
Subject index

- accountability
 - accountability practices 499–500
 - and bureaucratic control 106–108
 - democratic theory and 457–459
 - institutional logic of 110–111
 - see also* accountability and hierarchy
 - accountability and hierarchy 223–237
 - accountability regimes framework 224, 228–237, 500
 - applied: illustrative studies 230–236
 - horizontal accountability 227, 229–230
 - rule *versus* societal pressure 235–236
 - rule *versus* vocational pressure 232–233, 234–235, 342–343
 - accountability regimes framework (extended)
 - customer/shareholder accountability 228–237, 460
 - participatory accountability 180, 228–237, 460
 - professional (vocational, occupational) accountability 180, 228–237, 460
 - public-administrative (political-administrative) accountability 180, 228–237, 458, 460
 - juxtaposing the formal and informal 224–228
 - accountability emerging from 225–228
 - formal understandings 225
 - hierarchy and 223–224
 - overview 236–237, 472
 - see also* accountability; professionalism
 - action dimensions
 - Constitutive governance (Structure) 40, 41, 267–277
 - Directional governance (Content) 40, 41, 267–277
 - Operational governance (Process) 40, 41, 267–277
 - see also* Multiple Governance Framework; trinity of governing
 - administrative work *see* digital technologies
 - agenda for research *see* research agenda
 - analyses *see* levels of analysis; networks as
 - unit of analysis; qualitative data analysis; quantitative research
 - causal argument 272–276
 - causal explanation 34, 272, 275
 - comparative research approaches 96–99, 218–219, 394
 - country-specific *see* country-specific variation
 - public task performance *see* public task performance (comparing)
 - taking context seriously 495
 - vignettes 398–402
 - complexity 288–289, 375–376
 - coping approach 55, 89, 118
 - country-specific variation 240–258
 - administrative systems, comparative studies Comparative Public Administration 241–242
 - institutional environments (legal traditions) 242–246
 - profiles of 244
 - local autonomy/control 246–248
 - functional responsibilities 249
 - Local Autonomy Index 247–248
 - mayoral systems 251
 - territorial profile and scaling patterns 249–251
 - local public sector reforms 252–257
 - internal managerial reforms 255–257
 - service delivery reorganization 254–255
 - territorial and functional re-scaling 252–254
 - overview 240–241, 257–258, 472–473
 - see also* national culture and street-level bureaucracy research
- cultural factors *see* national culture and street-level bureaucracy research
 - cultural individualism 8–9
 - defining the research object 23, 486–493
 - demarcations 486–491
 - democratic theory 448–460
 - accountability, peer-level and professional 457–459
 - front-line moral resilience/disposition 454–457
 - overview 460, 481–482
 - plural regime of oversight 459–460
 - political theory 449–450
 - prevalence of discretion and 448–449
 - justifying at street-level 452–454
 - representative bureaucracy theory 116–117

- values and implementation 448–452
 - efficiency, fairness, responsiveness, respect 449, 451
 - see also* discretion; discretion-as-used; ethical conduct and empirical dilemmas
- dependent variable (why) *see* discretion-as-used
- digital office technologies
 - deterministic analytic approach 161–162
 - effects on discretion 160–162
 - forms/types of digitalization 158–160, 161
 - state/citizen interaction 2
 - human judgement and 460
 - overview 168–169, 469–470
 - pragmatic analytic approach 162–163
 - research agenda 497
 - technology research and 163–164
 - in welfare services administration 157–160
 - working example and analysis 165–168
- digital technologies 157–169
- discretion 6, 16, 22, 23, 25, 26, 31, 50–57, 174, 202–204, 411–417, 425–426, 452–454
 - challenges of research
 - hybridization 145–146
 - methodology/data 59–61
 - theoretical conceptualization 57–59
 - compliance and resistance (studies) 55–57
 - coping strategies 55, 89, 118
 - decisions (performance research) 52–53
 - dependent variable *see* discretion-as-used
 - digital technologies and 160–162
 - and interaction styles (studies) 53–54, 185–186
 - professionalism and 202–204
 - research across borders of scholarly communities 411–417, 425–426
 - research agenda 502–503
 - social inequality factors
 - discretion and rules (studies) 91–92
