

The Mean Lean Machine

Interpretation of Lean in a Public Sector Organisation

The Mean Lean Machine: Interpretation of Lean in a Public Sector Organisation

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Master Thesis

Culture, Communication, and Globalisation

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By request of the organisation, this paper is anonymous, and does not include any information that will allow the reader to identify the daycare administration.

Abstract

Purpose/motivation: The motivation for this thesis lay in the interest of management strategies being utilised in public sector organisations. Lean implementation in a daycare administration was utilised as an example to investigate how context affects the interpretation of new concepts in the Danish public sector, with a focus on municipal departments.

Problem Formulation: It is argued both by the literature review and the researchers that to implement lean it is necessary to account for the context it is being utilised within. This notion is especially important within the public sector, due to its difference from lean's 'original' manufacturing setting. Therefore, the three layers of lean model by Arlbjørn, Freytag, and de Haas (2011) will be applied to investigate how context affect the interpretation within the Danish public sector. Furthermore, translation theory and sociology of translation by Callon (1986) will be applied to account for the process of interpretation and introduction. Additional context related material will help crystallise the specific context of the case organisation.

Design/methodology: To answer the problem statement a single case study approach was selected, investigating a municipal daycare administration. The data was gathered through a qualitative interview and two focus groups, from different layers of the organisational hierarchy.

Findings: The research concludes that the public sector affects interpretation of new concepts, such as lean, from several perspectives. Firstly, political agendas change when passed down the hierarchy. Secondly, a sense of urgency is present within the governmental system, making organisations select management strategies based on their attractors. Lastly, public sector organisations approach changes as short-term oriented projects.

Research limitations/implications: By investigating how context affects lean interpretation, other public sector organisations can consider the findings and utilise it as an inspiration and foundation for their framework for the implementation of new initiatives and strategies. It can be transferred to similar organisations within the Danish public sector.

Originality/value: Lean implementation being problematised by context is not a new finding, whereas the reasoning as to how, has not been previously addressed. Furthermore, research has not previously investigated lean within the context of a daycare organisation, thus, this master's thesis is adding to the pool of knowledge.

Keywords: Lean, public sector, management strategies, interpretation, concept translation

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1. Introduction

Since lean was introduced to the western world as a tool to increase manufacturing efficiency, it has attracted a lot of attention both from academia and businesses. Private sector organisations have been attempting to implement lean for decades. Nevertheless, within the United Kingdom only 10 per cent of the businesses who attempted lean implemented it successfully (Bhasin & Burcher, 2006). Recently public sector organisations have attempted to carry out lean implementation with varying degrees of success. In most cases, this effort has not been fruitful. The academic field has provided some answers as to why the implementation attempts fail, however, they are not sufficiently explanatory. Context is given as the main reason why lean fails, but what makes it so important and obstructive is not clear.

Lean implementation is by no means a simple task. The concept involves, amongst other principles, giving agency to the employees, decreasing managerial power, focusing on the customer's needs, and working on continuous development. Additionally, lean can be perceived as a multi-level concept, and organisations must commit more resources, time, and effort if they wish to be 'lean'. Thus, it can be seen as a paradox – lean is a tool to make an organisation more efficient and optimise the resource allocation, however while it is being implemented, the company might suffer inefficiencies and waste resources. When organisations 'try' lean, they might experience difficulties, decide it was not for them, and abandon the concept. However, it is likely the organisations which attempted to work with lean because of imitation – everyone else is doing it, so we must do it as well. Within the public sector such pressure is extremely high, as they face competition from private sector companies. In addition, the government and society have increasing demands towards the services provided by public organisation. Thus, by attempting to imitate others, these organisations might not be aware what they are signing up for.

To add to the already existing research, this master's thesis will be conducted as a case study. The aim of this paper is to add to the present knowledge base by creating rich data about lean within the public sector. The organisation selected for the case is a daycare administration within a Danish municipality that attempted lean implementation five years ago. The public daycare sector is experiencing increasing pressure not only from the politicians and society who demand high service standards, but from private childminders competing for customers. The increasing pressure combined with limited resources pushed the administration, together with the municipality, to look at lean as a possible tool to increase their efficiency. The researchers believe

that daycare is an important part of the Danish society. It affects children's early development and has an impact on their future. Therefore, the daycare administration is situated in a unique position where it has to work for the society that is increasingly demanding while the resources are decreasing.

2. Literature review

Over the last couple of decades lean has become a popular management theory, not only practically implemented in many organisations across the globe, but continuously reviewed and researched by academics (Jasti & Kodali, 2015; Lodgaard, Ingvaldsen, Gamme, & Aschehoug, 2016). As mentioned in the introduction, less than 10 per cent of the organisations in the UK have successfully implemented lean, meaning that around 90 per cent are unsuccessful (Bhasin & Burcher, 2006, p. 56). A failure rate this high is quite significant and has initiated an academic interest into why lean implementation projects are in vain. However, before answering that question, it is important to understand what lean is and how the concept has evolved over time and where the academia has placed its focus.

2.1 Lean

In brief, lean is a western understanding and adaptation of the Japanese manufacturer's Toyota Production System (TPS) popularised by the highly influential book by Womack and Jones "The Machine that Changed the World" first published in 1990. Lean is about eliminating waste in human efforts, inventory, time to market, and manufacturing space (Pavanskar, Gershenson, & Jambekar, 2003, p. 3076). Another important part of the process is the creation of value, which means all efforts need to be focused on increasing or enhancing the customer perceived product value (Hines, Holweg, & Rich, 2004, p. 995). In lean customers and their needs are at the core, and everything that does not increase the product value in their eyes is considered waste; the consumers, not the organisation, define the value of the product (Gupta & Jain, 2013, p. 241). An in-depth explanation and examination of lean can be found in sub-chapter 6.1 Lean.

There is no singular definition of lean amongst managers, consultants, and even academics (Hines, Holweg, & Rich, 2004; Shah & Ward, 2007; Pettersen, 2008). According to Bicheno & Holweg (2016) lean is "about moving ever closer to uninterrupted flow in the sequence of operations that deliver perfect quality – in other words – becoming more of a time-based competitor" (p. 1). Sehested & Sonnenberg (2009) define lean as systematically working towards removing unnecessary work, making goals within the organisation reachable with minimal work (p. 15). The definitions mentioned above are focusing on the operational aspects of lean concerning streamlining of production processes to eliminate waste and increase efficiency. However, Womack and Jones (1996) argue that for an organisation to be successful, it needs to adapt lean thinking, which centres around optimising operations and fostering behavioural and cultural

change in the organisation, by focusing on value creation (as cited in Radnor & Osborne, 2013, p. 268). As previously mentioned, the value is defined by the customer, and not the organisation (Radnor & Osborne, 2013, p. 268). Despite the absence of a singular, commonly agreed upon definition, there seems to be an understanding of the characteristics comprising the concept, indicating that lean is defined in operational terms (Pettersen, 2008, p. 295).

2.2 Lean Evolution and Research Areas

For a concept born out of the Japanese automotive industry, lean has taken on a life of its own, transcending industry borders and evolving into a global buzzword, with applications in manufacturing, service, healthcare, education, public sector, and other organisations (Pavanskar, Gershenson, & Jambekar, 2003; Hines, Holweg, & Rich, 2004; Radnor & Osborne, 2013). According to Hines, Holweg & Rich (2004), there have been four distinct stages in lean evolution. First, from 1980-1990 there was the awareness stage, during which literature was focusing on lean shop-floor practices in the automotive manufacturing industry (Hines, Holweg, & Rich, 2004, p. 996). At this stage, researchers such as Shingo (1988) and Monden (1983) wrote books about the Toyota Production System, focusing on aspects like Just-In-Time, Single-Minute-Exchange-of-Die, Non-Stock production systems, and how these tools could be applied to increase the productivity of Western manufacturers.

