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Organising for infrastructure development programmes

Governing internal logic multiplicity across organisational spaces

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Organising for infrastructure development programmes: Governing institutional logics across organisational spaces

Abstract

Programme organisations operate in complex environments under the influence of multiple institutional logics. Previous studies have focused on how these kinds of organisations respond to external demands by implementing appropriate governance structures. This, however, produces an understanding of programme organisations as being unitary and working to integrate programme activities and practices under one dominant internal institutional logic. In this paper, we study the consequences of internal logic multiplicity for the governance of programme organisations. Drawing on data from a major Danish construction programme we show how, in order to achieve its mission, the programme organisation incorporates three distinct logics into its daily activities and practices. The findings illustrate how a compartmentalised structural approach is applied to differentiate and independently deal with three prevailing logics in structurally distinct organisational spaces. To avoid fragmentation and ensure coordination, governance mechanisms are put in place that coordinate activities and practices across the organisational spaces whilst maintaining their compartmentalisation. The paper thus contributes to the literature on programme management with insights on how the institutional context influences programme structures and operations, and how governance mechanisms are established to manage tensions between competing logics across organisational spaces.

Keywords

construction industry, governance, hybrid organisation, infrastructure development, institutional logic, organisational space, programme management.

1. Introduction

Modern societies are progressively confronted with demands for economic and social infrastructure improvement (McKinsey Global Institute, 2017), resulting in significant investments in existing and new infrastructure. These investments are increasingly taking the form of large-scale projects and programmes, characterised by high degrees of complexity, long duration, and extensive stakeholder involvement (Denicol *et al.*, 2020; Flyvbjerg, 2014; Söderlund *et al.*, 2017). Hence, they provide numerous challenges for the involved actors and empirical studies frequently identify poor project performance, and reports of scope creep and cost and time overruns are prevalent (Flyvbjerg, 2014; Giezen, 2012). Furthermore, it is not uncommon that they upon completion are deemed not to meet the objectives for which they were initiated (Altshuler and Luberoff, 2003; Priemus, 2010). In their review of the megaproject literature, Denicol *et al.* (2020) suggest that the main reason for such issues is an insufficient understanding of how firms organise themselves among partners and suppliers, and how in-house and external capabilities are combined in the delivery of projects.

There are many ways of organising large public infrastructure development, encompassing arrangements from conventional arm's length works contracts to public-private partnerships that combine separate arrangements into one contract (Grimsey and Lewis, 2007; Klijn *et al.*, 2007). Regardless of which, the investment is commonly organised in the form of a programme of projects and/or sub-projects (Davies and Brady, 2016; Davies and Mackenzie, 2014; Turner and Müller, 2003). At the core of these arrangements is the establishment of a standalone, temporary organisation under the auspices of a client. This programme organisation is responsible for managing the overall programme and the interfaces between projects, as well as coordinating and integrating the efforts of the parties involved in the project activities (Davies and Mackenzie, 2014; Davies *et al.*, 2009). Typically, the

arrangement will include inter-organisational collaborations, such as alliances, frameworks and joint ventures (Pitsis *et al.*, 2018; Project Management Institute, 2017).

Of note is that investment in large infrastructure assets, for the vast majority of public sector clients, is inherently lumpy and therefore poses a number of challenges in terms of aligning the objectives of individual projects with the core operations of the client organisation (Winch and Leiringer, 2016). Ensuring alignment is by no means an easy task, as the programme organisation often draws together actors pursuing different strategic objectives and likely are operating on basis of different rationales and business models (Liu *et al.*, 2019). This means that programme organisations exhibit the characteristics of hybrid organisations in combining aspects of multiple organisational forms (Battilana *et al.*, 2015), including distinct capabilities, resources and governance structures, in pursuit of a common mission (Borys and Jemison, 1989; Quélin *et al.*, 2017).

The literature on hybrid organisations emphasises that such organisational arrangements are subjected to multiple institutional logics (Besharov and Smith, 2014). These logics are perceived as sources of tension emerging from having to incorporate potentially antagonistic practices that may not easily work together (Pache and Santos, 2013a) and therefore challenge the organisations' internal operations (Battilana and Dorado, 2010; Ebrahim *et al.*, 2014).

Thus, while programme organisations are argued to ensure integration and coordination of multi-firm assets, competences and resources in the delivery of projects (Project Management Institute, 2017), theorising these from a perspective of hybridity (Doherty *et al.*, 2014; Pache and Santos, 2010) raises important questions of how contradictions arising from multiple logics may be handled.

The aim of the paper is to contribute to a deeper understanding of how programme organisations, as a distinct form of hybrid organisation, integrate and coordinate their assets,

competences and resources when being exposed to multiple institutional logics. We draw on a two-and-a-half-year case-study of a major infrastructure delivery programme providing 40 new schools and day care institutions for the City of Copenhagen, Denmark. We mobilise the concepts of institutional logics and hybrid organisations to frame the examined programme organisation as a hybrid organisation that combines multiple logics. Additionally, the concept of organisational spaces is applied to show how compartmentalisation is adopted as an approach to avoid contradictions from incompatible logics. We, thus, seek to contribute to programme management and project organising research with insights on how the institutional context influences programme structures, activities and practices, and how governance mechanisms ensure coordination across organisational spaces within the temporary organisation.

The paper proceeds as follows. First, we provide a brief overview of the programme management literature emphasising that programmes can take different forms and how this, in turn, influenced our understandings of how they are organised and managed. We also show that recent studies within the category of programme that is of interest here – infrastructure development programmes - have primarily focused on structural contingency, i.e. structure and control. We then go on to introduce the concepts of institutional logics, hybrid organisations, and organisational spaces and discuss their contributions to the study of programme organisations. After describing the case, collection of empirical material and the structure of the analysis, the empirical findings and analysis are presented. We show how complexity arising from multiple logics is managed in the programme organisation through the creation of organisational spaces that compartmentalise the logics. Finally, we focus on the characteristics and interconnectedness of the organisational spaces and the effect of compartmentalisation for programme management. We conclude by suggesting that

programme management is less about integration of firm assets, competences and resources, and more a question of management of tensions through continuous adaptation.

2. Programme management and theoretical background

A programme can in broad terms be understood as a group of related projects that share the same resources and is managed by a programme organisation to achieve one, or a set of strategic objectives (Lycett *et al.*, 2004; Turner, 2014). It follows that programme management involves the coordinated management of a series of interconnected projects and other non-related work (Maylor *et al.*, 2006). Research interest in programme management as distinct from project and portfolio management has steadily increased over the past 30 years, which has resulted in a substantial body of work (Artto *et al.*, 2009; Lycett *et al.*, 2004; Martinsuo and Hoverfält, 2018). This work is diverse in nature stemming mostly from the many different interpretations of what programme management entails, the context in which the programme is embedded and what exactly it is that it sets out to achieve (for examples of programme typologies, see Ferns, 1991; Gray, 1997; Pellegrinelli, 1997). A simple dichotomy is usually found between viewing the programme as a means to deliver on a common mission through the execution of a series of projects, and in viewing the programme as a means to manage organisational change. The latter category is concerned with issues such as the creation of new business or changing the business of the organisation, developing new or more effective ways of working, or expanding on collaborations and external relationships (Martinsuo and Hoverfält, 2018). The former is concerned with managing a set of projects to add value, located outside the project domain, which would not have been achieved if the projects were managed separately (Winch, 2010). This is also the view that dominates in the literature that deals with infrastructure development projects (e.g. Liu *et al.*, 2019; Rijke *et al.*, 2014).

