

# Towards Joint Performance: Building Dynamic Capabilities for Public Critical Asset Maintenance

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This study aims to present path the joint performance – how the build dynamic capabilities for public critical asset maintenance. The study examined this by finding out the Sand Cone model and Kano model content linkages to the 20 Finnish largest municipality's Council's Action Plans (CAPs). The study overall is based on a case study, supplemented by the content analysis and the survey. Referring to the content analysis of Finnish 20 largest municipalities previous and current Council's decision-making 2012–2013, a common strategic objective is economic continuity. The case study explains the implementation to conduct multi-focused strategies to the common order fulfilment process. The dynamic capabilities conduct several strategic actions. The study utilized Critical Factor Index analysis to examine network partners. The most significant contributions of the paper are the task of resource allocation to achieving multi-focused strategic goals and an example how the task has been made of.

*Key words:* local public government, dynamic capabilities, critical factor index, Kano model, sand cone model

## Introduction

Does the number of public strategies fragmented common will? Fragmentation is characterized by a dynamic environment, but is it a complex puzzle without a corner piece? Complexity challenges the common objectives and policies on a large scale. Maintaining customer service delivery in every circumstance is a key objective of the Finnish society. In this study, combined with the Finnish 20 largest municipality decision-making and results of the maintenance network's dynamic capabilities research, is aiming to build a development path the joint performance.

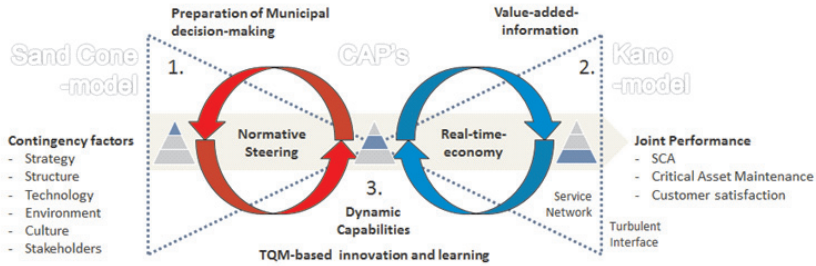


FIGURE 1 Control and Economic Processes as a Part of Public Order Fulfilment Process

## Background

How to build dynamic capabilities for public critical asset maintenance? This is the key question of the paper. In a larger perspective, the challenge is to find a solution to conduct the several public and Public-Private partnerships – organizations effectively for achieving sustainable competitive advantage – where to start? The research approach is as follows. The paper examined municipalities' sequential Councils' Action Plans (CAPs) to identify and quantify the frequency of keywords and content criteria of dynamic capabilities that were related to the Sand Cone and Kano model linkages. Referring to Rannisto (2005, 39) and Jalonen (2007, 171) the political and administrative processes are in close interaction in the preparation of municipal decision-making. To measure the public order fulfilment process goal, the paper drafts shared (1) the CAPs-based expectations and (2) Kano model-based customer satisfaction objectives – what matters taken into account to promote modern, the vital functions maintenance. To clarify the service network's operations the study brings together a CAPs-based proposal for Balanced Scorecard (BSC) criteria. To manage the service network, the research identifies a critical factor index (CFI) of the network's dynamic capabilities (3), see figure 1.

The BSC-based external customer is a functioning health care and welfare services under all circumstances, or other responsible authority's critical asset need in escalating circumstances – as an objective of a comprehensive security in the public order fulfilment process. Both the common factor is a useful and appropriate operational floor space, which will create a mission to reliable and resilient service supplier. In the case study supplier for the needs is the public facilities services unit, a municipal support service with service network. The network management is based on the publicly available

Technical Centre's operation rule of the City of Seinäjoki (Seinäjoki 2011), and the author's role in the management of the public management post.

The Author's organizational status is multi-dimensional. It includes strategic level task (Preparedness Liaison Officer), but not direct contact or systematic dialogue with the political decision-makers. In the paper, Author interprets the council's policies, identify capabilities and possibilities, and implement several development actions as in the portfolio approach in the case study. According to the Author's work history in three different size organization between 2002–14 (2002–6; ~2000 citizens, 2006–9; ~4500 citizens, 2009–; ~60000 citizens), the size of the municipality organization's structure changes the nature of the officeholder activities, content and activity level, for example, closer to the customer interface and turbulent environment. Referring Beckford (1998, 160) the key to organizations' success rests on communication within the organization and between the organization and its environment. Tuomi (2012, 18) writes that, in many cases the situational approach would be suitable for the quality management in the public sector. There are three main tasks of the system: (1) strategic policymaking process, (2) design and development control, and (3) measure improvement actions, control and monitoring. Figure 1 illustrates the research's framework as well.

