Alternative Approach To the Professionalism in Civil Servant: A Literature Review

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Artikel info	
	Abstract: *The article's motive is to compile professionalism from various fields and offers a framework related to professionalism in the public sector. Therefore, not many academics have primarily discussed professionalism in the public sector regarding the component that establishes professionalism and its implication on organizational processes. Furthermore, the demands from the society also make public organizations make a paradigm shift towards NPM (new public management). The NPM urges the change to the organizational process for implementing competence and performance to its human resource. Thus, the human resource in the public sector needs to transform to be a professional to overcome the challenges and the complexity of public demands in the future. This article uses qualitative methods with a literature review and comparison approach to the model professionalism that has already been developed by the academic. The conclusion showed that the concept of professionalism is a function formed by five interrelated factors and can integrate with performance and competence.*

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Introduction

The study of professionalism is a novelty to the organizational context. This study has been done in the 1950s-1960s and finally disputed researchers shifted the focus of analysis onto the concept of profession as a particular kind of occupation, or an institution with special characteristics (Evetts, 2013). The first researcher that make a clear distinction between profession and occupation were difference in degree rather than kind is Hughes in 1958. For Hughes not only do professions and occupations presume to tell the rest of their society what is good and right for it, but also they determine the ways of thinking about problems which fall in their domain (Dingwall & Lewis, 1983).

The analysis of professionalism has differentiated professionalism as a special means of organizing work and controlling workers and in contrast to the hierarchical, bureaucratic and managerial controls of industrial and commercial organizations. But professional work is changing and being changed as increasingly professionals (such as doctors, nurses, teachers, social workers) now work in employing organizations (Evetts, 2011b). The role of the nation-state had been seen to be paramount because states had granted legitimacy, for example, by licensing professional activity, setting standards of practice and regulation, acting as guarantor of professional education. But the internationalization of markets required the reconceptualization of traditional professional jurisdictions. In addition, the increased mobility of professional practitioners between nation-states necessitated recognition and acceptability of other states' licensing, education and training requirements (Evetts, 2018). Furthermore, studies on the development and application of professionalism nowadays are increasingly widespread both on the focus and locus of the application of professionalism. The focus of professionalism which was initially studied only on established jobs such as in the medical, law, education, engineering fields, now extends to any new jobs such as digital, commerce, and so on. Meanwhile, the locus of professionalism which was initially studied only in private organizations now also extends to public sector organizations/government and NGOs.

Those interestingly have been dragging the attention of public sector academics, especially after the implementation of new public management in public sector organizations. The implementation of new public management is an implication of the government's efforts to reform the bureaucracy in which the government wants to improve its governance (structural) and apparatus (cultural) (Evetts, 2011a). The government implements new public management by integrating private values such as customer satisfaction, productivity, efficiency, and innovation into the governance and culture of public sector organizations. The integration of these values inevitably requires civil servants to think and behave like professionals. Initial public administration academic like (Waldo & Charlesworth, 1968) proposed that public administration adopt a professional perspective as a way to address and clarify its identity crisis after emerging dichotomy between public administration and politics. However, Joss and Tompkins (1995) conclude the appeal of professionalism fail to take account of the diversity of tasks performed in the public sector and tend to mis-characterize the sort of complexity that public managers and other public employees encounter (Perry, 2018).

There are three emerging reasons why civil servants need to think and behave like professionals. First, because efficiency, customer satisfaction (society), and productivity are valuing that work based on the logic of the market. These values ultimately lead to the

increasingly complex demands of customers (society) in the future. explains further about the three demands of customers (society) faced by human resources in the future where the work environment at hand runs and is regulated based on the logic of the market, namely (Fournier, 2000):

a. Knowledge: human resources are required to know about overcoming the complexity of customer problems;

b. Performance: The success of human resource performance is determined by customer satisfaction and the effectiveness and efficiency of resource allocation;

c. Alternative: human resources are required to always innovate so that the services provided always meet the expectations of the customers.

