

Engaging professionals in the strategic renewal of public services: A literature review and research agenda

Public Policy and Administration
2024, Vol. 39(1) 27–50
© The Author(s) 2022
Article reuse guidelines:
sagepub.com/journals-permissions
DOI: 10.1177/09520767221094446
journals.sagepub.com/home/ppa



Wiljan Hendriks 

The Netherlands School of Public Administration, Netherlands

Marlot Kuiper

Utrecht University School of Governance, Netherlands

Nicolette van Gestel

TIAS School for Business and Society, Tilburg University, Netherlands

Abstract

Based on an extensive literature review, this article explores the impact of strategic renewal in the public sector on the roles and skills of public professionals. Findings show that successive reforms of New Public Management and New Public Governance have resulted in hybrid role requirements that go beyond the often-debated dichotomy between professionalism and management. Based on our review, we could distinguish four sets of skills for professionals, linking traditional professional expertise to competences for networking and co-creation. Implications for future research are discussed.

Keywords

Professionals, Strategic renewal, Public management reform, Skills, Hybridity

Corresponding author:

Wiljan Hendriks, The Netherlands School of Public Administration, Lange Voorhout 17, Den Haag 2514 EB, Netherlands.

Email: hendriks@nsob.nl

Introduction

Strategic renewal in the public sector is here understood as public management reform (Pollitt and Bouckaert, 2017). It is said to move from Traditional Public Administration (TPA) to models like New Public Management (NPM) and New Public Governance (NPG) over time (Osborne 2006). Such strategic renewal is however largely dependent on the engagement of the professionals that constitute a huge part of its labour force – from teachers to social workers, from clinicians to security officials, and from urban planners to firefighters (Hupe et al., 2016; May and Winter 2007; O’Toole Jr and Meier, 2015). They are the ones who actually ‘make’ public policies through their crucial role in applying strategic renewal in day-to-day activities (Bureau, 2016; Hupe and Hill, 2016; Lipsky, [1980] 2010; Zacka, 2017). Studying the engagement of public professionals in public management reforms is therefore highly relevant (Brandson and Honingh, 2013; Jilke and Tummers, 2018).

Despite their key role, it is not a given that professionals feel involved in the strategic renewal of public services. They have their own professional values that are not necessarily in line with reform-related role expectations and organizational change (Evetts, 2011; Newman, 2013). Professionals have a degree of autonomy in their work to deal with these changes, which does not guarantee commitment to strategic renewal as designed in public administration models (Hupe and Hill, 2016; Jaspers and Steen, 2019; Lipsky, [1980] 2010; Tummers and Beckers, 2014). The relationship between professionals and strategic renewal of (public) organizations thus has been shown as tense (Bévort and Suddaby, 2016; Osborne and Brown, 2011; Waring and Currie, 2009). Professionals have been seen as protectors and defenders of traditional rights, to preserve their privileges and/or to counterbalance management ambitions for standardization and control (Ackroyd et al., 2007; Evetts, 2009). But they are also regarded potential ‘change agents’ (Leicht et al., 2009; Noordegraaf, 2011), or ‘boundary spanners’ (Van Meerkerk and Edelenbos, 2018; Williams, 2002) not just looking for self-interest, or being victims of management, but meaningful actors in realizing public sector ambitions and managing relationships across institutional borders effectively.

Given the contrasting views on the role of professionals as both change agents and under pressure (Bureau, 2016; Evetts, 2011; Muzio et al., 2013), it is not yet clear whether and how professionals are willing and able to engage in strategic renewal of public organizations. This is particularly relevant for more recent (NPG) reforms for public-private networks and co-creation (Bryson et al., 2014; Torfing, 2019). These type of reforms are often considered a ‘magic recipe’ for public sector improvement, but so far empirical research lags behind (Dudau et al., 2019; Voorberg et al., 2015). Hence, in an effort to map literature’s key insights about the roles professionals play in strategic reform, we are interested in (1) what are the strategic requirements framing professional roles in public management reform models, (2) how are professionals motivated for – and cope with – strategic renewal, and (3) which skills are deemed necessary to do so? To answer these questions, we conducted an extensive review of the academic literature, bringing together insights from two bodies of literature regarding ‘strategic renewal’ on the one

hand and ‘professionalism’ on the other. We will further demarcate these two central concepts in the method section.

The relevance of our review is twofold. First, an explicit focus on the role of public professionals still only takes up a small portion of the literature on public management reform (Aschhoff and Vogel, 2019; Brandsen and Honingh, 2013; Hendriks and Van Gestel, 2017). Our literature review uncovers hybrid professional roles that not only evolve from professional and managerial demands, but from the accumulation of *professional* role requirements, related to three subsequent public management models (TPA, NPM and NPG). Second, our literature review shares present-day insights on motivations of professionals for strategic renewal and diverse ways of coping. We contribute to both literature and practice by listing four sets of skills that may bridge traditional and newer role demands derived from diverse public management models for public professionals. In this vein, public professionals may operate as boundary spanner (e.g. Williams, 2002), connecting their organization to its environment.

In the following, we start by explaining our research strategy for the literature review. Then, the analysis is directed to which professional roles are conceptualized, related to alternative public management models. Next, we discuss literature about professionals’ motivations for – and coping with – strategic reforms, and debate related skills. We conclude with suggestions to address theoretical and empirical lacunas.

Research strategy

To investigate state-of-art insights into professionals’ engagement in processes of the strategic renewal of public services, we conducted an extensive literature review (Denyer and Tranfield, 2009; Fink, 2019). We sought for literature in two fields – i.e. public sector reform as ‘strategic renewal’ and ‘professionalism’ – aiming to find leads where both fields overlap. We ultimately reviewed 166 articles published between 2000 and 2020, scrutinizing each of them for our three questions on professionals’ roles, motivations and skills in processes of strategic renewal. Below, we will explain our search strategy, selection process and analysis more in-depth.

The literature search began with the identification of key words as search terms, identified and discussed in the research team, and by asking feedback from an international panel. As the strength of this literature review lies in the combination of two important themes in the literature – i.e. strategic renewal and professionalism – we demarcated these central concepts as follows.

For ‘strategic renewal’, we were most keen to learn about the consequences of three *public* management models (TPA, NPM and NPG (Osborne, 2006; Pollitt and Bouckaert, 2017) for the changing demands of public sector professionals. We recognize the term ‘strategic renewal’ is a broader concept, also used in private sector literature, for example related to strategic planning approaches, Mintzberg or the cultural school (Ferlie and Ongaro, 2015). In our study however, we limit the concept to public management reform models. Acknowledging that public organizations often have their roots in Traditional Public Administration (TPA) and New Public Management (NPM), with the NPG-model being relatively recent, we decided to capture insights on professionalism in all three

alternative models (Brandsen and Honingh, 2013; Hendriks and Van Gestel, 2017), allowing for a more complete, and historically informed overview.

With regard to the concept ‘professionalism’, three key principles are widely acknowledged in literature: specialized knowledge, a service ideal, and professional autonomy (Evetts, 2009; Freidson, 1970; Freidson, 2001; Noordegraaf, 2007; Wilensky, 1964). Some studies focus on so called ‘classic professionalism’, related to professions such as medical doctors or lawyers; others include ‘semi-professional’ occupations, such as teachers and nurses (Noordegraaf, 2007). We incorporated both types of occupations, as equally relevant for public services. In our focus on public professionals, we point to the traditional public servant at a ministry or in local government as well as to professionals in for example government agencies, public corporations, and non-profit organizations, as long as they are affected by, or involved in developing and implementing strategic public management.

Based on the two central concepts ‘strategic renewal’ and ‘professionalism’, the search strategy consisted of an ‘AND’/‘OR’-search with the key words as specified in Table 1.

Since we combined two bodies of literature that are usually only loosely connected, we decided to carry out three separate searches to construct an innovative literature corpus of international publications and to prevent ‘blind spots’: a general search, a ranked journal specific search and a thematic journal specific search, all focusing on publications from 2000 until January 2020. For all three ways of searching we used the key words (Table 1).