#### THE RESEARCH DESIGN

According to Arbnor and Bjerke (1997) the creation of methodological approach as a process, which combining the theory of science and methodology. The research paradigm has an influence to the whole research process from selecting the research problem, selecting the research methods, implementing the research, and finally the kind of contribution that can be achieved through the research. The study overall is based on a case study, supplemented by the content analysis and the survey, hence, the paper can be characterized as qualitative and multidisciplinary. Referring to Arbnor and Bjerke, this study examines the reality as mutually dependent fields of information, as a word of symbolic discourse, and as a social construction. The theoretical part describes methodology, and the empirical part builds dynamic capabilities. The study takes advantage of the resource-based theory and transformational leadership. The motivational factor to do the study is based on the multi-municipal-oriented risk management related research needs, especially from the municipality point of view. The need for the research emerged from the Annual Mu-

TABLE 1 Kano Model-Based Data Mining and the Structure of Content-Classification

Example	Criteria for CAPS-Based Service			
	Cost	Flexibility	Quality	Time
'Must be' phrases in the CAPS	Cost	Flexibility	Quality	Time
'Profit for the year must be ...'	x			
Sum (weights)	$n_c$ (0.000)	$n_f$ (0.000)	$n_q$ (0.000)	$n_d$ (0.000)

municipalities Risk Management Days event, which author participated and outlined the research challenges.

### Methodology

The Kano model (Kano et al. 1984) helps to understand the product or service characteristics of relationship with customer satisfaction. The Kano model ([www.kanomodel.com](http://www.kanomodel.com)) defines the quality attributes of product/service in three ways: Performance, Basic, and Excitement. In this paper, the Kano model-based service expectations are formed from the 20 largest Finnish municipalities Council's Action Plans, CAPS. On the other words, the customer satisfaction to support service's processes is linked to multi-municipal expectations of service quality and characteristics (table 1). In the original, a competitive service meets Basic attributes, maximizes Performance attributes, and includes as many Excitement attributes as possible at a cost the market can bear. This study examines the CAPS contents according to performance capability criteria to form a successful business strategy.

The Council's Action Plan (CAP) is based on the Local Government Act (section 65). The local public government CAPS are publicly available materials. In substance, the CAP can be described as functional or policy, and only first year of the plan, the budget, is legally binding. CAP presents municipality's operating and financial targets. The CAP is not just a strategy map, it is the multi-strategy map, the highest decision-making document that describes by words and numbers all of the services operating principles of the municipality to produce and arrange. The CAP has all strategic policies, highly approved information, which is based on the interpretations made. It is just the right length in relation to interpretability. Every Council is required to submit an action plan, as well as the previous did every year. The information provided by CAP is possible to build an illustrative picture the multivalent municipality. Technically, the document is A4 size, traditionally printed on paper, and pages are written on both sides. More and more public documents are available on the internet too. As of 2013, Finland has 320 municipalities. The group of 20 major cities of Finland is based on the deci-

sion of the Ministry of Finance, which set the productivity program co-ordination and follow-up group of the 20 largest municipalities of the 6th of May 2010. The group represents 2013 about 50.6% of Finland's population, but only 6.3% of all municipalities. The municipal elections are held every four years. Municipalities the highest decision-making body, Council, may change at the time and the municipal strategies may be subject to change as well. The latest municipal elections were 2012 and current Councils started in the beginning 2013. A year after this, it is the time to look at what kind of changes can be seen. The current Councils have their first administrative year behind.

