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POLICING BY OBJECTIVES:

A PRACTICAL GUIDE TO IMPROVE POLICE MANAGEMENT

THROUGH PLANNING

An Annotated Bibliography

Social Development Corporation
Hartford, Connecticut
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- Books

Batten, J.D. Beyond Management By Objectives. New York:American
  Management Association, 1966.

Drawing on his knowledge of management methods and practices, the
author claims that many management by objectives or results pro-
grams may never pay off because one vital element is missing:
motivation. Merely establishing the machinery of goals and required
results is not enough; when employees from top to bottom are
motivated and see the importance of an all out effort both to them-
selves and to their companies, objectives are reached and organi-
zations come alive. Mr. Batten suggests, and graphically illus-
trates, a seven phase program which includes a complete set of
forms and the necessary procedures for making such a climate (the
servo-climate) and program a reality.

Carroll, Stephen J, Jr. and Henry L. Tosi, Jr. Management By Objec-
  tives: Applications and Research. New York: MacMillan Publishing
  Co., Inc., 1973.

This discussion of MBO is based on the author's own research and
that of others which has been conducted on the subject. Written
to be used either in the academic or the industrial setting, the
text emphasizes the behavioral aspects of MBO to a greater degree
than any other work on the subject. It is particularly valuable
in its discussion of research findings relevant to goal setting,
implementation, the review process, integrating MBO with other
systems and the implications of these findings for practice.
Extensive appendices are provided, including a summary of three
research articles and a sample performance work sheet from one
company with an extended MBO program. The text includes an author
and subject index.

Drucker, Peter F. Management: Tasks, Responsibilities, Practice.
  New York: Harper and Row, 1974.

According to Drucker, management is practice. Management's essence
is doing, its test is results and its authority is performance.
In this book, the author addresses those areas of concern with
which all managers can expect to deal and in which they must be
literate, regardless of their functional background, the mission
and purpose of their institution or the size of their organization.
Organized in three sections, the book looks at the dimensions and
requirements of the tasks of management (Part I), management skills
(Part II) and top management-its tasks, structure and strategies
(Part III). The emphasis throughout is on accomplishment and re-
sults. Of particular interest are Chapter 19, Worker and Working:
Theories and Reality and Chapter 34, Management By Objectives and
Self-Control.

Drucker, Peter. The Practice of Management. New York: Harper and
  Row, 1954.

The term "management by objectives" was first used by Drucker in
this book, which, most publishers believe, remains the most authori-
tative, penetrating analysis of business management. The author
discusses each of the three major jobs of management: managing a
business, managing managers, managing work and worker. Chapter 7
(The Objectives of Business) and Chapter 11 (Management by Objec-
tives and Self-Control) are useful summaries of basic elements of
the MBO approach.

Howell, Robert A. Management By Objectives - Should It Be Applied?.
  Doctoral Dissertation. Cambridge, Mass.: Harvard University,
  1966.

This is a research report of the findings of nearly a year long
study of a large U.S. corporation which, for about 5 years, had
used management by objectives for all its supervisory personnel.
The purpose of the research was to determine how the application
of an actual management by objectives system compared with a
theoretical model based on a budget system. The study is of inter-
est in that it demonstrates the strong correlations which exist
between managing by objectives and organizational structure,
activity usage and activity morale.

Hughes, Charles L. Goal Setting. New York: American Management
  Association, 1965.

Making management by objectives a reality is the theme of this
book. The author discusses employee needs for self-fulfillment
and job satisfaction, then shows how to stimulate goal seeking
behavior at all levels. Hughes maintains that effective perfor-
mance plus individual and company growth and success depends on
the validity of the goals set and the goal setting process. He
suggests that company objectives can be broken down into subgoals
with which managers and employees at all levels can associate,
and towards whose achievement they will contribute.

Humble, John. How To Manage By Objectives. New York: AMACOM, 1972-
  1973.

In concise, step-by-step terms, one of the world's leading con-
sultants on MBO discusses how to put MBO to work in every area of
an organization. Part I analyzes the most common pitfalls of
MBO and how to avoid them. In Part II, the author examines the
main componemts of an MBO system and includes a very useful section
on training. Finally, to help organizations look at their MBO
program accomplishments and reexamine objectives, if necessary,
Part III provides a comprehensive Improvement Analysis Checklist.
The text is well referenced from research and practical sources
and a recommended reading list is included.

Mali, Paul. Managing By Objectives. New York: Wiley, 1972.

This nine chapter book introduces a systems approach for installing,
developing and operating a management by objectives system. For-
mulated on the basis of his experiences, observations and experi-
mentation, many of the author's concepts are unique and, at the
same time, critical to a successful MBO effort. These include: the
conceptual strategy approach; feeder-objective concept; situation
action model; validation processes before commitment; risk analysis
in the objective setting process; planned motivation models; and
trouble-shooting charts for the MBO practitioner. The author sees
his book 1) as a practical operating guide for those wishing to
introduce MBO into their organization; and 2) as a text book and
resource for business schools, training programs and management
seminars. The book features a flow diagram giving an overview of
the MBO strategy; guide questions for the practitioner; checklists
for in-plant applications; and extensive samples of objectives in
many functions of an enterprise. Though oriented primarily to
the business world, the concepts are readily transferable to the
non-profit or public organization.

