39. Conservation of Natural Resources

Courtesy of the Oklahoma Historical Society

THE conservation of natural resources for the past half-century has been a major function of the national government. Natural resources include such raw materials as vegetable and animal life, soil, water, and minerals, any of which through manufacture or some other means of adaptation to the uses of man acquire a greatly enhanced value. The stock of these materials that a country inherits from nature is an important factor in determining how wealthy the population may become. The many conflicting opinions over how to use and increase this stock inspire many a hot political campaign and congressional debate.

Conservation coincides with, or conflicts with, many other interests. For instance, conservation of the soil and of water assist the farmer, but costs a great deal of money and helps some farmers much more than others.

Conservation of vegetable and animal life may also aid the farmer; yet simultaneously it clashes with lumbering and fishing interests. Conservation of mineral resources sometimes finds opposition from mining concerns. Conservation is practiced at the levels of both the State and the national governments; hence it plays a part in the dispute over States' rights. That is, those who would weaken conservation processes often proclaim the supremacy of the States, partly because a State government much more readily than the national government may be dominated by a single economic interest that can have its own conservation policies enacted and enforced. By contrast, those who favor tight reins on the use of natural resources urge that the federal government be charged with conservation. At the same time, some whose wish is to have a powerful national authority have in mind that the income from these resources—particularly oil—may strengthen the national government.

LAND CONSERVATION

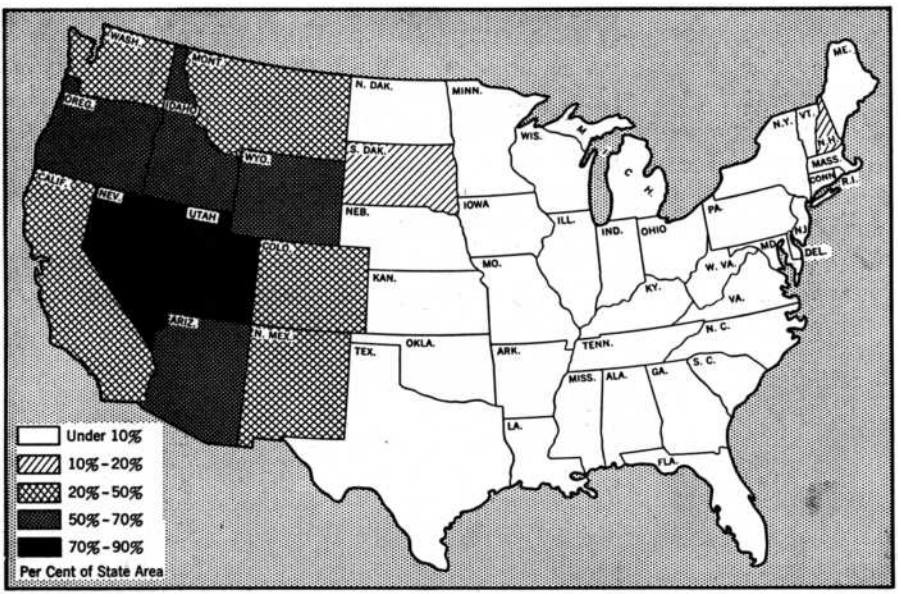
When the white settlers first came to America they discovered a continent of nearly virgin land; the people then here, the Red Indians, were few in number, and were hunters and fishermen rather than tillers of the soil. Hence for almost three centuries there was land for those who wanted it. Farmers by the thousands cultivated one area until they had exhausted the soil, then moved westward to find new land. This practice helps to account for the fact that the center of cotton planting moved from the South Atlantic coastal States to Mississippi, Texas, and California; the soil in the old areas was depleted through constant seeding with a single crop.

Finally, however, just before 1900 American leaders began to realize that with the vanishing of the frontier an era had drawn to a close; no longer was there tillable soil available for the asking. Moreover, millions of acres of once good land had been reduced to near sterility through poor agricultural practices. Some land had been plowed that should have remained as grass; much land was badly eroded by wind or water, owing in part to the removal of the forests; vast amounts of fertile soil were swept away every year by floods, and were deposited on the floors of the oceans and of the Gulf of Mexico. American governing circles, at last alarmed at what might happen to the land of the United States—mindful, perhaps, that the northern part of what is now the Sahara had once been a principal granary of the Roman Empire—inaugurated a program of land conservation at the level of the national government.

