slaves, and those freemen, by the appointment of nature; and also that in some instances it is sufficiently clear, that it is

advantageous to both parties for this man to be a slave, and that to be a master, and that it is right and just, that some should be governed, and others govern, in the manner that nature intended; of which sort of government is that which a master exercises over a slave. But to govern ill is disadvantageous to both; for the same thing is useful to the part and to the whole, to the body and to the soul; but the slave is as it were a part of the master, as if he were an animated part of his body, though separate. For which reason a mutual utility and friendship may subsist between the master and the slave, I mean when they are placed by nature in that relation to each other, for the contrary takes place amongst those who are reduced to slavery by the law, or by conquest.

CHAPTER VII

It is evident from what has been said, that a herile and a political government are not the same, or that all governments are alike to each other, as some affirm; for one is adapted to the nature of freemen, the other to that of slaves. Domestic government is a monarchy, for that is what prevails in every house; but a political state is the government of free men and equals. The master is not so called from his knowing how to manage his slave, but because he is so; for the same reason a slave and a freeman have their respective appellations. There is also one sort of knowledge proper for a master, another for a slave; the slave's is of the nature of that which was taught by a slave at Syracuse; for he for a stipulated sum instructed the boys in all the business of a household slave, of which there are various sorts to be learnt, as the art of cookery, and other such-like services, of which some are allotted to some, and others to others; some employments being more honourable, others more necessary; according to the proverb, "One slave excels another, one master excels another:" in such-like things the knowledge of a slave consists. The knowledge of the master is to be able properly to employ his slaves, for the mastership of slaves is the employment, not the mere possession of them; not that this knowledge contains anything great or respectable; for what a slave ought to know how to do, that a master ought to know how to order; for which reason, those who have it in their power to be free from these low attentions, employ a steward for this business, and apply themselves either to public affairs or philosophy: the knowledge of procuring what is necessary for a family is different from that which belongs either to the master or the slave: and to do this justly must be either by war or hunting. And thus much of the difference between a master and a slave.

CHAPTER VIII

[1256a] As a slave is a particular species of property, let us by all means inquire into the nature of property in general, and the acquisition of money, according to the manner we have proposed. In the first place then, some one may doubt whether the getting of money is the same thing as economy, or whether it is a part of it, or something subservient to it; and if so, whether it is as the art of making shuttles is to the art of weaving, or the art of making brass to that of statue founding, for they are not of the same service; for the one supplies the tools, the other the matter: by the matter I mean the subject out of which the work is finished, as wool for the cloth and brass for the statue. It is evident then that the getting of money is not the same thing as economy, for the business of the one is to furnish the means of the other to use them; and what art is there employed in the management of a family but economy, but whether this is a part of it, or something of a different species, is a doubt; for if it is the business of him who is to get money to find out how riches and possessions may be procured, and both these arise from various causes, we must first inquire whether the art of husbandry is part of money-getting or something different, and in general, whether the same is not true of every acquisition and every attention which relates to provision. But as there are many sorts of provision, so are the methods of living both of man and the brute creation very various; and as it is impossible to live without food, the difference in that particular makes the lives of animals so different from each other. Of beasts, some live in herds, others separate, as is most convenient for procuring themselves food; as some of them live upon flesh, others on fruit, and others on whatsoever they light on, nature having so distinguished their course of life, that they can very easily procure themselves subsistence; and as the same things are not agreeable to all, but one animal likes one thing and another another, it follows that the lives of those beasts who live upon flesh must be different from the lives of those who live on fruits; so is it with men, their lives differ greatly from each other; and of all these the shepherd's is the idlest, for they live upon the flesh of tame animals, without any trouble, while they are obliged to change their habitations on account of their flocks, which they are compelled to follow, cultivating, as it were, a living farm. Others live exercising violence over living creatures, one pursuing this thing, another that, these preying upon men; those who live near lakes and marshes and rivers, or the sea itself, on fishing, while others are fowlers, or hunters of wild beasts; but the greater part of mankind live upon the produce of the earth and its cultivated fruits; and the manner in which all those live who follow the direction of nature, and labour for their own subsistence, is nearly the same, without ever thinking to procure any provision by way of exchange or merchandise, such are shepherds, husband-men, [1256b] robbers, fishermen, and hunters: some join different employments together, and thus live very agreeably; supplying those deficiencies which were wanting to make their subsistence depend upon themselves only: thus, for

instance, the same person shall be a shepherd and a robber, or a husbandman and a hunter; and so with respect to the rest, they pursue that mode of life which necessity points out. This provision then nature herself seems to have furnished all animals with, as well immediately upon their first origin as also when they are arrived at a state of maturity; for at the first of these periods some of them are provided in the womb with proper nourishment, which continues till that which is born can get food for itself, as is the case with worms and birds; and as to those which bring forth their young alive, they have the means for their subsistence for a certain time within themselves, namely milk. It is evident then that we may conclude of those things that are, that plants are created for the sake of animals, and animals for the sake of men; the tame for our use and provision; the wild, at least the greater part, for our provision also, or for some other advantageous purpose, as furnishing us with clothes, and the like. As nature therefore makes nothing either imperfect or in vain, it necessarily follows that she has made all these things for men: for which reason what we gain in war is in a certain degree a natural acquisition; for hunting is a part of it, which it is necessary for us to employ against wild beasts; and those men who being intended by nature for slavery are unwilling to submit to it, on which occasion such a war is by nature just: that species of acquisition then only which is according to nature is part of economy; and this ought to be at hand, or if not, immediately procured, namely, what is necessary to be kept in store to live upon, and which are useful as well for the state as the family. And true riches seem to consist in these; and the acquisition of those possessions which are necessary for a happy life is not infinite; though Solon says otherwise in this verse:

"No bounds to riches can be fixed for man;"

for they may be fixed as in other arts; for the instruments of no art whatsoever are infinite, either in their number or their magnitude; but riches are a number of instruments in domestic and civil economy; it is therefore evident that the acquisition of certain things according to nature is a part both of domestic and civil economy, and for what reason.

CHAPTER IX

There is also another species of acquisition which they [1257a] particularly call pecuniary, and with great propriety; and by this indeed it seems that there are no bounds to riches and wealth. Now many persons suppose, from their near relation to each other, that this is one and the same with that we have just mentioned, but it is not the same as that, though not very different; one of these is natural, the other is not, but rather owing to some art and skill; we will enter into a particular examination of this subject. The

uses of every possession are two, both dependent upon the thing itself, but not in the same manner, the one supposing an inseparable connection with it, the other not; as a shoe, for instance, which may be either worn, or exchanged for something else, both these are the uses of the shoe; for he who exchanges a shoe with some man who wants one, for money or provisions, uses the shoe as a shoe, but not according to the original intention, for shoes were not at first made to be exchanged. The same thing holds true of all other possessions; for barter, in general, had its original beginning in nature, some men having a surplus, others too little of what was necessary for them: hence it is evident, that the selling provisions for money is not according to the natural use of things; for they were obliged to use barter for those things which they wanted; but it is plain that barter could have no place in the first, that is to say, in family society; but must have begun when the number of those who composed the community was enlarged: for the first of these had all things in common; but when they came to be separated they were obliged to exchange with each other many different things which both parties wanted. Which custom of barter is still preserved amongst many barbarous nations, who procure one necessary with another, but never sell anything; as giving and receiving wine for corn and the like. This sort of barter is not contradictory to nature, nor is it any species of money-getting; but is necessary in procuring that subsistence which is so consonant thereunto. But this barter introduced the use of money, as might be expected; for a convenient place from whence to import what you wanted, or to export what you had a surplus of, being often at a great distance, money necessarily made its way into commerce; for it is not everything which is naturally most useful that is easiest of carriage; for which reason they invented something to exchange with each other which they should mutually give and take, that being really valuable itself, should have the additional advantage of being of easy conveyance, for the purposes of life, as iron and silver, or anything else of the same nature: and this at first passed in value simply according to its weight or size; but in process of time it had a certain stamp, to save the trouble of weighing, which stamp expressed its value. [1257b]

Money then being established as the necessary medium of exchange, another species of money-getting soon took place, namely, by buying and selling, at probably first in a simple manner, afterwards with more skill and experience, where and how the greatest profits might be made. For which reason the art of money-getting seems to be chiefly conversant about trade, and the business of it to be able to tell where the greatest profits can be made, being the means of procuring abundance of wealth and possessions: and thus wealth is very often supposed to consist in the quantity of money which any one possesses, as this is the medium by which all trade is conducted and a fortune made, others again regard it as of no value, as being of none by nature, but arbitrarily made so by compact; so that if those who use it should alter their sentiments, it would be worth nothing, as being of no service for any necessary purpose. Besides, he who abounds in money often wants necessary food; and it is impossible to say that any person is in good circumstances when with all his possessions he may perish with hunger.

Like Midas in the fable, who from his insatiable wish had everything he touched turned into gold. For which reason others endeavour to procure other riches and other property, and rightly, for there are other riches and property in nature; and these are the proper objects of economy: while trade only procures money, not by all means, but by the exchange of it, and for that purpose it is this which it is chiefly employed about, for money is the first principle and the end of trade; nor are there any bounds to be set to what is thereby acquired. Thus also there are no limits to the art of medicine, with respect to the health which it attempts to procure; the same also is true of all other arts; no line can be drawn to terminate their bounds, the several professors of them being desirous to extend them as far as possible. (But still the means to be employed for that purpose are limited; and these are the limits beyond which the art cannot proceed.) Thus in the art of acquiring riches there are no limits, for the object of that is money and possessions; but economy has a boundary, though this has not: for acquiring riches is not the business of that, for which reason it should seem that some boundary should be set to riches, though we see the contrary to this is what is practised; for all those who get riches add to their money without end; the cause of which is the near connection of these two arts with each other, which sometimes occasions the one to change employments with the other, as getting of money is their common object: for economy requires the possession of wealth, but not on its own account but with another view, to purchase things necessary therewith; but the other procures it merely to increase it: so that some persons are confirmed in their belief, that this is the proper object of economy, and think that for this purpose money should be saved and hoarded up without end; the reason for which disposition is, that they are intent upon living, but not upon living well; and this desire being boundless in its extent, the means which they aim at for that purpose are boundless also; and those who propose to live well, often confine that to the enjoyment of the pleasures of sense; so that as this also seems to depend upon what a man has, all their care is to get money, and hence arises the other cause for this art; for as this enjoyment is excessive in its degree, they endeavour to procure means proportionate to supply it; and if they cannot do this merely by the art of dealing in money, they will endeavour to do it by other ways, and apply all their powers to a purpose they were not by nature intended for. Thus, for instance, courage was intended to inspire fortitude, not to get money by; neither is this the end of the soldier's or the physician's art, but victory and health. But such persons make everything subservient to money-getting, as if this was the only end; and to the end everything ought to refer.

We have now considered that art of money-getting which is not necessary, and have seen in what manner we became in want of it; and also that which is necessary, which is different from it; for that economy which is natural, and whose object is to provide food, is not like this unlimited in its extent, but has its bounds.

CHAPTER X

We have now determined what was before doubtful, whether or no the art of getting money is his business who is at the head of a family or a state, and though not strictly so, it is however very necessary; for as a politician does not make men, but receiving them from the hand of nature employs them to proper purposes; thus the earth, or the sea, or something else ought to supply them with provisions, and this it is the business of the master of the family to manage properly; for it is not the weaver's business to make yarn, but to use it, and to distinguish what is good and useful from what is bad and of no service; and indeed some one may inquire why getting money should be a part of economy when the art of healing is not, as it is as requisite that the family should be in health as that they should eat, or have anything else which is necessary; and as it is indeed in some particulars the business both of the master of the family, and he to whom the government of the state is entrusted, to see after the health of those under their care, but in others not, but the physician's; so also as to money; in some respects it is the business of the master of the family, in others not, but of the servant; but as we have already said, it is chiefly nature's, for it is her part to supply her offspring with food; for everything finds nourishment left for it in what produced it; for which reason the natural riches of all men arise from fruits and animals. Now money-making, as we say, being twofold, it may be applied to two purposes, the service of the house or retail trade; of which the first is necessary and commendable, the other justly censurable; for it has not its origin in [1258b] nature, but by it men gain from each other; for usury is most reasonably detested, as it is increasing our fortune by money itself, and not employing it for the purpose it was originally intended, namely exchange.

And this is the explanation of the name (TOKOS), which means the breeding of money. For as offspring resemble their parents, so usury is money bred of money. Whence of all forms of money-making it is most against nature.

CHAPTER XI

Having already sufficiently considered the general principles of this subject, let us now go into the practical part thereof; the one is a liberal employment for the mind, the other necessary. These things are useful in the management of one's affairs; to be skilful in the nature of cattle, which are most profitable, and where, and how; as for instance, what advantage will arise from keeping horses, or oxen, or sheep, or any other live stock; it is also necessary to be acquainted with the comparative value of these things, and which of them in particular places are worth most; for some do better in one place,

some in another. Agriculture also should be understood, and the management of arable grounds and orchards; and also the care of bees, and fish, and birds, from whence any profit may arise; these are the first and most proper parts of domestic management.

With respect to gaining money by exchange, the principal method of doing this is by merchandise, which is carried on in three different ways, either by sending the commodity for sale by sea or by land, or else selling it on the place where it grows; and these differ from each other in this, that the one is more profitable, the other safer. The second method is by usury. The third by receiving wages for work done, and this either by being employed in some mean art, or else in mere bodily labour. There is also a third species of improving a fortune, that is something between this and the first; for it partly depends upon nature, partly upon exchange; the subject of which is, things that are immediately from the earth, or their produce, which, though they bear no fruit, are yet useful, such as selling of timber and the whole art of metallurgy, which includes many different species, for there are various sorts of things dug out of the earth.

These we have now mentioned in general, but to enter into particulars concerning each of them, though it might be useful to the artist, would be tiresome to dwell on. Now of all the works of art, those are the most excellent wherein chance has the least to do, and those are the meanest which deprave the body, those the most servile in which bodily strength alone is chiefly wanted, those most illiberal which require least skill; but as there are books written on these subjects by some persons, as by Chares the Panian, and Apollodorus the Lemnian, upon husbandry and planting; and by others on other matters, [1259b] let those who have occasion consult them thereon; besides, every person should collect together whatsoever he hears occasionally mentioned, by means of which many of those who aimed at making a fortune have succeeded in their intentions; for all these are useful to those who make a point of getting money, as in the contrivance of Thales the Milesian (which was certainly a gainful one, but as it was his it was attributed to his wisdom, though the method he used was a general one, and would universally succeed), when they reviled him for his poverty, as if the study of philosophy was useless: for they say that he, perceiving by his skill in astrology that there would be great plenty of olives that year, while it was yet winter, having got a little money, he gave earnest for all the oil works that were in Miletus and Chios, which he hired at a low price, there being no one to bid against him; but when the season came for making oil, many persons wanting them, he all at once let them upon what terms he pleased; and raising a large sum of money by that means, convinced them that it was easy for philosophers to be rich if they chose it, but that that was not what they aimed at; in this manner is Thales said to have shown his wisdom. It indeed is, as we have said, generally gainful for a person to contrive to make a monopoly of anything; for which reason some cities also take this method when they want money, and monopolise their commodities. There was a certain person in Sicily who laid out a sum of money which was deposited in his hand in buying up all the iron from the iron merchants; so that when the dealers came from the markets to purchase, there was no one had any to

sell but himself; and though he put no great advance upon it, yet by laying out fifty talents he made an hundred. When Dionysius heard this he permitted him to take his money with him, but forbid him to continue any longer in Sicily, as being one who contrived means for getting money inconsistent with his affairs. This man's view and Thales's was exactly the same; both of them contrived to procure a monopoly for themselves: it is useful also for politicians to understand these things, for many states want to raise money and by such means, as well as private families, nay more so; for which reason some persons who are employed in the management of public affairs confine themselves to this province only.

CHAPTER XII

There are then three parts of domestic government, the masters, of which we have already treated, the fathers, and the husbands; now the government of the wife and children should both be that of free persons, but not the [I259b] same; for the wife should be treated as a citizen of a free state, the children should be under kingly power; for the male is by nature superior to the female, except when something happens contrary to the usual course of nature, as is the elder and perfect to the younger and imperfect. Now in the generality of free states, the governors and the governed alternately change place; for an equality without any preference is what nature chooses; however, when one governs and another is governed, she endeavours that there should be a distinction between them in forms, expressions, and honours; according to what Amasis said of his laver. This then should be the established rule between the man and the woman. The government of children should be kingly; for the power of the father over the child is founded in affection and seniority, which is a species of kingly government; for which reason Homer very properly calls Jupiter "the father of gods and men," who was king of both these; for nature requires that a king should be of the same species with those whom he governs, though superior in some particulars, as is the case between the elder and the younger, the father and the son.

