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**Structural Hybridization and Dual Roles: A Case Study of
Coexisting Logics in a Government Agency**

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Structural Hybridization and Dual Roles: A Case Study of Coexisting Logics in a Government Agency

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Abstract

The area of coexisting institutional logics has been extensively discussed at the field and organizational level. However, there is currently a lack of research on the role of individual actors in creating and sustaining organizational hybrids, e.g. organizations operating under contradicting logics. In this study, how coexisting logics are sustained by individuals is investigated through the case of a Swedish government agency. Where the implementation of an agile work approach within the IT and Service development departments has allowed for the emergence and establishment of a second logic. Through data collection, it is evident that the introduction of the Scaled Agile Framework (SAFe) has contributed to a minority logic, the professional logic, now existing alongside the established dominant state logic in a compartment of the government agency. Moreover, the role of individual middle managers who possess dual roles in the compartment are identified as key facilitators as they are determined to both protect and mediate the two logics through individual separation. This being the managers ability to enact the appropriate logic depending on the situation and context. This study contributes to the existing literature on institutional logics and structural hybrids by presenting an example where a compartment containing more than one logic is sustained by individual actors' capability to shield and segment logics on a daily basis through their possession of dual organizational roles.

Key words: Institutional Logics, Coexisting Logics, Structural Hybrid, Dual Roles, Government Agency, Compartmentalization, Shielding, Segmentation

Introduction

The business and organizational landscape is constantly evolving into a realm of increasing complexity (Reay & Hinings, 2009). As organizations become increasingly complex and multifaceted, the concept of multiple institutional logics and the idea that several institutional logics can coexist within the same domain has gained interest and become increasingly established during the 21st century (Reay & Hinings, 2009; Kieser, 2011). The coexistence of two logics that would not usually work together in an organization are generally identified as organizational hybrids (Mitzinneck et al., 2017, p.138). Research on hybridity within organizations is well-established with many examples across both business, social and government organizations (Pache & Thornton, 2021). Hybrids can exist in different constellations, offering significant challenges but, above all, opportunities for the entities within which they exist by enabling new sources of value creation (Denis et al., 2015). In the emergence of hybridity, there are two different types of forces, external and internal. The external forces examine factors such as compelling legislation, cultural changes and large external pressures, e.g. the digital transformation of society. While the internal forces rather explore the effects the organization's members have both individually and in groups, e.g. the introduction of a new profession in the organization (Mitzinneck et al., 2017 p.141; Hinings et al., 2018). Making the emergence or evolution of new hybrid organizations a constant possibility and consequently a relevant topic, as changes in an organization's context might require response and adaptation to other institutional logics (Saetre, 2022).

Previous studies on coexisting logics and organizational hybrids have mainly focused on interactions and partnerships with other sectors on an organizational level. A common case being public and private sector collaborations, which are cases of external forces (Denis et al., 2015). As a result, there has been an urge to investigate co-existing logics and hybridity from a more individual perspective. This since when organizational members are confronted with conflicting logics, it is reasonable to assume that it will provoke a reaction or have an effect on the individual, as well as bring forth further dimensions of agency connected to work on the individual level (Pache & Thornton, 2021). Furthermore, there is a lack of literature on the specific type of organizational hybrid known as a structural hybrid, where contradicting logics are separated on the organizational level to reduce conflicts, e.g. through departments (Perkmann et al., 2019).

This paper aims to address this gap through a case study conducted at a Swedish government agency, henceforth referred to as the Swedish Authority. The Swedish Authority has been implementing the Scaled Agile Framework (SAFe) within its departments of IT and Service Development. Changing both the organizational structure and method of working according to agile ideas stemming from the growing IT-profession. The findings show that as a result of this agile transformation process, the previously dominant state logic has been challenged by an increasingly emerging professional logic and as a result formed a structural hybrid. Contributing to the literature of institutional logics and structural hybrids by presenting an example of how a structural hybrid organization comes into existence and how the coexisting logics are managed in practice by individual organizational members. Limiting it to a single case of a Swedish government agency affected by internal forces, their own IT-professionals.

By analyzing collected data from interviews and internal documents, drawing upon theories of institutional logics, this thesis will answer the research question:

How can individuals sustain coexisting logics in practice?

This paper will be structured with an introductory description of the theoretical framework including previous literature on hybrid organizations and their linkage to individual actors and identities. This section will have a strong focus on institutional logics and how they can coexist within organizations. Furthermore, the methodology section will present the study's approach, and space will be given for reflection on the ethical perspective of data collection and usage. The collected data will be presented in the paper's empirical section, with quotes from interviews and data analysis. The data will be discussed and analyzed from the perspective of previously presented theories, leading to the paper's conclusion, contributions and answering its research question. Finally, recommendations and proposals for further research, as well as some managerial implications, will be presented.

Theoretical Framework

This theoretical framework and review of previous literature begins with the description of institutional theory and how it shapes the behavior and structures of organizations. Moving forward, the text explains institutional logics and how various types of entities follow different logics. The state logic and professions logic will be closely described. Additionally, the concept of coexisting logics is presented, which refers to situations where multiple institutional logics operate within the same organization and presents both challenges and opportunities. The concept of compartmentalization is also further developed. Finally, the review will describe the phenomenon of hybrid organizations, and how these have been connected with institutional logics through previous research on the individual level.

Institutional Logics

During the mid-20th century, ideas regarding the role of organizations in shaping structures and behaviors began to develop. These ideas evolved, and in the 1980s, the concept of institutional theory began to establish itself (Dacin et al., 2002). Institutional theory is now an established theory for investigating and understanding how organizations are shaped by different influencing forces (Peters, 2019). By creating an understanding of institutional theory, one can understand how different behaviors and norms are created and developed over time. A central idea within institutional theory and the design of organizational behavior is that companies and organizations will adapt to pressures in order to obtain legitimacy and survive (Haveman & Gualtieri, 2017). Within this scope of institutional theory, theories on different *institutional logics* have been developed. Institutional logics are a combination of values and practices that govern the behavior of individuals and organizations. Institutional logics thus create socially constructed templates that can serve as guidance for how organizations and their members should act and operate. These logics are not static but undergo constant change in response to internal development and external pressures (Peters, 2019). However, institutional theory often views these changes to be over a longer period of time, possibly making them appear stable (Mitzinneck et al., 2017, p.131). Furthermore, the

theory assumes distinct logics to adhere to specific organizational fields, such as corporate, market or state. The idea of single field logic has for the past two decades transferred to an understanding that several logics can exist in a field over time (Mitzinneck et al., 2017, p.137). Scholars who are positive towards the notion of institutional logics highlight that logics create a sense of stability and legitimacy, which can create conditions for understanding and cooperation within an organization (Haveman & Gualtieri, 2017).

State Logic and Professional Logic

In authorities and government agencies, there is often a logic present known as the *state logic*. The characteristic of an ideal state logic, developed by Goodrick & Reay (2011), is primarily that the government takes direct responsibility for the professional activity rather than confirming the wishes of the profession. Thus, there is a direct control by the state in terms of directing the task and mission of the activity. This through regulations and requirements on the work role that is set out by the state and apparent when performing this role. Furthermore, the state plays a central part in the design of the organization's view on quality and standards (Goodrick & Reay, 2011). In this ideal logic, there is often a widespread mindset of risk minimization within the organization, this mindset can also be closely related to the responsibility that the employees carry based on serving the state. Consequently, a great prestige in that they do not act for their own purpose, but they act to promote the nation. The actions taken are therefore not guided by e.g. market-driven forces or in association with a profession, instead there is a mindset of promoting a wider societal context (Thomann et al., 2016).

Another of the ideal logics identified by Goodrick and Reay (2011) is the *professional logic*. As opposed to the state logic, where the state determines activities, the ideal professional logic describes professionals having control over how they organize and perform their work through their knowledge of the profession. More importantly, they convey a wish for control and professional association in their work role. This is exercised by cooperating with other professionals and through operating within standards set out by the profession. Furthermore, the ideal professional logic sets itself apart from the state logic as it recognizes that the profession determines quality and performance of executed work, additionally the education and qualifications to execute it (Goodrick & Reay, 2011). To enable professionals' control, they require trust from other parties, relying on support from stakeholders that are associated with their work (Kruse et al., 2020). Gaining this trust is mostly attributed to the characteristics of a professional, that they identify strongly with the performance of their profession and therefore are motivated to perform to the best of their ability (Kruse et al., 2020). The value and the norms conducting the professional logic is embedded in the organization but is supported and changed by the professional group (Berg & Pinheiro, 2016).

Coexisting Logics and Research on Hybrid Organizations

As organizations become increasingly complex and multifaceted, the concept of multiple institutional logic and the idea that several logics can exist within the same domain have attracted interest and become increasingly more established in the 21st century (Reay &

Hinings, 2009; Kieser, 2011). The coexistence of institutional logics presents both challenges and opportunities for organizations. It can lead to conflicts and tensions between different logics. But it can also provide organizations with greater flexibility and diversity as well as potential for innovation and creativity (Reay & Hinings, 2009). Managing the coexistence of institutional logics is a key challenge for organizations trying to navigate in an increasingly complex and dynamic environment (Perkmann et al., 2019). Research on how coexisting logics are reflected and performed in practice has long operated on the field level, with more recent studies approaching the organizational level of multiple logics (Lindberg, 2014). Moreover, the practice perspective touches on the individual's role in dealing with coexisting logics. Such as in Lindberg (2014) where the individual's practice enables the mixing or separation of logics into being. Andersson & Liff (2018) discuss individuals having the agency to employ strategic use of a competing logic to strengthen their personal beliefs and actions. Similarly, logics have been argued as being tools used by individuals to approach situations and resolve issues (McPherson & Sauder, 2013). Further studies addressing the individual level of coexisting logics will be discussed in the following sections in relation to hybridity, primarily in “Prioritizing Institutional Logics through Segmenting”.

