

PREFACE

Although there are many difficulties inherent in Governmental management of industrial enterprises, and although in practically every country these difficulties have emerged in a more or less acute form, any new example of such management, especially one upon a considerable scale, is worthy of careful examination in order to determine to what degree, if at all, the inherent difficulties have been overcome either by the sagacity of the Government or by the coincidence of unusually favorable conditions. The test of practical experience is after all a good one; and the study of a living organism offers certain advantages over the study of an organism whose life history is closed. The disadvantage is that the living organism cannot without risk be cut open to see what is going on inside and that therefore the view of it must be an external one aided by diagnosis of its interior condition derived from the external appearances.

Under the influence of such reflections, during the summer of the memorable year 1914, I made an inquiry into the telephone system of Manitoba in order to ascertain the facts of the case. The Provin-