Honorable Herbert H. Lehman  
The Capitol  
Albany, N. Y.

My dear Governor Lehman:

Thanks for your note of the 31st ultimo. I met Mr. Farley yesterday afternoon and suggested consideration of the name of Senator Ogden Ross, but, of course, without any reference to any others to whom I have made the suggestion.

I read in the paper this morning your comment concerning the "twilight zone" apparently existing between the duties of the Police Department and those of a District Attorney in relation to securing evidence for the prosecution of criminal cases. You have gotten to the meat of a situation which has existed for a long time and which should be clarified. In the counties within New York City it has been the custom for the Police Department to detail members of the Detective Division to aid the District Attorney. In effect, these detectives operate when on such detail under the direction of the District Attorney or his assistants. Naturally, they want men they know and whom they feel they can trust. However, there is basis for the belief that when a District Attorney is politically minded he will apply for a man or men named by his political leader. On the other hand, an efficient Police Commissioners is concerned to insure that the men detailed shall be exceptionally dependable in their integrity and efficiency and free from political control. The "twilight zone" problem has other angles of approach.

You will find that the Police Department in its present organization is the result of a growth that has been materially influenced at particular times by the addition of a bureau or a policy as a result of public enthusiasm in support of its inception, but which in the light of later experience is out of sound relation to the department as a whole. For example, my recollection is that the Telegraph Bureau at the time of its creation by statute many years ago marked a material advance in Police Department communication. I think the head of that department is still by law designated the Superintendent of the Telegraph Bureau. Now, however, the bureau has no telegraph instruments, but is maintained as such by statutory requirement. The department has outgrown the conditions which justified the creation of the Telegraph Bureau. There are other such anachronisms which tend to mislead not only the
public but the personnel of the department in the relative importance of the elements which compose the whole. The nomenclature affecting these elements is also misleading. In the Police Department they are not conscious of these inconsistencies because the personnel have grown up with them.

After I had completed a study of the Police Department organization during the first five or six months of my administration as Police Commissioner, I began the constructive work of recasting its organization upon a modern basis and according to principles of organization akin to those upon which the modern army and modern corporate business are organized. If ever organized effort on a reasonably large scale needed demarkation between command (executive authority) and the staff, it is the Police Department. Same comment applies to integration and liaison between elements of the whole.

Due to the pressure upon the Police Commissioner in relation to routine work I found it necessary to have assistance and secured the detail of an officer from Governors Island to cooperate. Shortly before my resignation, the proposed reorganization was ready for adoption. Most of it could have been accomplished by amendments of regulations. Some part of it would require statutory authority. Under the new plan bureaus, divisions and other misnamed elements all would be known as "Services." Thus as an example, the Telegraph Bureau by statutory amendment would be abolished, leaving the commissioner authority to designate it as the Communications Service. In like manner there would be the Motorcycle Service, Mounted Service, Marine Service, Emergency Service, Medical Service, Training Service, Radio Patrol Service, Detective Service, etc., etc.

The word "service" stresses with the personnel of the element, division or bureau in which they may be serving that it is not a complete and independent unit in itself, and therefore should not be self-centered, but is a Service of special character to serve the Department as a whole.

I had not intended to go into this, but will conclude by stating that in my opinion the headquarters organization, while surprisingly effective in many respects, particularly in relation to its zeal, is antiquated and is not as efficient as it would be if modernized upon principles which govern the functions of a General Staff.

At the time of my resignation I had most of the leading
headquarters people sold on the advantages of the system. Naturally at first they feared that behind the proposal there lurked some contingency which might affect them adversely, and so it took some time to develop an intellectual understanding of the advantages and its freedom from adverse consequences. I sought this understanding support for the new organization for I have always believed that while the strength of the pack is in the wolf, nevertheless the strength of the wolf is in the pack. However, when I discussed with Valentine, a few days before my resignation, whether I should put the new organization into effect for him to carry out, we both agreed it should not be done in view of the necessity for the leadership of one qualified, by training and experience to explain and supervise its operation until running smoothly.

Kind regards and best wishes,

Very sincerely yours,

[Signature]

Copy: To Purchase, N.Y.

mfd