For our *general search*, we started with a Web of Science search for which we included journals from a broad variety of categories to capture as many public services as possible, concerning journals on health policy services; urban studies; sociology; law; social issues, political science. To reduce the thousands of hits, while preserving the explorative character of our search including its generic search terms, we decided to use three cut-off points based on citations to be able to concentrate on articles with most impact. For

Table 1. Search strategy.

Theme	Search/key terms
Professionalism	“professional” OR “professionalism” OR “expert worker” OR “knowledge worker” OR “frontline worker” OR “public servant” OR “civil servant” OR “public officer” OR “street level bureaucrat” OR “street-level bureaucrat”
“AND”	
Strategic renewal of public networks and organizations	“Policy reform” OR “public management reform” OR “policy change” OR “policy adaptation” OR “public sector reform” OR “managerialism” OR “New public management” OR “NPM” OR “New public governance” OR “NPG” OR “collaborative network” OR “public governance” OR “co-governance” OR “co governance” OR “co-production” OR “co production” OR “co-creation” OR “co creation” OR “innovation” OR “policy implementation”

2000–2014 we exported all bibliographical entries with 90 or more citations. Acknowledging that it takes a few years before articles build up a citation score, for 2015–2017 we exported entries with seven or more citations and for 2018–2019 we exported all entries, leading to a total of 936 articles.

We subsequently carried out a *ranked journal specific search* to make sure we did not miss any articles in the most impactful journals in our field of public administration. Hence, we based our journal specific search on the ISI ranking of public administration journals in 2018; we included 15 of the highest ranked journals (see Table 2). Whereas most search engines on journals' websites only offer limited options, we decided to look for the 'professionalism' search terms in the abstract, and for the 'strategic renewal' search terms in the full-text, leading to a total of 1259 articles.

Since we worked with citation scores and impact factors in the general search and the ranked journal specific search, we realized that two – relatively new – journals that are specifically tailored to the study of professions and professionalism were not included in the search: the Journal of Professions and Organisations (JPO) and Professions and Professionalism (PandP). Since both journals have a double-blind peer review system to ensure quality, we decided to conduct a *thematic journal specific search* as well to include articles from these two journals. Again looking for the 'professionalism' search terms in the abstract, and for the 'strategic renewal' search terms in the full-text, we managed to list another 133 articles.

We then subjected the articles from each of the three ways of searching to the same screening process, assessing them for their potential eligibility based solely on their title using the wide inclusion criterion 'professionals in relation to strategic reform'. We had to exclude a surprisingly large number of studies, especially for the journal specific search, whereas it turned out that while most articles indeed addressed 'strategic renewal', they

Table 2. Selected ISI ranked journals (Public Administration, 2018; with Impact Factor >2).

Rank	Full journal title
1	Public administration review
2	Journal of public administration research and theory
3	Governance – An international journal of policy administration and institutions
4	Journal of policy analysis and management
5	Public management review
6	Policy sciences
7	Journal of european public policy
8	Public administration
9	Policy studies journal
10	International public management journal
11	Regulation and governance
12	American review of public administration
13	Review of public personnel administration
14	Public policy and administration
15	Journal of social policy

only mentioned the word ‘professional’ in a common speech way without explicating their (new) role and position. Nevertheless, we were left with 188 articles from the general search, 110 from the ranked journal specific search and 87 from the thematic journal specific search. We then merged the articles from the three search modes, removed the duplicates and performed another round of screening based on title *and* abstract, leading to a literature corpus of 248 articles.

We assessed the full-texts of these 248 articles, using the three main questions of our study as inclusion criteria. Hence, selected papers should explicitly cover either/or a combination of (1) strategic requirements framing professional roles in such public management reform models, (2) how professionals are motivated for – and cope with – strategic renewal and (3) the skills that are deemed necessary to do so. This full-text selection process was performed by the first and second author separately to improve inter-rater reliability. We singled out 80 key publications. Differences in decisions (in- or exclusion) were discussed in the team to reach a final decision. For example, the article by [Verhoeven and Van Bochhove \(2018\)](#) was included in our final selection as it explicitly deals with coping behaviour of frontline professionals, whereas Lamothe and Dufour (2007) was excluded after full-text screening as its focus is on professionals, but not explicitly covers one of our three sub questions.

While reading thoroughly through our 80 key articles, we came across references that were not part of our key selection. To understand what happened, we compared some of these references with the three modes of our initial search to see whether we had mistakenly removed these references somewhere during our screening. This turned out not to be the case. A possible explanation we could think of for why search engines did not show these references in the first place, is that our key concepts are not always consistently used in literature. As a consequence, we decided to check our 80 key articles to identify all references with promising titles in the light of ‘professionals in relation to strategic reform’. Through this form of snowballing, we identified 86 referenced publications, including books and chapters. Acknowledging the explorative aim of our study, we decided to add these sources to our literature corpus. Hence, the final literature corpus used to develop this paper is therefore composed by a set of 166 articles.

We conducted a narrative literature review based on these 166 articles. Narrative reviews are particularly suited for a general appraisal of previous studies and the identification of a current lack of knowledge, and to track the development of concepts and reforms ([Onwuegbuzie and Frels, 2016](#)). We developed a coding table with a column for each of our subthemes: (1) strategic requirements framing professionals’ roles, (2) motivations and coping behaviour, and (3) skills, summarizing each study’s main insights per theme. Based on this coding table, we collectively identified the dominant storyline for each subtheme and constantly refined and rewrote our subtexts into a mid-term report that was submitted to an international panel. Feedback allowed us to conclude that the storyline we constructed proved convincing in the eyes of our international peers. It also enabled us to refine our findings, including more nuances and discussion in a final report, as the basis for our analysis here ([Figure 1](#)).

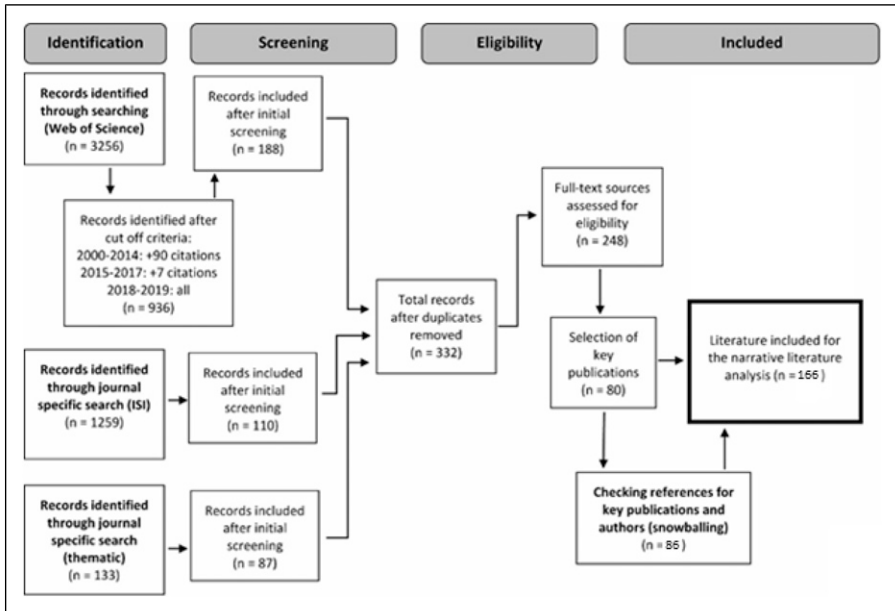


Figure 1. Flowchart literature selection.

Conceptualizing professional roles in strategic reforms

In this section we answer our first question: what are the strategic requirements framing professional roles in public management reform models? Public administration literature shows that over the last half-century strategic reform in public management can be characterized by successive models with different principles and values prevalent: Traditional Public Administration (TPA) from the 1960s until the late 1970s; New Public Management (NPM) from the late 1970s until the late 1990s; and New Public Governance (NPG) since the late 1990s (Osborne, 2006). Each of these models comes with new – and often accumulating – (implicit) role expectations for professionals (Brandesen and Honingh, 2013; Hendriks and Van Gestel, 2017). Based on our literature review, an overview of – at times competing – professional role characteristics in these models can be depicted, see Table 3.