McConkey, Dale D. How To Manage By Results. New York: American
  ManagementAssociation, 1965.

Although the case studies used are from business and industry
(United Air Lines, Monsanto, State Farm Insurance, etc.) this book
provides a thorough explanation of management by results. The
author summarizes the approach and gives pertinent facts for develop-
ing and initiating a results program.

————, MBO For Non-Profit Organizations. New York: AMACOM, 1975.

Management literature has been negligent in emphasizing managerial
effectiveness in the non-profit sector. This book brings to such
managers the workings of a practical, proven system of management:
management by objectives (MBO). Drawing on his extensive background
as a consultant to business and non-profit agencies, the author
discusses in considerable detail the components, operations and
applications of the MBO system. He shows step-by-step, how the
system can be applied to a non-profit organization. Actual examples
and MBO applications from many representative organizations are
a valuable feature. The chapters include clear figures and flow
charts and the concepts introduced are reinforced by case studies
and questions. Helpful supplemental training and reference lists,
a bibliography and glossary of key terms are provided.

McGregor, Douglas. The Human Side of Enterprise. New York: McGraw-
  Hill Book Co., 1960.

Representing the extreme ends of a management point of view, Theory
X and Theory Y describe how a manager feels about people and their
normal reaction to work. The author identifies the assumptions
behind each theory and discusses how these assumptions can deter-
mine how well managers handle people. Much of the conceptual under-
pinning of the management by objectives approach comes from
McGregor's contributions on getting results through understanding
and motivating employees.

National Industries Conference Board. Managing By and With Objec-
  tives, Study No. 212. New York: National Industries Conference
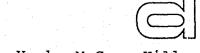 Board, 1968.

This report concentrates upon the experiences of companies which
use management by objectives as a general approach to the task of
managing a business. Procedures used to determine objectives, the
mechanisms used to limit conflicting objectives between managers
and the degree to which objectives can be quantified are discussed.
Five case studies of this approach to management illustrate the
key elements of the technique.

Odiorne, George S. Management By Objectives. New York: Pittman
  Publishing Corp., 1965.

Only the precise definition of both corporate and personal goals
can produce effective management, says the author. He describes
a management system which defines individual executive responsi-
bilities in terms of corporate objectives, and shows how, with
management by objectives, accountability is established and a team
effort becomes possible.

Reddin, W.J. Effective Management By Objectives: The Three-D
  Method of MBO. New York: McGraw-Hill Book Co., 1971.

The 3-D method MBO system described in this book is not a "new
MBO" process but an attempt to close the gap between MBO theory
and practice. According to the author, his two main contributions
to what he terms "second generation implementation" are the
concepts of effectiveness and team implementation. The first two-
thirds of the book describe the logical development of the concept
of effectiveness to describe managerial positions. The last one-
third discusses formal implementation techniques, especially the
use of teams. The book is addressed to practicing managers and
the chapters are organized in a self-study format with a review
of concepts introduced. Appendices include an MBO Dictionary of
key terms and concepts and a comprehensive MBO Bibliography keyed
to particular interests.

Schleh, Edward C. Management By Results. New York: McGraw-Hill
  Book Co., 1961.

Broad in scope, this book addresses all kinds of management
problems from the simplest type of one-to-one delegation through
the general application of results management. The author shows
that his "results" system is applicable to every level of respon-
sibility and how judgement, ingenuity and initiative are empha-
sized through this management technique.

Shanahan, Donald T. Patrol Administration: Management By Objec-
  tives. Boston: Holbrook Press Inc., 1975.

For law enforcement generally and police patrol work specifically,
the long range, anticipatory style of management can be accomplish-
ed, says the author. This book focuses on the need for a manage-
ment by objectives approach in patrol administration, but it is
much more than a narrow work on patrol alone. While such specific
topics as command and control systems, patrol techniques, report-
ing and information systems, special operations, manpower distri-
bution, etc. are addressed, the text is rich in basic MBO concepts
of interest to those involved in all areas of police service.
Specifically, Chapter 1 gives a concise summary of the MBO approach;
Chapter 3 (last section) discusses the relationship between plan-
ning and budgeting in the context of goal achievement, and Chapter
4 addresses leadership styles and the implications of human re-
sources for management. Samples of departmental orders, training
bulletins, goal oriented statistical data forms, and implementation
plans are some of the helpful appendices provided.

Stewart, Nathaniel. Strategies of Managing For Results. West Nyack,
  New York: Parker Publishing, 1966.

Using examples from actual experiences, the author discusses where
problems have arisen in many companies and the steps taken to
correct them. He highlights middle management "blind spots" and
their symptoms, and proposes several counter measures, including
the improvement of managerial diagnostic skills.