Two main themes of research regarding infrastructure development research deserves to be mentioned. The first is the strand of literature that builds on the resource-based view and focuses on ‘project capabilities’ (Davies and Brady, 2016) and the need for the acquisition and development of operational and dynamic capabilities within the programme organisation (Adam *et al.*, 2020; Davies and Mackenzie, 2014). This research has done much to develop our understanding of the resourcing of programme organisations and how this develops over the programme lifecycle. The other strand of literature focuses on structural contingency (Lycett *et al.*, 2004) and seeks to identify and improve on attributes such as structure and control within the programme organisation (cf. Rijke *et al.*, 2014). Core issues of interest are programme governance, coordination and adaptation. Both strands of literature highlight the need to achieve robustness, e.g. in the integration of resources, as well as flexibility in management of the programme in order to deal with changing dynamics and external contexts. Indeed, this is commonly considered as a key challenge to effective programme management (e.g. Sanderson, 2012) and given considerable attention. Little emphasis has, however, been placed on examining how programme organisations design and continuously adapt their governance structures to deal with complexity arising from their efforts to handle potentially incompatible needs and demands (Artto *et al.*, 2009; Martinsuo and Geraldi, 2020; Rijke *et al.*, 2014).

By mobilising an institutional approach to programme management as advocated by e.g. Biesenthal *et al.* (2018) and Söderlund and Sydow (2019), we seek to move away from the dominant perspective of programme management as being mostly about integration and coordination of resources. Instead, we put focus on the management of tensions arising from internal logic multiplicity, and the governance mechanisms employed to achieve stability in the programme organisation.

2.1 Institutional logics

Institutional logics are, according to Greenwood *et al.* (2010), the master principles of society that guide social action. They are socially shared cultural beliefs, practices, rules and values that constitute legitimate behaviour within an organisational field (Thornton and Ocasio, 1999). Institutional logics manifest at the societal level as well as the organisational field-level (Besharov and Smith, 2014), and the concept provides an analytical lens for studying the link between institutional orders of society and organisational action, form and identity (Friedland and Alford, 1991; Thornton and Ocasio, 2008).

Initially much focus was put on the emergence and diffusion of dominant logics at the field-level. However, over time this focus has increasingly shifted to treat organisations as operating in so-called pluralistic environments characterised by multiple and often contradictory logics (Kraatz and Block, 2008). When operating in context of institutional plurality, organisations must embrace demands from multiple institutional environments to gain legitimacy (D'Aunno *et al.*, 1991; Greenwood *et al.*, 2011; Tolbert and Zucker, 1983). More recent contributions have also started to focus on the effects of institutional plurality on business models and governance strategies in organisations (Ocasio and Radoynovska, 2016). It is argued that an understanding of how logic multiplicity can be handled is important, as institutional plurality may be a source of ambiguity or tensions that an organisation has to handle (Greenwood *et al.*, 2011; Mair *et al.*, 2015). In particular, the research on hybrid organisations has explored the implications of logic multiplicity for organisational performance, including organisations' ability to retain their hybridity to avoid mission drift (Battilana and Dorado, 2010; Ebrahim *et al.*, 2014).

2.2 Hybrid organisations

In early work, Borys and Jemison (1989) describe hybrids as organisational arrangements that use resources and/or governance structures from more than one existing organisation. They go on to argue that hybrids avoid many of the organisational issues that conventional or unitary organisations might suffer from, such as resource scarcity, lack of facilities to take advantage of economies of scale, or risks that are more appropriately spread across several business units. More recent conceptualisations of hybrid organisations emphasise the importance of managing not only the resources and structures, but also the different and sometimes contradicting logics that govern parts of the organisation (Battilana *et al.*, 2017; Haveman and Rao, 2006). Here the establishment of hybrid organisations is proposed as a useful way of dealing with demands from multiple institutional environments, due to their ability to incorporate multiple institutional prescriptions in their activities (Jay, 2013; Mair *et al.*, 2015; Pache and Santos, 2013a).

Hybrids incorporate and potentially reconfigure institutional prescriptions from multiple institutional environments that conventionally may not work together (Tolbert and Zucker, 1983; Tracey *et al.*, 2011). This means that hybrids by nature are pluralistic arrangements embodying multiple institutional systems (Kraatz and Block, 2008) that can take different forms and dynamically vary in scope and content depending on the institutional demands they are exposed to and try to address (Gottlieb *et al.*, 2020).

Hybrids have also been argued to allow for the pursuit of multiple agendas by combining organisational forms, rationales and resources in their activities, structures and processes (Battilana and Lee, 2014; Jay, 2013). This is, however, also a potential source of complexity (Greenwood *et al.*, 2011), as it means that they are subjected to institutional plurality and experience prescriptions from multiple logics at the same time. The combination of logics

within an organisation can however vary across time and contexts (Besharov and Smith, 2014; Perkmann *et al.*, 2019). As such, hybrids are “arenas of contradictions” (Pache and Santos, 2013a, p. 972) that operate under influence of multiple logics, which challenge internal operations and may lead to organisational paralysis if neglected (Battilana and Dorado, 2010; Pache and Santos, 2010).

Previous studies have discussed and suggested two general solutions to the challenge of managing institutional complexity in hybrids (cf. Greenwood *et al.*, 2011; Skelcher and Smith, 2015). Blended hybrids combine distinct logics and their associated organisational forms, identities and rationales into one dominant logic that governs the entire organisation. Alternatively, compartmentalised, or structural hybrids, rely on organisational setups where different logics dominate in different compartments within the organisation. These logics can be compartmentalised either within loosely-coupled units or within bounded spaces of the organisation (Perkmann *et al.*, 2019).

Organisational spaces are spatial configurations or areas constituted by ongoing relations within and between organisations and institutions (Yeung, 2005). A burgeoning literature has started to investigate the relations between organisational space and institutional influence. Here, the notion of space is used to describe settings at the micro-, meso-, or macro-level where actors are protected from prevailing institutionalised prescriptions, which enables them to diverge from conventional ways of operating (Cartel *et al.*, 2018; Greenwood *et al.*, 2011; Perkmann *et al.*, 2019). In this sense, the concept of organisational space provides a multi-level perspective that links the everyday activities of organisations to the wider institutional prescriptions under which they operate (Barley and Tolbert, 1997; Smets *et al.*, 2012).

2.3 Organisational spaces

The concept of organisational spaces has over the past two decades developed into an analytical approach to understand the social production of organisational life, behaviour and practices (Beyes and Steyaert, 2011; Daskalaki *et al.*, 2008). In this period, the concept has matured from examining tangible spaces and their functions to examining more abstract categories of spaces wherein communication, management and organising of intra-organisational meanings take place (Taylor and Spicer, 2007; van Marrewijk and Yanow, 2010).

Taylor and Spicer (2007, p. 326) suggest that organisational spaces should be considered an “umbrella construct, under which organisations can be understood as spatially embedded at various levels”. This is also reflected in the many conceptual variations that exist, such as experimental spaces (Cartel *et al.*, 2018), free spaces (Polletta, 1999), hybrid spaces (Perkmann *et al.*, 2019), institutional spaces (Gottlieb and Frederiksen, 2020), project spaces (Bosch-Sijtsema and Tjell, 2017), relational spaces (Kellogg, 2009), social spaces (Lefebvre, 1974 [1991]) and socio-technical spaces (Clausen and Yoshinaka, 2007). Each of these variants foregrounds a distinct spatial feature of organisational practice. Polletta (1999), for instance, describes free spaces as small-scale settings within a community that are removed from the direct control of dominant groups and allow for political mobilisation. Analogously, experimental spaces refer to temporary settings where actors can experiment with alternative models of action without the pressure to conform to wider institutionalised scripts (Cartel *et al.*, 2018). Organisational spaces thus direct attention to processes of social order and demarcation, and provide a perspective on organising that focuses on the recursive relationship between structure and practice of an organisation and institutional influences.