The public lands

The public lands of the United States are the lands that are owned by the federal government. There are 1.9 billion acres of land in the United

The Oklahoma Rush for Free Land, 1893. The entry of settlers into the Cherokee Strip coincided roughly with the end of the American frontier. A new phase of American civilization was underway, one of greater social restraints and the greater employment of research, planning, conservation, and means of developing the resources at hand.



Adapted from National Industrial Conference Board, Inc., "Road Maps of Industry," no. 983

Figure 91. Federal Land Ownership. Including lands held in trust for Indians.

States; of this total, the federal government owns 405.1 million acres, about one-fifth of the entire area. Federal land holdings are not evenly distributed about the country. Most of the public lands are in the eleven westernmost States; Figure 91 shows how much of the land in each of them belongs to the federal government. The government owns about eighty-seven per cent of the land in Nevada and sixty-five per cent of that in Idaho. In the remainder of the country, only South Dakota and New Hampshire reveal federal land holdings in excess of ten per cent. The smallest federal holding in any State, 17,666 acres, is in Connecticut. These facts help explain why the center of numerous controversies over federal land policies is found in the West. The western public expects the government to settle such questions as whether public land shall be sold to private parties and, if so, how much and at what price. Westerners are often more concerned than other Americans over the use of public land and the budget of the Department of the Interior.

The federal government has acquired these lands as the country has expanded from the Atlantic to the Pacific. The first public lands were those ceded by the States to the national government after the American Revolution; each annexation of territory by the federal government, save that of Texas, has added to the public lands. At one time the federal government possessed almost 1.5 billion acres of land in the United States; however, it has given away or sold about one billion acres, largely to individuals establishing homesteads, to railroads, and to State governments. The grants to railroads were originally made to stimulate the construction of new

lines. Some of the railroad land has become valuable only in recent years, with the discovery of mineral wealth. For instance, in 1954 the four million acres of land owned by the Southern Pacific Railroad Company produced an income of $2.5 millions in oil and as much more in other land uses.

The period of greatest alienation of the public lands came roughly between 1900 and 1920. However, in the 1930's the process was halted almost entirely, by government order; it was reopened only with many limitations, after World War II. Much of the land that remains has not appeared desirable enough to any person or agency to be taken over, so that it has stayed in the hands of the government.

The government has from time to time obtained—one might almost say *repossessed*—small amounts of land through purchase or condemnation, for such purposes as military bases and national parks. For example, up to June 30, 1954, the government had purchased more than 18 million acres for national forests, at a cost of $72 millions. Of the public lands today, more than half are administered by the Department of the Interior; a large amount are administered by the Department of Agriculture; most of the rest are controlled by the Department of Defense.

The government has full powers over the public lands. National authorities have not proposed to isolate these lands from the national economy; instead, recognizing that the lands may possess valuable resources, the national government leases tracts to various private interests, who are allowed to exploit these resources under strict government regulation. For instance, at the end of June, 1954, the government was leasing more than 66 million acres for the extraction of minerals; over ninety-eight per cent of this area was being exploited for oil and gas. Three States—New Mexico, Utah, and Wyoming—among them contained more than half of this leased acreage. In 1955, the government also held in trust for Indians about 56 million acres, chiefly in the West. Table 22 gives the details of other uses of federal land (leases for mineral exploitation overlap some of the other uses and are not considered in the table):

TABLE 22. THE USE OF FEDERAL LANDS[1]

Principal Use	Millions of Acres
Forests and Wildlife	186.3
Grazing	169.6
Military (except airfields)	15.2
Airfields	2.0
Parks and historic sites	15.0
Reclamation and irrigation	8.8
Flood control and navigation	3.2
Industrial uses, including atomic energy	1.8
Power development	1.5
Sites for hospitals, offices, storage, housing, other purposes	1.7
Total	405.1

[1] *U.S. News and World Report*, April 29, 1955, p. 91.

For example, the table shows that an area of about 170 million acres—slightly more than the total acreage of Texas—is reserved for the grazing of livestock. More than 20,000 owners of cattle, horses, sheep, and goats have permits or licenses to operate on these lands. These livestock owners have made vigorous efforts to win greater freedom in their employment of the range; they have found resistance not only from interested government officials but also from sportsmen, who balk at yielding their hunting grounds.