CHAPTER XIII

It is evident then that in the due government of a family, greater attention should be paid to the several members of it and their virtues than to the possessions or riches of it; and greater to the freemen than the slaves: but here some one may doubt whether there is any other virtue in a slave than his organic services, and of higher estimation than these, as temperance, fortitude, justice, and such-like habits, or whether they possess only bodily qualities: each side of the question has its difficulties; for if they possess these virtues, wherein do they differ from freemen? and that they do not, since they are men, and partakers of reason, is absurd. Nearly the same inquiry may be made concerning a woman and a child, whether these also have their proper virtues; whether a woman ought to be temperate, brave, and just, and whether a child is temperate or no; and indeed this inquiry ought to be general, whether the virtues of those who, by nature, either govern or are governed, are the same or different; for if it is necessary that both of them should partake of the fair and good, why is it also necessary that, without exception, the one should govern, the other always be governed? for this cannot arise from their possessing these qualities in different degrees; for to govern, and to be governed, are things different in species, but more or less are not. And yet it is wonderful that one party ought to have them, and the other not; for if he who is to govern should not be temperate and just, how can he govern well? or if he is to be governed, how can he be governed well? for he who is intemperate [1260a] and a coward will never do what he ought: it is evident then that both parties ought to be virtuous; but there is a difference between them, as there is between those who by nature command and who by nature obey, and this originates in the soul; for in this nature has planted the governing and submitting principle, the virtues of which we say are different, as are those of a rational and an irrational being. It is plain then that the same principle may be extended farther, and that there are in nature a variety of things which govern and are governed; for a freeman is governed in a different manner from a slave, a male from a female, and a man from a child: and all these have parts of mind within them, but in a different manner. Thus a slave can have no power of determination, a woman but a weak one, a child an imperfect one. Thus also must it necessarily be with respect to moral virtues; all must be supposed to possess them, but not in the same manner, but as is best suited to every one's employment; on which account he who is to govern ought to be perfect in moral virtue, for his business is entirely that of an architect, and reason is the architect; while others want only that portion of it which may be sufficient for their station; from whence it is evident, that although moral virtue is common to all those we have spoken of, yet the temperance of a man and a woman are not the same, nor their courage, nor their justice, though Socrates thought otherwise; for the courage of the man consists in commanding, the woman's in obeying; and the same is true in other particulars: and this will be evident to those who will examine different virtues separately; for those who use general terms deceive themselves when they say, that virtue consists in a good disposition of mind, or doing what is right, or something of this sort. They do much better who enumerate the different virtues as

Georgias did, than those who thus define them; and as Sophocles speaks of a woman, we think of all persons, that their 'virtues should be applicable to their characters, for says he,

"Silence is a woman's ornament,"

but it is not a man's; and as a child is incomplete, it is evident that his virtue is not to be referred to himself in his present situation, but to that in which he will be complete, and his preceptor. In like manner the virtue of a slave is to be referred to his master; for we laid it down as a maxim, that the use of a slave was to employ him in what you wanted; so that it is clear enough that few virtues are wanted in his station, only that he may not neglect his work through idleness or fear: some person may question if what I have said is true, whether virtue is not necessary for artificers in their calling, for they often through idleness neglect their work, but the difference between them is very great; for a slave is connected with you for life, but the artificer not so nearly: as near therefore as the artificer approaches to the situation of a slave, just so much ought he to have of the virtues of one; for a mean artificer is to a certain point a slave; but then a slave is one of those things which are by nature what they are, but this is not true [1260b] of a shoemaker, or any other artist. It is evident then that a slave ought to be trained to those virtues which are proper for his situation by his master; and not by him who has the power of a master, to teach him any particular art. Those therefore are in the wrong who would deprive slaves of reason, and say that they have only to follow their orders; for slaves want more instruction than children, and thus we determine this matter. It is necessary, I am sensible, for every one who treats upon government, to enter particularly into the relations of husband and wife, and of parent and child, and to show what are the virtues of each and their respective connections with each other; what is right and what is wrong; and how the one ought to be followed, and the other avoided. Since then every family is part of a city, and each of those individuals is part of a family, and the virtue of the parts ought to correspond to the virtue of the whole; it is necessary, that both the wives and children of the community should be instructed correspondent to the nature thereof, if it is of consequence to the virtue of the state, that the wives and children therein should be virtuous, and of consequence it certainly is, for the wives are one half of the free persons; and of the children the succeeding citizens are to be formed. As then we have determined these points, we will leave the rest to be spoken to in another place, as if the subject was now finished; and beginning again anew, first consider the sentiments of those who have treated of the most perfect forms of government.

BOOK II

CHAPTER I

Since then we propose to inquire what civil society is of all others best for those who have it in their power to live entirely as they wish, it is necessary to examine into the polity of those states which are allowed to be well governed; and if there should be any others which some persons have described, and which appear properly regulated, to note what is right and useful in them; and when we point out wherein they have failed, let not this be imputed to an affectation of wisdom, for it is because there are great defects in all those which are already established, that I have been induced to undertake this work. We will begin with that part of the subject which naturally presents itself first to our consideration. The members of every state must of necessity have all things in common, or some things common, and not others, or nothing at all common. To have nothing in common is evidently impossible, for society itself is one species of [1261a] community; and the first thing necessary thereunto is a common place of habitation, namely the city, which must be one, and this every citizen must have a share in. But in a government which is to be well founded, will it be best to admit of a community in everything which is capable thereof, or only in some particulars, but in others not? for it is possible that the citizens may have their wives, and children, and goods in common, as in Plato's Commonwealth; for in that Socrates affirms that all these particulars ought to be so. Which then shall we prefer? the custom which is already established, or the laws which are proposed in that treatise?

CHAPTER II

Now as a community of wives is attended with many other difficulties, so neither does the cause for which he would frame his government in this manner seem agreeable to reason, nor is it capable of producing that end which he has proposed, and for which he says it ought to take place; nor has he given any particular directions for putting it in practice. Now I also am willing to agree with Socrates in the principle which he proceeds upon, and admit that the city ought to be one as much as possible; and yet it is evident that if it is contracted too much, it will be no longer a city, for that necessarily supposes a multitude; so that if we proceed in this manner, we shall reduce a city to a family, and a family to a single person: for we admit that a family is one in a greater

degree than a city, and a single person than a family; so that if this end could be obtained, it should never be put in practice, as it would annihilate the city; for a city does not only consist of a large number of inhabitants, but there must also be different sorts; for were they all alike, there could be no city; for a confederacy and a city are two different things; for a confederacy is valuable from its numbers, although all those who compose it are men of the same calling; for this is entered into for the sake of mutual defence, as we add an additional weight to make the scale go down. The same distinction prevails between a city and a nation when the people are not collected into separate villages, but live as the Arcadians. Now those things in which a city should be one are of different sorts, and in preserving an alternate reciprocation of power between these, the safety thereof consists (as I have already mentioned in my treatise on Morals), for amongst freemen and equals this is absolutely necessary; for all cannot govern at the same time, but either by the year, or according to some other regulation or time, by which means every one in his turn will be in office; as if the shoemakers and carpenters should exchange occupations, and not always be employed in the same calling. But as it is evidently better, that these should continue to exercise their respective trades; so also in civil society, where it is possible, it would be better that the government should continue in the same hands; but where it [1261b] is not (as nature has made all men equal, and therefore it is just, be the administration good or bad, that all should partake of it), there it is best to observe a rotation, and let those who are their equals by turns submit to those who are at that time magistrates, as they will, in their turns, alternately be governors and governed, as if they were different men: by the same method different persons will execute different offices. From hence it is evident, that a city cannot be one in the manner that some persons propose; and that what has been said to be the greatest good which it could enjoy, is absolutely its destruction, which cannot be: for the good of anything is that which preserves it. For another reason also it is clear, that it is not for the best to endeavour to make a city too much one, because a family is more sufficient in itself than a single person, a city than a family; and indeed Plato supposes that a city owes its existence to that sufficiency in themselves which the members of it enjoy. If then this sufficiency is so desirable, the less the city is one the better.

CHAPTER III

But admitting that it is most advantageous for a city to be one as much as possible, it does not seem to follow that this will take place by permitting all at once to say this is mine, and this is not mine (though this is what Socrates regards as a proof that a city is entirely one), for the word All is used in two senses; if it means each individual, what

Socrates proposes will nearly take place; for each person will say, this is his own son, and his own wife, and his own property, and of everything else that may happen to belong to him, that it is his own. But those who have their wives and children in common will not say so, but all will say so, though not as individuals; therefore, to use the word all is evidently a fallacious mode of speech; for this word is sometimes used distributively, and sometimes collectively, on account of its double meaning, and is the cause of inconclusive syllogisms in reasoning. Therefore for all persons to say the same thing was their own, using the word all in its distributive sense, would be well, but is impossible: in its collective sense it would by no means contribute to the concord of the state. Besides, there would be another inconvenience attending this proposal, for what is common to many is taken least care of; for all men regard more what is their own than what others share with them in, to which they pay less attention than is incumbent on every one: let me add also, that every one is more negligent of what another is to see to, as well as himself, than of his own private business; as in a family one is often worse served by many servants than by a few. Let each citizen then in the state have a thousand children, but let none of them be considered as the children of that individual, but let the relation of father and child be common to them all, and they will all be neglected. Besides, in consequence of this, [1262a] whenever any citizen behaved well or ill, every person, be the number what it would, might say, this is my son, or this man's or that; and in this manner would they speak, and thus would they doubt of the whole thousand, or of whatever number the city consisted; and it would be uncertain to whom each child belonged, and when it was born, who was to take care of it: and which do you think is better, for every one to say this is mine, while they may apply it equally to two thousand or ten thousand; or as we say, this is mine in our present forms of government, where one man calls another his son, another calls that same person his brother, another nephew, or some other relation, either by blood or marriage, and first extends his care to him and his, while another regards him as one of the same parish and the same tribe; and it is better for any one to be a nephew in his private capacity than a son after that manner. Besides, it will be impossible to prevent some persons from suspecting that they are brothers and sisters, fathers and mothers to each other; for, from the mutual likeness there is between the sire and the offspring, they will necessarily conclude in what relation they stand to each other, which circumstance, we are informed by those writers who describe different parts of the world, does sometimes happen; for in Upper Africa there are wives in common who yet deliver their children to their respective fathers, being guided by their likeness to them. There are also some mares and cows which naturally bring forth their young so like the male, that we can easily distinguish by which of them they were impregnated: such was the mare called Just, in Pharsalia.

CHAPTER IV

Besides, those who contrive this plan of community cannot easily avoid the following evils; namely, blows, murders involuntary or voluntary, quarrels, and reproaches, all which it would be impious indeed to be guilty of towards our fathers and mothers, or those who are nearly related to us; though not to those who are not connected to us by any tie of affinity: and certainly these mischiefs must necessarily happen oftener amongst those who do not know how they are connected to each other than those who do; and when they do happen, if it is among the first of these, they admit of a legal expiation, but amongst the latter that cannot be done. It is also absurd for those who promote a community of children to forbid those who love each other from indulging themselves in the last excesses of that passion, while they do not restrain them from the passion itself, or those intercourses which are of all things most improper, between a Father and a son, a brother and a brother, and indeed the thing itself is most absurd. It is also ridiculous to prevent this intercourse between the nearest relations, for no other reason than the violence of the pleasure, while they think that the relation of father and daughter, the brother and sister, is of no consequence at all. It seems also more advantageous for the state, that the husbandmen should have their wives and children in common than the military, for there will be less affection [1262b] among them in that case than when otherwise; for such persons ought to be under subjection, that they may obey the laws, and not seek after innovations. Upon the whole, the consequences of such a law as this would be directly contrary to those things which good laws ought to establish, and which Socrates endeavoured to establish by his regulations concerning women and children: for we think that friendship is the greatest good which can happen to any city, as nothing so much prevents seditions: and amity in a city is what Socrates commends above all things, which appears to be, as indeed he says, the effect of friendship; as we learn from Aristophanes in the *Erotics*, who says, that those who love one another from the excess of that passion, desire to breathe the same soul, and from being two to be blended into one: from whence it would necessarily follow, that both or one of them must be destroyed. But now in a city which admits of this community, the tie of friendship must, from that very cause, be extremely weak, when no father can say, this is my son; or son, this is my father; for as a very little of what is sweet, being mixed with a great deal of water is imperceptible after the mixture, so must all family connections, and the names they go by, be necessarily disregarded in such a community, it being then by no means necessary that the father should have any regard for him he called a son, or the brothers for those they call brothers. There are two things which principally inspire mankind with care and love of their offspring, knowing it is their own, and what ought to be the object of their affection, neither of which can take place in this sort of community. As for exchanging the children of the artificers and husbandmen with those of the military, and theirs reciprocally with these, it will occasion great confusion in whatever manner it shall be done; for of necessity, those

who carry the children must know from whom they took and to whom they gave them; and by this means those evils which I have already mentioned will necessarily be the more likely to happen, as blows, incestuous love, murders, and the like; for those who are given from their own parents to other citizens, the military, for instance, will not call them brothers, sons, fathers, or mothers. The same thing would happen to those of the military who were placed among the other citizens; so that by this means every one would be in fear how to act in consequence of consanguinity. And thus let us determine concerning a community of wives and children.

CHAPTER V

We proceed next to consider in what manner property should be regulated in a state which is formed after the most perfect mode of government, whether it should be common or not; for this may be considered as a separate question from what had been determined concerning [1263a] wives and children; I mean, whether it is better that these should be held separate, as they now everywhere are, or that not only possessions but also the usufruct of them should be in common; or that the soil should have a particular owner, but that the produce should be brought together and used as one common stock, as some nations at present do; or on the contrary, should the soil be common, and should it also be cultivated in common, while the produce is divided amongst the individuals for their particular use, which is said to be practised by some barbarians; or shall both the soil and the fruit be common? When the business of the husbandman devolves not on the citizen, the matter is much easier settled; but when those labour together who have a common right of possession, this may occasion several difficulties; for there may not be an equal proportion between their labour and what they consume; and those who labour hard and have but a small proportion of the produce, will certainly complain of those who take a large share of it and do but little for that. Upon the whole, as a community between man and man so entire as to include everything possible, and thus to have all things that man can possess in common, is very difficult, so is it particularly so with respect to property; and this is evident from that community which takes place between those who go out to settle a colony; for they frequently have disputes with each other upon the most common occasions, and come to blows upon trifles: we find, too, that we oftenest correct those slaves who are generally employed in the common offices of the family: a community of property then has these and other inconveniences attending it.

But the manner of life which is now established, more particularly when embellished with good morals and a system of equal laws, is far superior to it, for it will have the

advantage of both; by both I mean properties being common, and divided also; for in some respects it ought to be in a manner common, but upon the whole private: for every man's attention being employed on his own particular concerns, will prevent mutual complaints against each other; nay, by this means industry will be increased, as each person will labour to improve his own private property; and it will then be, that from a principle of virtue they will mutually perform good offices to each other, according to the proverb, "All things are common amongst friends;" and in some cities there are traces of this custom to be seen, so that it is not impracticable, and particularly in those which are best governed; some things are by this means in a manner common, and others might be so; for there, every person enjoying his own private property, some things he assists his friend with, others are considered as in common; as in Lacedaemon, where they use each other's slaves, as if they were, so to speak, their own, as they do their horses and dogs, or even any provision they may want in a journey.

It is evident then that it is best to have property private, but to make the use of it common; but how the citizens are to be brought to it is the particular [1263b] business of the legislator. And also with respect to pleasure, it is unspeakable how advantageous it is, that a man should think he has something which he may call his own; for it is by no means to no purpose, that each person should have an affection for himself, for that is natural, and yet to be a self-lover is justly censured; for we mean by that, not one that simply loves himself, but one that loves himself more than he ought; in like manner we blame a money-lover, and yet both money and self is what all men love. Besides, it is very pleasing to us to oblige and assist our friends and companions, as well as those whom we are connected with by the rights of hospitality; and this cannot be done without the establishment of private property, which cannot take place with those who make a city too much one; besides, they prevent every opportunity of exercising two principal virtues, modesty and liberality. Modesty with respect to the female sex, for this virtue requires you to abstain from her who is another's; liberality, which depends upon private property, for without that no one can appear liberal, or do any generous action; for liberality consists in imparting to others what is our own.