It follows from the above that, organisational spaces are dualistic in the sense that they are social products (i.e. outcomes of organisational action) as well as generative forces (i.e. provider of organisational action) (Beyes and Steyaert, 2011). Organisational spaces include and isolate certain *space members* while leaving others excluded (Clausen and Yoshinaka, 2007). They furthermore consist of positive and negative power relations and governance mechanisms that enable and constrain production and reproduction of action thereby influencing the performance of the organisation (de Vaujany and Vaast, 2014; Kornberger and Clegg, 2004). Action in organisational spaces seldom only affect the subsequent activities in the space, but also impact on other spaces within the organisation (van Marrewijk and Yanow, 2010).

An organisation can create organisational spaces to deal with multiple logics (Battilana *et al.*, 2017; de Vaujany and Vaast, 2014; Perkmann *et al.*, 2019). In some circumstances, organisational spaces are created to modify elements of a dominant logic that conflicts with minority logics. Alternatively, organisational spaces can be created to adhere to and deal with particular minority logics.

Institutional research has been criticised for progressively renouncing micro-processes of organisations and individuals in favour of macro-processes (cf. Tracey *et al.*, 2011). Here, we apply the concept of organisational spaces to understand how organisational compartmentalisation and associated practices at the micro-level are produced and reproduced when interacting with institutional scripts at the macro-level (Barley and Tolbert, 1997; Thornton and Ocasio, 2008).

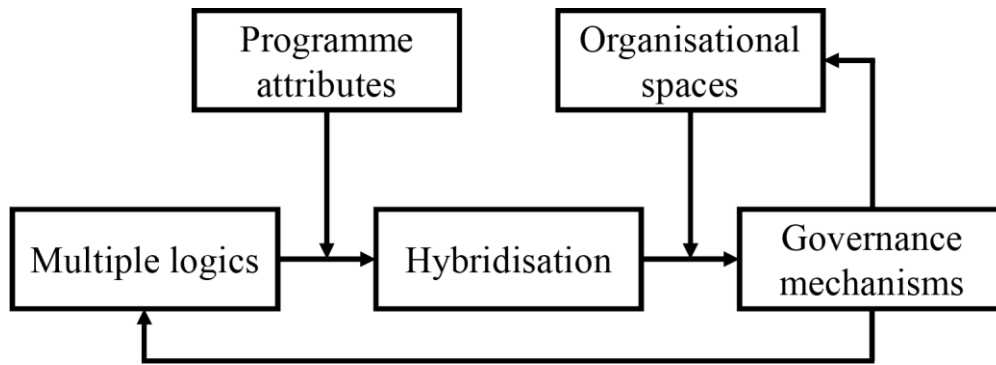


Figure 1. Conceptual presentation of the interrelations between the applied institutional concepts in the study.

Figure 1 illustrates how hybridisation can be seen as a programme specific response to the existence of multiple competing institutional logics that are spatially embedded in different organisational spaces. Interdependencies are managed by means of varied governance mechanisms, which are both causes and outcomes of organisational practices, and allow the programme organisation to address and deal with logic multiplicity.

3. Methods and research design

We draw on data from a two-and-a-half-year case-study of a major programme organisation. The study set out to explore the considerations and choices available to a programme organisation when confronted with multiple institutional logics. We applied different methods in order to collect sufficiently rich qualitative data to allow for theory building (as per Eisenhardt and Graebner, 2007). Consequently, data were collected through open-ended interviews, participant observations, and ethnographic techniques, which are elaborated further below.

3.1 Case description

The study empirically examines the single case of a major construction programme undertaken by the City of Copenhagen’s client organisation, *ByK*, and the private consortium, *TRUST*. The programme is organised as a €320M, four-year framework agreement

comprising 40 new-build and renovation projects within the typology of schools and day care institutions. The programme is the first of its kind in Denmark and is significantly larger in scope and content than anything ByK has previously undertaken.

ByK is the City of Copenhagen's department of construction and is an independent unit in the city's Finance Administration. It is one of the largest construction client organisations in Denmark with an annual budget of €190M distributed across seven administrations. In 2015, ByK tendered 219 projects and contracted directly with 420 contractors and suppliers. The organisation has 90 employees handling tasks regarding construction management, financing, legal agreements and planning permission. At the time of the study, 20 employees from ByK were involved in tasks related to the programme.

ByK's motivation for the programme was to establish a temporary public-private organisational unit that could govern and carry out the 40 projects more efficiently in terms of time, cost and quality compared to 40 individual tenders. Another objective was to establish long-term relationships with private sector organisations and to build trust regimes at programme and inter-organisational level.

TRUST is a bespoke organisation established exclusively to deliver the programme. It consists of two architecture firms, two engineering firms, one landscaping firm and one contractor. They were awarded the framework contract in autumn 2016 after winning a competitive tender based on three award criteria: price (40%), organisation and staffing (30%), and optimisation, tools and methods (30%). TRUST is an acronym for the Danish words: Tillid (trust), Ressourcer (resources), Udvikling (development), Samarbejde (collaboration) and Trimmet byggeri (lean construction), highlighting the focus of the programme organisation. The number of employees in TRUST as the programme has progressed varied from 30-120.

The programme organisation formally consists of a steering committee, an operational management group and three interdisciplinary project teams. The steering committee meets every two months and consists of one member from ByK and two from TRUST. The operational management group meets once a month and consists of two members from ByK and three from TRUST. The project teams consist of members from ByK and TRUST working on the projects. Each team has a team leader who is selected by the operational management group and assists in programme planning and allocation of project resources. Planning and governance of the programme's activities is carried out from a common programme office.

3.2 Collection of empirical material

We collected data in the programme organisation from Jan-2017 to Sep-2019 using interviews, participant observations at formal meetings, and ethnographic techniques in the programme office. We found it relevant, in an abductive manner (Alvesson and Sandberg, 2011; Dubois and Gadde, 2002), to change and adjust our research questions during the study, as the programme organisation continuously developed and constructed new empirical realities.

3.2.1 Interviews

We conducted 41 interviews with informants from ByK and TRUST using an open-ended interview approach. The interviews were simple in structure and based on a small set of questions as point of departure and guidelines for the ensuing conversations (Hoffmann, 2007). Each interview started with a brief (non-audio-recorded) dialogue about the informant's position and tasks in the programme organisation in order to familiarise ourselves with the local empirical context and ensure the relevance of questions asked (Rapley, 2001).

The first round of interviews commenced shortly after the programme organisation was established. We interviewed 13 informants who had either been involved in preparing the tender, formulating TRUST's bid, or establishing the programme organisation. In the second round, we interviewed 17 informants who had worked at project-level in the programme office for approximately one year. The third round was initiated after the programme organisation had been running for approximately two years. Here, we interviewed 11 informants who had been involved in the strategic development and governance of the programme organisation. The interviews had an average duration of 61 minutes and were performed by one to three researchers. Each interview was audio-recorded, and extensive notes were taken. All interviews were transcribed verbatim by the researchers.

3.2.2 Observations at meetings

The observations cover 42 formal meetings in the programme organisation including development meetings, dissemination and orientation meetings, induction meetings (i.e. introduction to new programme members), internal seminars, planning meetings and steering committee meetings. Participant observation is a stressful approach for the observer because it both implies emotional involvement as well as distance or detachment from the observed phenomenon to ensure scientific objectivity (Tedlock, 1991). We tried to overcome this dilemma by intentionally being passive during the meetings with exception of the development meetings where we were asked to participate actively by the operational management group.