Second, the private values that are brought into public sector organizations also make the task at a very dynamic pace. The dynamics task is a form of demands that must be faced by human resources in responding to increasingly complex work challenges. This reconfiguration consists of three forms which can be summarized as follows (Noordegraaf, 2016):

a. The reorganization: human resources are required to adapt increasingly complex work to a dynamic organizational situation, while still providing the best services (well-organized services). An example is ten years ago the ability of information technology was quite mastered by the technicians in the organization, but now all organizational governance cannot help but use the help of information technology systems, so human resources in the organization inevitably have to try to master these information technology capabilities.

b. The restorative: human resources are required to adapt the work to a typology/classification under the times and complete work targets in any structure or hierarchy. The point is that along with the times it triggers an increase in competition between organizations to increase their performance and productivity. This is what demands human resources to be ready to be placed or to work in any field or structure within the organization.

c. The relocation: human resources are required to be able to complete work wherever necessary without any geographical or cultural limitations. The goal is that in line with the development of globalization and international free trade, it requires human resources to be ready to adapt to a diverse work environment.

Third, the latest development of new public management requires public sector organizations to integrate competency and performance management. This requisition is because in the future public sector organizations will face a VUCA (volatility, uncertainty, complexity, ambiguity) environment, where achieving their goals will often face an uncertain environment. For this reason, competency and performance management are needed to prepare and evaluate civil servant's capabilities in achieving organizational goals.

Finally, those three urgencies inevitably enforced civil servants to transform themselves became a professional. The transformation is not only to adapt in the uncertain environment but also to answer the higher demand from society to provide a proper and quality of public service. But, the problem is there still any limitation literature review that specifically discusses professionalism in the public sector. The differences between public and private sectors in business processes and stakeholders also spawn a kind of different factors that shape the professionalism of human resources in the public sector. Based on these backgrounds, the authors are interested in conceptualizing the factors that shape professionalism and how to

integrate the concept of professionalism with competency and performance management. Furthermore, the authors hope with making this review can be useful for public sector managers if:

1) Public sector managers want to apply professionalism in the organization, so the manager will know what factors should be prepared to be applied to human resources in their organization;
2) Public sector managers who want to develop professionalism in the organization can see what factors need to be developed in the organization;
3) Public sector managers want to integrate the concept of performance management and competence with professionalism.

Research Method

This paper uses a qualitative descriptive approach and library research. The object is not only to make a summarized professionalism model in public sector but also to make a integration between professionalism, competency, and performance. The author will be collecting data from various sources such as books, journals, and other sources.

The data collection technique is used library research that will be followed these steps: Organizing: a systematic process of collecting, recording, presenting facts for research purposes. namely organizing the data obtained with the framework that is already needed. Editing: an activity of correctness and data determination. re-examination of the data obtained, especially in terms of completeness, clarity of meaning, and harmony of meaning between one another. Coding: an activity to classify and examine data relevant to the research theme to make it more functional. Analyzing: an activity to provide further analysis of the results of editing and organizing data obtained from research sources, by using theories and arguments so that conclusions can be obtained. The discovery of research results, namely conducting further analysis of the results of organizing data using predetermined rules, theories, and methods to obtain conclusions.

Results and Discussion

The early history of the concept of professionalism began around the 1950s-1960s, where academics tried to distinguish between profession and occupation, but for a clear definition of the new profession was made by Hughes in 1958 who concluded that the difference between profession and work is the difference in degrees or levels not differences of type. Professions are higher in degree than work, because in addition to fulfilling economic relations (financial rewards & non-financial) professions also meet ethical / moral relations and social status (Evetts, 2013). It can briefly be explained that a profession is a job that is considered by the general public to be a good job and more respected than any other job. The implications to some profession is make it gets a higher social status than other jobs. An illustration of the explanation can be seen in the table below:

Table 1. The relationship between profession and occupation

	Profession	occupation
Economy	✓	✓
Moral/Ethic	✓	X
Social status	✓	X

Professionalism itself is a concept that still has not found understanding among academics. Academics are still reluctant to make a firm definition of this concept, because the concept of professionalism can be studied from a variety of focuses and locus. Professionalism can be seen from the area / focus of the work carried out such as in the field of medicine, law, finance, education, and so on. Furthermore, professionalism can be seen from the place/organization such as public organizations, private organizations, and community organizations / NGOs. Based on the description, it can be understood that there is no clear and unequivocal definition of professionalism. This is because the definition of professionalism depends on the focus, locus, and factors that make up the professionalism itself. Therefore, in order to develop a clearer definition of professionalism, it will be further elaborated on what factors can establish professionalism.