Protection of the soil

The protection of the soil today is carried out chiefly by the Department of Agriculture. The means whereby this process is executed is associated with the limitation of crops, a practice encouraged by the Department under the theory that shortages will raise farm prices, enabling farmers to profit at the market place. Under the Soil Conservation Act of 1936, farmers are urged to create soil conservation districts; by January 1, 1956, there were 2,690 such districts, under State laws, including more than 1.5 billion acres of land. The Soil Conservation Service in the Agriculture Department conducts research in matters of soil conservation, then transmits its findings to these districts. The Service also will on request prepare a plan for soil conservation for an individual farm or for a farming region.

The Service is especially concerned with the plowing techniques of farmers, the drainage systems on farms, and the types of crops planted. The Service pays farmers for raising certain kinds of crops, such as clover, which assure the farmers no immediate gain but which are soil-preserving. Farmers are not compelled to raise such crops; the government simply holds out the enticement of subsidies. Finally, the Service has attempted to establish a belt of woods and grassland in the Great Plains, partly on an area of about seven million acres of rather unproductive land which the Department has purchased, then retired from cultivation. These efforts are directed at preventing a revival of the "Dust Bowl" of the 1930's, when countless acres of soil in the Great Plains States were blown away. The Great Plains are perhaps the most critical region for American agriculture, because they are subject to cycles of rainfall, in which there may be several years of copious precipitation succeeded by several years of drought. One of the great tragedies of the 1930's was that a period of agricultural economic depression coincided with a drought era. Happily, during World War II with its exaggerated demands for food, this area was well supplied with water. In the 1950's, however, the Dust Bowl is experiencing another dry era. Whenever such a dry period occurs, political leaders from the distressed regions call upon the federal government for financial aid, especially in the form of easy loans that will tide the farmers over their hard times, and for renewed efforts at conserving the soil. The aid is usually granted, although it cannot ever be adequate to mend the damage done or prevent similar catastrophes in the future.

Land reclamation

Land reclamation is the process whereby areas whose soil is fertile enough to cultivate but which have insufficient rainfall are provided with water

through irrigation. Land reclamation, then, is associated also with water conservation. Most of the irrigation in the United States is in the region made up of seventeen western States, where altogether in 1949 more than 24 million acres were irrigated by private enterprise and by State and national governments combined, with an invested capital surpassing $1.8 billions. By 1955 the federal government alone had made irrigation available to over seven million acres, of which six million were actually irrigated; and these acres yielded a harvest valued at almost one billion dollars. These projects are supervised by the Bureau of Reclamation in the Interior Department.

Land reclamation is a major undertaking that requires the construction of numerous dams to hold the water for the times at which it is needed. Usually land reclamation projects result in so-called "multi-purpose" dams that hold water not only for irrigation purposes but also to prevent floods, to assist navigation, and to supply power for hydroelectric plants. As the laws that create these projects are ordinarily phrased, however, reclamation is indicated to be the fundamental aim of these undertakings. Doubtless one reason for this phraseology is to placate the opponents of federally-owned power plants.

FORESTS

Today the national government is the custodian for much of the forests of the United States. When the first settlers came to America they found a land that was almost solidly forested, from the Atlantic Coast to beyond the Mississippi River. These forests were a hindrance to the farms that the settlers hoped to establish; moreover, they were the natural habitat of the Indians. As a result they were ruthlessly chopped down. Yet they were an immense, if unrecognized, boon to these colonists, providing them with materials for houses, barns, and fences, and with fuel; moreover, they had been instrumental in fertilizing and preserving the soil. Their significance is visible in the fact that when the settlers finally reached the limit of the forest region west of the Mississippi they did not push the frontier directly ahead into the Great Plains, but rather vaulted fifteen hundred miles to the Pacific Coast, where they discovered more forests. Americans could not populate the treeless Great Plains until, among other things, they had invented barbed wire for fencing.

Still they did not realize the value of forests; they hewed them down so rapidly that by 1900 much of the country was menaced by total deforestation. The lumbering interests, which profited immediately from the forests, exercised little if any self-control in their exploitation. In many areas the destruction of the forests led to far-reaching water erosion and flooding, because the trees that once held the water surplus in their roots had vanished. Hence about the year 1900 the federal government commenced taking what remained of the forests under its protection.

Today the federal government possesses about 180 million acres of national forests in the United States, Alaska, and Puerto Rico, an area greater than that of Texas. The government has adopted the policy that these

forests should not be untouched, for in that condition the forest areas would not yield any of their potential wealth and would slowly deteriorate. Hence the federal government leases forest tracts to various undertakings, especially lumbering and paper interests, for exploitation under government supervision. It also leases these regions for grazing purposes, and keeps them open to vacationing tourists. Through these leases, the government in fiscal 1954 received over $65 millions.

