

(Virtual) T05P02 / Public policies for hybrid governance

Topic : T05 / POLICY FORMULATION

Chair : Jan-Erik Johanson (Tampere University)

Second Chair : Jarmo Vakkuri (University of Tampere)

Third Chair : Romulo Pinheiro (University of Agder)

Fourth Chair : Tero Erkkilä (University of Helsinki)

GENERAL OBJECTIVES, RESEARCH QUESTIONS AND SCIENTIFIC RELEVANCE

The governance of societal activities, institutions and work has always been ubiquitous but never self-explanatory. With respect to addressing global problems and pursuing important societal aims, such as combating climate change, easing up urban congestion, advancing welfare or providing education, it is difficult to disentangle public policies and agencies from private efforts, economic institutions and civic activities. With hybridity the panel refers to the interaction among public, private and civil society via distinct modes of ownership, parallel but often competing institutional logics, diverse funding bases and various forms of social and institutional control. This panel "Public policies for hybrid governance" investigates the dynamic and intricate relationships, rationalities (implicit and/or explicit), tensions and dilemmas among public, private and civic domains contributing to policy outcomes at the level of societies.

There is a paradox in addressing the hybridity of policy endeavours. Societies and governments may acknowledge that governing hybridity poses a problem in how important societal impacts and forms of value are created, yet they face fundamental dilemmas with understanding why, through what mechanisms and with what impacts governing hybridity takes place. For better understanding, the panel proposes three general questions for the panel:

- 1) How are public policies influenced by hybridity and hybrid forms of governance?
- 2) To what extent and via what mechanisms do governments influence (foster or hamper) hybridity?
- 3) How does hybridity shape the agenda-setting, implementation and evaluation of public policies?

We acknowledge hybridity both as part of policy formation, which includes goals and actors other than those of the government (hybridity of policies) and policies as a medium to govern hybridity in societies (policies for hybridity). The former view relates to grand policy challenges, for instance, in achieving sustainability, combating poverty and providing security through multilateral and multifaceted combinations of contributions. The latter refers to the reorganising and reshaping of public-private-civil society interactions through privatisation, outsourcing and other types of collaborative arrangements which increasingly require new forms of oversight and intervention.

This panel invites both conceptual and empirical contributions that explore various facets of the policies on hybridity and hybridization of societies, in view of their implications on public policy analysis.

Many ideas of governance acknowledge the variety of public, private and community actors in policy networks, but the significance and implications of this diversity to either public policy or to participating actors has not attracted enough attention. This gives rise to a number of questions that are explored in the panel.

CALL FOR PAPERS

Papers may address (among other possibilities) the following issues and questions:

What is the impact of public policies on hybridity? Do public policies increase hybrid forms of governance?

Empirical approaches to assessing the ways in which policies approach hybridity:

- How is it different from governing public agencies or private enterprises?
- Are there differences in governing or regulating hybridity across policy fields?

A comparison of the perspectives on 'policies for hybridity' vs. 'policies of hybridity' adopted by

policy-relevant research and practical policy action: What new aspects does hybridity impose on the shaping of the agenda-setting and policy formation and executive government?

How do different types of hybrid organizations (e.g. state-owned enterprises, social enterprises, universities) adapt to public policies?

How do community self- and co-regulating practices in tandem with corporate social responsibility and entrepreneurial self-regulation influence public policies?

To what extent and through what mechanisms is hybridity linked to transnational governance and policy diffusion?

One objective of the panel is to present and continue our ongoing work on special issues e.g. in the *Australian Journal of Public Administration* and in the edited volume "Public policies for hybrid governance", (E.Elgar, In press).

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Session 1

Wednesday, July 2nd 13:45 to 15:45 (Virtual 3)

(Virtual) Public-Private Partnerships for Financing Infrastructure and Real Estate Development: A Meta-Synthesis of Case Study Research

Alberto Asquer (School of Oriental and African Studies, University of London)

Public-Private Partnerships (PPPs) have emerged as a vital hybrid governance mechanism for financing infrastructure and real estate development, yet their effectiveness remains subject to significant variation across contexts. While prior research has explored the theoretical foundations and success factors of PPPs, empirical findings remain fragmented due to the idiosyncratic nature of individual case studies. This paper addresses this gap by conducting a meta-synthesis of case study research on PPPs, systematically integrating findings from 81 studies.