Valentine, Raymond F. Performance Objectives For Managers. New
  York: American Management Association, 1966.

Valentine believes that managerial efficiency can be improved by
following logical techniques such as management by objectives. He
concentrates on performance appraisal and suggests that many
methods of measuring managerial performance are neither fair nor
objective. The author explains the use of a quantitative approach
which concentrates on actual results rather than traditional be-
havior ratings. He describes practical methods of performance
appraisal and the advantages of a performance by objectives program
in upgrading managerial capabilities.

Whisenand, Paul M. and Fred R. Ferguson. The Managing of Police
   Organizations. New Jersey: Prentice Hall, 1973.

According to the authors, this book should be read as "a study of
managerial dynamics". It was written because both men believed that
law enforcement agencies can be structured and managed so that they
are more effective in accomplishing organizational goals and in
satisfying human goals. The book draws heavily from behavioral
research findings and existing, innovative management styles but
translates the concepts into operational terms. Of particular
relevance to anyone interested in MBO as a management system are
the discussions on planning, (Chapter 3), goals and goal setting,
(Chapters 1 and 3), decision making (Chapter 8), management informa-
tion systems, (Chapter 11), and organizational development (O.D.) as
a management solution to coping with change (Chapter 13). Since
the authors' second purpose was to provide a text that would
facilitate learning and make it enjoyable, each chapter contains
one or more learning exercises, such as: case studies, structured
experiences and miscellaneous material.

- Periodicals

Boer, Byron L. "Human Relations Training: Laboratories and Team
   Policing", Journal of Police Science and Administration 1 (July
   1973): 162-167.

Human Relations Training has had its share of difficulties in trans-
lating itself into on-the-job policing. The authors argue, however,
that laboratory training and particularly some of the recent develop-
ments in police administration (such as team policing) have much
in common because they adhere to a collaborative concept of author-
ity. Two levels of laboratory training techniques: Hard Edge Use
and Meta-learning or Functional Awareness are summarized. The
unique characteristics of laboratory learning as well as the diffi-
culties of integrating such training into the on-going police team
operation are discussed.

Brady, Robert H. "MBO Goes To Work in the Public Sector", Harvard
   Business Review 51 (March-April 1973): 65-73.

Mr. Brady describes his personal experience in the implementation
of MBO in the United States Department of Health, Education and
Welfare. He relates difficulties that have to be overcome in im-
plementing what has traditionally been a "profit motive" management
concept in a public sector organization where the "profit" is in
social contribution rather than dollars. He describes his approach
to the initial implementation and HEW's present operating structure,
including diagrams comparing operating cycles before and after MBO.
Brady presents some of the operational difficulties the HEW program
experienced and, in conclusion, provides guidelines for other public
sector organizations for implementing MBO.

Bright, William E. "How One Company Manages Its Human Resources",
   Harvard Business Review 54 (January-February 1976): 81-92.

The human resource planning which one company put into action is
detailed in this article. The author first describes the five
elements of the system: gathering employee information in such a
way as to make it easily accessible; keeping the information up-
dated; using manpower forecasts to smooth recruiting activities;
planning succession and career development programs; and bringing
each part into line with the changing needs of the organization.
The mathematical simulation organizational change model (OCM) is
described as are the other "tools" which have enabled the company
to begin integrating human resources planning into its strategic
corporate planning process.

Cammann, Cortlandt and David A. Nadler. "Fit Control Systems To
   Your Managerial Style", Harvard Business Review 54 (January-
   February 1976): 65-72.

Control is a central dimension of the manager's job and a "control"
system, when used correctly, is an important managerial tool. Organ-
izations, however, seldom invest much time in training a manager
to use control systems or to chose the strategy appropriate for his
particular situation and management style. The authors examine
the various ways in which control systems influence managerial be-
havior. They discuss two major strategies (external control, inter-
nal motivation) for using control systems, the various issues which
ought to be considered when chosing a particular control style, and
the implications of the final decision. An excellent feature of
this article is the several exhibits which graphically underscore
the concepts being presented.

De Woolfson, Bruce H. "Public Sector MBO and PPB: Cross Fertiliza-
   tion Management Systems", Public Administration Review 35 (July-
   August 1975): 387-395.

This "exploratory" article argues that management by objectives
(MBO) and planning-programming-budgeting (PPB) are not mutually
exclusive or contradictory approaches to complex management situa-
tions in the public sector, but are, in fact, complementary types
of management systems. Conceptual models of the key features of
both systems are developed, with emphasis on the qualification that
system characteristics for both MBO and PPB vary from setting to
setting. The key features are then compared and contrasted for
purposes of identifying possible ways of improving upon present
and future management systems efforts.

French, Wendell, and Robert Hollman. "Management By Objectives: The Team Approach", California Management Review 17 (Spring 1975): 13-22.

