Comments on the Essence of Management

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In 1908, Frederick Winslow Taylor, the famous father of Scientific Management, was asked to teach a management course at Harvard. Taylor refused saying that management could only be learned "in the shop." While the revolutionary management leader was obviously not anti-business education, he felt that "experience" was the only way to learn management techniques. Whether Taylor's dictum is accurate remains to be seen. It has been a subject of endless debates in business school programs everywhere and is presently tested in public and private agencies across the country.

This author has taught police management at the undergraduate and graduate levels for over fourteen years. Students ranged from those who had trouble spelling "management" to in-service ranking officers who claimed advanced management expertise. As judged by the questions repeatedly asked in the classroom, both groups seemed uninformed or misinformed about what constitutes management. In particular, they appeared unable to discern its essence and the roles it can play in police administration. Most students treated the concepts of administration, organization, and management synonymously. Moreover, the multi-perceptional view of management (i.e., in theory, in practice, as viewed by workers and by supervisors) seemed to further cloud their understanding of its true essence.

The purpose of this article is to articulate the essence of management "outside the shop," through a process of fine tuning based on contrasting its tenets with those of the traditionally better known concept of organization. The format used is unorthodox. The article will mimimize the conventional narrative and condense the comparison into taxonomical tables, each with two columns; one illustrating organization, and the other illustrating management. This format is deemed most conducive to clarity and comparability. A brief reiteration of the concepts of administration, organization, and management will be presented first. These will be followed by four tables representing the perspective from theory, from practice, and from the perceptions of workers and of supervisors.

Administration is a generic term which is used more often in the public sector to indicate "getting the job done." Most directly it pertains to the overall collaboration between officials by which they could implement public policies most effectively, efficiently, and impartially. Administration theory does not directly specify how. It only presupposes a state of affairs akin to politics, business, or for that matter, religion. Such a state is essential to the continuance of the entity of state, government, and social responsibility.

Organization is a specific term which describes the "operational design," the "technology," or the "game plan" of administration. Organization theory identifies an ideal-type (though mechanically sound), self-contained and self-propelled apparatus, based on rules and regulations (bureaucracy) and capable of operationalizing the workings

of administration with minimum personal involvement. As such, organization theory was assumed to be adequately capable of controlling all administrative conduct. When it succeeded, then administration was effective, legitimate, and safe. When it failed, then the machinery was broken down and the system had to be readjusted. Designed primarily to meet the anatomical needs of public agencies, organization theory emphasized such strict elements as hierarchy of authority, unity of command, narrow spans of control, delegation of authority, among others. These had to be written, well-defined, and unquestionably upheld. A great advantage of organization theory has been the almost absolute security it offered to the administrator. Unsurprisingly, organization theory became the backbone of administration. It became most popular among administrators who staunchly supported it not only as a requisite to administration, but as administration itself. Management theory, on the other hand, was initially ignored since its contributions were viewed as unnecessary and its introduction into the field of administration was feared to disturb the working of the original apparatus.

Management theory surfaced in response to the frequent embarrassments caused by the organization's breakdowns, not because of deficiency in design, but due to human shortcomings. Regardless of how effectively organization theory was applied it failed to produce the claimed cadre of "human clones" at the workplace. Especially with the recent changes in social perceptions of individual freedom, human dignity, the value of work, and labor incentives, some workers wanted,

needed, or deserved to be treated differently. Bureaucracy simply could not provide the desired hedges against the contingencies arising when operations were conducted in a volatile environment. That prompted a need for a more reconciliatory administrative tool to deal with such grey areas as working conditions, productivity, job satisfaction, stress, and workers' anxiety over personal recognition and participation in policy making. Conflict arising from these areas presented a serious threat to the stability and durability of modern agencies. Management theory was, therefore, considered as a possible stabilizing force acting outside the organizational constitution in order to offset the ridigity and stagnation of organization theory.

Given its initial successes in ameliorating these conditions, management theory was more and more utilized to rehabilitate organization theory by bolstering the failing "collaboration" among officials, by "putting it together," and by "balancing out" the needs of workers and those of the agency. In the mid-1960's, management theory seems to have finally established itself as the physiological tool of police administration and it has become an equal partner to organization theory.

