

43. Government Participation in Business



The President's Water Resources Policy Commission

THE American federal government participates directly in business. According to the Bureau of the Budget, in 1956 the government was engaged in 19,771 commercial and industrial activities producing goods and services; they represented capital assets of \$11.9 billions. By comparison with most other countries of the globe, the government of the United States has title to only a small fraction of the national investment in the production and distribution of goods. In communist countries, for example, the government in one way or another owns all but the most minor sort of business undertakings. The governments in most non-communist countries, especially those of western Europe and of certain Latin-American states, own a greater share of the national economy than the American federal government does. Even American States and cities are more active commercially than the national government is. Yet the extent of federal business holdings in absolute terms is great; if the government sold its enterprises and could use the money thus obtained to buy merchant ships, it could buy every ship on the Seven Seas.

Outside the communist nations, when governments invade the realm of business ownership they usually do so in the sector of the distributive industries. For instance, both the British and the French governments own the railroads in their respective countries. Many American city governments own water systems, electric power generating companies, and public transportation networks. It is in this realm that the national government has to some extent penetrated, for its operations in the main are confined to the power industry and to transportation facilities. Apart from these undertakings the federal government also owns and operates the Post Office and the Government Printing Office. In its territorial possessions the national government manages some large and important properties. Finally, the armed forces own and operate some special manufacturing and distributive enterprises.

The government sometimes during a war acquires business properties, then sells them after the war. During World War I, for example, the government built and operated a fleet of merchant vessels, then sold them to shipping lines after the close of hostilities. During World War II the government created a number of establishments for the production of synthetic rubber; afterward, in August 1953, Congress set up the Rubber Producing Facilities Disposal Commission, an independent agency, to sell these establishments. In 1955 the government sold twenty-four such plants in a single transaction.

This chapter will endeavor to discuss the most important aspects of government participation in business that have not been dealt with elsewhere in the text. The aspects that have been previously described include national credit agencies, federal housing projects, and the Panama and Soo Canals. Save for the housing projects, they were created primarily in order to promote business. This chapter will confine itself to the Post Office, the Government Printing Office, the Tennessee Valley Authority and other electric power undertakings, the Atomic Energy Commission, such territorial enterprises as the Panama Canal Company, and the business operations of the armed forces.

THE POST OFFICE

The United States Post Office executes one of the oldest types of government functions in the world. Governments have had postal services for thousands of years; there is evidence that the Babylonian Empire had this service as early as the year 3800 B.C. The original purpose of this service appears to have been to supply the government itself with a means for carrying official messages, such as instructions from the central administration to a provincial governor, or commands from the ruler to a military leader. Government control was more common than private ownership, because the government alone had the force to protect the mails. Given the usefulness of controlling what was in the mails, the government preferred that, if the mails were to be used for

A Schematic Picture of a Multiple-Purpose River Basin Development.

anyone, they would be used for the state. Neither argument is as strong today as it once was. There was a postal service in the British colonies of North America; one of the first acts of the Confederation government was to found a post office. Today the Post Office reaches into every hamlet in the nation.

The chief executive of the Post Office Department is the Postmaster General, a member of the Cabinet, appointed by the President and confirmed by the Senate. There is a tradition that this official shall be a major political figure, often the past chairman of the administration party. This tradition may have arisen because the office supposedly is a sinecure, a post whose administration does not require any especial talents. Too, at one time many thousands of the best government positions outside the classified civil service were in the Post Office—the local postmasterships. It may have been felt that the party chairman should be named Postmaster General as the person best acquainted with the devotion of party followers. A third possibility is that since the position does in fact offer opportunities for the display of great administrative ability, it may be given to a party chieftain because he has revealed sufficient administrative ability to organize the party that has won a national election.

Under the Postmaster General are a Deputy Postmaster General and five Assistant Postmasters General, one each to head the Bureaus of Personnel, Facilities, Finance, Transportation, and Post Office Operations. The hub of Post Office activities, of course, is the individual Post Office situated in cities, towns, and villages. The Post Office is the largest civilian executive Department; on January 1, 1956, it had 509,032 employees.

Unlike any other Department, the Post Office conducts itself as a business; it is the only Department that receives a steady income for the services it performs. Indeed, the United States Post Office may be the largest business in the world, at least in non-communist countries. In 1955 there were 38,316 individual post offices (a considerable reduction from the year 1900, when there were 76,688). The Post Office handled over fifty-five billion pieces of mail, the majority of them first class. It delivered almost eleven billion pounds of mail, three-fifths of the weight being parcel post. It issued \$5.8 billions worth of money orders. The Post Office in this year had a gross revenue of more than \$2.3 billions, and gross expenditures of more than \$2.7 billions; the annual deficit amounted to about \$362 millions.