Hybrid Institutional Logics

A phenomenon often studied in association with coexisting logics is hybrid organizations. Hybridity in relation to organizations has generally been defined by Mitzinneck et al. (2017, p.138) as “the mixing of core organizational elements that would conventionally not go together”. These elements refer to the organizational identity, rationale and formation (Mitzinneck et al, 2017, p.138). A common approach for scholars to understanding and studying organizational hybrids is through the lens of institutional logics (Pache & Thornton, 2021). Within institutional theory, ‘hybrids’ are described as organizations who possess one or several of these institutional logics, in which they are often assumed to be conflicting with each other (Mitzinneck et al., 2017, p.131). The institutional logics can coexist in different ways, with mixed and structural hybrids being two of the most discussed forms. *Mixed hybrids* refer to situations where different institutional logics are combined throughout the organization (Reay & Hinings, 2009). Managing these mixed hybrids requires the establishment of a clear method of reconciliation, which can be a major challenge for organizations (Perkmann et al., 2019). This since hybrids of institutional logics can create conflicts as the new logic might intrude on organizational actors beliefs and act in opposing interest (Raynard, 2016). *Structural hybrids*, on the other hand, refer to situations where different institutional logics are dominant in different parts of the organization. In other words, each work group works according to a specific institutional logic without the need for a reconciliation mechanism (Perkmann et al., 2019). This can make it easier to manage institutional logics within an organization, as it provides clear boundaries between different work groups. As a result, working groups never have to deal with the case of two dominant logics colliding with each other. However, this is dependent on the compartment only adhering to one single logic (Perkmann et al., 2019).

How hybrids come into being can generally be attributed to two forces, one being external factors e.g. coercive legislation or larger societal cultural shifts such as responsibility for

environmental and social impact. The second hybridization force is referred to as internal factors, in previous studies focus has been on the individual and group agency of organizational actors (Mitzinneck et al., 2017 p.141). This as members of an organization can be carriers of logics, and that in order for logic to influence an organization or field, they need to be performed by organizational actors (Lindberg, 2014). Studies within the management literature have researched many types of organizational fields in relation to the theory of institutional logics, such as the public sector and organizations of social orientation (Mountford & Cai, 2023). Generally, as with coexisting logics, research on hybrids through the institutional logics lens has been performed on the organizational level (Pache & Thornton, 2021). This is also evident within the public sector field where most research has focused on the interactions and partnerships with other sectors, such as private and social (Denis et al., 2015). Furthermore, the organizational level has been of great interest as hybrid organizations commonly face tensions and conflicts between the institutional logics that are coexisting, often resulting in studies on why hybrid arrangement fails (Capperallo et al., 2020). Consequently, a call for a more individual view on hybridity has been made, since when organizational members are faced with the conflicting logics they ought to react to them in some way. This is also believed to bring forth more dimensions of power and agency to the topic of organizational hybridity and coexisting logics (Pache & Thornton, 2021).

Compartmentalization and Dual Roles

In aspects of managing coexisting logics and structural hybrids, the concept of *compartmentalization* can be used with the intention of separating the institutional logics within an organization (Høiland & Klemsdal, 2020). With the purpose for organizations to address external factors with institutional logics relevant to the situation, even if they are not compatible with the organizations original rooted logic (Saetre, 2022). This can be done in two ways, one being separating elements in time such as organizational goals, and the other being more of a spatial kind (Jarzabkowski et al., 2013). The latter, spatial, refers to different areas which could include the creation of different departments, work groups or teams that operate according to different single institutional logics within their boundaries on an organizational level (Høiland & Klemsdal, 2020). The primary goal of compartmentalization is to minimize conflicts and tensions between different logics within an organization. By creating clear boundaries and minimizing interactions between different logics, organizations can reduce the risk of clashes or misunderstandings that can arise when different logics come into contact with each other. However, compartmentalization can also have its drawbacks. By separating different logics, organizations may miss opportunities to learn from and incorporate different perspectives. Division can also create silos within an organization, with different working groups becoming so specialized in their own institutional logic that they lose sight of broader organizational goals and objectives. (Høiland & Klemsdal, 2020)

Perkmann et al. (2019) challenged the theoretical notion that a compartment only consists of one logic, a claim also strengthened in a more recent study by Saetre (2022). In the work of Perkmann et al. (2019) university research centers that collaborate with industry actors demonstrate an example where the organizations *dominant logic* (academic logic), i.e. the organization's primary logic, is prevalent in the compartmentalization with the *minority logic*

(commercial logic), i.e. other logics that are present but less prominent. Showing how this facilitates the implementation of the compartmentalization as it also somewhat adheres to the rest of the organization. They define this concept of two logics within compartmentalizations as *hybrid spaces*. In order for a structural hybrid to come into existence, it must be motivated to align with the organization objectives and thereby the dominant institutional logic. This notion is also emphasized by Capperallo et al (2020), as the authors conclude a strong need for the new logic to promote and align with the organizational goals which should reflect the previous original single logic, in order to successfully become a hybrid. The compartmentalization further ensures that the dominant logic is protected from the minority logic. In the case study of Perkmann et al. (2019), this protection is especially for the dominant logic and performed by actors that possess *dual roles*. With one role rooted in the dominant logic of the larger organization and one as a member of the compartmentalization with the minority logic, that they occasionally switch between. These dual role actors legitimized protection of the logic, in this case management protecting employees of dominant logic from influence of the minority logic, an activity referred to as *shielding*. In Perkmann et al. (2019) the shielding of the dominant logic from the minority logic was necessary since the commercial aspects resulted in activities that younger researchers did not want to perform. Consequently many of them had resigned in the past as it was too big of a conflict with their academic logic. (Perkmann et al., 2019)

Prioritizing Institutional Logics through Segmenting

The studies that exist on institutional logics within hybrid organizations at the individual level are few. The concept of selective coupling is popularly used when discussing how individuals approach competing logics, as it describes a situation where an actor might make use of other logic elements to gain legitimacy in hybrid environments, this referring to mixed hybrid and not structural (Pache & Santos, 2013). Moreover, others who have taken a closer look at the topic of individual responses to hybrids exhibit diverse results. In hybrid organizations, individuals might choose to only attach to one logic, they might combine them in hybrid roles, or be able to separate them and thereby also attach to both (Pache & Thornton, 2021). The latter, separation of logics, is presented in a study by Smets et al. (2015), where *segmenting* is described as a concept to separate work practices adherent to a specific logic on the individual level. This as opposed to the concept of compartmentalization that is performed at an organizational level (Perkmann et al., 2019). Segmenting is done by identifying and keeping the logics apart through spaces and activities, preferably with different audiences, aiming to reduce the tensions between the logics. I.e. the environment that the individual is in, determines if the logic is appropriate to enact (Smets et al. 2015). Another example of this is a study by Sirris (2019), where the notion of identity and roles, in which one might need to cope with coexisting logics, are separated. Meaning that one logic is attached to managers identity as professionals and another in relation to their role as managers. An interesting contribution of this research is how these professional managers prioritize between the logics. Furthermore, the importance of organizational context is emphasized, as the results point to how managers relate to their identity and role through coexisting logics that differ between organizations and fields. Similar to the finding by Smets et al (2015), by separating and

distancing logics, such as through delegating perceived unfit tasks, managers are able to uphold both identity and role (Sirris, 2019). Moreover, the managerial role is often prioritized above the professional identity. This due to the fact that a management role possesses duties and responsibilities that must be fulfilled, are distinctly formulated, and more formalized than professional equivalents. Furthermore, since they have possible liability towards other organizational actors if the role is not performed according to rules and organizational standards. The prioritization of managerial roles by Sirris (2019) can also be connected to McGivern's et al. (2015) work of "hybrid professionals". In their study from 2015 they found that professional individuals belonging to the same organization varied in their response to coexisting logics, some rejected in favor of professionalism, while others adopted dual roles as both managers and professionals. Consequently the hybrid professionals were seen as superior due to their ability to integrate administration and targets into their professional objectives, indicating that the hybridization through dual roles shifted what legitimizes the professional within this particular organization (McGivern et al. 2015).

Methodology and Data Collection

To investigate how individuals sustain coexisting logics in practice, this study was conducted in a qualitative format. The interview investigation was carried out in two parts. The first part consisted of interviews to collect data on agile transformations and their processes. The second part of the data collection was done by studying the operations of the Swedish government agency as a case study. This approach made it possible to present real examples to describe phenomena and events in the emergence of new logics in an agile transformation. By using a qualitative study method, a deeper understanding could be created of the coexisting logics and the individuals obstacles. This method also created opportunities for further in-depth data analysis. Grounded theory was used to analyze the data further. According to this theory, the analysis process starts from the available data. The data is later categorized to create codes that reflect the presented information.

