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AN ADDRESS

By

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Prepared for Delivery

Before the

AMERICAN SOCIETY OF BAKERY ENGINEERS

Chicago, Illinois

March 10, 1947

11:00 A.M.

It is a pleasure and privilege to be with you today.

I look at this large gathering, all devoted, in varying capacities, to the production of bread and bread products.

The thought is in my mind that it must be very satisfying to be dealing—actually— with what has been called, from time immemorial, the "Staff of Life."

You are the technicians, chemists and general production men—in short, those in the bakery industry entrusted with the actual development and production of bakery products.

You represent the small retail bakeries which produce and sell the breads, cakes and cookies that constitute a temptation to the homeward-bound householder.

You represent the large institutions, with many branches, from which flow the breads that appear in our grocery stores or are delivered to our doors.

You actually make the bread that is our "Staff of Life." We others merely talk about it.

We, of my generation, when we think of bread, think of baking days at home with our mothers or grandmothers mixing the doughs in the kitchen, the children hanging around for trimmings.

We think of the breads as they came from the family ovens and appeared on the family tables.

This old household manufacture has largely vanished. Like everything else in modern life, machinery has revolutionized the old customs.

We are glad of this. How much drudgery are the women of our nation saved through all these marvelous mechanical devices!

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The fact that your Society was organized in 1924, witnesses the fact that for a quarter of a century now, and at an ever increasing pace, life is becoming a matter of organization and machines.

Today, specialization is everywhere. Individuals, with similar skills and problems, organize into associations. These associations grow in proportion to the growth of the basic activity they represent.

The Department of Justice is no exception.

In the earliest days of this nation the Department was not a Department, but an office: Edmund Randolph of Virginia was the first Attorney General.

His compensation was the modest sum of $1500 per year. He was expected to furnish his own quarters, fuel, stationery and clerical help.

By 1818 Congress had provided $1000 for employment of a clerk, and by 1819 $500 for office rooms, stationery and incidental expenses.

It was not until 1861, after the Attorney General and his staff had occupied a succession of temporary quarters, that a suite of rooms was provided for them in the newly completed Treasury building.

Today the Department is a huge machine.

The Attorney General has many aides. The Solicitor General, and the Assistant Solicitor General, and 7 Assistant Attorney Generals. He has the Directors of the Federal Bureau of Investigation and the Federal Bureau of Prisons. He has the Head of the Office of Alien Property, the Pardon Attorney and the Commissioner of Immigration and Naturalization. He has Administrative and Executive Assistants.

He is further assisted by 93 United States Attorneys and their assistants and clerical employees who operate in the field, and by 93 United

States Marshals and their deputies and clerical employees. In addition there is the personnel in the field offices of the Federal Bureau of Investigation and the field service of the Bureau of Prisons and the Immigration and Naturalization Service.

The personnel of the Department reached its peak during the war crisis. It is now returning to peace-time standards.

We have here the problem that faces all organizations, whether of business or government.

We must prevent size and centralization from obstructing individual initiative and from losing sight of the end product. You must make and bring your bread and bakery products to the very tables of your customers. We must bring justice to the very lives of our customers--the American people.

Let me give you a bird's-eye view of our Department.

It is the Department's primary responsibility to enforce Federal law, to represent the Federal Government in the courts, and to act as legal advisor to the President and to the heads of various departments of Government.

The Attorney General, however, is not legal advisor of the people of the United States in the sense that any who asks may obtain an opinion.

Daily I receive letters from citizens. Recently we had a letter from a woman who said she was about to be evicted from her home. She wanted to know "whether her landlord could do that to her."

Another person writes in that his neighbor looks suspicious, he may be a seditious individual.

If a complaint seems justified we seek to investigate it. If, on the other hand, it is a request for advice, we usually are not in a position to answer it because, as I have said, the Attorney General is advisor only to

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the President and heads of government departments.

The Criminal Division, headed by an Assistant Attorney General, has the responsibility for investigating and prosecuting Federal offenses. Its field is the Federal field, which it covers through seven Sections: an Administrative Regulations Section; a Civil Rights Section; an Internal Security Section; a War Frauds Section; a General Crimes Section; an Appeals and Research Section; and a Foreign Agents Registration Section.

It is a large and highly-diversified Division; yet the primary responsibility for enforcement of Federal statutes lies, however, with the United States Attorneys and Marshals. The Criminal Division, in addition to many other activities, advises and counsels with them in connection with the many investigations, grand jury proceedings, preparation of indictments and trial procedure.

The work of the Criminal Division rests upon investigation.

As you know, the agency for the investigation of crimes in the Department of Justice is the Federal Bureau of Investigation.

Under Mr. J. Edgar Hoover, the Federal Bureau of Investigation has successfully demonstrated that it is possible to have an effective investigative agency in a democracy without having a Gestapo.

This was proven under conditions of great difficulty during the war, when the country had to be protected from its many enemies, while, at the same time, the civil rights and liberties of individuals were not invaded.