From TPA’s ‘guardians’ to NPM’s ‘service-providers’

In the TPA model, public service delivery took place along the principles of the Weberian bureaucracy (Faulconbridge and Muzio, 2011; Van der Steen et al., 2018). Ideally, politics and administration were separated (Bryson et al., 2014): while elected officials set the goals, technical experts were to refine and operationalize these goals (De Boer, Enders and Leisyte, 2007). Most of these technical experts classify as ‘professional’ in terms of this review and had expert autonomy within the boundaries set by political mandates (Hendriks and Van Gestel, 2017). They were expected to know what was best

Table 3. Professional role characteristics in relation to the models of public management (informed by [Aschhoff and Vogel, 2019](#); [Brandsen and Honingh, 2013](#); [Hendrikx and Van Gestel, 2017](#); and [Van Gestel, Kuiper and Hendrikx, 2019](#)).

	Professionals as guardians (TPA)	Professionals as service providers (NPM)	Professionals as collaborative partners (NPG)
Rationality	Bureaucratic, legalistic, professional	Economic	Collaborative
Basis of legitimacy	Procedural, grounded in the professional community	Results-based, grounded in management and organization	Citizen-oriented, grounded in interprofessional and interorganizational networks
Core values	Legality, correctness, objectivity, equity, stability	Performance, effectiveness, efficiency, change, flexibility	Diversity, openness and open-endedness, transparency
Knowledge and skills	Expert knowledge; bureaucratic skills	Standardized knowledge, protocolized by management ('tick the boxes'); business skills	Process knowledge, relational skills (co-production)
Autonomy	Autonomous within political mandates and professional norms	Autonomous within organizational targets and budgets—as long as predefined procedures are followed	Autonomous within boundaries set within a process of deliberation and negotiation
Accountability	Accountable to elected officials and professional peers based on rules, inputs and duties	Accountable to management, inspectorates and accreditation boards based on goals and results	Accountable to a multifaceted group of stakeholders, including clients/citizens based on social cohesion and empowerment
Professional-client relationship	Top-down one directional	Customer oriented	Collaborative, with empowered users and interdependence

for the citizens, whose needs they defined in their process of public services delivery ([Sehested, 2002](#)). Citizens, on the other hand, were supposed to be the passive receivers of the public services ([Torfing et al., 2019](#)). Already during the TPA regime this view started to tilt towards a more critical perspective, highlighting the self-interest of professionals and scrutinizing their dominance and elitist positions ([Broadbent and Laughlin, 2005](#); [Laffin and Entwistle, 2000](#); [Schimank, 2015](#)). Gradually, attention was shifted from professional towards external control over the output of professional service delivery ([Leicht, 2016](#)).

Since the 1980s, the focus in strategic public management moved towards market-based coordination of public service delivery, widely known as New Public Management

(Leicht, 2016; Pollitt and Bouckaert, 2017). The description of NPM in literature clearly shows its broad range of facets and national variations which made some wonder whether we even can speak of a coherent approach (Ackroyd et al., 2007). Consensus about key elements though revolved around “the adoption of commercial management practices” (Kitchener and Gask, 2003: 20), the “[application of] market-based techniques to public services in order to improve cost efficiency and strengthen result orientation” (Bergh et al., 2015: 190), and the “[promotion of] management, consumerism and competition alongside the previous concern with efficiency” (Butterfield et al., 2004: 396).

Most studies on the effects of NPM on professional roles and professional work tend to focus on specific domains (e.g. Buchanan, 2015; Croft et al., 2015). Often it is emphasized that NPM reforms took on the monopoly position of professions, diminishing professionals’ autonomy by replacing – or counterweighing – a traditional professional logic with a managerial logic (Bévoort and Suddaby, 2016; Evetts, 2013; Kitchener and Glask, 2003; Noordegraaf, 2007). This means that management was empowered over professionalism (Evetts, 2009; Leicht et al., 2009), among others by defining goals for professional work and by capturing professional expert knowledge and skills in protocols and regulations so that managers could monitor and control professionals’ performance (Barry et al., 2001; Leicht et al., 2009; Waring and Currie, 2009). In defining the desired output, NPM’s consideration of the client as ‘customer’ of professional services gained centrality, reshaping social interaction as a relationship between providers and purchasers (Leicht, 2016; Torfing et al., 2019) and requiring professionals to gain commercial expertise (Brandson and Honingh, 2013; Turner et al., 2016). Therefore, NPM role expectations for professionals turned them into ‘service-providers’ (Hendriks and Van Gestel, 2017).

Post-NPM: collaborating with ‘inevitable’ partners

Various authors declared that we have entered a ‘post-NPM’ era, dominated by collaborative governance and network-style approaches (Osborne, 2006; Torfing, 2019; Van de Walle et al., 2016). Since the late 1990s, collaborative approaches were revalued because of the recognition that in order to solve public problems and to create solutions, other actors – private and non-profit organizations as well as citizens – are key. Hence, networks gained prominence as a way to “overcome the limitations of anarchic market exchange and top-down planning in an increasingly complex and global world” (Jessop, 2003: 101–102). Networking is often presented as ‘inevitable’ or ‘inescapable’ to overcome fragmentation and to deal with complex issues (Breit et al., 2018). The most prominent model following up on this awareness is New Public Governance (NPG) (Osborne, 2006), in which coordination through networks is central in processes of co-production and co-creation (Torfing et al., 2019). Although the broadness of this ‘co’-paradigm may lead to conceptual fuzziness (Dudau et al., 2019), more and more studies explored collaborative approaches that bring along new role expectations for professionals (Aschhoff and Vogel, 2019), and new state-professions dynamics (Kjær Joensen et al., 2014).

While NPG’s collaborative approaches are introduced as strategic reform, the role of professionals in this model has seldomly been dealt with explicitly (Aschhoff and Vogel,

2019; Hendriks and Van Gestel, 2017). It is said that for professionals, collaboration in networks implies a bundling of social issues which pushes professionals and partners to come up with new solutions to complex problems, connecting organizations and fields previously separated (Ferlie et al., 2011; Huq, 2019; Lecy et al., 2014). Some studies see collaborative approaches as a simple ‘add-on’ to already existing processes of public service planning and delivery, leaving professionals in control of public service delivery (Osborne et al., 2016). Others argue that the knowledge and experiences of all actors involved become an inherent part of the design and delivery of public services, next to professionals’ knowledge and skills (Osborne, 2018). In this view, public service users have changed from ‘passive consumers’ and ‘rational customers’ to ‘inevitable partners’ (Tuurnas, 2015). This places a ‘double pressure’ on professionals: coming from the top through administrative and political actors and from the bottom through service users and citizens (Sehested, 2002).

Literature shows that collaborative approaches are often treated as a ‘magic recipe’ (Dudau et al., 2019): they are thought to increase the effectiveness of public service delivery, to decrease the democratic deficit, to activate citizens and communities, and to add resources to public service delivery (Osborne et al., 2016). The ‘inevitable’ aspect in the new partner role of users and the new expectations for professionals that come along with that, leads literature to raise critical points; for example, co-creation with ‘partners’ can also lead to ‘co-destruction’ (Osborne et al., 2016), or diminished policy performance (Schalk, 2017). To avoid negative impact, professionals are also expected to manage the collaboration, ensuring its added value through accountability to society in general (Noordegraaf, 2015; Tuurnas et al., 2016).

In sum, the multiplicity of role expectations simultaneously at play for public professionals does not limit itself to competing demands from professionalism and management. Instead, while literature shows how each public management model has come with new – often implicit – role expectations, it also shows how formerly dominant roles remain present when new ones like in collaborative approaches are added (Aschhoff and Vogel, 2019; Brandsen and Honingh, 2013; Hendriks and Van Gestel, 2017). Therefore, it is key to examine in literature how professionals themselves are motivated for – and cope with – strategic renewal as based on the successive models of public management reform, dealing with multiple roles including networking and co-creation.

