

collectively and co-operatively. But man must also *regulate* and control these individual or group activities so that they do not react disastrously and destructively upon each other. The first is a problem of creation—and he has solved it; the second is a problem of what, in the widest sense of the term, we may call government—and he is indeed far from finding its solution. The first needs knowledge, the second regulative wisdom; and knowledge comes, but wisdom lingers. For the first he needed a mastery of nature—he has acquired it; for the second he needs to control human relations—and this more difficult task he is as far as ever from accomplishing. It is not indeed that, even in this sphere, man learns nothing. On the contrary the industrial organization which links together a thousand specialized activities involves, within its limits, a triumph in the control of human relationships. But every new increase in the complexity of individual or sectional activities creates a new problem of government. The forms and methods of government are always adapting themselves; but they are always lagging behind. The pace set by progress in scientific invention and improved industrial technique is too hot for man's regulative control to overtake. And when it lags behind, every new progress in