As a needed alternative to many of the dysfunctional spin-offs of MBO, the authors present a case and strategy for Collaborative Management By Objectives (CMBO), a participative team-centered approach to MBO. A nine-phase implementation strategy is described, based on a synthesis of research and practical findings on group approaches. The authors also discuss the importance of timing, training, diagnostic skills and "continuous tracking" as necessary conditions to successful CMBO implementation. Organizational development (O.D.) and traditional (one-to-one) MBO are compared to highlight the team collaborative aspect of CMBO.

Gazell, James A. "MBO in the Public Sector", Business Review 27 (July 1974): 29-35.

The implementation of MBO in the public sector poses many diffi-culties. In defense of MBO's adaptability to public sector organi-zations, Gazell presents the example of the Community Affairs De-partment of the Human Resources Agency in San Diego County. Using a four phase process of installation, with frequent use of depart-ment wide workshops, many problems of implementation (goal priori-ties, inter-unit dependency, overlapping responsibilities and work measures) were overcome and a successful MBO program establish-ed.

Griffin, Gerald R. "Goal Setting for Police Organizations", Police Chief 41 (May 1974): 32,34 and74.

In order for MBO to be a useful tool for police administrators, it is necessary that certain guidelines in the setting of objectives be observed. Police organizations are subsystems of the overall Criminal Justice System and police objectives should be determined accordingly. With proper coordination and analysis of definite, measurable, long and short range goals, MBO can become an effective means toward improved organizational development, more efficient decision making, increased officer morale, and, as a result, better police service.

Hennessey, James J. "The Management of Crime - PPBS and Police Management", Police Chief 38 (July 1972): 62-67.

A planning-programming-budgeting system (PPBS) which incorporates the management by objectives process can be used not only to manage projects but to restructure police organizations. In explaining how, the author discusses traditional organization by function versus management by objectives and illustrates the proposed re-structured organization in two charts. Recognizing that realistic goal setting depends on cost effectiveness, the article also addresses principles of determining cost and gives examples of indices for measuring effectiveness. Various constraints to decision making peculiar to police agencies are noted and ex-amples given of the use of one helpful statistical technique: nor-mal distribution. The article concludes with a concise summary of the steps in a PPBS and management by objectives system.

Herzberg, Frederick. "One More Time: How Do You Motivate Employees?", Harvard Business Review 46 (January-February 1968): 54-63.

After a humerous assault on several "externally imposed" theories of personnel motivation which have proved ineffective, we are in-troduced to the concept of job enrichment. Distinction is made between job-enlargement (Herzberg uses the term "horizontal load-ing") and job enrichment ("vertical loading") and is exemplified through the use of case studies. Once the concept is fully defined, the steps for instituting the principle are outlined. As Herzberg states, "The only way to motivate the employee is to give him challenging work in which he can assume responsibility."

Holzen, Mark. "Police Productivity: A Conceptual Framework for Measurement and Improvement", Journal of Police Science and Administration 1 (December 1973): 459-467.

The author addresses police administrators faced with a mounting emphasis on police productivity. Based on an analysis of the findings of various productivity studies, the article suggests a possible framework for the comprehension and analysis of police productivity. Three measurement categories with examples of indices are discussed. The problem of perceived "quotas" is noted and the concept of "standards of reasonability" introduced. The author summarizes five "catalysts" or means to enhance police pro-ductivity efforts, including training in management principles for administrators. There is a useful conceptual figure on page 460.

Hoover, Larry T. "Planning-Programming-Budgeting Systems: Problems of Implementation for Police Management", Journal of Police Science and Administration 2 (March 1974): 82-93.

It is argued in this paper that it is presently not possible to implement a genuine PPB system in law enforcement agencies because there is a lack of hard data on cost effectiveness of various al-ternative courses of action. Nevertheless, the author feels that programmatic budgeting using systems analysis tecnniques in a limited way is possible and beneficial. He stresses the necessity

of clearly defined organizational objectives and discusses the "hierarchy of objectives" concept. The problems of output analysis, relating programs to objectives and developing indices that measure program impact are examined. Four sample police program taxonomies are included as useful tools for relating programs to organizational objectives.

Jamieson, Bruce, D. "Behavioral Problems With Management By Objectives", Academy of Management Journal 16 (September 1973): 496-505.

There are few problems in management that do not have some behavioral aspects. The focus of this article is on behavioral difficulties which result from, and impede the success of, a change from traditional management to MBO. Such aspects as restructured jobs, changes in authority, differences in perception of key result areas, incorporating personal goals into organizational objectives, and performance appraisals are discussed and several possible solutions suggested.

Katsampes, Paul, "Participation in Policing", Police Chief 41 (December 1974): 60-65.

This article discusses many innovative management practices which are relevant to, and are often basic elements of MBO in police agencies. After analyzing the traditional police organizational structure, Katsampes presents his "democratic model" in which decision making is decentralized, a two-way flow of communication within the hierarchy is established, the needs and motivations of individuals are recognized and the individual can expand and develop his capabilities within his particular function. Emphasis in placed on the "open system" - the constant interaction between the organization and the environment, which demands organizational flexibility. Katsampes concedes that the implementation of a "democratic model" may be a difficult process but asks, "Has the traditional, bureaucratic model of policing served the needs of the public?".