The Sand Cone model (Ferdows and De Meyer 1990) illustrates the structure of four different capabilities (Cost efficiency, Speed, Dependability, Quality) contributing to organizations' manufacturing strategies. In order to illustrate the layered nature of the strategic goals and the possibilities of achieving them in the Finnish Air Force (FAF), the sand cone model of Ferdows and De Meyer was further developed to illustrate the total picture of the strategy (Takala et al. 2006, 339). In the FAF case was used analytical hierarchy process (AHP)-based methodology to assess the central strategies and their key success factors concerning the credibility of defense goal at FAF (Takala 2002). In this study, using a similar type of approach, but utilizing the content analysis of the AHP-method instead. Publicly available local strategic documents, CAPS, offer fast and at the same time cost-effective starting point for the exploration. The local public government strategy paper's interpretation is possible to form a competitive advantages and achieving it and also on leading the business strategy with the balanced scorecard. Table 2 shows the CAPS keywords, related to the linkages of the dynamic capabilities and forming balanced scorecard criteria.

#### THE DYNAMIC CAPABILITIES

Eisenhardt and Martin (2000) have written that dynamic capabilities are combined, rearranged, creative and release processes that make use of the resources to respond to market change and even create change. According to Teece (2007) dynamic capabilities can be divided into three different categories: (i) *sensing* of opportunities and threats, identification and assessment, (ii) *seizing* that potential and (iii) *reconfiguring* of constant reform, which means the competitiveness of maintenance, improvement by combining and protecting the organization's tangible and intangible capital and, if necessary, by redesigning it. According to Teece and Pisano (1994) dynamic capabilities help the organization to meet the rapidly changing business

TABLE 2 Balance Scorecard-Based Data Mining and the Structure of Content Classification

Brand	Brand	External structure (0.000)	Dynamic capabilities
Customer loyalty	Customer loyalty		
Customer relationship	Customer relationship		
Customer satisfaction	Customer satisfaction		
ICT & IT	Information technology	Internal process (0.000)	
Innovation	Innovation		
Process	Process development		
Engagement	Engagement	Learning and growth (0.000)	
Competence	Competence		
Expert, expertise	Know-how		
Knowledge, data, skills	Knowledge		
Cooperation	Benevolent collaboration	Trust (0.000)	
Empathy	Empathy		
Openness	Openness		
Promise, trust	Performance-to-promise		
Profession	Professional relationship		
Customer, customers	Customers	Business performance (0.000)	
Financial	Financial		
Sales	Sales		
	Sum of keywords	1.000	

environment newest and edited an operational capability, while at the same time they help the organization to renew or modify the resource base. Dynamic capabilities create new competitive resource configurations to capitalize changed.

*The Quantitative Content Analysis* studies the linguistic material (Chi 1997). Varieties of content-classifications are used to analyze the phenomenon of contents and structures. Research problem and theoretical framework form the basis for categories of content selection and definition. Analysis follows the logic of statistical research. The data collected from the text according to the number of keywords. Structuring and grouping connects the results to the larger research context. The study used Krippendorff's (2004, 30) framework for content analysis.

#### THE BUSINESS STRATEGY AND CAPS COMBINED WITH THE NULL-TEST

According to Myers and Well (2003) the correlation is useful statistical technique when a researcher is interested to know if two variables are related to each other. The paper's key hypothesis of com-

binning methodology is that the Null-test is positive; the result will be greater than zero. There are several reasons why this should be occurred. Municipalities have 535 statutory duties. The normative steering is same for all municipalities, as the Author has found not all the tasks exist in every municipality. In a smaller organization has smaller resources; there are fewer inhabitants, less customers in need of services, etc. Services have to adapt to even the declining population development. Municipal organizations with limited resources have to do collaboration to arrange services. Therefore, it is very likely the CAP reflects the political activity and thereby preparation of Municipal decision-making too – as the size of the municipality because in the smaller municipalities are no time to write a lot of strategies. The expectation is that the CAP reflects the municipality's strategic choices, which are expressed in the standard words; the more activities, the more strategic objectives. Thus, the amount of keyword 'strategy' and the length of the document are positively correlated with each other. In order to make prediction, the result should be statistically significant ( $0.001 \leq p < 0.01$ ). Statistical significance was assessed at  $\alpha = 0.05$  and analyses were conducted using MS Excel Sheet software (version 2010).

The Critical Factor Index (CFI) method is a measurement tool to indicate which attribute of a business process is critical and which is not, based on the experience and expectations of the company's employees, customers or business partners (Ranta and Takala 2007). In fact, the CFI method is a supporting tool for the strategic decision-making. The critical factors of knowledge intensive business in a globally competitive case company can be measured and dynamically developed by 'Sense & Respond' methodology (Bradley 1998). The CFI-surveys questionnaire was based on the Balanced Scorecard, which evaluates the organization's external structure, internal process, learning and growth, trust and business performance. The survey carries out at online survey by using Webropol, which is a solution for e.g., conducting surveys and gathering data in close interaction with MS office tools. The survey was implemented in the Author's network. The respondents cover the entire case study period and representing the management and experts from different organizations. Half of the survey addressed to persons to whom the Author has any earlier relationship.