The analysis identifies key explanatory factors influencing the success or failure of PPP projects, including economic and financial constraints, regulatory and institutional frameworks, governance structures, risk allocation mechanisms, and stakeholder engagement. Findings reveal that effective PPPs require well-defined risk-sharing arrangements, transparent governance, and flexible contractual frameworks that can adapt to changing economic and political conditions. Additionally, the study highlights the role of innovative financing mechanisms, such as blended finance and land value capture, in enhancing the financial viability of PPPs.

Emerging trends in PPP financing, including sustainability considerations, digital transformation, and performance-based contracting, further underscore the evolving landscape of public-private collaboration. However, challenges persist, particularly in ensuring equitable risk distribution and preventing financial mismanagement. The study provides policy recommendations to improve the design, implementation, and monitoring of PPP contracts, emphasizing the need for stronger institutional frameworks, stakeholder engagement strategies, and adaptive regulatory policies.

By synthesizing diverse case study insights, this paper contributes to a more comprehensive understanding of PPP dynamics, offering practical implications for policymakers, investors, and infrastructure developers. Future research should focus on longitudinal evaluations to assess the long-term sustainability and effectiveness of PPP initiatives.

(Virtual) Hybrid Governance and Public Service Delivery: Examining Service Denials and Appeals Under the Public Service Guarantee Act in Madhya Pradesh, India

MANEESH THAKKAR (Panjab University)

Hybrid Governance and Public Service Delivery: Examining Service Denials and Appeals Under the Public Service Guarantee Act in Madhya Pradesh, India

Dr. Anil Kumar

Assistant Professor

Department of Public Administration

Centre for Distance and Online Education

Panjab University, Chandigarh

Mr. Maneesh Thakkar

Abstract

Problem Statement:

The Public Service Guarantee Act (PSGA) mandates timely service delivery by public officials. However, field research in Madhya Pradesh, India, reveals significant gaps between service denials and citizen appeals. While service providers cite reasons for service denial, many citizens lack awareness of their rights about PSGA, leading to low appeal rates—only 1.31% appeal to the first authority, and a mere 0.017% escalate their grievances further. This highlights the challenges of governance hybridity, where state institutions, private entities, and civil society organizations interact in service delivery.

Research Question:

This study investigates how hybrid governance influences PSGA implementation, focusing on:

1. Why do citizens refrain from appealing service denials?
2. How do state and non-state actors contribute to the efficiency or inefficiency of PSGA?
3. What institutional mechanisms can improve transparency, accountability, and citizen engagement?

Methodology:

Using a mixed-method approach, the research integrates:

Quantitative analysis of government data on service denials and appeal rates.

Qualitative insights from case studies and field surveys with service seekers and providers.

Empirical observations to examine policy loopholes, corruption channels, and citizen awareness.

By triangulating data, the study enhances the validity of findings and proposes governance innovations.

Tentative Findings:

Despite anti-corruption measures, bureaucratic inefficiencies persist due to limited citizen awareness, complex appeals processes, and geographic barriers. The study identifies three key factors affecting corruption: Policy Loopholes (P.L.), Corruption Channels (C.H.), and Citizen Awareness (C.A.), represented as $C ? (P.L. \times C.H.) / C.A.$ The findings suggest that increasing citizen awareness can reduce corruption and enhance public service efficiency.

Proposal & Relevance to Hybrid Governance:

For enhancing the existing hybrid governance model in PSGA, the study proposes a Validation Agency to assess service denials, operating under one of four models:

1. RTS Commission (State-driven oversight)
2. Outsource Agency (Private-sector efficiency)
3. Internship Wing (University collaborations)
4. Departmental Inspection Teams (Intra-governmental monitoring)

The agency would create accountability (A) and transparency (T) while reducing corruption (C) in Public Service Delivery (PSD), modeled as $PSD ? (A \times T) / C.$ This hybrid structure leverages public-private partnerships and civic engagement to strengthen governance.

Alignment with Panel Research Questions:

1. How are public policies influenced by hybrid governance?

The PSGA implementation reflects a hybrid governance model where state, private, and civil society actors interact. The study highlights how their roles influence service outcomes.