3.2.3 Ethnographic techniques

One of the researchers used ethnographic techniques in the programme office three-four days a week (five-eight hours/day) between Feb-2018 to Sep-2019. The intent was to socialise the researcher into the everyday life of the programme organisation, establish continuing contact

with the programme members and experience the development of the programme over time. In short, the researcher was a temporary member in the programme organisation. However, unlike the rest of the programme members, he was not allocated to any specific project nor responsible for any programme-specific tasks. Instead, he could hold conversations, attend informal meetings and experience the day-to-day lived realities in the programme office. The only obligation of the researcher was to inform the operational management group of the ongoing research activities. Extensive field notes were taken to obtain an understanding of the artefacts, institutions, interactions, language and relations in the everyday life of the programme organisation (Cunliffe, 2010).

An overview of topics covered, informants, observations and days with ethnographic techniques is shown in Table 1. All quotes used in the paper have been translated into English by the authors with a focus on conveying meaning rather than providing a literal translation.

	Stage 1 Apr-2017 to Jan-2018	Stage 2 Feb-2018 to Mar-2019	Stage 3 Apr-2019 to Sep-2019
Covered topics:	Expectations and preliminary experiences; functionality and quality; products, procurement and supplies; transaction costs; understanding of the programme-model	Daily work in the programme; development of programme-specific tools; project governance; relation to parent firms	Capabilities and resources; planning of project interdependencies; programme governance
Informants interviewed:	<u>ByK</u> : Head of Construction ¹ ; Head of Finance and Secretariat; Legal Director; Head of Office I ² ; Head of Office II ² ; Project Manager; Senior Consultant <u>TRUST</u> : Business Area Director in Contractor Firm ¹ ; Facilitator; Head of Process ² ; Head of Resources ² ; Partner in Engineering Firm ¹ ; Project Manager	<u>TRUST</u> : Architectural Engineer; CEO of Contractor Firm; Collaboration Developer; Design Manager I ³ ; Design Manager II; Design Manager III; Electrical Engineer I ³ ; Electrical Engineer II; Head of Calculation; HVAC Engineer; Landscape Architect; Production Manager; Project Manager I; Project Manager II; Structural Engineer; Sustainability Specialist; Work Environment Specialist	<u>ByK</u> : Head of Construction ¹ ; Legal Director; Head of Office I ² ; Head of Office II ² ; Head of Office III; Project Manager <u>TRUST</u> : CEO of TRUST ² ; Head of Office; Head of Resources ² ; Partner in Engineering Firm ¹ ; Project Manager
Observations at meetings:	1 internal seminar; 1 steering committee meeting	7 development meetings; 12 dissemination and orientation meetings; 1 induction meeting; 1 internal seminar; 8 planning	5 dissemination and orientation meetings; 3 planning meetings

		meetings; 3 steering committee meetings	
Days with ethnographic techniques:	0 days	171 days	68 days

¹ Member of steering committee; ² Member of operational management group; ³ Team leader

Table 1. Overview over collected empirical material in the period.

The empirical material is used in the analysis to construct narratives (Tedlock, 1991) of the programme organisation's daily activities and practices and the rationales behind selected initiatives and initiated developments. The narratives are mobilised to elaborate on how institutional logics co-exist at different levels in the programme organisation, and as a basis for the definition of specific organisational spaces. The interviews in the first round had a particularly retrospective character and served as a means to acquire sufficient understanding to commence the ethnographical work.

3.3 Structure of the analysis

The analysis is structured into three parts, each focusing on everyday activities and practices in the three organisational levels of the programme organisation: (1) the steering committee level; (2) the operational management level; and (3) the project-level (as shown in Figure 2).

Each of the organisational levels has a particular intra-organisational scope. The steering committee's scope is the strategic development of the programme organisation in order to ensure its mission and is concerned with programme efficiency, market performance and contractual compliance. The operational management group's scope is the day-to-day management of the programme office, as well as issues concerning identity work in the programme organisation. At the project-level, the interdisciplinary project teams' scope is the project-specific activities.

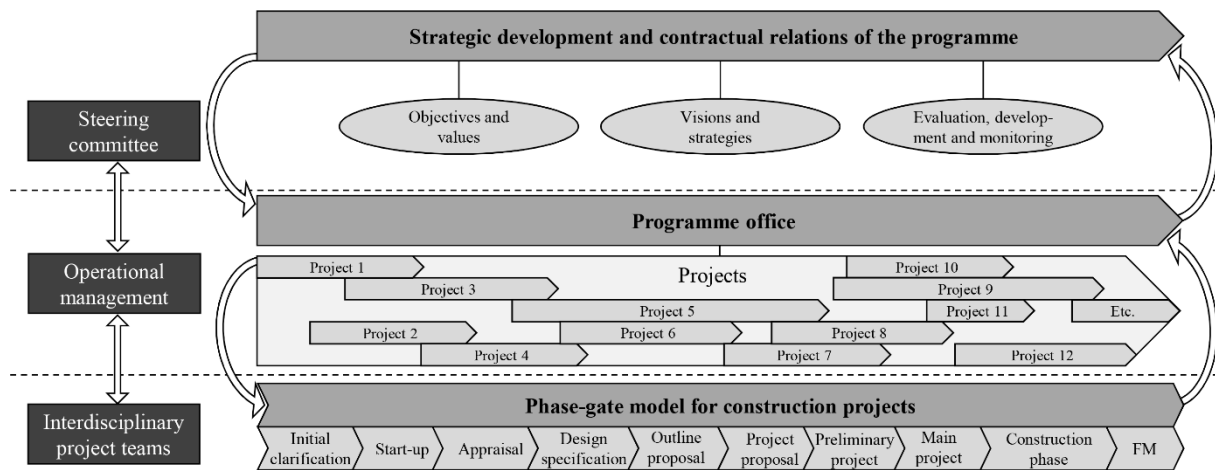


Figure 2. The organisational levels of the programme.

The arrows in Figure 2 represent formalised flows of communication between the organisational levels. Accordingly, the steering committee invites the operational management group to steering committee meetings as observers to inform them about discussions and decisions made at the strategic level of the programme organisation. The operational management group can, in turn, bring issues or unresolved problems to the steering committee meetings for principal decisions to be made. The operational management group facilitates meetings with team leaders of the interdisciplinary project teams. Here, the team leaders inform the operational management group about progress and needs of the individual projects regarding progress and resources. There are no formal lines of communication between the steering committee and the interdisciplinary project teams. The operational management group can, however, bridge decisions from the steering committee and the interdisciplinary project teams through changes in the programme office.

Each of the three organisational levels entails different forms of activities, communication, inclusion, management, meaning creation, negotiations, tools, etc., which produce as well as reproduce action and thus influence the programme organisation's performance (Taylor and Spicer, 2007).

4. Empirical findings and analysis

In this section, we analyse selected activities and negotiations undertaken in the three organisational levels of the programme organisation during the study. We illustrate how organisational spaces are shaped by practices guided by different institutional logics at the three levels. In addition, we demonstrate how these spaces influence activities and practices at the three organisational levels, and how governance mechanisms are implemented and adapted to manage tensions between them.

4.1 The steering committee level

The steering committee's main purpose is to ensure that the programme is progressing in accordance with the contractual requirements and objectives of the two parties. As such, the steering committee has to ensure that both ByK's objectives of having 40 schools and day care institutions delivered at agreed time, price and quality, and TRUST's goal of achieving market performance and profit are met. This is the programme's overall mission. The programme organisation is legally based on a framework agreement. This is a contractual agreement between ByK and TRUST that determines conditions of the projects and services that TRUST delivers to ByK throughout the programme's duration. The framework agreement covers 40 projects and represents an alternative to the conventional contractual arrangements in construction, which often apply to single projects and where changes after contract signing typically involves significant additional expenses for the client.