The second phase in lean evolution encompasses a time period between 1990 and mid-1990. During this time Womack and Jones published “The Machine That Changed the World” (1990). At this stage, the literature focused on identifying best practices and benchmarking for the purpose of emulation, promoting tools such as Total Quality Management. (Hines, Holweg, & Rich, 2004, p. 996). The scope of lean was beginning to expand, despite the fact that the main target was the automotive industry, the concept now covered both vehicle assembly and component production (Hines, Holweg, & Rich, 2004, p. 996).

The third lean development phase covered the time period between mid-1990 and 2000, when literature started to focus on value streams, lean enterprise, and supply chain collaboration, using process-based approaches to support the manufacturing flow (Hines, Holweg, & Rich, Learning to evolve: A review of contemporary lean thinking, 2004, p. 996). The scope of lean was expanded beyond the automotive industry, and was now applied to manufacturing in general, with particular focus on repetitive manufacturing (Hines, Holweg, & Rich, 2004, p. 996). During this time Womack and Jones continued their exploration of the topic with their book “Lean Thinking

– Banish Waste and Create Wealth in your Corporation” (1996), which focused on exemplifying how lean could work by using case studies of companies that had had tremendous results by implementing lean, such as Porsche, and Pratt & Whitney. Additionally, Womack and Jones’, 1996 book, in line with this stage of lean evolution explores not only the manufacturing plant, but the whole supply chain, including logistics.

The fourth stage of lean thinking started around the year 2000. The literature focus shifted to organisational capabilities at system level, exploring integrated supply chains and processes, as well as the relation between value and cost. (Hines, Holweg, & Rich, 2004, p. 996). Additionally, during this time lean thinking broke the metaphorical fourth wall and started extending into service and public sectors (Hines, Holweg, & Rich, 2004, p. 996). Holweg & Pil (2001) wrote about the challenges organisations face when implementing Build-To-Order supply chains and how to avoid pitfalls. Zoe Radnor (2008) started investigating lean integration in public institutions and government. After the global financial crisis in 2008, governments were put under scrutiny to become more efficient and decrease their costs significantly, thus their attention turned towards lean (Radnor & Walley, 2008, p. 13).

The researchers of this paper would argue that there has been another step in lean evolution after 2010. It was ignited when Eric Ries published his book “The Lean Startup” in 2011. This book stipulates that lean can be used to foster innovation and help deal with market volatility and advocates concepts such as the Minimum Viable Product, cross-functional teamwork for product development, and experimenting to create the best product before a market launch (Ries, 2011). The biggest waste is creating a product no one wants to purchase or use (Ries, 2011). Ries advocates for this approach to be used in any industry and organisation no matter its size and longevity, and it has become what could be referred to as a pop-management strategy (2011). There are now ‘Global Lean Startup’ workshops, meetings, and conferences, and other books in the series. Academia has not necessarily been charmed by this interpretation of lean, as academic articles are scarce and mainly come from conference proceedings (May, 2012; Mueller & Thoring, 2012).

Most of the research done concerning lean, especially if it includes data gathering, has been conducted by using quantitative methods (Angelis, Conti, & Gill, 2011; Shamah, 2013; Bortolotti, Boscari, & Danese, 2015). While such approach is understandable since the whole concept of lean is focused on improving performance, there exists a need to conduct more qualitative research to

increase the understanding of how lean is interpreted and the implementation process is carried out, especially in industries outside manufacturing. While the concept of lean is evolving, it is not clear whether the perception of lean is changing with it, especially outside academia. Conducting qualitative research has the potential to increase the understanding of the complexities involved in lean implementation associated with context, such as human connections.

2.3 Lean in Public Sector

Lean has become a popular approach to public service reforms as these organisations are experiencing increasing pressure to ‘do more with less’ as governments are trying to reduce spending while trying to increase or maintain the service level (Radnor & Osborne, 2013, p. 266). While there are several government and public service offices implementing lean practices, it is predominantly used and analysed in the health care industry (Radnor & Walley, 2008; Pedersen & Huniche, 2011). The research exploring lean practices has mainly focused on the UK organisations, such as Her Majesty’s Customs and Revenue, National Health Service, Her Majesty’s Courts Service, policing, financial services and higher education (Antony, Rodgers, & Cudney, 2017, p. 1404). The researchers of this paper did not find articles concerning lean implementation in public daycare.

There have been articles addressing lean in the public sector in Denmark. Pedersen & Huniche (2011a) investigated the determinants of lean implementation in the Danish public sector by using the negotiated order perspective. From interviews with 29 managers, they conclude that lean projects do not have specific barriers for success (Pedersen & Huniche, 2011a, p. 416). General resistance to organisational change has the risk of hindering project outcomes (Pedersen & Huniche, 2011a, p. 416). Using the same data set, Pedersen & Huniche released another article, expanding on the function of negotiation in lean project implementations (2011b). They concluded that lean is a political process involving interaction with numerous stakeholders, thus negotiation is an integral part of this procedure helping to translate abstract notions into practice (Pedersen & Huniche, 2011b, p. 562). Arlbjørn, Freytag, & de Haas (2011) investigated lean practices in the Danish municipal sector in a service supply chain management context. Based on their research, they stipulate that if lean is simply understood as a set of tools it might be universally applicable, however, applying lean in public sector makes sense only if the organisation works with monotonous and standardised tasks (Arlbjørn, Freytag, & de Haas, 2011, p. 292). It is unclear

whether lean philosophy is applicable in public institutions providing non-standardised and individual service, such as daycare administration (Arlbjørn, Freytag, & de Haas, 2011, p. 292).

A conclusion has been reached in academia stipulating the public sector cannot and should not blindly adopt the same approach to lean as the private sector (Radnor & Walley, 2008; Pedersen & Huniche, 2011; Radnor & Osborne, 2013). As has been explained earlier, lean is rooted in manufacturing, thus implementing the same tools and practices without adaptation into a completely different context can lead to failure. One of the main problems for lean application in the public sector stems from the difficulties of defining and identifying the ‘customer’ and their needs (Krings, Levine, & Wall, 2006; Arlbjørn, Freytag, & de Haas, 2011; Radnor & Osborne, 2013). In lean philosophy, the customer is at the centre of improvement efforts, and all processes should create value for them (Radnor & Osborne, 2013, p. 268). A public office has many stakeholders, and it is difficult to assess whether the institution is serving the public, the system, the politicians, other employees, or all the above (Arlbjørn, Freytag, & de Haas, 2011, p. 288). Without understanding and defining the customer it is hard, if not impossible, to determine how to increase value of the provided services without assumptions and speculation.

Another common finding amongst researchers is that the public sector rarely implements lean thinking and philosophy, rather focusing on tools to accomplish short term efficiency improvements (Radnor & Walley, 2008; Arlbjørn, Freytag, & de Haas, 2011; Radnor & Osborne, 2013; Antony, Rodgers, & Cudney, 2017). In these cases, it can be argued that the organisations were undergoing process improvements and could have used another label than lean for the change (Arlbjørn, Freytag, & de Haas, 2011, p. 291).

3. Problem Area and Problem Formulation

The concept of lean has been around for approximately to four decades, during which it has constantly evolved, and each evolution stage has brought with it a new focus in the academic research. During each stage of evolution, starting when TPS was translated to lean, the concept has acquired new meanings and interpretations as well as expanded its reach crossing organisational, industrial, and cultural borders. Recently, public sector organisations have been trying to work with lean as an efficiency booster because resources are becoming scarce while the service quality demands remain unchanged. Most of the conducted academic research has been quantitative, leaving a gap in the existing literature which can be filled with qualitative studies focusing on rich data gathering. Additionally, investigations concerning lean in public sector have mostly focused on the UK healthcare, education, customs, policing, and financial sectors with only few articles focusing on Denmark and none on daycare. There definitely is a possibility to expand the research area by researching other public organisations, as each institution has their set of stakeholders and unique challenges, which could either hinder, aid, or make implementation of lean impossible.