The Forest Service of the Agriculture Department, which administers the national forests, carries on research in forest conservation, in seeking out such matters as destructive insect pests. It cooperates with State forest services in the protection of State forests. Finally, it participates in a reforestation program, in which trees are distributed among the States in an effort to restore certain forests. In fiscal 1955, under this program, about 475 million trees were distributed, at a cost to federal and State governments together of more than $4 millions. The principal antagonist of these federal undertakings has been the lumber industry. This industry characteristically has urged that control of the forests be returned either to the States or to private interests. Of course, it would be easier for the industry to control a State government than to control the national government; its organized pressure can be brought to bear more directly upon legislators in a small area.

FISH AND GAME

The first settlers discovered a land teeming with game, and lakes and seas abundantly supplied with fish. Three centuries of unrestricted hunting and fishing made some species extinct, others nearly extinct, and most of the remainder greatly reduced. Today the preservation of game is carried out chiefly in the interests of sportsmen, for most Americans procure their meat through stores. The preservation of fish, by contrast, is important not only for sportsmen but for the population in general, inasmuch as fish are still in the main caught as they live at large in the oceans and lakes. The consequences of uncontrolled fishing may be seen in the steadily diminished catches of mackerel and sardines on the Pacific Coast.

Matters concerning fish and game are administered by the Fish and Wildlife Service in the Interior Department. The Service has full powers over fish and game in the federal public lands. For the fish and game outside the lands, the Service performs several functions. It conducts research into conditions and objects that influence the life of fish and game. It regulates the fur-seal industry near the Pribilof Islands off Alaska. It maintains several refuges for wildlife. It supports fish hatcheries whose products it distributes in the seas, lakes, and rivers of the country; in a single year the Service will apportion several hundred million fish and fish eggs. It seeks waters prolific in fish that have not been exploited. Meanwhile it cooperates with State officials in efforts to control or to exterminate harmful animals such as wolves and harmful animal activities such as the damage inflicted by bears upon tree bark. Through interna-

tional treaty the government protects migratory birds. Finally, the national government licenses hunters and fishermen who venture upon federal territory and waters.

MINERALS

The United States is one of the most bountifully endowed of all countries with regard to mineral resources. Early settlers discovered sufficient iron in New Jersey and eastern Pennsylvania to set up blast furnaces, such as that at Valley Forge, as a basis for the colonial iron industry. Later, the vast western Pennsylvania coalfields were unearthed. Some time afterward, in 1859, oil was found near Titusville, Pennsylvania, and iron ore was located in northern Michigan. Since that era the United States has become the greatest consumer and producer of iron, coal, and oil in the world. For some years now, however, there has been concern lest the United States become deficient in mineral resources. Some administrators and legislators have argued that the United States must adopt a foreign policy that includes the protection of numerous overseas areas solely because of the raw materials they can furnish to the United States. Meanwhile the federal government itself, primarily through the Interior Department, has sought to limit the use of certain minerals, and finds new sources of them.

Metals and non-metallic resources

The prime metal for present-day industry is iron ore. For many years the United States seemed to have an almost inexhaustible stock of high-grade ore in Michigan and Minnesota. However, the demands of modern industry, and the impositions of two world wars, have so reduced these mines that the end of their yield of high-quality ore is now apparent. Still, they also contain vast amounts of low-grade ore called taconite which can be used, although the cost of processing it will be high. Recently large reserves of good quality ore have been found in Venezuela and in Canada; American steel fabricators are preparing to extract this ore for use in the mills at Chicago, Pittsburgh, Youngstown, and Cleveland—traditional steel centers —and at new plants on the Delaware River near Philadelphia, strategically placed so as to combine Pennsylvania coal with Venezuela ore. The decision of the government, after decades of hesitation, to go ahead with the construction of the St. Lawrence Waterway is attributed in part to the fact that the Waterway will transport Canadian ore to the harbors on Lake Erie, whence it can be transshipped to the mills of Ohio and Pennsylvania. The Waterway as it is now planned will extend the channel for ocean-going vessels only as far as Toledo, Ohio, and not through the Detroit River; hence the steel interests in the Chicago-Gary steel basin will not benefit unless they can economically transfer the ore from boat to train at Toledo.