 - incorporated in mainstream literature 88–91
 - moral judgements, values and norms 92–94
 - worker/user interactions 94–96
 - Sosin's typology of eight modes 73–74
 - see also* democratic theory; discretion-as-used; discrimination and representation
- discretion-as-granted 25, 50, 52, 63, 392, 466
- discretion-as-used 25, 49–65, 392, 393, 394, 395, 396, 397, 398–406, 466, 480
 - challenges of specifying 49–65
 - applicability across cases 64–65
 - common denominator 50–51
 - conceptual challenges 57–59
 - measurement instruments 58–59
 - middle range theories 62–63
 - conceptual proliferation 51–52
 - productive 61–62
 - distinguishing empirical from normative 63
 - explanatory studies 52–53
 - compliance/resistance 55–57
 - coping 54
 - decisions 52–53
 - degree of discretion 52
 - interaction styles 53
 - measurement instrument 54
 - methodological challenges 59–61
 - research design 63–64
 - 'why' question/*explanation* 49
 - in comparative studies
 - explaining through vignettes 402–406
 - using vignettes 398–402
 - law, economics, sociology and political science 493
 - management level 174–175
 - see also* discretion; discrimination and representation
- discrimination and representation 116–125
 - decision-making and officials' characteristics 120–122, 341
 - stereotyping and 122–124
- overview 468
- Radical Classification Model 119
- representative bureaucracy theory 116–117
- stereotyping, citizen characteristics 117–120
 - categorization approach 118–119
 - and coping strategies 117–118
 - double standards theory 119
 - social distance 119–120
 - vignette studies 402–404
- see also* discretion; discretion-as-used; hybridization in street-level bureaucracy research; social inequality and policy implementation
- discursive innovation 58, 60, 494
- diversity *see* discrimination and representation
- drama as research tool 128–140
 - engaging motives and perspectives 132–135
 - 'administrative anthropology' 132
 - practitioners' expertise 128–129, 133–134
- overview 128–129, 468–469
- professional attitudes/motivations (sourcing) 130–131
- role in social research (workshops) 135–137
- participants' development of research idea 138–139
- see also* professionalism; qualitative data analysis

- empirical object 24, 486–493
- entrepreneurship 212–217, 443–444, 489–490
- ethical conduct and empirical dilemmas
 definition of public ethics 436
 dilemmas of the individual 434–435
 existing approaches overview
 dimensions of public ethics 438–439
 theoretical foundations of public ethics
 436–438
 ideal of universality 434–435, 439
 overview 433–434, 480–481
 public ethics of care and of justice 439–445,
 490
 survey questions measuring reasonings
 441–445
see also democratic theory
- ethnography 358–359, 360, 393
- explaining public task performance *see* public
 task performance (explaining) 262–278
- explaining empirical variation 34, 35, 38, 39,
 43, 53, 54, 57, 61, 77, 240–261, 262–280,
 282–293, 294, 296, 306–316, 317–335,
 336–350, 372, 378, 413, 456, 469, 473, 475,
 487, 489, 491–496
- explanation 10, 12, 25, 32, 34, 35, 39, 42, 43,
 50–57, 79, 81, 91, 98, 105, 112, 116, 118,
 119, 129, 132, 134, 135, 164, 235, 262–280,
 282–293, 317, 318, 319, 320, 321, 325, 326,
 330, 374, 375, 377, 382, 386, 387, 419, 452,
 466, 473, 475, 494, 495, 498, 502, 504
see also causal explanation
- explanation-driven research 494
- first-line supervision 172–190
 definitions and Lipsky's view 178–179
 empirical illustrations 182, 183, 184
 implementation of policies (studies) 174–179
 implementation of policies, patterns of
 179–184
 managing downward 180–183, 188
 managing upward and outward 183–184,
 189
 overview 189–190, 470
 policy co-making roles
 illustration of ('Stella') 172, 186–187
 implications for research 187–189
 policy agenda co-setter 185–186
 policy co-creator 186, 187, 190
 policy co-implementer 186, 190, 470
 sociology of law literature 415
see also implementation
- food safety 231
- formal and informal accountability *see*
 accountability and hierarchy
- front-office work, front-office worker 489–491
- generalization 26, 34–35, 263–266, 495–496
see also mixed-methods designs
- government-in-action
 and 'street-level bureaucracy' 6
 policy process and implementation
 research 7–8
 comparing public task performance
 control matters hypothesis 289–290