While academics admit context is an important factor when attempting to implement lean, there seems to be a knowledge gap concerning how one will affect the other. Given that lean is a manufacturing concept adapted from the Toyota Motor Corporation, it can be assumed that all tools and practices will not be compatible with the Danish public sector. Since the concept is rooted in Japan, and is originally intended to be applied in manufacturing, the research will take the context of a daycare administration into consideration to understand what impact it has on lean implementation. Another gap in the literature addresses how the introduction and interpretation of lean can affect the understanding of the concept and implementation efforts.

Based on the above, the problem formulation is as follows:

How does the context of the Danish public sector affect lean interpretation in a municipal department?

Since the problem formulation encompasses several key terms, it is important to account for them. ‘Context’ refers to the political, professional, public sector, and case specific framework within which this research is conducted. ‘The Danish public sector’ addresses the state-owned organisations providing public service through local authorities. ‘Lean’ is a management theory, which will be used as an illustration of similar organisational strategies. ‘Interpretation’ refers to

the creation of an understanding about a specific topic. 'Municipal department' is to be understood as separate units within the public sector which employ civil servants.

4. Research Framework

The following chapter will describe the parameters in which the research has been conducted. Firstly, the case description will introduce the daycare administration, its functions, structure, and relevance to the research. Secondly, the Danish public sector will be introduced with a focus on the public daycare system. Lastly, social pedagogy will be addressed as it is the contextual framework in which the case operates within. The goal of this chapter is to provide the reader with an understanding of the intricacies within the case and its surrounding structures.

4.1 Case Description¹

For the reader to fully understand the case it is necessary to explain the organisation, its tasks and goals. The hierarchy of the organisation will be described, where the functions of the different levels will be outlined. Lastly, a timeline of how the lean introduction at the daycare administration occurred will be presented. For clarification purposes the researchers have chosen to use the term ‘daycare administration’ when referring to the type of organisation the case represents. The Danish term ‘dagpleje’ translated directly is ‘daycare’, which can imply all types of child care. Therefore, to avoid confusion daycare administration will be used throughout the paper.

A daycare administration is an offer for families in Denmark with children between the age of 0-2 (Værd at vide om dagpleje, n.d.). The children are being taken care a childminder, who supervises up to five toddlers (Værd at vide om dagpleje, n.d.). The daycare is setup at the private homes of the childminders (Værd at vide om dagpleje, n.d.). It is possible to send a child to both a private or municipal childminder (Dagpleje og daginstitutioner, n.d.). The difference between the two is that a municipal childminder has been chosen and approved by the municipality, whereas the private childminder has applied for a license and agreed upon the business terms with the municipality (Dagpleje og daginstitutioner, n.d.).

Daycare administrations’ goal is to provide support and care for the young children in the childminders’ care (Dagplejen, n.d.). The tasks include scheduled and unscheduled visits to supervise and inspect the childminders in the municipalities, focusing on the children’s wellbeing and learning (Tilsyn og samarbejde i dagplejen, n.d.). Furthermore, the administration provides

¹ The data for this case description has been sourced from interviews with the case organisation, the relation of a researcher, and various online sources.

guidance and counselling to both childminders and parents (Dagplejen, n.d.). In addition, the daycare administration performs many administrative tasks, to make sure that no knowledge is lost from counselling and supervision, as well as create accountability. The administrative part of the organisation is necessary for the entirety to function properly and smoothly.

The hierarchy of the chosen daycare administration consists of layers within the organisation itself, but there are several above it. See Figure 1 for a view of the hierarchy in the organisation; within the context of this research the daycare administration consists of the manager, the teams. Since the daycare administration offers a public service it is governed by the Danish state and municipal authorities. The external layers will not be addressed. Internally, the daycare manager is at the top of the hierarchy. He/she is educated as a pedagogue but has completed additional education within management. His/her work consists of overall management of the lower levels of the hierarchy, in addition to decision-making.

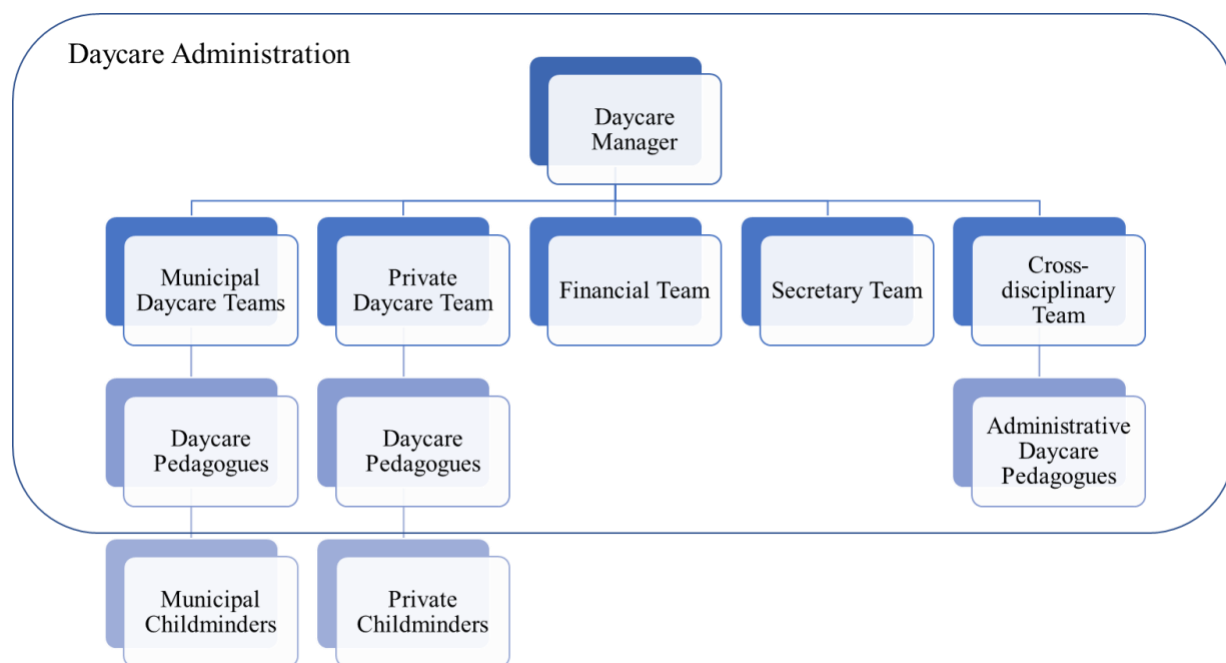


Figure 1: Overall organisational hierarchy in the daycare administration. Source: own creation

The organisation is divided into teams, see Figure 1. Each team has a leader, who hierarchy wise, is directly below the manager. The team leaders are part of the management group, consisting of them and the manager, who are involved in decision-making. There are different kinds of teams, five of them work with municipal daycare, one is cross-disciplinary, one is responsible for private daycare, one is a secretary team, and the last does finance. Each municipal daycare team has

between five and seven daycare pedagogues, who are the administration's link to the childminders, as visualised in Figure 2. Each team is responsible for around 100-150 childminders, each responsible for between four and five children. The daycare pedagogues are those who perform many of the tasks viewed as the goal of the daycare administration. They do guidance and supervision with the childminders, investigate the children's well-being and learning, and are in contact with the parents both at initiation, during, and when the child advances through the daycare system. There are a lot of administrative tasks involved in the daycare pedagogues' job, as they have to make records about their observations concerning the children and childminders.