The steering committee considers the framework agreement as a mechanism to ensure programme efficiency and market performance by developing shared objectives and long-term commitment to the programme. TRUST, on their part, sees the framework agreement as an opportunity to develop new planning and construction methods that can support efficient delivery of projects. For ByK, on the other hand, the framework agreement is an opportunity

to ensure that their changing demands and needs are implemented in the programme without adding significant additional expenses. Hence, the contractual arrangement implies a high degree of agility and flexibility across the entire programme (Stettina and Hörz, 2015), which is also expressed by ByK's Legal Director:

“A programme consisting of uniform projects would enable economies of scale, but we opted for the flexibility that a less homogenous programme provides” (Legal Director, ByK)

The steering committee promotes a managerial setup based on *soft* (relational) contractual elements. They strive to achieve the development of common identity and a high degree of trust between ByK and TRUST, as opposed to devices of control and surveillance, which is otherwise the norm in the construction industry (Clegg *et al.*, 2002; Gottlieb and Jensen, 2012). A key driver behind the chosen managerial setup was to find an alternative to the traditional *hard-nosed* (transactional) approach to contracting, which is typically associated with negative impact on work engagement and increased opportunistic and adversarial behaviour (Soares and Mosquera, 2019). Thus, the programme organisation's approach and strategic development is based on a perceived need for radical changes to the traditional client/supplier relationship in the industry.

The steering committee continuously leverages its strategic position to articulate the necessity of the relational contractual elements they consider key to programme performance. As an example, they initiated a series of collaboration workshops in an effort to promote a common organisational identity, commitment and high degree of trust at all levels of the programme organisation. The objective was to foster a *core* within the programme organisation consisting of 20 key members from ByK and TRUST. At the workshops, external consultants, and ByK and TRUST's steering committee members held presentations emphasising the core values in the framework agreement and the importance of strong inter-organisational relationships to

achieve the programme mission. Presentations were followed by group exercises that focused on the different individual needs of the members, and how belonging, learning, mutual goals, risk-sharing, and trust could be achieved and benefit programme-specific, as well as individual, needs. A key output was the development of a *core story* for the programme organisation that communicated the programme's mission at all levels in the organisation. This narrative was interwoven with other activities, primarily at the operational management level, such as induction and orientation meetings, and subsequently disseminated to other organisational levels through the attending programme members. The workshops were thus instrumental in framing the programme through interactions and developing the emotional and symbolic content (Voronov and Vince, 2012) of the programme organisation.

The workshops provide an example of how the steering committee initiated activities to socialise employees into the core values and mission of the programme. A result thereof is that the programme members themselves increasingly committed to the programme organisation and became distanced from the parent firms. As expressed by Design Manager II from TRUST:

“In the beginning, many of us ‘old’ architects made efforts to still be part of the parent firm because we had a really good community and were very familial [...] But over time, you have to acknowledge that it is something else to be part of TRUST, and that you in a way have changed your job” (Design Manager II, TRUST)

The steering committee, moreover, makes principal decisions in situations of disagreement regarding contractual matters. This is done to shield and maintain a productive collaborative environment in the rest of the programme organisation. This is exemplified by Electrical Engineer I from TRUST:

“If we [TRUST] believe something, but ByK believes something else, we engage in a common discussion of why we disagree instead of discussing it separately [...] The decision of the operational management group or the steering committee will then be used as a starting point for similar discussions [...] Once a decision has been made at a higher level, we [programme members at the project-level] conform to their decision” (Electrical Engineer I, TRUST)

To summarise, the steering committee’s efforts are directed towards the strategic development and ensuring that the programme organisation is geared towards delivering market performance, while complying with the contractual agreement between the client and the supplier. The logic of action followed is rooted in the efforts to establish strong inter-organisational relationships to achieve the common business objectives of both ByK and TRUST. As such, we suggest that activities and practices at this organisational level has occasioned the development of a distinct organisational space guided by a dominant corporate logic in an effort to achieve the overall mission of the programme. While this ‘mission space’ is intended to shape the relationship between ByK and TRUST at the level of the steering committee, it also extends into other areas of the partnership by sustaining a particular framework of action in support of the common mission. The core story, which is developed to ensure that programme members commit to the mission of the programme organisation is thus further developed at the operational management level to establish and convey perceptions of legitimate behaviour among the programme members as described next.

4.2 The operational management level

The main stated task of the operational management group is to promote collaboration among programme members, and to bring multi-firm assets, competences and resources into play in a meaningful way. This is most notably achieved by means of a common programme office, where members from TRUST are present on a daily basis and ByK is represented once a

week. The idea of the programme office arose in the early contractual negotiations at the level of the steering committee. It was agreed that the office should be established on a neutral site to avoid contradictory influences from the parent firms. The value of this set-up is emphasised by ByK's Project Manager and TRUST's Production Manager:

"I think they [TRUST] can accomplish more when they sit together in the programme office"
(Project Manager, ByK)

"We have to be aware that we do not work as we would do in a traditional turnkey contract and do business as usual [...] We are pushing some boundaries, and I actually think we are about to tear them down" (Production Manager, TRUST)

Members working on the programme's projects must, irrespective of the specific project and their employment relationship, perform their daily work at the programme office and thus conform to the implemented guidelines. The programme office maintains certain governance mechanisms that moderate programme members and activities in the programme organisation. Examples of such mechanisms are interior design plans, conformity to meeting principles, and mandatory participation in induction, dissemination and orientation meetings. TRUST's operational management group uses these mobilisations to manifest the core story as well as to promote and maintain relational elements in the daily work. A project model has also been developed by the operational management group and made mandatory to follow in all projects. The project model is intended to contribute to a proper and uniform implementation of the projects in support of the efforts to achieve learning effects and economies of scale by disassociating company- and trade-specific practices from a sought-after programme-specific way of working.

Another aspect of the programme office is the dual material-semiotic spatial dimensions. The physical dimension opens the opportunity for external stakeholders to visit the programme

organisation and gain insight into its activities and practices (cf. Taylor and Spicer, 2007). It also allows new mutual meanings to be developed, thereby influencing the programme organisation's identity (Brickson, 2007). Consequently, the arrangement and decoration of the programme office encompass a diversity of artefacts such as architectural drawings, mock-ups, organisation diagrams, technical drawings, test materials, visualisations, whiteboards, and quotes and symbols encouraging collaboration. This is to dispel stakeholders' prejudices about the programme, such as the programme's novelty and the concern that it will lead to poor and uniform quality facilities. Moreover, it reflects the intentions of allowing the involved firms to work as one unit, which mirrors the intentions of the core story that was developed at the steering committee level.

The programme's underpinning framework agreement relies on an assumption that it is possible to organise a programme structure that allows for collaboration, flexibility in management, and development of programme-specific principles. These assumptions have been promulgated by the steering committee. It is, however, the operational management group that *de facto* initiates and operationalises programme-specific principles in the organisation, where members have to part with traditional institutionalised project management principles in the construction industry. Development of a common identity and notions of what it means to be a *TRUSTER* (jargon for a programme member) is seen by the operational management group as the key to distancing the programme organisation from other firms in the industry and allowing new programme-specific principles to emerge.

