

HYPER RESEARCH PROJECT

FINAL REPORT 2022



PROJECT SUMMARY: HYPER RESEARCH PROJECT

PERFORMANCE MEASUREMENT FOR HYBRID GOVERNANCE

In modern society, governments face complex societal issues that cannot be tackled through traditional governance arrangements or ideal-typical public, private, or third-sector organizations. Therefore, governments increasingly initiate hybrid governance arrangements, working with or through hybrid organizations, and opt for hybridized service delivery systems. These “hybrids” transcend the boundaries of policy domains and jurisdictions, combine governance mechanisms (state, market, networks, and self-governance), and foster new forms of collaboration. While hybridization is often perceived as an opportunity, it also poses many challenges when organizations need to pursue diverse and ambiguous performance goals.

Understanding hybridity was the mission for the research group at Tampere University working on the “HYPER — Performance Measurement for Hybrid Governance” project from 2017 to 2021. Funded by the Academy of Finland, the project focused on theorizing new ways of assessing the value and performances of hybrid governance arrangements. The project also contributed to existing research on performance evaluation and measurement by re-conceptualizing performance measurement and evaluation in hard-to-measure hybrid activities and environments. The project director was Professor Jarmo Vakkuri, and the vice-director was Professor Jan-Erik Johanson.

HYPHER produced 44 peer-reviewed articles and three special issues in international scientific journals, three academic books, 15 book chapters, and 12 conference proceedings. In addition, there were five master’s theses and one doctoral dissertation related to the project. Moreover, 10 international seminars were organized during the project, although COVID-19 complicated the situation and moved many events online. In 2020, an international online seminar was organized under the theme “Value of Hybridity — Hybridity of Value” at Tampere University. The seminar brought together over 100 participants from 25 different countries. During HYPHER the Special Interest Group of the International Research Society for Public Management (IRSPM) on Governing and Managing Hybridity as well as a workgroup on Public Policies for Hybrid Governance in International Conference on Public Policy (ICPP) were established. Currently, these networks include over 140 members around the world.



HYPER PROJECT IN NUMBERS



45

PEER-REVIEWED
JOURNAL
ARTICLES



3

ACADEMIC
BOOKS



12

CONFERENCE
PROCEEDINGS



10

SEMINARS AND
EVENTS



15

BOOK CHAPTERS
IN ACADEMIC
BOOKS



1

DOCTORAL
DISSERTATIONS



5

MASTER'S
THESES



3

SPECIAL ISSUES IN
INTERNATIONAL
JOURNALS



ACADEMY OF FINLAND

HYPER Research Project was funded by the Academy of Finland

WHAT IS HYBRIDITY?

CHARACTERISTICS OF HYBRIDITY:

- Mixed ownership between public and private actors
- Goal incongruence and competing institutional logics
- Multiplicity of funding arrangements between the public and private actors
 - Diversity of financial and social control

LEVELS OF HYBRIDITY:

- Macro: Hybridity of policies (sustainable development)
 - Meso: Institutional field (higher-education sector)
- Micro: Organizations (state-owned enterprise, social enterprise)

EXAMPLES OF HYBRID ARRANGEMENTS:

- Government-owned corporations or municipally owned enterprises
 - Public-private partnerships and project organizations
 - Social enterprises
 - Purchaser-provider models
- Contracting out public services and public value creation

HYBRID GOVERNANCE FOR CLEAN, ENVIRONMENTAL INNOVATIONS AND A SUSTAINABLE SOCIETY

Countries are pursuing new competitive advantages through clean, environmental technologies. Sustainable development and circular economies were areas of focus for HYPER. These areas provided interesting contexts in which to study hybridity and its implications for performance measurement systems. The project increased understanding on the hybridity of the policies related to sustainable development and revealed many challenges in the performance management and disclosure practices of circular economy centers and public-private partnerships innovating for a cleaner, greener economy. The project also concluded that understanding sustainability through the lens of hybridity will be extremely important for further research.

ANALYSIS OF NUTRIENT RECYCLING POLICIES THROUGH A HYBRIDITY LENS

"I was a part of the project during its final year, and my objective was to study Finnish circular economy policy from a hybridity perspective, both conceptually and empirically. Our empirical research studied Finnish nutrient recycling policy, in which the aim is to develop organic alternatives to mineral fertilizers and to support the development of technologies and practices that further that transition. Hybridity provided a fruitful conceptual framework for understanding the challenges such a mission-oriented policy confronts. The most important aspect is to get a diverse set of actors involved and invested in the process, which means there is a need for compromises between various interests and operating logics when actors engage in the policy, for example, through project funding. We analyzed this type of process through value-creation mechanisms.