2. How do governments influence hybridity?

Governments can either facilitate or hinder hybridity through policy design. This study examines how bureaucratic structures and legal frameworks shape hybrid governance in service delivery.

3. How does hybridity affect agenda-setting and evaluation?

The proposed validation agency would illustrate how hybrid governance can enhance service accountability, shaping policy outcomes through state and non-state collaboration.

By integrating hybrid governance principles, this research offers policy recommendations to enhance citizen-centric service delivery and public administration efficiency.

Keywords: Hybrid Governance, Public Service Delivery, Accountability, Citizen Engagement.

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ANIL KUMAR (Panjab University)

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Dr. Anil Kumar

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(Virtual) Organisational Hybridity: Different Development and Impact Patterns of Welfare Associations on Quasi Markets and Society

Thomas Lange (IU - International University of Applied Sciences)

Welfare associations (Wohlfahrtsverbände) are organisations with specific characteristics and with several functions. On the one hand, they are service providers through their member institutions and, on the other hand, they are interest associations for social groups that are considered socially disadvantaged. They can thus be described as multifunctional organisations operating simultaneously in different environments.

The socio-political upheavals in Germany in the mid-1990s are intended to show that the multifunctionality of welfare associations leads to contrasting patterns of development, which in turn have different effects on the environment.

A hybridity approach shows that welfare associations are a polycentric acting network and are thus able to react to different environments. While individual organisations of the network react in some environments according to isomorphic patterns and copy organisational models, they develop at the same time individually and innovative in other environments, which is understood as polymorphic development. The extent to which welfare associations act isomorphically or polymorphically depends on the (un-)certainty of the environment in which they operate.

Two different directions of effect between welfare associations and their environment can be derived from this: While their development is determined within the framework of isomorphic patterns in uncertain environments (quasi markets), they develop innovatively and are able to shape socio-political structures in certain environments. They have an effect on the structures surrounding them.

The shaping potential of welfare associations is reflected along their impact on society (e.g. poverty policy). In the sociopolitical system, welfare associations have created a new form of corporatism, that I define as "confrontational corporatism", which, unlike its predecessors, is no longer characterized by cooperative coexistence, but by opposition between politics and welfare associations. Central to this is that this confrontational attitude can avoid destabilizing the socio-political system through social forces. Welfare associations become (again) a quasi- non-governmental organization (QUANGO).

(Virtual) Hybrid Waters: Discourse and Delivery in Water Provision in the 'Drink from Tap' Initiative in Odisha, India

Kajri Misra (School of Human Settlements)

Yasminara Begum (XIM University, Bhubaneswar)

Hybrid Waters: Discourse and Delivery in Water Provision in the 'Drink from Tap' Initiative in Odisha, India

Kajri Misra and Yasminara Begum

The Drink From Tap (DFT) initiative by the Government of Odisha to provide piped 24x7 potable water to all urban residents has attracted wide attention and various awards nationally. Stemming from discussions by local engineers on application of "smart technologies" to improve performance, the initiative substantially disrupted conventional governance approaches, changing policy, technology, organizational structures and the range of state, local government, civil society and community actors involved – in essence, hybridising water provision policy and as well as innovating policy for extending governance hybridity by reshaping the public-private-community roles and interactions. The essentials of the initiative have also filtered upwards and informed the National Guidelines for 24X7 water supply systems, and occasioned requests for support in replicating the model in other cities.

The initiative and its impacts have however, been little studied so far. The discourse on this local innovation

in two cities in the state has been largely laudatory, and not only for the ability to deliver potable water continuously at the tap-head, obviating storage and treatment by consumers. The “successful” hybridization of governance by involving private and community actors, leading to technology upgrades as well as improved livelihood opportunities for women from local communities (*Jalsathis*) also figures in this discourse, which positions the Odisha DFT initiative as a model for wider replication. The success narrative is further strengthened by the popular neo-liberal vocabulary of PPP on one hand and women’s participation on the other. However, without systematic study of the actual outcomes for both consumers and the less-empowered groups in the hybrid governance ensemble, the appreciative pictures painted in this discourse remain unsubstantiated.