Kindall, Alva F and James Gatza. "Positive Program for Performance Appraisal", Harvard Business Review Performance Appraisal Series No. 21143 (L972): 73-80.

The authors propose a five step program to help an organization move to a performance appraisal program that is in accord with the Theory Y view that people can and will make their fullest contribution to the organization under conditions allowing them greater self-direction and self-control. The five steps are detailed and the authors also address what to avoid and how best to implement such a program.

Kirchoff, Bruce A. "MBO: Understanding What the Experts are Saying", MSU Business Topics 22 (Summer 1974): 17-22.

This very useful article addresses the confusion of the practicing manager or researcher faced with a proliferation of articles about MBO and widely divergent applications of this management approach. Consolidating the ideas of the major authorities on the subject, the author offers a three-dimensional MBO model: subordinate involvement, objective formulation and objective implementation. He readily admits the synthesized model raises questions but maintains it does provide a structure for thoughtful analysis of MBO. A list of MBO "authorities" and their publications is included.

Note: To find out how the author proposes to answer some of the questions raised by him in the above article, see also: Kirchoff, Bruce A., "A Diagnostic Tool for Management By Objectives", Personnel Psychology, 23 (Autumn 1975), which describes the use of a Managerial Style Questionnaire to determine if, in fact, an organization has MBO.

————, "Using Objectives: The Critical Variable in Effective MBO", Michigan Business Review 26 (January 1974): 17-21.

Too many MBO efforts take on the characteristics of a "drive" because implementation focuses too intently on one phase: objective setting. The result is a resistance by managers and a gap between setting and using objectives - the "set and forget" situation. The author lists 8 functional areas where well formulated objectives should be used, and he points out that using objectives cannot be taught in a few initial training sessions. His solution is to construct the MBO development effort so that extended training sessions (over 12-18 months) can provide coaching which relates MBO to the manager's existing knowledge of his job.

Knowles, Lyle and Joseph L. DeLadurantey. "Performance Evaluation", Journal of Police Science and Administration 2 (March 1974): 28-33.

The role, duties and responsibilities of today's law enforcement officer have changed considerably within the past two decades but the methods and procedures of evaluating the performance and effectiveness of an individual police officer have remained relatively static. In this article, the authors discuss the problem of meaningful performance evaluation. They explore the objectives of performance evaluation, present various systems and examine the problems and inequities of the predominently used personality and behavior rating scales. Multiple rating plans, employee participation in the rating process and evaluation of the officer relative to meeting goals and objectives are recommended changes.

Koontz, Harold. "Making Managerial Appraisal Effective", California
Management Review (Winter 1972): 46-55.

"The most promising tool of managerial appraisal yet practiced" is
how the author describes appraising against objectives, the system
of evaluating managerial performance against the setting and accom-
plishing of verifiable goals. He discusses the strengths and weak-
nesses of the approach and recommends an experimental supplement:
appraising managers as managers. The program (tested in several
companies) is described and a sample list covering such managerial
functions as planning, organizing, staffing, directing and leading,
and controlling is given. The article includes a helpful flow chart
of the system of managing and appraising by objectives.

Lasagna, John B. "Making Your MBO Pragmatic", Harvard Business Review
49 (November-December 1971): 67-72.

It is the belief of the author that MBO has to be flexible and prag-
matic, with attention diverted from the system to the people. With
this concept in mind, Lasagna describes the process of goal setting
used by the planning and control functions of the Wells Fargo Bank
in San Francisco. Objectives are set through a series of introductory
workshops, one-on-one reviews between bosses and subordinates to
finalize individual objectives and a formal reviewing process to
identify and correct problems in a realistic and timely way.

Latham, Gary P. and Gary A. Yukl. "A Review of Research on the Appli-
cation of Goal Setting in Organizations", Academy of Management
Journal 18 (December 1975): 824-845.

The article is concerned with evaluating the practical feasibility
of goal setting as well as validating a particular theory (Locke's).
Twenty-seven published and non-published reports of field research
are reviewed in sections corresponding to the following aspects of
Locke's theory: a) the effects of specific goals versus generalized
goals or no goals; b) the effects of goal difficulty on performance;
and c) goals as mediators of performance feedback, monetary incen-
tives and time limits. Some research on goal setting within the con-
text of a management by objectives (MBO) program is also examined.
Finally, studies on the relative effectiveness of assigned versus
participative goal setting are reviewed. The article concludes with
a discussion of desirable directions for future research on goal
setting.

Levinson, Harry. "Management By Whose Objectives?", Harvard Business
Review Performance Appraisal Series No. 21143 (1972): 97-106.

Somewhere between the concept of MBO and its implementation some-
thing has gone seriously wrong, claims the author. Management by
objectives, as currently practiced by most organizations is self-
defeating and serves simply to increase pressure on the individual.
In this article, the MBO process itself is not rejected but the author
argues that the process, and particularly performance appraisal,

can be improved by management's examining its underlying assumptions
about motivation, taking group action on goal setting and appraisal,
initiating subordinate appraisal of managers and considering the
individual's personal goals first. In such an organizational
climate, the author maintains, work relationships would become "dy-
namic networks for both personal and organizational achievements".