Such an organisational identity is composed of the members' shared perceptions about what their organisation is (Whetten, 2006), and can both be affected by stakeholders as well as affect stakeholders (Brickson, 2007). The operational management group works to develop and materialise the identity of the programme organisation by, extensively, linking notions of

legitimate behaviour with the core story, and disseminate this to programme members through the programme office and the mandatory meetings. As illustrated in the following quotes by TRUST's Project Manager I and Design Manager II, an organisational identity has emerged:

“I do not believe that TRUST is for everyone. You have to be some kind of an adventurer that would like to try something new [...] The construction industry is one of the least developed industries and if you would like to change that, then you will want to be part of TRUST”

(Project Manager I, TRUST)

“A setup like TRUST has always been a dream for me because I like to work in an interdisciplinary setup [...] You really feel that you are a TRUSTer, especially those who have been hired directly to TRUST and never worked in the parent firms” (Design Manager II, TRUST)

Here, we observe a process that is interesting in relation to the governance of the programme; namely, how elements of the corporate logic that dominates at the level of the steering committee are distilled and exploited (Perkmann *et al.*, 2019) at the operational management level.

The operational management group expands and implements the core story into the operational management level by advocating for stronger community norms and richer social ties. For example, changes in interior design plans and the introduction of guidelines for meetings are ways of promoting particular types of behaviour in the programme organisation. In this sense, we suggest that the core story is brought into play by the operational management group to subjectify (Raffnsøe *et al.*, 2016) programme members and thereby align everyday activities and practices at the operational management level with the endeavours of the steering committee. Thus, if the steering committee makes significant

changes in the core story, the operational management group will have to adapt the conditions in the programme office to ensure behaviours are adjusted accordingly.

The operational management group thus draws on the community logic (Almandoz, 2012) in setting up the programme office and additional relational governance elements as organisational enablers (Müller *et al.*, 2015) to create a common identity among programme members. Hence, we see that the operational management level upholds an ‘identity space’ where collaboration between programme members is central in fulfilling the mission. The identity space is influenced by the reciprocal translations from programme artefacts such as interior design plans and meeting principles, as well as programme members at other levels.

4.3 The project-level

The programme organisation contains three interdisciplinary project teams that carry out activities related to the planning of the individual projects. Each team has a dedicated *team leader* who is responsible for handling resource allocation and organising the sub-teams for the projects. Furthermore, the team leaders participate in overall resource planning together with the operational management group and contribute to updating interior design plans to ensure that programme members allocated for a project are located together in the programme office.

The team leader role, as set out in the original programme structure, stipulated that the overall responsibility for each interdisciplinary project team was in the hands of a leading programme member who could make decisions on behalf of the team. The team leader title has, however, given rise to confusion and discussions among the team leaders regarding their mandate, as they experience a latent yet existing hierarchy in the programme organisation:

”The operational management group has made an effort to emphasise that there is a flat hierarchy, but in reality there is a very strict hierarchy” (Design Manager II, TRUST)

According to the operational management group, the creation of the title and that these individuals are allowed to make decisions that deviate from the operational management’s agenda was a conscious symbolic choice. In practice, team leaders have only limited autonomy within the confines of the decisions that are taken at higher levels in the programme organisation. This can be seen as an expression of the operational management’s effort to bolster (Perkmann *et al.*, 2019) the community logic to avoid mission drift. As we will discuss later, it is also an example of how the community logic is compartmentalised in the identity space, yet filter through to create a tension at the operational level where another logic dominates.

Another example of how the endeavours and decisions made at higher levels of the programme organisation are reflected at the project-level relates to the issues of roles and competences. The interdisciplinary project teams are required to be skilled and agile in order to produce high-quality projects while being exposed to complexity from operating in an environment with many uncertainties and ongoing changes. The sub-teams are therefore staffed with both recent graduates and experienced members that fulfil different roles. Recent graduates are believed to be more agile and able than experienced members to handle challenges that stem from environmental drift. Conversely, the experienced members are seen as more skilled and able to deliver solutions that satisfy quality requirements. The interdisciplinary project teams thus function as a mechanism to mitigate the potentially disruptive influence of competing needs and requirements internally at this level of the programme organisation.

At the project-level, the different sub-teams are, in accordance with the programme project model, expected to challenge traditional work. This involves identifying more rational programme-specific work principles in order to improve effectiveness and value of the projects for the benefit of ByK. While the project model constitutes a central mechanism in the efforts to establish community norms and disassociate company specific practices from the programme operation, project members are guided by other logics of action in their work. TRUST's Electrical Engineer I provides an example:

“Initially the operational management group argued that we [programme members at project-level] should challenge all possible parameters and deliver only what brings value to individual projects. But this does not quite match the contractual agreements. We still have to comply with, among other things, the description of services” (Electrical Engineer I, TRUST)

Managerial intentions to promote innovation and challenge established ways of working thus encounter a different reality at the project-level. In particular, the so-called *description of services* is a recurrent issue in the operation of the programme organisation. The description of services is an, industry wide, agreed document, which serves as a basis for consultancy agreements. It defines roles and the division of services between the different actors in the industry and is, as such, argued to confine construction firms to their traditional contractually defined positions. Its use, thereby, is in direct conflict with the efforts to develop innovative solutions by working in the interstices of existing roles and firm boundaries.

At the operational management level, the argument is that activities such as the production of technical drawings and documentation, should not be carried out only to ensure compliance with industry standards like the description of services, but to provide value to the individual project. For example, the description of services prescribes a generic list of technical drawings and documentation for the design and execution of a project without taking the

chosen project delivery method into account. This potentially means that the programme's project-teams have to produce a surplus of drawings to comply with the industry's institutionalised prescriptions. As such, there is a conflict between the description of services, which is oriented towards the delivery of the individual project, and the programme organisation's focus on rationalising working principles across multiple projects. This is also highlighted by TRUST's Production Manager:

"I have scrutinised some of our internal documents [created because of description of services] and have been wondering, who are we communicating with? Sometimes it seems like we make documents to ourselves, and I wonder how much value they actually add"

(Production Manager, TRUST)

The operational management group, however, insists that drawings will only be produced if they clearly give value to the programme, and that the decision of which drawings and documentation to produce resides at the project-level. The operational management group thus allows for deviations from the description of services at project-level if it provides value for the programme. Accordingly, it is the responsibility of the team leaders, the sub-teams and the sub-contractors to agree on which drawings and descriptions that should be produced.

On this basis, we suggest that a third distinct organisational space informed by professional logics (Faulconbridge and Muzio, 2016; Hodgson *et al.*, 2015) is formed at the project-level. We see this most notably in the form of the attempt to introduce new roles and functions that reach into the fabric of institutionalised conceptions of professionalism in the industry. We, however, also see how a discordancy between the new roles and functions and the pre-existing professional practices emerge. The operational management group attempts to bridge this divide by mobilising the team leader role and new interpretations of agreed documents

such as the description of services. We suggest that this illustrates the dominance of professional logics in the actions and deliberations taking place in a ‘professional space’.

5. Discussion

In the previous section, we have described selected activities and negotiations undertaken in the three organisational levels of the programme organisation, and how activities are contained within distinct organisational spaces. We identified three distinct spaces that each is dominated by a specific institutional logic that enables and constrains action (cf. Pache and Santos, 2013b; Nicholls and Huybrechts, 2016): (1) *the mission space*; (2) *the identity space*; and (3) *the professional space*.

In this section, we first elaborate on the characteristics of the three organisational spaces. This is followed by a discussion of the implications for the governance of programme organisations and reflection on how the concept of hybrid organisations can contribute to the project management literature.

5.1 Conceptualising the organisational spaces

The analysis illustrates how tensions exist between institutional logics at the different levels of the programme organisation. These logics are not integrated across the entire organisation, nor are they confined solely to a specific organisational unit or level. Rather what we observe is the creation of three bounded spaces in the organisation, each characterised by a dominant logic that is leveraged for the benefit of different stakeholders in the programme (cf. Perkmann *et al.*, 2019). The *mission space* deals with issues related to programme efficiency, strategic development and market performance, reflecting the prevalence of a corporate logic (Thornton *et al.*, 2015). The *identity space* centres on the day-to-day management of the programme, allocation of resources and identity work to ensure collaboration in the

programme office. It is guided by a community logic (Almandoz, 2012). The *professional space* is concerned with the delivery of project-level objectives. Interactions in the professional space reflect the need to coordinate different professions with esoteric knowledge and skills required on the individual projects. We therefore argue that the professional space is dominated by a professional logic (Thornton *et al.*, 2015).