 motivation matters hypothesis 289
 work setting matters hypothesis 290
 dealing with complexity 288–289
- ethics 434
 linking state and society 5–6, 493
 'vectors inward' 8–9, 485
- meta-developments
 cultural individualism 8–9, 464, 485,
 496–498
 digitalization 8–9, 60, 157–171, 464, 469,
 470, 485, 496–498, 499
 rule piling 8–9, 464, 485, 496–498, 499,
 500
- Multiple Governance Framework 40–42
 starting points for studies 290–291
 study views 16–17
 contextual factors 5–6
 welfare state evolution 3–5
see also street-level bureaucracy research
- hierarchy *see* accountability and hierarchy
- human agency 62–63
- hybridization in street-level bureaucracy
 research 142–153
 hybridity approach literature 149–151
 future research possibilities 152–153
ideal types 147–148
New Public Management (NPM) 143,
 145–146, 147
 overview 142–143, 469
 professionalism and institutions 204
 public service delivery
 ambiguous working environment 143–144,
 148–149, 152, 153
 bureaucrats' identity 146–147
 bureaucrats' relationship with clients
 144–145
 discretion and performance 145–146
 understanding contradictory elements
 147–149
see also discrimination and representation
- implementation
 dependent variable *see* discretion-as-used
 digital office technology and 163–164
 implementation as following instructions
 413–414

- implementation as practice 7–8, 413–415
- implementation views (as contrasting perspectives on implementation) 14–30, 173
- inequalities *see* social inequality and policy implementation
- influence of worker/client interaction 337, 339–341
 - inequality, example 89–90
- institutional theory applied to *see* institutional view
- levels of analysis 338–341
- moral dimensions of 449–452
 - front-line workers' moral resilience 454–457
- national variations *see* national culture and street-level bureaucracy research
- qualitative research *see* qualitative comparison analysis; qualitative data analysis
- research agenda 494–496
- street-level conceptualized 22–26
- top-down, bottom-up and synthesising approaches to policy implementation 16–17
 - working example 165–168
- see also* first-line supervision; policy re-design at street-level; social inequality and policy implementation
- implementation research (aspects of collected thought (pitfalls) in the study of the policy process and implementation research)
 - appeal of reification 19
 - control trap 19
 - empirical bias 20–21
 - myth of rational problem-solving 18–19
 - paradox of under-conceptualization 21–22
 - presupposed practice 19–20
- inductive and open approach 60
- inequality *see* social inequality and policy implementation
- institutionalist view 70–83
 - advantages of mechanism-based perspective 79–82
 - social mechanisms 75, 79
 - embedded street-level agency 70–71
 - institutionalist thinking and literature 37, 72–73, 415–416
 - Cooney's multi-level heuristic 74, 80–82
 - Hupe and Buffat's 'public service gap' 63, 74–75, 79, 373, 375, 378, 383, 386, 387, 423, 425
 - hybridity and 148–149
 - Sosin's eight modes of street-level bureaucracy 73–74
- 'logic of consequence' and 'logic of appropriateness' 70–71
 - as meta-theory 72
 - overview 70–71, 466–467
 - structure and agency 75–79
 - theory of deviance (Robert K. Merton) 75–79, 82
- see also* national culture and street-level bureaucracy research
- interpretivism and positivism 39
- knowledge accumulation 58
 - concepts and instruments applicable across cases 64
 - data collection, selection and assessment (bias) 60–61, 63–64
 - epistemological cycle 265
 - explanation-driven research 494
 - professionalism and 197–198, 204–205
 - scholarly inquiry as different from journalism or art 34–35, 44
 - methodological criterion 44
 - programmatic criterion 44
 - vignette technique 64
 - see also* methodological challenges
- law enforcement agencies *see* discrimination and representation
- law, economics, sociology and political science (mono-disciplines) 493
- law, sociology of 91, 415, 423–4
- levels of aggregation (action scales)
 - individual 40, 41, 267, 273–277
 - organization 40, 41, 269, 273–277
 - system 40, 41, 271, 273–277
- see also* Multiple Governance Framework; trinity of governing
- levels of analysis 336–346
 - implementation, street-level variance 337–339
 - implementation: sources of influence 339–341
 - client attributes 340–341