You are aware of the brilliant successes of the Federal Bureau of Investigation in connection with the apprehension of the German spys who landed on our shores from a submarine during the war.

You are perhaps familiar with the many situations--robbery, kidnapping, extortion, theft of cars, embezzlement, white slave traffic, bribery, the violation of election laws, the violation of antitrust and anti-racketeering laws--the investigation of which is the responsibility of the Bureau.

Mr. Hoover's "Summary of Statistics" for the fiscal year 1946 gives an idea of its work: Convictions, 11,873; actual, suspended and probationary sentences, more than 26,624 years; fines imposed, $1,449,668; Savings and Recoveries, $167,035,267; fugitives located, 10,990; stolen autos recovered, 11,458.

You know too the vital work the Bureau has done with its centralized system of finger print records and its advanced techniques of crime detection.

You are probably less aware of the collaboration between the Bureau and members of state and local police departments.

The National Academy, organized by the Federal Bureau of Investigation many years ago, trains enforcement officials from the states and municipalities, graduating some 270 students a year.

These graduates go back to their towns and cities and train their fellows.

In 1946 over thirteen hundred (1300) separate schools for enforcement officials were sponsored by local police departments in cooperation with the Federal Bureau of Investigation. These schools in 1946 trained in the neighborhood of 67,000 enforcement officials.

The National Academy and these local schools are a splendid illustration of how a national problem can be solved through the collaboration of the

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Federal and state and local governments.

Because of collaboration, as with the many other activities of the Bureau, you as citizens, located in your towns and cities around the country, are the immediate and direct beneficiaries in the safety, order and justice obtainable in your communities.

There are two other divisions of the Department which, I think, will be of particular interest to you.

The Lands Division exercises supervision over litigation and other matters arising in the Department involving the public lands, public works, Indian affairs and real property of all kinds owned by the United States.

During the emergency and war periods, and solely for defense and war projects, over 6 million acres and more than 37,000 parcels of land not measured in acres were acquired by the Government.

In the states of Tennessee and Washington alone more than 350,000 acres were acquired for experimental work on the atomic bomb.

Large acreages were obtained for bombing ranges to test the atomic bomb and other new projectiles.

Rights of way for the "Big Inch" pipe lines extending from Texas to the eastern seaboard were procured in order to speed eastward the flow of petroleum.

The Antitrust Division strikes more closely home to the business community than perhaps any other division.

It is the American philosophy that competition creates the need for better products--the fight for markets creates value.

Progressive abandonment of free and competitive enterprise leads, we believe, to Government domination of business.

Rigid control and sanction over cartels were the forerunners of Hitler. Mussolini erected a Fascist corrupt state upon the foundation of gigantic industrial combinations. These things will be fresh in your minds.

You also know the story of the monopolist. The Department of Justice through its Antitrust Division has taken vigorous action against, to only name a few, the tobacco trust, the railroad trust, and the aluminum trust.

We have other battles before us.

As technicians you will have a particular interest in the effect of trade restrictions on invention and discovery, which is also this Division's province.

The introduction of fluorescent lighting was retarded -- the revenues of the power companies were at stake.

That more electric lamps could be sold, the manufacturers built them with shorter lives.

Vitamins were kept from the needy, because patents for producing vitamin D by ultraviolet ray came into the hands of a foundation located in the butter producing area. The holders of the rights to the violet ray method denied licenses to producers of oleomargarine, so largely used among the poor.

The list is long and not pleasant to read.

The Sherman Act is rightly known as the Magna Carta of free enterprise and the Bill of Rights of business. It is the function of our Antitrust Division to enforce the Sherman Act and a number of kindred statutes.

As industries continue to grow and consolidate, these laws become more and more vital. We shall continue to enforce them vigorously.

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More important to your industry, the Antitrust Division has a Small Business Section to which I wish to call your particular attention.

It was reestablished in conformity to the declared policy of President Truman in a message to the Congress on the State of the Nation.

Number two on the President's list of five major policies was "restriction of monopoly and unfair business practices; assistance to small business and the promotion of the free and competitive system of private enterprise."

The work of the Small Business Unit is unique in the field of Government. It acts on behalf of this large and important segment of American business--to which, in many of its aspects, the baking industry belongs.

The complaints of small business are handled by our Small Business Unit. It acts as the small business men's advocate. Complaints are treated entirely in confidence. Even in efforts to obtain relief, the name of the complainant is never disclosed without specific consent.

The Small Business Unit has close working arrangement with the Office of Small Business in the Department of Commerce. Cooperation between these two agencies has brought about an unusually comprehensive type of service on more than one occasion.

We welcome your problems and will do our best to help you solve them.

We have also done pioneering in the field of collaboration between the state and local governments and Federal administrative agencies.

There seem to be only three choices for governmental machinery in these chaotic times: dictatorship--the tightly centralized system of Communist and Fascist governments; the modified Socialism of Great Britain; or, for our choice, the democratic federalism which is the pride of America.