Management theory seeks to improve the quality of life through upgrading the performance of institutions. In that sense, its essential function is to make work productive and the worker achieving, for the betterment of society. It has to consider both the present and the future; both the short run and the long run. The manager (who always has to administer) must also be an entrepreneur. He has to

redirect resources from areas of low or diminishing results to areas of high or increasing results. He must preserve today, but more importantly, shape tomorrow. Managers, consequently, carry the responsibility for mixing values with technology, direction with negotiation, hierarchical organization with pluralism of decision, risk-avoidance with risk-taking, a talent for consensus with a tolerance for ambiguity, a sense of unwarranted optimism with a genuine respect for expert advice, a feel of administrative responsibility with an exhilaration of choice, and finally a concern for the achievement of organizational goals with a serious interest in the welfare and equity of those assigned to accomplishing them. Succinctly, the fundamental difference between organization and management is an ideological struggle between those who see human freedom as a better risk than regimentation, and those whose fear of freedom motivates them to limit and regulate it.

Given the realistic view of the workplace as consisting of "neither angels nor robots," management theory presents the reconciliatory advantage of flexibility, informality, situationality, and face-saving. In its absence, serious conflict over the human issues, the behavioral issues, the ethical issues in public conduct persists and remains unresolved. This could cause the dysfunctions of workers' disenchantment, low productivity, strained intra-agency relations, and a destabilized administration.

In order to maintain this reconciliatory advantage, the tenets of management theory must be different from those of organization theory.

These include such concepts of leadership, loyalty, motivation, and environment diagnosis, which must remain basically unstructured and uncodified. It is prudently believed that the institutionalization of such tenets would inescapably solidify them into another book of organization theory, thus defeating the primary purpose of management theory. For these reasons, management theory remains loosely defined in such terms as "the process of continual readjustment," the wisdom in designing the work environment," the "rationality in making appropriate decisions," among other mercurial definitions.

Most traditional administrators share an unsettling feeling toward the fluid and ambiguous roles of management. This is primarily due to: (a) its newness; (b) its uncodified substance; (c) its situational nature; (d) its changing practices; (e) its humanistic thrust; and (f) its administrative riskness. Even when fully understood, traditional administrators find it particularly difficult to simultaneously play two roles (organizational and managerial) which seem contradictory. It obviously, requires a great deal of finesse, sophistication, and self-assurance to be able to espouse both philosophies without vacillation (or overcompensation) from one to another. For police administration to be effective, today, both theories must be applied in unison, with vision and skill.

Finally, it must be noted that while management theory has been recognized as an equal partner of organization theory, it cannot replace it. Its legitimacy is an extension of the legitimacy of the latter, rather than an independent administrative prerogative. There-

fore, while some traditional agencies might be still able to "weather the storm," and function entirely by organizational rules, no agency can conduct its affairs on the basis of management theory alone. Management theory, which has no existence in itself, can only permeate an existing structure and provide the necessary "cooling effect." Without a structure already in place, it would be pumping air into an empty environment. The challenge to public administrators today is to understand the dynamics of both theories and to master the skills of integrating them smoothly in a manner most conducive to harmony, productivity, and the potential for growth.

Figure 1 shows the relationship between administration, organization, and management.
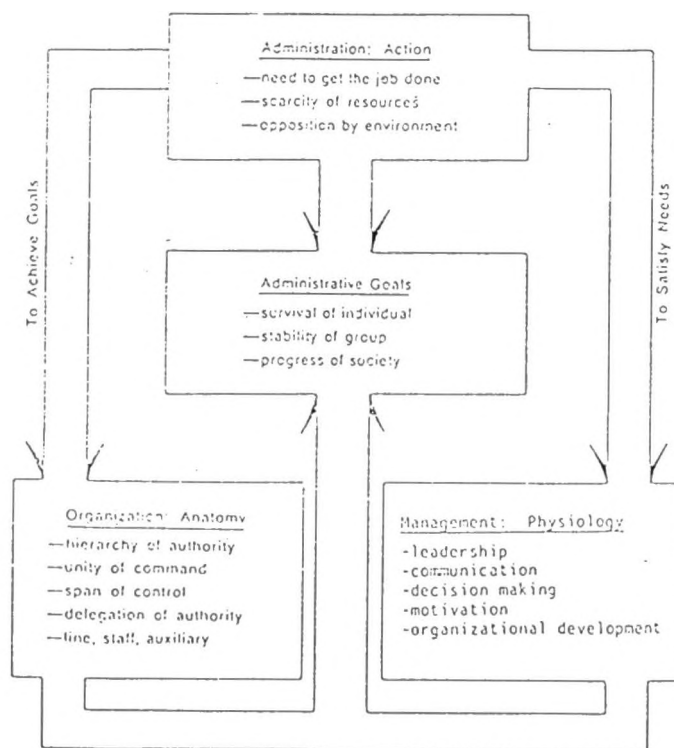
Figure 1
Relationship between Administration,
Organization, and Management