The Post Office deficit is a matter of great displeasure for persons both inside and outside the government. Actually for most of the last century the Post Office has operated at a deficit, save during two world wars of the present century. Hence each year Congress must vote a deficiency appropriation to give the Post Office enough money to perform its duties. The handling of this deficit, and its causes, have given rise to severe criticism of the Department. The deficit has also furnished opponents of federally owned enterprises with evidence that the government is not competent to participate in business. Indeed, according to its own reports the Post Office today does not show a profit on any type of mail—not even letters.

At the same time it must be realized that the Post Office carries out numerous valuable functions for business. The national economy could hardly operate unless businessmen had some means for exchanging information and for communicating with the public. In several ways the Post Office subsidizes businesses. For instance, it pays merchant ships and commercial airlines far more than their actual costs for transporting mail. It carries periodicals such as newspapers and magazines as "second-class" mail, which in fiscal 1954 yielded a loss of more than \$218 millions, a sum that may be accounted a subsidy to publishing firms. The Post Office has established a category termed "third-class" mail, for circular matter, advertising, and the like, which is also a boon to private enterprise; in 1954 it yielded a loss of \$147 millions, which might also be described as a subsidy.

There are few people who would suggest that the government turn the postal service over to private hands, and fewer still who would suggest that the government run the Post Office just as the States maintain highways, as a service without fees, paid for out of general tax receipts. Abandoning any of the various kinds of subsidies would bring protests from the groups affected. The only means for ending the deficit that would not bring loud protests appears to be the installation of greater economies in operations.

The Post Office also serves as a bank for individual depositors, through the Postal Savings System. At the end of fiscal 1955 the System had total deposits of more than \$2 billions, with over 2.7 million depositors. These deposits draw two per cent interest, and are protected by the credit of the national government. The System is administered by a board of trustees made up of the Postmaster General, the Secretary of the Treasury, and the Attorney General, which invests the funds after they have been deposited. The funds of comparable systems in other countries are usually invested in government bonds; in the United States, by contrast, they are placed in "reputable" banks, preferably members of the Federal Reserve System.

That the Post Office should act as a savings bank has sometimes been questioned. At one time, private banks were less safe, perhaps, and did not welcome the smallest accounts; too, it was considered good policy to encourage everyone to save, even though few would recommend that the government engage itself deeply in encouraging every desirable impulse. It is unlikely that the System would be adopted today, if it were being proposed for the first time; however, it now stands firmly rooted in history.

THE GOVERNMENT PRINTING OFFICE

The United States Government Printing Office is probably the largest printing house in the world. The Office is supervised by Congress; hence it is not an administrative or executive division. The leading figure in the Office is the Public Printer, who "is required to be a practical printer,

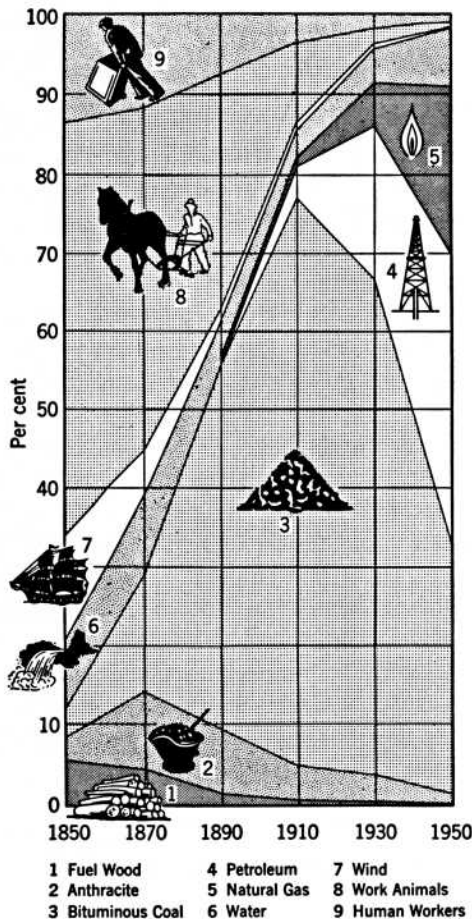
versed in the art of bookbinding." He is appointed by the President and confirmed by the Senate, but to a large degree he is responsible to the Joint Congressional Committee on Printing. The Office prints all the state papers of the federal government save those of a confidential nature. The sale of these publications is administered by the Superintendent of Documents; he also sends copies of these documents to the many libraries that are termed "depositories," which have been chosen to receive a copy of most publications. Finally, the Superintendent prepares catalogues of the materials that the Office has for sale.