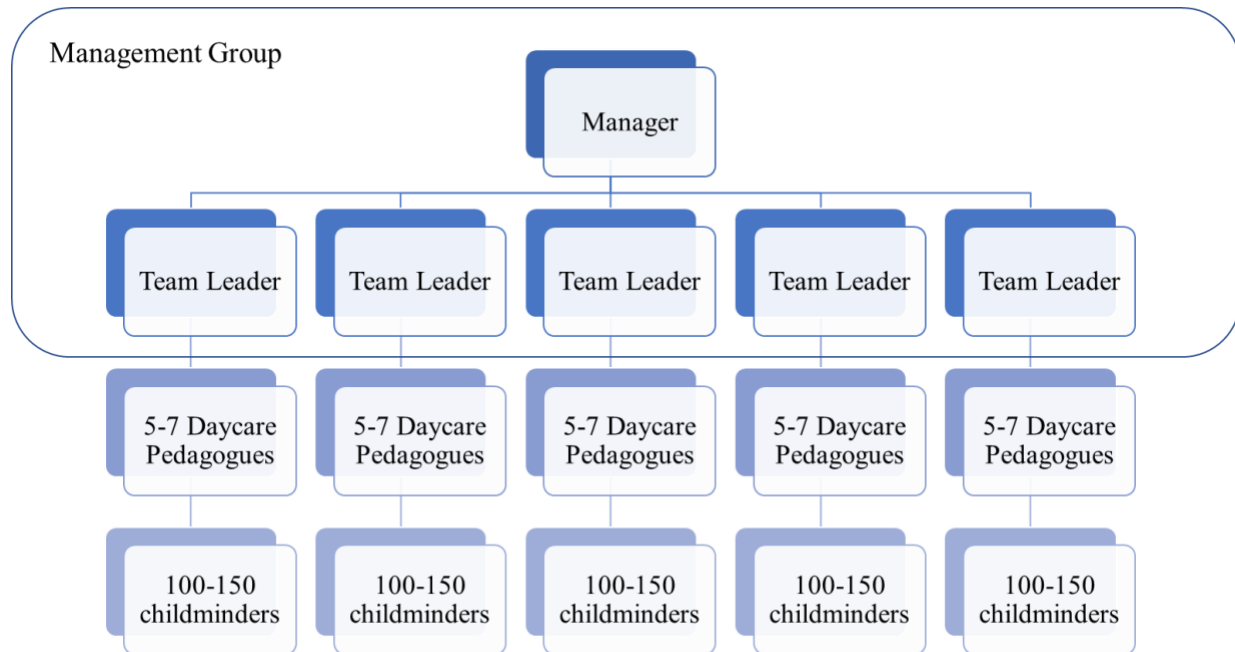


Figure 2: Cross-section of the municipal daycare teams. Source: own creation

Even though the remaining teams are not included in the field of research they are to be explained nonetheless, since it gives a full explanation of how the organisation functions. The cross-disciplinary team takes care of different tasks, such as guest care for all the teams, in case a childminder is unavailable and his/her children need to go be reassigned. The employees in this team are known as administrative pedagogues. The private daycare team is concerned with monitoring the private childminders in the municipality. The secretary team does the required secretary work for the entire organisation. The finance team is concerned with the finances of the daycare administration, such as maintaining the budget.

The childminders are only assigned to the municipal and private daycare teams. The childminders' main tasks are to take care of the children, but there are nuances included in this task, such as making sure the children thrive and go through their development at a natural pace. The municipal childminders undergo supervision from the municipality, therefore, they have rules and regulations to follow when taking care of the children. The data collection occurred within the daycare administration, which within this research the childminders are not considered a part of it. The childminders can be perceived as both the receivers and providers of a service. From the parents' perspective the childminders provide the service of childcare, while receiving guidance and support from the daycare pedagogues.

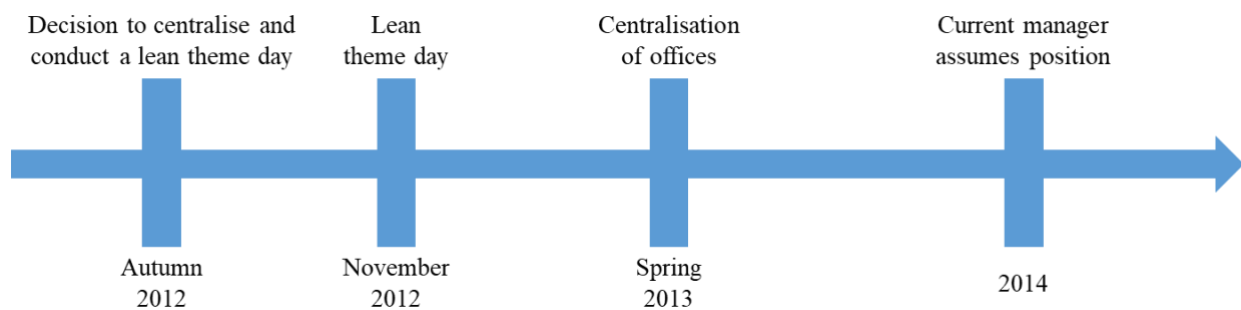


Figure 3: Lean introduction timeline within the daycare administration. Source: own creation

In the autumn of 2012 a decision was made to centralise, meaning that all separate offices would be merged at a central location within the municipality. In the same year the previous manager of the daycare administration decided the organisation should participate in a lean theme day, which took place in November. It is not unreasonable to assume that the decision to organise a lean theme day took place around the same time as the decision to centralise. In the beginning of 2013 the merge was executed. Furthermore, the current manager assumed his/her position in 2014 but was working in the organisation prior this change. A visual presentation of the timeline can be found above in Figure 3.

4.2 The Public Sector in Denmark

This section will describe and give account for the public sector in Denmark. An outline of the public sector, its main tasks and objectives will be given. Hereafter, the public daycare system will be described and accounted for. The aim of this section is to give the reader background knowledge for the research and create a more in-depth understanding of the system and child care. Within the context of this research 'public sector organisations' will be used to describe service providing parts of the public sector.

Due to its size and ability to boost the economy by providing services, the public sector plays an important role within the society (Forlaget Columbus, n.d.). Therefore, it has the ability to both create and diminish growth and wealth (Forlaget Columbus, n.d.). The public sector is divided into three factions: state, regional, and municipal (Forlaget Columbus, n.d.). A large part of the public sector is income-based, for instance child care, some parts of education, and business counselling, meaning that payment is required from the users (Forlaget Columbus, n.d.). Most of the public sector's expenses are covered by taxes, meaning income-based services are not the main fiscal drive for the public sector (Forlaget Columbus, n.d.). Municipalities provide most services to the citizens, thus they consume most of the taxes collected (Kommunale opgaver og struktur, n.d.).

An important distinction to make when working with the public sector, is whether a part of it can be considered an institution or an organisation, which is an important but not obvious distinction (Thomsen, 2010, p. 119). Many parts of the Danish system, such as the parliament, the government, and the municipalities, are often referred to as political institutions, which is incorrect (Thomsen, 2010, p. 119). An organisation is capable of acting and accomplishing something, whereas an institution is a "dead" object since it has formal and informal rules, such as laws and norms (Thomsen, 2010, pp. 119-120). Municipalities are based on rules and institutions, which for instance determine that they cannot be underbudgeted (Thomsen, 2010, p. 120). Even though a municipality is an organisation, it is based within the institution of laws, which is the incident throughout the public sector (Thomsen, 2010, pp. 120-121).

One of the services being managed by the municipalities is child care. It is an essential part of the society, since most children are taken care of by external services from not long after they are born (Kremer, 2006, p. 273). These services are often municipal but it is possible to choose a private daycare service as well (Kremer, 2006, p. 273). Child care is not only about taking care of the child, but is concerned with improving the child's upbringing, wellbeing, and development, contributing to parenting given at home (Kremer, 2006, p. 273).