The Setting

After a thorough pre-study, the Swedish Authority was selected for a qualitative study. The Swedish Authority acts on behalf of the government with the aim of serving the citizens in society. The authority is spread throughout the country, where different offices are responsible for different tasks. In 2018, a decision was made to undergo an agile transformation of the IT-related parts of the organization by adopting a lean-agile working method with support from the Scaled Agile Framework (SAFe). The agile transformation affected nearly 1500 employees in the IT department and Service development units. The SAFe implementation structured the organization after a dual operating model (DOM). In practice, this means that there is an agile network structure where the development of products and tools takes place. At the same time, there is also a traditional hierarchical structure that employs the same organizational structure for the delegation of work and employee responsibility. Furthermore, there are supporting services for the remaining parts of the business, such as departments for recruitment and financial planning.

Data Collecting method

Initially, ten pre-interviews with professionals across different organizational fields with experience of agile working methods were conducted with a semi-structured character. These interviews were conducted with open-ended questions with the intention of creating a deeper understanding of the implementations of agile frameworks and identifying specific strengths and weaknesses (Silverman, 2015). The respondents had already been informed before the interview that the conversation will be recorded, however, they also had to give their consent to this during the interview. The interviews lasted between 30-50 minutes and were mainly conducted digitally via Zoom, however, two interviews were conducted through a meeting at the respondent's workplace. All interviews were conducted in Swedish. Before the interviews, the respondents were sent an interview guide. The purpose of this was to give the respondents time and opportunity to think carefully about their answers and to be able to provide examples to support their reasoning (Bell et al., 2019). The questions in these interviews were mainly based on the respondents themselves recounting a case or an event that has been strongly influenced by the introduction of the agile framework. After the interviews were conducted, the material was transcribed and coded. Once the coding was completed, a common theme emerged regarding the influence and responsibility of leaders in the agile way of working. At the same time, all respondents, except for the respondent from the Swedish Authority, stated that competition was the main reason why an agile structure had been introduced in their company. The Swedish Authority works on behalf of the government and is therefore not exposed to the typical consumer competition. The Swedish Authority thus became an interesting case because they face the same managerial challenges as other companies but without being in the same competitive climate.

In the second round of interviews, we chose to delve into the perceived effects of the introduction of an agile way of working and its effects on the Swedish Authority. 19 interviews with 19 respondents were conducted within the Swedish Authority. The respondents mainly worked as agile coaches, business owners, section managers or in other leading positions across the IT department and Service development units. Through the first round of interviews, a contact had been established with one respondent from the Swedish Authority, the primary contact. During our detailed study within the organization, the primary contact helped us to get in touch with potential interviewees. This allowed access to 13 respondents. At the end of these interviews there was a discussion regarding other potential interviewees, according to the snowball sampling method (Bell et al., 2019). Using this method, additional six interviews were conducted. The number of interviews conducted was based on the saturation method, meaning that interviews were conducted until new insights were no longer presented during the interviews (Lowe et al., 2018).

In these interviews, we intended to collect the respondents' instinctive and genuine thoughts. Therefore, the interviewees were not given the questions in advance (Bell et al., 2019). Also in this round, the interviews were semi-structured. An interview guide with open-ended questions had been prepared to support the interviews. The questions had a clear focus on leadership and changes in processes of the organization's agile transformation. The questions were structured with a "how" in focus. This gave the respondents the opportunity to develop,

explain and exemplify their thoughts on the agile method. If necessary, additional questions were asked where the respondent could clarify or expand their reasoning. The interviews lasted between 50-60 minutes and all interviews were conducted via the digital platform Zoom. Also in this round of interviews, all interviews were conducted in Swedish. The interviews were recorded and shortly after their completion, the material was transcribed and coded. During the interviews, several respondents referred to internal documents of the Agency. To gain a deeper understanding of the content discussed by the respondents, a document collection was carried out. The documents were obtained by the respondent who mentioned the documents in their interview and were used to confirm and create an understanding of the employee's representations. The documents mainly dealt with job descriptions, policies and methods for implementing the agile framework.

Data Analysis Method

During the process of data collection, by carefully analyzing our collected data, a path forward had been laid out, which can be described as grounded theory (Walker & Myrick, 2006). The transcription of the material was done by one of the authors. Furthermore, the collected data was coded. The coding was done by the second author in the program NVivo. This division of labor was done to ensure that both authors had clearly considered all information and had the opportunity to process the collected data. Just one of the authors coding the material also ensured uniform coding. The coding of the first round of interviews, consisting of ten interviews, highlighted the most central aspects of an agile transformation. The three most prominent codes were: *decentralized leadership, information sharing and competition as a driver of change*. During the second round of interviews, the same method for data collection was used. The collected data was coded to identify common recurring themes and central patterns that emerged during the interviews. This method provides a solid foundation for identifying the underlying themes and perspectives that the respondents have. Grounded theory was used during coding to develop the code (Walker & Myrick, 2006). When all the material had been coded, common perspectives could be detected and explored in more detail. Through this method, the following themes were identified as the most central: *Adopting an agile mindset, importance of trust from leadership, effects of being a government agency, difficulties separating the hierarchy from the network, management relapsing to old ways of working and management lacking understanding and support*. As the theoretical framework of this study builds on the theory of institutional logics, as the coding process was completed and themes were developed, a pattern inducing method was employed to identify institutional logics based on the gathered empirical material. By analyzing behaviors and reasonings behind activities emerging from the data, pattern inducing informs what logics are prevalent in this particular case based on characteristics of logics from previous studies and theorizations of logics. This also limits the identified institutional logics to the context of this case study. (Reay & Jones, 2016)

Ethical Reflections

In this study, there are certain ethical limitations that have been identified that may have affected the results or replicability of the study. One clear limitation is that this study has been

conducted at a Swedish authority. Hence, the information described and the conclusions drawn are only fully relatable to this authority. There is also a limitation in terms of time and space for the study. The information gathering has been carried out during two months at the organization. Thus, the information used is only representations of employees at the authority in combination with collected documents. The selection of respondents has mainly been based on the contact information provided by the primary contact. This may have given a certain bias to the perspective within the organization. To limit this bias, respondents have also been interviewed as a result of the snowball method.

In interview-based studies, a certain discussion can be raised regarding the transparency of the respondents. The respondents knew that their interviews were being recorded, which may have counteracted their transparency. However, a minimization of the limitations of information has been made with reference to the fact that all respondents received clear information that they were anonymous both from the perspective of the person and the work unit. The Swedish authority has also been anonymized in this work to strengthen transparency regarding the disclosure of information and documents. All interviews were conducted in Swedish, which is the respondents' mother tongue. Thus, no limitations related to language deficiencies can be presented, nor has there been any linguistic hierarchy between the interviewers and the respondents. The respondents' selected quotes have been translated into English after the coding process, which may result in misinterpretation of information. To prevent this, the quotes have been translated by one of the authors and the translation has been further verified by the second author.

Empirical Section

The following empirical section will firstly describe the context of the Swedish Authority's decision to change to an agile working method. As well as what an agile way of working means, both in terms of organizational structure, values, and leadership. Secondly, some challenges that the Swedish Authority have had with their agile transformation are presented and more specifically the issues they face today regarding their agile approach and management implications. This with a focus on the dual organizational model, its differences and how it enables an agile working approach at the Swedish Authority.

Developing an Agile Way of Working

In 2018 a decision was made by the director-general of the Swedish Authority to implement an agile way of working in the IT department and Service development units. The previous project based method and more classic hierarchical structure that the organization used was deemed insufficient. The idea of implementing an agile framework was brought up by employees of the IT and Service development organization. This as they found that new projects required long start-up processes, it was challenging distributing the right resources and once the project was finished, the delivered product might not be what was needed anymore. They lacked speed and precision in the value they were supposed to deliver. Simultaneously, it had become an increasing problem that different working methods clashed within the organization, with some departments choosing agile project management methods

on their own initiative, consequently reducing productivity and underutilizing available competence through a lack of common language. The change was also motivated by the thought that working in a modern way might attract more new hires and graduates. The Scaled Agile Framework (SAFe) was chosen as the foundation for the transformation, with the reasoning that it was a large and established framework. Furthermore, that there was a lot of learning material and resources such as SAFe consultants available in Sweden. Following the decision to adopt an agile approach, a central Lean-Agile Center of Excellence (LACE) unit was established. The role of the LACE unit was to act as a key facilitator and support in the adoption of the agile methodology. Their task was further to establish and continuously support the development flows of the agile system.

At the request of the director-general, in less than a year, the previous organizational structures of the IT and service development units were completely dismantled, thus giving the agile structure a clear foothold in 2020. In accordance with the SAFe, a dual operating model (DOM) was set up within the organization. DOM is a concept that combines two approaches to managing work within an organization: a traditional hierarchical approach and an agile network approach. The more traditional hierarchical organization focuses on achieving stability in organizational operations, with the Network organization sometimes referred to as a virtual organization existing alongside the Hierarchy. Within the Swedish Authority, this dual system is approached as follows. On one hand, the Hierarchy is the whole organization's core structure, made up of departments, with responsibilities such as allocating budget, recruiting and managing employees, and appointing resources to the agile Network. In other words, it is the old organizational structure without any running projects or deliverables. On the other hand, the agile network organization emphasizes flexibility and speed with the main focus of delivering value to the customer. This by working in shorter iterations, towards a vision or goal, rather than deciding from the start what the final product will look like and planning the exact way to do it. Consisting of mixed autonomous teams who in their turn belong to larger entities known as trains. The agile Network thereby handles the planning, development, production and support of the organizations IT and digital products. Both organizations within the DOM consist of the same members, it is therefore common, but not a standard, for managers to have dual roles with different responsibilities, one within the Hierarchy and one within the Network.

