



# Department of Justice

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ADDRESS BY

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at the

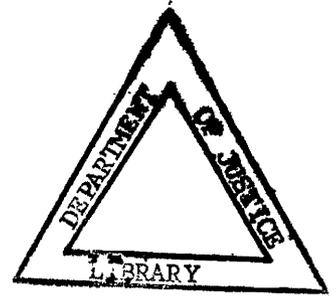
75TH ANNUAL CONVENTION

of the

INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

Honolulu, Hawaii

October 7, 1968



Law enforcement was once a relatively simple task. Times have changed. Perhaps no activity in modern society is more complex--calls for as many skills--as police work.

Law enforcer-lawyer; scientist-medic; psychologist-social worker; human relations and race relations expert; marriage counsellor-youth advisor; athlete and public servant; today's policeman must be a man of many parts.

In an urban, mass society he will be the chief protector of life, liberty and property until civilization has soothed our savage hearts. That will not be soon.

Family shooting, automobile accident, lost child, noisy party, traffic jam, burglar alarm, belligerent drunk, desperate psychotic, parade, vandalism, hold up, mugging, numbers sales, boy in tree, tavern brawl, dope ring, riot, frightened wife, student sit-in, civil rights demonstration: all call for the police. When the call goes out, there is rarely a more anxious moment for those involved; the urgent need for help; the ardent desire to escape.

Beyond the many faces of crime, the police confront the leading edge of attempts to cause change outside the system of law.

OVER

Change is the most significant phenomena in our time. Doubts exist that change can be accomplished under law. The pressure for and resistance to change create high tensions which sometimes erupt. The police must prevent and, prevention failing, control the resulting explosions. It is for this reason that the police will determine whether order will prevail and the opportunity for progress survive.

Ghetto riots, college sit-ins, high school disruptions, anti-war and civil rights demonstrations, civil disobedience, acts arising from youth and social unrest threatening violations of law--all of these require police presence, and often action, in the most difficult confrontation between public and police that a nation can experience. The nature of that action; whether violent, permissive or clearly firm and fair; may well determine the future course of our country. If we are divided by hatred and paralyzed by fear, we will not go forward despite our immense capability. If you are effective, we will have the time needed to educate, house and employ our people; to bring health, relieve tension and anxiety, reduce injustice, offer equality, provide for each of us his chance for fulfillment. We can meet the demands of modern mass society.

The policeman is the man in the middle. It is imperative he stay in the middle. To move right or left will widen the gulf that divides us. All history teaches us that a government can endure only if those who enforce its laws have the confidence and support of the public they serve. Without that support, law enforcement is a contest; crime is unreported; criminals are concealed. Police cannot prevent crime.

Police relations with the communities they serve determine the degree to which police can hope to be effective. No hostile army of occupation can long live in peace. Clear, continuous communications with every segment of the public served, based on the realization of mutual need and founded in trust and confidence, is the basis for effective law enforcement. Because of the vast and accelerating changes in the way our people live, police-community relations is the most difficult and important law enforcement problem of this and the next several decades.

Fear and prejudice can never bring stability. Those who create fear and hatred defeat our opportunity to maintain order under law. We have never been a people given to fear. Action is the strength of America. We are a nation of doers; builders not wreckers. We face problems and resolve them.

Empty phrases such as "law and order," or "support your police" only make more difficult the already immense burdens of the police. All too often they mean only force compliance, prevent change, defeat hope.

Attacks on the judiciary and on the corrections discipline damage the police. They are essential parts of the system of criminal justice. When they fail, you fail. Without the full effective effort of a judiciary administering criminal trials fairly, efficiently and swiftly; without a correctional profession that rehabilitates the individuals you apprehend and the courts convict, your task is hopeless. These are times to be constructive, to work together. Police, prosecution, courts and corrections have a common goal which none can reach unless all do-- a safe society of free individuals.

The essential need is to address ourselves realistically to the problems of law enforcement: to define priorities, set clear goals, enlist specific, purposeful support and then to act.

First, we should examine the organization of police districts and the proper content of police services. Law enforcement can never be effective or efficient when a vastly urbanizing society of more than 200 million people has 40,000 police jurisdictions. We must look to more than the historic happenchance of county lines, city limits, and scores of departments in a single metropolitan area. Organization must be relevant to the needs of today and tomorrow. Redefinition by legislators, consolidations, contracts for police services and state enforcement in sparsely populated areas are needed in most parts of the country. Control must be retained in local authority responsive to the communities served.