"Our conceptual investigation analyzed the circular economy as a policy idea, and the policy processes that the concept initiated were inherently hybrid by their nature. The circular economy has been studied extensively, but the policymaking perspective has not received the sustained research attention it deserves. Therefore, our aim was to explain the nature of the circular economy as a policy idea, and thus, how the hybridity perspective provides useful tools to analyze circular economy policies. I found working on the HYPER project very rewarding, as my time on the project expanded my understanding of policy analysis and gave me new tools with which to conduct it in the future. I believe that my contribution to hybridity research could promote understanding of the hybridization process in the field of policy analysis."

HYPER researcher Erkki-Jussi Nylén
Doctoral researcher in environmental policy

PERFORMANCE MEASUREMENT AND DISCLOSURES IN MULTIPARTY HYBRIDS FOR A CIRCULAR ECONOMY

“Sustainable development requires active collaboration between public and private spheres of action. During HYPER, we conducted several case studies and explored value creation, performance management, and disclosure practices in multiparty hybrid organizations working towards sustainable development. These organizations included project organizations, public-private partnerships, and innovation ecosystems. For example, we investigated the disclosure practices of five circular economy centers in Finland and interviewed a number of stakeholders involved with performance management and reporting in these organizations.

“Our investigation revealed that there were some shared challenges that the actors faced in managing and reporting their performance. Current accounting practices that allow organizations to report their circular performance are still evolving. According to our investigations, many value-creation mechanisms important to these organizations were working under their accounting systems radar. These studies increased understanding of the role of hybridity as an integral part of a circular economy and the current state of reporting and disclosure practices in sustainability-focused hybrid arrangements. Furthermore, we also generated more general-level insights on the links between sustainability and performance.”

HYPER researcher Elina Vikstedt
Doctoral researcher in public financial management, sustainable governance



HYBRIDITY IN SOCIAL WELFARE AND HEALTHCARE

Public healthcare and social welfare face new problems caused by aging populations and maturing governments in industrialized nations. HYPER researchers explored the implications of hybridity on information management strategies and performance systems in healthcare at various levels. The project generated new insights on the challenges of performance dialogues, budgetary biases, accountability problems, the fragmentation of performance systems in health and social care, and the interaction of various institutional logics in the context of social and health services.

INFORMATION SYSTEMS, ACCOUNTABILITIES, AND VALUE-BASED CARE IN THE HEALTH AND SOCIAL WELFARE SECTOR

“During the HYPER project, we carried out research on hybrid governance of the social and health care service system from the perspectives of information governance and performance management, the development of Nordic health policy, and the value-based healthcare organization model. Research on the social and health care system was carried out with various qualitative methods and data, with the aim of achieving a multi-level—national and organizational levels—view of the manifestation and development of hybridity in the Finnish context. The results show that the vertical and horizontal integration of healthcare is reflected in national-level information management strategies and the development of new solutions. Value-based healthcare was evident in increasing

proportions in national health policies during the period 1995–2015. This will influence the model of performance evaluation by which the state implements guidance for service providers in the future. At the organizational level, experiments with the implementation of new types of hybrid management models can be seen, in which the integration of services and value-based strategy change the management models, financing, and performance management of health-sector organizations.”

HYPER RESEARCHER Petra Kokko
Doctoral researcher in public financial management, customer-centered healthcare

THE CASE OF THE TESOMA WELFARE ALLIANCE

“In the HYPER project, we studied the Tesoma Welfare Alliance, which is located in the city of Tampere and comprises a community café run by the third sector, Mehiläinen Health Center, a public-private dental clinic, a maternity and child health clinic organized by the City of Tampere, a youth center, a library, and a reading room. The Tesoma Welfare Alliance thus brings together a wide range of public services in the same physical facilities. The alliance has its own management system that brings together public, private, and third-sector service providers to discuss the results achieved and the management of the alliance. Studying the management system, we were able to map the definitions and functionality of goals and metrics in multidisciplinary hybrids. We found different ways to use this information when creating relevant goals and metrics for a diverse set of actors.

In addition, we created a theoretical model to assess how well goals and metrics integrate different actors together and promote collaboration within alliances. We also learned that alliances have their own type of accountability and division of responsibilities. Indeed, as alliances become more prevalent, it is paramount to broaden existing notions of responsibility and division, as current theories do not speak to new types of hybrid identities. A hybrid identity requires mastering the operating logics of the public and private sectors and embracing the value-creation thinking of another sector as part of existing operations. Such a transition is about learning to think about shared value instead of just thinking about public or private value creation. This is a step away from the world of sub-optimization.”