The CFI method identifies the critical factors that perform unsatisfactorily or pose risks for the organizations in concern. Critical factors are sought by measuring the expectations and the experiences of the stakeholders that are related with the target organizations or

operations. The identified cFIs will form the basis of the corrective actions used in order to improve and develop the organization or operation. The calculation of the dimensionless cFI values is based both on the measures of central tendency, i. e. the mean and the measures of dispersion, i. e. the standard deviation of the stakeholders' experiences and expectations as can be observed from formulas (1), (2), and (4), as shown below. Moreover, the stakeholders' views about the direction of development, as shown in formula (3), in terms of experiences and expectations form part of cFI formula (4) (Liu 2010).

$$I_{Imp} = \frac{\bar{x}_{Ep}}{10} \quad (1)$$

$$I_{Gap} = \left| \frac{\bar{x}_{Er} - \bar{x}_{Ep}}{10 - 1} \right| \quad (2)$$

$$I_{DoD} = \left| \frac{C_B - C_W}{100 - 1} \right| \quad (3)$$

$$I_{CF} = \frac{s_{Ep} - s_{Er}}{I_{Imp} \times I_{Gap} \times I_{DoD}}, \quad (4)$$

where  $x_{Ep}$  is mean of expectations,  $x_{Er}$  mean of experiences,  $s_{Ep}$  standard deviation of expectations,  $s_{Er}$  standard deviation of experiences,  $C_B$  better performance than expected,  $C_W$  worse performance than expected,  $I_{Imp}$  importance index,  $I_{Gap}$  gap index,  $I_{DoD}$  direction of development index (percent values), and  $I_{CF}$  critical factor index.

Critical Factor Index (cFI), as well as its developed and stabilized form, Balanced Critical Factor Index (BCFI) (Nadler 2008), refer directly to the concept of 'Sense & Respond' philosophy and represents easy in use tool for supporting the strategic decision-making which applicability has wide potential on various markets and types of organizations. Sense & Respond method measures criticality of company's vital attributes in terms of resourcing and performance. Development needs of critical targets are evaluated after the completion of survey.

The Case Study (Yin 1994) began in September 2002 and still continues. The empirical study has been carried out in the Local Public Government's environment in Western Finland, operating mainly with economic functions in Technical departments of three different regions. The main difference between office holding and between regions has been in the size of an organization's structure, which had contributed to the job description. The first four years (2002–6) author's Technical Director's duty included preparation of municipal decision-making in municipal business purposes, the next three years (2006–9) to identify the criticality of assets. The key observa-



tion was public buildings have failure frequency referring to maintenance culture which indicate consequences in the future. The lead technical office-holding tasks were combined in creative ways, and these experiences and the most recent findings are relevant to the ongoing maintenance management and results interpretations.

## Results

### RESULTS OF THE QUANTITATIVE CONTENT ANALYSIS

The study has two objectives. First is to examine the CAPs as a useful source of information. Secondly, is to explore the key issues related to the Kano model and the further developed sand cone model. The data analysis is carried out as follows. The first phase of the data collected is downloading all the 20 largest municipality's 2012 and 2013 CAP in PDF format. For better customer service, it is recommended that all municipalities favour the accessibility of the publicly available files. The total volume of words studied with the Free Online Word Counter ([docwordcounter.com](http://docwordcounter.com)), which counts and classifies the words in PDF, Word, and standard text files. The data processing method, coding, is done in Finnish, because the expectation is all the publicly available files can be read in the native language. The English-language keywords are the Author's free translation. In preparation for data, mining was noticed that the frequencies of keywords affected by Finnish-language phrasing and thereby some Finnish words divided freely (without hyphenation). These sub-words tested as separate keywords and added to the number of the keyword.

