

Index

- accountability, 10, 11, 17–18
advocacy role, 61–62, 63, 74–75, 117–19
African Americans
 police officers, 69–70, 73
 racism, 65–66, 68–69, 147–48
 students, 90–91
 See also race
Alferi, Anthony V., 32
“bad guys.” *See* unworthy
 citizen-clients
Bellow, Gary, 31
benevolence, 46–47
Brehm, John, 159
bureaucracy
 conflicts with, 22–23, 24, 117–19
 criteria for success, 138
 implementation theory, 11
 influence on policy, 11
 pressure to close cases, 19–20, 115–17, 121–22, 137
 principal-agent theory, 11
 rank in, 53, 75
 See also rules and procedures
cases
 closing, 19–20, 115–17, 121–22, 137
 computerized tracking systems, 57
 kept open, 19, 115–17
children. *See* students
citizen-agent narrative, 5
 decision making, 11–12
 demonstrated in stories, 9, 19–20
 focus on citizens’ characters, 13
 tension with state-agent narrative, 5, 156–58, 165
citizen-clients
 complainers, 48, 89–91, 136
 conduct, 54, 88–89, 92
 deception and manipulation by, 104, 133–34, 145–46
 demanding, 79–81, 104, 133–34, 139–42
 families, 129–31
 unrealistic expectations, 135–37
 worthy, 94, 99–101, 103–6, 111–17, 119–22
 See also identities of
 citizen-clients; street-level workers, relations with
 citizen-clients; unworthy citizen-clients
class, 69
clients. *See* citizen-clients
community policing, 69, 84, 201n. 2
complainers, 48, 89–91, 136
Cooper, Terry L., 160
cultural abundance, 4–5, 9, 158
cultures
 deaf, 81–82
 gay, 75
 organizational, 158–59

Index

- deaf culture, 81–82
- decision making
- based on judgments of individuals, 8, 12, 153–54, 156
 - breaking rules, 17–18, 20, 68, 111–13, 114–15, 156
 - in citizen-agent narrative, 11–12
 - consequences, 24, 110
 - constraints on, 10, 13–14
 - contingent, 93, 155
 - discretionary, 4, 10, 11, 12–13, 17–18, 67
 - impact on individuals, 48–49
 - moral, 93–94, 155, 160
 - pragmatic, 23–24, 94–95, 123–28, 130–35, 156, 165
 - problems with discretion, 159–60
 - relationship to policy, 11
 - responsible action, 159–60, 162
 - in state-agent narrative, 4, 10, 11, 12–13, 17–18, 67
 - tension between rules and beliefs about citizen-clients, 4, 7–8, 9–10, 13, 18–19
 - tension between rules and needs of citizen-clients, 93, 156
- See also* rules and procedures
- Dienstag, Joshua Foa, 26
- disabilities, individuals with
- clients in vocational rehabilitation, 20, 39
 - moral judgments of, 103–4
 - vocational rehabilitation counselors, 62, 75, 82
- discretion
- in decision making, 4
 - in modern state, 10
 - self-interest in exercise of, 12
 - in state-agent narrative, 12–13, 17–18, 67
 - street-level, 10, 11, 13
- elected officials, 22, 23, 24
- entry interviews, 169, 179–80
- Ewick, Patricia, 32, 159
- exit interviews, 29, 172–73, 187
- extraordinary service, 94
- cases kept open, 115–17, 121–22
 - conflicts with bureaucracy, 117–19
 - criteria, 88, 103–6
 - examples, 97–99, 113–17
 - justification, 88
 - motivated by idealism, 12–13
 - overinvestment in individual clients, 19, 115, 122
 - risks taken, 156
 - willingness to provide, 102–3
- fairness
- conflicts with rules, 13
 - influence of perceived character, 156
 - related to worthiness of client, 94
 - for unworthy clients, 144–45
- families, 129–31
- Frederickson, H. George, 10
- Gates, Scott, 159
- gays, 75. *See also* lesbians
- gender differences, 73
- Gilligan, Carol, 20
- gists, 34
- “good guys.” *See* worthy citizen-clients
- group memberships, 22, 51. *See also* social identities
- Hall, John R., 159
- Handler, Joel F., 159
- Hispanic police officers, 73
- homosexuals. *See* gays; lesbians
- hopelessness, 48–50
- human services workers, 12, 21, 22.
See also street-level workers
- identities
- dynamism, 51, 79–81, 154
 - revealed in stories, 30