HYPER RESEARCHER Tomi Rajala
Assistant professor at the Norwegian School of Economics



HYBRIDITY, R&D, AND HIGHER EDUCATION

In HYPER, one fascinating research context was linked to higher education and university institutions. Higher education has a built-in tension between the academic oligarchy, students, and the demands of the funding institutions. Universities are not immutable structures in the way they are governed. Their ownership can be based as much on the public as on private control, and the role of those groups working within higher education varies over time and by location. Expectations from many directions can lead to lock-in situations, conflicting expectations, ambiguous simplifications, and problems of legitimization. The functioning of universities can be structured as a multipolar competition from the top of society to the intersection of professional groups, involving political objectives, business interests, and the goals of students alike. One particular feature of hybridity in universities is the impact of academic oligarchy on how universities legitimize their activities and what societies expect from their universities.

NESTED HYBRIDITY IN HIGHER EDUCATION SYSTEMS

“We explored multilevel hybridity in higher-education systems, particularly the effects of marketization on publicly funded universities. Based on the current literature, we analyzed how government policies and mechanisms nurture the hybrid-operating context of universities, as well as how policies together with organizational and professional practices create new hybrid positions in the higher-education organizational field and influence academic leaders’ positions. We introduced the concept of nested hybridity, where systems at different levels are embedded and interconnected. We described work in an academic community as a microsystem, the organization of academic work in work descriptions and managerial dyads as a mesosystem, institutional logics and policies as an exosystem, and the higher-education system as a macrosystem.

Hybrid logics of value definition and production involve a competition between formal and substantive rationalities. The work descriptions form the nucleus for the definition of organizational value-creation processes. New types of professional practices embodied in work descriptions and positions cement the authority structure in the organizational value-creation process.”

HYPER RESEARCHER Elias Pekkola
University lecturer (Ph.D.) in administrative science

FAILED PROMISES — PERFORMANCE MEASUREMENT AMBIGUITIES IN HYBRID UNIVERSITIES

“Performance measurement offers a promise of more governable, controllable, and accountable universities. While such a promise may help justify the adoption of management practices, fulfilling such a promise is a distinct process of enactment through which measurers, measures, and measurement audiences invent measurement solutions in universities. These decisions set processes in motion that lead to intended, unintended, and often surprising effects. In our interdisciplinary study based on accounting, public administration and management, higher-education policy and management, and economic sociology, we analyzed links between the promise of performance measurement, performance measurement principles ‘in action’ at hybrid universities, and the decision-making ambiguities resulting from performance measurement dynamics.

Our study demonstrated how ambiguities in performance measurement at universities can be better understood using the lenses of hybridity. Further studies should combine the perceived virtues of performance measurement with hybridity characteristics. In universities, academic oligarchy generates unique characteristics of hybridity by encouraging complicated interactions between distinct forms of governance, measurements, and professional logics.”

**PROJECT DIRECTOR Jarmo Vakkuri and
VICE-DIRECTOR Jan-Erik Johanson
Professors at Tampere University**



MEMBERS OF THE HYPER PROJECT 2017-2021

- **Project director (PI) Jarmo Vakkuri**, Professor, Tampere University, Faculty of Management and Business
- **Project vice-director Jan-Erik Johanson**, Professor Tampere University, Faculty of Management and Business
- **Project Researcher Petra Kokko**, Development manager Finnish Institute for Health and Welfare (THL). Ph.D. researcher at Tampere University, Faculty of Management and Business
- **Project Researcher Harri Laihonen**, Professor in health and social management University of Eastern Finland
- **Project Researcher Jukka Huhtamäki**, Senior Research Fellow Tampere University, Faculty of Management and Business
- **Project Researcher Elias Pekkola**, University Lecturer, Tampere University, Faculty of Management and Business
- **Project Researcher Tomi Rajala**, Assistant professor, Norwegian School of Economics (NHH)
- **Project Researcher Marco Roth**, Development manager, Pirkanmaa Hospital District. Ph.D. researcher at Tampere University, Faculty of Management and Business
- **Project Researcher Erkki-Jussi Nylén**, Ph.D. researcher, Tampere University, Faculty of Management and Business
- **Project Researcher Elina Vikstedt**, Ph.D. researcher, Tampere University, Faculty of Management and Business
- **Project Researcher Jaakko Joentakanen**, Ph.D. researcher, Tampere University, Faculty of Management and Business
- **Research assistant Raimo Muurinen**, Tampere University, Faculty of Management and Business
- **Affiliated member of HYPER Giuseppe Grossi**, professor Kristianstad University / Nord University. Visiting professor at Tampere University

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Kokko, P and Laihonen, H. (2019) "Evaluation of Accountable Care Organization model in Finland: The Care Path of Heart Failure Patients", XXIII Annual Conference of the International Research Society for Public Management, 16 - 18 April 2019, Wellington, New Zealand.