 - street-level bureaucrat's characteristics 341
 - meso- and macro-level influences
 - geographic areas 345
 - policy arrangements 343–344
 - professionals' influences 344–345
 - street-level bureaucracy organizations 342–343
 - micro-level 336, 337–339, 503
 - micro-level analysis dominance in street-level bureaucracy research 337–339
 - multi-level 35–36

- nested configurations 343
 overview 336–337, 477
 unit of analysis 336
see also networks as unit of analysis
- mechanism-based theory *see* institutionalist view
- methodological challenges 59–61, 294
- micro-, meso- and macro-levels *see* levels of analysis; national culture and street-level bureaucracy research
- minority groups *see* discrimination and representation
- mixed-methods designs 294–302
 advantages of 302
 challenges of 297–300
 dealing with 301–302
 defining research designs 295–297
 integration methods
 convergent parallel design/convergent design 296
embedded, transformative, multiphase 297
 explanatory sequential design 296–297
 exploratory sequential design 297
 multivariate methods 294
see also generalization
- multi-level approaches 35–36
- Multiple Governance Framework 40–42
- national culture and street-level bureaucracy research 102–114, 497–498
 interpretation of context 104–105
 literature discussed 103–105
 examples of cultural variance 78–79
 overview 102–103, 113–114, 467–468
 peoplehood/group identity 104
 politico-administrative systems, country differences
 accountability and bureaucratic control 106–108
 institutional logic of street-level accountability 110–111
 regimes of redistribution (welfare states) 108–110
 street-level response ('us'/'them') 111–112
see also institutional view
- networks as unit of analysis 351–365
 collaborative governance 352–353
 extant meso-level studies 351, 353–355, 359–360
 how to incorporate in studies 355–358
 boundary spanners 357–358
 experimentalist governance 356–357
 formal and informal networks 356
 network ethnography 358–359, 360
 policy games in policy networks 357
 social network analysis 359–360
 street-level behaviour, study methods 357–358
- illustrative study (team work) 351, 360–364
 aim and methodology of study 360–361
 informal social ties and framing 363–364
 trust and personal relationships 361–362
- inter-organizational cooperation
 the case for study of 352–353
 how networks affect service delivery 354–356
- network ethnography 358–359, 360
 overview 364–365, 477–478
see also levels of analysis
- New Public Management* 4, 62, 143, 145–146, 147, 177, 199, 218, 225, 254–255, 418, 420–422
- object, scope and generalization 23, 24–26, 32–34, 493–494, 486–491
- office technologies and management techniques *see* digital office technologies; digital technologies
- organizational perspectives 111–112, 121, 123
 networks *see* networks as unit of analysis
- organizations, street-level 342–343
- performance *see* policy outputs
- performance management 145–146
- performance research 43, 52–53, 145–146, 503–504
- policy entrepreneurship theory 212–217
- policy implementation *see* implementation
- policy outcomes 38, 50, 142, 151, 209, 211, 212, 213, 215, 216, 217, 219, 266, 282, 343, 471
- policy outputs 262–280, 282–293
- policy process 9, 15–30, 31–47, 262–280, 282–293, 464
- policy re-design at street-level 209–219
 comparative research focus 218–219
 overview 209–210, 471–472
 policy entrepreneurship 209–210, 212–217
 and influence strategies 215–217
 as missing link in extant literature 210–212
 questioned 219
 top-down or a bottom-up process 217–218
see also policy implementation
- political theory *see* democratic theory
- positioning *see* street-level bureaucracy research conceptualized in context; street-level bureaucracy in policy process
- power 198–199, 493–494

- professionalism 193–206
 - definitions and conceptions of 488–489
 - triple identity 489–491
 - framing public employees 193–194
 - influence on research modes 344–345
 - and its institutionalization
 - institutionalization of power 198–199
 - integrated perspective 199–201
 - normative function 196
 - professional knowledge and discretion 197–198
 - overview 205–206, 470–471
 - public service professionalism 486, 499, 501, 502
 - research agenda 501
 - sociology of professions 412–413
 - street-level bureaucracy literature 194–195
 - study examples 201–205