Emerging from an ongoing research project that explores both the technology and governance shifts, this paper will trace the inception of the local innovations and actors involved in its development, critically examine the hybridization of existing policy with private, state and local government actors, and the hybridization of governance in operationalizing the DFT initiative in terms of the new actors, roles and relationships. The paper will focus on the following questions:

- (a) what is the nature and shape of the hybridization of policy and governance that has emerged?
- (b) what kinds of outcomes has it yielded for different actors and the consumers? and
- (c) how do the interests of the different governance actors shape the discourse and practice?

The research focuses on the DFT initiative as a case of governance reform for improving water provision. The study uses multiple methods - analyses of policy documents, official records, and media reports, interviews with the policy actors, key personnel in state and local level organizations, private consultants, community actors (such as the *Jalsathis*) and households, and focus group discussions with the two latter groups – to understand the discourse(s) on and practice of the DFT system. Results from the ongoing technical study will also inform our analyses of the extent to and ways in which the technological changes serve consumer and other interests.

(Virtual) Hybrid Governance in Environmental Policy: Mapping and Analyzing Payments for Environmental Services in Brazil

Bianca Castro (Universidade Federal Rural do Rio de Janeiro)

Carlos Eduardo Frickmann Young (Universidade Federal do Rio de Janeiro)

Tiago Barcelos (Federal University of Rio de Janeiro)

Marja Pinheiro (Universidade Federal Rural do Rio de Janeiro)

Environmental problems are complex phenomena resulting from human activities that have global impacts, such as climate change, loss of biodiversity, and pollution. However, despite their global scope, many of these problems can be mitigated through local actions, such as regional public policies that can make a significant contribution to environmental protection.

Among the various strategies proposed for environmental protection, Payments for Environmental Services (PES) have been identified by academics, government agencies, and multinational organizations as a promising strategy for environmental conservation and advancing the Sustainable Development Goals (SDGs). They are initiatives implemented by public authorities, the private sector, or partnerships to provide an incentive, economic or otherwise, to actors who undertake actions to conserve or restore ecosystem services.

It would have the advantage of raising additional funds to the public budget for environmental protection, positively reinforcing conservation rather than command-and-control policies, and economically valuing ecosystem services such as water security, greenhouse gas emission reduction, biodiversity conservation, and others.

Since the early 2000s, Brazil has implemented several PES initiatives. However, these programs remain fragmented, small in scale, and often short-lived. Additionally, no centralized database tracks the number, characteristics, and outcomes of these initiatives. This study addresses this gap by systematically mapping 196 PES programs across Brazil through bibliographic and documentary research, along with interviews with program managers.

Our findings highlight that PES in Brazil operates through hybrid governance structures involving multiple actors, including federal, state, and municipal governments, private entities, and non-governmental organizations. These multi-actor arrangements create opportunities for collaboration but also introduce challenges such as conflicting interests, high transaction costs, and governance dynamics shaped by local political and economic contexts. While some PES programs demonstrate resilience through strong institutional support and stakeholder engagement, others struggle with discontinuity.

This article aims to characterize the identified PES initiatives and examine their governance and implementation. A hybridity perspective is adopted to explore how public-private-civil society interactions

shape these initiatives and influence their long-term viability. This approach helps us understand how reorganizing interactions creates new collaborative efforts aimed at environmental conservation in the country, contributing to the wider discussion on sustainable governance and innovations in environmental policy.

(Virtual) Hybrid policies for wicked problems: the case of higher education and green transitions

Romulo Pinheiro (University of Agder)

Jouni Kekäle (University of Eastern Finland)

Universities are increasingly expected to play a constructive role in addressing climate-induced problems in the context of the global policy framework around green transitions (GTs). This paper unpacks the complexity inherent to this process by investigating the effects of the institutional environment underpinning Finnish higher education. More specifically, the paper unpacks the roles played by different types of (internal and external) stakeholders, resulting in hybrid approaches to both governing and managing GTs across the higher education sector. Three aspects are analysed in some detail: a) government policy framework around GTs; b) the role of different stakeholders in it – or outside it but playing a mediating role – normative pressures, etc.; c) the responses of Finnish universities (2 case studies) to the complexity inherent to the process. The paper seeks to contribute to and bridge the burgeoning literatures on hybrid-governance and hybrid-organising by providing new empirical and conceptual insights on the interface between different facets of hybrids within (European) public administration and public policy.