MacKenze, Alec R. and Glen H. Varney. "The Missing Link in MBO",
The Business Quarterly 38 (Autumn 1973): 72-82.

Management by objectives has become a widely accepted management
concept, yet several studies conducted by the authors have revealed
MBO to be only moderately effective. The resulting conclusion is
that there is a breakdown between the concept of MBO and its appli-
cation. According to MacKenze and Varney, the breakdown is the
result of 1) the lack of interpreting and implementing MBO as a
complete management system - a continuous cyclic process of inter-
related activities - which replaces the old; and 2) the difficulty
of appraising results realistically. In an effort to show the inter-
relationship between various management functions and actions, a
comprehensive "management process chart" is presented. In conclusion,
several practical precautions to be observed in the implementation
of MBO are offered.

MacKinnon, Neil L. and William J. Roche. "Motivating People With
Meaningful Work", Harvard Business Review Motivation Series 21137
(1970): 79-92.

The idea of meaningful work is a key that management can use to
make organizational fulfillment go hand in hand with the personal
motivation and fulfillment of the employee. The authors describe the
action program developed by one company and the practical insights
gained in allowing workers to share in the planning, organizing and
controlling of their jobs. A bibliography of sources on motivation-
al theory and research is included.

McConkey, Dale, D. "Applying Management By Objectives to Non-Profit
Organizations", S.A.M. Advanced Management Journal (January 1973):
10-20.

Managers of non-profit organizations are not immune from account-
ability in terms of maximizing the return on resources entrusted to
them. The author, a pioneer in the development of MBO and one of
its most active practitioners, argues that MBO can provide both the
approach and the vehicle for meeting this mandate. He summarizes
the experience of 6 non-profit organizations with MBO, and using a
government organization as an example, discusses constraints which
limit full MBO benefits. A useful "audit checklist" is provided to
help a non-profit organization test for MBO applicability and value.

The article concludes with a listing of system demands or minimum conditions proven basic to a sucessful MBO implementation.

————, "MBO - Twenty Years Later, Where Do We Stand?", Business Horizons 16 (August 1973): 25-36.

Although the management system known as management by objectives has existed for over twenty years, little significant validation of its effectiveness had been done when this article was written. The article traces the important steps in the development of the system and makes some general appraisals of the extent to which it has been adopted. Some of the primary changes resulting from MBO are discussed as well as some of the reasons for failure. Finally the author considers the future of MBO and some needed refinements. A useful feature of this article is five concise tables covering the history of approaches to managerial appraisal; comparison of traditional and MBO job descriptions; sample MBO job descriptions; comparison of old and new planning approaches; and pre and post-MBO management styles.

McGregor, Douglas. "An Uneasy Look at Performance Appraisal", Harvard Business Review Performance Appraisal Series 21143 (1972): 5-10.

Written originally in 1957, this article raises a number of probing questions about the workability, validity and ethical implications of the "conventional" performance appraisal. The author advocates instead an approach based on Drucker's concept of management by objectives in which short term performance goals are set by the subordinate for himself, and performance is evaluated by subordinate and superior in a climate of analysis rather than appraisal. McGregor had not yet articulated his famous Theory X and Theory Y concepts, but the ideas behind them are presented in this article.

Note: See also Bennis, Warren G. "Chairman Mac in Perspective", Harvard Business Review Performance Appraisal Series 21143 (1972): 11-15, in which the author discusses McGregor's thinking, including the relationship of performance appraisal to Theory X, Theory Y and other concepts.

For further development of McGregor's thinking, but an alternate approach to performance appraisal, using objective measurements and emphasizing group procedures, see Likert, Rensis. "Motivational Approach to Management Development", Harvard Business Review Motivation Series No. 21137 (1970): 71-78.

Meyer, John C. "Police Attitudes and Performance Appraisal: The Forest and Some Trees", Journal of Police Science and Administration 1 (June 1973): 201-208.

This article describes the results of a research study carried out in an east coast police department of 2,000 members. An Index of Recognition was designed to test for expected relationships among performance appraisal feedback, perceptions of morale and perceptions of client opinion. The author concludes that the findings cast some doubt on the traditional thinking that performance appraisal is a vital factor in shaping employee attitudes. While holding that the existence of a legitimate system for recognition which is in accord with organizational objectives appears valid, the author also discusses other possible factors which may have a greater bearing on the extent to which an individual's behavior will mesh, or be at odds, with organizational goals.

Morrisey, George. "Without Control, MBO Is a Waste of Time", Management Review 64 (February 1975): 11-17.