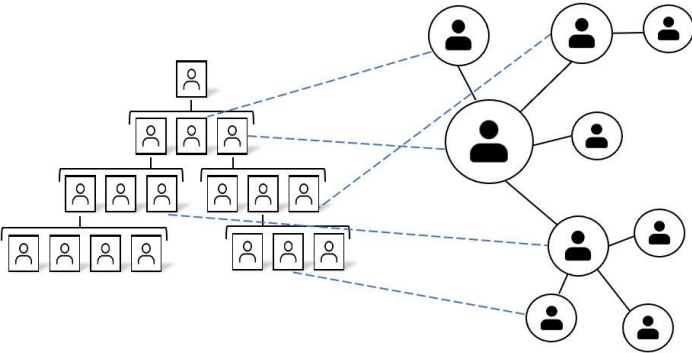


Figure 1: The Dual Operating Model (adapted from internal documents)

The Lean-Agile Leadership

Another important aspect of an agile way of working is leadership. The previous dominating leadership style within the Swedish Authority was considered to be, what is often referred to by the respondents as, “command and control”. A top-down instructing management in line with the hierarchical organizational structure. In these conditions, leaders are deemed to be those who are telling employees exactly what to do and the employees role is to execute the task according to management directives and report back. In contrast, the new agile way of working at the Swedish Authority instead demands a highly engaging leadership style. Requesting management that can both develop and coach employees. This while keeping the capability to step back and let the competence, the employees, steer the way of development in the Network. Leaders should encourage agility and managers should create the conditions, frames and support necessary for employees to thrive under their own terms and knowledge. Internally this is often referred to as the lean-agile leadership, reflected and expressed in internal documents used for educational purposes as well as for official role and working descriptions. The values applied to the lean-agile leadership, how they should be and act, are mostly derived from the SAFe. However, the agile way of working is more often referred to as a mindset that all employees need to possess and not a framework. Moreover, the call for a new type of leadership involves leaders coming from all levels and areas of the organization, not only from management and not only in the Network organization. “Leadership” is added to the list of competences that favorably should steer the whole organization.

I think that a lot of managers are managers because they want a title. Manager is a title, but that is not what we are looking for. We do not need managers, we need leaders. And leadership is a competence, and that is really what we need. It is not just managers who need to be leaders, but we also need informal leaders who do not have a title in the form of a manager. (*Agile Coach D*)

Implementing this leadership style has proven to be a challenge for the Swedish Authority. Using the previous organizational structure as foundation for the new agile DOM also meant that a lot of the management positions were quickly assigned, with little regard to the new leadership capabilities needed for a by-the-book successful agile approach. “We have to find leaders who can create these conditions. That is what we have to succeed with, and that is the big cultural shift. That is also where we have problems in some areas.” (*Agile Coach C*).

Being a Swedish Government Agency

The notion of going through a “cultural shift” when implementing an agile way of working often points to a shift towards the agile mindset, how the organization performs and relates to their work in practice. However an aspect often brought up by respondents is the nature of the organization, being a government agency and the effect it has on organizational culture and work practices. As the Swedish Authority has a mission and purpose to serve the Swedish society, the sense of responsibility towards the state and its population is prevalent, “it's sort of the backbone of the Swedish Authority, that you want to do the right thing [...] I think it also permeates the entire organization” (*Product Owner B*). Wanting to do the right thing,

being correct and apprehensive of mistakes, are all recurring themes when respondents describe the environment at the Swedish Authority. “I think that a great strength of the Swedish Authority is that they want to change [...] there are many good leaders and they want to work agile [...] but it is a matter of culture, you are afraid of making mistakes.” (Section Manager D). Furthermore, having the Swedish people’s trust and confidence that the government agency is carrying out their mission, and an imminent fear of potentially losing that trust. One respondent notes that organizations such as for-profit businesses also have a sense of responsibility and correctness, just towards other entities such as share-holders. What really sets government agencies apart are their inability to themselves choose what to provide to their customers, even if the products and services are not lucrative and very challenging for the organization to develop.

The big difference, you could say, is that we can't stop doing anything. Just because we think this feature is very complicated and unprofitable, we can't stop. We cannot stop providing a service to society. Whereas in companies you can actually quit... This thing, it costs too much to develop and we can manage it in a better way. So we stop maintaining that service. There we have a big difference from the authorities. (*Portfolio Member A*)

This is further emphasized by a section manager, who notes that as a government appointed organization, the employees of the Swedish Authority are expected to be neutral executors of government orders. In spite of this, there is a will internally to take charge of what value the organization is producing, in line with the organization's vision of fostering the society. This refers to working towards goals and finding their own best way of delivering these goals, not the command and execution that government agencies might be familiar with. “We need to become more proactive [...] not affecting the political steering [...] but the difference of delivering goals to the government, instead of them saying this is the solution we want” (Section Manager G). The Swedish Authority also has delegation and working orders issued by the government, stating who in the organization has the authority to decide and what. This further sets demands on the types of tasks the Network organization carries out and more importantly how they do it. Demands that often are communicated through the Hierarchy who possess these roles of decision making authority. These aspects put additional layers of complexity to the implementation of the Scaled Agile Framework, as prioritization could quickly shift and limit flexibility. This is emphasized by one agile coach who also notes that just because there are certain demands on what you deliver doesn’t mean that you can’t change how you choose to approach the assignments, in this case with the agile way of working. If choosing the dual operating model was the right choice to enable this work practice and mindset seems to be clear for most respondents. One section manager strongly stated that the dual organizations were a necessity to enable an agile organization to exist within the Swedish Authority. This since there are very clear rules on how to operate a government agency, at the end of the day, someone has to be accountable for the work that is executed and what use it brings to society. Somewhat separating the Network from these hierarchical structures is seen as what could make the agile mindset possible.

You couldn't have done anything else because of the rules and laws that exist and the delegation system that exists at the Swedish Authority. You have to have section managers and that they are responsible for delivery. There are clear rules on which responsibilities managers and employees can be assigned. If you had run with the idea that you could have a team that is entirely itself responsible for a microservice or delivery and production setup, I don't think the Swedish Authority will allow it, it would still have to be a manager on paper who is responsible. (*Section Manager D*)

The Dual Swedish Authority

Since their implementation of SAFe three years ago, the Swedish Authority's departments for IT and Service development have continued the processes of formulating a functioning agile way of working. The division of the organization according to the dual operating model led to a different division of responsibilities and new roles within the organization that both employees and management had to adapt to and make sense of. Several of the respondents who were a part of this change process describes it as a period of uncertainty and worry for many members of the organization as they were not sure about their own roles, "There was concern before the new organization had settled, where am I supposed to go? What do I know? Do I fit in here?" (Product Owner A). Noting that the worry regarding new roles has passed over time as the organization settled, it seems the initial concern might have weighed heavier on middle management. This is often attributed to their lacking education and understanding of the agile way of working. However, it is also evident that managers are not deemed to be as important in the Scaled Agile Framework, losing some of their influence and power over the value created in the organization. In the new network organization, main responsibility for the delivery should lie within the teams and trains, thereby on the employees based on their competencies and capabilities, not based on their hierarchical ranking.

Uncertainty about any kind of change is always difficult. Whether you are a manager, or any employee...but the fact that the framework does not really take managers into account. [...] Also that you take away some of the responsibility, previously much of it was on the managers; to actually know what to build or what to develop. And that responsibility is taken on by others in the agile network by picking it up from the customers and bringing in labor without the managers' involvement really. (*Agile Coach D*)

As the Swedish Authority chose to base their new organizational structure on their previous divisions and roles, the Hierarchy's structure is similar as prior to the transformation. Resulting in much of the same middle management operating within the Hierarchy, managing the same employees as before. Although it has been expressed by the respondents that managers lack the same type of managerial power over the Network as they had before, they do often intertwine with their obligations from the Hierarchy. The Hierarchy appoints the right resources to the teams, enabling the Network organization to function properly.

Furthermore, it is common for Hierarchy managers to have a position within the teams, where the tasks are allocated. Such cases, where Hierarchy managers also possess roles of responsibility for the delivery made within the Network, can entail occurrences of conflicting interests and difficulties keeping the two roles separate. “Hierarchy managers have two hats that they have to switch between [...] So it becomes both conflicts regarding tasks, but also that you are quite busy.” (Agile Coach D). However, these dual roles may also facilitate and improve their ability to appoint the right resources and capabilities. In fact, all of the section managers who also have a role in the train that were interviewed mostly find the dual roles positive. As it allows them insight into how the Network is actually working and with what. One section manager notes that the issues of the Hierarchy interfering with the Network is larger amongst those hierarchy managers that do not have a role in the Network. Which indicates a degree of control and information asymmetry amongst the dual organizational management. It is also attributed to the Hierarchy top management's lack of understanding the agile way of working. Especially in how large this agile transformation actually was and what it meant in terms of change in mindset and values, not only a change in project management.