Denmark has a long history of utilising professional child care, which can be dated back to the 1940s when it became a requirement to provide universal access to child care for all citizens, accommodating any child, no matter their background (Kremer, 2006, p. 273). To make this approach possible, funding was required from users (Kremer, 2006, p. 273). The argument used for establishing these facilities was that children require social contact, personal inspiration and

development (Kremer, 2006, p. 273). During the 1950s the lives of child care workers, for instance kindergarten and nursery pedagogues changed, as common standards of practice were created, and training courses were established and made available (Kremer, 2006, p. 273). In the 1970s children were defined as the central focus of child care, replacing parents (Kremer, 2006, p. 274). Through the years whenever there have been difficulties with child care, for instance in cases of budget reductions, pedagogues have advocated for the children's interest (Kremer, 2006, pp. 274-275).

Childminders are not required to be educated and certified as pedagogues, as opposed to daycare pedagogues. The following paragraph will explain more about the development of the job as a childminder and the daycare administration. The first daycare administrations were established in Copenhagen, Aarhus, and Odense in 1966, and the age group was 0-12-year-olds (Madsen & Lindskov, 2017). In these setups an inspector, who was a trained nurse, checked up on the childminders and the children at least four times a year (Madsen & Lindskov, 2017). This position is similar to the current daycare pedagogues.

By 1969, 91 of the Danish municipalities had setup daycare administrations, and approximately 4000 children were in municipal daycare (Madsen & Lindskov, 2017). By 1970 the amount of children under municipal daycare administrations had doubled, but there was clear resistance against utilising childminders (Madsen & Lindskov, 2017). Their service was considered as an 'emergency solution' for when other childcare centres, such as kindergartens were unavailable; the perception was supported by the law until 1974 (Kremer, 2006, p. 275; Madsen & Lindskov, 2017). The Danish Social Democratic Party was concerned childminders would become the preferred choice for parents considering public daycare and outcompete other child care centres, such as kindergartens (Madsen & Lindskov, 2017). Around the country, an accusation was even made that the childminders were building larger living rooms for the mere purpose of hosting more children (Madsen & Lindskov, 2017).

In 1974 the law on childminders was changed then stating that they functioned as a supplement to other child care offers, though emphasising it would be best if children were cared for by professionals in child care centres (Kremer, 2006, p. 275; Madsen & Lindskov, 2017). The same year the amount of municipalities having a daycare administration had risen to 144, caring for approximately 25.000 children, surpassing the amount of children in nursery (vuggestue in Danish) (Madsen & Lindskov, 2017). In 1975 a law was made setting a maximum of five children per childminder (Madsen & Lindskov, 2017).

In 1980 a political settlement acknowledged that childminders are on equal terms with similar daycare offers, and they were recognised as a part of public daycare (Madsen & Lindskov, 2017). By 1981 all Danish municipalities had adopted childminders and set up daycare administrations (Madsen & Lindskov, 2017). In 1986 the official term daycare pedagogues was created, replacing the title of daycare leader or daycare assistants, to emphasise the pedagogical aspects of their work (Madsen & Lindskov, 2017).

In 1989, municipalities around the country began grouping childminder daycares with others, making a municipal department concerning all child care offers for children between ages 0-6. The choice was made primarily for economic reasons, but after long negotiations it was possible to create an independent but less resource consuming child care department (Madsen & Lindskov, 2017). In 2010 the municipal daycare administrations faced several problems concerning lack of children (Madsen & Lindskov, 2017). Nurseries were expanding across the country and there was a general drop in children being signed up (Madsen & Lindskov, 2017).

4.3 Social Pedagogy

As previously mentioned, daycare pedagogues are required to have a pedagogical education. Since the care for a child's well-being and development is placed in their hands it is important to understand the underlying ideas of pedagogy. This section will account for the roots of social pedagogy and how it is perceived in Denmark.

4.3.1 The Development of Social Pedagogy

Outside continental Europe, in the Anglo-Saxon speaking parts of the world social pedagogy is connected to working with marginalised children, young people, the disabled, people with special needs, and the elderly. In this instance it focuses on developing new methods of caring, nurturing and general education, and ensuring the staff working with these groups are properly trained (Hämäläinen, 2003; Lorenz, 2008; Jensen, 2016). In addition to the previous understanding, social pedagogy in continental Europe is perceived as a broad methodological approach connected to kindergartens, schools, and even adult education (Jensen, Social Pedagogy in Denmark, 2016, p. 106). With this approach, social pedagogy is not 'deficit oriented', as it stipulates that all human beings are in need of educational guidance to develop their full potential, and, if the requisite resources are available, will be capable of further developing themselves (Lorenz, 2008, p. 636).

Such chasm in understanding of the same concept can be linked back to the historical developments of Germany and the United Kingdom (UK) and the subsequent influences these

countries had on others (Lorenz, 2008, p. 629). In essence, industrialisation brought significant challenges for the society across the world, changing the social order and economic systems (Lorenz, 2008, p. 628). Capitalism created opportunities for unprecedented wealth for some and exploitation along with abject poverty for others, causing a complete paradigm shift in how education, integration, and solidarity was understood (Lorenz, 2008, p. 628). Nation states became responsible for organising social order and the way which they achieved it created deep political divisions within Europe (Lorenz, 2008, p. 628). In the UK social integration initially was considered a task of the individual, whereas in Germany similar educational tasks developed in the public framework (Lorenz, 2008, p. 630).

After the industrial revolution, both the UK and Germany continued social and political development according to the prevailing ideologies, first based on principles of empiricism and pragmatism, and the latter within the German idealism traditions (Lorenz, 2008, p. 632). In Germany, pedagogy was always more than schooling, encompassing the totality of lifelong learning processes taking place in the society from kindergarten through university and adult education, while in the UK the term is mostly used in specialist circles, and carries a meaning more coinciding with that of ‘didactics’ (Kornbeck, 2002; Lorenz, 2008). Consequently, the German philosophy has impacted the development of this concept in mainland Europe, while the UK understanding has been adopted throughout the Commonwealth (Lorenz, 2008, p. 641). There is much more that can be explored within this topic, however that is not in the scope of this research. Over the course of time social pedagogy has been heavily influenced by the context it operates in, i.e. country, culture, and even language (Hämäläinen, 2015, p. 1025). Thus, the next sub-chapter will dive deeper into how social pedagogy was adapted and applied in Denmark.

4.3.2 Social Pedagogy in Denmark

Denmark ‘imported’ the concept of social pedagogy from Germany around 1901 as a term covering societal and pedagogical reality (Jensen, 2016, p. 105). The term ‘social pedagogy’ was added to Danish lexicons around the 1960s and was used to describe a number of social and pedagogical measures as well as social work (Jensen, 2016, p. 108). However, in 1967, it became used specifically in relation with care of residential homes for children and young people, so called ‘protective childcare’ and ‘child welfare’ often coming from marginalised or poor families (Jensen, 2016, p. 109). Later, the focus shifted to looking after the socially exposed and children at risk, and currently, social pedagogues are in charge of taking care of children and young people with

special needs with the aim to prevent social deprivation and marginalisation (Jensen, 2016, p. 110). When a term ‘social pedagogue’ is used as a profession description, it is understood in the narrower sense of the meaning, similar to the one outside continental Europe.

This research topic is connected with children’s daycare in Denmark, and for this reason social pedagogy will be further investigated as it is understood in a broader sense – as a methodological approach connected with education. Theory building on this topic has taken several stages, but it seems the relationship between pedagogy, academic disciplines, and professions is complicated (Jensen, 2009; Jensen, 2016). Academia struggles with the question whether pedagogy is a discipline in its own right, able to independently coexist with, for instance, history, psychology, and sociology (Jensen, 2009, p. 195). In contrast, the number of pedagogues has increased, the pedagogical education has become institutionalised in universities, and the legislation has recognised social pedagogues; i.e. professionalisation has occurred (Jensen, 2016, p. 124).

Thus, there is a substantial gap between academia and real life when it comes to social pedagogy. At its core, social pedagogy is dealing with the complex relationship between individual and society, analysing the relationship between the actors and attempting to facilitate it. Additionally, it is hard to understand and work with a concept for which there exists no clear definition, has two distinct meanings, and is heavily dependent on the context it is examined in. As it has been stated before, the topic of this research is concerned with the perception of social pedagogy as a methodological approach, thus it is not unreasonable to assume that the general pedagogical education in Denmark will have an impact on the people undertaking it.