Furthermore, the preliminary inquiries to know the concept of professionalism can be seen in the factors that establish it. These factors are taken from five academics, namely:

1. The first academic was (Bossers et al., 1999) who tried to divide professionalism into three indicators, namely:
   a. Professional parameters: indicators related to legitimacy, laws and regulations, and the code of ethics attached to a professional in carrying out his/her work. This indicator consists of two aspects, namely legal issues and ethics &moral;
   b. Professional behaviour: indicators related to professional skills and behaviors in dealing with colleagues, clients, and presenting themselves as professionals (appearance and speaking style). This indicator consists of skills/practice, relationship, and presentation;
   c. Professional responsibility: indicators related to the burden of responsibility that professionals have. This indicator consists of profession, self, community, and client.

2. The second academic was (Picciotto, 2011) who used five indicators related to the evaluation of the factors that make up professionalism, namely:Prestige and status: manfaat yang diperoleh seorang profesional, yaitu status sosial, finansial, dan jabatan di organisasi;
   a. Ethical dispositions: code of conduct and code of conduct attached to a professional;
   b. Expertise: skills and abilities that professionals have to get the job done;
   c. Professional autonomy: the authority of professionals to solve problems based on their expertise but still in accordance with the existing code of ethics and code of conduct;
   d. Credentials: credibility of a professional as evidenced by the diploma, certificate, license and membership of a professional organization.

3. The third academic is (Brock, 2013) who uses seven dimensions related to the factors that make up professionalism, namely:
   a. Knowledge: have relevant knowledge related to his work;
   b. Training and professional development: professional practices and work experience in solving problems;

    c. Skills: mental and physical abilities in completing job targets and dealing with job pressures;

    d. Autonomy: authority to solve problems in accordance with their knowledge and abilities;

    e. Values: personal values that grow from a professional's self as a result of personal identity owned by themself;

    f. Ethics: code of conduct and code of conduct attached to a professional in performing his or her role and work;

    g. Rewards: benefits obtained by a professional such as social status, power, finances, and job satisfaction.

4. The fourth academic is (Evetts, 2013) which is slightly different from the three previous experts, Evetts explains more generally the factors that make up professionalism that can be divided into three approaches, namely:

    a. Profession: The professional approach can be seen in the process of academics trying to identify the difference between profession and work (work, occupation, employment, etc).

    b. Professionalization: This approach can be seen in the process and method of a person obtaining a professional identity. Both through formal education (diploma), training and work experience (certificate), membership of a professional organization (membership). It is also the basis of the mechanism of autonomy given to a professional in making decisions based on their knowledge, experience and abilities.

    c. Professionalism: This approach can be seen in the normative values (code of conduct) created by professional organizations and must be adhered to by their members in dealing with clients, jobs, themselves, and co-workers. It is also a control mechanism for professionals to behave in accordance with their profession and maintain the dignity of a profession.

5. The fifth academics are (McCabe et al., 2017) which summarizes the factors that have been presented above and several factors from other experts to be specified into the factors that make up professionalism in public sector organizations, while the summary is as follows:

    a. Through systematic education and training and based on the development of knowledge and skills

    b. Have autonomy (discretion) in carrying out the work

    c. Orientation to public services

    d. Have organized and formal associations

    e. Have a code of conduct

    f. Have monopoly power over the provision of regulatory-mandated services.

        After describing the factors that make up professionalism by five academics, to make it easier to see the similarities and differences of the five academics can be seen in Table 2 made by the author related to the factors that establish professionalism. Based on Table 2 which related to the summary of the factors that estalish professionalism, the conceptual framework is obtained related to five minimal factors that can form professionalism. This can be seen in Table 3. The explanation of the five factors is as follows:

1. Expertise (Knowledge, experience and abilities)

Knowledge, ability, and experience factors are the main factors that determine the validity of one's professionalism. (Bossers et al., 1999) explains that when knowledge, skills, and experience are used to help get the job done then that's the illustration and essence of professionalism. (Picciotto, 2011) further adds a credential factor (diploma/certificate/license) which is proof a person is a professional. The analogy of this credential factor is whether a client is willing to perform heart surgery to a nurse even though the nurse has knowledge and skills in the medical field? Of course the client will refuse, because without the support of credible evidence that shows a person is capable of heart surgery then the client will doubt the ability and knowledge of the nurse. Piciotto also explained that professional identity can also be obtained from the length of experience in doing a job (repetitive), but Piciotto predicted that with the development of technology, economy, and education in the future, the length of work experience can no longer be used as the main benchmark to become a professional. Furthermore, (Brock, 2013) also explains that knowledge, ability, and experience are the main criteria of a professional considering the complexity of the work at his disposal. (Evetts, 2013) further explains that knowledge, ability, and experience and credentials are a process for a person to obtain a professional identity. (McCabe et al., 2017) also added that the education and training obtained by professionals is systematic, specialist, and proportional between theory and practice.