If you hand over decision-making mandates and such to the network, I think the problem is that we sort of have a hierarchical organization on the side who have not bought into this, but who gladly run alongside and make different types of decisions [...] I think it's very much about this classic control and demand versus a more trusting leadership where you have delegated decision-making to as low a level as possible. [...] It's hard to accept that it's not like that anymore. I think they didn't really understand what they were actually launching. (*Section Manager A*)

The role of management is frequently brought up as a challenge in the Swedish Authority's new agile environment and one of the biggest issues they have had in their transition. “The talk you heard was that the managers hadn't understood it. They were the only ones who didn't get it. [...] And it is still where it fails, I would say” (Product Owner B). Middle management have all received education through courses in SAFe at the beginning of the transformation, although these have been deemed to not be as sufficient in teaching them as the LACE would have hoped. The constant question regarding knowledge and understanding has brought up discussions within the Swedish Authority if they should enforce more mandatory education. A consequence often attributed by the respondents to this lack of understanding and knowledge among middle management is the cases of relapsing. This refers to that there are difficulties in maintaining the implemented agile routines and that employees easily fall back into their past practices. "People are often prone to falling back into old habits and routines, particularly when they feel most comfortable with them" (Agile Coach B). This is discussed as a general problem regardless of the changes made, but when asked to give examples of this happening within the Swedish Authority, respondents often refer to a specific, yet reoccurring, event. This event is usually described as a situation where the organization chooses to abandon the agile way of working when a crisis occurs, instead reverting back to the previous system of creating project teams.

But during a crisis, people tend to revert to old ways of working. A manager may discover that a system is down and they believe and think; well, this is something I have to get a hold of. And they pull some people from the agile teams and form a task force to maybe solve the problem. Instead of supporting the existing organizational structure and ensuring that it has the necessary capabilities and processes to address the issue. (*Agile Coach A*)

When another respondent mentions a similar example, they explain that falling back is not only due to the organization always having done things that way, but it's about a lack of trust in the new system. Whether it is within the agile DOM or the old project organization, the orders still come from the top, through the operational organization and essentially the Swedish government. The worry and pressure to deliver seems to increase the managers' will to control the teams. The feeling of being able to steer and oversee the projects appears to be something the middle management miss within the new network organization. This is especially prevalent if a manager only has a position in the Hierarchy, with no role in the Network organization to exercise control. Although it is often suggested that the responsibilities on delivering value have been transferred to the Network, it is clear that the responsibility to deliver what the government orders will at the end of the day lie within the Hierarchy management through their delegation and work orders. Which several respondents explain to be the reason why many relapse, lack of trust in the agile way of working, combined with fear of not delivering.

The execution takes place in the trains and the teams. But they are not the ones being held accountable. Instead, it is the manager who sits in that hierarchy who needs to report. I think there is a naive delusion in thinking that the teams are ultimately in charge. There is an execution responsibility and you do that as well as possible. (*Section Manager G*)

The events and actions that involve the application of old systems to address problems or crises are often viewed as problematic. Several respondents have further emphasized that such practices reflect a lack of confidence in the existing system and its employees. This as it suggests that solving problems in these situations demands the involvement of project teams composed of experienced members who can provide effective solutions. This idea that only project teams are effective at quick problem solving is highlighted by the responders as practices that can impede and even undermine the structure of the agile system. The process of shifting members across different systems can create an unsustainable situation, leading to delays and confusion in the workflow. As a consequence, the overall productivity and efficiency of the system can be negatively impacted. Furthermore, feelings of inequalities, favoritism and ultimately uncertainty spring from these actions by hierarchy management. Several respondents witness that employees who are not picked to be a part of a task force in a prestigious project, meant to deliver something very important on assignment from the government, feel overlooked and inferior to those colleagues that are chosen.

Then we start picking the raisins out of the cake, to put together, to manage the urgent task. Then we get A and B teams and people feel really worthless. “Now my three pals had to go to this because they were valuable. But I'm still sitting here.” Instead of actually leaving this to work...They can handle this. Let them do it. We don't need this top-down management. They just need to understand that this is urgent and that breaks the planning that has been done. Then you tear it up and make a new plan. End of story. But we don't trust such things. *(Portfolio Member C)*

This again highlights management's inability to take a step back and let the Network take charge of the deliverables, again often accounted to lack of understanding the agile way of working. Even if the employees disapprove of these instances, most accept diverting from the agile system since they are being told to do so. However, in one example brought up, of the Hierarchy trying to intervene with the Network's planning and execution of a task, the team members opposed the given directions. This direction was to complete the order in the manner of a project and appoint an individual to solve the issue. With support from their section manager, the team was able to continue to work in their agile system, successfully delivering what was asked of them. This shows that the agile way of working is possible even during pressured deadlines, but only if the teams are given the conditions and space to do so. According to this section manager, occurrences of teams and, most importantly their managers, standing up against pressures to revert to old reporting and project methods are becoming more and more common.

It became a hierarchy mission to be done, so they (team members) were like, “what's going on? We have our backlog already” Then the team took charge themselves, “we have a plan how to solve this”. Then I placed myself a bit like a knight with armor all around, so they got to work on it for a year and now it's been solved. *(Section Manager F)*

Another issue is when management fails to demonstrate to the team members that they themselves have an agile mindset and practice. “We can't expect others to work agile if we do not work agile ourselves.” (Product Owner A). As another product owner explains, what the top management knows and exhibits in their behavior influences middle management and how they approach their team members. This makes it more difficult to create the open environment and more dispersed leadership that the agile way of working demands. Additionally the respondents emphasized a new team thinking, the agile mindset, to forget about the experts and individuals and to focus on how combining competences can deliver value. Again, much of what is attributed to how middle management approaches their team members, “We have to change the way we think about how we follow up individuals and how we value individuals.” (Agile Coach A). As noted many times by the respondents, a lot of team-members have embraced the agile mindset, but management's knowledge deficit might still present an obstacle to performing the agile activities. When discussing the matter of transferring the control, many respondents highlight that it is likely that if you have been hired into a position of management, you want the authority that comes with it, especially if

you are used to it. Another dimension to this issue is the internal documents describing the delegation and work order, with their responsibilities still existing and used by Hierarchy managers to defend their actions of interference in the Network.

We have managers who have built their careers on an old way of thinking. It is clear that you cannot easily break free from it and start acting in a completely new way. If you throughout your professional career have acted in a way that has benefited you and your career. [...] But of course it is perhaps important for us that we feel that we... In order to maintain our high level of trust, we still need to do what we are supposed to. (*Section Manager E*)

Another example that points to middle management's difficulties to let go of previously held power is at one of the Swedish Authorities geographical locations, who are not seeing these issues of interference. This location was set up around the same time as the agile transformation was launched, meaning that all new managers were hired on the basis of being lean-agile leaders. Whether they received roles within only the Hierarchy or both the Hierarchy and the Network, these managers are free from bias and habit of the previous roles that objectively possessed more control within the organization and this might be why they are better equipped at providing the right conditions for the agile way of working. Further highlighting that the work practices of the IT and service development organization are influenced by the members that it consists of. As part of a developing career it is common for the employees to have education from similar institutions, backgrounds in private sector companies as well as contact with private suppliers of IT related services in their current roles at the Swedish Authority. It is evident when talking to management at this new location that they have all come in contact with the agile way of working before starting their career at the Swedish Authority. Furthermore, most of our respondents with a clear background in IT note that they have been familiar with the agile concept through their profession long before it was implemented at the Swedish Authority. Whilst those with backgrounds as public servants came to know agile through chatter or education in relation to the change process in 2018.

From an Agile Transformation to an Agile Evolution

Today, most of the local LACE teams have been dismantled with only nine members remaining in the central LACE. Making it more difficult to reach all parts of the organization that might be in need of agile transformational support. Furthermore, some agile coaches note a loss of support from the top management, who initially took the decision to realize the agile transformation. The need for top management to stay present is intertwined with, and comes back to, the influence they can have on other members of the organization adapting to the agile mindset. "You can never implement an agile way of working if you do not have the approval and commitment of top management. That they themselves believe in it." (Agile Coach C). Another agile coach explains that a transformation may have been done, however, the agile mindset and approach have not yet fully caught on. Additionally, to develop the agile way of working is something that is never finished, the whole concept stands for a continuous change and improvement. It seems like the top management fails to fully

understand the extent of the transformation they have gone through. It is again emphasized that working agile is not only a way to organize your teams, but also a way to approach and think about the way you perform your work.

We have made a transformation, we are maybe in the middle of an evolution of our agile way of working and we have quite a long way to go in many areas, so it is very important that you have this sponsorship continued as well. I think we are missing that. Then why we are, I don't really know. They may have chosen to think that the transformation is complete. They don't need to be seen there anymore. And that in some way from a managerial perspective, you then embrace this with agile leadership. It is also super important. And that we actually increase the competence of our managers who must be agile leaders. It is also important. Creating understanding. (*Agile Coach D*)

This lack of support from the top management of the Swedish Authority is also noticeable amongst the IT department and Service development units management. One section manager notes that the Network has had more work done towards becoming agile, leaving the Hierarchy management to fend for themselves in this new environment “I think the teams, the employees have changed. But I don't think we work with us managers in the same way.” (Section Manager G). Often brought up is the level of motivation communicated to middle management to continue on this transformation journey, lacking clarification on why it is important to work in this agile way. Also mentioned is some disappointment from both parties, top management are missing the rapid response they were promised and employees are missing the supported environment to work agile. This miscommunication is often attributed to a lack of transparency and instruments to follow up the organizational change. That the issues with conflicting responsibilities is not information that travels up in the Hierarchy and therefore not made clear to the top management.