The United States has varying reserves of other metals and non-metallic resources. Certain metals are entirely or almost entirely lacking; among these is manganese, which is essential for the production of high-grade steel. The United States is deficient also in tin, chromium, and tungsten,

among important metals. It procures its nickel from Canada. Supplies of some other metals, notably the bauxite ore which yields aluminum, seem to be decreasing.

One imponderable factor is the change in future requirements that may occur as a result of technological developments. Aluminum is one of the commonest metals on earth; cheaper means may be discovered for extracting it from clay. The oceans contain immeasurable quantities of magnesium, an extremely valuable metal for industry. In the past few years still another metal, titanium, has been found to possess almost unique qualities of hardness and heat resistance.

The principal government agency connected with the conservation of these resources is the Geological Survey in the Interior Department. The Survey among its other duties seeks new sources of raw materials and administers the conservation of known sources. For example, it is trying to produce manganese from sources in Virginia and Tennessee. The Survey also conducts research into more efficient extractive methods. It collaborates with the governments of foreign countries in its quest for mineral resources; for instance, recently it assisted investigations in Mexico, South America, the Near East, and Asia.

Another important government agency is the Bureau of Mines in the Interior Department; with respect to metals, it supports research into problems of the treatment and refinement of ore, and the recapture of metals from slag. The Bureau of Mines also assists the Atomic Energy Commission in its search for uranium and other fissionable materials. One other agency that is concerned with metals is the Bureau of Land Management in the Interior Department, which leases public lands to private individuals who wish to exploit the mineral resources of the area. The Bureau allows such exploitation only under its own rules; the fact is that so far the public lands have not been a major source of minerals.

Fuels

Coal: The leading fuel for modern industry is coal. The United States is in an extremely fortunate position respecting coal resources; it is estimated that present supplies are sufficient for perhaps one thousand more years. Actually, coal as a source of energy, although always very important, has lost its pre-eminence; the graph in Figure 106 shows how the percentage of all American energy that is contributed by coal has decreased over the last century. One leading cause for this decline has been the greatly increased cost of coal, resulting chiefly from the higher wages that the United Mine Workers union has negotiated for its members; although these wages are perhaps not high in relation to those of other workers or in view of the unpleasant work, they add to the cost of a material that is in competition with other low cost materials such as oil and natural gas. Another reason for this decline has been the gasoline-powered automobile, which provides transportation for millions of Americans today who fifty years ago would have ridden on coal-powered trains. Too, the rise in the price of coal, and certain shortcomings in steam locomotives, have induced

the railroads to replace coal-driven locomotives with Diesel engines, which operate on oil.

It is quite possible that the absolute amount of coal used will drop even further, owing to more efficient means for employing it; the powdered coal turbine engine, for example, is much more efficient than the reciprocating piston engine. Also, coal will be used more and more not as a fuel but as a valuable mineral resource. Recently Admiral Lewis L. Strauss, Chairman of the Atomic Energy Commission, stated: ". . . There's more of value in coal than thermal units. What we do now is roughly analogous to burning up the books in this room in order to keep warm. You could get heat from these books, but it would be a crime to use them for heat. And so there is a great deal more in coal than just heat."[1] Coal is an essential element in the manufacture of such products as nylon and synthetic dyes.