This system of polity does indeed recommend itself by its good appearance and specious pretences to humanity; and when first proposed to any one, must give him great pleasure, as he will conclude it to be a wonderful bond of friendship, connecting all to all; particularly when any one censures the evils which are now to be found in society, as arising from properties not being common, I mean the disputes which happen between man and man, upon their different contracts with each other; those judgments which are passed in court in consequence of fraud, and perjury, and flattering the rich, none of which arise from properties being private, but from the vices of mankind. Besides, those who live in one general community, and have all things in common, oftener dispute with each other than those who have their property separate; from the very small number indeed of those who have their property in common, compared with those where it is appropriated, the instances of their quarrels are but few. It is also but

right to mention, not only the inconveniences they are preserved from who live in a communion of goods, but also the advantages they are deprived of; for when the whole comes to be considered, this manner of life will be found impracticable.

We must suppose, then, that Socrates's mistake arose from the principle he set out with being false; we admit, indeed, that both a family and a city ought to be one in some particulars, but not entirely; for there is a point beyond which if a city proceeds in reducing itself to one, it will be no longer a city.

There is also another point at which it will still continue to be a city, but it will approach so near to not being one, that it will be worse than none; as if any one should reduce the voices of those who sing in concert to one, or a verse to a foot. But the people ought to be made one, and a community, as I have already said, by education; as property at Lacedaemon, and their public tables at Crete, were made common by their legislators. But yet, whosoever shall introduce any education, and think thereby to make his city excellent and respectable, will be absurd, while he expects to form it by such regulations, and not by manners, philosophy, and laws. And whoever [1264a] would establish a government upon a community of goods, ought to know that he should consult the experience of many years, which would plainly enough inform him whether such a scheme is useful; for almost all things have already been found out, but some have been neglected, and others which have been known have not been put in practice. But this would be most evident, if any one could see such a government really established: for it would be impossible to frame such a city without dividing and separating it into its distinct parts, as public tables, wards, and tribes; so that here the laws will do nothing more than forbid the military to engage in agriculture, which is what the Lacedaemonians are at present endeavouring to do.

Nor has Socrates told us (nor is it easy to say) what plan of government should be pursued with respect to the individuals in the state where there is a community of goods established; for though the majority of his citizens will in general consist of a multitude of persons of different occupations, of those he has determined nothing; whether the property of the husbandman ought to be in common, or whether each person should have his share to himself; and also, whether their wives and children ought to be in common: for if all things are to be alike common to all, where will be the difference between them and the military, or what would they get by submitting to their government? and upon what principles would they do it, unless they should establish the wise practice of the Cretans? for they, allowing everything else to their slaves, forbid them only gymnastic exercises and the use of arms. And if they are not, but these should be in the same situation with respect to their property which they are in other cities, what sort of a community will there be? in one city there must of necessity be two, and those contrary to each other; for he makes the military the guardians of the state, and the husbandman, artisans, and others, citizens; and all those quarrels, accusations, and things of the like sort, which he says are the bane of other cities, will be found in his also: notwithstanding Socrates says they will not want many laws in consequence of

their education, but such only as may be necessary for regulating the streets, the markets, and the like, while at the same time it is the education of the military only that he has taken any care of. Besides, he makes the husbandmen masters of property upon paying a tribute; but this would be likely to make them far more troublesome and high-spirited than the Helots, the Penestise, or the slaves which others employ; nor has he ever determined whether it is necessary to give any attention to them in these particulars, nor thought of what is connected therewith, their polity, their education, their laws; besides, it is of no little consequence, nor is it easy to determine, how these should be framed so as to preserve the community of the military.

Besides, if he makes the wives common, while the property [1264b] continues separate, who shall manage the domestic concerns with the same care which the man bestows upon his fields? nor will the inconvenience be remedied by making property as well as wives common; and it is absurd to draw a comparison from the brute creation, and say, that the same principle should regulate the connection of a man and a woman which regulates theirs amongst whom there is no family association.

It is also very hazardous to settle the magistracy as Socrates has done; for he would have persons of the same rank always in office, which becomes the cause of sedition even amongst those who are of no account, but more particularly amongst those who are of a courageous and warlike disposition; it is indeed evidently necessary that he should frame his community in this manner; for that golden particle which God has mixed up in the soul of man flies not from one to the other, but always continues with the same; for he says, that some of our species have gold, and others silver, blended in their composition from the moment of their birth: but those who are to be husbandmen and artists, brass and iron; besides, though he deprives the military of happiness, he says, that the legislator ought to make all the citizens happy; but it is impossible that the whole city can be happy, without all, or the greater, or some part of it be happy. For happiness is not like that numerical equality which arises from certain numbers when added together, although neither of them may separately contain it; for happiness cannot be thus added together, but must exist in every individual, as some properties belong to every integral; and if the military are not happy, who else are so? for the artisans are not, nor the multitude of those who are employed in inferior offices. The state which Socrates has described has all these defects, and others which are not of less consequence.

CHAPTER VI

It is also nearly the same in the treatise upon Laws which was writ afterwards, for which reason it will be proper in this place to consider briefly what he has there said upon government, for Socrates has thoroughly settled but very few parts of it; as for instance, in what manner the community of wives and children ought to be regulated, how property should be established, and government conducted.

Now he divides the inhabitants into two parts, husbandmen and soldiers, and from these he select a third part who are to be senators and govern the city; but he has not said whether or no the husbandman and artificer shall have any or what share in the government, or whether they shall have arms, and join with the others in war, or not. He thinks also that the women ought to go to war, and have the same education as the soldiers; as to other particulars, he has filled his treatise with matter foreign to the purpose; and with respect to education, he has only said what that of the guards ought to be.

[1265a] As to his book of Laws, laws are the principal thing which that contains, for he has there said but little concerning government; and this government, which he was so desirous of framing in such a manner as to impart to its members a more entire community of goods than is to be found in other cities, he almost brings round again to be the same as that other government which he had first proposed; for except the community of wives and goods, he has framed both his governments alike, for the education of the citizens is to be the same in both; they are in both to live without any servile employ, and their common tables are to be the same, excepting that in that he says the women should have common tables, and that there should be a thousand men-at-arms, in this, that there should be five thousand.

All the discourses of Socrates are masterly, noble, new, and inquisitive; but that they are all true it may probably be too much to say. For now with respect to the number just spoken of, it must be acknowledged that he would want the country of Babylonia for them, or some one like it, of an immeasurable extent, to support five thousand idle persons, besides a much greater number of women and servants. Every one, it is true, may frame an hypothesis as he pleases, but yet it ought to be possible. It has been said, that a legislator should have two things in view when he frames his laws, the country and the people. He will also do well, if he has some regard to the neighbouring states, if he intends that his community should maintain any political intercourse with them, for it is not only necessary that they should understand that practice of war which is adapted to their own country, but to others also; for admitting that any one chooses not this life either in public or private, yet there is not the less occasion for their being formidable to their enemies, not only when they invade their country, but also when they retire out of it.

It may also be considered whether the quantity of each person's property may not be settled in a different manner from what he has done it in, by making it more determinate; for he says, that every one ought to have enough whereon to live moderately, as if any

one had said to live well, which is the most comprehensive expression. Besides, a man may live moderately and miserably at the same time; he had therefore better have proposed, that they should live both moderately and liberally; for unless these two conspire, luxury will come in on the one hand, or wretchedness on the other, since these two modes of living are the only ones applicable to the employment of our substance; for we cannot say with respect to a man's fortune, that he is mild or courageous, but we may say that he is prudent and liberal, which are the only qualities connected therewith.

It is also absurd to render property equal, and not to provide for the increasing number of the citizens; but to leave that circumstance uncertain, as if it would regulate itself according to the number of women who [1265b] should happen to be childless, let that be what it would because this seems to take place in other cities; but the case would not be the same in such a state which he proposes and those which now actually unite; for in these no one actually wants, as the property is divided amongst the whole community, be their numbers what they will; but as it could not then be divided, the supernumeraries, whether they were many or few, would have nothing at all. But it is more necessary than even to regulate property, to take care that the increase of the people should not exceed a certain number; and in determining that, to take into consideration those children who will die, and also those women who will be barren; and to neglect this, as is done in several cities, is to bring certain poverty on the citizens; and poverty is the cause of sedition and evil. Now Phidon the Corinthian, one of the oldest legislators, thought the families and the number of the citizens should continue the same; although it should happen that all should have allotments at the first, disproportionate to their numbers.

In Plato's Laws it is however different; we shall mention hereafter what we think would be best in these particulars. He has also neglected in that treatise to point out how the governors are to be distinguished from the governed; for he says, that as of one sort of wool the warp ought to be made, and of another the woof, so ought some to govern, and others to be governed. But since he admits, that all their property may be increased fivefold, why should he not allow the same increase to the country? he ought also to consider whether his allotment of the houses will be useful to the community, for he appoints two houses to each person, separate from each other; but it is inconvenient for a person to inhabit two houses. Now he is desirous to have his whole plan of government neither a democracy nor an oligarchy, but something between both, which he calls a polity, for it is to be composed of men-at-arms. If Plato intended to frame a state in which more than in any other everything should be common, he has certainly given it a right name; but if he intended it to be the next in perfection to that which he had already framed, it is not so; for perhaps some persons will give the preference to the Lacedaemonian form of government, or some other which may more completely have attained to the aristocratic form.

Some persons say, that the most perfect government should be composed of all others blended together, for which reason they commend that of Lacedaemon; for they say,

that this is composed of an oligarchy, a monarchy, and a democracy, their kings representing the monarchical part, the senate the oligarchical; and, that in the ephori may be found the democratical, as these are taken from the people. But some say, that in the ephori is absolute power, and that it is their common meal and daily course of life, in which the democratical form is represented. It is also said in this treatise of [1266a] Laws, that the best form of government must, be one composed of a democracy and a tyranny; though such a mixture no one else would ever allow to be any government at all, or if it is, the worst possible; those propose what is much better who blend many governments together; for the most perfect is that which is formed of many parts. But now in this government of Plato's there are no traces of a monarchy, only of an oligarchy and democracy; though he seems to choose that it should rather incline to an oligarchy, as is evident from the appointment of the magistrates; for to choose them by lot is common to both; but that a man of fortune must necessarily be a member of the assembly, or to elect the magistrates, or take part in the management of public affairs, while others are passed over, makes the state incline to an oligarchy; as does the endeavouring that the greater part of the rich may be in office, and that the rank of their appointments may correspond with their fortunes.

The same principle prevails also in the choice of their senate; the manner of electing which is favourable also to an oligarchy; for all are obliged to vote for those who are senators of the first class, afterwards they vote for the same number out of the second, and then out of the third; but this compulsion to vote at the election of senators does not extend to the third and fourth classes and the first and second class only are obliged to vote for the fourth. By this means he says he shall necessarily have an equal number of each rank, but he is mistaken—for the majority will always consist of those of the first rank, and the most considerable people; and for this reason, that many of the commonalty not being obliged to it, will not attend the elections. From hence it is evident, that such a state will not consist of a democracy and a monarchy, and this will be further proved by what we shall say when we come particularly to consider this form of government.

There will also great danger arise from the manner of electing the senate, when those who are elected themselves are afterwards to elect others; for by this means, if a certain number choose to combine together, though not very considerable, the election will always fall according to their pleasure. Such are the things which Plato proposes concerning government in his book of Laws.

CHAPTER VII

There are also some other forms of government, which have been proposed either by private persons, or philosophers, or politicians, all of which come much nearer to those which have been really established, or now exist, than these two of Plato's; for neither have they introduced the innovation of a community of wives and children, and public tables for the women, but have been contented to set out with establishing such rules as are absolutely necessary.

There are some persons who think, that the first object of government should be to regulate well everything relating to private property; for they say, that a neglect herein is the source of all seditions whatsoever. For this reason, Phaleas the Chalcedonian first proposed, that the fortunes of the citizens should be equal, which he thought was not difficult to accomplish when a community was first settled, but that it was a work of greater difficulty in one that had been long established; but yet that it might be effected, and an equality of circumstances introduced by these means, that the rich should give marriage portions, but never receive any, while the poor should always receive, but never give.

But Plato, in his treatise of Laws, thinks that a difference in circumstances should be permitted to a certain degree; but that no citizen should be allowed to possess more than five times as much as the lowest census, as we have already mentioned. But legislators who would establish this principle are apt to overlook what they ought to consider; that while they regulate the quantity of provisions which each individual shall possess, they ought also to regulate the number of his children; for if these exceed the allotted quantity of provision, the law must necessarily be repealed; and yet, in spite of the repeal, it will have the bad effect of reducing many from wealth to poverty, so difficult is it for innovators not to fall into such mistakes. That an equality of goods was in some degree serviceable to strengthen the bands of society, seems to have been known to some of the ancients; for Solon made a law, as did some others also, to restrain persons from possessing as much land as they pleased. And upon the same principle there are laws which forbid men to sell their property, as among the Locrians, unless they can prove that some notorious misfortune has befallen them. They were also to preserve their ancient patrimony, which custom being broken through by the Leucadians, made their government too democratic; for by that means it was no longer necessary to be possessed of a certain fortune to be qualified to be a magistrate. But if an equality of goods is established, this may be either too much, when it enables the people to live luxuriously, or too little, when it obliges them to live hard. Hence it is evident, that it is not proper for the legislator to establish an equality of circumstances, but to fix a proper medium. Besides, if any one should regulate the division of property in such a manner that there should be a moderate sufficiency for all, it would be of no use; for it is of more consequence that the citizen should entertain a similarity of sentiments than an equality of circumstances; but this can never be attained unless they are properly educated under the direction of the law. But probably Phaleas may say, that this in what he himself mentions; for he both proposes a equality of property and one plan of

education in his city. But he should have said particularly what education he intended, nor is it of any service to have this to much one; for this education may be one, and yet such as will make the citizens over-greedy, to grasp after honours, or riches, or both. Besides, not only an inequality of possessions, but also of honours, will occasion [1267a] seditions, but this upon contrary grounds; for the vulgar will be seditious if there be an inequality of goods, by those of more elevated sentiments, if there is an equality of honours.

"When good and bad do equal honours share."

For men are not guilty of crimes for necessities only (for which he thinks an equality of goods would be a sufficient remedy, as they would then have no occasion to steal cold or hunger), but that they may enjoy what they desire, and not wish for it in vain; for if their desire extend beyond the common necessities of life, they were be wicked to gratify them; and not only so, but if their wishes point that way, they will do the same to enjoy those pleasures which are free from the alloy of pain. What remedy then shall we find for these three disorders. And first, to prevent stealing from necessity, let every one be supplied with a moderate subsistence, which may make the addition of his own industry necessary; second to prevent stealing to procure the luxuries of life, temperance be enjoined; and thirdly, let those who wish for pleasure in itself seek for it only in philosophy, all others want the assistance of men.

Since then men are guilty of the greatest crimes from ambition, and not from necessity, no one, for instance aims at being a tyrant to keep him from the cold, hence great honour is due to him who kills not a thief, but tyrant; so that polity which Phaleas establishes would only be salutary to prevent little crimes. He has also been very desirous to establish such rules as will conduce to perfect the internal policy of his state, and he ought also to have done the same with respect to its neighbours and all foreign nations; for the considerations of the military establishment should take place in planning every government, that it may not be unprovided in case of a war, of which he has said nothing; so also with respect to property, it ought not only to be adapted to the exigencies of the state, but also to such dangers as may arise from without.