Kokko, P & Lehtonen, T. (2018). "Improving health care value by using the Triple Aim principles?" Annual Conference of the European Group for Public Administration (EGPA) 5 -7 September 2018, Lausanne, Switzerland. <https://www.egpa-conference2018.org/>

Laihonen, H. and Huhtamäki, J. (2019), "Organizational Hybridity and Fluidity: Possibilities and Challenges for Knowledge Management", Proceedings of IFKAD 2019: Knowledge Ecosystems and Growth. June 5-7.2019. Matera, Italy: Institute of Knowledge Asset Management, 793-802.

Laihonen, H and Kokko, P. (2019). Building a knowledge base for hybrid governance. XXIII Annual Conference of the International Research Society for Public Management, 16 - 18 April 2019, Wellington, New Zealand.

Laihonen, H. (2018), "Knowledge management and hybrid governance", Proceedings of the 15th International Conference on Intellectual Capital, Knowledge Management And Organisational Learning ICICKM, 29-30 November 2018, University of the Western Cape, South Africa.

Laihonen, H., Rajala, T., & Haapala, P. (2017). Knowledge transfer and performance dialogue in public administration. In G. Schiuma, & T. Gavrilova (Eds.), *Proceedings of IFKAD 2017: Knowledge management in 21st century: resilience, creativity and co-creation* (pp. 1298-1311). (Proceedings IFKAD). Institute of Knowledge Asset Management.

Rajala, T., Laihonen, H. and Vakkuri, T. (2018), "Challenges of the performance dialogue: examining the hybrid organization", Symposium on "Implementing collaborative governance", Palermo, Italy.

Rajala, T., & Laihonen, H. (2017). Learning about performance : difficulties in measuring the learning outcomes. In G. Schiuma, & T. Gavrilova (Eds.), *Proceedings of IFKAD 2017: Knowledge management in 21st century: resilience, creativity and co-creation* (pp. 1312-1324). (Proceedings IFKAD). Institute of Knowledge Asset Management.

Vikstedt, E. & Vakkuri, J. (2021). Governing Hybridity of Sustainable Development Policies: The Perspective of Performance Measurement. International Conference on Public Policy. 2021. Barcelona, Spain.

Vikstedt, E. & Rajala, T. (2021). Value systems in sustainability-oriented hybrid organizations: Case Study of Public-Private Partnerships for Circular Economy. Responsible Business Research Seminar 2021. Tampere, Finland.

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DOCTORAL DISSERTATIONS

Rajala, T. (2020). Use and Non-Use of Performance Information in the Public Sector: Scratching beneath the surface. Tampere University.

MASTERS THESES

Joentakanen, J. (2020). Puun ja kuoren välissä? Institutionaalisten logiikoiden moninaisuus tapahtumaturvallisuuden hybridisessä asetelmassa. Tampere University.

Rinta-Aho, R. (2021) Sujuuko yhteinen työ kuin siivillä?: Suomen lentoliikenne institutionaalisuuden viitekehyksessä. Tampere University.

Silvan, K. (2021) Hallitustyöskentely kuntien omistamissa osakeyhtiöissä. Tampere University.

Vikstedt, E. (2020). Hybridity of bioeconomy - Institutional Logics Shaping Goals and Performances in Bio-sector Hybrids. Tampere University.

EVENTS AND SEMINARS

Performance measurement for hybrid governance, Opening research workshop at Tampere University, Faculty of Business and Management, 13 December, 2017.

Hybridity in Public Governance and Performance, Research Workshop at the University of Siena, School of Management, In collaboration: University of Siena, Tampere University and Nord University, 22-23 March, 2018.

IRSPM Conference, *Governing hybrid organisations*, Edinburgh, UK, 11-13 April, 2018.

Hybrid Governance, Organization and Society: Value Creation and Value Capture, Research workshop, Tampere University, Faculty of Business and Management, 17-18 December, 2018.

IRSPM Conference, Wellington, New Zealand, 16-19 April, 2019 (Special Interest Group Panel on *Governing and managing hybridity*)

Performance measurement for hybrid public governance, Research Workshop at the university of Siena, In collaboration: University of Siena, Tampere University and Nord University, 6 May, 2019.

IRSPM Conference, Online, 22-24 April, 2020 (Special Interest Group Panel on *Governing and managing hybridity*)

Hybridity of value, value of hybridity, Online, 4-5 November 2020. (In collaboration: Tampere University, Faculty of Business and Management & IRSPM SIG Governing and managing hybridity)

International Conference on Public Policy (ICPP), Online, 6-7 July, 2021 (Session on *Public Policies for Hybrid Governance*)

IRSPM Conference, Online, 21-23 April, 2021 (Special Interest Group Panel on *Governing and managing hybridity*)

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**Project website and more information about recent research in
Tampere University:**

HYPER Project: <https://projects.tuni.fi/hyper/>

Tampere University: www.tuni.fi

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