Just as in the case of the Postal Savings System, an advocate of private enterprise might disagree that the government should engage in such extensive printing operations. Few would deny that the government has the elementary function of publishing congressional debates and legal documents, although the earliest of such records, here and in England, were privately printed. Yet a great part of the work of the Printing Office consists of printing, binding, advertising, and selling materials of the "how-to-do-it" character, together with a host of special studies that do not have legal force, such as analyses of the coal-mining industry. A critic may ask: "If the government wishes to publish a study it has made of the coal industry, why cannot it contract with a commercial publishing firm to print and sell the work, with or without subsidy?" Such a course of action would be more complicated and troublesome than the present arrangement, although it might promote the publishing business.

POWER

The federal government in the past two decades has entered the field of power generation, especially the areas of electric power and atomic power. These two fields in one sense are radically different; that is, the generation of electric power was practiced long before the federal government began to participate in it, but essentially the generation of atomic power was discovered under the auspices of the federal government. The sources of energy in the United States are constantly changing (see Figure 106). A century ago man-power and horse-power were major sources of energy for farms and factories. Coal then became the chief source of energy; now its use is declining. Atomic energy is now coming to the fore; probably by 1970 it will supply an important part of all energy consumed in the United States. Solar energy, obtained from the sun's rays, is also in the initial stages of practical development.

The generation of power by federal enterprise has given birth to harsh controversy; whereas there is little dispute that the postal service is a proper governmental function, heated debate occurs for and against the belief that the government should undertake power generation. For several years after its inception atomic power was a monopoly of the government, largely for reasons of national security but also because of the influence of those who professed fear that a few great corporations might establish a private monopoly if facts and materials were released



J. Frederic Dewhurst and Associates, "America's Needs and Resources: A New Survey" (New York, Twentieth Century Fund, 1955), Figure 104

Figure 106. Percentage of Total Work Output Obtained from Different Sources of Energy in the United States, 1850-1950.

to the public. With the passage of time, it became apparent that information regarding atomic power was available to other countries; hence a government monopoly for the sake of national security had become unimportant. Furthermore, powerful industrial interests brought pressure upon the government to surrender part of its knowledge. Under the Eisenhower administration, Congress enacted legislation making it possible for private industry to obtain fissionable materials, attempting to hedge about the law with protections against monopoly.

Occasionally it is urged that the federal government sell its electric power generating plants to private business; these spokesmen have especially aimed at dissolving the Tennessee Valley Authority. At present, however, it appears that not only will the government retain these properties but also it plans to build many more such facilities. Certainly private

enterprise has not despaired of erecting such facilities, nor have municipal governments; the graph in Figure 107, showing the percentage of electricity generated by federally owned utility stations, discloses that between 1945 and 1950 the federal share actually declined. The future proportions between private and public facilities will be decided by the victors in many political struggles to come; the arenas of debate can be imagined from the distribution of potential hydroelectric plants drawn in Figure 108.

Electric power

Tennessee Valley Authority: The Tennessee Valley Authority (TVA) is the outstanding example of a government electric power project in the United States. The TVA is a government corporation created in 1933 for the purposes of improving navigation on the Tennessee River and its tributaries, controlling floods in the Tennessee River basin, manufacturing fertilizer and other nitrate and phosphate products, and generating and distributing hydroelectric power. The TVA is administered by a three-member board of directors appointed by the President with the consent of the Senate. The TVA has expanded as the years have gone by, so that it has become an illustration of regional planning and general river-basin development. For instance, it concerns itself with the conservation of forests; it has linked its fertilizer production with a program of general agricultural improvement; it attends to the health and welfare of all persons living under its jurisdiction. It has great economic influence over an area of about 41,000 square miles (about the size of Ohio or of Tennessee itself) and the lives of its roughly 3.5 million residents. The map in Figure 109 shows the location and scope of the TVA region.