Thus it should not be so much as to tempt those who are near, and more powerful to invade it, while those who possess it are not able to drive out the invaders, nor so little as that the state should not be able to go to war with those who are quite equal to itself, and of this he has determined nothing; it must indeed be allowed that it is advantageous to a community to be rather rich than poor; probably the proper boundary is this, not to possess enough to make it worth while for a more powerful neighbour to attack you, any more than he would those who had not so much as yourself; thus when Autophradatus proposed to besiege Atarneus, Eubulus advised him to consider what time it would require to take the city, and then would have him determine whether it would answer, for that he should choose, if it would even take less than he proposed, to quit the place; his saying this made Autophradatus reflect upon the business and give over the siege. There is, indeed, some advantage in an equality of goods amongst the

citizens to prevent seditions; and yet, to say truth, no very great one; for men of great abilities will stomach their being put upon a level with the rest of the community. For which reason they will very often appear ready for every commotion and sedition; for the wickedness of mankind is insatiable. For though at first two oboli might be sufficient, yet when once it is become customary, they continually want something more, until they set no limits to their expectations; for it is the nature of our desires to be boundless, and many live only to gratify them. But for this purpose the first object is, not so much to establish an equality of fortune, as to prevent those who are of a good disposition from desiring more than their own, and those who are of a bad one from being able to acquire it; and this may be done if they are kept in an inferior station, and not exposed to injustice. Nor has he treated well the equality of goods, for he has extended his regulation only to land; whereas a man's substance consists not only in this, but also in slaves, cattle, money, and all that variety of things which fall under the name of chattels; now there must be either an equality established in all these, or some certain rule, or they must be left entirely at large. It appears too by his laws, that he intends to establish only a small state, as all the artificers are to belong to the public, and add nothing to the complement of citizens; but if all those who are to be employed in public works are to be the slaves of the public, it should be done in the same manner as it is at Epidamnum, and as Diophantus formerly regulated it at Athens. From these particulars any one may nearly judge whether Phaleas's community is well or ill established.

CHAPTER VIII

Hippodamus, the son of Euruphon a Milesian, contrived the art of laying out towns, and separated the Pireus. This man was in other respects too eager after notice, and seemed to many to live in a very affected manner, with his flowing locks and his expensive ornaments, and a coarse warm vest which he wore, not only in the winter, but also in the hot weather. As he was very desirous of the character of a universal scholar, he was the first who, not being actually engaged in the management of public affairs, sat himself to inquire what sort of government was best; and he planned a state, consisting of ten thousand persons, divided into three parts, one consisting of artisans, another of husbandmen, and the third of soldiers; he also divided the lands into three parts, and allotted one to sacred purposes, another to the public, and the third to individuals. The first of these was to supply what was necessary for the established worship of the gods; the second was to be allotted to the support of the soldiery; and

the third was to be the property of the husbandman. He thought also that there need only be three sorts of laws, corresponding to the three sorts of actions which can be brought, namely, for assault, trespasses, or death. He ordered also that there should be a particular court of appeal, into which all causes might be removed which were supposed to have been unjustly determined elsewhere; which court should be composed of old men chosen for that purpose. He thought also [1268a] that they should not pass sentence by votes; but that every one should bring with him a tablet, on which he should write, that he found the party guilty, if it was so, but if not, he should bring a plain tablet; but if he acquitted him of one part of the indictment but not of the other, he should express that also on the tablet; for he disapproved of that general custom already established, as it obliges the judges to be guilty of perjury if they determined positively either on the one side or the other. He also made a law, that those should be rewarded who found out anything for the good of the city, and that the children of those who fell in battle should be educated at the public expense; which law had never been proposed by any other legislator, though it is at present in use at Athens as well as in other cities, he would have the magistrates chosen out of the people in general, by whom he meant the three parts before spoken of; and that those who were so elected should be the particular guardians of what belonged to the public, to strangers, and to orphans.

These are the principal parts and most worthy of notice in Hippodamus's plan. But some persons might doubt the propriety of his division of the citizens into three parts; for the artisans, the husbandmen, and the soldiers are to compose one community, where the husbandmen are to have no arms, and the artisans neither arms nor land, which would in a manner render them slaves to the soldiery. It is also impossible that the whole community should partake of all the honourable employments in it—for the generals and the guardians of the state must necessarily be appointed out of the soldiery, and indeed the most honourable magistrates; but as the two other parts will not have their share in the government, how can they be expected to have any affection for it? But it is necessary that the soldiery should be superior to the other two parts, and this superiority will not be easily gained without they are very numerous; and if they are so, why should the community consist of any other members? why should any others have a right to elect the magistrates? Besides, of what use are the husbandmen to this community? Artisans, 'tis true, are necessary, for these every city wants, and they can live upon their business. If the husbandmen indeed furnished the soldiers with provisions, they would be properly part of the community; but these are supposed to have their private property, and to cultivate it for their own use. Moreover, if the soldiers themselves are to cultivate that common land which is appropriated for their support, there will be no distinction between the soldier and the husbandman, which the legislator intended there should be; and if there should be any others who are to cultivate the private property of the husbandman and the common lands of the military, there will be a fourth order in the state which will have no share in it, and always entertain hostile sentiments towards it. If any one should propose that the same persons should cultivate

their own lands and the public ones also, then there would be a deficiency [1268b] of provisions to supply two families, as the lands would not immediately yield enough for themselves and the soldiers also; and all these things would occasion great confusion.

Nor do I approve of his method of determining causes, when he would have the judge split the case which comes simply before him; and thus, instead of being a judge, become an arbitrator. Now when any matter is brought to arbitration, it is customary for many persons to confer together upon the business that is before them; but when a cause is brought before judges it is not so; and many legislators take care that the judges shall not have it in their power to communicate their sentiments to each other. Besides, what can prevent confusion on the bench when one judge thinks a fine should be different from what another has set it at; one proposing twenty minae, another ten, or be it more or less, another four, and another five; and it is evident, that in this manner they will differ from each other, while some will give the whole damages sued for, and others nothing; in this situation, how shall their determinations be settled? Besides, a judge cannot be obliged to perjure himself who simply acquits or condemns, if the action is fairly and justly brought; for he who acquits the party does not say that he ought not to pay any fine at all, but that he ought not to pay a fine of twenty minae. But he that condemns him is guilty of perjury if he sentences him to pay twenty minae while he believes the damages ought not to be so much.

Now with respect to these honours which he proposes to bestow on those who can give any information useful to the community, this, though very pleasing in speculation, is what the legislator should not settle, for it would encourage informers, and probably occasion commotions in the state. And this proposal of his gives rise also to further conjectures and inquiries; for some persons have doubted whether it is useful or hurtful to alter the established law of any country, if even for the better; for which reason one cannot immediately determine upon what he here says, whether it is advantageous to alter the law or not. We know, indeed, that it is possible to propose to new model both the laws and government as a common good; and since we have mentioned this subject, it may be very proper to enter into a few particulars concerning it, for it contains some difficulties, as I have already said, and it may appear better to alter them, since it has been found useful in other sciences.

Thus the science of physic is extended beyond its ancient bounds; so is the gymnastic, and indeed all other arts and powers; so that one may lay it down for certain that the same thing will necessarily hold good in the art of government. And it may also be affirmed, that experience itself gives a proof of this; for the ancient laws are too simple and barbarous; which allowed the Greeks to wear swords in the city, and to buy their wives of each [1269a]. other. And indeed all the remains of old laws which we have are very simple; for instance, a law in Cuma relative to murder. If any person who prosecutes another for murder can produce a certain number of witnesses to it of his own relations, the accused person shall be held guilty. Upon the whole, all persons ought to endeavour to follow what is right, and not what is established; and it is probable

that the first men, whether they sprung out of the earth, or were saved from some general calamity, had very little understanding or knowledge, as is affirmed of these aborigines; so that it would be absurd to continue in the practice of their rules. Nor is it, moreover, right to permit written laws always to remain without alteration; for as in all other sciences, so in politics, it is impossible to express everything in writing with perfect exactness; for when we commit anything to writing we must use general terms, but in every action there is something particular to itself, which these may not comprehend; from whence it is evident, that certain laws will at certain times admit of alterations. But if we consider this matter in another point of view, it will appear to require great caution; for when the advantage proposed is trifling, as the accustoming the people easily to abolish their laws is of bad consequence, it is evidently better to pass over some faults which either the legislator or the magistrates may have committed; for the alterations will not be of so much service as a habit of disobeying the magistrates will be of disservice. Besides, the instance brought from the arts is fallacious; for it is not the same thing to alter the one as the other. For a law derives all its strength from custom, and this requires long time to establish; so that, to make it an easy matter to pass from the established laws to other new ones, is to weaken the power of laws. Besides, here is another question; if the laws are to be altered, are they all to be altered, and in every government or not, and whether at the pleasure of one person or many? all which particulars will make a great difference; for which reason we will at present drop the inquiry, to pursue it at some other time.

CHAPTER IX

There are two considerations which offer themselves with respect to the government established at Lacedaemon and Crete, and indeed in almost all other states whatsoever; one is whether their laws do or do not promote the best establishment possible? the other is whether there is anything, if we consider either the principles upon which it is founded or the executive part of it, which prevents the form of government that they had proposed to follow from being observed; now it is allowed that in every well-regulated state the members of it should be free from servile labour; but in what manner this shall be effected is not so easy to determine; for the Penestse have very often attacked the Thessalians, and the Helots the Lacedaemonians, for they in a manner continually watch an opportunity for some misfortune befalling them. But no such thing has ever happened to the Cretans; the [1269b] reason for which probably is, that although they are engaged in frequent wars with the neighbouring cities, yet none of these would enter into an alliance with the revoltors, as it would be disadvantageous for

them, who themselves also have their villains. But now there is perpetual enmity between the Lacedaemonians and all their neighbours, the Argives, the Messenians, and the Arcadians. Their slaves also first revolted from the Thessalians while they were engaged in wars with their neighbours the Achaeans, the Perrabeans, and the Magnesians. It seems to me indeed, if nothing else, yet something very troublesome to keep upon proper terms with them; for if you are remiss in your discipline they grow insolent, and think themselves upon an equality with their masters; and if they are hardly used they are continually plotting against you and hate you. It is evident, then, that those who employ slaves have not as yet hit upon the right way of managing them.

As to the indulging of women in any particular liberties, it is hurtful to the end of government and the prosperity of the city; for as a man and his wife are the two parts of a family, if we suppose a city to be divided into two parts, we must allow that the number of men and women will be equal.

In whatever city then the women are not under good regulations, we must look upon one half of it as not under the restraint of law, as it there happened; for the legislator, desiring to make his whole city a collection of warriors with respect to the men, he most evidently accomplished his design; but in the meantime the women were quite neglected, for they live without restraint in every improper indulgence and luxury. So that in such a state riches will necessarily be in general esteem, particularly if the men are governed by their wives, which has been the case with many a brave and warlike people except the Celts, and those other nations, if there are any such, who openly practise pederasty. And the first mythologists seem not improperly to have joined Mars and Venus together; for all nations of this character are greatly addicted either to the love of women or of boys, for which reason it was thus at Lacedaemon; and many things in their state were done by the authority of the women. For what is the difference, if the power is in the hands of the women, or in the hands of those whom they themselves govern? it must turn to the same account. As this boldness of the women can be of no use in any common occurrences, if it was ever so, it must be in war; but even here we find that the Lacedaemonian women were of the greatest disservice, as was proved at the time of the Theban invasion, when they were of no use at all, as they are in other cities, but made more disturbance than even the enemy.

The origin of this indulgence which the Lacedaemonian women enjoy is easily accounted for, from the long time the men were absent from home upon foreign expeditions [1270a] against the Argives, and afterwards the Arcadians and Messenians, so that, when these wars were at an end, their military life, in which there is no little virtue, prepared them to obey the precepts of their law-giver; but we are told, that when Lycurgus endeavoured also to reduce the women to an obedience to his laws, upon their refusal he declined it. It may indeed be said that the women were the causes of these things, and of course all the fault was theirs. But we are not now considering where the fault lies, or where it does not lie, but what is right and what is wrong; and when the manners of the women are not well regulated, as I have already said, it must not only

occasion faults which are disgraceful to the state, but also increase the love of money. In the next place, fault may be found with his unequal division of property, for some will have far too much, others too little; by which means the land will come into few hands, which business is badly regulated by his laws. For he made it infamous for any one either to buy or sell their possessions, in which he did right; but he permitted any one that chose it to give them away, or bequeath them, although nearly the same consequences will arise from one practice as from the other. It is supposed that near two parts in five of the whole country is the property of women, owing to their being so often sole heirs, and having such large fortunes in marriage; though it would be better to allow them none, or a little, or a certain regulated proportion. Now every one is permitted to make a woman his heir if he pleases; and if he dies intestate, he who succeeds as heir at law gives it to whom he pleases. From whence it happens that although the country is able to support fifteen hundred horse and thirty thousand foot, the number does not amount to one thousand.

And from these facts it is evident, that this particular is badly regulated; for the city could not support one shock, but was ruined for want of men. They say, that during the reigns of their ancient kings they used to present foreigners with the freedom of their city, to prevent there being a want of men while they carried on long wars; it is also affirmed that the number of Spartans was formerly ten thousand; but be that as it will, an equality of property conduces much to increase the number of the people. The law, too, which he made to encourage population was by no means calculated to correct this inequality; for being willing that the Spartans should be as numerous as [1270b] possible, to make them desirous of having large families he ordered that he who had three children should be excused the night-watch, and that he who had four should pay no taxes: though it is very evident, that while the land was divided in this manner, that if the people increased there must many of them be very poor.

Nor was he less blamable for the manner in which he constituted the ephori; for these magistrates take cognisance of things of the last importance, and yet they are chosen out of the people in general; so that it often happens that a very poor person is elected to that office, who, from that circumstance, is easily bought. There have been many instances of this formerly, as well as in the late affair at Andros. And these men, being corrupted with money, went as far as they could to ruin the city: and, because their power was too great and nearly tyrannical, their kings were obliged to natter them, which contributed greatly to hurt the state; so that it altered from an aristocracy to a democracy. This magistracy is indeed the great support of the state; for the people are easy, knowing that they are eligible to the first office in it; so that, whether it took place by the intention of the legislator, or whether it happened by chance, this is of great service to their affairs; for it is necessary that every member of the state should endeavour that each part of the government should be preserved, and continue the same. And upon this principle their kings have always acted, out of regard to their honour; the wise and good from their attachment to the senate, a seat wherein they consider as the

reward of virtue; and the common people, that they may support the ephori, of whom they consist. And it is proper that these magistrates should be chosen out of the whole community, not as the custom is at present, which is very ridiculous. The ephori are the supreme judges in causes of the last consequence; but as it is quite accidental what sort of persons they may be, it is not right that they should determine according to their own opinion, but by a written law or established custom. Their way of life also is not consistent with the manners of the city, for it is too indulgent; whereas that of others is too severe; so that they cannot support it, but are obliged privately to act contrary to law, that they may enjoy some of the pleasures of sense. There are also great defects in the institution of their senators. If indeed they were fitly trained to the practice of every human virtue, every one would readily admit that they would be useful to the government; but still it might be debated whether they should be continued judges for life, to determine points of the greatest moment, since the mind has its old age as well as the body; but as they are so brought up, [1271a] that even the legislator could not depend upon them as good men, their power must be inconsistent with the safety of the state: for it is known that the members of that body have been guilty both of bribery and partiality in many public affairs; for which reason it had been much better if they had been made answerable for their conduct, which they are not. But it may be said the ephori seem to have a check upon all the magistrates. They have indeed in this particular very great power; but I affirm that they should not be entrusted with this control in the manner they are. Moreover, the mode of choice which they make use of at the election of their senators is very childish. Nor is it right for any one to solicit for a place he is desirous of; for every person, whether he chooses it or not, ought to execute any office he is fit for. But his intention was evidently the same in this as in the other parts of his government. For making his citizens ambitious after honours, with men of that disposition he has filled his senate, since no others will solicit for that office; and yet the principal part of those crimes which men are deliberately guilty of arise from ambition and avarice.

We will inquire at another time whether the office of a king is useful to the state: thus much is certain, that they should be chosen from a consideration of their conduct and not as they are now. But that the legislator himself did not expect to make all his citizens honourable and completely virtuous is evident from this, that he distrusts them as not being good men; for he sent those upon the same embassy that were at variance with each other; and thought, that in the dispute of the kings the safety of the state consisted. Neither were their common meals at first well established: for these should rather have been provided at the public expense, as at Crete, where, as at Lacedaemon, every one was obliged to buy his portion, although he might be very poor, and could by no means bear the expense, by which means the contrary happened to what the legislator desired: for he intended that those public meals should strengthen the democratic part of his government: but this regulation had quite the contrary effect, for those who were very poor could not take part in them; and it was an observation of their forefathers, that the

not allowing those who could not contribute their proportion to the common tables to partake of them, would be the ruin of the state. Other persons have censured his laws concerning naval affairs, and not without reason, as it gave rise to disputes. For the commander of the fleet is in a manner set up in opposition to the kings, who are generals of the army for life.