One constant criticism of our dual system is that it cannot achieve the reputed efficiency of the controlled systems.

The problem of making our system of Federal Government and 48 sovereign states work effectively became acute in 1940 when the war was obviously approaching. It was necessary to develop, on a collaborative basis, a program of state legislation which would stimulate the largest degree of participation by the states in the national war effort.

Accordingly a conference of some 250 state and Federal officials was convened. It deliberated for several days and produced a program of seven pieces of state legislation which were widely enacted by the states.

Since that time we and other Federal agencies have worked closely with the Council of State Governments--the official representative organization of the states--and its important Drafting Committee of State Officials. Over the years the new machinery has produced, on a joint Federal-State basis, well over 100 proposals for state legislation--first in the field of national defense, then to implement the war effort, and now in these uneasy days of peace, to strengthen ourselves as a nation.

Among these 100 proposals is the model State bill relating to the enrichment of white bread and flour, with which you are familiar.

I have seen the resolution adopted by the Associated Retail Bakers of America, which "endorsed and reemphasized" the Association's earlier approval of "enrichment of appropriate baking products with vitamins and minerals."

It also approved "the model state flour and bread enrichment bill as a model for consideration by the bakers in, and local associations for, a particular state."

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I note that the approval of the model bill was not to imply "a policy for or against having any enrichment legislation, that being a matter for consideration by the industry in each state."

This is as it should be.

I know we are all agreed that there are too many laws; that the enactment of a law is no panacea; and that the best results are those achieved by non-compulsion.

I know we are agreed also that the casting back of responsibility both for decisions as to policy and the manner of executing policy, to those who are the closest to the problem itself,-the grass-roots, as we say - is the unique and essential characteristic of our American dual system of government.

This enriched bread bill represents, as do all the proposals in the annual Federal-State programs, a fusion of views among all interested parties--Federal, State and non-governmental--a sound way, I'm sure you will agree, to develop any kind of proposal.

Your own baking representatives played an important part.

The model bill was approved by all concerned, including your representatives, who were thus enabled to deal with a single text, to have their views incorporated in the text, and to support a single text, should they so desire.

When the Council of State Governments took the bill to the States, they did not say: "Here is a bill. It is your duty to enact it."

They said the contrary. The Reports on "Suggested State Legislation," containing this and other proposals state -- and I quote: "The study of these proposals and their introduction into the state legislation, <u>where appropriate</u>, is recommended . . . . They constitute no more than

suggestions as to the problems posed. They should . . . be introduced only after ample consideration of local conditions . . ."

This is universally understood.

I think you will agree that the approach is sound.

Under the Federal-State mechanism which we and the States have developed, the Federal Agencies and the States own representatives join in saying to the States -- as did your national organization to you: "Here is the problem. Its solution is necessary to the welfare of the Nation. But the how of the solution is up to you."

The world is in a perilous and disturbing state.

The growth towards complexity which is reflected in all business and government activities is moving us in a direction the end of which we cannot see.

The Atomic Bomb and all that it implies is a component part of this tide.

When I get worried over the state of the world I like to reread the words of Mr. Justice Holmes, which I will now read to you. It was in 1913 that Mr. Holmes in a speech before the Harvard Law Association of New York said these prophetic words:

"For most of the things that properly can be called evils in the present state of the law I think the main remedy, as for the evils of public opinion, is for us to grow more civilized.

"If I am right it will be a slow business for our people to reach rational views, assuming that we are allowed to work peaceably to that end.

"But as I grow older I grow calm.

"If I feel what are perhaps an old man's apprehensions, that competition from new races will cut deeper than working men's disputes and will

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test whether we can hang together and can fight; if I fear that we are running through the world's resources at a pace that we cannot keep.

"I do not lose my hopes. I do not pin my dreams for the future to my country or even to my race.

"I think it probable that civilization somehow will last as long as I care to look ahead -- perhaps with smaller numbers, but perhaps also bread to greatness and splendor by science. I think it not improbable that man, like the grub that prepares a chamber for the winged thing it never has seen but is to be -- that man may have cosmic destinies that he does not understand.

"And so beyond the vision of battling races and an impoverished earth I catch a dreaming glimpse of peace.

"The other day my dream was pictured to my mind. It was evening. I was walking homeward on Pennsylvania Avenue near the Treasury, and as I looked beyond Sherman's Statue to the west the sky was aflame with scarlet and crimson from the setting sun.

"But, like the note of downfall in Wagner's opera, below the sky line there came from little globes the pallid discord of the electric lights.

"And I thought to myself the Gotterdammerung will end, and from those globes clustered like evil eggs will come the new masters of the sky.

"It is like the time in which we live.

"But then I remembered the faith that I partly have expressed, faith in a universe not measured by our fears, a universe that has thought and more than thought inside of it, and as I gazed, after the sunset and above the electric lights there shone the stars.