When further discussing the challenges ahead, the clarification of the operational value streams are frequently brought up as the next order of business. As the DOM was based on the previous project organization and its departments, it wasn't until later on in the transformation that the operational value streams uncovered friction with the more bureaucratized management. This again highlights the fact that they are a part of a government agency and inevitably influenced by its politicized nature. In this case it seems to interfere with the supposed mobility expected when having a new network organization based on ideas of agility. Several respondents further testify to a lack of flexibility in the Network, as resources become difficult to move and rearrange, stuck in just another structure where divisions become important.

We must be able to change these value streams so that they are adapted to a value delivery that makes sense. But we've never really gotten that far because there are some politics sedimenting our value streams [...] because they are divided into departments, it has become very difficult. So there is definitely a political impact on this agile organization, even if you think it should be a network organization. You still can't just crush those structures. (*Agile Coach D*)

To facilitate flexibility one section manager believes that more responsibility in terms of budget and the right to make decisions should be put on the Network organization. Furthermore, explaining why it has not been done already, is due to the government delegations. Apart from Network responsibilities versus Hierarchy responsibilities, one respondent emphasizes the importance of the budgets, and that who owns them have a lot of decision making power. “The managers who sit on a budget post are also the ones who decide how things are handled. It is very clear.” (Portfolio Member A). The delegation and work order, the Networks task to deliver value, and the budget allocation, all have the effect of confusion upon the organization. Confusion of how, when, and by whom decisions are made, and then, when they are made, if they are legitimate decisions. The latter emphasizes uncertainty of mandate amongst the organizational members, one respondent noting that one tactic amongst management to get their way is to ask the director-general directly. In this way, no one can argue against the decision that has been made, as the director-general undoubtedly possesses the highest rank and therefore power to make final decisions. Ultimately, the confusion on responsibilities and mandate results in ambiguity in what should be prioritized. This inhibits the organization's ability to continue to foster change and improve the issues in the dual organizations that now impedes the agile evolution at the Swedish Authority.

Discussion

The following discussion will answer the research question of how individuals can sustain coexisting logics in practice by analyzing the case of the Swedish Authority, and is structured as follows. Firstly, the institutional logics based on the empirical material and theories on ideal institutional logics are identified (Goodrick & Reay, 2011) and their differences are highlighted. Furthermore, describing how the implementation of the agile way of working has formed a structural hybrid with theories on compartmentalization (Høiland & Klemsdal, 2020). Secondly, building on Perkmann et al. (2019), challenging that a compartment only contains a single logic and how these logics are protected from each other. Emphasizing the importance of dual roles and work on the individual level in order to sustain a structural hybrid in practice, and with it, coexisting logics.

Institutional Logics at the Swedish Authority

By analyzing the empirical data, using a bottom-up pattern inducing method (Reay & Jones, 2016), together with the characteristics of ideal institutional logics described in the theoretical framework of this study, two main logics have been identified: the state logic and the professional logic. The following section will highlight these characteristics and to maintain clarity in the analysis, the discussion will focus solely on these two logics.

State logic

The Swedish Authority was created by the state and works on behalf of the government, solely with the purpose to serve the Swedish society. Therefore, there has always been an undeniable governmental connection within the organization. The state dependency is constantly evident within the Swedish Authority, primarily through the fact that the organization must constantly respond to and manage decisions and legislative changes made

at the state level (Goodrick & Reay, 2011). There are also reporting requirements placed on the agency where they must continually demonstrate progress in their work and present reports. Furthermore, the state has direct influence on the work processes within the authority (Goodrick & Reay, 2011). This can be seen in the aforementioned documents that outline responsibilities, work regulations, and delegation orders. These documents not only specify who has decision-making authority within the organization, but also provide instructions and guidelines on how decisions should be made.

Furthermore, governmental control is constantly reflected in the tasks performed by the organization and through these governing documents. Moreover, employees also highlight that the state's dependency and mission are clearly reflected in the culture of the organization. There is a widespread belief that acting as a civil servant is a vital responsibility, which the organization and its individuals carry. Therefore, there is a strong belief that nothing can go wrong, and this value is closely linked to legitimacy. The authority has a good reputation in the eyes of the Swedish population, and this is central to the authority's ability to continue fulfilling its mission (Thomann et al., 2016). However, in some cases, employees may feel constrained in their decision-making due to the strong sense of responsibility, which makes them hesitant to make decisions that may result in mistakes. Based on the descriptions given, it is clear that the authority is influenced by the state in its operations. The authority's purpose and work processes are directly linked to the state, and there is a clear delegation of responsibility (Thomann et al., 2016). The employees of the authority also confirm that state responsibility is an integrated part in their culture. This highly indicates that a *state logic* is established within the authority's operations (Goodrick & Reay, 2011).

Professional logic

Although the decision to implement an agile framework was made by the director-general of the Swedish Authority, the initiative and pitch came bottom-up from employees and middle management within the IT department and service development units. Furthermore, the agile way of working has a clear origin from the IT-profession as a project management method for the development of software technologies. These two aspects combined, a growing desire from IT-professionals to perform their work according to a method developed and standardized by their professional field, strongly points towards a professional logic existing within the organization. This is in line with the characteristics of an ideal *professional logic* identified by Goodrick & Reay (2011). The agile framework also contains practices where employees are supposed to have more responsibility over their work, becoming autonomous and letting competence, the professions knowledge, steer development. Again these aspects are highly compatible with the ideal professional logic (Goodrick & Reay, 2011).

The source of professional logic could be that many of the employees at the Swedish Authority have a formal education in their profession, they have worked at for-profit businesses such as IT-consultancies before, and that they are in contact with other professionals through suppliers and consultants. Most importantly, the department is made up of professionals, meaning that day-to-day knowledge sharing is carried out with like-minded, profession-knowledge possessing colleagues. Furthermore, there is an idea within the

Swedish Authority that working agile will attract new-hires and graduates, emphasizing that working with a professional standard legitimizes the organizations towards the profession. The will to become more proactive and take charge of the work practice also materialized from the lean-agile leadership characteristics. As noted by Kruse et al. (2020), professional logic requires trust, which is a strong theme in the empirics in connection to management and leadership practices. The agile way of working brings with it a mindset in which building trust is a key facilitator to working agile, and with previous logic theory in mind, also facilitates the existence of a professional logic (Kruse et al., 2020).

Contradictions Between the State Logic and the Professional Logic

The main differences between the state and professional logics, at the Swedish Authority, materialize in who and what determines the work activities performed within the organization. It is clear from descriptions in theory of the two ideal logics that they have contradictions in the aspects of what legitimizes these determining factors. As noted by Goodrick and Reay (2011), the professional logic seeks confirmation of how tasks are performed through their professional association. Contrary to the state logic where work is highly regulated and impacted by what the state sets out. Within the Swedish Authority, contradicting determinations of practice is reflected through their issues with confusion around mandate and consequently decision making. There is a notion that the individual who possesses control over allocating the state budget or that sits on a higher ranking position within the hierarchy, is the individual who has decision making power. This experience from the empirics aligns with the organization's state delegated work orders and thereby reflecting the state logic. However, that there is any confusion around these very clearly stated work orders is rooted in the contradiction with the professional logic and the professional organization, the Network, in which it is enacted. Conflicting, since it is the Networks and the professional logics desire to work with an agile method, become more autonomous, and thereby make their own decisions to some extent. These differences will be highlighted and discussed more in the following sections as conflicts in decision making permeates the issues that the coexisting logics create.

A Structural Hybrid Through Compartmentalization

It is clear that it was through the employees and their initiatives that the transition towards SAFe began. Moreover, the employees helped motivate this transition through aligning it with the organizational objective and therefore with the state logics objective; fostering Swedish society and carrying out its mission assigned by the Swedish government. As already established, the Swedish Authority has a strong tradition of following the state logic, meaning its operations are solely aimed at performing and upholding state interests (Thomann et al., 2016). According to Perkmann et al. (2019) this alignment is an important factor in creating a structural hybrid as it legitimizes the existence of another, possibly conflicting, logic. The majority of the organization does not work in an agile manner and there are no indications in the empirics that these other parts are disturbed or affected by the agile work practices. Since the implementation was done on already existing departments, the change process was isolated to these divisions and not as noticeable for other units. Today, the IT and Service

development organization is led with an agile structure and the agile mindset is described as central for those departments. There is thus a clear demarcation where one part of the organization works differently from the rest and is allowed to do so, as their way of working does not interfere with the other work units in the organization. Hence, the department for IT and Service development can be seen as *compartmentalized* with a professional logic from the other organizational parts of the Swedish Authority, who all presumably adhere to the state logic (Høiland & Klemsdal, 2020). Therefore also making the assumption that the professional logic can be described as the *minority logic* and the state logic as the *dominant logic* (Perkmann et al., 2019). The following section will describe how this compartmentalization operates in practice.

The Compartmentalization: A Hybrid Space and Dual Roles

Looking at the theoretical definition of a *structural hybrid* and compartmentalization, it is clear that the concept intends each compartment to associate to one single logic (Høiland & Klemsdal, 2020). Within the previously defined compartmentalization, which is the organization of IT and Service development, the implementation of SAFe and with the professional logic, has taken place through the introduction of a Dual Operating Model (DOM). The DOM implies that the activities of this compartmentalization will be carried out through two units: The Hierarchy and The Network. The Hierarchy is responsible for managing and supporting the governmental link through activities such as reporting and requirement setting. The Swedish Authority has always acted with the purpose of serving the state, and there is a widespread belief that this authority must be credible and legitimate in its operations to maintain the strong trust that has been assigned to them by the Swedish population. The Hierarchy can thus be described as acting according to the state logic, connecting the compartmentalization with the Swedish Authority's dominant logic (Goodrick & Reay, 2011; Perkmann et al., 2019). Furthermore, the introduction of SAFe provided a space to expand the presence of the professional logic within the Network, therefore the Network is prescribed with the minority professional logic (Kruse et al., 2020).