Figure 2 shows the multi-faceted perceptions of management from the viewpoint of theory, practice, the workers, and supervisors.
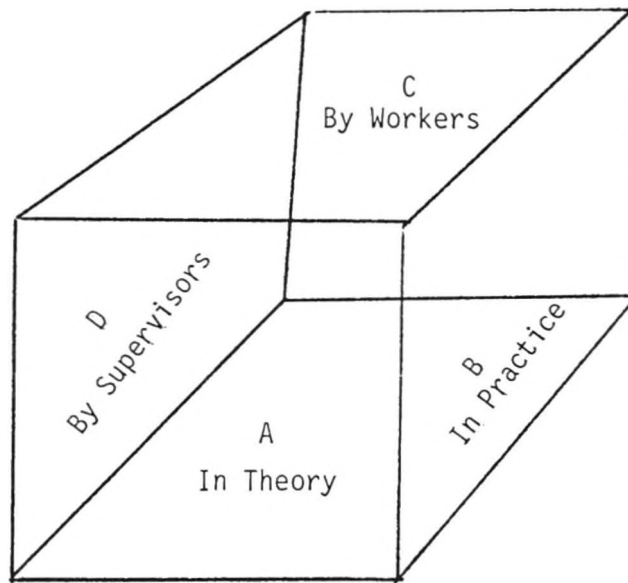
Figure 2

Multi-facet Perceptions of Management

Organization	A	Management
Matter of Administration		Mind of Administration
Anatomical		Physiological
Structural		Behavioral
Numerical		Economic
Ideal-type		Pragmatic
Deontological		Teleological
Constant		Situational
Procedural		Systemic
Universal		Culture-embedded
Fact-laden		Value-laden
Concrete		Conceptual
Discipline-restricted		Inter-disciplinary
Authority-generated		Influence-generated
Traditional		Progressive

Table 1

Comparison between Management
and Organization in Theoretical Terms

	B	
Organization		**Management**
Anatomy of Administration		Physiology of Administration
Formal		Informal
Status-quo Oriented		Dynamic
Stability-seeking		Competitive
Limited Jurisdiction		Inter-jurisdictional
Inward-looking		Outward-looking
Production-oriented		Productivity-oriented
Quantitative/Qualitative		Qualitative/Quantitative
Standard Operations		Complex Undertakings
Isolating Environment		Integrating Environment
Limited Discretion		Broad Choices
Precedent-making		Precedent-breaking
Short-term Perspective		Long-term Perspective
Precision Operated		Predictability Conscious
Tyranny of Technology		Harnessing of Technology
Compartmentalization		Transdepartmentalization