Professionals’ motivation and coping with strategic renewal

The sources that address our second sub question – how are professionals motivated for – and cope with – strategic renewal – show that NPM reforms were met with much more resistance by professionals than NPG reforms (e.g. Echeverri and Åkesson, 2018; Van der Steen et al., 2018). It is often argued that with the rise of NPM the autonomy of professionals diminished, replacing a TPA or traditional logic with a managerial logic (Bévort and Suddaby, 2016; Evetts 2013). Having their knowledge standardized and protocolized, literature shows professionals often feel threatened in their expert positions (McGivern et al., 2015). Moreover, studies report professionals struggle reconciling ‘efficiency’ and ‘competition’ as prominent values for public service delivery with for

example building relationships with clients and peers (e.g. Bryson et al., 2014; Leicht et al., 2009; Waring and Currie 2009), leading them to experience paradoxical identity demands (Ahuja et al., 2017; Spyridonidis et al., 2015).

It seems that with professionals' resistance against NPM reforms in mind, studies focussing on NPG reforms often assume professionals are also unwilling to participate in collaborative processes and even to resist such processes because these are thought to limit professional power. However, literature more and more shows that certain elements from NPG based approaches are in fact appreciated by professionals. Examples are the ability to be more responsive towards local needs of clients (McDermott et al., 2015; Weir et al., 2019); a genuine belief in empowering citizens and local communities (Van Meerkerk and Edelenbos, 2018); and the opportunity to gain thorough knowledge of other (professional) partners involved and their personal, organizational, and institutional backgrounds (Van Gestel, Kuiper and Hendriks, 2019).

As NPG role demands for networking and co-creation are often expected to be fulfilled in a context of alternative public management models (TPA/NPM), literature suggest that professionals do not find it easy to match the different role requirements (Brandsen and Pestoff, 2006; Van Gestel, Kuiper and Hendriks, 2019). They feel constrained to fulfil their new collaborative roles if organizational support for inter-professional cooperation is absent, and legal rules, financial incentives, and performance systems are still dominated by TPA and/or NPM principles (Van Gestel, Kuiper and Hendriks, 2019). Professionals also feel that traditional professional values of 'equality, representativeness and the neutrality of the public service activities' may come under pressure in NPG (Tuurnas, 2015: 592), which tends to keep them applying familiar professional practices and frames (Noordegraaf et al., 2016). Moreover, professionals are geared towards offering readymade solutions to citizens/users, but networking and co-creation imply accepting (experiential) knowledge of clients, next to their professional knowledge (Brandsen and Pestoff, 2006). Especially in a welfare state context this is a challenging task, whereas citizens traditionally are seen as 'objects of care' rather than co-creating partners (Torfing et al., 2019). Thus, although professionals understand the multifaceted contexts in which network processes occur, they feel that distributions of roles should be clarified better and that explicit strategies for supporting implementation are needed (McDermott et al., 2015).

Diverse coping strategies

Literature that addresses how professionals cope with hybrid role demands (NPG added to TPA- and NPM-based role expectations) is still scarce (Hendriks and Van Gestel, 2017; Brandsen and Honingh, 2013; Jaspers and Steen, 2019). The limited number of studies that do describe coping by frontline professionals with strategic renewal, lists multiple coping strategies, all showing how professionals struggle to reconcile strategic renewals' competing role demands in practice.

In a context of frontline professionals in public services delivery, Tummers et al. (2015) distinguished three coping categories, framed as: moving towards clients, moving away from clients, and moving against clients. In the first type, professionals are willing to

break or bend the rules, or use personal resources to help clients. Moving away from clients implies that professionals may routinize their interactions, treating all clients in the same way irrespective of clients' needs. When professionals move against clients (third type), they actively seek confrontation with them, for example, by rigidly following legal rules or acting aggressively to assert professional control (Tummers et al., 2015; Verhoeven and Van Bochove, 2018). Tummers et al. (2015: 1099) conclude that frontline professionals often draw on 'moving towards clients', "revealing a strong tendency to provide meaningful public service to clients, even under stressful conditions." We thus can view 'moving towards clients' as a coping strategy close to professional values, as well as to NPG demands for involving users in public services.

An alternative coping strategy is when professionals apply forms of 'creative mediation' to make competing demands manageable (Gleeson and Knights, 2006), and actively seek to conciliate multiple demands by reconstructing them as coherent. As indicated in literature, professionals often struggle to reconcile strategic reform demands from NPG with NPM; especially standardization and detailed registration of professional actions diminish professional discretion and time available for NPG demands (Van Gestel, Kuiper and Hendriks, 2019). It has been suggested that professionals can cope more easily with conflicting demands when they could integrate organizational work principles into their professional work (Croft et al., 2015; Schott et al., 2016; Teelken, 2015). We also found a coping strategy in our review, framed 'deferred coping' (Jaspers and Steen, 2019: 13), meaning that professionals agree with applying a collaborative approach in future, but for now claim that 'partners' or 'citizens' are not ready for it, and first need more training and supervision. Hence, this decoupling strategy is not about 'moving towards clients', mediating or integrating, but about postponing NPG-professional role demands in practice.

We conclude that professionals seem more motivated for strategic renewal based on NPG than NPM and are less prone to resist such reforms because they match much more with professional values like client centeredness. At the same time, whereas they choose different ways of coping – from 'moving towards clients' to 'moving away' or 'against', with in-between forms as 'creative mediation' and decoupling – we do see that professionals are often struggling to reconcile strategic renewals' competing role demands of guardian, service provider and collaborative partner in practice.

Skills of professionals in networking and CO-CREATION

Here we reflect on literature related to our last sub question: which skills are deemed necessary for public professionals to cope effectively with strategic renewal? Expert knowledge as prominent feature of professionalism in TPA is perceived to be still relevant, but in collaborative approaches professionals must deal with new sources of knowledge besides their own (Glimmerveen et al., 2019). Through client participation, user experience has become a crucial part in networking and co-creation (Osborne, 2018; Vanleene et al., 2018), requiring professionals to revalue their own knowledge and to encompass elements derived from experiential learning into their public service delivery (Leemeijer and Trappenburg, 2016). In this vein, some argue

that professionals should simultaneously be ‘friend’, ‘leader’, ‘representative’ and ‘mediator’ (Vanleene et al., 2018). Rather than sole experts who define the needs of their clients, professionals also require ‘boundary spanning’ or ‘brokerage’ capacities to make clients, stakeholders and themselves work effectively and synergetic together (Long et al., 2013; Maaijen et al., 2018). The skills that follow from literature to realize the potential of public professionals being collaborative partners in a context where alternative reform models (TPA/NPM) are still at play, roughly fall into four categories (Figure 2).

A first set of skills revolves around individual attributes or competences for ‘collaboration’, viewed as a crucial trait for innovative practices (Lloyd et al., 2018). Collaborative skills are not fixed qualities like personality traits (O’Leary et al., 2012), but can be acquired through training and experience. Cho et al. (2005) found qualifications and experience of professionals decisive in effective implementation, with the most important one being receptive for new ideas, perspectives and changes (see also Steen and Tuurnas, 2018). Besides, professionals also need the – perhaps more traditional – skill of being patient, diplomatic and empathetic (O’Leary et al., 2012). According to our literature