The foundation of TVA activities is the system of twenty dams and reservoirs on the Tennessee River and its confluents. These dams serve

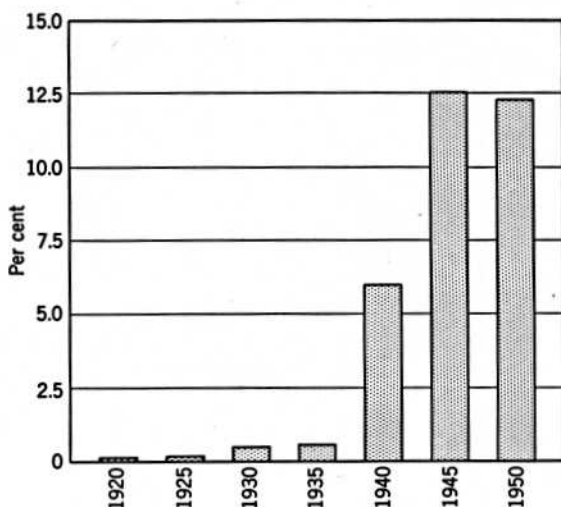
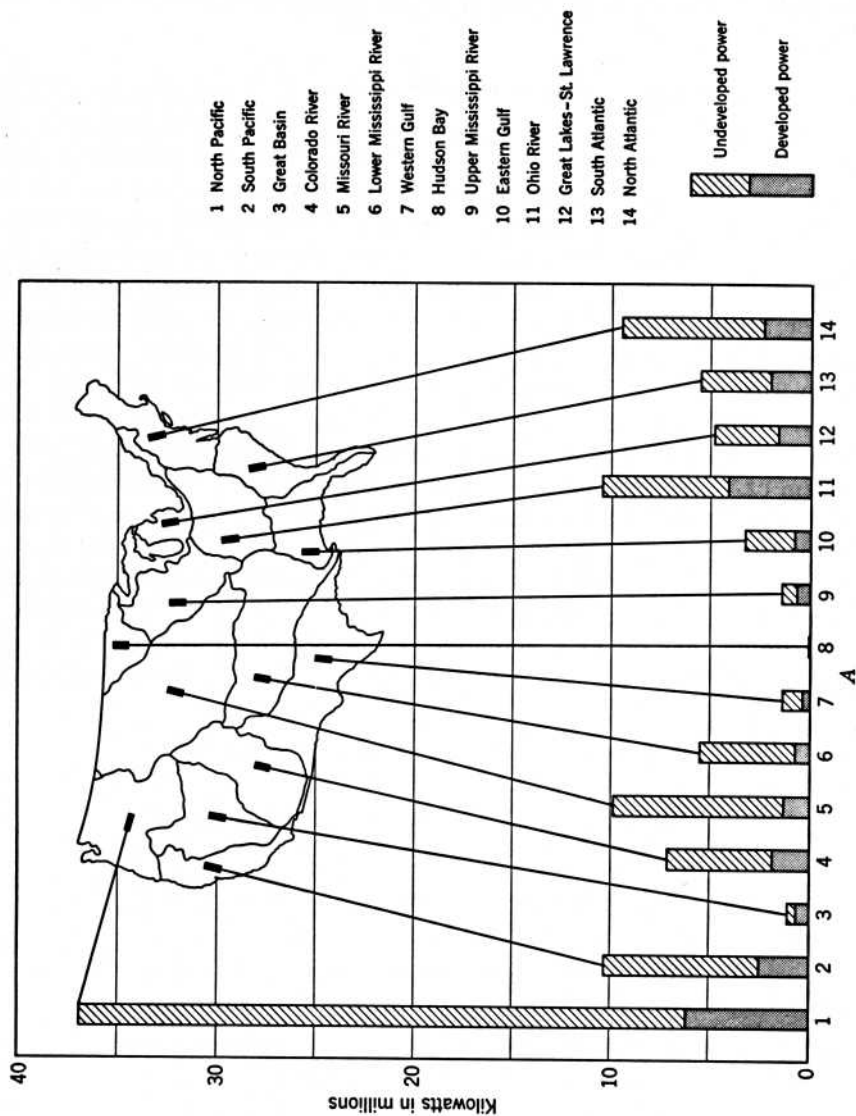
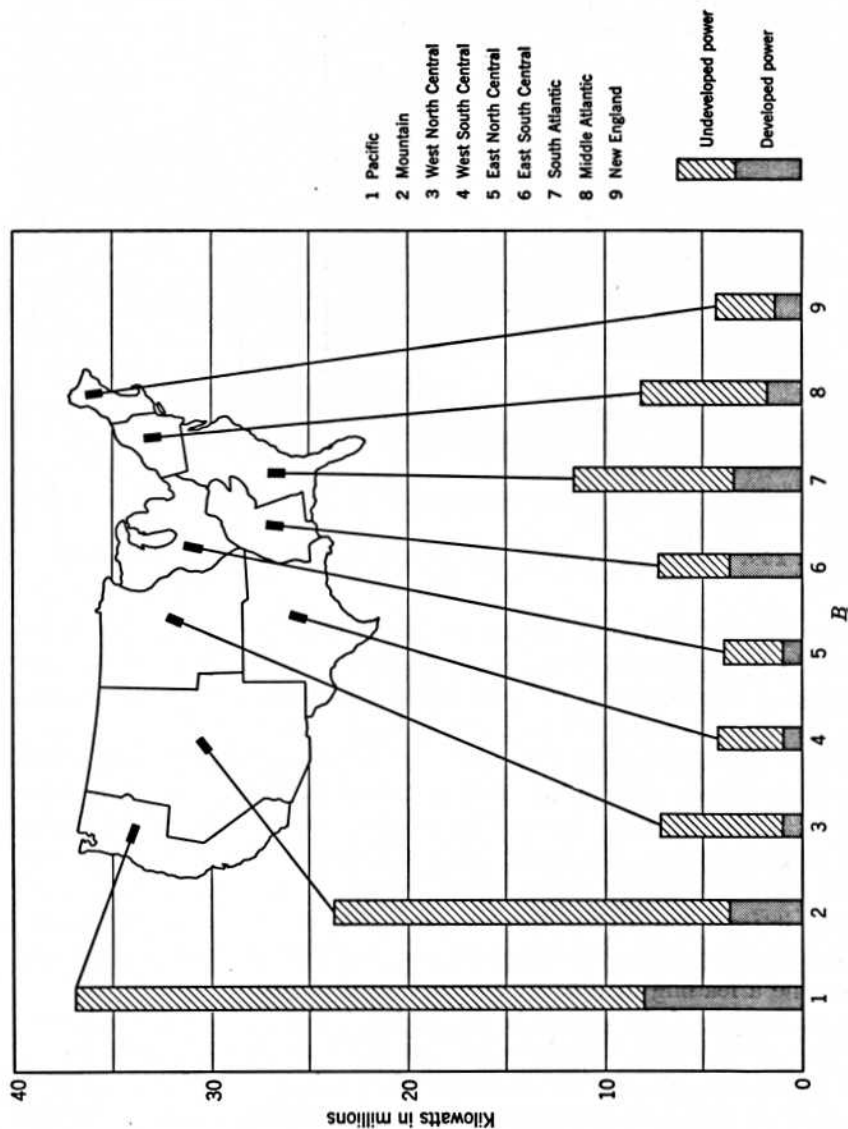