These spaces traverse the three levels of the programme organisation, meaning that tensions arise between logics that have to be managed to achieve the specified objectives of the programme organisation.

5.2 Organisational spaces and governance by compartmentalisation

Existing research on how multiple logics can be managed distinguishes between, on the one hand, a blended structural approach based on integration (Battilana *et al.*, 2017; Skelcher and Smith, 2015) and, on the other hand, a compartmentalised structural approach based on differentiation (Greenwood *et al.*, 2011; Pratt and Foreman, 2000). The blended structural approach implies integration of synergistic elements from logics into new and context-specific organisational forms, identities or rationales (Skelcher and Smith, 2015). In contrast, the compartmentalised structural approach seeks to differentiate and separate logics in order to deal with them independently (Greenwood *et al.*, 2011).

In the examined case, the programme organisation applies a compartmentalised structural approach (Kraatz and Block, 2008; Pache and Santos, 2010) to differentiate and independently deal with the three logics through the establishment of three organisational spaces that each adhere to a specific logics and serve distinct purposes, as illustrated in Table 2.

	The mission space	The identity space	The professional space
Guiding logic:	Corporate logic	Community logic	Professional logics

Scope:	Strategic development, market performance and compliance with contractual matters	Management of the programme office, delivery of projects and identity work	Project-level activities and resource allocation
Basis of legitimacy:	Framework agreement	Communalism; participation	Knowledge; roles and responsibilities
Basis of attention:	Increase contractual flexibility, programme efficiency and market performance	Establish shared perceptions among programme members and enforce decisions	Challenge existing ways of working; project performance; compliance to rules
Sources of authority:	Steering committee; hierarchy	Operational management group; leadership	Team leaders; technical merits

Table 2. Selected attributes of the organisational spaces in the programme organisation.

The purpose of the mission space is to develop shared objectives and commitment to the programme, which is considered the key to programme efficiency and market performance reflecting prescriptions of a corporate logic. The identity space, on the other hand, adheres to a community logic, which is illustrated in the efforts to promote shared perceptions among the programme members. The purpose of the professional space is to challenge existing ways of working in the industry and cultivate programme specific rational work practices. This is achieved by orchestrating skilled and agile project teams that are socialised into different professional logics.

The creation of organisational spaces that compartmentalise each their logic, allows the programme organisation to embrace institutional prescriptions and pursue goals that conventionally are incompatible, or in conflict (Tracey *et al.*, 2011). For instance, the identity space is characterised by a strong sense of common identity and by the efforts among the involved programme members to behave in accordance with the self-perception of being a TRUSTER when working in the programme office. However, when members are allocated to a project, they are expected to possess and deliver a high degree of professionalism, which requires embeddedness in professional environments with esoteric knowledge and clear roles

and responsibilities. Hence, in some everyday activities and practices, members adhere to the community logic stemming from engagement in the identity space, while they in other situations adhere to professional logics associated with the professional space.

When an organisation compartmentalises into distinct organisational spaces to deal with logics independently in this way, it may face integration challenges and the risk of organisational fragmentation (cf. Greenwood *et al.*, 2011). This means that it must manage tensions between logics in the different spaces (Battilana and Lee, 2014). In our case, the programme organisation achieves such coordination by implementing governance mechanisms allowing for both the separation of the organisational spaces and the coordination of activities and practices across them. These governance mechanisms vary from well-defined rules of how to work at the programme office to material practices and symbolic constructs.

Examples of governance mechanisms are shown in Table 3.

	To	The mission space	The identity space	The professional space
From				
The mission space	-		Programme office; requirements for agility and flexibility; promoting relational contractual elements	Roles and scripts; principal decisions; distancing programme members from parent firms
The identity space	Induction; project model; core story; use of programme-specific principles; fostering the TRUSTer	-		Project model; the flat organisational hierarchy; meeting principles
The professional space	Description of services; technical drawings; team leaders; team composition		Challenge way of working; agile teams	-

Table 3. Examples of governance mechanisms that interrelate and coordinate activities and practices across organisational spaces in the programme.

The strength of this ‘spatial compartmentalisation’ approach is according to Perkmann *et al.* (2019) that institutional complexity can be managed and exploited within a limited part of the

programme organisation, instead of extending a solution to the whole organisation. This provides a degree of flexibility, or agility, in terms of how the programme organisation can respond to tensions arising from incompatible prescriptions from different logics.

5.3 Programme organisations as hybrid organisations

Programme management differs from conventional project management in terms of complexity, duration, size and stakeholder involvement, as well as prescriptions from institutional environments (Biesenthal *et al.*, 2018; Flyvbjerg, 2014). Previous studies on programme management have proposed that programme organisations adopt an integrative strategy in governing their operations. Thus, a prevailing underlying assumption in the literature is that programme organisations are unitary arrangements that strive to ensure integration and coordination of multi-firm assets, competences and resources (cf. Davies and Mackenzie, 2014; Project Management Institute, 2017; Turkulainen *et al.*, 2015).

In our study, we have applied the concepts of institutional logics, hybrid organisations and organisational spaces to obtain new insights into the processes of how a programme organisation coordinates its activities. Drawing on these theoretical concepts allows us to label the examined programme organisation as a hybrid organisation that operates within a context of institutional plurality (Battilana and Dorado, 2010; Kraatz and Block, 2008). We show that the programme organisation under scrutiny adopts compartmentalisation as an approach to managing the programme complexity stemming from the adherence to prescriptions from multiple logics.

The compartmentalised approach is materialised in the programme organisation through creation and maintenance of distinct organisational spaces that differentiate, and independently deal with and balance prescriptions from multiple logics. Governance mechanisms are then mobilised to ensure conformity to the dominant logic of each

organisational space and thereby achieve stability and coordination (Perkmann *et al.*, 2019). These mechanisms moreover interrelate and coordinate activities and practices across the different organisational spaces, counteracting potential organisational fragmentation (cf. Greenwood *et al.*, 2011). Figure 3 depicts the process through which the programme organisation evolves into a hybrid organisational form based on compartmentalisation.