[1271b] There is also another defect in his laws worthy of censure, which Plato has given in his book of Laws; that the whole constitution was calculated only for the business of war: it is indeed excellent to make them conquerors; for which reason the preservation of the state depended thereon. The destruction of it commenced with their victories: for they knew not how to be idle, or engage in any other employment than war. In this particular also they were mistaken, that though they rightly thought, that those things which are the objects of contention amongst mankind are better procured by virtue than vice, yet they wrongfully preferred the things themselves to virtue. Nor was the public revenue well managed at Sparta, for the state was worth nothing while they were obliged to carry on the most extensive wars, and the subsidies were very badly raised; for as the Spartans possessed a large extent of country, they were not exact upon each other as to what they paid in. And thus an event contrary to the legislator's intention took place; for the state was poor, the individuals avaricious. Enough of the Lacedaemonian government; for these seem the chief defects in it.

CHAPTER X

The government of Crete bears a near resemblance to this, in some few particulars it is not worse, but in general it is far inferior in its contrivance. For it appears and is allowed in many particulars the constitution of Lacedaemon was formed in imitation of that of Crete; and in general most new things are an improvement upon the old. For they say, that when Lycurgus ceased to be guardian to King Charilles he went abroad and spent a long time with his relations in Crete, for the Lycians are a colony of the Lacedaemonians; and those who first settled there adopted that body of laws which they found already established by the inhabitants; in like manner also those who now live near them have the very laws which Minos first drew up.

This island seems formed by nature to be the mistress of Greece, for it is entirely surrounded by a navigable ocean which washes almost all the maritime parts of that country, and is not far distant on the one side from Peloponnesus, on the other, which looks towards Asia, from Triopium and Rhodes. By means of this situation Minos acquired the empire of the sea and the islands; some of which he subdued, in others planted colonies: at last he died at Camicus while he was attacking Sicily. There is this

analogy between the customs of the Lacedaemonians and the Cretans, the Helots cultivate the grounds [1272a] for the one, the domestic slaves for the other. Both states have their common meals, and the Lacedaemonians called these formerly not *psiditia* but *andpia*, as the Cretans do; which proves from whence the custom arose. In this particular their governments are also alike: the ephori have the same power with those of Crete, who are called *kosmoi*; with this difference only, that the number of the one is five, of the other ten. The senators are the same as those whom the Cretans call the council. There was formerly also a kingly power in Crete; but it was afterwards dissolved, and the command of their armies was given to the *kosmoi*. Every one also has a vote in their public assembly; but this has only the power of confirming what has already passed the council and the *kosmoi*.

The Cretans conducted their public meals better than the Lacedaemonians, for at Lacedaemon each individual was obliged to furnish what was assessed upon him; which if he could not do, there was a law which deprived him of the rights of a citizen, as has been already mentioned: but in Crete they were furnished by the community; for all the corn and cattle, taxes and contributions, which the domestic slaves were obliged to furnish, were divided into parts and allotted to the gods, the exigencies of the state, and these public meals; so that all the men, women, and children were maintained from a common stock. The legislator gave great attention to encourage a habit of eating sparingly, as very useful to the citizens. He also endeavoured, that his community might not be too populous, to lessen the connection with women, by introducing the love of boys: whether in this he did well or ill we shall have some other opportunity of considering. But that the public meals were better ordered at Crete than at Lacedaemon is very evident.

The institution of the *kosmoi*, was still worse than that of the ephori: for it contained all the faults incident to that magistracy and some peculiar to itself; for in both cases it is uncertain who will be elected: but the Lacedaemonians have this advantage which the others have not, that as all are eligible, the whole community have a share in the highest honours, and therefore all desire to preserve the state: whereas among the Cretans the *kosmoi* are not chosen out of the people in general, but out of some certain families, and the senate out of the *kosmoi*. And the same observations which may be made on the senate at Lacedaemon may be applied to these; for their being under no control, and their continuing for life, is an honour greater than they merit; and to have their proceedings not regulated by a written law, but left to their own discretion, is dangerous. (As to there being no insurrections, although the people share not in the management of public affairs, this is no proof of a well-constituted government, as the *kosmoi* have no opportunity of being bribed like the ephori, as they live in an [1272b] island far from those who would corrupt them.) But the method they take to correct that fault is absurd, impolitic, and tyrannical: for very often either their fellow-magistrates or some private persons conspire together and turn out the *kosmoi*. They are also permitted to resign their office before their time is elapsed, and if all this was done

by law it would be well, and not at the pleasure of the individuals, which is a bad rule to follow. But what is worst of all is, that general confusion which those who are in power introduce to impede the ordinary course of justice; which sufficiently shows what is the nature of the government, or rather lawless force: for it is usual with the principal persons amongst them to collect together some of the common people and their friends, and then revolt and set up for themselves, and come to blows with each other. And what is the difference, if a state is dissolved at once by such violent means, or if it gradually so alters in process of time as to be no longer the same constitution? A state like this would ever be exposed to the invasions of those who were powerful and inclined to attack it; but, as has been already mentioned, its situation preserves it, as it is free from the inroads of foreigners; and for this reason the family slaves still remain quiet at Crete, while the Helots are perpetually revolting: for the Cretans take no part in foreign affairs, and it is but lately that any foreign troops have made an attack upon the island; and their ravages soon proved the ineffectualness of their laws. And thus much for the government of Crete.

CHAPTER XI

The government of Carthage seems well established, and in many respects superior to others; in some particulars it bears a near resemblance to the Lacedaemonians; and indeed these three states, the Cretans, the Lacedaemonians and the Carthaginians are in some things very like each other, in others they differ greatly. Amongst many excellent constitutions this may show how well their government is framed, that although the people are admitted to a share in the administration, the form of it remains unaltered, without any popular insurrections, worth notice, on the one hand, or degenerating into a tyranny on the other. Now the Carthaginians have these things in common with the Lacedaemonians: public tables for those who are connected together by the tie of mutual friendship, after the manner of their Phiditia; they have also a magistracy, consisting of an hundred and four persons, similar to the ephori, or rather selected with more judgment; for amongst the Lacedaemonians, all the citizens are eligible, but amongst the Carthaginians, they are chosen out of those of the better sort: there is also some analogy between the king and the senate in both these governments, though the Carthaginian method of appointing their kings is best, for they do not confine themselves to one family; nor do they permit the election to be at large, nor have they any regard to seniority; for if amongst the candidates there are any of greater merit than the rest, these they prefer to those who may be older; for as their power is very extensive, if they are [1273a] persons of no account, they may be very hurtful to the

state, as they have always been to the Lacedaemonians; also the greater part of those things which become reprehensible by their excess are common to all those governments which we have described.

Now of those principles on which the Carthaginians have established their mixed form of government, composed of an aristocracy and democracy, some incline to produce a democracy, others an oligarchy: for instance, if the kings and the senate are unanimous upon any point in debate, they can choose whether they will bring it before the people or no; but if they disagree, it is to these they must appeal, who are not only to hear what has been approved of by the senate, but are finally to determine upon it; and whosoever chooses it, has a right to speak against any matter whatsoever that may be proposed, which is not permitted in other cases. The five, who elect each other, have very great and extensive powers; and these choose the hundred, who are magistrates of the highest rank: their power also continues longer than any other magistrates, for it commences before they come into office, and is prolonged after they are out of it; and in this particular the state inclines to an oligarchy: but as they are not elected by lot, but by suffrage, and are not permitted to take money, they are the greatest supporters imaginable of an aristocracy.

The determining all causes by the same magistrates, and not orae in one court and another in another, as at Lacedaemon, has the same influence. The constitution of Carthage is now shifting from an aristocracy to an oligarchy, in consequence of an opinion which is favourably entertained by many, who think that the magistrates in the community ought not to be persons of family only, but of fortune also; as it is impossible for those who are in bad circumstances to support the dignity of their office, or to be at leisure to apply to public business. As choosing men of fortune to be magistrates make a state incline to an oligarchy, and men of abilities to an aristocracy, so is there a third method of proceeding which took place in the polity of Carthage; for they have an eye to these two particulars when they elect their officers, particularly those of the highest rank, their kings and their generals. It must be admitted, that it was a great fault in their legislator not to guard against the constitution's degenerating from an aristocracy; for this is a most necessary thing to provide for at first, that those citizens who have the best abilities should never be obliged to do anything unworthy their character, but be always at leisure to serve the public, not only when in office, but also when private persons; for if once you are obliged to look among the wealthy, that you may have men at leisure to serve you, your greatest offices, of king and general, will soon become venal; in consequence of which, riches will be more honourable than virtue and a love of money be the ruling principle in the city-for what those who have the chief power regard as honourable will necessarily be the object which the [1273b] citizens in general will aim at; and where the first honours are not paid to virtue, there the aristocratic form of government cannot flourish: for it is reasonable to conclude, that those who bought their places should generally make an advantage of what they laid out their money for; as it is absurd to suppose, that if a man of probity who is poor should be desirous of

gaining something, a bad man should not endeavour to do the same, especially to reimburse himself; for which reason the magistracy should be formed of those who are most able to support an aristocracy. It would have been better for the legislature to have passed over the poverty of men of merit, and only to have taken care to have ensured them sufficient leisure, when in office, to attend to public affairs.

It seems also improper, that one person should execute several offices, which was approved of at Carthage; for one business is best done by one person; and it is the duty of the legislator to look to this, and not make the same person a musician and a shoemaker: so that where the state is not small it is more politic and more popular to admit many persons to have a share in the government; for, as I just now said, it is not only more usual, but everything is better and sooner done, when one thing only is allotted to one person: and this is evident both in the army and navy, where almost every one, in his turn, both commands and is under command. But as their government inclines to an oligarchy, they avoid the ill effects of it by always appointing some of the popular party to the government of cities to make their fortunes. Thus they consult this fault in their constitution and render it stable; but this is depending on chance; whereas the legislator ought to frame his government, that there be no room for insurrections. But now, if there should be any general calamity, and the people should revolt from their rulers, there is no remedy for reducing them to obedience by the laws. And these are the particulars of the Lacedaemonian, the Cretan, and the Carthaginian governments which seem worthy of commendation.

CHAPTER XII

Some of those persons who have written upon government had never any share in public affairs, but always led a private life. Everything worthy of notice in their works we have already spoke to. Others were legislators, some in their own cities, others were employed in regulating the governments of foreign states. Some of them only composed a body of laws; others formed the constitution also, as Lycurgus; and Solon, who did both. The Lacedaemonians have been already mentioned. Some persons think that Solon was an excellent legislator, who could dissolve a pure oligarchy, and save the people from that slavery which hung over them, and establish the ancient democratic form of government in his country; wherein every part of it was so framed as to be well adapted to the whole. In the senate of Areopagus an oligarchy was preserved; by the manner of electing their [1274a] magistrates, an aristocracy; and in their courts of justice, a democracy.

Solon seems not to have altered the established form of government, either with respect to the senate or the mode of electing their magistrates; but to have raised the people to great consideration in the state by allotting the supreme judicial department to them; and for this some persons blame him, as having done what would soon overturn that balance of power he intended to establish; for by trying all causes whatsoever before the people, who were chosen by lot to determine them, it was necessary to flatter a tyrannical populace who had got this power; which contributed to bring the government to that pure democracy it now is.

Both Ephialtes and Pericles abridged the power of the Areopagites, the latter of whom introduced the method of paying those who attended the courts of justice: and thus every one who aimed at being popular proceeded increasing the power of the people to what we now see it. But it is evident that this was not Solon's intention, but that it arose from accident; for the people being the cause of the naval victory over the Medes, assumed greatly upon it, and enlisted themselves under factious demagogues, although opposed by the better part of the citizens. He thought it indeed most necessary to entrust the people with the choice of their magistrates and the power of calling them to account; for without that they must have been slaves and enemies to the other citizens: but he ordered them to elect those only who were persons of good account and property, either out of those who were worth five hundred medimns, or those who were called xeugitai, or those of the third census, who were called horsemen.

As for those of the fourth, which consisted of mechanics, they were incapable of any office. Zaleucus was the legislator of the Western Locrians, as was Charondas, the Catanean, of his own cities, and those also in Italy and Sicily which belonged to the Calcidians. Some persons endeavour to prove that Onomacritus, the Locrian, was the first person of note who drew up laws; and that he employed himself in that business while he was at Crete, where he continued some time to learn the prophetic art: and they say, that Thales was his companion; and that Lycurgus and Zaleucus were the scholars of Thales, and Charondas of Zaleucus; but those who advance this, advance what is repugnant to chronology. Philolaus also, of the family of the Bacchiades, was a Theban legislator. This man was very fond of Diocles, a victor in the Olympic games, and when he left his country from a disgust at an improper passion which his mother Alithoe had entertained for him, and settled at Thebes, Philolaus followed him, where they both died, and where they still show their tombs placed in view of each other, but so disposed, that one of them looks towards Corinth, the other does not; the reason they give for this is, that Diodes, from his detestation of his mother's passion, would have his tomb so placed that no one could see Corinth from it; but Philolaus chose that it might be seen from his: and this was the cause of their living at Thebes. [1274b]

As Philolaus gave them laws concerning many other things, so did he upon adoption, which they call adoptive laws; and this he in particular did to preserve the number of families. Charondas did nothing new, except in actions for perjury, which he was the first person who took into particular consideration. He also drew up his laws with

greater elegance and accuracy than even any of our present legislators. Philolaus introduced the law for the equal distribution of goods; Plato that for the community of women, children, and goods, and also for public tables for the women; and one concerning drunkenness, that they might observe sobriety in their symposiums. He also made a law concerning their warlike exercises; that they should acquire a habit of using both hands alike, as it was necessary that one hand should be as useful as the other.

As for Draco's laws, they were published when the government was already established, and they have nothing particular in them worth mentioning, except their severity on account of the enormity of their punishments. Pittacus was the author of some laws, but never drew up any form of government; one of which was this, that if a drunken man beat any person he should be punished more than if he did it when sober; for as people are more apt to be abusive when drunk than sober, he paid no consideration to the excuse which drunkenness might claim, but regarded only the common benefit. Andromadas Regmus was also a lawgiver to the Thracian talcidians. There are some laws of his concerning murders and heiresses extant, but these contain nothing that any one can say is new and his own. And thus much for different sorts of governments, as well those which really exist as those which different persons have proposed.

BOOK III

CHAPTER I

Every one who inquires into the nature of government, and what are its different forms, should make this almost his first question, What is a city? For upon this there is a dispute: for some persons say the city did this or that, while others say, not the city, but the oligarchy, or the tyranny. We see that the city is the only object which both the politician and legislator have in view in all they do: but government is a certain ordering of those who inhabit a city. As a city is a collective body, and, like other wholes, composed of many parts, it is evident our first inquiry must be, what a citizen is: for a city is a certain number of citizens. So that we must consider whom we ought to call citizen, and who is one; for this is often doubtful: for every one will not allow that this character is applicable to the same person; for that man who would be a citizen in a republic would very often not be one in an oligarchy. We do not include in this inquiry

many of those who acquire this appellation out of the ordinary way, as honorary persons, for instance, but those only who have a natural right to it.

Now it is not residence which constitutes a man a citizen; for in this sojourners and slaves are upon an equality with him; nor will it be sufficient for this purpose, that you have the privilege of the laws, and may plead or be impleaded, for this all those of different nations, between whom there is a mutual agreement for that purpose, are allowed; although it very often happens, that sojourners have not a perfect right therein without the protection of a patron, to whom they are obliged to apply, which shows that their share in the community is incomplete. In like manner, with respect to boys who are not yet enrolled, or old men who are past war, we admit that they are in some respects citizens, but not completely so, but with some exceptions, for these are not yet arrived to years of maturity, and those are past service; nor is there any difference between them. But what we mean is sufficiently intelligible and clear, we want a complete citizen, one in whom there is no deficiency to be corrected to make him so. As to those who are banished, or infamous, there may be the same objections made and the same answer given. There is nothing that more characterises a complete citizen than having a share in the judicial and executive part of the government.