Figure 107. Percentage of Electric Power Generated by Federally Owned Plants, 1920 to 1950.





Federal Power Commission

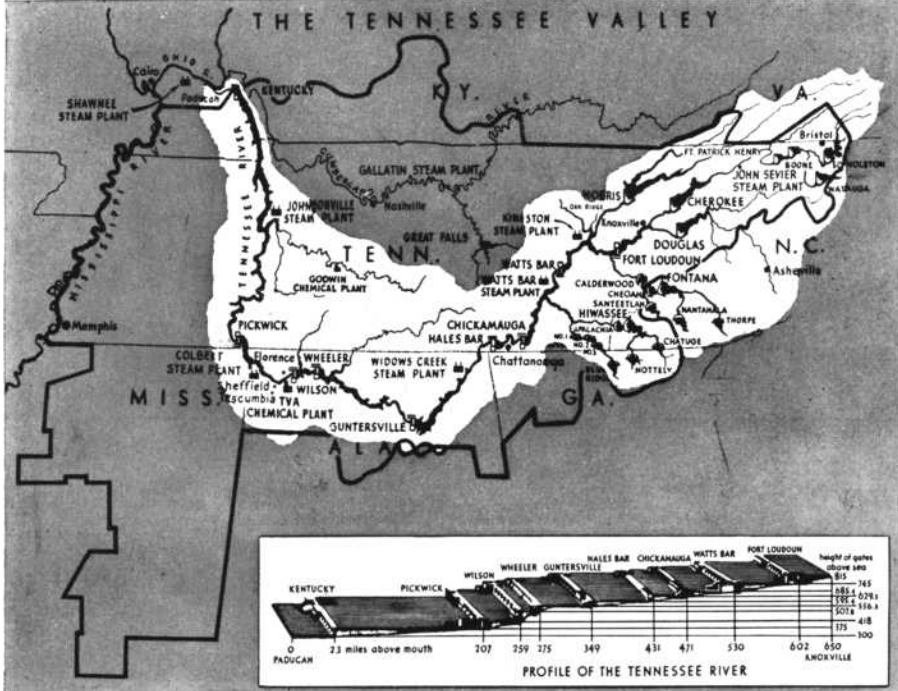


Figure 109. Regional Development by the Tennessee Valley Authority.