In the content analysis author found 165 sentences (66 in 2012 and 99 in 2013), where the 'must-be' and 'must-have' keywords were used and refers to the Kano models expectations. Found sentences were grouped into four ranks by the content of the sentence. The figure 2 presents the results of must-be expectations grouping and the indicators of the service strategy. These expectations together with the delightful or excitement effect (innovation-keyword) refers to the overall connectivity of the Kano model and the further developed CAP-based system. The contents of the investigated CAPs are the direction and the beginning of measurement, but in the end customer, satisfaction detection needs the annual financial statement. This paper does not deal with the financial statement because sequential financial statements are not yet available.

The two most common keywords refer to the strategic and economic cooperation. The word 'strategy' (including 'strategic') was

TABLE 3 Common order fulfilment factors

Factors	CAP		NM	
	2012	2013	2012	2013
External structure	0.015	0.014	0.012	0.010
Internal process	0.123	0.114	0.109	0.100
Learning and growth	0.065	0.062	0.073	0.066
Trust	0.252	0.257	0.278	0.289
Business performance	0.545	0.554	0.528	0.534

found 2205/2232 times (2012–3). The word ‘finance’ (including ‘financial’) was found 2276/2837 times (2012–3). The most growing keyword in the period 2012–3 is the ‘risk management’ (316/422). On the other hand, the word ‘customer loyalty’ and ‘empathy’ are not found at all (2012–3). The ‘risk management’ keyword indicates the central governments normative steering (Emergency Powers Act, section 12 and Local Government Act, section 13-3a). From the beginning of 2014, risk management has been Councils task.

The weights of factors of common order fulfilment process and dynamic priorities are shown in tables 3 and 4. The results reflect shared expectations. Personal network is emphasized in the benevolent collaboration more than in the common values.

#### THE RESULTS OF THE BUSINESS STRATEGY AND CAPS COMBINING WITH THE NULL-TEST

Data collected were analyzed using inferential statistic (Myers and Well 2003). The null hypothesis was tested using Spearman rank correlation. All correlation coefficients  $r_s > 0$ , this implies positive agreement among the ranks. The lower the  $p$ -value is, the more likely the result is reliable. It seems that only at the end of the Council’s planning period, the result is statistically significant ( $0.001 \leq p < 0.01$ ), as follows, positive results confirm the key hypothesis of the paper: the CAPS content analysis is a useful tool for common information gathering. Table 5 presents the results of the test.

The Results of the Survey of Network’s Dynamic Capabilities addressed to 61 persons. There are only 13 respondents (21.3%), which is limited scientific evidence in the statistical point of view. However, the number of respondents is adequate when presenting the methods. The respondents are the managers in decision-making positions. They are doing the preparatory work for Councils and interpret the environment of the organization to act. Referring to the high quality of respondents, the respondents have an important role in the study. As the research framework (figure 1) describes, managers

TABLE 4 Dynamic Priorities by the Number of Keywords

Dynamic priorities	CAP		NM	
	2012	2013	2012	2013
Customer relationship (10.1)	0.000	0.000	0.000	0.001
Customer satisfaction (10.2)	0.014	0.012	0.009	0.009
Customer loyalty (10.3)	0.000	0.000	0.000	0.001
Brand (10.4)	0.001	0.001	0.003	0.001
Process improvement (11.1)	0.082	0.074	0.075	0.065
Innovation (11.2)	0.020	0.013	0.022	0.017
Information technology (11.3)	0.022	0.027	0.012	0.018
Know-how (12.1)	0.032	0.028	0.036	0.034
Knowledge (12.2)	0.030	0.031	0.034	0.029
Competence (12.3)	0.000	0.000	0.000	0.000
Engagement (12.4)	0.002	0.003	0.003	0.003
Performance-to-promise (13.1)	0.009	0.008	0.009	0.008
Professional relationship (13.2)	0.051	0.055	0.057	0.065
Openness (13.3)	0.000	0.001	0.001	0.001
Benevolent collaboration (13.4)	0.191	0.193	0.212	0.216
Empathy (13.5)	0.000	0.000	0.000	0.001
Financial (14.1)	0.256	0.259	0.234	0.233
Sales (14.2)	0.091	0.088	0.112	0.093
Customers (14.3)	0.199	0.207	0.182	0.208

combine the public policies (CAP) by the results of the Network's dynamic capability survey. 48% ( $n = 12$ ,  $N = 25$ ) from professionals in the Author's work history responded to survey. The responses generated a sufficient understanding of the extent of the Author's network. The network covers 20% of the 20 largest municipalities in eastern, western and southern Finland. The respondents represent the internal and external customer, partners and employees of the facilities services unit.