With respect to offices, some are fixed to a particular time, so that no person is, on any account, permitted to fill them twice; or else not till some certain period has intervened; others are not fixed, as a juryman's, and a member of the general assembly: but probably some one may say these are not offices, nor have the citizens in these capacities any share in the government; though surely it is ridiculous to say that those who have the principal power in the state bear no office in it. But this objection is of no weight, for it is only a dispute about words; as there is no general term which can be applied both to the office of a juryman and a member of the assembly. For the sake of distinction, suppose we call it an indeterminate office: but I lay it down as a maxim, that those are citizens who could exercise it. Such then is the description of a citizen who comes nearest to what all those who are called citizens are. Every one also should know, that of the component parts of those things which differ from each other in species, after the first or second remove, those which follow have either nothing at all or very little common to each.

Now we see that governments differ from each other in their form, and that some of them are defective, others [1275b] as excellent as possible: for it is evident, that those which have many deficiencies and degeneracies in them must be far inferior to those which are without such faults. What I mean by degeneracies will be hereafter explained. Hence it is clear that the office of a citizen must differ as governments do from each other: for which reason he who is called a citizen has, in a democracy, every privilege which that station supposes. In other forms of government he may enjoy them; but not necessarily: for in some states the people have no power; nor have they any general assembly, but a few select men.

The trial also of different causes is allotted to different persons; as at Lacedaemon all disputes concerning contracts are brought before some of the ephori: the senate are the judges in cases of murder, and so on; some being to be heard by one magistrate, others by another: and thus at Carthage certain magistrates determine all causes. But our former description of a citizen will admit of correction; for in some governments the office of a jurymen and a member of the general assembly is not an indeterminate one; but there are particular persons appointed for these purposes, some or all of the citizens being appointed jurymen or members of the general assembly, and this either for all causes and all public business whatsoever, or else for some particular one: and this may be sufficient to show what a citizen is; for he who has a right to a share in the judicial and executive part of government in any city, him we call a citizen of that place; and a city, in one word, is a collective body of such persons sufficient in themselves to all the purposes of life.

CHAPTER II

In common use they define a citizen to be one who is sprung from citizens on both sides, not on the father's or the mother's only. Others carry the matter still further, and inquire how many of his ancestors have been citizens, as his grandfather, great-grandfather, etc., but some persons have questioned how the first of the family could prove themselves citizens, according to this popular and careless definition. Gorgias of Leontium, partly entertaining the same doubt, and partly in jest, says, that as a mortar is made by a mortar-maker, so a citizen is made by a citizen-maker, and a Larisssean by a Larisssean-maker. This is indeed a very simple account of the matter; for if citizens are so, according to this definition, it will be impossible to apply it to the first founders or first inhabitants of states, who cannot possibly claim in right either of their father or mother. It is probably a matter of still more difficulty to determine their rights as citizens who are admitted to their freedom after any revolution in the state. As, for instance, at Athens, after the expulsion of the tyrants, when Clisthenes enrolled many foreigners and city-slaves amongst the tribes; and the doubt with respect to them was, not whether they were citizens or no, but whether they were legally so or not. Though indeed some persons may have this further [1276a] doubt, whether a citizen can be a citizen when he is illegally made; as if an illegal citizen, and one who is no citizen at all, were in the same predicament: but since we see some persons govern unjustly, whom yet we admit to govern, though not justly, and the definition of a citizen is one who exercises certain offices, for such a one we have defined a citizen to be, it is evident, that a citizen illegally

created yet continues to be a citizen, but whether justly or unjustly so belongs to the former inquiry.

CHAPTER III

It has also been doubted what was and what was not the act of the city; as, for instance, when a democracy arises out of an aristocracy or a tyranny; for some persons then refuse to fulfil their contracts; as if the right to receive the money was in the tyrant and not in the state, and many other things of the same nature; as if any covenant was founded for violence and not for the common good. So in like manner, if anything is done by those who have the management of public affairs where a democracy is established, their actions are to be considered as the actions of the state, as well as in the oligarchy or tyranny.

And here it seems very proper to consider this question, When shall we say that a city is the same, and when shall we say that it is different?

It is but a superficial mode of examining into this question to begin with the place and the people; for it may happen that these may be divided from that, or that some one of them may live in one place, and some in another (but this question may be regarded as no very knotty one; for, as a city may acquire that appellation on many accounts, it may be solved many ways); and in like manner, when men inhabit one common place, when shall we say that they inhabit the same city, or that the city is the same? for it does not depend upon the walls; for I can suppose Peloponnesus itself surrounded with a wall, as Babylon was, and every other place, which rather encircles many nations than one city, and that they say was taken three days when some of the inhabitants knew nothing of it: but we shall find a proper time to determine this question; for the extent of a city, how large it should be, and whether it should consist of more than one people, these are particulars that the politician should by no means be unacquainted with. This, too, is a matter of inquiry, whether we shall say that a city is the same while it is inhabited by the same race of men, though some of them are perpetually dying, others coming into the world, as we say that a river or a fountain is the same, though the waters are continually changing; or when a revolution takes place shall we [1276b] say the men are the same, but the city is different: for if a city is a community, it is a community of citizens; but if the mode of government should alter, and become of another sort, it would seem a necessary consequence that the city is not the same; as we regard the tragic chorus as different from the comic, though it may probably consist of the same performers: thus every other community or composition is said to be different if the species of composition is different; as in music the same hands produce different

harmony, as the Doric and Phrygian. If this is true, it is evident, that when we speak of a city as being the same we refer to the government there established; and this, whether it is called by the same name or any other, or inhabited by the same men or different. But whether or no it is right to dissolve the community when the constitution is altered is another question.

CHAPTER IV

What has been said, it follows that we should consider whether the same virtues which constitute a good man make a valuable citizen, or different; and if a particular inquiry is necessary for this matter we must first give a general description of the virtues of a good citizen; for as a sailor is one of those who make up a community, so is a citizen, although the province of one sailor may be different from another's (for one is a rower, another a steersman, a third a boatswain, and so on, each having their several appointments), it is evident that the most accurate description of any one good sailor must refer to his peculiar abilities, yet there are some things in which the same description may be applied to the whole crew, as the safety of the ship is the common business of all of them, for this is the general centre of all their cares: so also with respect to citizens, although they may in a few particulars be very different, yet there is one care common to them all, the safety of the community, for the community of the citizens composes the state; for which reason the virtue of a citizen has necessarily a reference to the state. But if there are different sorts of governments, it is evident that those actions which constitute the virtue of an excellent citizen in one community will not constitute it in another; wherefore the virtue of such a one cannot be perfect: but we say, a man is good when his virtues are perfect; from whence it follows, that an excellent citizen does not possess that virtue which constitutes a good man. Those who are any ways doubtful concerning this question may be convinced of the truth of it by examining into the best formed states: for, if it is impossible that a city should consist entirely of excellent citizens (while it is necessary that every one should do well in his calling, in which consists his excellence, as it is impossible that all the citizens should have the same [1277a] qualifications) it is impossible that the virtue of a citizen and a good man should be the same; for all should possess the virtue of an excellent citizen: for from hence necessarily arise the perfection of the city: but that every one should possess the virtue of a good man is impossible without all the citizens in a well-regulated state were necessarily virtuous. Besides, as a city is composed of dissimilar parts, as an animal is of life and body; the soul of reason and appetite; a family of a man and his wife—property of a master and a slave; in the same manner, as a city is

composed of all these and many other very different parts, it necessarily follows that the virtue of all the citizens cannot be the same; as the business of him who leads the band is different from the other dancers. From all which proofs it is evident that the virtues of a citizen cannot be one and the same. But do we never find those virtues united which constitute a good man and excellent citizen? for we say, such a one is an excellent magistrate and a prudent and good man; but prudence is a necessary qualification for all those who engage in public affairs. Nay, some persons affirm that the education of those who are intended to command should, from the beginning, be different from other citizens, as the children of kings are generally instructed in riding and warlike exercises; and thus Euripides says:

"... No showy arts Be mine, but teach me what the state requires."

As if those who are to rule were to have an education peculiar to themselves. But if we allow, that the virtues of a good man and a good magistrate may be the same, and a citizen is one who obeys the magistrate, it follows that the virtue of the one cannot in general be the same as the virtue of the other, although it may be true of some particular citizen; for the virtue of the magistrate must be different from the virtue of the citizen. For which reason Jason declared that was he deprived of his kingdom he should pine away with regret, as not knowing how to live a private man. But it is a great recommendation to know how to command as well as to obey; and to do both these things well is the virtue of an accomplished citizen. If then the virtue of a good man consists only in being able to command, but the virtue of a good citizen renders him equally fit for the one as well as the other, the commendation of both of them is not the same. It appears, then, that both he who commands and he who obeys should each of them learn their separate business: but that the citizen should be master of and take part in both these, as any one may easily perceive; in a family government there is no occasion for the master to know how to perform the necessary offices, but rather to enjoy the labour of others; for to do the other is a servile part. I mean by the other, the common family business of the slave.

There are many sorts of slaves; for their employments are various: of these the handicraftsmen are one, who, as their name imports, get their living by the labour of their hands, and amongst these all mechanics are included; [1277b] for which reasons such workmen, in some states, were not formerly admitted into any share in the government; till at length democracies were established: it is not therefore proper for any man of honour, or any citizen, or any one who engages in public affairs, to learn these servile employments without they have occasion for them for their own use; for without this was observed the distinction between a master and a slave would be lost. But there is a government of another sort, in which men govern those who are their equals in rank, and freemen, which we call a political government, in which men learn to command by first submitting to obey, as a good general of horse, or a commander-in-chief, must acquire a knowledge of their duty by having been long under the command of another, and the like in every appointment in the army: for well is it said,

no one knows how to command who has not himself been under command of another. The virtues of those are indeed different, but a good citizen must necessarily be endowed with them; he ought also to know in what manner freemen ought to govern, as well as be governed: and this, too, is the duty of a good man. And if the temperance and justice of him who commands is different from his who, though a freeman, is under command, it is evident that the virtues of a good citizen cannot be the same as justice, for instance but must be of a different species in these two different situations, as the temperance and courage of a man and a woman are different from each other; for a man would appear a coward who had only that courage which would be graceful in a woman, and a woman would be thought a talker who should take as large a part in the conversation as would become a man of consequence.

The domestic employments of each of them are also different; it is the man's business to acquire subsistence, the woman's to take care of it. But direction and knowledge of public affairs is a virtue peculiar to those who govern, while all others seem to be equally requisite for both parties; but with this the governed have no concern, it is theirs to entertain just notions: they indeed are like flute-makers, while those who govern are the musicians who play on them. And thus much to show whether the virtue of a good man and an excellent citizen is the same, or if it is different, and also how far it is the same, and how far different.

CHAPTER V

But with respect to citizens there is a doubt remaining, whether those only are truly so who are allowed to share in the government, or whether the mechanics also are to be considered as such? for if those who are not permitted to rule are to be reckoned among them, it is impossible that the virtue of all the citizens should be the same, for these also are citizens; and if none of them are admitted to be citizens, where shall they be ranked? for they are neither [1278a] sojourners nor foreigners? or shall we say that there will no inconvenience arise from their not being citizens, as they are neither slaves nor freedmen: for this is certainly true, that all those are not citizens who are necessary to the existence of a city, as boys are not citizens in the same manner that men are, for those are perfectly so, the others under some conditions; for they are citizens, though imperfect ones: for in former times among some people the mechanics were either slaves or foreigners, for which reason many of them are so now: and indeed the best regulated states will not permit a mechanic to be a citizen; but if it be allowed them, we cannot then attribute the virtue we have described to every citizen or freeman, but to those only who are disengaged from servile offices. Now those who are employed by

one person in them are slaves; those who do them for money are mechanics and hired servants: hence it is evident on the least reflection what is their situation, for what I have said is fully explained by appearances. Since the number of communities is very great, it follows necessarily that there will be many different sorts of citizens, particularly of those who are governed by others, so that in one state it may be necessary to admit mechanics and hired servants to be citizens, but in others it may be impossible; as particularly in an aristocracy, where honours are bestowed on virtue and dignity: for it is impossible for one who lives the life of a mechanic or hired servant to acquire the practice of virtue. In an oligarchy also hired servants are not admitted to be citizens; because there a man's right to bear any office is regulated by his fortune; but mechanics are, for many citizens are very rich.

There was a law at Thebes that no one could have a share in the government till he had been ten years out of trade. In many states the law invites strangers to accept the freedom of the city; and in some democracies the son of a free-woman is himself free. The same is also observed in many others with respect to natural children; but it is through want of citizens regularly born that they admit such: for these laws are always made in consequence of a scarcity of inhabitants; so, as their numbers increase, they first deprive the children of a male or female slave of this privilege, next the child of a free-woman, and last of all they will admit none but those whose fathers and mothers were both free.

That there are many sorts of citizens, and that he may be said to be as completely who shares the honours of the state, is evident from what has been already said. Thus Achilles, in Homer, complains of Agamemnon's treating him like an unhonoured stranger; for a stranger or sojourner is one who does not partake of the honours of the state: and whenever the right to the freedom of the city is kept obscure, it is for the sake of the inhabitants. [1278b] From what has been said it is plain whether the virtue of a good man and an excellent citizen is the same or different: and we find that in some states it is the same, in others not; and also that this is not true of each citizen, but of those only who take the lead, or are capable of taking the lead, in public affairs, either alone or in conjunction with others.

CHAPTER VI

Having established these points, we proceed next to consider whether one form of government only should be established, or more than one; and if more, how many, and of what sort, and what are the differences between them. The form of government is the ordering and regulating of the city, and all the offices in it, particularly those wherein

the supreme power is lodged; and this power is always possessed by the administration; but the administration itself is that particular form of government which is established in any state: thus in a democracy the supreme power is lodged in the whole people; on the contrary, in an oligarchy it is in the hands of a few. We say then, that the form of government in these states is different, and we shall find the same thing hold good in others. Let us first determine for whose sake a city is established; and point out the different species of rule which man may submit to in social life.

I have already mentioned in my treatise on the management of a family, and the power of the master, that man is an animal naturally formed for society, and that therefore, when he does not want any foreign assistance, he will of his own accord desire to live with others; not but that mutual advantage induces them to it, as far as it enables each person to live more agreeably; and this is indeed the great object not only to all in general, but also to each individual: but it is not merely matter of choice, but they join in society also, even that they may be able to live, which probably is not without some share of merit, and they also support civil society, even for the sake of preserving life, without they are grievously overwhelmed with the miseries of it: for it is very evident that men will endure many calamities for the sake of living, as being something naturally sweet and desirable. It is easy to point out the different modes of government, and we have already settled them in our exoteric discourses. The power of the master, though by nature equally serviceable, both to the master and to the slave, yet nevertheless has for its object the benefit of the master, while the benefit of the slave arises accidentally; for if the slave is destroyed, the power of the master is at an end: but the authority which a man has over his wife, and children, and his family, which we call domestic government, is either for the benefit of those who are under subjection, or else for the common benefit of the whole: but its particular object is the benefit of the governed, as we see in other arts; in physic, for instance, and the gymnastic exercises, wherein, if any benefit [1279a] arise to the master, it is accidental; for nothing forbids the master of the exercises from sometimes being himself one of those who exercises, as the steersman is always one of the sailors; but both the master of the exercises and the steersman consider the good of those who are under their government. Whatever good may happen to the steersman when he is a sailor, or to the master of the exercises when he himself makes one at the games, is not intentional, or the object of their power; thus in all political governments which are established to preserve and defend the equality of the citizens it is held right to rule by turns. Formerly, as was natural, every one expected that each of his fellow-citizens should in his turn serve the public, and thus administer to his private good, as he himself when in office had done for others; but now every one is desirous of being continually in power, that he may enjoy the advantage which he makes of public business and being in office; as if places were a never-failing remedy for every complaint, and were on that account so eagerly sought after.

It is evident, then, that all those governments which have a common good in view are rightly established and strictly just, but those who have in view only the good of the rulers are all founded on wrong principles, and are widely different from what a government ought to be, for they are tyranny over slaves, whereas a city is a community of freemen.

CHAPTER VII

Having established these particulars, we come to consider next the different number of governments which there are, and what they are; and first, what are their excellencies: for when we have determined this, their defects will be evident enough.