 - see also* accountability and hierarchy; drama as research tool
- psychology 493
- public servant xv, 2–10, 19, 22, 25, 31, 38, 42, 43, 44, 50, 51, 53, 54, 55, 57, 59, 60, 61, 62, 63, 64, 79, 90, 91, 120, 173, 174, 180, 182, 460, 471, 474, 476, 482, 489–491, 499
- public service 297, 307, 309, 411, 433–447, 448–461
- public service agencies *see* discrimination and representation; ethical conduct and empirical dilemmas; hybridization in street-level bureaucracy research; professionalism
- public service gap *see* institutionalist view, Hupe and Buffat's 'public service gap'
- public task performance (comparing) 282–292
 - the case for comparative studies 291–292, 475, 495
 - comparative policy analysis 288–291
 - complexity 288–289
 - control matters 289–290
 - framing starting points 290–291
 - motivation matters 289
 - work setting matters 290
 - designing comparative studies 286–288
 - kinds of comparison 287
 - identifying the dependent variable 283–285 and structuring 286
- public task performance (explaining) 262–278
 - generalization, specifying issue of 263–266
 - 'question of theory' 263–264
 - public task performance in its environment 265–266
 - research issues/questions identified 264–265
- inclusive theoretical approach elements 272–277
 - causal argument 273–276
 - Lipsky's implicit causal logic 272–273
 - numerical exercise 276–277
 - policy-as-delivered 272, 273
 - work setting, control and motivation matters 273–275
- overview 473–274
- street-level context
 - macro-environment dimensions 269–271
 - organizational dimensions 268–269
 - street-level dimensions 266–268
 - see also* street-level bureaucracy conceptualized in context
- qualitative data analysis 317–334
 - approaches 323
 - challenges and solutions
 - credibility/validity issues 317–318, 320–321
 - data coding 319–320, 322–324
 - decontextualized collection and analysis 319, 322
 - opaque documenting and reporting 321, 325–326
 - quality of conclusions 320–321, 324–325
 - illustrative study (drawing conclusions) 326–334
 - case-ordered descriptive meta-matrix 332
 - coding scheme 329–331
 - conceptually clustered matrix 333
 - overview 476–477
 - vignette experiments 395–396, 398, 404–406
 - see also* drama as research tool
- qualitative comparison analysis (QCA) 370–388
 - advantages and disadvantages 387–388
 - fuzzy sets 379–382
 - overview 370, 478–479
 - in policy implementation research 370–371
 - steps of, demonstrated 377–389
 - interpretation of results 386–387
 - measurement and calibration 379–381
 - necessity and sufficiency 381–385
 - variable and case selection 377–379
 - in street-level bureaucracy research 371–377
 - complexity 375–376
 - technique logic 376–377
- quantitative research 304–314
 - advantages and disadvantages of 304–305, 307, 393–394
 - behavioural Public Administration 309–310
 - challenges in using 307–309
 - incorrect use 307–309

- reporting and replicating 310, 312–313
 - and solutions 311–313
- defining, and ‘techniques’ summary 305–307
- overview 313–314, 476
- qualitative research and 309–310
- techniques 306
- vignette methodology 393–394, 395, 397
- rebellion, ‘retreatism’ and adaptation 76–77
 - national differences 78–79
- representative bureaucracy theory 120–122
 - existing research 116–117
 - at individual and collective levels 122–124
- research across borders of scholarly communities
 - constraints from organizational/institutional environment 417, 426–427
 - intersecting perspectives 419
 - management perspectives 419
 - neo-institutionalist perspective 418
 - strategy-as-practice 418–419
- control and responsiveness 419–424, 427
 - institutional perspective 421–422
 - sociology of law 423–424
 - strategic management perspective 422–423
- discretion (studies) 411–417, 425–426
 - coping, networking, activism 414
 - exercising discretion, practising strategy 413–414
 - worker identification 411–413, 425–426
- framework 410–411
- implementation 413–414, 418
- new institutionalism 415–416
- sociology of law 415, 423–424
- sociology of professions 412–413
- strategy-as-practice 414–415, 418–419
- research agenda 484–504
 - accountability practices 499–500
 - identifying research object
 - demarcations 486–489
 - explicit comparison 491–493
 - triple identity of a street-level bureaucrat 489–491
 - implementation 494–496
 - policy process 495
 - relative autonomy 502–503