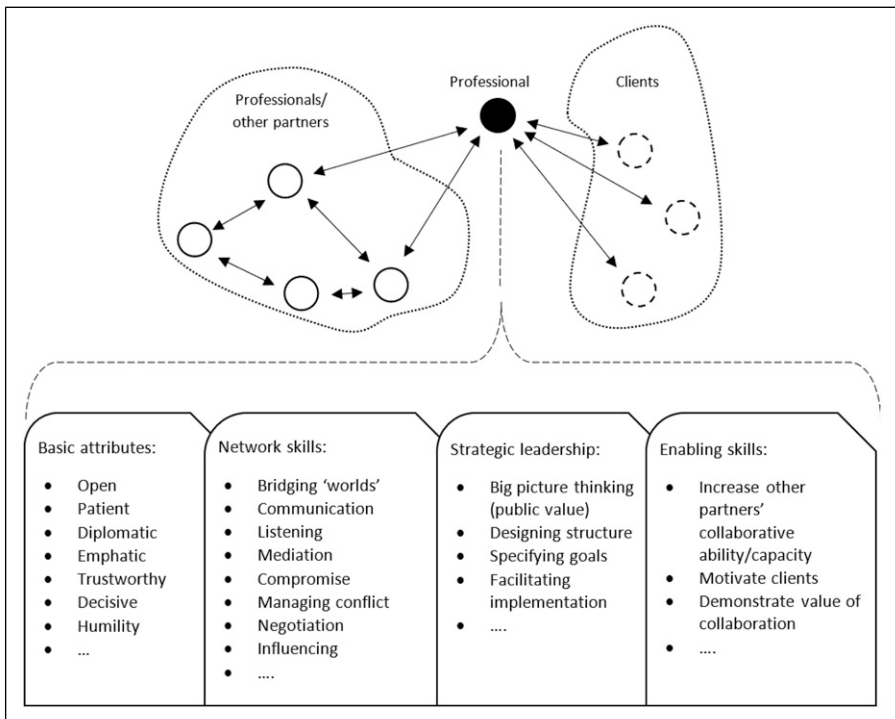


Figure 2. Skills and capabilities professionals need to co-produce and co-create (informed by O’Leary et al., 2012; and Steen and Tuurnas, 2018).

review, professionals thus should be capable to think beyond their own knowledge and perspectives, and to place oneself in someone else's position.

A second set of skills is related to public professionals involved in a network partner role: they should be able to communicate effectively and to bring together different actors from different worlds, each with their own logic and identity, helping them understand each other's language (O'Leary et al., 2012). Acknowledging that collaboration can also lead to conflict (Hendrikx, 2018), for example when actors are involuntarily part of collaborative arrangements (Osborne et al., 2016), public professionals in collaborative networks need to understand the fine skills of listening, mediating, negotiating, and managing conflict to reach compromises that hold value for all (Kemp and Rotmans, 2009; O'Leary et al., 2012).

Third, public professionals are entailed to have strategic leadership skills (O'Leary et al., 2012). They should keep an eye on the 'big picture', and develop new 'storylines' that capture the transformative change of the collaborative coalition (Kemp and Rotmans, 2009). They need skills to define what the collaborative arrangement aims to attain and, in some cases, to design a structure that helps realizing this aim (Maaßen et al., 2018). Professionals also should be able to make use of the assets offered by clients/citizens (Tuurnas, 2015), and to acknowledge the complexity of internal network dynamics, where agency is a relational and emergent potential of group members (Tuominen and Lehtonen, 2018). Since professionals often remain highly dependent on reporting up to a managerial hierarchy (Kellogg, 2019), they need strategic leadership skills to negotiate and settle (new) performance indicators. And, as strategic leader, public professionals should be foremost keen to protect traditional (TPA) values and safeguard that outcomes of collaboration are also delivered to citizens and partners not involved in the particular network (Steen and Tuurnas, 2018).

A fourth set of skills for public professionals is about enabling citizens and partners to participate in public policy and services delivery. While networks are viewed beneficial to reach collective aims, and co-creation is 'the new kid on the block' (Ansell and Torfing, 2021), this does not mean that every (potential) citizen and partner is automatically convinced of its value, or has the ability or capacity to collaborate. It thus requires 'enabling skills' on the side of the professional, to support users and partners to participate, plan, design and deliver within the collaborative arrangements (Verhoeven and Van Bochove, 2018). Enabling skills are also relevant in the conversation with politicians, to engage them in collaborative approaches and assure their support (Torfing and Sørensen, 2019). Professionals thus need enabling skills to create a collaborative, productive environment in which all partners ideally feel free to think and speak so ideas can emerge and develop (Kemp and Rotmans, 2009).

In sum, strategic renewal carries new and additional role expectations for professionals, in particular for NPG-based approaches in public services. Current professional skills are not just about the 'traditional' hybrid professional, combining professional and managerial tasks. Based on our literature review, we identified four sets of skills for public professionals, related to TPA/NPM but most notably to NPG networking and co-creation (see Figure 2).

Discussion and concluding remarks

This article presents the result of an extensive literature review of 166 sources – mainly scientific peer-reviewed articles – that provides an in-depth understanding into the state-of-art knowledge about engaging professionals in the strategic renewal of public services, most notably collaborative approaches. Its two main findings are that strategic reforms have resulted in multiple (competing) role expectations, with especially collaborative roles requiring new sets of skills. Second, although public professionals are perceived crucial for implementing strategic reform, their motivations and coping with strategic reforms are less exposed in literature. However, our review shows that professionals are much more motivated and more easily cope with NPG rather than NPM reforms, whereas values like client-centeredness are much more in line with professionals' already existing identities compared to values of efficiency and competitiveness. Based on our review, we subsequently could identify four types of skills that may connect more traditional professional skills with competences for networking and co-creation. We make a twofold contribution to literature:

First, our review reveals that the complexity of the multiple role demands goes beyond the dichotomy of professional versus managerial values and approaches and the blurring of managerial and professional jurisdictions (Evetts, 2011; Newman, 2013; Waring and Curie, 2009). Keeping in mind that the framing of professional roles can differ across professional groups, public organizations, policy sectors and/or nations (Ackroyd et al., 2007; Faulconbridge and Muzio, 2011), it turns out that public professionals should simultaneously operate as experts providing professional knowledge (TPA); as service providers following protocolized procedures (NPM); and as collaborative partners, operating in teams, networks and platforms for co-creation (NPG). This opens a debate to whether these different role expectations and responsibilities can be aligned in theory and practice. It seems that contemporary public professionals often wear two hats: according to NPG they represent their public organization/the public policy in an 'equal', 'horizontal' role in networking and co-creation with clients and other partners; according to TPA/NPM they are also responsible for the final public decisions being made, for example as doctors, teachers, social workers or police officers. It cannot simply be assumed that these two hats can be worn on the same head. Combining a (vertical) traditional expert role and a (horizontal) network partner role may even create an irreconcilable role conflict. It can increase tensions rather than contribute to NPG-advocated creative problem-solving. Acknowledging the complexities of such network skills, literature on boundary spanning also notes that not one boundary spanner can act as "super (wo)man" (Van Meerkerk and Edelenbos, 2018:110) who incorporates all (network)competences and activities. Rather, boundary spanning emerges as 'interactivity' in which multiple boundary spanners possess different skillsets (ibid, also Williams, 2002).

Whilst professionals' collaborative attributes are increasingly considered 'core competencies', it remains disputed how these should be practiced and evaluated (Eichbaum, 2018). Spanning boundaries for instance contains a risk of getting too closely and personally involved with external actors and processes, thereby losing support and becoming distanced from the home organization (Van Meerkerk and Edelenbos 2018).

Explicit attention should therefore be given to the roles professionals are expected to fulfil and how they can be facilitated to do so. In this respect, the governance structure of the policy field and the regulative support and (financial) incentives and resources should promote innovation rather than obstruct it (Torfing et al., 2019; see also Scott, 2008). Professionals operate in a context of ideology and belief systems at the macro level and control mechanisms of individual practitioners at the micro level (Evetts, 2013). They hold the potential to bring about the strategic renewal desired by politicians and policy makers, but also deliver from bottom-up the input, knowledge, and experience to develop new initiatives (Tuominen and Lehtonen, 2018). An explicit use of public professionals' 'creative ideas', 'capacity' and 'policy entrepreneurship' to inform new strategies and spread developments (Scott, 2008) may nurture the effectiveness of strategic renewal.

Second, most literature studying motivations and skills of public professionals focuses on reforms that are managerial in nature, and not collaborative (e.g. Tummers et al., 2015). Our review contributes to a wider perspective, including NPG reforms. Since professionals are key for effective public policy delivery, especially their motivations, coping strategies and skills for more integrated, 'holistic' services deserve more attention. Based on our review, we highlighted that (some) professionals feel motivated by the notion of delivering public services in a NPG setting (McDermott et al., 2015; Steen and Tuurnas, 2018), but others feel less comfortable by using knowledge other than their own expert knowledge (Jaspers and Steen, 2019). Moreover, as multiple professional role demands cause a challenge beyond professionalism and management, it should be investigated at a deeper level whether NPG's networking and co-creation align well with professional values, or whether they are perceived to be a threat for professional expert knowledge, traditional skills and autonomy – just like earlier values and practices pursued by NPM-reforms were.