3.3.2.1 Pedagogical Education in Denmark

The authors of this research felt the need to examine the pedagogical education in Denmark. The pedagogical education available at university colleges is a prerequisite for a job as a daycare pedagogue. Universities offer a pedagogical education as well, however, it has an academic focus. Additionally, pedagogical education is required for teachers, nursery, and play workers (Cordeaux, 1999, p. 17). Pedagogue is an education on the professional bachelor level that qualifies an individual to work with children, young people, and adults (Undervisnings Ministeriet, 2017). Along with the time at school, the student must undertake three internships, one aimed to provide insight into the practical and administrative side of the profession, and the other two within the field of specialisation (Undervisnings Ministeriet, 2017). A student can choose one of three fields

to specialise in: daycare education aimed at 0-5-year olds, school and leisure education aimed at 6-18 year olds, or social and special education aimed at people with special needs (Undervisnings Ministeriet, 2017). People choosing daycare specialisation focus on activities that support children's development, wellbeing, education and learning. The school and leisure pedagogues additionally work with identity formation, relationships, communities, and inclusion (Undervisnings Ministeriet, 2017).

Upon closer investigation, the whole pedagogical education tackles profound sociological issues, for instance, some of the 'universal' subjects or modules include topics such as 'gender, sexuality, and diversity', 'inclusive communities', 'individual and community', and 'democracy and citizenship' (VIA University College, 2016; University College Lillebælt, 2018). Since the Danish Higher Education System is centralised, i.e. the government provides accreditations and oversees the content of the education, the course content for the pedagogical education is similar in all university colleges offering it (Uddannelses- og Forskningsministeriet, 2018). Thus, it is an example of how the principles of social pedagogy have been professionalised. Pedagogues are 'trained' to tackle the societal complexities, albeit those are pre-determined by the government who interprets the issues before adding them to the curriculum. It can be assumed that changes to the pedagogical curriculum are not made overnight, thus it is hard to judge how current they are.

4.3.3 Considerations

As previously mentioned, it is difficult to tackle a concept that has no clear definition, and is highly dependent on the context which it is applied in. Thus, social pedagogy was researched as it is understood and implemented in Denmark. In addition, there is a lack of academic knowledge about the topic as it is not an established research field. Thus, it was necessary to look into the practical application, such as the education, in order to assess how it manifests and influences pedagogues. Social pedagogy as understood in this chapter can be perceived as a methodology or even a philosophical lens through which a pedagogue views themselves, their pupils, the education system, and even society. Such understanding does not diminish the impact the concept has on society or the pedagogical institutions in Denmark. If anything, it makes social pedagogy more relevant as it is ingrained in the social fabric of the country as well as an individual's perceptions about the world they live in. This section outlines the failure of academia to conceptualise a topic that has a strong foothold in the societal values because it does not conform to traditional academic approaches. Alas, because there is a significant academic gap, the researchers of this paper had to

look outside the traditional approaches in order to understand the context in which this research is taking place.

5. Methodology

The following chapter will describe and argue for the methodological and research design choices that have been made in this master's thesis. The chapter will first present any researcher presumptions. Hereafter, theory of science, research design, data collection and analysis methods will be presented and discussed. Additionally, the trustworthiness of the research will be accounted for, and delimitations will be presented.

5.1 Presumptions

Prior to the research, the researchers had different relations and presumptions towards the problem field. One researcher had extensive knowledge about the case organisation prior to the research, thus a number of presumptions. This researcher has a close relative in the organisation, thus had a large amount of knowledge beforehand and provided the possibility of gaining access. This knowledge has not been omitted from the research, as it contributed to gaining a deeper understanding of the case and has been utilised in the Case Description, see section 4.1. The information given about the usage of lean in the public daycare administration by the researcher's relative peaked an interest in all the researchers.

Another researcher had a general understanding of the research field, in terms of knowledge about the Danish public sector and pedagogical context. The last researcher was not familiar with the Danish daycare system and had a different understanding of pedagogy due to her cultural background. To minimise confirmation, bias the researchers collaborated on all sections of the paper and cross-checked each other's work. Prior to this master's thesis the authors have worked together on two academic projects.

5.2 Theory of Science

In the following paragraphs, the ontological and epistemological stances will be outlined, selected based upon the academic beliefs of the researchers. The selected theory of science was the foundation of the train of thought throughout the project. The research investigates how context affects lean interpretation in the Danish public sector, thus the research field contains a number of interdependent variables, as explained in Problem Area and Problem Formulation, see chapter 3. Thus, a complex problem field is identified, making the ontology of constructionism and the epistemology of interpretivism relevant for the research.

The basis for the ontology of constructionism is, according to Bryman (2016), the belief that any social object or phenomenon is constructed by its surrounding actors, thus is in a constant

state of development, and no two are identical (p. 29). Due to these beliefs, it can be presumed that there is no single objective reality, implying the findings of a single research cannot be translated directly into a different context, however, elements can (Bryman, 2016, p. 26). Additionally, tendencies in one public sector organisation can be assumed to be present in a different one, based on the similarity of their contexts. Therefore, elements of the research can be generalised to a certain degree, allowing the knowledge to be utilised in other organisations.

The epistemological question is concerned with what knowledge is considered acceptable, within a research discipline, thus there should be a differentiation between natural and social sciences. This research functions in the latter, and the epistemological stance of interpretivism can therefore be utilised, which focuses on understanding a phenomenon, not explaining it (Bryman, 2016, p. 26). Therefore, the researchers of the paper have decided to conduct a single case study to create an in-depth understanding of the context thereby gaining a full perspective of the subject.

Both the ontological and epistemological stances have disadvantages. If no two phenomena are alike the generalisability of the research and thus its relevance can be questioned. A positivist stance attempts to explain human behaviour and generalise the results to any other context in which the given phenomenon exists (Bryman, 2016, p. 26). However, such epistemology would conflict with the academic beliefs of the researchers. Additionally, social research is embedded in wider contextual factors and thus cannot exist in a vacuum, as it would with a positivist approach (Bryman, 2016, p. 14).

In research of natural sciences, the aim is often to conduct an experiment with generalisable results. Thus, in the case of this research a positivist would attempt to explain human behaviour by developing laws, that would be legitimate in any context. If this research was conducted from a positivist perspective it would use quantitative methods to address the lean implementation efforts and their effect on the organisation without accounting for the interpretation of the concept. Qualitative methods are not a part of positivism therefore limited or no understanding about the social structures surrounding the phenomenon can be created. However, this approach would be taking out the human factor and a-contextualising the results. As the researchers have a background in social science and adhere to interpretivism and constructionism, they believe all individuals, communities of practice and societies are different, and thus a-contextualised results cannot be generalisable to all contexts. The researchers do however believe that the ontology of constructionism and the epistemology of interpretivism can contribute to identifying tendencies

that can be generalised to similar cases to this research. The clash between positivism and interpretivism occurs as one attempts to explain human behaviour and the other understand it (Bryman, 2016, p. 26).

The researchers have chosen the selected epistemological and ontological perspectives, because they align well with the objective of the research, which is to investigate how lean is interpreted in the Danish public sector. These stances allow the researchers to conduct a qualitative case study, investigating the experiences and opinions of the individuals partaking in the selected context. It allows for thorough qualitative research with the opportunity of gathering rich data. By conducting qualitative research, the researchers fill one of the gaps identified in the literature review, namely the lack of qualitative studies on lean.