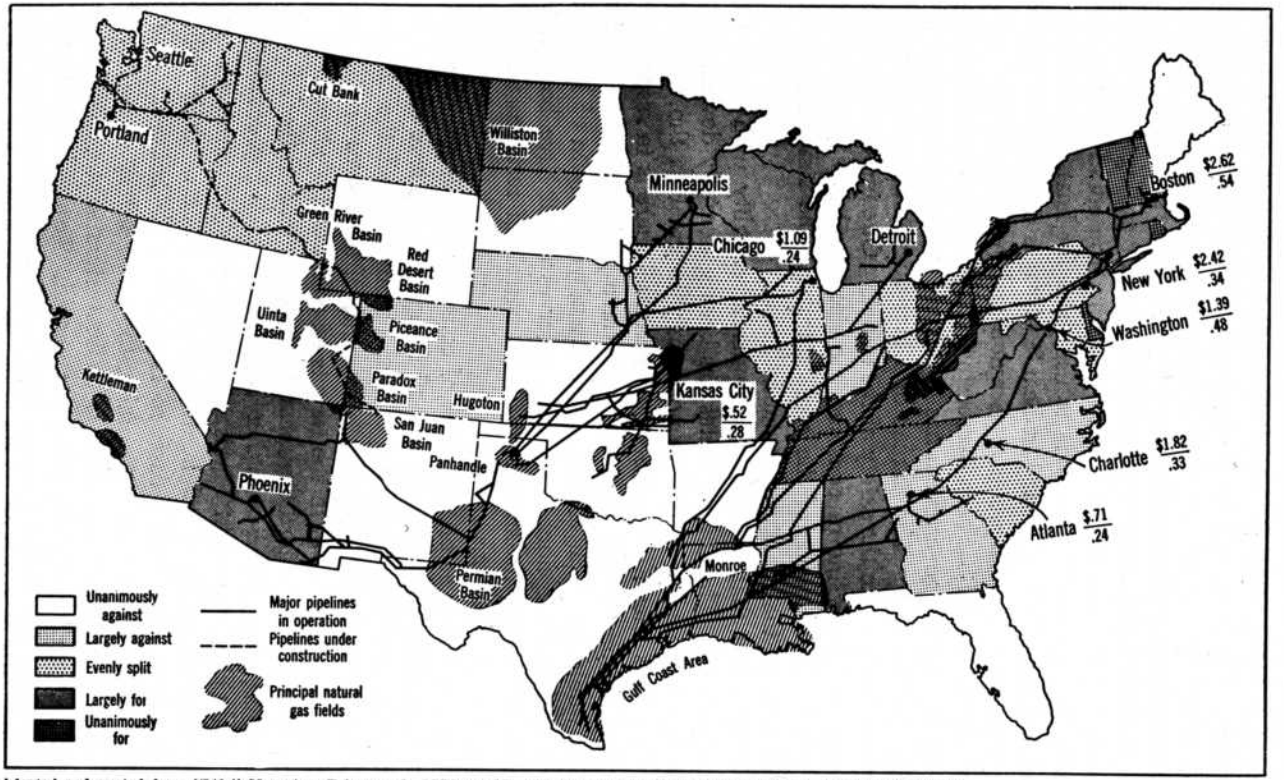
Because the use of coal has been decreasing, and because present resources are copious, the federal government has not been especially concerned with discovering new reserves. The Bureau of Mines does interest itself in coal, but largely with an eye to the safety of the miners. One important political consequence of the decline of coal and the rise of oil has been the progressive fall in the influence of the coal States and the simultaneous rise in the influence of the oil States, notably Texas.

Oil: Today a fuel that has achieved apparent equality with coal as an energy source is oil. The United States has been generously dowered with oil; however, the reserves of oil are not nearly so great as those of coal, at least so far as is known. Precisely how much oil there is in reserve cannot be stated. From time to time observers have predicted that American oil reserves would be exhausted in a few years; yet in spite of increased production and consumption, the proved reserves of oil have been rising still more rapidly. For instance, in 1952 1.2 barrels of reserves were discovered for each barrel consumed.

It would appear that at present rates of consumption all reserves would be depleted in about twelve years; yet oil companies continue to find new reserves. In the past few years the pockets of oil lying off the shores of Texas and Louisiana in the Gulf of Mexico, and off the shores of California in the Pacific Ocean, have been the targets of considerable attention.

The Republican Eighty-third Congress, to the dismay of all those favoring national conservation agencies and a distribution of oil proceeds more equally among the forty-eight States, enacted legislation turning over to the States the ownership of oil lands out to the limit of their political sovereignty—three miles in the cases of Louisiana and California, twelve-and-one-half in that of Texas. Naturally, the strongest agitation for this measure came from the States that were best situated to enjoy the oil fields, including particularly the three just named. Texas, ordinarily quite Democratic, voted for Eisenhower in 1952 partly because he was known to be friendly to State ownership of tidelands oil rights. The "States' rights" doctrine of Jefferson received an entirely new application in the debates concerning State sovereignty over their neighboring waters. Further explo-

[1] *U.S. News and World Report*, December 17, 1954, p. 64.



Adapted and quoted from "Life" Magazine, February 6, 1956, p. 35, with the permission of "Life" and Mr. Antonio Petruccelli

Figure 92. The Vote on Natural Gas Controls in the House, 1956. Gas rates per 1000 cubic feet are shown for seven cities: upper figures are charges to utilities by pipelines; lower figures are charges to residential consumers by utilities.

ration has disclosed that vast pools underlie the continental shelf, which reaches many miles out into the Gulf of Mexico and which is under the authority of the national government.