Based on the five explanations of the experts, it can be concluded that the factors of knowledge, ability, and experience are the main factors that make up a professional, where they are obtained systematically, specialistly, and proportionally. These factors in addition to being able to be used to complete complex professional work, must also be supported by credential factors that are very useful to support the credibility of the knowledge, experience, and professional experience obtained.

2. Ethics (code of ethics &code of conduct)

Ethical factors are quite important factors in professionalism. (McCabe et al., 2017) explain the characteristic of professionalism is the existence of professional ethics formulated and poured into the code of ethics and code of conduct of a profession, it is stated by. (Bossers et al., 1999) explains this ethical factor into professional parameters that not only consist of professional ethics, but also related to the regulations governing a profession. (Picciotto, 2011) explains the ethical factors into ethical disposition that describe professional ethics not only from normative aspects but also aspects of professional commitment and loyalty to behave according to their profession. (Brock, 2013) also adds aspects of personality and integrity of a person who must integrate with the values that exist in a profession, according to him that is the key of a professional to loyalty and commitment in carrying out the ethics of his profession. Furthermore (Evetts, 2013) explained that the ethics of this profession is a mechanism of relationship between professionals and professionals, this is also explained by (Bossers et al., 1999) which incorporates professional ethics into professional responsibility consisting of four aspects, namely: profession, self, community, and empoyer / client.

Based on the five explanations of the experts, it can be concluded about ethical factors are the main characteristics of a profession that distinguishes it from work (work, occupation, employment). Furthermore, these ethics are formulated into professional ethics

and poured into the code of ethics and code of conduct that governs the way a professional behaves (speaking style, appearance) as well as mechanisms related to work, self, community, other professionals, and clients.

3. Rewards

The reward factor is part of the professionalism that arises as a result of the separation of work and profession. (Picciotto, 2011) explains the distinction of finally giving a professional a variety of benefits that are certainly not obtained in ordinary workers, such as social status, finance, and positions in the organization. (Evetts, 2013), also reaffirmed the award earned by a professional is authority, privileged rewards, and high status. Furthermore, (Brock, 2013), added that in addition to the three awards, a professional is also given an award in the form of ease in achieving or improving the satisfaction of the intrisik job he expects.

4. Association

Professional organizational factors are an important part of professionalism and are also related to previous ethical factors. Professional organizations are institutions that are authorized in formulating professional ethics and pouring them into the code of ethics and code of conduct. (McCabe et al., 2017) explain the hallmark of professionalism is to gather at an association and form a formal and organized professional organization. Furthermore (Evetts, 2013), explained that this professional organization is a counterweight to the monopoly of bureaucracy, this is because at the beginning of its development professional identity can only be achieved through education and training organized by the government, which will be issued diplomas for a professional. But in the current development, professional organizations in addition to having the power in providing professional membership, also have the authority to issue professional certification / license to its members so that this professional organization is a factor that needs to be considered in shaping the concept of professionalism.

5. Autonomy

Autonomy factor is a factor that is no less important in shaping professionalism. (Picciotto, 2011) explains that because a professional is a person who is equipped with knowledge, ability, and experience and is governed by a code of ethics and code of conduct in carrying out his profession, then a professional has his own authority to conduct and give assessments related to his work. (Brock, 2013) also reaffirms the concerns of self-regulated professionals who can carry out work based on their previous knowledge, abilities, and experience. Furthermore, (McCabe et al., 2017) also describe the professionalism characterized by the autonomy that has in carrying out their work as well as monopoly authority in the provision of the provisions mandated by the legislation. (Evetts, 2013) also describes the autonomy that professionals have as discretion in decision-making based on their knowledge and abilities.