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No single definition of services appropriately supplied by the police is meaningful in so diverse a nation. Each department must look at what it does and does not do to define what it should do. How should drunkenness be handled? Here are up to one-third of all arrests. Basically a health and social problem, it is probable that both police and alcoholics suffer by present uses of police for control purposes. Look for effective alternatives and combinations. Should police handle animal pounds, health and safety ordinance enforcement, auto, bicycle, dog and other registrations, parking tickets? Detailed, continuous effort to define the proper content of police services should be undertaken in every jurisdiction. Remember your true mission. Ask the hard questions and see that they are honestly answered.

Second, we should look realistically at the laws to be enforced from an enforcement standpoint. It is one thing to enact a law, another to enforce it. If we are to place severe restrictions on the sale and use of alcoholic beverages, if social gambling, prostitution and other vices are to be prohibited, the lawmakers should provide the manpower and method for enforcement. The effort and the failure of police to enforce such laws bring disrespect for law itself, inequality in enforcement, and all too often corruption and contempt for law enforcement. Many observers believe the high standing of the British police in the eyes of their countrymen arises from their freedom from having to ignore or partially enforce laws that can be fully enforced only by massive police effort. Over-criminalization, making conduct socially acceptable to many people a crime, brings the police into bitter conflict with those against whom the laws are applied and their supporters.

The irony is that the police are blamed for the laws they enforce when they are only doing their duty. The laws must be constantly reformed. Laws in the books must be firmly enforced. Only then do we have a government of laws, not of men.

Third, the police must be vitally interrelated with every segment of the public they serve. Careful efforts with juveniles, particularly in areas where delinquency is high, is an important police need. Close contact with medical and social welfare resources to work with addicts, alcoholics and persons with mental health problems aids police work.

A nation fast approaching the time when half of our young will go to college must draw intensively from college ranks and provide continuing educational opportunities to young officers. Doubling the number of colleges offering police science courses in the past four years is of great importance to law enforcement. Advance research in physical, mechanical and social sciences must be greatly expanded to serve police. Recruitment from social minorities is essential to effective police work among minorities and meaningful relations with them. The police must be drawn from every segment of society. Exchange of personnel between police departments and other professions in business, industry, education and government in a broad range of areas including security, management, personnel, business practice, science, research, electronics and law will vitalize both parties to the interchange. New techniques, ideas and competences will enrich police work. A healthy interchange of personnel between police departments and law enforcement agencies and with related non-police activities will provide enlarged opportunities which will help attract the best. The police must work intensively to help educate the public about crime and its prevention. Teaching kids about dangerous drugs, merchants about protective alarms and devices, public officials about police needs, will make for better enforcement.

Finally, manpower must be strengthened. To fail to provide adequate protection for life and property is to fail in the first purpose of government. A department must have enough officers to enforce the laws and perform the services entrusted to it. Personnel standards must be constantly upgraded. The day is not far distant when major parts of the entire officer complement will need extensive college training or degrees. Specialists should have advance degrees in such areas as criminology, police science, public administration, law, medicine, chemistry, psychology, sociology and other disciplines.

In times of change, all personnel need to train constantly in their areas of performance; developing new techniques, anticipating new problems.

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Salaries must be raised to attract, retain and develop the most talented and dedicated people we have. Standards will vary in different areas, and for different police functions, but we can commit ourselves now to rapidly raise salaries and to keep their level under constant review. Patrolmen should begin at \$10,000 per year in most parts of the country and advance as patrolmen to \$15,000 or more. Salaries for non-commissioned officers and specialists could range from \$15,000 to \$20,000. Lieutenants, Captains and division heads should earn from \$20,000 to \$30,000 in most major departments. Chiefs and administrative heads earn \$30,000 to \$50,000 and should be paid accordingly. We must recognize how important professionalization of police is and we must pay for it.

Today, by contrast, in cities of more than 500,000, half the new patrolmen start at salaries less than \$6,556 per year while half of all patrolmen regardless of length of service earn less than \$7,591.

Americans pay less than \$12.50 per year each on the average for all police services. Surely we are willing, even anxious to pay more.

A highly professional police supported in these ways will preserve public safety and individual liberty for the American people. The professional by definition never loses his discipline or control whatever the provocation. He will act with balance; clearly, fairly and firmly. He will not be repressive, abridging rights. He will not be permissive, failing to enforce the law. With tolerance for those with whom he disagrees and understanding of the many trying pressures imposed upon him, he will never forget that when he comes through this turbulence, as we will, we shall have to go on living together forever on this soil. Nothing else is possible.