Setting objectives is a futile process unless there is a means to ensure their being met, or the flexibility for deviation with the awareness that it is occurring and for a justifiable reason. The article focuses on the control function of management as the means to ensure this flexibility and awareness. The three elements of the control function are given as 1) knowing where difficulties may lie, 2) knowing how to recognize them when they occur, and 3) knowing how to deal with them. Morrisey defines these elements, breaks them down into their components and offers several devices to aid in the establishment of this type of process.

Murray, Micheal A. "Comparing Public and Private Management: An Exploratory Essay", Public Administration Review 35 (July 1975): 364-371.

This article argues that management has universal applications whether it be in the business or public sector. It is a thoughtful, balanced discussion of the movement towards a more generic approach to management. Part I discusses substantive areas of comparison between public and private management such as the context of decision making, profit vs. politics, measurable objectives, efficiency and attitudes. Part II looks at procedural issues such as accountability, evaluation techniques, personnel systems, planning, efficiency, authority. While concluding that management in the public and private sectors are more similar than different, the author cautions against a mindless transfer of private management systems to the public area where social questions cannot be easily subordinated to technical approaches.

Myers, M. Scott. "Who Are Your Motivated Workers?", Harvard Business
  Review Motivation Series No. 21137 (1970): 1-16.

The conclusions from a 6 year study of motivation research conducted
at Texas Instruments are presented in this article. Using Herzberg's
theories on worker motivation, the study yielded some interesting
findings about what motivates employees to work effectively, what
dissatisfies workers and when workers become dissatisfied. As the
author points out, the concepts of maintenance and motivation needs
which are discussed must be part of a supervisor's "repertoire"
and he details what Texas Instruments did to ensure the integration
of this theory of management into its total management process.

Odiorne, George S. "Managing Bad Luck by Objectives", Michigan
  Business Review 26 (March 1974): 8-13.

Many managers feel that a weakness of MBO as a management concept
is that it does not allow for unpredictable occurrences. This
article holds that reducing unforseen occurrences to the predictable
and preventing untoward events by procedural means are important
managerial responsibilities. The author does not offer contingency
plans but does review some steps to take in dealing with the wide
range of "bad luck" situations that can disrupt the best laid objec-
tives: unforseen interruptions, emergencies, freak events and basic
changes in operating conditions.

Owens, James. "The Values and Pitfalls of MBO", Michigan Business
  Review 26 (July 1974):11-14.

"The Values and Pitfalls of MBO" discusses MBO's positive and nega-
tive effects on organizational operations. The author, in analyzing
his personal experience with managing by objectives, identifies
special conditions, opportunities and common difficulties which ":can
'make or break' an MBO program". Owens stresses the significance of
performance contracts, communication and especially the establishment
of an internal atmosphere of openness, participation and trust.

Peart, Leo A. "A Managing By Objectives Plan for a Municipal Police
  Department", Police Chief 38 (June 1971):34-40.

Management by objectives (MBO), the author observes, can work in any
type or size organization, including the municipal police agency and its
specialized interests. Using the "Case Study" method the author
defines and explains the theory and practice of MBO using the Palo
Alto Police Department experience to show how MBO can be developed
and applied to a police organization. Implementation phases are
described and sample departmental goals, unit objectives and action
programs given. The need for effective communication and attention
to subordinate motivation is stressed.

Peterfreund, Stanley. "The Challenge of the 'New Breed'", Michigan
  Business Review 26 (January 1974):26-31.

While not specifically addressing MBO, this article is a useful
introduction to, and synopsis of, the social changes contributing
to the growing popularity of such management systems. The author
characterizes the "new breed" workforce and discusses emerging
personnel trends and implications for management. Among the sound
principles he advocates as essential for managing the new breed are:
examining job attractiveness; effective communications; a "plan for
the man" concept of personnel development; new time frames and
policies for advancement; better reward systems and standards of
performance; negotiation of goals with subordinates and accountabil-
ity for results.

Pudinski, Walter. "Managing for Results - Law Enforcement and the
  Changing Times", FBI Law Enforcement Bulletin 42 (August 1973):
  24-26.

The author, at the time the Commissioner of the California Highway
Patrol, discusses some aspects of that agency's experience with manag-
ing by objectives, or management for results. This is not a procedur-
al report but the basic concepts of this management approach are
clearly articulated and strongly advocated.

Reams, Ronald, Jack Kuykendall and David Burns. "Police Management
  Systems: What Is an Appropriate Model?" Journal of Police Science
  and Administration 3 (January 1976): 475-481.

In this article, describing the results of a research survey in
the Milpitas, California Police Department (which uses MBO exten-
sively), the authors ask "What constitutes the most desirable manage-
ment system for police agencies?". The instrument used (Likert's
measure of variables important to organizational success) and the
characteristics and consequences of four management systems are
described briefly. The authors discuss the findings from the
Milpitas Police Department (functioning within a System Three "con-
sultative" management) and theorize whether a police agency can
achieve a System Four (participative group) management. They also
analyze Likert's critical, necessary principles for such a system:
supporting relationships, group decision making, group methods of
supervision and high performance goals.

Reif, William E. amd Gerald Bassford. "What MBO Really Is - Results
  Require a Complete Program", Business Horizons 16 (June 1973):
  23-30.