6. Competency

After compiling a summary of the five minimal factors that can shape professionalism, the author needs to integrate professionalism with competence and performance. This is because the demands of public sector organizations in the VUCA world era require the implementation of performance management and competence in human resources owned in order to more easily prepare and evaluate public sector human resources

in order to achieve organizational goals.

Svensson (2006:586), explains the relationship between competence and professionalism, the concept of professionalism consisting of knowledge factors (know-what), abilities & experiences (know-how) can be integrated into the concept of competence, although according to him the concept of competence is broader because not only based on factors of knowledge, ability, and experience alone (hard competence), but competence also covers emotional and personality factors (soft competence) that are very interrelated with individual maturity.

7. Performance

(Rusaw, 2009) explained about the relationship between professionalism and performance, Rusaw described that the development of new public management makes public sector organizations must implement a performance-based pay system that eventually also makes professionals in the public sector have new demands, namely not only assessed from the competence (hard &soft) owned but also from the resulting performance (output &outcome). This is illustrated by Rusaw that with the implementation of this performance management, professionals must not only know what is accomplished (by way of competency identification) but also must know how to accomplished(method of achieving performance targets).

Based on Svensson's explanation of the relationship of professionalism and competence and Rusaw's explanation of the relationship of professionalism and performance, the author can conclude the integration of the two concepts into the concept of professionalism is the development of the concept of professionalism that initially a professional is only required to have knowledge and ability (hard competence) with the concept of competence consisting of soft competence makes a professional must have the emotional maturity and personality needed to adapt to existing developments.

In addition, with performance management, professionals are not only seen from their experience and membership in professional organizations but also seen from the achievement / realization of predetermined work targets. The demands of soft competence and the achievement of the work target must be done in accordance with professional ethics and existing laws and regulations, because a professional cannot be separated from the ethical factors and laws and regulations that have been delivered by the five previous experts.

Based on the description related to the five factors that make up the concept of professionalism and how to integrate it into the concept of performance and competence, it can be recommended the development of conceptual frameworks related to these two things that can be seen in Figure 1. The explanations related to conceptual frameworks are as follows:

a. Figure 1. is the development of the concept of professionalism proposed by the author after integrating the concept of professionalism based on the five academics that have been described earlier with the concept of competence (Svensson) and the concept of performance (Rusaw).

b. Competence: The authors include competency factors replacing skill factors because they are already accommodated by hard competence factors. In addition, competency

c. factors are also more complete in describing the ability of a professional in this era, because it includes soft competence factors such as personality and behaviour that have not been covered by the skill factor (knowledge, ability, and experience).

d. Competence-Autonomy-Ethics: The author incorporates the relationship between competence and ethics factors with autonomy factors due to competence and ethics factors that cause the emergence of autonomy factors of a professional, where a professional is assumed to have a foundation of competence in completing work and ethic foundation in behaving, performing, and connecting with other actors (clients, society, or other professionals).

e. Ethics-Association: The authors include the relationship between ethics and association factors because association factors are factors of the emergence of ethics factors, where associations are factors that formulate professional ethics and then pour them into the code of ethics and code of conduct. Despite the current developments, the association is more to the institution authorized to provide certification of expertise and professional expertise.

f. Professionalism-Performance: professionalism is a function formed by five factors, namely competence, ethics, association, respect, and autonomy. Meanwhile, performance is the final function to be achieved by public sector organizations after the implementation of new public management by being mediated by the existence of a professional function.

PROFESSIONALISM				
Bossers dkk (1999)	**Piciotto (2011)**	**Brock (2012)**	**Evetts (2013)**	**McCabe, Reddick, dan Demir (2017)**

1. Professional Parameters
  a. Legal issues
  b. Ethic & Morality
2. Professional behaviour
  a. Skills/ practice
  b. Presentation
  c. Relationship
    1) Client
    2) Team
3. Professional responsibility
  a. Profession
  b. Self
  c. Community
  d. Empoyer/client
	1. Prestige and status
	2. Ethical disposition
	3. Expertise
	4. Professional autonomy
	5. Credential
		1. Knowledge
		2. Training & professional development
		3. Skill
		4. Autonomy
		5. Values
		6. Ethics
		7. Reward
			1. Profesion (identification)
			2. Professioalisation (identity & autonomy
			3. Profesionalism (Ethic & control)
				1. Specialized training in an intellectual enterprise with a systematic theory grounded on both knowledge and skill
				2. Autonomy in carrying out their work,
				3. A service orientation to the common good over self-interest,
				4. A formally organized professional association
				5. A code of ethics
				6. A monopoly over the service provision