The cheapness of the power in the region is the first great merit cited on behalf of the TVA. Many other benefits have been brought to the entire region through such means as spreading information about conservation practices and good farming techniques. Advocates of the TVA also point out that the per capita use of electricity in the area is exceptionally high. They further assert that the per capita income of those living in the TVA domain has since 1929 risen proportionately more than the per capita income of the nation. This is an incontrovertible fact. However, it is also a fact that per capita income in all southern States has risen sharply since 1929, that this rise seems to be the consequence of several

factors, and that the TVA is probably but one of the factors. Indeed, South Carolina, whose 310% per capita income rise between 1929 and 1955 was by far the greatest for any State in the country, is not considered a TVA State.

The TVA has been subject to some unfriendly criticisms. One important charge, based on the recent activities of the TVA, is that it has become a spearhead for government invasion of the whole power-generating field. Initially the TVA produced only hydroelectric power. Now, this type of power might be viewed as a "by-product" of the other functions of the TVA; that is, one might assume that the principal tasks of the TVA are to build dams that control floods and improve navigation, and that it has undertaken the generation of hydroelectric power simply because the dams make an excellent potential for that generation. However, in the past few years the TVA has constructed a number of huge coal-powered steam-generating plants; and the 1955 annual *Report* of the TVA disclosed that the TVA now generates more electricity at its steam plants than at its water plants.

Of course, in this respect the TVA is adapting itself to the national pattern; in 1950 only 29.1% of all electric power in public utilities was generated at hydroelectric plants, and the percentage had dropped from 40.3% in 1935. However, by no stretch of the imagination could one term steam-generated electricity a "by-product"; it is the single and direct purpose of these stations. TVA administrators contend that they must erect these plants in order to satisfy the demands for electric power in the region; future plans of the TVA call for the building of more steam-powered generators. Apparently a great demand for low-cost electricity is still developing in the region. Perhaps a final complaint may be recorded that has some relation to the costs of power. It has been alleged that the TVA buys non-union, "scab" coal for power generation, so as to keep expenditures low.

Another set of criticisms has revolved about the financing and accounting methods of the TVA. One goal of the TVA is supposedly to establish a "yardstick" of electric power rates with which privately owned utility rates may be compared. In this respect the TVA fares well; its rates are low. However, it is pointed out that the TVA has some important advantages over the private enterprises with which it competes. First, the TVA pays very low interest rates on the money lent it by the government, by contrast with the high interest rates their competitors must pay on the bonds sold to the public. Secondly, the TVA pays no taxes; however, it is now obliged to pay a certain sum to the government each year in lieu of taxes, but this sum does not equal as high a proportion of its income as the taxes paid by privately owned concerns are of their incomes.

The most severe criticism along this line is that the TVA employs deceptive accounting methods. TVA dams have three main purposes: flood control, navigation improvement, and power generation. Each of these purposes levies certain costs upon the enterprise. Only one of these purposes, that of power generation, has a monetary return, through

the sale of electricity; the other purposes must be financed through government money, as shown by the fact that in fiscal 1954 Congress appropriated more than \$188 millions for the TVA. The problem arises from the allocation of costs among the various functions. Hostile critics allege that the TVA manages to show an annual profit by allocating too little of its actual costs to power generation, and too much to flood control and navigation improvement. By this means, it is asserted, the cost of generating power is made to seem less than it really is. Hence, these observers say, only through bookkeeping devices can the TVA appear a "yardstick"; the fact is, they aver, that the true costs are far higher, and that the power is subsidized by appropriations which only on paper are spent for purposes other than power generation.

Whatever the validity of these criticisms, the majority of the people living in the TVA region endorse the project; industry is moving into the area so as to profit from the low power rates; national officeholders from the States concerned support the TVA; and the TVA has contributed immensely to the national security by providing the power necessary for refining fissionable materials. Looking backward to the discouraged and narrow-visioned thinking of the leadership in the area before Senator Norris and the TVA task force moved in on the economic problems of the valley, it is difficult to assure oneself that all of this development would have happened in any case.

Other Electric Power Facilities: The federal government owns and operates many other electric power generating stations in the country. Most of these have been erected in the period since the beginning of the depression in 1929; indeed, some of the earliest undertakings, such as the Hoover Dam, were intended to make work for the unemployed. Today, however, these plants are erected for the services they will yield.

The other federally owned plants differ from the TVA in that they do not embrace regional planning as well. Like those of the TVA, the other dams are multi-purpose, including such matters as flood control, navigation improvement, irrigation, and electric power generation. However, these are the sole purposes of these dams; there are no organized undertakings for the bettering of an entire river system. Moreover, these dams are not the property of a government corporation; instead, they are erected either by the Army Engineers Corps or by the Bureau of Reclamation, two agencies that often enter into spirited competition for the prestige of building one of these projects.