Index

- identities of citizen-clients
assignment by workers, 7, 21,
53–54, 78–82, 83–84, 91–92, 154,
155
complexity, 84–88
differential treatment based on,
109–10
effects on outcomes, 153–54
identities of street-level workers,
20–21
class, 69
enacting, 82–83
influence on relations with super-
visors, 67–68
matching to clients, 82–83
politics of difference, 52–53, 76,
200n. 3
ranks, 53, 75
revealed in interactions with
clients, 154–55
social, 20, 21, 22, 51, 68–69, 72–74,
75
tensions between, 68–69
See also occupational identities
- implementation theory, 11
- interviews
distinction from stories, 27
entry, 169, 179–80
exit, 29, 172–73, 187
use in social research, 28–29
- Jos, Philip H., 160
- justice. *See* fairness
- King, Rodney, 13
- Labov, William, 29, 32
- law abundance, 4, 9
- lesbians
in police department, 53, 72–73, 76
in vocational rehabilitation
department, 52–53, 75
- Lessig, Lawrence, 160
- letter writers. *See* complainers
- Lipsky, Michael, 13
- Los Angeles, Rodney King beating,
13
- McCullough, Thomas E., 155
- men
gays, 75
gender differences, 73
methodology, 31–32, 167–77
middle school, 36–37. *See also*
teachers
- minorities. *See* African Americans;
Hispanic police officers
- Minow, Martha, 31
- Monroe, Kristen Renwick, 30–31
- moral courage, 160
- morality
in decision making, 93–94, 155, 160
distinctions among citizens,
99–101, 103, 109–10, 119–21,
146–48
judgments about clients, 93–94,
104, 145, 146–48
of street-level workers, 160
See also fairness
- narratives, distinction from stories,
26–27. *See also* citizen-agent
narrative; state-agent narrative;
stories
- Neisser, Philip T., 153
- New York City, police abuses,
14
- norms. *See* cultural abundance;
values
- occupational identities, 58–61,
154–55
of police officers, 51–52, 59, 68–69,
74, 76, 84
of teachers, 52, 59–61, 74
of vocational rehabilitation coun-
selors, 52, 62–63, 74–75
organizational culture, 158–59