These correspond to all of the Balanced Scorecard perspectives (Kaplan and Norton 1996). Table 6 indicates responses of the respondents. The External customer respondents are the managers of the health care and welfare services from different municipalities. The direction of development is weakening. Referring the content analysis, there are any keywords of customer loyalty, in any of the 20 CAPS 2012–2013. The number of keywords and respondents' expectations in direction development can be interpreted as indicating the same negative thing; the public policy in the municipalities has not changed. In external customer's column (table 6, column 2), rows

TABLE 5 The Results of the Spearman Rank Correlation and the Null-Test

Mun.	CAP					Strategy									
	2012		2013			*	$r_1$	$r_1-r_2$	$d^2$	$r_2$	*	2012		2013	
	$X_1$	$i_1$	$X_2$	$i_2$	$Y_1$							$i_1$	$Y_2$	$i_2$	
1	300	0.080	332	0.089	11.198	3	-2	4	5	47.956	215	0.098	322	0.144	
2	235	0.062	240	0.064	2.618	8	-12	144	20	-63.306	210	0.095	78	0.035	
3	162	0.043	154	0.041	-4.482	13	-2	4	15	-19.448	65	0.029	53	0.024	
4	214	0.057	204	0.054	-4.215	12	3	9	9	4.476	139	0.063	147	0.066	
5	218	0.058	215	0.057	-0.902	11	5	25	6	45.070	111	0.050	163	0.073	
6	144	0.038	155	0.041	8.156	5	1	1	4	55.985	57	0.026	90	0.040	
7	92	0.024	84	0.022	-8.257	17	7	49	10	3.856	39	0.018	41	0.018	
8	220	0.058	199	0.053	-9.111	18	1	1	17	-33.530	162	0.073	109	0.049	
9	278	0.074	277	0.074	0.119	10	-4	16	14	-17.016	125	0.057	105	0.047	
10	98	0.026	118	0.031	20.987	1	-11	121	12	-14.480	67	0.030	58	0.026	
11	151	0.040	135	0.036	-10.167	19	16	256	3	77.953	151	0.068	272	0.122	
12	180	0.048	165	0.044	-7.893	16	9	81	7	40.386	57	0.026	81	0.036	
13	112	0.030	117	0.031	4.966	6	-2	4	8	22.665	120	0.054	149	0.067	
14	137	0.036	152	0.041	11.482	2	0	0	2	91.406	48	0.022	93	0.042	
15	159	0.042	151	0.040	-4.575	14	3	9	11	-10.399	86	0.039	78	0.035	
16	246	0.065	252	0.067	2.931	7	-11	121	18	-36.098	269	0.122	174	0.078	
17	220	0.058	187	0.050	-14.592	20	7	49	13	-15.971	87	0.039	74	0.033	
18	160	0.042	162	0.043	1.736	9	8	64	1	100.987	29	0.013	59	0.026	
19	212	0.056	197	0.053	-6.629	15	-4	16	19	-62.821	93	0.042	35	0.016	
20	227	0.060	251	0.067	11.104	4	-12	144	16	-32.823	75	0.034	51	0.023	
20	3765	1.000	3747	1.000				1118			2205	1.000	2232	1.000	

NOTES \*  $(i_2 - i_1)/i_1 \times 100$

TABLE 6 Dynamic Priorities of the Respondents

Dynamic priorities	(1)	(2)	(3)	(4)
Customer relationship (10.1)	5.44	5.73	4.14	5.28
Customer satisfaction (10.2)	4.36	7.24	4.19	5.30
Customer loyalty (10.3)	5.56	3.84	6.22	7.33
Brand (10.4)	4.82	4.65	3.96	4.09
Process improvement (11.1)	5.25	7.26	5.62	3.96
Innovation (11.2)	5.25	5.60	5.83	3.39
Information technology (11.3)	5.03	5.65	5.62	5.48
Know-how (12.1)	5.88	5.60	5.25	6.78
Knowledge (12.2)	6.37	5.88	5.62	5.05
Competence (12.3)	5.06	4.78	5.62	13.66
Engagement (12.4)	4.40	4.81	3.79	4.14
Performance-to-promise (13.1)	5.55	4.76	4.10	4.97
Professional relationship (13.2)	5.29	4.68	5.83	6.83
Openness (13.3)	4.37	5.76	4.32	3.86
Benevolent collaboration (13.4)	4.24	5.87	4.26	4.77
Empathy (13.5)	5.56	5.11	6.35	1.82
Financial (14.1)	4.29	3.82	4.06	1.06
Sales (14.2)	6.40	4.76	6.59	5.48
Customers (14.3)	6.88	4.21	8.61	6.78

NOTES Column headings are as follows: (1) internal customer NSCFI, (2) external customer NSCFI, (3) employees NSCFI, (4) partner NSCFI.