Consequently, the two distinct logics, state and professional, are both still prevalent in the compartmentalization of the Swedish Authority, despite the agile practices being delimited to only this organization. The presence of two logics within this compartmentalization confirms the findings of Perkmann et al. (2019) and Saetre (2022), that compartments can have more than a single logic, defining them as a *hybrid space*. The empirics further sediments the fact that compartmentalizations are not simply decoupling logics that do not go together, making them work with separate objectives within their boundaries. Rather the compartments are still a vital part of the organization's activities, working towards achievement of organizational goals (Perkmann et al., 2019). In the case of the Swedish Authority, the rest of the organization is very much dependent on the value produced by the IT and Service development organization, as they become increasingly digitalized and are the providers of the tools needed to serve the Swedish citizens. This further indicates that the compartmentalization has some sort of mechanism in place in order to manage the two logics, as there are no signs of this being a combination, i.e. not a mixed hybridization of the state

and professional logic (Reay & Hinings, 2009). The next section will further discuss this mechanism and how the compartmentalization can operate with coexisting logics.

Protecting the Minority Professional Logic

According to Lindberg (2014), an individual can be a carrier of an institutional logic that is expressed and manifested when the individual is in a context or group where they have the opportunity to exercise the logic. In the IT and Service development organization, the professional logic might stem from professional education, previous experience, contact and knowledge sharing with other professionals (Kruse et al., 2020). It is also evident that the agile transformation has created a new space for this professional logic to exist. Meaning that the employees within the IT profession at the Swedish Authority now have a clear foundation for establishing and collectively shaping their logic (Kruse et al., 2020). Therefore, the structural hybridization, where a separation has occurred between the Hierarchy and the Network, can be described as a good condition for the establishment of the professional logic to grow. This is because two spaces have been created where IT professionals have been able to establish and develop their thoughts and logics (Lindberg, 2014). However, the empirical data describes a general issue that the IT and Service development units are facing with middle managers in their roles lacking a more widespread agile mindset. This is noted as a problem since the Network is not given the trust needed to enact their professional logic (Kruse et al. 2020). It depicts how leaders struggle to adopt the transition towards a more servant leadership, from their classical command and control leadership that has been dominant during the years when the authority worked structured as a project organization. A more agile mindset would ultimately result in taking another step towards increasing legitimacy within the IT profession (Goodrick & Reay, 2011).

As noted, the state values are often described as the backbone of the organization. Given the authority's role in Swedish society, they are expected to quickly deliver and adapt when new laws or regulations are introduced. At this point a clash can occur between the Hierarchy and the Network, i.e. the professional logic and the state logic, when new directives from the state quickly require changes within the Swedish Authority. Often described as one of the most significant issues during the implementation, leaders within the Hierarchy tend to completely abandon the agile structure and instead act according to the authority's old project format as a reaction. This indicates that the dominant state logic assumes control over the Network in situations of crisis, and the boundaries set out by the compartmentalization to reduce the risk of these types of clashes (Høiland & Klemsdal, 2020), becomes more difficult to uphold. When traditional project teams are created, employees are often hand-picked from their agile teams to participate in a new task-force. Consequently, planning and resource allocation is disrupted and employees not picked for project teams experience uncertainty and feelings of inadequacy. This further points to a conflict between the two logics, where the professionals' minority logic become vulnerable to the state logics dominance.

In the case study of Perkmann et al. (2019) another aspect of the existence of the compartmentalization was the occurrence of *shielding*. By protecting organizational members from conflicting logic influence, tensions and conflicts between the two logics were reduced.

In their study, this applied especially to those operating under the dominant logic who reacted poorly to too much influence from the minority logic (Perkmann et al., 2019). In this case of the Swedish Authority, the opposite is prevalent. As noted above, the agile mindset, and with it the professional logic, has difficulty gaining a foothold within both the Network and the Hierarchy. This as there are continuous disruptions from project initiatives, a favored instrument of control within the dominant state logic. At the same time, trust in the agile approach and its mindset cannot be established as the network never gets the opportunity to prove itself, since major initiatives and changes are handled with project methods. Consequently, the Swedish Authority has ended up in a spiral where development cannot occur and a need for the minority professional logic to be protected from the dominant state logic is more pertinent. The one example from the empirics where this type of situation was averted was when a middle manager, who possessed a dual role within both the Hierarchy and the Network, chose to protect their team by standing up against pressures from top management, sheltering them from external disruptions. Much similar to the case of Perkmann et al., (2019) where actors possessing dual roles were able to perform shielding of their younger researchers with the dominant academical logic, sensitive to the exposure of the conflicting commercial logic. However, Perkmann et al., (2019) have emphasized the protection and strengthening of the dominant logic. The problems of conflicting logics within the Swedish Authority's compartmentalization seems to indicate that it does not matter whether it is the dominant or the minority logic. Rather it is the nature of logic and the context it operates in, most importantly how detrimental its coexisting logic can be, that determines whether or not it needs to be protected and shielded. In the case of Perkmann et al., (2019) it might have been that the values of the academic logic strongly opposes the capitalistic objectives of the commercial logic, to the extent that it might seem damaging to the research, especially amongst those who are newly graduates and strongly rooted in academia. In the case of the Swedish Authority, the professional logic requires its trust and space to be able to be performed (Kruse et al. 2020; Lindberg, 2014), making it more sensitive to disruptions. For the dominant state logic, the professional logic is highly unlikely to be able to have the same impact and therefore does not pose the same threat. This since they operate in the context of a much larger government agency deeply rooted in coercive restrictions which are government ordered, on decision-making, work activities and most importantly the organization's mission. The compartmentalization is sufficient in shielding the state logic from the professional logic, but not in shielding the professional logic from the state logic. The following section will immerse into how shielding is made possible by individuals possessing dual roles, furthermore how coexisting logics within the compartmentalization are sustained by individuals.

Navigating State and Professional Logics in Dual Roles

On the aggregate level, the agile work practices in the structural hybridization seems to be working well. However, going beyond the organizational level, within the compartmentalization, there are conflicts on the individual level especially visible for the roles of management. These issues are often referred to the dual operating model and that many middle managers possess *dual roles*, with one traditional managerial role in the

Hierarchy and then an agile work role in the Network. According to Perkmann et al. (2019) these types of dual roles can have the ability to manage the logics within the structural hybrid. In comparison to examples of dual roles in Perkmann et al. (2019), the Swedish Authority displays even more complex activity where managers move between the Network (professional logic) and the Hierarchy (state logic) on a daily basis. In the empirics, dual role managers describe it as wearing two different hats, constantly having to think about which hat they are wearing and whose interests they are serving in that particular situation. These hats indicate a switching between the professional logic in their Network role and the state logic in their Hierarchy role. Further considering the findings from Sirris (2019) article on professional identities and managers roles, it becomes clear that during a transition, managers may struggle to identify with the new logic that is being established. In the Swedish Authority, managers are often identified as the role most affected by the change in organizational structure and working method. In the later stages of the agile transformation they are highlighted as a main source of tensions, especially in terms of their decision making power overthrowing the agile structure along with the professional logic. According to Sirris (2019) managers are more likely to prioritize the logic closest to what allocates their managerial role. Based on the collected data, it is evident that managers will always have the state's interests at heart since their role is to serve the state and report back to the state. Most prevalent in the cases of relapsing to old project management activities, it becomes difficult for managers to fully align with the professional logic when they are in the Network, as the idea of fulfilling the state's mission always lies closest to their managerial role, similarly to what is discussed in the article by Sirris (2019).

Although dual role managers have struggled with the initial transition towards the agile way of working and many favor the managerial role with state logic, the empirics signal a change. As managers experience that they can develop the ability to keep and shift between two hats, two logics, over time, as they slowly gain a greater understanding of and establish more trust in the professional logic. Moreover, as middle management become more comfortable in their roles, they are better able to act and govern from different perspectives, depending on whether they are in the Hierarchy or the Network. This shows that some managers, with access to both sides of the DOM, have been successful in separating their logics according to what work activity they are performing and with whom. By operating both in the Network and the Hierarchy they have been able to identify where it is most appropriate to enact either the professional logic or the state logic, in line with the concept of *segmenting* defined by Smets et al. (2015). Through the individual separation of logics, segmenting, management is able to sustain both logics within the compartmentalization, promoting the interest of both at the same time. As noted by Perkmann et al. (2019), the dual roles have the ability to mediate conflicts as they possess credibility in both logics. In the Swedish Authority it is the dual roles who can protect the minority professional logic from the dominant state logic. Coming back to the example where one middle manager successfully shielded his team in the Network against state logic project initiative. This resulted in the agile workgroup being able to work undisturbed with their tasks, completing them with the agile method and being able to present a successful example to the Swedish Authority. Further proving that in the case of

the Swedish Authority, the shielding abilities of the dual roles through segmenting logics, is central to establishing and building trust in the professional logic.