 - scope and generalization 493–496
 - bringing the system back in 493–494
 - modelling performance 495
 - explanation-driven research 494
 - making explicit comparisons 493, 495
 - pragmatic strategy (generalization issue) 495–496
- substantive topics
 - cultural individualism 497–498
 - digitalization 497
 - dilemmas of an academic street-level bureaucrat 484–485, 498–499
 - rule piling 496–497
- responsiveness 419–424, 427, 435
- rule piling, digitalization, cultural individualism as meta-developments 8–9, 464, 485, 496–498
- scope and generalization *see* object, scope and generalization
- social diversity *see* discrimination and representation
- social inequality and policy implementation 86–99, 467
 - behavioural variations 90–91, 111
 - identifying implications of interplay between 86–88
 - comparative research, paths forward 96–99
- street-level bureaucracy research and 88–91
 - incorporating sociological perspective 91–92
 - moral judgements/dominant social values 92–94
 - public servants’ behaviours/uses of discretion 91–92
 - service workers/users interactions 94–96
 - see also* discrimination and representation; implementation
- social network analysis 359–360
- socio-legal scholarship 91, 415, 423–424
- state *see* government-in-action
- state/citizen relationship *see* government-in-action; national culture and street-level bureaucracy research
- stereotyping 117–124, 402–404
- strategy-as-practice 414–415, 418–419
- street-level bureaucracy
 - conceptualized in context 31–44
 - approaches to research
 - multi-level 35–36
 - object, scope and generalization 32–34
 - reductionist forms of explanation 265
 - methodological forms of reductionism
 - a priori reductionism* 42–43, 272–277
 - functional reductionism* 42–43, 272–277
 - theoretical forms of approaching empirical reality in reductionist ways
 - categorical reductionism 42–43, 272–277
 - dispositional reductionism 42–43, 272–277
 - hierarchical reductionism 42–43, 272–277

- trinity of governing 40–42, 262–278
- unresolved questions
 - goal clarity 36–39
 - individual agency (discretion) 31, 38–39, 44, 62–63
 - structure* versus *agency* 37–38
- see also* public task performance (explaining); street-level bureaucracy research
- street-level bureaucrat research
 - agenda for research *see* research agenda
 - conceptualizing
 - diversification along the lines of object, scope and generalization 23, 24–26, 32–34
 - specification of ‘what happens’ 22–23, 392
 - tracing academic background to 6
 - critique of Lipsky’s approach 70–71, 73
 - data analysis *see* levels of analysis
 - embeddedness 193–194
 - existing methods in studies 393–395
 - overview of insights 22–27, 464–465
 - explaining discretion/discretion-as-used 49–52, 64–65
 - implementation research *see* implementation
 - state of the field as characterized by ongoing diversification 22–27
 - see also* government-in-action; research across borders of scholarly communities; street-level bureaucracy conceptualized in context
- street-level bureaucrat
 - fictitious but realistic examples
 - John, the traffic warden 31–47, 223, 485
 - Laura, the junior lecturer 172–192, 484–499
 - Stella, the first-line supervisor 172–192
 - triple identity 489–491, 492, 499
- task performance *see* public task performance (comparing); public task performance (explaining)
- teamwork *see* networks as unit of analysis
- technology *see* digital technologies
- trias gubernandi* *see* trinity of governing
- trinity of governing or *trias gubernandi* 40–42, 262–278
 - see also* Multiple Governance Framework
- variables
 - dependent 31–47, 49–69, 240–261, 262–280, 282–293, 336–350
 - independent 31–47, 240–261, 262–280, 282–293, 336–350, 494–496
- ‘vectors inward’ 8–9, 263, 485
- vignettes 64, 392–406
 - in comparative studies 398–402
 - constructing and using (studies) 395–398
 - validity 397–398
 - and existing methods 393–395
 - experiments 404–405
 - explaining discretion-as-used through
 - experiment 402–406
 - social class effects 404–405
 - stereotyping 402–404
 - overview 406, 479–480
 - qualitative methods 395–396, 398, 404–406
 - quantitative methods 393–394, 395, 397
- welfare administration, digital technologies 157–160
- welfare state 3–5
 - literature *see* national culture and street-level bureaucracy research
- why question *see* discretion-as-used