For professionals' skills, our review allowed us to identify four sets of skills as illustrated by Figure 2. At the level of daily practices, literature points to professionals having leeway in building local capacity for improvement, necessary to translate national goals to local contexts (Steen and Tuurnas, 2018). For NPG, professionals often have no or very limited training to fulfil their new collaborative roles (Tuurnas, 2015), which may explain a critical attitude (Liao and Ma, 2019). To strengthen their capacity related to networking and co-creation, professionals can be supported practically, for example by facilitating training in data management or by exchanging knowledge about promising practices (Dalgarno and Oates, 2018; McDermott et al., 2015). Simultaneously, professionals may need a new repertoire of 'tools' to work with. Appropriate platforms for collaborative interaction are to be found or created to share in-depth knowledge, and to monitor and evaluate collaborative aims and outcomes (Ansell and Gash, 2018). Moreover, interactions with professionals from other fields can encourage professionals to 'adapt and adopt the learned methods in their own fields of service' (Tuurnas, 2015: 592). They can build 'bottom-up capacity', crucial to adopt promising practices and to adapt and supplement national mandates (Van Gestel and Nyberg, 2009; McDermott et al., 2015; Weir et al., 2019). Interestingly, different studies extensively describe new repertoires and skillsets that professionals need in order to successfully collaborate and co-create public services. Despite the acknowledgement of the complexity of what it takes

from professionals, there is little attention for the conditions under which they can develop new skills. Rather, they are presented as ‘agents’ or ‘boundary spanners’ that already *possess* skills and perform activities (Edelenbos and Van Meerkerk, 2018).

Research agenda

From our literature review, we recommend a few topics for future research. First, recognizing that the framing of roles can differ across professional groups, and between different public services settings, comparative studies are required about how professionals perform multiple roles – traditional expert, service-provider, collaborative partner – simultaneously or as a team, in order to trace how contextual factors affect the framing and experience of professional roles. Second, most literature on professional’s motivations is focused on NPM-type reforms while less is revealed about engagement in strategic reforms based on NPG and co-creation with available studies limited to a specific sector, for example healthcare. We recommend to further explore the topic across different policy areas and nations, whereas meso-level institutions are relevant for the role of professionals (Hendriks, 2021; Turner et al., 2016). Third, our literature review indicates more careful attention in (public) organizations should be devoted to the (new) skills of professionals necessary for collaboration with various stakeholders and users. Strategic renewal based on NPG principles requires professionals from different backgrounds to work in interdisciplinary teams geared towards cocreating public services. So far, research concentrates on skills of the *individual* professional (see e.g. work on boundary spanners, Williams 2002), while it would be worthwhile to explore further how teams of professionals within their institutional environment develop and exchange collaborative skills.

Methodologically, current literature predominantly relies on single case studies, and different theoretical models and research execution makes it sometimes challenging to aggregate and compare results in contributing to theory and practice. Based on our literature review, we call for a future research agenda with large-scale, international comparative case study designs. We recommend drawing on (focus group) interviews with professionals and clients/partners from various public services, enabling comparisons across policy areas and nations. Such a large-scale systematic case study approach is probably the most promising way to acquire a better understanding of professional engagement, which in turn is key for governments, public organizations and professionals alike for effective strategic renewal of public services.

Declaration of conflicting interests

The author(s) declared no potential conflicts of interest with respect to the research, authorship, and/or publication of this article.

Funding

The author(s) disclosed receipt of the following financial support for the research, authorship, and/or publication of this article: The literature review on which this contribution is based has received funding from the European Union's Horizon 2020 research and innovation programme under grant agreement No 770591.

ORCID iD

Wiljan Hendriks  <https://orcid.org/0000-0002-7851-8366>

Notes

1. Some sources marked with * were not part of the literature corpus used for the review itself, but were used to deepen our analysis or allow for a broader perspective in this article.

References

- Ackroyd S, Kirkpatrick I and Walker RM (2007) Public Management Reform in the UK and Its Consequences for Professional Organization: a Comparative Analysis. *Public Administration* 85(1): 9–26.
- Ahuja S, Nikolova N and Clegg S (2017) Paradoxical identity: The changing nature of architectural work and its relation to architects' identity. *Journal of Professions and Organization* 4(1): 2–19.
- Ansell C and Gash A (2018) Collaborative Platforms as a Governance Strategy. *Journal of Public Administration Research and Theory* 28(1): 16–32.
- Ansell C and Torfing J (2021) Co-creation: the new kid on the block in public governance. *Policy & Politics* 49(2): 211–230.
- Aschhoff N and Vogel R (2019) Something old, something new, something borrowed: Explaining varieties of professionalism in citizen collaboration through identity theory. *Public Administration* 97: 703–720.
- Barry J, Chandler J and Clark H (2001) Between the Ivory Tower and the Academic Assembly Line*. *Journal of Management Studies* 38(1): 88–101.
- Bergh A-L, Friberg F, Persson E, et al. (2015) Perpetuating 'New Public Management' at the expense of nurses' patient education: a discourse analysis. *Nursing Inquiry* 22(3): 190–201.
- Bévort F and Suddaby R (2016) Scripting professional identities: how individuals make sense of contradictory institutional logics. *Journal of Professions and Organization* 3(1): 17–38.
- Brandsen T and Honingh M (2013) Professionals and Shifts in Governance. *International Journal of Public Administration* 36(12): 876–883.
- Brandsen T and Pestoff V (2006) Co-production, the third sector and the delivery of public services. *Public management review* 8(4): 493–501.
- Breit E, Fossetøl K and Andreassen TA (2018) From pure to hybrid professionalism in post-NPM activation reform: The institutional work of frontline managers. *Journal of Professions and Organization* 5(1): 28–44.

- Bryson JM, Crosby BC and Bloomberg L (2014) Public Value Governance: Moving Beyond Traditional Public Administration and the New Public Management. *Public Administration Review* 74(4): 445–456.
- Broadbent J and Laughlin R (2005) Organisational and accounting change: theoretical and empirical reflections and thoughts on a future research agenda. *Journal of Accounting & Organizational Change* 1(1): 7–25.
- Buchanan R (2015) Teacher identity and agency in an era of accountability. *Teachers and Teaching* 21(6): 700–719.
- Burau V (2016) Governing through professional experts. In: Dent M, Bourgeault IL, Denis JL, et al (eds), *The Routledge Companion to the Professions and Professionalism*. Abingdon, Oxon; New York NY: Routledge, pp. 91–101. *
- Butterfield R, Edwards C and Woodall J (2004) The new public management and the UK Police Service. *Public Management Review* 6(3): 395–415.
- Cho C-L, Kelleher CA, Wright DS, et al. (2005) Translating national policy objectives into local achievements across planes of governance and among multiple actors: Second-order devolution and welfare reform implementation. *Journal of Public Administration Research and Theory* 15(1): 31–54.
- Croft C, Currie G and Lockett A (2015) Broken 'Two-way Windows'? an Exploration of Professional Hybrids. *Public Administration* 93(2): 380–394.
- Dalgarno M and Oates J (2018) The meaning of co-production for clinicians: An exploratory case study of Practitioner Trainers in one Recovery College. *Journal of Psychiatric and Mental Health Nursing* 25(5–6): 349–357.
- De Boer HF, Enders J and Leisyte L (2007) Public sector reform in Dutch higher education: The organizational transformation of the university. *Public Administration* 85(1): 27–46.
- Denyer D and Tranfield D (2009) Producing a systematic review. In: Buchanan DA and Bryman A (eds), *The Sage Handbook of Organizational Research Methods*. Sage Publications Ltd., pp. 671–689. *
- Dudau A, Glennon R and Verschuere B (2019) Following the yellow brick road? (Dis)enchantment with co-design, co-production and value co-creation in public services. *Public Management Review* 21(11): 1577–1594.
- Echeverri P and Åkesson M (2018) Professional identity in service work: why front-line employees do what they do. *Journal of Service Theory and Practice* 28(3): 315–335.
- Eichbaum Q (2018) Collaboration and Teamwork in the Health Professions. *Academic Medicine* 93(4): 574–580.
- Evetts J (2009) New Professionalism and New Public Management: Changes, Continuities and Consequences. *Comparative Sociology* 8(2): 247–266.
- Evetts J (2011) A new professionalism? Challenges and opportunities. *Current Sociology* 59(4): 406–422.
- Evetts J (2013) Professionalism: Value and ideology. *Current Sociology* 61(5–6): 778–796. *
- Faulconbridge JR and Muzio D (2011) Professions in a globalizing world: Towards a transnational sociology of the professions. *International Sociology* 27(1): 136–152.
- Ferlie E, Fitzgerald L, McGivern G, et al. (2011) Public Policy Networks and 'Wicked Problems': a Nascent Solution? *Public Administration* 89(2): 307–324. *