10.2 (customer satisfaction) and 11.1 (process improvement) means the need of relevant addressable attention; in that case, the situation is returning to normal. The content analysis revealed parallel to the same factors; the direction of development is within acceptable limits. The partner respondents are Preparedness Liaison Officers from different rescue organizations.

Figures of the employees and internal customer are from the Facility Management organization where internal customer has real estate's operational management task and employees are from the supplier unit. The both units share a common concern about the economy (14.1 financial). Partners, employees and internal customer relations are discussed in the next research paper.

### Managerial Implications

The Case Study of the Central Control Room (CCR) shows how the research issues have been implemented. Actions are summarized by five key policies: High-quality Personnel, Public Asset Criticality, Customer Focus, Quality and Trust.

#### STRATEGY OF HIGH-QUALITY PERSONNEL

One of the common entities for all of the municipal administrative sectors is an obligation to care subsidized employment. It is the Employment Degree-based function for maintaining public workforce in the municipalities. The target organization has formed a Subsidized Employment (SE) team at 2010. It is the facilities services unit's internal user service group, which support unit's core processes. From the regulatory perspective, the SE team is a core function of every municipality.

However, as in the FAF case, for the target unit SE team is same time a recruitment channel. Every support-employed person is equipped and familiarized as the staff. The mission is same for all, and function is the same in all circumstances. The target organization has a high average age in the core processes. The retirement leave has been taken into account in the service process development (Vornanen 2009, 25). Figure 2 presents the comprehensive development. The productivity growth is based on the fact that the number of buildings is at the same time grown without the new staff has been employed. The project portfolio 2009–4 presents the quarterly development steps to execute the unit's mission (Vornanen 2013, 34).

#### STRATEGY OF CUSTOMER FOCUS & QUALITY

All municipal functions common factor is an operational floor space and fixtures. Premises relate to maintenance activities and therefore fixtures need to be moved to a temporary location before maintenance begins, and after that, restore the place. These transfer operations are supported action for facilities services core processes. This is an example of identifying the content of the work and the competence requirements. The SE team has made it possible to re-arrange to transfer-intensive tasks, which had a positive impact on the quality of core service and customer feedback. Every unit needs a budget reservation for fixtures. After succeeding budgeting, the purchasing unit will assemble individual needs for larger entity and implement the acquisition.

#### STRATEGY OF PUBLIC ASSET CRITICALITY

'It all starts with the fire load reduction.' All the technical premises must be addressed only real estate technical use, all unofficial storage should be stopped and improve the efficient use of real estate. Real estate users need support the removal of fixtures and centralizing them. This operation led to the creation of organization's internal