In an effort to provide a comprehensive definition of managing by
objectives, Reif and Bassford address the concept of MBO in the
light of behavior and motivation; MBO is divided into 4 basic com-
ponents of objective setting, the development of action plans, moni-
toring/review and performance appraisal. These components are then

further broken down into well defined steps. Several factors which can account for difficulties in the operation of an MBO program are identified, and a final list of organizational benefits resulting from the proper implementation of MBO is given.

Sandler, Georgette Bennett, Ph.D. and Ellen Mintz, Ph.D. "Police Organizations: Their Changing Internal and External Relationships", Journal of Police Science and Administration 2 (December 1974): 458-463.

According to the authors (consultants to the New York Police Department), this article "seeks to connect certain modifications of structure with new demands of law enforcement". They discuss the negative internal and external consequences of a para-military organization style and contrast it with the new demands of law enforcement. Examples are given of various attempts at change in different departments and there is a good section on participative management. In this regard, the New York Police Department's experience with team policing, functional management, management conferences and peer panels is summarized briefly.

Note: See also "Participative Management for Police Departments", Target 2 (November-December 1973), which describes the New York Police Department's use of management conferences and "MAC Techniques Identify Police Managers", Target 4 (February 1975), an account of how the Management Assessment Center is used to identify potential managers and develop appropriate training.

Schleh, Edward C. "Management By Objective: Some Principles For Making It Work", The Management Review 48 (November 1959): 26-33.

This article is basically concerned with the process of setting organizational goals and objectives. When it was written (1959), MBO was still largely unexplored and undefined, yet Schleh touches on several relevant considerations which are necessary to the implementation of a functional MBO program. He cites the need to develop realistic goals and objectives, the importance of participation and cooperation between organizational levels and the need for goal coordination.

Tosi, Henry and Stephen J. Carroll, Jr. "Improving Management By Objectives: A Diagnostic Change Program", California Management Review, 26 (Fall 1973): 57-66.

Addressed to the users of MBO and those thinking of implementing a management by objectives approach, this article is not a how-to-do-it set of procedures for improving the process. The authors describe the research approach, findings and implications from a field study they carried out to assess what happens when an organization moves into MBO, finds some problems and attempts to correct them. Feedback, superior/subordinate relationships, subordinates perceived influence over goal setting and use of goals and objectives were some of the problems to which planned intervention techniques were

directed, and the results were interesting in terms of what did or did not change. The article concludes that the research is strong evidence that the most important key to implementing MBO is its use by top management.

Note: For a comparative discussion of similar problems and difficulties in implementing MBO and the subsequent findings from a follow-up study (the Purex Studies) see Raia, A.P., "A Second Look at Goals and Controls", California Management Review 18 (1966): 49-58.

Zurcher, James A. "Team Management/Team Policing", Police Chief 38 (April 1971): 54-56.

A Team Management/Team Policing concept has been in operation in the Palo Alto, California Police Department since November 15,1970. In this article, the author (Palo Alto Chief of Police) discusses the positive and negative aspects of the department's complete break from the traditional 'chain of command" organization and the philosophy underlying the decision to change. Tables of organization are included showing the traditional and team management approaches. There is a breakdown of staffing patterns for the individual patrol teams and a discussion of the department's use of the Police Agent concept.

*Schaenman, Philip S., James Kalish, Pasqual DonVito and Peter Bloch. The Challenge of Productivity Diversity, Part III, Measuring Police Crime Control Productivity. Washington, D.C.: Urban Institute, 1972.

The authors have studied, on behalf of the National Commission on Productivity, the difficult problem of productivity measurement of police and crime control efforts. Their research has led to the development of eight significant areas of quantitative measurement, each of which can be useful to the operation of an MBO program. The publication also identifies areas for future study and contains a bibliography.

- Symposium

Jun, Jong S., Ed. "A Symposium: Management By Objectives in the Public Sector", Public Administration Review 36 (January-February): 1-45.

This symposium is designed to clarify the basic concepts of MBO, to reveal theoretical and technical issues which arise in the use of MBO in public institutions and to present concepts for improved implementation of public program objectives. Contributors include MBO

* Addendum - Books

experts Peter Drucker and George Odiorne; Frank Sherwood, Director,
Washington Public Affairs Center, University of Southern California;
William Page, Secretary of Health and Rehabilitation Services, State
of Florida; Chester A. Newland, Director, Federal Executive Insti-
tute, United States Civil Service Commission; Jerry McCafferty,
Associate Professor, Indiana University School of Public and Environ-
mental Affairs; and Harry Havens, Director, Office of Program
Analysis, U.S. General Accounting Office. Each author presents his
own experience with the application of MBO in government agencies,
covering such aspects as MBO's historical development and conceptual
problems, its relations to performance budgeting, federal budgeting
processes, P.P.B. systems, productivity improvement and program
evaluation. Included in Drucker's article is a "user's guide" to
MBO to aid public administrators in the correct implementation of
MBO.

END