The merchandising of power from these stations is entrusted chiefly to three administrative agencies, all in the Department of the Interior: (1) the Bonneville Power Administration, which handles power generated in the Columbia River Valley, notably that from Bonneville, Grand Coulee, and Hungry Horse Dams, and a number of other structures across the Columbia, Willamette, Snake, Pend Oreille, and Kootenai Rivers, embracing parts of Washington, Oregon, Idaho, and Montana; (2) the Southwestern Power Administration, which sells power produced at federal dams in all of Arkansas and Louisiana and in parts of Kansas, Missouri, Oklahoma,

and Texas; and (3) the Southeastern Power Administration, which markets surplus electricity generated at dams owned by the Department of the Army in Kentucky, Tennessee, Mississippi, Alabama, Florida, Georgia, South Carolina, North Carolina, Virginia, and West Virginia. These organizations are all to abide by "sound business principles," and to deal with "federal agencies, public bodies, rural electric cooperatives, and privately owned companies."

Of the three areas, that serviced by the Bonneville Power Administration appears to have enjoyed the greatest benefits. This area, too, is experiencing the gravest shortage of power, owing both to its exceptional population increase and to the movement of industry into the area. Plans have been considered for the establishment of other regional systems akin to the TVA, especially for the Missouri Valley; however, to the present no comparable agency has been created, because of both the pressure of affected interests and the reluctance of Congress.

Atomic power

Agencies Controlling Atomic Power: Atomic power in the United States until the very recent past has been entirely produced and controlled by the federal government; even today the federal government licenses all civilian users of fissionable materials. The principal agency for these operations has been the Atomic Energy Commission (AEC), sometimes termed "an island of socialism in an ocean of capitalism." The AEC was created in 1946 as a civilian group to take over what had hitherto been a military project, the Manhattan Engineer District, which had created the atomic bomb. The Commission is made up of a five-member board, named by the President and confirmed by the Senate. The Commission appoints a General Manager as the administrative chief for its activities. The Commission itself is assisted by three permanent committees, with which it frequently consults: (1) the General Advisory Committee, comprising nine civilians chosen by the President, for recommendations concerning scientific and technical affairs; (2) the Military Liaison Committee, representing the Department of Defense, for advice on matters regarding the armed forces; and (3) the Joint Committee on Atomic Energy, including nine Senators and nine Representatives, as a link with Congress.

Functioning of the AEC: The AEC is designed to encourage private research into atomic energy; to control information related to the production of atomic energy, looking forward to an era when national security will allow its publication; to carry out research for the federal government; to manage government control, use, and ownership of materials for atomic energy; and to administer affairs related to atomic energy in a manner consistent with the national requirements and international obligations of the United States. The AEC is one of the largest of the independent agencies, having 6,234 employees on January 1, 1956. In fiscal 1954 its expenditures were almost \$1.9 billions; in fiscal 1955, over \$1.85 billions. The AEC supervises numerous important laboratories and production facilities, among which the leading ones are those at Oak Ridge and at

Hanford, Washington; the AEC also cooperates with, and depends upon, atomic research studies at such institutions of higher learning as Iowa State College and the University of California, and at such industries as the General Electric Corporation in Schenectady. The AEC built and manages the towns of Oak Ridge and Richland; however, legislation, backed by the Republican administration, was introduced in 1955 for the purpose of ending their government ownership and management.

Today the AEC no longer exercises a monopoly over the development of power by devices using atomic materials. Legislation has been enacted permitting individual enterprises to employ these materials for the generation of power. Hence, for example, the Westinghouse Electric Corporation is erecting an atomically powered electric generating plant near Pittsburgh.

TERRITORIAL ENTERPRISES

The federal government owns and operates a number of business enterprises in its territorial possessions. These enterprises seem to have brought the territories concerned much closer than the United States to a type of socialist economy. The federal government has the power to organize such territorial businesses through the constitutional authorization given Congress “. . . to dispose of and make all needful rules and regulations respecting the territory or other property belonging to the United States. . . .” (Art. IV, sec. 3, cl. 2). It is significant, too, that there are few if any powerful interest groups in the territories that could oppose these government enterprises. Furthermore, since whatever groups there may be do not elect congressmen or cast electoral votes, they lack the essential means for expressing their opposition.