- Ferlie E and Ongaro E (2015) *Strategic Management in Public Services organizations Concepts, Schools and Contemporary Issues*. London/New York: Routledge.
- Fink A (2019) *Conducting Research Literature Reviews: From the Internet to Paper*. Sage publications. *.
- Freidson E (1970) *Profession of Medicine: A Study of the Sociology of Applied Knowledge*. New York: Dodd, Mead.
- Freidson E (2001) *Professionalism; The Third Logic*. Cambridge: Polity Press.
- Glimmerveen L, Nies H and Ybema S (2019) Citizens as Active Participants in Integrated Care: Challenging the Field's Dominant Paradigms. *International Journal of Integrated Care* 19(1): 6.
- Gleeson D and Knights D (2006) Challenging Dualism: Public Professionalism in 'Troubled' Times. *Sociology* 40(2): 277–295.
- Hendriks W (2018) Priced not praised: professional identity of GPs within market-oriented healthcare reform. *Journal of Professions and Organization* 5(1): 12–27.
- Hendriks W (2021) Managerialism and Its Consequences for Professional Identity: A Comparative Analysis of GPs and Secondary School Teachers. *Administration and Society* 53(8): 1178–1202.
- Hendriks W and Van Gestel N (2017) The emergence of hybrid professional roles: GPs and secondary school teachers in a context of public sector reform. *Public Management Review* 19(8): 1105–1123.
- Hupe PL and Hill MJ (2016) 'And the rest is implementation.' Comparing approaches to what happens in policy processes beyond Great Expectations. *Public Policy and Administration* 31(2): 103–121.
- Hupe PL, Hill MJ and Buffat A (eds), *Understanding Street-Level Bureaucracy*. (2016). Bristol, UK/Chicago, US: Policy Press.
- Huq J-L (2019) Conditioning a Professional Exchange Field for Social Innovation. *Business & Society* 58(5): 1047–1082.
- Jaspers S and Steen T (2019) Realizing public values: enhancement or obstruction? Exploring value tensions and coping strategies in the co-production of social care. *Public Management Review* 21(4): 606–627.
- Jessop B (2003) Governance and meta-governance: On reflexivity, requisite variety and requisite irony. In: Bang HP (ed), *Governance as Social and Political Communication*. Manchester: Manchester University Press, pp. 101–117.
- Jilke S and Tummers L (2018) Which Clients are Deserving of Help? A Theoretical Model and Experimental Test. *Journal of Public Administration Research and Theory* 28(2): 226–238.
- Kellogg KC (2019) Subordinate Activation Tactics: Semi-professionals and Micro-level Institutional Change in Professional Organizations. *Administrative Science Quarterly* 64(4): 928–975. *.
- Kemp R and Rotmans J (2009) Transitioning policy: Co-production of a new strategic framework for energy innovation policy in the Netherlands. *Policy Sciences* 42(4): 303–322.
- Kitchener M and Gask L (2003) NPM merger mania Lessons from an early case. *Public Management Review* 5(1): 19–44.
- Kjær Joensen AS, Kousgaard MB and Burau V (2014) Pursuing professional interests at the Local Policy Level: A Comparative Case Study. *Professions and Professionalism* 4(3).

- Laffin M and Entwistle T (2000) New problems, old professions? The changing national world of the local government professions. *Policy & Politics* 28(2): 207–220.
- Lamothe L and Dufour Y (2007) Systems of interdependency and core orchestrating themes at health care unit level. *Public Management Review* 9(1): 67–85.
- Lecy JD, Mergel IA and Schmitz HP (2014) Networks in public administration: current scholarship in review. *Public Management Review* 16(5): 643–665. *
- Leemeijer A and Trappenburg M (2016) Patient centered professionalism? Patient participation in Dutch mental health professional frameworks. *Professions and Professionalism* 6(2): 1–19.
- Leicht KT, Walter T, Sainsaulieu I, et al. (2009) New Public Management and New Professionalism across Nations and Contexts. *Current Sociology* 57(4): 581–605.
- Leicht KT (2016) Market fundamentalism, cultural fragmentation, post-modern skepticism, and the future of professional work: Table 1. *Journal of Professions and Organization* 3(1): 103–117.
- Liao Y and Ma L (2019) Do professional associations make a difference?: linking municipal managers' association participation and attitudes toward citizen participation. *Public Management Review* 21(12): 1824–1847.
- Lipsky M [1980] (2010) *Street-Level Bureaucracy; Dilemmas of the Individual in Public Services*. New York: Russell Sage Foundation.
- Lloyd S, Low S, Win SL, et al. (2018) The Ingredients for Innovation: impacts for practice and the education of health service managers. *Asia Pacific Journal of Health Management* 13(2): 1.
- Long JC, Cunningham FC and Braithwaite J (2013) Bridges, brokers and boundary spanners in collaborative networks: A systematic review. *BMC Health Services Research* 13(158): 158–213.
- Maaijen MMH, Felder MM, De Bont AAA, et al. (2018) Mapmaking and the (re)organization of professional practice: a case study of Dutch primary care. *Journal of Professions and Organization* 5(3): 230–247.
- May PJ and Winter SC (2007) Politicians, Managers, and Street-Level Bureaucrats: Influences on Policy Implementation. *Journal of Public Administration Research and Theory* 19(3): 453–476.
- McDermott AM, Hamel LM, Steel D, et al. (2015) Hybrid Healthcare Governance for Improvement? Combining Top-Down and Bottom-Up Approaches To Public Sector Regulation. *Public Administration* 93(2): 324–344.
- McGivern G, Currie G, Ferlie E, et al. (2015) Hybrid Manager-professionals' Identity Work: the Maintenance and Hybridization of Medical Professionalism in Managerial Contexts. *Public Administration* 93(2): 412–432.
- Muzio D, Brock DM and Suddaby R (2013) Professions and institutional change: Towards an institutionalist sociology of the professions. *Journal of Management Studies* 50(5): 699–721. *
- Newman J (2013) Professionals, Power and the Reform of Public Services. In: Noordegraaf M and Steijn B (eds), *Professionals under Pressure; The Reconfiguration of Professional Work in Changing Public Services*. Amsterdam: Amsterdam University Press, pp. 41–54.
- Noordegraaf M. (2007) From "Pure" to "Hybrid" Professionalism. *Administration & Society* 39(6): 761–785.
- Noordegraaf M (2011) Risky Business: How Professionals and Professional Fields (Must) Deal with Organizational Issues. *Organization Studies* 32(10): 1349–1371. *.