Index

- paternalism, 63, 105, 129–30, 131–32, 135–37, 156
- Patterson, Molly, 30–31
- police departments
- community policing, 69, 84, 201n. 2
 - as research sites, 38
- police officers
- abuse by, 13–14
 - coercive power, 21, 40, 59, 74
 - dangers of work, 43, 84
 - decision-making power, 40
 - generational divisions, 69
 - lesbians, 53, 72–73, 76
 - moral distinctions among citizens, 99–101, 103, 109–10, 146–47
 - occupational identities, 51–52, 59, 68–69, 74, 76, 84
 - racial and ethnic profiling, 4–5
 - racial divisions, 69–70, 73
 - relations with citizens, 21, 84
 - roles, 40
 - routine work, 28–29, 44
 - rules and procedures, 13–14, 39–40
 - social identities, 68–69, 72–73
 - stories, 28–29, 32, 161
 - views of jobs, 18
 - See also* street-level workers
- policies, 11, 24. *See also* rules and procedures
- politics of difference, 52–53, 76, 200n. 3
- pragmatism, 23–24, 94–95, 123–28, 130–35, 156, 165
- principal-agent theory, 11
- procedures. *See* rules and procedures
- questionnaire, exit, 172, 173–76, 181–87
- race
- divisions in police departments, 69–70, 73
 - profiling, 4–5
 - of students, 90–91
- racism, 65–66, 68–69, 147–48
- research sites, 36–38
- responsible action, 159–60, 162
- revulsion, 46–48
- Ricoeur, Paul, 27
- routine work, 10, 28–29, 44, 97, 102, 105
- rules and procedures
- deliberate deviations, 17–18, 20, 68, 111–13, 114–15, 156
 - deviation seen as shirking, 11
 - documentation, 171–72
 - enforcement of, 13–14, 133–34
 - law abidance, 4, 9
 - pervasiveness, 40
 - for routine work, 10
 - seen as obstacles, 18
 - in state-agent narrative, 9, 10–11
 - tension with needs of citizen-clients, 93, 156
 - tension with workers' beliefs about citizen-clients, 4, 7–8, 9–10, 13, 18–19
 - use by workers, 7–8, 10, 111, 133–34, 137–38, 151
 - workers' complaints about, 40–41
- schools. *See* middle school; teachers
- Schram, Sanford F., 153
- shirking, 11
- Silbey, Susan B., 32, 159
- social identities, 20, 21, 22, 51, 68–69, 72–74, 75. *See also* identities
- Social Security Administration, 12
- state-agent narrative
- actors, 22
 - definitions of success, 19
 - discretionary decision making, 4, 10, 11, 12–13, 17–18, 67
 - exceptional service, 12–13
 - focus on rules, 9, 10–11
 - formal duties, 20
 - self-interest, 12, 63

Index

- tension with citizen-agent narrative, 5, 156–58, 165
- stories
 - accuracy, 31–32
 - analysis of, 28, 176–77
 - coding scheme, 31, 177, 191–92
 - collection of, 5–6, 28, 33–35, 169–71
 - comparison to quantitative research, 29
 - contexts, 28
 - cover pages, 176, 189–90
 - definition, 27
 - details in, 27–28, 155
 - distinction from narratives, 26–27
 - exaggeration in, 32
 - expressiveness, 29
 - formative power, 159–61
 - good, 33–34
 - group analysis, 161–62
 - identities revealed in, 30
 - interpreting, 25–26, 31
 - listener roles, 33–34
 - multiple voices in, 29
 - oral, 34, 170–71
 - organizational culture and, 158–59
 - power of, 153
 - settings, 43–50
 - silenced, 32–33
 - truncated, 34
 - use in social research, 26–35
 - values expressed in, 30, 32
 - writing, 34
- street-level workers
 - accomplishments, 48–50, 122
 - authority, 134, 137, 157
 - conflicts with bureaucracy, 22–23, 24, 117–19
 - cultural abundance, 4–5, 9, 158
 - dangers of work, 12, 43–44, 46, 91
 - difficulty of work, 157
 - divisions among, 22, 69–70, 72–74, 75–76
 - effectiveness, 158
 - emotional engagement, 41, 43–50
 - fiduciary responsibilities, 105–6, 145, 151
 - focus on relationships, 20–23
 - grievances, 57
 - group loyalty, 51–52, 57–58, 72, 76
 - hierarchical relationships, 10, 53
 - hopelessness, 48–50
 - idealism, 12–13, 128–29
 - motives, 12–13, 20
 - peers and, 8, 22, 51–52, 57–58, 72, 74
 - power, 57, 88, 91, 106, 157, 194n. 8
 - practical knowledge, 23–24, 134, 135–37, 156, 158
 - risks taken, 151–52, 156
 - routine work, 10, 28–29, 44, 97, 102, 105
 - self-interest, 12, 57, 63
 - selflessness, 19–20, 57
 - views of jobs, 18, 122
 - work conditions, 57
 - See also* decision making; identities of street-level workers; police officers; supervisors, relations with street-level workers; teachers; vocational rehabilitation counselors
- street-level workers, relations with citizen-clients
 - abusive, 13–14, 151
 - advocacy, 61–62, 63, 74–75, 117–19
 - assignment of client identities, 7, 21, 53–54, 78–82, 83–84, 91–92, 154, 155
 - barriers imposed by clients, 132–35
 - challenges to authority, 136–37, 138, 148
 - challenging cases, 105
 - conflicts, 44, 127, 130, 134–38, 148–50
 - effects of client behavior, 154
 - emotional bonds, 46–47
 - enacting identities, 82–83