The Panama Canal Company

The Panama Canal Company is a government corporation functioning as an independent agency whose chief purpose is to operate the Panama Canal, but which also carries out many other business tasks associated with the operation of the Canal. Apart from the Canal, the Company maintains and operates “. . . a steamship line between New York and the Isthmus of Panama; a railroad across the Isthmus; the cargo docks and piers and harbor terminal facilities on the Isthmus; a coaling plant for ships; an oil handling plant; commissary stores, including cold storage plants, supplying employees and ships; a hotel; electric power, water, and telephone systems; procurement and storehouse facilities; motor transportation services, a printing plant; restaurants, theaters, bowling alleys, and miscellaneous merchandising activities; marine and general repair shops; and an employees' housing system.” The Company is associated with the administration of the Canal Zone, since its chief executive, the President of the corporation, is also the Governor of the Canal Zone. The United States government is represented in the corporation by the Secretary of the Army, and he appoints the board of directors for the Company.

The Alaska Railroad

The Alaska Railroad is a government corporation in the Office of Territories in the Interior Department. It operates the only railroad in Alaska, about 500 miles long; it transports both passengers and freight. The Railroad also owns river boats and barges for use on the Yukon and Tanana Rivers, and it is part owner of the Knik Arm electric power plant. Initially the railroad was constructed to aid in the settlement and the development of agriculture and industry in Alaska; today it plays an important role in the national security program of the United States, for Alaska is recognized as a probable battle zone in the event of war between the United States and the Soviet Union.

The Virgin Islands Corporation

The Virgin Islands Corporation is a second government corporation in the Office of Territories. The Corporation is under the general supervision of the Secretary of the Interior. It is managed by a seven-man board of directors, including the Secretary of the Interior, the Secretary of Agriculture, an Assistant Secretary of the Treasury, the Governor of the Virgin Islands, and three American businessmen chosen by the President of the United States. The Corporation is intended to foster the economic welfare of the Virgin Islands. To execute this mission it performs a number of tasks. It raises sugar cane for the production of raw sugar and molasses. It generates, distributes, and sells electric power to the whole island of St. Croix; it serves a growing total of consumers, and is conducting the business at a profit. In 1952 it bought the private company that had been supplying electric power to the island of St. Thomas, and is now operating and improving these facilities. It has, however, sold its hotel there and its rum distillery. It also conducts important experiments in agricultural technology, in an especial effort to determine whether some crop besides sugar can be profitably cultivated. Finally, the Corporation makes grants for land and water conservation undertakings on St. Croix.

ARMED FORCES ENTERPRISES

The business operations of the armed forces are little known but are large and varied in character. That they are not well publicized is owing to the impression of the public that whatever is undertaken by the armed forces must be within the special and undisputed province of national defense. The Hoover Commission on Organization of the Executive Branch of Government, 1953-1955, assailed the logic of this impression on two counts: first, the Commission said that the military effort can be subjected to the same examination for efficiency as any other agency of the government; and second, that the military forces ought not extend their province freely into all the kinds of businesses that supply its needs. For example, until 1955 the Navy operated a coffee-roasting plant that it had started in 1858

because the quality and cost of commercial coffee were unacceptable. It also owned the Boston Ropewalk, a cordage factory that it had begun in 1834 because good rope was not being made or sold in America. Both kinds of business today are done by many private concerns. Hence, some argue, why maintain such irrelevant functions in the armed forces, which are already so huge as to be difficult to administer?

As pressure mounted through the Eisenhower administration and the Hoover Commission reports, more and more civilian-type businesses were terminated. It was reported in 1955 that the Defense Department had closed down seven bakeries, nine laundries, twenty-four scrap-metal operations, four cement-mixing plants, a caustic-soda plant, four ice plants, two garden nurseries, a clothing factory, and a chain factory. The fate of 168 ice-cream plants in thirty-six States was in doubt. More work was being shifted from government shipyards to private ones, from Air Force maintenance shops to private ones, and from Army air, sea, and motor transportation to private carriers. In short, so far as the armed forces are concerned, the government is "going out of business" in a number of fields.

QUESTIONS AND PROBLEMS

1. Summarize the extent of the participation of the federal government in business, including such activities as are treated in other chapters of the text.
2. Could the Post Office be operated by private enterprise? What would be the effects, in your opinion, of a transfer of title from public to private ownership?
3. Describe the ways in which the Post Office and the TVA promote private business.
4. What have been the results of TVA in the region of its operations? Could or would these results have been achieved by private individuals or groups? Explain your opinion.
5. Name and locate several major river development plans of the federal government.
6. What reasons might explain the many business enterprises of the federal government in the Panama Canal Zone, the Virgin Islands, and Alaska?
7. What rule or principle would you suggest adopting for distinguishing between the business operations of the armed forces that are "necessary for defense" and those that are "unnecessary" and could be abandoned?