(Virtual) Institutional logics and policy innovation labs: Developing a new typology

Esti Hoss Golan (Hebrew University of Jerusalem)

Anat Gofen (Hebrew University)

Adam Wellstead (Michigan Technological University)

Policy Innovation Labs (PILs) have emerged globally as organizational structures aimed at addressing public problems through innovation, collective co-design, and experimentation (Wellstead et al., 2021). While existing literature highlights PILs' methods, approaches, and influence, less attention has been given to the institutional logics shaping their activities. Institutional logics, defined as "the socially constructed patterns of symbols and material practices, assumptions, values, beliefs, and rules by which individuals and organizations produce and reproduce their material subsistence, organize time and space, and provide meaning to their social reality" (Thornton & Ocasio, 1999, p. 804), play a critical role in explaining organizational behavior within social and institutional contexts (Thornton & Ocasio, 2008). These logics shape decision-making, norms, and actions, reflecting the values and rules governing an organization's activities (Costa & de Mello, 2017). This paper introduces a novel typology of PILs based on their institutional logics, expanding current scholarship by exploring the complexity and hybridity inherent in these organizations. Drawing on semi-structured interviews with 31 senior employees from 31 European PILs, our findings reveal that despite the diversity of organizational characteristics, PILs exhibit internal consistency in their institutional logics, which shape managers' perceptions of the lab's role. Three distinct logics were identified: professional, political, and instrumental. These logics differ in their influence on day-to-day practices, including assessment, orientation, and evidence-based policy design. Moreover, our analysis highlights the hybrid nature of PILs, where competing and complementary logics coexist, interact, and evolve. This hybridity echoes broader organizational challenges, such as navigating tensions between professional and political logics (Battilana et al., 2017). By emphasizing the interplay of institutional logics, our typology enriches the theoretical understanding of PILs and contributes to the broader literature on organizational complexity, hybridity, and dynamism. This perspective underscores PILs' potential to bridge diverse institutional frameworks and adapt to multifaceted public challenges, offering a nuanced view of their role in contemporary public governance.

Keywords: Policy innovation labs, institutional logics, hybridity, typology.

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(Virtual) Global Rankings, Converging Indicator Data and Hybridity

Tero Erkkilä (University of Helsinki)

Jarmo Vakkuri (University of Tampere)

Jan-Erik Johanson (Tampere University)

Global rankings and policy indicators have become a standard instrument of global governance and policy. Such numerical objectifications entail power in framing policy issues and promulgate policy prescriptions. Our paper explores underlying rationalities and data of global rankings on competitiveness, education, human capital, innovation, AI readiness, digital governance, good governance, and sustainability put forward by prominent ranking producers. We argue that though these rankings appear as individual knowledge products of alternative focus, they strongly overlap in terms of concepts, methods, and data that the rankings share. Through inferential analysis of a bipartite network in which 55 major global indices are connected through shared data providers, we show how the global scripts and imaginaries on competitiveness, education and human capital, and innovation driven sustainability are now increasingly building on numerical objectification that is drawing from very limited sources of data produced mainly by small group of international organizations that largely share the same normative and causal beliefs. In addition to investigating the large-scale structure and structural determinants of the data acquisition network, we critically analyze to what extent are these scripts “global”, who produces the data and what kind of normative and causal beliefs are implied. We are particularly interested in exploring hybridity in the global indices in terms of their producers and type of data. This is especially the case with the technically oriented indicators, city indicators and university rankings that are closer to the organizational and individual level, using processual data that is created as a by-product of activities (citations, github items, traffic data, conference etc. activities in a city). This hybridization is apparent both in variance of data producers and type of data used.

(Virtual) Fourth-Generation Science and Technology Parks in Latin America: A Policy for Hybridism or a Hybridism of Policies?

Denis Alves (Universidade Estadual de Campinas)

Guilherme Leme (Universidade Estadual de Campinas)

In the context of the knowledge economy (Powell & Snellman, 2004) and the knowledge society (Böhme, 1997), the challenge of formulating policies that strengthen the production, use, and dissemination of knowledge has become central to the agendas of global countries and cities. In response to this challenge, science and technology parks (STPs) have spread worldwide, reaching approximately 1,500 cases by 2009 and consolidating themselves as an international phenomenon. Over time, these policies have undergone significant transformations, leading to the conception of three generations of parks. More recently, the literature has pointed to the emergence of a fourth generation, characterized by more complex objectives and greater articulation among different actors compared to previous generations.