Table 2

Comparison between Management
and Organization in Practical Terms

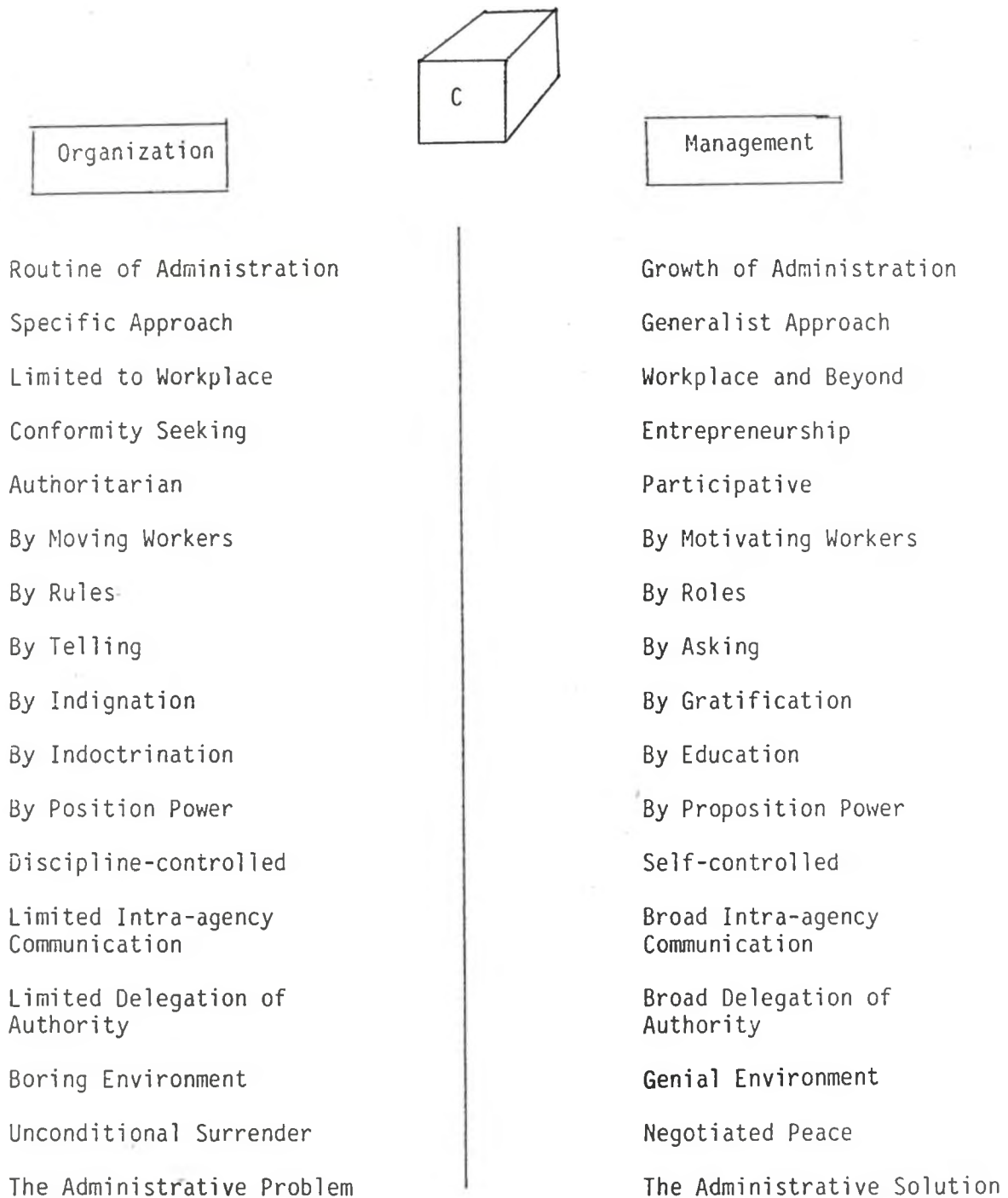| Organization	Management
Routine of Administration	Growth of Administration
Specific Approach	Generalist Approach
Limited to Workplace	Workplace and Beyond
Conformity Seeking	Entrepreneurship
Authoritarian	Participative
By Moving Workers	By Motivating Workers
By Rules	By Roles
By Telling	By Asking
By Indignation	By Gratification
By Indoctrination	By Education
By Position Power	By Proposition Power
Discipline-controlled	Self-controlled
Limited Intra-agency Communication	Broad Intra-agency Communication
Limited Delegation of Authority	Broad Delegation of Authority
Boring Environment	Genial Environment
Unconditional Surrender	Negotiated Peace
The Administrative Problem	The Administrative Solution

Table 3

Comparison between Management and
Organization from the Viewpoint of Workers
(How They Perceive Management
Rather than Themselves)