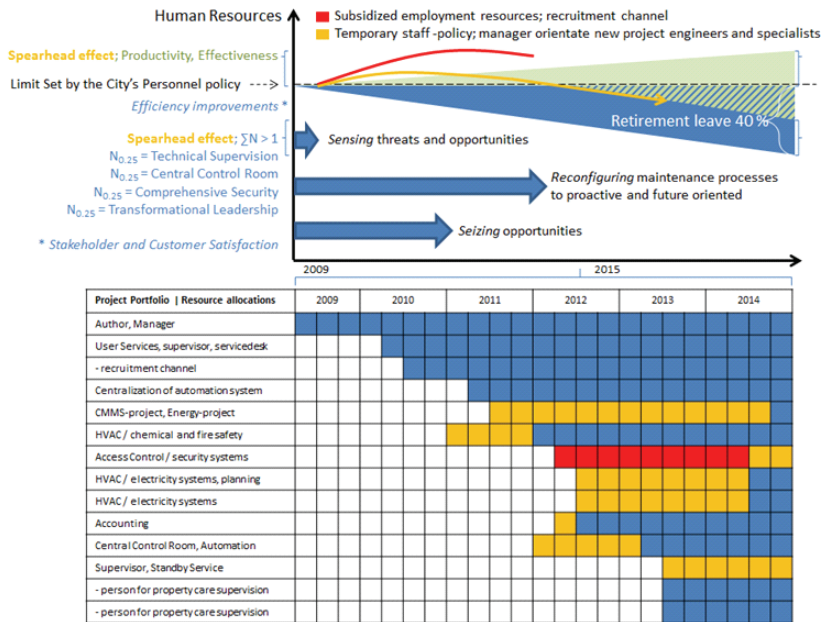


FIGURE 2 The Project Portfolio/Establishment of the ccr/Building Dynamic Capabilities

market place. To manage internal market and to create subsidized project work possibilities, the target organization implemented the Centralized Recycling Centre (crc). This carried out by transforming formal storage to production space. crc's mission is to reduce the need to buy new furniture and that impact directly on the municipality's annual budgeting. crc enables the accounting task to measure the speed of recycling of the fixtures. When a table is no longer good for customers, it can be modified, repair or separated from the metal and wood for the fuel.

#### STRATEGY OF TRUST

The basis for maintaining is to keep, preserve, and protect, and especially in the municipalities, maintaining as a support service is a strategic task. The definition of support services is not completely finished and trouble-free in the public sector. Figure 2 presents how a proactive maintenance management is needed for orientation preserving. In order to achieve objectives this maintenance manager-driven internal control requires two important factors; skilled personnel, and a place to do data analyze and produce value-added information. These factors allow for multi-focused strategies and

gathers situational awareness in the ccr. According to the content of project portfolio table in figure 2, the ccr is the assets based information-generating counterpart for the one or more municipalities command centre or the Civil Defense Districts (cdd). cdd's are led from their own regional command centres, which operate under the main command centre of the area (Ström 2007, 44). Summarizing the affection of legislation and the economic process in the municipality; to form cross-border functionalities it is essential to get things into the right hands in the right place at the right time.

## Conclusion

### ASSEMBLE THE PUZZLE

The preceding case study (Vornanen 2013, 46–48) introduced Transformational Leadership indexes (TLi) for the target organization's levels in different circumstances. According that implementation of sustainable competitive advantage and the earlier service process development (Vornanen 2009, 61–66) Manager's characteristic controlling leadership can be seen as a key piece to the puzzle solving, a signal processing in complex environments, ability to strategic changes in the operations' direction. In fact, these case studies deepen the importance of controlling leadership in the successful culture change of support service in the era of comprehensive security.

### DISCUSSION

According to Takala, Hirvelä, and Liu (2007, 342) and this case study research, the Local Public Government could have an operation rule-based authorization near the turbulent customer interface, the proactive maintenance officeholder to combine critical tasks in a creative way. By authorization, the unit has opportunity put together own 'management team.' Palmroos (2014, 149) address the teamwork gave the researcher extra information which could not have been provided by a traditional research method. Therefore, the maintenance manager's role as a 'dynamic engineer' is to clarify the purpose of the maintenance operations in different circumstances, to focus the mission, to make himself/herself redundant for the manufacturing processes. By empowering manager's development team members to create solutions with their staff, it is possible to reach objectives despite the constraints.

The paper's methodological bottleneck is described in the research framework. The case study combines two very wide and different



perspectives and the research methods as well. According to Tuomi (2012, 30), this kind of application of total quality management is justified in the complex environment of the public sector. Same time the unifying case study refers to the need for further investigation.

The Author does not describe the whole path to sustainable competitive advantage neither all networks of partners. The main reason for this is that the sequential financial statements are not yet available (The Local Government Act, section 71). As the case study shows, it is highly possible that the further developed sand cone model and the Kano model combines in the future. Although the research data are limited, the CAPS and CFI analysis has both the same direction as decided by the political decision-makers. Method gave clarity to the common core factor of the Sand Cone model (Ferdows and De Meyer, 1990). The CAPS could combine models as a system. The Author return to this issue in the following article context. On the other hand, the paper filled main purpose to build a development path that walks through.

#### PROPOSALS FOR FURTHER STUDY

Future research could be multiple case studies utilizing the findings of the multi-municipal CCR's and CRC's, which could validate the resource-based project portfolio approach to strategic management as a way to build dynamic capabilities.

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