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Table 3. Summary of dimension professionalism

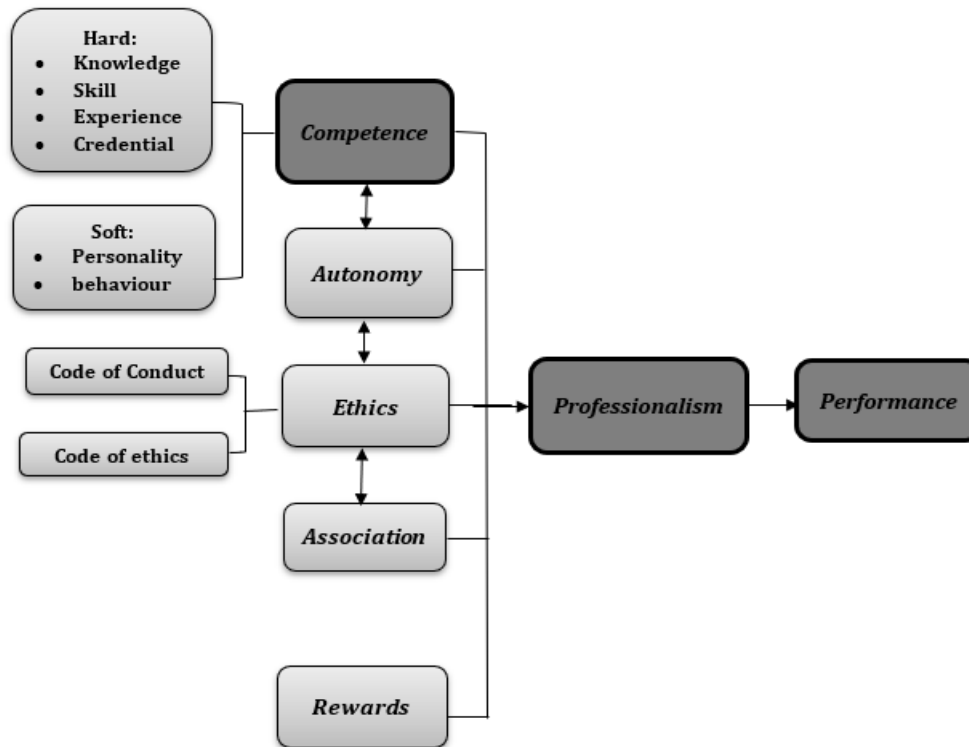| Likeness	PROFESSIONALISM				
	Bossers 1999	Piciotto 2011	Brock 2012	Evett 2013	McCabe, Reddick, and Demir 2017

1. Expertise
  a. Knowledge
  b. Skill
  c. Experience
	Professional behaviour
	• Skill
	• Practice
		• Expertise
		• Credential
			• Knowledge
			• Skill
			• Training & professional development
				Professional identity
				• Education
				• Trainng and vocational experiences
					Specialized training in an intellectual enterprise with a systematic theory grounded on both knowledge and skill

2. Ethic
  a. Code of ethic
  b. Code of conduct
	• Professional parameters
	• Professional responsibility
		Ethical disposition	• Value
			• Ethics
				Professionalism ethic	Code of ethics

3. Reward		Prestige & status • monetary • respectability • recognized	Reward • Social status • Financial • Satisfaction	Profession • Social status • Privileged • authority	
4. Association				Professional identity • membership of professional associations • professional control	A formally organized professional association

5. Autonomy
  a. Discretion
  b. Authority
		Professional autonomy	Autonomy	Professional autonomy	• Autonomy in carrying out their work,
					• A monopoly over the service provision

Figure 1. Recommendation of Professionalism Public Sector

Conclusion

Based on the discussion, there are some minimal requirement that can establish professionalism model in public sector, such as competency, autonomy, ethics, association, and rewards. Furthermore, factor of expertise at Table 3 can be combined into hard competence so that competency will feasible to be integrated in the concept of public sector professionalism. Finally, performance is one of the public accountabilities that has to be achieved by public sector organizations after the implementation of new public management. It is the reason why the performance can also be integrated in the concept professionalism in public sector.

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