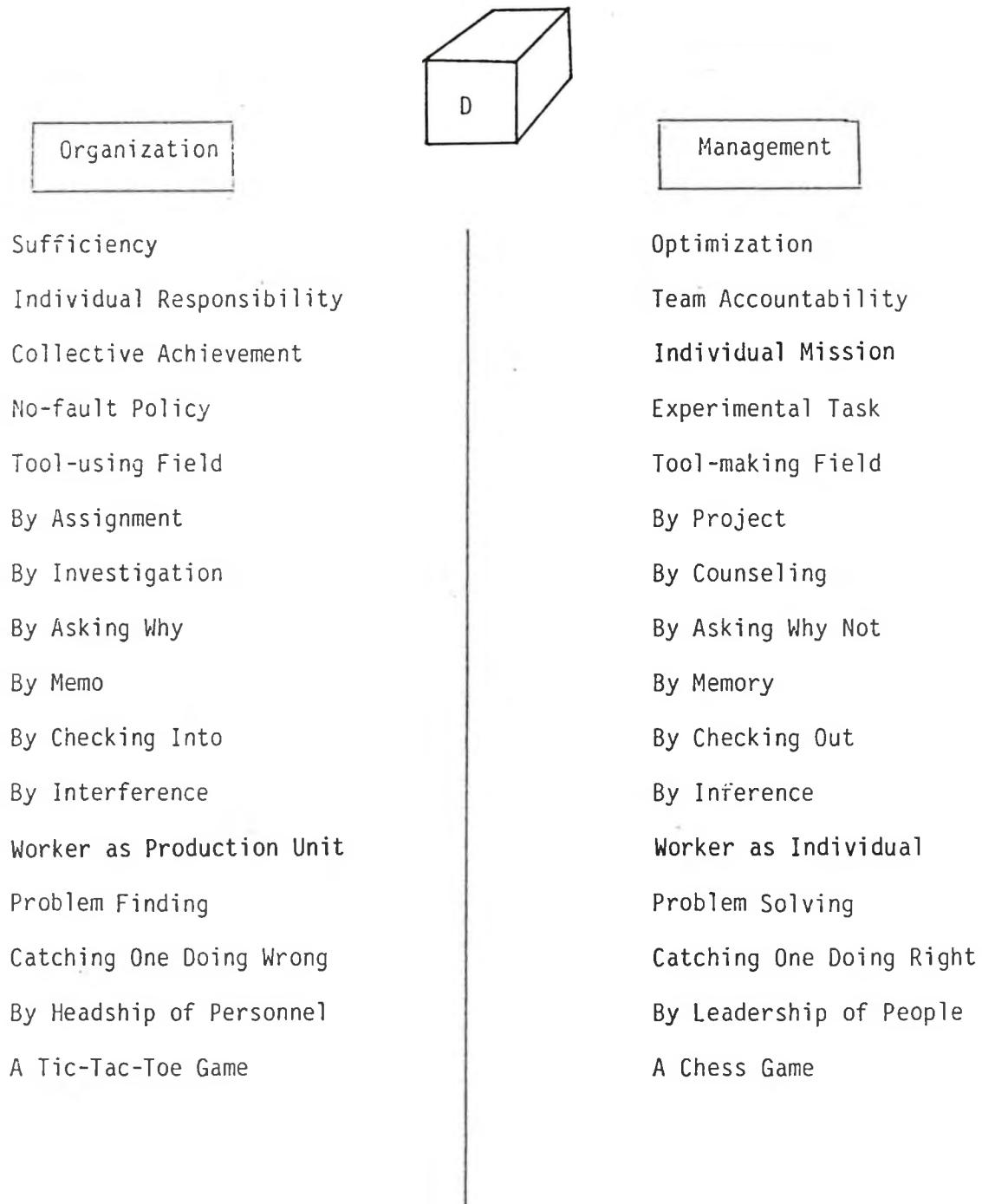| Organization		Management
Sufficiency		Optimization
Individual Responsibility		Team Accountability
Collective Achievement		**Individual Mission**
No-fault Policy		Experimental Task
Tool-using Field		Tool-making Field
By Assignment		By Project
By Investigation		By Counseling
By Asking Why		By Asking Why Not
By Memo		By Memory
By Checking Into		By Checking Out
By Interference		By Inference
Worker as Production Unit		**Worker as Individual**
Problem Finding		Problem Solving
Catching One Doing Wrong		Catching One Doing Right
By Headship of Personnel		By Leadership of People
A Tic-Tac-Toe Game		A Chess Game

Table 4

Comparison between Management and
Organization from the Viewpoint of Supervisors
(How They Perceive Management
Rather than Themselves)

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