Despite the fact that middle managers have learned to handle their dual roles well over time, disruptions still occur. Respondents note that in this late stage of the transformation, it is managers who only possess one role, within the Hierarchy, who tend to initiate the project initiatives. So far, it has been established that the Network adheres to the professional logic and that the Hierarchy adheres to the state logic, with the dual roles of middle managers shielding and mediating these two logics through segmenting (Perkmann et al., 2019; Smets et al., 2015). Begging the question of how these middle managers with a single role navigate the hybrid space. Together with little transparency and knowledge of how the Network actually works, they are greatly affected by the lack of exposure to the professional logic. In McGivern et al. (2015) a change in what legitimizes the professional role through the hybridization with the managerial role can be identified. In the Swedish Authority a change in what legitimizes the managerial role is noted through the agile transformation. This as a call for a new type of leadership and understanding of the agile mindset materializes and is highly valued by the professional logic. Further noticeable for middle managers with dual roles within both the Hierarchy and the Network, as they have been influenced to adopt both logics and over time learned to maneuver them. If old single-role hierarchy managers are able to adapt to these new agile capabilities, where the professional logic is more present, is more complex. Contrary to McGivern et al. (2015) it seems the pressure to adapt to professional logic legitimization is not high enough for single-role Hierarchy managers operating under state logic. As respondents constantly emphasized learning and understanding for the agile way of working, these aspects are somewhat voluntary for middle management to engage in. The empirics also witness a spiral of Hierarchy disruption and the Network failing to prove the agile method, a conflict between the state and professional logic and lack of shielding. As a result, the pressure for middle management to knowledge-build and embrace the role of the lean-agile leader has slowed. The findings further note an issue of power struggle, where it is evident that management has desires to control the tasks of the Network. The agile mindset requires some level of autonomy within the teams, autonomy that hollows out a manager's authority. This might be something that not every manager is ready to give up and with a lack of knowledge rejects their roles as lean-agile leaders, and with it the professional logic. Although tasked with a lot of challenges, there are indications in some locations of the Swedish Authority where single-role hierarchy managers are successfully segmenting and shielding the professional logic without possessing an "official" dual role in the Network.

The empirics present an example of how one new geographical location, where all new middle management was hired on the basis of having a lean-agile leadership, do not have the same issues of disruptions as other work locations that existed before the agile transformation. McGivern et al. (2015), notes that individuals react differently to the emergence of a new logic in their work role. In the case of the Swedish Authority, newly hired managers either are IT professionals or have understanding of the agile way of working. Accepting their managerial role with state responsibilities at the job offer, together with the role description of being a lean-agile leader. By having knowledge of agile methods they can

take a step back and give the Network the space and trust needed to enact their professional logic (Kruse et al., 2020). Further establishing the respondents notion that knowledge and understanding is key to enable the hybrid space. Building on Perkmann et al. (2019), this indicates that those who hold the “official” dual roles are not the only ones able to perform shielding and strengthening of one logic to enable the hybrid space. By learning and understanding how the professional logic operates, confident that the Network can deliver the same or better value to the state with their agile working method, an old single-role hierarchy manager adhering to the state logic should be able to uphold the space where employees can enact their professional logic. Proven by the existence of newly hired managers, a more ambiguous dual role emerges. This concludes that the professional logic can still be approached by single-role hierarchy management through their roles as lean-agile leaders. Segmenting the state logic to adhere only to their role as hierarchy managers, determined in this analysis as vital for the coexistence of logics within the compartmentalization.

However, establishing that dual roles can be possessed through hierarchy managers taking on the role as a lean-agile leader does not address the fact that it is voluntary and lacking incentives to do so. Noted in the sections above, hierarchy middle management does not acknowledge the professional legitimacy of their role as they do not adhere to the professional logic. A possible solution therefore lies in employing determinations of the state logic to motivate a lean-agile leadership and thereby possibly enabling the professional logic. The empirics note a repeated need of sponsorship from the top management, furthermore it emphasizes the clarity and final-say in orders that come from the very top, especially from the director-general. Very clearly linked to the coercive characteristics of the state logic that permeates the organization and the roles of Hierarchy management. Therefore, a continued, more visible, support from top management towards the agile way of working could be the answer to resolving conflicts between the coexisting logics. Previous literature on managing coexisting logics at the individual level note that individuals can use elements from competing logics to work in the interest of the actor's dominant logic (McPherson & Sauder, 2013; Andersson & Liff, 2018). Based on this, concluding that middle managers at the Swedish Authority could be forced to learn and adapt to the professional logic, through the support of the state logic. This by top-management confirming what now legitimizes the managerial role: the lean-agile leadership stemming from the professional logic. Potentially, the compartmentalization can be sustained through the work of individuals' dual roles and their segmenting. Enabling the Swedish Authority to benefit from the values delivered by inclusion of the minority professional logic within the organization while fulfilling their organization's purpose; serving Swedish society.

Conclusion

This study presents an example of a structural hybrid in a government agency, where the compartmentalization of an agile way of working in the organization's departments for IT and service development enabled a second logic to emerge and cement through the Dual Operating Model (DOM). The purpose of this study was to examine how coexisting logics can be sustained by individuals in practice. In summary, this concludes that in the case of the Swedish Authority, individual managers who possess dual roles are able to manage the

coexisting logics within the compartmentalization by their ability to segment the professional logic and the state logic. That being the ability to enact the appropriate logic in a specific situation and context. Furthermore, sustaining the coexisting logics is mainly done by dual role managers shielding the minority professional logic from state logic interference.

To reach the aforementioned statement, the study firstly identified the logics within the organization through the pattern inducing method. Here, two were found as the most prominent. One being the state logic, in which further analysis established it being the dominant logic of the Swedish Authority and further strongly attached to one side of the DOM, the Hierarchy. The other being the minority professional logic, which manifested through IT professionals and other organizational members when enacting the agile way of working in the Network of the DOM. Since the agile way of working and thereby the professional logic was only apparent in this part of the organization, a compartmentalization was identified, confirming this being a case of a structural hybrid. However, within the compartmentalization both logics were discovered to be present, which confirms previous studies that have also challenged that a compartment only adheres to one logic. At this point it is valuable to clarify that although the compartment contains more than one logic, it was concluded to still not be classified as a mixed hybrid. This since there were no signs of the two logics being combined when enacted by those operating in the compartmentalization. Instead, since the logic appeared to be separated through the DOM, an example of a structural hybrid emerged. Once this foundation for further analysis was established, the study turned to what was particularly interesting in the case of the Swedish Authority; that the dual roles move in between the two logics on a daily basis. Management who possess these dual roles was as a result often highlighted as the main source of tensions both during the implementation and the process of trying to work according to the agile methods and mindset. These tensions were identified as grounded in difficulties for middle management in separating the logics that adhere to their dual roles. Which often lead to a prioritization of their managerial role and consequently the state logic. It was also established that managers can learn to separate the two logics over time, as they learn in which environment and situations which role is appropriate and with it, what logic is appropriate to enact. Furthermore, it was argued that managers who only possess one role can still act as dual role mediators, this through taking on a more ambiguous role as the lean-agile leader. Through a role of leadership, the managers can support their employees with a professional logic, shielding them from the state logic that adheres to their hierarchy management role. However, the motivation to take on the role of a lean-agile leader is inhibited by a lack of sponsorship from top-management, which is greatly valued in the state logic, and the lack of shielding. Consequently it is argued that the state logic can be used as a tool to foster the professional logic, as state logic characteristics such as top-management orders can pressure management to adopt a lean-agile leadership. In conclusion, the case study of the Swedish Authority shows that a structural hybrid with a compartmentalization containing two coexisting logics can be sustained through the work of individuals' dual roles and their ability to successfully segment institutional logics and shield the logic that is most vulnerable to exposure.

The contributions of this study are several, the case of the Swedish Authority itself is an interesting example of how societal digitalization may change the structures and logics of government agencies. This since the IT profession is becoming more prominent across many different types of organizations. Furthermore, the importance of dual roles is emphasized. The study shows that the work on the individual level, done by the middle managers, is most important to be able to sustain a structural hybrid. Contributing to individual-level studies in the literature of organizational hybrids by stating that the dual roles in the Swedish Authority employed segmenting the logics in order to successfully sustain their coexistence. The study further confirms that a compartmentalization can contain more than one logic without it becoming a mixed hybrid. More on this topic is that the process of shielding logics that the dual roles perform is noted as context dependent. This since we identified the minority logic as needing protection, contrary to a previous study where the dominant logic required the shielding in order to sustain the structural hybrid. Possible managerial implications include the importance of leadership as a way to deal with coexisting logics. Learning appropriate ways to approach and support employees who operate under a different logic. This to be able to access the value that another logic may produce. In this case, the professional logic of the IT employees have altered the working method, and could possibly produce value to the organization that the state logic could not. Applying to both top and middle management, by staying attentive and letting employees operate under this professional freedom, the mission of the primary logic; to serve the Swedish Society, might be more effectively fulfilled.

For future research other types of organizations could be examined. In the pre-interview's for this study, several different industries and sectors were included, all who were adopting the agile way of working, several of them particularly SAFe and many witnessed management issues in the transition. As the world becomes increasingly digital, the IT profession is integrated in many different types of organizations and it would be interesting to see if the work of dual roles carry the same importance to sustain a hybrid in other types of organizations that possess a different dominant logic than the state one of this case. Furthermore, there is a need for more studies on the hybrid space, that being the compartments containing more than one logic. There should be more examples of this phenomenon as compartments are often not isolated and still very much involved in the organizational work. Especially since the boundaries of compartments are not necessarily physical, as noted in the case of the Swedish Authority and its virtual network organization.

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