5.3 Research Design

This research will be conducted using a single case study with qualitative data collection. The design is aligned with the ontological and epistemological stances as previously described. Qualitative inquiry is relevant when a complex and detailed understanding of an issue is needed (Creswell, 2013, p. 48). This thesis is concerned with how lean is interpreted in a public sector organisation and is therefore investigating lean in a different setting than where it originates from. Due to the limited research on the problem field and the lack of qualitative studies on lean, the variables cannot be determined through a literature review. The understanding of the issue can be established through direct contact with individuals and gaining their perspectives (Creswell, 2013, p. 48). Another key aspect of qualitative research is the aim of understanding the context in which the participants or phenomenon takes place. Individuals and their contexts cannot be separated (Creswell, 2013, p. 48). Qualitative methods are relevant for this problem field, since the researchers are investigating how lean is interpreted, thus need to gain an understanding of the factors that contributing to the process.

5.3.1 Case Study

A case study allows the researchers to focus on the relationship between a phenomenon and the context surrounding it (Yin, 1981, p. 98). This method is needed for research when an empirical inquiry is required to examine a contemporary phenomenon in its real-life context (Yin, 1981, p. 98). Through a case study, the researchers are able to conduct detailed and intensive research on the topic, capturing the process under investigation in a detailed way (Flick, 2014, p. 122; Bryman, 2016, p. 66; Creswell, 2013, p. 97). To conduct a trustworthy case study, it is

necessary to present an in-depth understanding of the case at hand (Creswell, 2013, p. 98). The researchers for this thesis have utilised online sources, interviews, and informal conversations. By doing so, knowledge about the case was gained from multiple perspectives, namely publicly available information, and different employees within the organisation.

Case studies have generally been criticised for problems of generalisation (Flick, 2014, p. 123). Therefore, academics often tend to conduct multiple case studies, to increase the generalisability of the research (Creswell, 2013, p. 101). However, this method often leads to less detailed studies, thus the understanding of the selected units will not be as in-depth as in a single case study (Creswell, 2013, p. 101). The researchers for this thesis decided to conduct a single case study, to gain a more in-depth understanding of the variables affecting the interpretation of lean in the public sector.

One of the characteristics of a single case study is that the selected unit has clear, easily identified boundaries (Payne & Payne, 2004, p. 32). It is additionally important the case is a single example representing the pool of units being researched (Payne & Payne, 2004, p. 32). The case selected for this research represents a broader type of public sector organisations, working with both administrative work and human connection. The case represents daycare administrations in other Danish municipalities, because they function within the same governmental framework and perform similar tasks. It further relates to similar organisations and departments, such as job centres, hospitals, and schools, because these include both administrative and human oriented tasks. All the beforementioned are under pressure to decrease their expenses and increase efficiency and are thus under the same pressure as the daycare administrations. Based on the similarities between the selected case and the group of units it represents, the findings of this research can be generalised to before mentioned groups to some extent. The case selected is typical, as it represents a general group of public sector organisations (Bryman, 2016, p. 62).

5.3.2 Iterative Process

The research was conducted iteratively, thus consisted of systematic, repetitive, and recursive processes (Basset, 2010, p. 504). This design allowed the researchers to shift between theory and data throughout the analysis, making it possible to adjust the theoretical perspectives during the process. Such approach is exemplified through the preliminary analysis of the manager interview, which was used to identify the theoretical topics used for further interviews and analytical discussion.

The problem formulation and theoretical aspects underwent several alternations through the research period, before arriving at the final problem formulation and theoretical framework. Conducting the research in an iterative way, allowed to combine inductive and deductive approaches. Thereby it was possible to adjust the theoretical framework to topics identified in the data. Figure 4 illustrates the iterative loops as they occurred throughout the research. Additionally, a description of the process can be found in the following paragraphs.

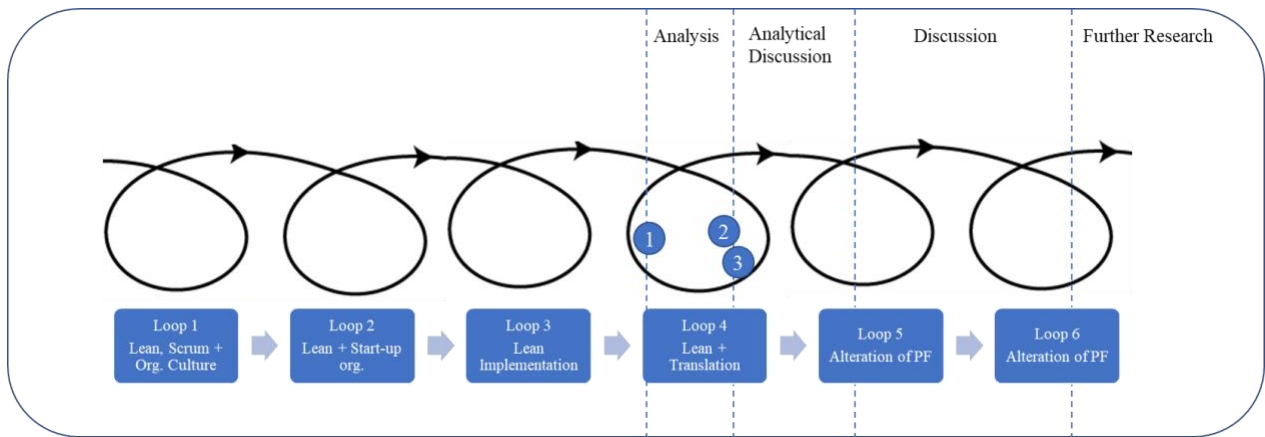


Figure 4: Model of iterative loops. Source: own creation

The numbers in the figure above indicate the interviews conducted throughout the research. Number 1 is the preliminary interview with the manager. Number 2 is the focus group with the team leaders, and number 3 is the one with the daycare pedagogues. The boxes below the iterative loops indicate the focus of the research at the time. The chapters indicated above the loops outline the way which data is represented in this paper.

5.3.2.1 First Iterative Loop

The first iterative loop was based on the researchers' preliminary considerations of how and why companies decide to embark on a journey of change in culture and structure, shifting from an industrial to a knowledge organisation. The field of interest addressed how already established businesses can adapt to the increased importance of knowledge management, based on the researchers' assumptions that organisations would need to undergo rapid and continuous change to keep up with the market demands. Therefore, larger corporations are inspired by start-up organisations and their methodologies, to become more agile, flexible, and responsive to the customer's needs. At this point, theories of lean, scrum, and change management were considered.

Organisational structure and culture are two factors deemed relevant for researching this topic, as a process of change would disrupt some of the existing processes and routines. Examining the mentioned factors before and after a change would allow the researchers to identify and assess the impact of the effort. The preliminary data collection design was to conduct a multiple case study, and thereby identify organisational structures required to undergo change. The first problem formulation was: ‘How, if at all, are production oriented organisations transitioning into knowledge based organisations, what tools are they using and what factors have influenced the decision to transform themselves?’

5.3.2.2 Second Iterative Loop

The researchers conducted a preliminary literature review, mainly based on lean, and had a meeting with their supervisor. The second iterative loop was initiated after reading “The Lean Startup” by Eric Ries (2011), which, to some extent, can be considered a mainstream management book and was found to be a-contextual, sparking the wonder of whether it is possible to implement lean without any consideration towards sector or context. During this iterative loop, other potential research fields were considered, such as; implications of mainstream management literature, consequences of implementing lean outside manufacturing, and how organisational structure, as well as in vision and mission, would affect the implementation of lean.

After discussions it was decided to focus on the implementation of lean and which factors would affect the process and outcome. Thus, the researchers decided to focus on the link between lean, organisational culture and business transformation. The aim was to identify the tools that worked in different organisational contexts, and therefrom map out which factors affect lean business transformation the most. During this second iterative loop, the researchers shortly considered conducting the research as a single case study, but decided to continue working towards multiple comparative cases, with the aim of conducting a broader research.