It is evident that every form of government or administration, for the words are of the same import, must contain a supreme power over the whole state, and this supreme power must necessarily be in the hands of one person, or a few, or many; and when either of these apply their power for the common good, such states are well governed; but when the interest of the one, the few, or the many who enjoy this power is alone consulted, then ill; for you must either affirm that those who make up the community are not citizens, or else let these share in the advantages of government. We usually call a state which is governed by one person for the common good, a kingdom; one that is governed by more than one, but by a few only, an aristocracy; either because the government is in the hands of the most worthy citizens, or because it is the best form for the city and its inhabitants. When the citizens at large govern for the public good, it is called a state; which is also a common name for all other governments, and these distinctions are consonant to reason; for it will not be difficult to find one person, or a very few, of very distinguished abilities, but almost impossible to meet with the majority [1279b] of a people eminent for every virtue; but if there is one common to a whole nation it is valour; for this is created and supported by numbers: for which reason in such a state the profession of arms will always have the greatest share in the government.

Now the corruptions attending each of these governments are these; a kingdom may degenerate into a tyranny, an aristocracy into an oligarchy, and a state into a democracy. Now a tyranny is a monarchy where the good of one man only is the object of government, an oligarchy considers only the rich, and a democracy only the poor; but neither of them have a common good in view.

CHAPTER VIII

It will be necessary to enlarge a little more upon the nature of each of these states, which is not without some difficulty, for he who would enter into a philosophical inquiry into the principles of them, and not content himself with a superficial view of their outward conduct, must pass over and omit nothing, but explain the true spirit of each of them. A tyranny then is, as has been said, a monarchy, where one person has an absolute and despotic power over the whole community and every member therein: an oligarchy, where the supreme power of the state is lodged with the rich: a democracy, on the contrary, is where those have it who are worth little or nothing. But the first difficulty that arises from the distinctions which we have laid down is this, should it happen that the majority of the inhabitants who possess the power of the state (for this is a democracy) should be rich, the question is, how does this agree with what we have said? The same difficulty occurs, should it ever happen that the poor compose a smaller part of the people than the rich, but from their superior abilities acquire the supreme power; for this is what they call an oligarchy; it should seem then that our definition of the different states was not correct: nay, moreover, could any one suppose that the majority of the people were poor, and the minority rich, and then describe the state in this manner, that an oligarchy was a government in which the rich, being few in number, possessed the supreme power, and that a democracy was a state in which the poor, being many in number, possessed it, still there will be another difficulty; for what name shall we give to those states we have been describing? I mean, that in which the greater number are rich, and that in which the lesser number are poor (where each of these possess the supreme power), if there are no other states than those we have described. It seems therefore evident to reason, that whether the supreme power is vested in the hands of many or few may be a matter of accident; but that it is clear enough, that when it is in the hands of the few, it will be a government of the rich; when in the hands of the many, it will be a government of the poor; since in all countries there are many poor and few rich: it is not therefore the cause that has been already assigned (namely, the number of people in power) that makes the difference between the two governments; but an oligarchy and democracy differ in this from each other, in the poverty of those who govern in the one, and the riches of those who govern in the other; for when the government is in the hands of the rich, be they few or be they more, it is an oligarchy; when it is in the hands of the poor, it is a democracy: but, as we have already said, the one will be always few, the other numerous, but both will enjoy liberty; and from the claims of wealth and liberty will arise continual disputes with each other for the lead in public affairs.

CHAPTER IX

Let us first determine what are the proper limits of an oligarchy and a democracy, and what is just in each of these states; for all men have some natural inclination to justice; but they proceed therein only to a certain degree; nor can they universally point out what is absolutely just; as, for instance, what is equal appears just, and is so; but not to all; only among those who are equals: and what is unequal appears just, and is so; but not to all, only amongst those who are unequals; which circumstance some people neglect, and therefore judge ill; the reason for which is, they judge for themselves, and every one almost is the worst judge in his own cause. Since then justice has reference to persons, the same distinctions must be made with respect to persons which are made with respect to things, in the manner that I have already described in my Ethics.

As to the equality of the things, these they agree in; but their dispute is concerning the equality of the persons, and chiefly for the reason above assigned; because they judge ill in their own cause; and also because each party thinks, that if they admit what is right in some particulars, they have done justice on the whole: thus, for instance, if some persons are unequal in riches, they suppose them unequal in the whole; or, on the contrary, if they are equal in liberty, they suppose them equal in the whole: but what is absolutely just they omit; for if civil society was founded for the sake of preserving and increasing property, every one's right in the city would be equal to his fortune; and then the reasoning of those who insist upon an oligarchy would be valid; for it would not be right that he who contributed one mina should have an equal share in the hundred along with him who brought in all the rest, either of the original money or what was afterwards acquired.

Nor was civil society founded merely to preserve the lives of its members; but that they might live well: for otherwise a state might be composed of slaves, or the animal creation: but this is not so; for these have no share in the happiness of it; nor do they live after their own choice; nor is it an alliance mutually to defend each other from injuries, or for a commercial intercourse: for then the Tyrrhenians and Carthaginians, and all other nations between whom treaties of commerce subsist, would be citizens of one city; for they have articles to regulate their exports and imports, and engagements for mutual protection, and alliances for mutual defence; but [1280b] yet they have not all the same magistrates established among them, but they are different among the different people; nor does the one take any care, that the morals of the other should be as they ought, or that none of those who have entered into the common agreements should be unjust, or in any degree vicious, only that they do not injure any member of

the confederacy. But whosoever endeavours to establish wholesome laws in a state, attends to the virtues and the vices of each individual who composes it; from whence it is evident, that the first care of him who would found a city, truly deserving that name, and not nominally so, must be to have his citizens virtuous; for otherwise it is merely an alliance for self-defence; differing from those of the same cast which are made between different people only in place: for law is an agreement and a pledge, as the sophist Lycophron says, between the citizens of their intending to do justice to each other, though not sufficient to make all the citizens just and good: and that this is faact is evident, for could any one bring different places together, as, for instance, enclose Megara and Corinth in a wall, yet they would not be one city, not even if the inhabitants intermarried with each other, though this inter-community contributes much to make a place one city. Besides, could we suppose a set of people to live separate from each other, but within such a distance as would admit of an intercourse, and that there were laws subsisting between each party, to prevent their injuring one another in their mutual dealings, supposing one a carpenter, another a husbandman, shoemaker, and the like, and that their numbers were ten thousand, still all that they would have together in common would be a tariff for trade, or an alliance for mutual defence, but not the same city. And why? not because their mutual intercourse is not near enough, for even if persons so situated should come to one place, and every one should live in his own house as in his native city, and there should be alliances subsisting between each party to mutually assist and prevent any injury being done to the other, still they would not be admitted to be a city by those who think correctly, if they preserved the same customs when they were together as when they were separate.

It is evident, then, that a city is not a community of place; nor established for the sake of mutual safety or traffic with each other; but that these things are the necessary consequences of a city, although they may all exist where there is no city: but a city is a society of people joining together with their families and their children to live agreeably for the sake of having their lives as happy and as independent as possible: and for this purpose it is necessary that they should live in one place and intermarry with each other: hence in all cities there are family-meetings, clubs, sacrifices, and public entertainments to promote friendship; for a love of sociability is friendship itself; so that the end then for which a city is established is, that the inhabitants of it may live happy, and these things are conducive to that end: for it is a community of families and villages for the sake of a perfect independent life; that is, as we have already said, for the sake of living well and happily. It is not therefore founded for the purpose of men's merely [1281a] living together, but for their living as men ought; for which reason those who contribute most to this end deserve to have greater power in the city than those who are their equals in family and freedom, but their inferiors in civil virtue, or those who excel them in wealth but are below them in worth. It is evident from what has been said, that in all disputes upon government each party says something that is just.

CHAPTER X

It may also be a doubt where the supreme power ought to be lodged. Shall it be with the majority, or the wealthy, with a number of proper persons, or one better than the rest, or with a tyrant? But whichever of these we prefer some difficulty will arise. For what? shall the poor have it because they are the majority? they may then divide among themselves, what belongs to the rich: nor is this unjust; because truly it has been so judged by the supreme power. But what avails it to point out what is the height of injustice if this is not? Again, if the many seize into their own hands everything which belongs to the few, it is evident that the city will be at an end. But virtue will never destroy what is virtuous; nor can what is right be the ruin of the state: therefore such a law can never be right, nor can the acts of a tyrant ever be wrong, for of necessity they must all be just; for he, from his unlimited power, compels every one to obey his command, as the multitude oppress the rich. Is it right then that the rich, the few, should have the supreme power? and what if they be guilty of the same rapine and plunder the possessions of the majority, that will be as right as the other: but that all things of this sort are wrong and unjust is evident. Well then, these of the better sort shall have it: but must not then all the other citizens live unhonoured, without sharing the offices of the city; for the offices of a city are its honours, and if one set of men are always in power, it is evident that the rest must be without honour. Well then, let it be with one person of all others the fittest for it: but by this means the power will be still more contracted, and a greater number than before continue unhonoured. But some one may say, that it is wrong to let man have the supreme power and not the law, as his soul is subject to so many passions. But if this law appoints an aristocracy, or a democracy, how will it help us in our present doubts? for those things will happen which we have already mentioned.

CHAPTER XI

Other particulars we will consider separately; but it seems proper to prove, that the supreme power ought to be lodged with the many, rather than with those of the better sort, who are few; and also to explain what doubts (and probably just ones) may arise: now, though not one individual of the many may himself be fit for the supreme power,

yet when these many are joined together, it does not follow but they may be better qualified for it than those; and this not separately, but as a collective body; as the public suppers exceed those which are given at one person's private expense: for, as they are many, each person brings in his share of virtue and wisdom; and thus, coming together, they are like one man made up of a multitude, with many feet, many hands, and many intelligences: thus is it with respect to the manners and understandings of the multitude taken together; for which reason the public are the best judges of music and poetry; for some understand one part, some another, and all collectively the whole; and in this particular men of consequence differ from each of the many; as they say those who are beautiful do from those who are not so, and as fine pictures excel any natural objects, by collecting the several beautiful parts which were dispersed among different originals into one, although the separate parts, as the eye or any other, might be handsomer than in the picture.

But if this distinction is to be made between every people and every general assembly, and some few men of consequence, it may be doubtful whether it is true; nay, it is clear enough that, with respect to a few, it is not; since the same conclusion might be applied even to brutes: and indeed wherein do some men differ from brutes? Not but that nothing prevents what I have said being true of the people in some states. The doubt then which we have lately proposed, with all its consequences, may be settled in this manner; it is necessary that the freemen who compose the bulk of the people should have absolute power in some things; but as they are neither men of property, nor act uniformly upon principles of virtue, it is not safe to trust them with the first offices in the state, both on account of their iniquity and their ignorance; from the one of which they will do what is wrong, from the other they will mistake: and yet it is dangerous to allow them no power or share in the government; for when there are many poor people who are incapable of acquiring the honours of their country, the state must necessarily have many enemies in it; let them then be permitted to vote in the public assemblies and to determine causes; for which reason Socrates, and some other legislators, gave them the power of electing the officers of the state, and also of inquiring into their conduct when they came out of office, and only prevented their being magistrates by themselves; for the multitude when they are collected together have all of them sufficient understanding for these purposes, and, mixing among those of higher rank, are serviceable to the city, as some things, which alone are improper for food, when mixed with others make the whole more wholesome than a few of them would be.

But there is a difficulty attending this form of government, for it seems, that the person who himself was capable of curing any one who was then sick, must be the best judge whom to employ as a physician; but such a one must be himself a physician; and the same holds true in every other practice and art: and as a physician ought [1282a] to give an account of his practice to a physician, so ought it to be in other arts: those whose business is physic may be divided into three sorts, the first of these is he who makes up the medicines; the second prescribes, and is to the other as the architect is to the mason;

the third is he who understands the science, but never practises it: now these three distinctions may be found in those who understand all other arts; nor have we less opinion of their judgment who are only instructed in the principles of the art than of those who practise it: and with respect to elections the same method of proceeding seems right; for to elect a proper person in any science is the business of those who are skilful therein; as in geometry, of geometricians; in steering, of steersmen: but if some individuals should know something of particular arts and works, they do not know more than the professors of them: so that even upon this principle neither the election of magistrates, nor the censure of their conduct, should be entrusted to the many.

But probably all that has been here said may not be right; for, to resume the argument I lately used, if the people are not very brutal indeed, although we allow that each individual knows less of these affairs than those who have given particular attention to them, yet when they come together they will know them better, or at least not worse; besides, in some particular arts it is not the workman only who is the best judge; namely, in those the works of which are understood by those who do not profess them: thus he who builds a house is not the only judge of it, for the master of the family who inhabits it is a better; thus also a steersman is a better judge of a tiller than he who made it; and he who gives an entertainment than the cook. What has been said seems a sufficient solution of this difficulty; but there is another that follows: for it seems absurd that the power of the state should be lodged with those who are but of indifferent morals, instead of those who are of excellent characters. Now the power of election and censure are of the utmost consequence, and this, as has been said, in some states they entrust to the people; for the general assembly is the supreme court of all, and they have a voice in this, and deliberate in all public affairs, and try all causes, without any objection to the meanness of their circumstances, and at any age: but their treasurers, generals, and other great officers of state are taken from men of great fortune and worth. This difficulty also may be solved upon the same principle; and here too they may be right, for the power is not in the man who is member of the assembly, or council, but the assembly itself, and the council, and the people, of which each individual of the whole community are the parts, I mean as senator, adviser, or judge; for which reason it is very right, that the many should have the greatest powers in their own hands; for the people, the council, and the judges are composed of them, and the property of all these collectively is more than the property of any person or a few who fill the great offices of the state: and thus I determine these points.

The first question that we stated shows plainly, that the supreme power should be lodged in laws duly made and that the magistrate or magistrates, either one or more, should be authorised to determine those cases which the laws cannot particularly speak to, as it is impossible for them, in general language, to explain themselves upon everything that may arise: but what these laws are which are established upon the best foundations has not been yet explained, but still remains a matter of some question: but the laws of every state will necessarily be like every state, either trifling or excellent,

just or unjust; for it is evident, that the laws must be framed correspondent to the constitution of the government; and, if so, it is plain, that a well-formed government will have good laws, a bad one, bad ones.

CHAPTER XII

Since in every art and science the end aimed at is always good, so particularly in this, which is the most excellent of all, the founding of civil society, the good wherein aimed at is justice; for it is this which is for the benefit of all. Now, it is the common opinion, that justice is a certain equality; and in this point all the philosophers are agreed when they treat of morals: for they say what is just, and to whom; and that equals ought to receive equal: but we should know how we are to determine what things are equal and what unequal; and in this there is some difficulty, which calls for the philosophy of the politician. Some persons will probably say, that the employments of the state ought to be given according to every particular excellence of each citizen, if there is no other difference between them and the rest of the community, but they are in every respect else alike: for justice attributes different things to persons differing from each other in their character, according to their respective merits. But if this is admitted to be true, complexion, or height, or any such advantage will be a claim for a greater share of the public rights. But that this is evidently absurd is clear from other arts and sciences; for with respect to musicians who play on the flute together, the best flute is not given to him who is of the best family, for he will play never the better for that, but the best instrument ought to be given to him who is the best artist.

If what is now said does not make this clear, we will explain it still further: if there should be any one, a very excellent player on the flute, but very deficient in family and beauty, though each of them are more valuable endowments than a skill in music, and excel this art in a higher degree than that player excels others, yet the best flutes ought to be given to him; for the superiority [1283a] in beauty and fortune should have a reference to the business in hand; but these have none. Moreover, according to this reasoning, every possible excellence might come in comparison with every other; for if bodily strength might dispute the point with riches or liberty, even any bodily strength might do it; so that if one person excelled in size more than another did in virtue, and his size was to qualify him to take place of the other's virtue, everything must then admit of a comparison with each other; for if such a size is greater than virtue by so much, it is evident another must be equal to it: but, since this is impossible, it is plain that it would be contrary to common sense to dispute a right to any office in the state from every superiority whatsoever: for if one person is slow and the other swift, neither is

the one better qualified nor the other worse on that account, though in the gymnastic races a difference in these particulars would gain the prize; but a pretension to the offices of the state should be founded on a superiority in those qualifications which are useful to it: for which reason those of family, independency, and fortune, with great propriety, contend with each other for them; for these are the fit persons to fill them: for a city can no more consist of all poor men than it can of all slaves. But if such persons are requisite, it is evident that those also who are just and valiant are equally so; for without justice and valour no state can be supported, the former being necessary for its existence, the latter for its happiness.