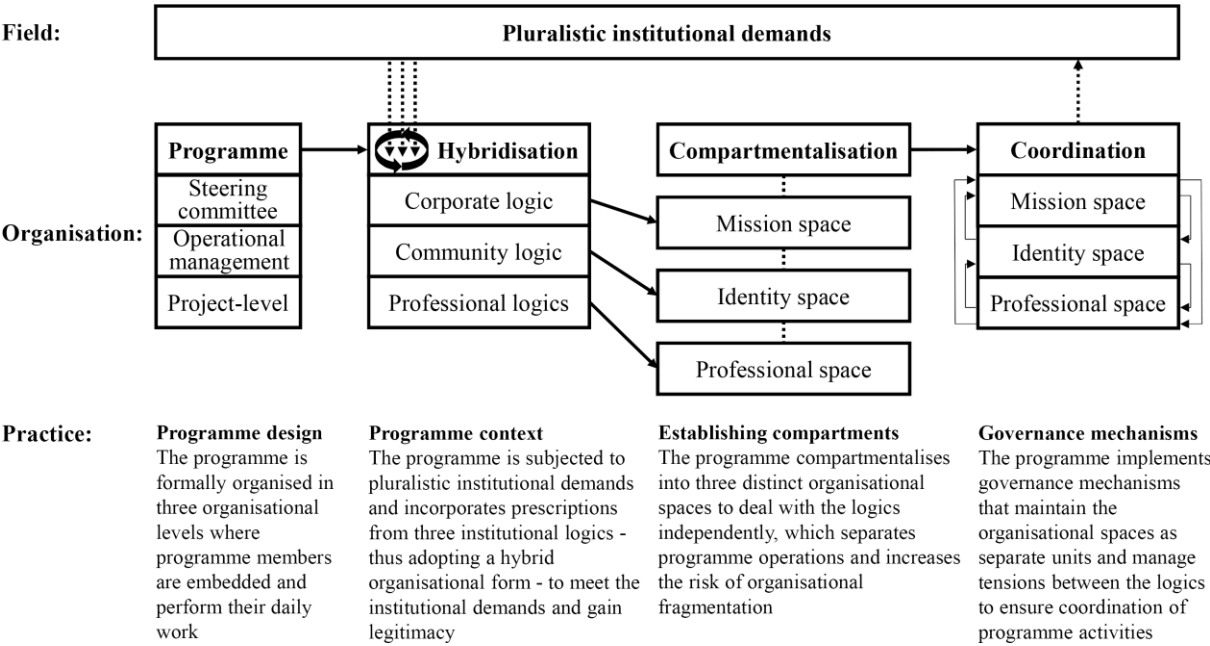


Figure 3. The interplay between the programme organisation’s structure, activities and practices, and the institutional influences it is exposed to.

Understanding such governance mechanisms, and how they stage and coordinate intra-organisational relationships, enables insights into how programme organisations, as a particular form of hybrid organisation, handle prescriptions from multiple logics (Mair *et al.*, 2015). We thus suggest that programme governance is less about integration of assets, competences and resources in a blended structural manner (Skelcher and Smith, 2015) and

more a question of managing tensions between competing logics across distinct compartmentalised organisational spaces.

Existing research has shown an interest in understanding the recursive relationship between context of a programme and the programme's structure and operations (e.g. Shao, 2018; Vuorinen and Martinsuo, 2018). In our study, we show how internal logic multiplicity permeates programme organisations and potentially forces them to adopt a hybrid organisational form to deal with pluralistic institutional demands. This leads to the initiation of several adaptations and changes in its internal structure and its activities and practices to avoid contradictions (Pache and Santos, 2013a).

Finally, little emphasis has so far been placed on how programme organisations design and continuously adapt their governance structures to manage complexity (Artto *et al.*, 2009; Martinsuo and Geraldi, 2020; Rijke *et al.*, 2014). Here, we have demonstrated how the programme organisation in our case implements and adapts governance mechanisms to deal with changing and contradictory institutional needs and demands. The governance mechanisms add stability and coordinate activities and practices in the programme organisation by managing tensions between the spaces adhering to different and potentially contradictory logics.

6. Conclusion

The literature on programme management has developed significantly over the past two decades and there is now a significant body of knowledge on both programmes that seek to, in one way or another, drive change in an organisation, as well as programmes that operate outside the boundaries of the single organisation (cf. Martinsuo and Hoverfält, 2018; Miterev *et al.*, 2020). Our interest in this paper spans both of these categories. Our studied programme's mission, in line with the client's core operations, was to provide much needed

educational and day care facilities to the City of Copenhagen in a timely manner, to a high quality and acceptable cost. At the same time, the involved parties entered into the framework agreement with the intention of challenging deeply ingrained practices and developing new ways of working.

We show how, in order to deliver on its dual mission, the programme organisation incorporated three distinct logics into its everyday activities and practices. This was accomplished through the creation of three bounded spaces within the organisation, which each is characterised by a dominant logic that is leveraged for the benefit of different stakeholders. In order to coordinate activities and practices across the spaces, the programme organisation makes use of a variety of governance mechanisms. These encompass material practices as well as symbolic constructs. The material practices are e.g. the core story, interior design plans, meetings principles, and the project model. The symbolic constructs are e.g. job titles, the TRUST identity, and new interpretations of agreed documents such as the description of services. The governance mechanisms serve to maintain the spaces as separate areas guided by distinct logics, as well as to interrelate and coordinate activities and practices across the spaces. This allows the programme organisation to address and deal with internal logic multiplicity and, simultaneously, avoiding organisational fragmentation.

These insights both complement and challenge the prevailing view of the design and governance of the temporary multi-party organisations set up to deliver infrastructure development programmes, which centres on structure and control (cf. Lycett *et al.*, 2004; Mitrev *et al.*, 2020). This prevailing, structural contingency, view treats the temporary organisations as being unitary and working under the guidance of one dominant logic, what in the hybrid organising domain would be considered a blended hybrid (Greenwood *et al.*, 2011). The existence of multiple institutional logics, to the extent that it is taken into

consideration, is considered to be found in the organisation's environment. Our findings challenge this view by showing that programme organisations not only operate in a context of institutional plurality, but are also subjected to logic multiplicity (Besharov and Smith, 2014) and enact elements of multiple, often conflicting institutional logics (Mair *et al.*, 2015).

A direct implication of the above is the need to take the effects of the multiple institutional demands that the members of the programme are exposed to into consideration when deciding on the programme composition and organisational design. This goes beyond the contingency view as it entails more than ensuring fit with the organisation's external environments or among its internal processes. Programme organisations are often established with a predetermined and formal organisational design that is expected to ensure that the programme organisation achieves its strategic objectives. In this study, this is exemplified by the three organisational levels formulated by the steering committee when the programme was established. The design allowed for a clear hierarchy and guide for the integration of assets, competences and resources, what it did not do, however, was to take into consideration the implications of multiple institutional logics for internal tensions and the management challenge it entailed. This led to the programme organisation compartmentalising into distinct organisational spaces to deal with contradictory institutional demands. In practice, this leads to a need for managing tensions internally in programme organisations by separating logics that are contradictory, and subsequently interrelate and coordinate them through governance mechanisms in order to fulfil the programme mission.

The paper contributes to the literature on programme management with insights on how the institutional context influences programme structures and operations, and how governance mechanisms are established to manage tensions between competing logics across organisational spaces. In particular, the study contributes with insights on how

compartmentalisation and associated micro-processes, recursively, are produced and reproduced when interacting with institutional scripts. Additionally, the study contributes to theory with an empirical example (as requested by Perkmann *et al.*, 2019) of how a compartmentalised structural approach is adopted and unfolds in practice and with what consequences (most notably shown in Table 3).

Finally, the findings presented in this paper draw on data from a single case study of a programme organisation operating in the Danish construction industry, and the usual disclaimers concerning the limitations of single case studies apply. Being a qualitative study, we have not sought to achieve ‘generalisability’ of the findings. This is simply not possible, and nor would it be desirable as the specific organisational spaces we have identified have emerged as a result of a combination of context specific factors. Instead, we have sought to achieve transferability (Lincoln and Guba, 2000). We see our findings as transferable into a variety of programme domains and opening up a number of new research directions. One area of interest is that of managerial competence and recent research on identifying programme management competences and how this differs from project management and business management (e.g. Miterev *et al.*, 2016; Shao, 2018). Conceptualising programme management as being concerned with the management of tensions adds a new layer of considerations to be taken into account in this line of research. Another area of interest lies in the extent to which institutional complexity exists within change programmes (Martinsuo and Hoverfält, 2018) hosted within single organisations. The programme mission here is to achieve organisational change of some kind. Hence, a question that emerges is under what conditions organisational spaces may emerge that protect involved actors from prevailing institutionalised prescriptions and enable them to diverge from conventional ways of operating.

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