The Bureau of Mines again is the chief federal agency associated with the production of oil. It assists private companies in their search for oil. It also carries on important experiments in the extraction of petroleum from other sources, particularly from oil shale and from low-grade coal. The established oil companies are very hostile to these experiments, for evident reasons; in 1955 Democratic Senator Joseph O'Mahoney of Wyoming, protesting the fact that the presidential budget made no appropriations for these experiments, stated that the shales of Colorado, Utah, and Wyoming contain more oil than all the reserves of Saudi Arabia, supposedly the richest oil area known. The Bureau of Land Management also leases public lands for oil exploitation, as noted above. The fact is that most of the regulation of the petroleum industry is administered by the States; the federal government cooperates with the States as far as it is constitutionally empowered to do so.

Natural Gas: Somewhat the same relations between industry and government exist with respect to natural gas as prevail with regard to oil. Once a neglected by-product of the petroleum industry, natural gas became a huge enterprise after World War II, when the pipelines mapped in Figure 92 were built to link the producing areas with the consuming areas. In 1954, the federal Supreme Court ruled that the production of natural gas was subject to the regulatory power of the Federal Power Commission. In 1956, an intense struggle developed in Congress over a bill designed to relieve the producers from federal control. How the vote of the House of Representatives split on the issue is shown by Figure 92; in general, the delegates from consuming States opposed the bill and those from the producing States favored it. Not the least of the results of the controversy was the creation of a Senate committee to pursue charges that certain producers had sought to win votes by bribery.

ADMINISTRATION OF CONSERVATION

Department of the Interior

The Department of the Interior is the principal federal agency in the administration of conservation. On January 1, 1956, it had 46,463 employees. The expenditures of the Department in fiscal 1956 amounted to $525 millions, more than one-third of which was spent by the Bureau of Reclamation. The chief of the Department is the Secretary. Below the Secretary are an Under Secretary, who is the deputy of the Secretary; and four Assistant Secretaries, one each for Mineral Resources, Public Land Management, Water and Power Development, and administration of the Department. The Department itself is a rather uncoordinated agglomeration of several offices; those that pertain to conservation are six in number. The Bureau of Land Management administers the resources on the public lands. The Bureau of Mines is entrusted with the conservation of mineral resources.

The Bureau of Reclamation manages irrigation projects. The Fish and Wildlife Service promotes the conservation of all forms of wildlife. The Geological Survey is a research agency that prepares maps of the United States and that seeks out additional deposits of mineral resources. Lastly, the National Park Service governs 180 national parks and other recreational areas covering a total of almost 24 million acres, about the extent of the State of Indiana. Beyond these divisions the Department has others that will be described in the pertinent chapters.

Department of Agriculture

In recent years the Department of Agriculture has interested itself in problems of conservation, although not with so great a scope as the Department of the Interior. The conservation work of the Agriculture Department is under the general direction of the Assistant Secretary for Federal-States Relations. His administration includes the Agricultural Conservation Program, which gives farmers financial aid for instituting various agricultural conservation practices; the Forest Service, which controls 153 national forests and assists in the conservation of State-owned and privately owned woodlands; and the Soil Conservation Service, which works through locally established soil conservation districts to introduce programs for soil and water conservation. In these undertakings the Agriculture Department coordinates its operations with those of the Interior Department, the Federal Power Commission, and the Army Engineers Corps. The Department of Agriculture has numerous other functions connected with farmers. These functions are the subject of the next chapter.

QUESTIONS AND PROBLEMS

1. What are the tasks of conservation? Do you believe that the natural resources of the nation are being conserved enough to provide security for another century? Explain your answer.
2. It has been proposed that the government sell practically all of the public lands save those needed for the national park system. Would such a transfer to private hands result in better or worse conservation practices? Would strict legislation regulating land use prevent abuses by private owners?
3. Describe the work of the Soil Conservation Service.
4. How can a congressman consistently vote for new land reclamation and irrigation projects and also for subsidies to farmers to prevent losses from growing too much of certain staple crops?
5. How has the place of coal as a primary fuel changed over the last fifty years?
6. What new sources of industrial energy are in the offing? What effects might they have upon the American political scene?
7. List all major and minor agencies named in the chapter as having functions connected with conservation; give, in each case, a description of their function or functions.

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PART XI

Commercial Interests of the Government