CHAPTER XIII

It seems, then, requisite for the establishment of a state, that all, or at least many of these particulars should be well canvassed and inquired into; and that virtue and education may most justly claim the right of being considered as the necessary means of making the citizens happy, as we have already said. As those who are equal in one particular are not therefore equal in all, and those who are unequal in one particular are not therefore unequal in all, it follows that all those governments which are established upon a principle which supposes they are, are erroneous.

We have already said, that all the members of the community will dispute with each other for the offices of the state; and in some particulars justly, but not so in general; the rich, for instance, because they have the greatest landed property, and the ultimate right to the soil is vested in the community; and also because their fidelity is in general most to be depended on. The freemen and men of family will dispute the point with each other, as nearly on an equality; for these latter have a right to a higher regard as citizens than obscure persons, for honourable descent is everywhere of great esteem: nor is it an improper conclusion, that the descendants of men of worth will be men of worth themselves; for noble birth is the fountain of virtue to men of family: for the same reason also we justly say, that virtue has a right to put in her pretensions. Justice, for instance, is a virtue, and so necessary to society, that all others must yield her the precedence.

Let us now see what the many have to urge on their side against the few; and they may say, that if, when collectively taken, they are compared with them, they are stronger, richer, and better than they are. But should it ever happen that all these should inhabit the [1283b] same city, I mean the good, the rich, the noble, as well as the many, such as usually make up the community, I ask, will there then be any reason to dispute

concerning who shall govern, or will there not? for in every community which we have mentioned there is no dispute where the supreme power should be placed; for as these differ from each other, so do those in whom that is placed; for in one state the rich enjoy it, in others the meritorious, and thus each according to their separate manners. Let us however consider what is to be done when all these happen at the same time to inhabit the same city. If the virtuous should be very few in number, how then shall we act? shall we prefer the virtuous on account of their abilities, if they are capable of governing the city? or should they be so many as almost entirely to compose the state?

There is also a doubt concerning the pretensions of all those who claim the honours of government: for those who found them either on fortune or family have nothing which they can justly say in their defence; since it is evident upon their principle, that if any one person can be found richer than all the rest, the right of governing all these will be justly vested in this one person. In the same manner, one man who is of the best family will claim it from those who dispute the point upon family merit: and probably in an aristocracy the same dispute might arise on the score of virtue, if there is one man better than all the other men of worth who are in the same community; it seems just, by the same reasoning, that he should enjoy the supreme power. And upon this principle also, while the many suppose they ought to have the supreme command, as being more powerful than the few, if one or more than one, though a small number should be found stronger than themselves, these ought rather to have it than they.

All these things seem to make it plain, that none of these principles are justly founded on which these persons would establish their right to the supreme power; and that all men whatsoever ought to obey them: for with respect to those who claim it as due to their virtue or their fortune, they might have justly some objection to make; for nothing hinders but that it may sometimes happen, that the many may be better or richer than the few, not as individuals, but in their collective capacity.

As to the doubt which some persons have proposed and objected, we may answer it in this manner; it is this, whether a legislator, who would establish the most perfect system of laws, should calculate them for the use of the better part of the citizens, or the many, in the circumstances we have already mentioned? The rectitude of anything consists in its equality; that therefore which is equally right will be advantageous to the whole state, and to every member of it in common.

Now, in general, a citizen is one who both shares in the government and also in his turn submits to be governed; [1284a] their condition, it is true, is different in different states: the best is that in which a man is enabled to choose and to persevere in a course of virtue during his whole life, both in his public and private state. But should there be one person, or a very few, eminent for an uncommon degree of virtue, though not enough to make up a civil state, so that the virtue of the many, or their political abilities, should be too inferior to come in comparison with theirs, if more than one; or if but one, with his only; such are not to be considered as part of the city; for it would be doing

them injustice to rate them on a level with those who are so far their inferiors in virtue and political abilities, that they appear to them like a god amongst men. From whence it is evident, that a system of laws must be calculated for those who are equal to each other in nature and power. Such men, therefore, are not the object of law; for they are themselves a law: and it would be ridiculous in any one to endeavour to include them in the penalties of a law: for probably they might say what Antisthenes tells us the lions did to the hares when they demanded to be admitted to an equal share with them in the government. And it is on this account that democratic states have established the ostracism; for an equality seems the principal object of their government. For which reason they compel all those who are very eminent for their power, their fortune, their friendships, or any other cause which may give them too great weight in the government, to submit to the ostracism, and leave the city for a stated time; as the fabulous histories relate the Argonauts served Hercules, for they refused to take him with them in the ship Argo on account of his superior valour. For which reason those who hate a tyranny and find fault with the advice which Periander gave to Thrasybulus, must not think there was nothing to be said in its defence; for the story goes, that Periander said nothing to the messenger in answer to the business he was consulted about, but striking off those ears of corn which were higher than the rest, reduced the whole crop to a level; so that the messenger, without knowing the cause of what was done, related the fact to Thrasybulus, who understood by it that he must take off all the principal men in the city. Nor is this serviceable to tyrants only; nor is it tyrants only who do it; for the same thing is practised both in oligarchies and democracies: for the ostracism has in a manner nearly the same power, by restraining and banishing those who are too great; and what is done in one city is done also by those who have the supreme power in separate states; as the Athenians with respect to the Samians, the Chians, and the Lesbians; for when they suddenly acquired the superiority over all Greece, they brought the other states into subjection, contrary to the treaties which subsisted between them. The King of Persia also very often reduces the Medes and Babylonians when they assume upon their former power: [1284b] and this is a principle which all governments whatsoever keep in their eye; even those which are best administered, as well as those which are not, do it; these for the sake of private utility, the others for the public good.

The same thing is to be perceived in the other arts and sciences; for a painter would not represent an animal with a foot disproportionally large, though he had drawn it remarkably beautiful; nor would the shipwright make the prow or any other part of the vessel larger than it ought to be; nor will the master of the band permit any who sings louder and better than the rest to sing in concert with them. There is therefore no reason that a monarch should not act in agreement with free states, to support his own power, if they do the same thing for the benefit of their respective communities; upon which account when there is any acknowledged difference in the power of the citizens, the reason upon which the ostracism is founded will be politically just; but it is better for

the legislator so to establish his state at the beginning as not to want this remedy: but if in course of time such an inconvenience should arise, to endeavour to amend it by some such correction. Not that this was the use it was put to: for many did not regard the benefit of their respective communities, but made the ostracism a weapon in the hand of sedition.

It is evident, then, that in corrupt governments it is partly just and useful to the individual, though probably it is as clear that it is not entirely just: for in a well-governed state there may be great doubts about the use of it, not on account of the pre-eminence which one may have in strength, riches, or connection: but when the pre-eminence is virtue, what then is to be done? for it seems not right to turn out and banish such a one; neither does it seem right to govern him, for that would be like desiring to share the power with Jupiter and to govern him: nothing then remains but what indeed seems natural, and that is for all persons quietly to submit to the government of those who are thus eminently virtuous, and let them be perpetually kings in the separate states.

CHAPTER XIV

What has been now said, it seems proper to change our subject and to inquire into the nature of monarchies; for we have already admitted them to be one of those species of government which are properly founded. And here let us consider whether a kingly government is proper for a city or a country whose principal object is the happiness of the inhabitants, or rather some other. But let us first determine whether this is of one kind only, or more; [1285a] and it is easy to know that it consists of many different species, and that the forms of government are not the same in all: for at Sparta the kingly power seems chiefly regulated by the laws; for it is not supreme in all circumstances; but when the king quits the territories of the state he is their general in war; and all religious affairs are entrusted to him: indeed the kingly power with them is chiefly that of a general who cannot be called to an account for his conduct, and whose command is for life: for he has not the power of life and death, except as a general; as they frequently had in their expeditions by martial law, which we learn from Homer; for when Agamemnon is affronted in council, he restrains his resentment, but when he is in the field and armed with this power, he tells the Greeks:

*"Whoe'er I know shall shun th' impending fight,
To dogs and vultures soon shall be a prey; For death is mine...."*

This, then, is one species of monarchical government in which the kingly power is in a general for life; and is sometimes hereditary, sometimes elective: besides, there is also another, which is to be met with among some of the barbarians, in which the kings are invested with powers nearly equal to a tyranny, yet are, in some respects, bound by the

laws and the customs of their country; for as the barbarians are by nature more prone to slavery than the Greeks, and those in Asia more than those in Europe, they endure without murmuring a despotic government; for this reason their governments are tyrannies; but yet not liable to be overthrown, as being customary and according to law. Their guards also are such as are used in a kingly government, not a despotic one; for the guards of their kings are his citizens, but a tyrant's are foreigners. The one commands, in the manner the law directs, those who willingly obey; the other, arbitrarily, those who consent not. The one, therefore, is guarded by the citizens, the other against them.

These, then, are the two different sorts of these monarchies, and another is that which in ancient Greece they called *aesumnetes*; which is nothing more than an elective tyranny; and its difference from that which is to be found amongst the barbarians consists not in its not being according to law, but only in its not being according to the ancient customs of the country. Some persons possessed this power for life, others only for a particular time or particular purpose, as the people of Mitylene elected Pittacus to oppose the exiles, who were headed by Antimenides and Alcaeus the poet, as we learn from a poem of his; for he upbraids the Mitylenians for having chosen Pittacus for their tyrant, and with one [1285b] voice extolling him to the skies who was the ruin of a rash and devoted people. These sorts of government then are, and ever were, despotic, on account of their being tyrannies; but inasmuch as they are elective, and over a free people, they are also kingly.

A fourth species of kingly government is that which was in use in the heroic times, when a free people submitted to a kingly government, according to the laws and customs of their country. For those who were at first of benefit to mankind, either in arts or arms, or by collecting them into civil society, or procuring them an establishment, became the kings of a willing people, and established an hereditary monarchy. They were particularly their generals in war, and presided over their sacrifices, excepting such only as belonged to the priests: they were also the supreme judges over the people; and in this case some of them took an oath, others did not; they did, the form of swearing was by their sceptre held out.

In ancient times the power of the kings extended to everything whatsoever, both civil, domestic, and foreign; but in after-times they relinquished some of their privileges, and others the people assumed, so that, in some states, they left their kings only the right of presiding over the sacrifices; and even those whom it were worth while to call by that name had only the right of being commander-in-chief in their foreign wars.

These, then, are the four sorts of kingdoms: the first is that of the heroic times; which was a government over a free people, with its rights in some particulars marked out; for the king was their general, their judge, and their high priest. The second, that of the barbarians; which is an hereditary despotic government regulated by laws: the third is that which they call *aesumnetic*, which is an elective tyranny. The fourth is the

Lacedaemonian; and this, in few words, is nothing more than an hereditary generalship: and in these particulars they differ from each other. There is a fifth species of kingly government, which is when one person has a supreme power over all things whatsoever, in the manner that every state and every city has over those things which belong to the public: for as the master of a family is king in his own house, so such a king is master of a family in his own city or state.

CHAPTER XV

But the different sorts of kingly governments may, if I may so say, be reduced to two; which we will consider more particularly. The last spoken of, and the Lacedaemonian, for the chief of the others are placed between these, which are as it were at the extremities, they having less power than an absolute government, and yet more than the Lacedaemonians; so that the whole matter in question may be reduced to these two points; the one is, whether it is advantageous to the citizens to have the office of general continue in one person for life, and whether it should be confined to any particular families or whether every one should be eligible: the other, whether [1286a] it is advantageous for one person to have the supreme power over everything or not. But to enter into the particulars concerning the office of a Lacedaemonian general would be rather to frame laws for a state than to consider the nature and utility of its constitution, since we know that the appointing of a general is what is done in every state. Passing over this question then, we will proceed to consider the other part of their government, which is the polity of the state; and this it will be necessary to examine particularly into, and to go through such questions as may arise.

Now the first thing which presents itself to our consideration is this, whether it is best to be governed by a good man, or by good laws? Those who prefer a kingly government think that laws can only speak a general language, but cannot adapt themselves to particular circumstances; for which reason it is absurd in any science to follow written rule; and even in Egypt the physician was allowed to alter the mode of cure which the law prescribed to him, after the fourth day; but if he did it sooner it was at his own peril: from whence it is evident, on the very same account, that a government of written laws is not the best; and yet general reasoning is necessary to all those who are to govern, and it will be much more perfect in those who are entirely free from passions than in those to whom they are natural. But now this is a quality which laws possess; while the other is natural to the human soul. But some one will say in answer to this, that man will be a better judge of particulars. It will be necessary, then, for a king to be a lawgiver, and that his laws should be published, but that those should have no authority which are

absurd, as those which are not, should. But whether is it better for the community that those things which cannot possibly come under the cognisance of the law either at all or properly should be under the government of every worthy citizen, as the present method is, when the public community, in their general assemblies, act as judges and counsellors, where all their determinations are upon particular cases, for one individual, be he who he will, will be found, upon comparison, inferior to a whole people taken collectively: but this is what a city is, as a public entertainment is better than one man's portion: for this reason the multitude judge of many things better than any one single person. They are also less liable to corruption from their numbers, as water is from its quantity: besides, the judgment of an individual must necessarily be perverted if he is overcome by anger or any other passion; but it would be hard indeed if the whole community should be misled by anger. Moreover, let the people be free, and they will do nothing but in conformity to the law, except only in those cases which the law cannot speak to. But though what I am going to propose may not easily be met with, yet if the majority of the state should happen to be good men, should they prefer one uncorrupt governor or many equally good, is it not evident that they should choose the many? But there may be divisions among [1286b] these which cannot happen when there is but one. In answer to this it may be replied that all their souls will be as much animated with virtue as this one man's.

If then a government of many, and all of them good men, compose an aristocracy, and the government of one a kingly power, it is evident that the people should rather choose the first than the last; and this whether the state is powerful or not, if many such persons so alike can be met with: and for this reason probable it was, that the first governments were generally monarchies; because it was difficult to find a number of persons eminently virtuous, more particularly as the world was then divided into small communities; besides, kings were appointed in return for the benefits they had conferred on mankind; but such actions are peculiar to good men: but when many persons equal in virtue appeared at the time, they brooked not a superiority, but sought after an equality and established a free state; but after this, when they degenerated, they made a property of the public; which probably gave rise to oligarchies; for they made wealth meritorious, and the honours of government were reserved for the rich: and these afterwards turned to tyrannies and these in their turn gave rise to democracies; for the power of the tyrants continually decreasing, on account of their rapacious avarice, the people grew powerful enough to frame and establish democracies: and as cities after that happened to increase, probably it was not easy for them to be under any other government than a democracy. But if any person prefers a kingly government in a state, what is to be done with the king's children? Is the family also to reign? But should they have such children as some persons usually have, it will be very detrimental. It may be said, that then the king who has it in his power will never permit such children to succeed to his kingdom. But it is not easy to trust to that; for it is very hard and requires greater virtue than is to be met with in human nature. There is also a doubt concerning

the power with which a king should be entrusted: whether he should be allowed force sufficient to compel those who do not choose to be obedient to the laws, and how he is to support his government? for if he is to govern according to law and do nothing of his own will which is contrary thereunto, at the same time it will be necessary to protect that power with which he guards the law, This matter however may not be very difficult to determine; for he ought to have a proper power, and such a one is that which will be sufficient to make the king superior to any one person or even a large part of the community, but inferior to the whole, as the ancients always appointed guards for that person whom they created a summetes or tyrant; and some one advised the Syracusians, when Dionysius asked for guards, to allow him such.

CHAPTER XVI

[1287a] We will next consider the absolute monarch that we have just mentioned, who does everything according to his own will: for a king governing under the direction of laws which he is obliged to follow does not of himself create any particular species of government, as we have already said: for in every state whatsoever, either aristocracy or democracy, it is easy to appoint a general for life; and there are many who entrust the administration of affairs to one person only; such is the government at Dyrrachium, and nearly the same at Opus. As for an absolute monarchy as it is called, that is to say, when the whole state is wholly subject to the will of one person, namely the king, it seems to many that it is unnatural that one man should have the entire rule over his fellow-citizens when the state consists of equals: for nature requires that the same right and the same rank should necessarily take place amongst all those who are equal by nature: for as it would be hurtful to the body for those who are of different constitutions to observe the same regimen, either of diet or clothing, so is it with respect to the honours of the state as hurtful, that those who are equal in