

CONTENTS

PREFACE: DILEMMAS OF THE INDIVIDUAL IN PUBLIC SERVICES	<i>xi</i>
ACKNOWLEDGMENTS	<i>xxi</i>

PART I

INTRODUCTION

1. <i>The Critical Role of Street-Level Bureaucrats</i>	3
CONFLICT OVER THE SCOPE AND SUBSTANCE OF PUBLIC SERVICES	4
CONFLICT OVER INTERACTIONS WITH CITIZENS	8
2. <i>Street-Level Bureaucrats as Policy Makers</i>	13
DISCRETION	13
RELATIVE AUTONOMY FROM ORGANIZATIONAL AUTHORITY	16
DIFFERENCES BETWEEN STREET-LEVEL BUREAUCRATS AND MANAGÉRS	18
RESOURCES FOR RESISTANCE	23

PART II

CONDITIONS OF WORK

INTRODUCTION	27
3. <i>The Problem of Resources</i>	29
DEMAND AND SUPPLY, OR WHY RESOURCES ARE USUALLY INADEQUATE IN STREET-LEVEL BUREAUCRACIES	33
4. <i>Goals and Performance Measures</i>	40
GOALS	40
PERFORMANCE MEASURES	48
5. <i>Relations with Clients</i>	54
NONVOLUNTARY CLIENTS	54
CONFLICT, RECIPROCITY, AND CONTROL	57
THE SOCIAL CONSTRUCTION OF A CLIENT	59

Contents

6.	<i>Advocacy and Alienation in Street-Level Work</i>	71
	ADVOCACY	72
	ALIENATION	75
	IMPLICATIONS OF ALIENATION	79

PART III

PATTERNS OF PRACTICE

	INTRODUCTION	81
7.	<i>Rationing Services: Limitation of Access and Demand</i>	87
	THE COSTS OF SERVICE	88
	QUEUING	95
	ROUTINES AND RATIONING	99
8.	<i>Rationing Services: Inequality in Administration</i>	105
	A COMMENT ON THE UBIQUITY OF BIAS	111
9.	<i>Controlling Clients and the Work Situation</i>	117
	HUSBANDING RESOURCES	125
	MANAGING THE CONSEQUENCES OF ROUTINE PRACTICE	133
10.	<i>The Client-Processing Mentality</i>	140
	MODIFICATIONS OF CONCEPTIONS OF WORK	142
	MODIFICATIONS OF CONCEPTIONS OF CLIENTS	151

PART IV

THE FUTURE OF STREET-LEVEL BUREAUCRACY

11.	<i>The Assault on Human Services: Bureaucratic Control, Accountability, and the Fiscal Crisis</i>	159
	HOLDING WORKERS TO AGENCY OBJECTIVES	162
	ACCOUNTABILITY AND PRODUCTIVITY	170
	STREET-LEVEL BUREAUCRATS AND THE FISCAL CRISIS	172
12.	<i>The Broader Context of Bureaucratic Relations</i>	180
	CONTRADICTORY TENDENCIES IN STREET-LEVEL BUREAUCRATIC RELATIONS	188

Contents

13.	<i>Support for Human Services: Notes for Reform and Reconstruction</i>	192
	DIRECTIONS FOR GREATER CLIENT AUTONOMY	193
	DIRECTIONS FOR CURRENT PRACTICE	196
	THE PROSPECTS AND PROBLEMS OF PROFESSIONALISM	201
	KEEPING NEW PROFESSIONALS NEW	204
14.	<i>On Managing Street-Level Bureaucracy</i>	212
	AN EVOLVING POLICY ENVIRONMENT FOR STREET-LEVEL BUREAUCRACY	212
	SHAPING STREET-LEVEL BUREAUCRATS' PERFORMANCE	221
	INVESTING IN STREET-LEVEL BUREAUCRATS	229
	CONCLUSION	236
	NOTES	239
	INDEX	267