- Noordegraaf M (2015) Hybrid professionalism and beyond: (new) forms of public professionalism in changing organizational and societal contexts. *Journal of Professions and Organization* 2(2): 187–206.
- Noordegraaf M, Schneider MME, Van Rensen ELJ, et al. (2016) Cultural complementarity: re-shaping professional and organizational logics in developing frontline medical leadership. *Public Management Review* 18(8): 1111–1137.
- O’Leary R, Choi Y and Gerard CM (2012) The Skill Set of the Successful Collaborator. *Public Administration Review* 72(1): 70–83.
- Onwuegbuzie AJ and Frels R (2016) *Seven Steps to a Comprehensive Literature Review: A Multimodal and Cultural Approach*. Thousand Oaks, CA: Sage Publishing. *
- Osborne SP (2006) The New Public Governance?1. *Public Management Review* 8(3): 377–387.
- Osborne SP and Brown L (2011) Innovation, public policy and public services delivery in the UK. The word that would be king? *Public Administration* 89(4): 1335–1350. *
- Osborne SP, Radnor Z and Strokosch K (2016) Co-Production and the Co-Creation of Value in Public Services: A suitable case for treatment? *Public Management Review* 18(5): 639–653.
- Osborne SP (2018) From public service-dominant logic to public service logic: are public service organizations capable of co-production and value co-creation? *Public Management Review* 20(2): 225–231.
- O’Toole LJ Jr and Meier KJ (2015) Public Management, Context, and Performance: In Quest of a More General Theory. *Journal of Public Administration Research and Theory* 25(1): 237–256.
- Pollitt C and Bouckaert G (2017) *Public Management Reform, a Comparative Analysis: Into the Age of Austerity*. 4th ed.. Oxford: Oxford University Press. *
- Schott C, Van Kleef D and Noordegraaf M (2016) Confused Professionals?: Capacities to cope with pressures on professional work. *Public Management Review* 18(4): 583–610.
- Schalk J (2017) Linking Stakeholder Involvement to Policy Performance: Nonlinear Effects in Dutch Local Government Policy Making. *The American Review of Public Administration* 47(4): 479–495.
- Schimank U (2015) New public management” as de-professionalization - conceptual reflections with some applications to school teachers. In: Klenk T and Pavolini S (eds), *Restructuring Welfare Governance: Marketization, Managerialism, and Welfare State Professionalism*. Cheltenham, UK and Northampton, MA: Edward Elgar Publishing, pp. 183–199.
- Scott WR (2008) Lords of the Dance: Professionals as Institutional Agents. *Organization Studies* 29(2): 219–238.
- Sehested K (2002) How new public management reforms challenge the roles of professionals. *International Journal of Public Administration* 25(12): 1513–1537.
- Spyridonidis D, Hendy J and Barlow J (2015) Understanding Hybrid Roles: the Role of Identity Processes Amongst Physicians. *Public Administration* 93(2): 395–411.
- Steen T and Tuurnas S (2018) The Roles of the Professional in Co-Production and Co-Creation Processes. In: Brandsen T, Verschuere B and Steen T (eds), *Co-Production and Co-creation; Engaging Citizens in Public Services*. New York: Routledge, pp. 80–92.
- Teelken C (2015) Hybridity, coping mechanisms, and academic performance management: Comparing three countries. *Public Administration* 93(2): 307–323.
- Torring J (2019) Collaborative innovation in the public sector: the argument. *Public Management Review* 21(1): 1–11.

- Torring J and Sørensen E (2019) Interactive Political Leadership in Theory and Practice: How Elected Politicians May Benefit from Co-Creating Public Value Outcomes. *Administrative Sciences* 9(51): 1–17.
- Torring J, Sørensen E and Røiseland A (2019) Transforming the Public Sector Into an Arena for Co-Creation: Barriers, Drivers, Benefits, and Ways Forward. *Administration & Society* 51(5): 795–825.
- Tummers L and Bekkers V (2014) Policy Implementation, Street-level Bureaucracy, and the Importance of Discretion. *Public Management Review* 16(4): 527–547.
- Tummers LLG, Bekkers V, Vink E, et al. (2015) Coping During Public Service Delivery: A Conceptualization and Systematic Review of the Literature. *Journal of Public Administration Research and Theory* 25(4): 1099–1126.
- Tuominen TM and Lehtonen MH (2018) The Emergence of Transformative Agency in Professional Work. *Organization Studies* 39(11): 1601–1624.
- Turner S, Lourenço A and Allen P (2016) Hybrids and professional communities: comparing UK reforms in healthcare, broadcasting and postal services. *Public Administration* 94(3): 700–716.
- Tuurnas S (2015) Learning to co-produce? The perspective of public service professionals. *International Journal of Public Sector Management* 28(7): 583–598.
- Tuurnas S, Stenvall J and Rannisto P-H (2016) The impact of co-production on frontline accountability: the case of the conciliation service. *International Review of Administrative Sciences* 82(1): 131–149.
- Van Meerkerk I and Edelenbos J (2018) Profiling boundary spanners. In: Van Meerkerk I. and Edelenbos J. (eds), *Boundary Spanners in Public Management and Governance. An Interdisciplinary Assessment*. Cheltenham: Edward Elgar, pp. 93–112. *
- Van de Walle S, Hammerschmid G, Andrews R and Bezes P (2016) Introduction: public administration reforms in Europe. In: Van de Walle S, Hammerschmid G, Andrews R and Bezes P (eds), *Public Administration Reforms in Europe*. Cheltenham, UK: Edward Elgar Publishing.
- Van der Steen M, Van Twist MJW and Bressers D (2018) The Sedimentation of Public Values: How a Variety of Governance Perspectives Guide the Practical Actions of Civil Servants. *Review of Public Personnel Administration* 38(4): 387–414.
- Van Gestel NM and Nyberg D (2009) Translating national policy changes into local HRM practices. *Personnel Review* 38(5): 544–559.
- Van Gestel NM, Kuiper M and Hendriks W (2019) Changed Roles and Strategies of Professionals in the (co)Production of Public Services. *Administrative Sciences* 9: 1–15.
- Vanleene D, Voets J and Verschuere B (2018) The Co-production of a Community: Engaging Citizens in Derelict Neighbourhoods. *VOLUNTAS: International Journal of Voluntary and Nonprofit Organizations* 29: 201–221.
- Verhoeven I and Van Bochove M (2018) Moving Away, Toward, and Against: How Front-line Workers Cope with Substitution by Volunteers in Dutch Care and Welfare Services. *Journal of Social Policy* 47(4): 783–801.
- Voorberg WH, Bekkers VJMJ and Tummers LG (2015) A Systematic Review of Co-Creation and Co-Production: Embarking on the social innovation journey. *Public Management Review* 17(9): 1333–1357.
- Waring J and Currie G (2009) Managing Expert Knowledge: Organizational Challenges and Managerial Futures for the UK Medical Profession. *Organization Studies* 30(7): 755–778.

- Weir NM, Newham R, Dunlop E, et al. (2019) Factors influencing national implementation of innovations within community pharmacy: a systematic review applying the Consolidated Framework for Implementation Research. *Implementation Science : IS* 14(21): 21–26.
- Wilensky HL (1964) The Professionalization of Everyone? *American Journal of Sociology* 70(2): 137–158.
- Williams P (2002) The competent boundary spanner. *Public Administration* 80(1): 103–124. *.
- Zacka B (2017) *When the State Meets the Street*. Cambridge, MA: Public Service and Moral AgencyThe Belknap Press of Harvard University Press.

Author Biographies

Wiljan Hendrikx currently works as researcher and education manager at the Netherlands School of Public Administration (NSOB). Earlier, he worked as a postdoctoral researcher for TIAS School for Business and Society as part of the COGOV research team. As public administration scholar he has a keen interest in the work and identity of professionals as ‘street-level’ implementers of public policies. His work is published in *Public Management Review*, *Administration and Society*, *Educational Studies*, *Journal of Professions and Organization*, *Administrative Sciences*.

Marlot Kuiper is an assistant professor at the Utrecht School of Governance (USG), and a postdoctoral researcher at TIAS School for Business and Society for the COGOV project. Her research interests focus on contemporary professionalism in relation to a variety of themes, including professional routines and collaborative governance. She recently published her dissertation, and articles in *Professions and Professionalism* and *Administrative Sciences*.

Nicolette van Gestel is full professor of New Modes of Governance at Tilburg University, TIAS School for Business and Society. Her research focuses on strategic reform and innovation in the (semi-)public sector, in particular in social security, labour market policy and healthcare. She has published in, among others, *Public Administration*, *Organization Studies*, *Human Resource Management*, *Personnel Review*, *Public Management Review*, *Public Money and Management*, *European Journal of Social Work*, *the Scandinavian Journal of Management*, *Perspectives on Public Management and Governance*, and *Policy and Politics*.