Index

- street-level workers, relations with
 citizen-clients (*continued*)
 evaluation process, 120–21, 137–38
 expectations for client behavior,
 54, 88–89, 92
 fear of violence, 43–44, 83–84
 first encounters, 83–84, 91
 focus on individuals, 23, 48, 94
 judgments of client character, 4, 7,
 9, 13, 121, 132, 137–38, 142
 long-term, 53–54, 84–88, 91
 management of clients, 137–38
 moral distinctions among citizens,
 99–101, 103, 109–10, 119–21,
 146–48
 moral judgments, 93–94, 104, 145,
 146–48
 paternalism, 63, 105, 129–30,
 131–32, 135–37, 156
 pragmatism in, 127–29, 130–35, 156
 revulsion, 47–48
 varied responses, 94–95
 withholding services, 83, 89, 95,
 143, 151
 worthy citizen-clients, 94, 99–101,
 103–6, 111–17, 119–22
 See also extraordinary service;
 unworthy citizen-clients
- students
 families of, 129
 moral judgments of, 104
 relations with teachers, 21, 59–61,
 84, 90–91
 See also citizen-clients
- subject positions, 51. *See also* identities
- supervisors, relations with
 street-level workers
 awareness of broken rules, 8
 barriers, 157
 challenges by workers, 20
 conflicts, 75
 cooperation, 67–68, 75
 hierarchical relationships, 10, 53
 presence in stories, 18
 social identities and, 67–68
 trust in, 23
- teachers
 discretion, 39
 families of students and, 129
 isolation, 161
 lack of coercive power, 21, 39,
 59–61
 occupational identities, 52, 59–61,
 74
 relations with students, 21, 59–61,
 84, 90–91
 routine work, 44
 social identities, 73
 views of jobs, 18
 work roles, 38–39
 See also street-level workers
- unworthy citizen-clients
 characters, 147
 criteria, 142, 145, 148
 demanding clients, 79–81, 104,
 133–34, 139–42
 fairness for, 144–45
 moral judgments of, 145, 146–48
 punishment of, 144–45, 147, 151
 withholding services, 83, 89, 143,
 151
 workers' responses to, 95, 142–45
- values
 expressed in stories, 30, 32
 formation of, 159–61
 See also cultural abundance; moral-
 ity
- vocational rehabilitation counselors
 advocacy role, 61–62, 63, 74–75
 cases kept open, 19, 115–17
 clients, 21, 39
 decision making, 39, 102
 with disabilities, 62, 75, 82
 families of clients and, 129–31

Index

- generational divisions, 73–74
- group storytelling, 161–62
- occupational identities, 52, 62–63, 74–75
- persuasive powers, 62–63, 74–75
- relations with clients, 62–63, 74–75, 82–83, 89
- relations with coworkers, 22
- routine work, 44, 97
- social identities, 73
- views of jobs, 18
- See also* street-level workers
- vocational rehabilitation programs
 - lesbian group, 52–53, 75
 - as research sites, 37–38, 39
 - scope, 39
- women, gender differences, 73. *See also* lesbians
- work, positive moral value of, 146–47
- work conditions, 57
- workers. *See* street-level workers
- worthy citizen-clients
 - cases kept open, 115–17, 121–22
 - criteria, 103–6, 119–21
 - evaluation process, 120–21, 137–38
 - judgments on, 99–101
 - motivations, 104
 - realistic expectations, 105
 - responses of workers, 111–13
 - workers' construction of, 94, 103–6, 119–21
 - See also* extraordinary service