This fourth generation, which is the focus of this study, aims to create innovation districts and knowledge cities, establish global networks for the production and circulation of knowledge and innovation, generate added value, and promote local employment and housing. The environment and quality of life become central elements in the activities of these innovative enterprises. Emerging after 2010, this new generation of parks is characterized by collaboration among academia, businesses, citizens, and at least two levels of government. Unlike previous generations, their location is not restricted to a single territorial profile, encompassing suburban, urban, and urban fringe areas. Governance occurs through cooperative arrangements among multiple actors, whether in the form of a structured entity or a collaborative forum. The adopted innovation model is interactive and based on open innovation principles, with active societal participation in technological development and innovation processes.

This scenario highlights an increasing hybridization of STP policies, leading to the following questions: How do hybrid governance forms in fourth-generation parks influence their agenda-setting, formulation,

implementation, and evaluation? To what extent and through what mechanisms is hybridism linked to the transnational governance and policy diffusion of these STPs? How do different types of hybrid organizations (e.g., state-owned enterprises, social enterprises, universities) and society participate in these STPs?

To address these questions, this study aims to identify and analyze cases of fourth-generation science and technology parks, focusing on the hybridism that characterizes them through the lens of hybrid governance. Methodologically, the research follows a predominantly qualitative, descriptive-analytical approach, combining a multiple-case study with a systematic case mapping. Preliminary findings indicate 91 cases in Latin America, of which only two qualify as fourth-generation: the Hub Internacional de Desenvolvimento Sustentável (HIDS) in Brazil and Distrito Tec in Mexico. The comparative analysis of these cases contributes to discussions on hybrid governance in the context of Latin American countries.

(Virtual) Higher Education. Mongrel in the making

Jan-Erik Johanson (Tampere University)

Jarmo Vakkuri (University of Tampere)

This chapter delves into the dual perspectives of higher education (HE) as liberal education and as ‘bildung’, highlighting their individualistic and community-oriented aspects. It examines the inherent tensions between these views and the necessity for hybrid solutions in global HE practices. The study uses Nordic and European examples to explore overlaps in HE politics, policy formation, university governance, identity formation, and value creation. Employing James Coleman’s macro-micro-macro ‘bathtub model’, the chapter analyses how societal values and political goals influence micro-level processes within universities. It underscores the impact of hybridity on the interaction between macro and micro levels, illustrating how broad political goals transform into organised actions that affect society as a whole. The chapter concludes with a discussion on policy design, governance, identity issues, and the balance of values in HE, promoting an understanding of how hybrid solutions address the complex demands of modern higher education systems.

(Virtual) Sustainable, competitive and resilient: how “horizontal” policies create hybridity in healthcare organization

Martin Qvist (Stockholm University)

Healthcare organizations primarily aim to safeguard and promote the well-being of individuals and communities. However, beyond this core mission, they are also subject to a broad range of public policies, many of which have a horizontal character—spanning multiple sectors and organizations (Arrowsmith 2010). The proliferation of such cross-cutting policies arises from both the increasing complexity of policy challenges, such as climate change, and the need for coordination in fragmented administrative systems (Ansell et al. 2023).

This paper explores the relationship between horizontal policies and hybridity in public service organizations (Denis et al. 2015). Hybrid organizational forms are analyzed as responses or adaptations to multiple, sometimes conflicting, policy expectations (Skelcher & Smith 2014; Oliver 1991). Empirically, the paper presents findings from a case study of the central administration of healthcare in Stockholm (Region Stockholm), Sweden. It examines how three horizontal policies—sustainability, strategic public procurement, and resilience and crisis preparedness—shape the governance of healthcare providers in Region Stockholm.

Based on interviews and extensive document analysis conducted in 2024, the study provides insights into how these policies compete for prioritization, leading to different organizational adaptations. These include organizational segmentation (Skelcher & Smith 2014), where functions related to sustainable public procurement (cf. Sönnichsen & Clement 2020) and contract management of private healthcare providers are compartmentalized into separate structures. In contrast, policies on crisis preparedness and resilience have been more thoroughly integrated into the core functions of healthcare management.

By examining organizational responses to horizontal policies, this paper contributes to the ongoing discussion on the relationship between public policy and the hybridization of governance arrangements.

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