5.3.2.3 Third Iterative Loop

After discussions about possible collaboration partners and potential cases, it was decided to conduct a single case study, rather than a comparative study. One researcher knew about a municipal daycare administration which had worked with lean within recent years, and through their network contact was established. It was curious that lean was implemented in a department with trained pedagogues, a profession thought of as being related to soft skills and empathy, rather than optimising operations. During the literature review the researchers encountered limited

academic material on lean in the Danish public sector, and no account for it in daycare. It was decided to conduct a preliminary interview with the manager of the daycare administration, with the goal of arranging interviews with the employees of the organisation. The plan was to take lean theory as a focal point, hereafter, identifying topics of theories through inductive coding and analysis of the data.

5.3.2.4 Fourth Iterative Loop

The interview with the manager was the starting point of the fourth iterative loop, during which the researchers created the following problem statement: ‘How can private sector management philosophies, such as lean, be successfully implemented into a pedagogical public sector organisation?’. The preliminary interview was conducted to acquire information about the organisation, further gaining an understanding of how lean was implemented. The analysis of this interview was done inductively, and thus the researchers arrived at the theoretical topics relevant for the research through inductive coding. An elaboration of the coding process can be found in section 5.5.1 Inductive Coding. In the preliminary analysis, it became evident that lean was not implemented in the organisation as first presumed. This finding raised a number of questions amongst the researchers, which were incorporated into the interview guide for the focus groups. It was additionally decided to shift away from the problem formulation at the time and instead add the theoretical topic of sociology of translation to the theoretical framework. A new problem formulation was not articulated at the time. After drafting the theoretical framework. Hereafter, an interview guide was constructed for the upcoming interviews with team leaders and daycare pedagogues. After the final interviews, the researchers placed all data into a table, further explained in section 5.5.4 Analysis Table B, and found in Appendix 10.

5.3.2.5 Fifth Iterative Loop

The analysis of the data lead to a number of discussions, initiating the fifth iterative loop, during which a significant change in research field took place. Rather than focusing on public sector organisations working with pedagogy, the research field was expanded to encompass any public sector organisations working with human connections, as it was assumed that the findings of the research would be applicable to both. For instance, nurses in hospitals or job consultants in jobcentres, have both administrative and human related tasks. The following problem formulation was created: ‘How can public sector organisations, where human relations are of paramount importance, improve the introduction and translation of popular management ideas, such as lean?’

5.3.2.6 Sixth Iterative Loop

The researchers encountered problems with their ability to separate analysis from pre-existing knowledge. At this point the thesis supervisor was met several times to crystallise the problem formulation, which was changed three times. Ultimately the researchers created the problem formulation, as presented in chapter 2, Problem Area and Problem Formulation: ‘How does the context of the Danish public sector affect lean interpretation in a municipal department?’ During this loop no changes to the existing theoretical framework were made and data was not analysed any further. The discussion chapter was written at this time and to account for different theories that can be used to explain concepts on a meta level. The master’s thesis as presented in this paper was concluded within this iterative loop.

5.4 Data collection

The aim of this research was to understand how lean is interpreted in the Danish public sector. Based on this problem field, as well as the ontological and epistemological stance of the research, it was decided to conduct qualitative interviews for data collection. This way, the researchers gained access to the experiences and perspectives of the interviewees. It was decided to conduct one interview and two focus group interviews were conducted.

Interviewing has become one of the most common ways to collect data about people’s perspectives, but when conducting interviews and focus groups, there are some challenges researchers must be aware of (Brinkmann & Tanggaard, 2015; Creswell, 2013). In an interview, there is often an asymmetry of power between the interviewer and interviewee and thus it is not a completely open dialogue between egalitarian partners (Kvale & Brinkmann as cited in Creswell, 2013, p. 173). The one-way dialog is created to provide information for the interviewer, based on the researchers’ agenda. In an attempt to counter control the interview, the interviewee may withhold information (Creswell, 2013, p. 173). It is therefore important that the researchers consider, whether the interviewee is able to fully articulate their opinion, without consideration of their situation or factors that may affect them, and whether they choose to present their full story or only part of it (Weis and Fine as cited in Creswell, 2013, p. 173). Thus, interviews will not present answers that are not shaped by the interviewees perspective and experiences, but rather as socially constructed answers shaped by their context (Brinkmann & Tanggaard, 2015a, p. 30). The measures the researchers took to ensure quality in the data collection is described in sections 5.4.1 Interview and 5.4.2 Focus Group Interview.

Despite the above-mentioned difficulties, interviews are, if done correctly, the most efficient way to collect data and knowledge about individuals (Brinkmann & Tanggaard, 2015b, p. 30). This method was selected for the research, as it focuses on how specific individuals have experienced certain events or situations in their own context. Thus, the interview allows for a detailed analysis of individual's experiences, which in this research will be the daycare administration and their experience of lean.

To avoid a language barrier the interviews were conducted in Danish, as it would make the interviewees more comfortable with articulating their opinions. This approach increased the reliability of the collected data. As one researcher did not speak Danish, translations were provided when necessary, an explanation of which can be found in section 5.4.3 Transcriptions.

5.4.1 Preliminary Interview

The first interview was conducted with the manager of the daycare administration, with the aim to gain a preliminary understanding of the organisation and their lean experience. The analysis of the interview laid the groundwork for the theoretical framework. The manager was selected as it was presumed this individual would have an extensive knowledge of the department and its structure as a whole. Additionally, the manager acted as a gatekeeper for the organisation.

A semi-structured interview approach was utilised, and it is characterised by focusing on a certain topic with few prepared questions (Rubin & Rubin, 2012, p. 31). This structure allowed the interviewer to shift from the interview guide, if the interviewee presented interesting data that the researchers did not expect (Brinkmann & Tanggaard, 2015b, p. 36). The interview method was selected, as it allowed the researchers to gain more insight into the reality of the interviewee, and thus their perspectives. When conducting a semi-structured interview, it is important that the researchers are aware of what information is needed and it is thus necessary to have an understanding of the phenomenon that is being investigated (Brinkmann & Tanggaard, 2015a, p. 37). Therefore, the researchers of this project based a section of the interview questions on lean concepts understood from the literature review.

The interview took place in a face-to-face setting in the offices of the daycare administration. Initially, the aim was that all interviews should have been conducted by two researchers, to ensure that all questions were asked, as well as for asking follow-up questions. However, it was not possible during the preliminary interview, therefore, it was conducted by a single interviewer. This researcher had an extensive amount of knowledge about the organisation

prior to the interview, therefore, certain elements of the data were not explained as thoroughly as they could have been. However, since the omitted information was known to the interviewer no knowledge was lost in the process.

The interview was conducted based on the researchers preliminary understanding of the topic and the organisation. The interview guide was based on open-ended questions allowing the manager to elaborate on his/her opinions and experiences, and can be found in Appendix 1. For analytical purposes the interview was recorded and transcribed, see Appendix 2. This method of data collection goes hand in hand with the ontological and epistemological considerations of the research, as these focus on the context and knowledge of the individual. After the interview, questions that had not been asked, or that arose after the interview, were sent to the manager in an email. It was however not possible to receive a response. The email exchange between the researchers and the organisation can be found in Appendix 11. The communication further shows the manager's role as a gatekeeper and indicates a lack of interest to cooperate.

5.4.2 Focus Group Interview

The second round of data collection was done through focus group interviews, consisting of team leaders and daycare pedagogues. They were selected to provide different perspectives on the same issue, namely lean interpretations in a daycare administration. A focus group consists of a group of people, selected on the basis of their participation in a particular situation and utilises a non-control interview style, which allows the interviewees to express their opinions (Kvale & Brinkmann, 2015; Merton, Fiske & Kendall, 1956, as cited in Bryman, 2016, p. 502). The aim is to gain insight into the different perspectives of the interviewees and it is thus the responsibility of the interviewer to moderate the interview where personal and contradicting statements can be presented (Payne & Payne, 2004; Kvale & Brinkmann, 2015). This method allows for interactions between the interviewees and therefore answers may be more spontaneous and honest than in single person interviews (Kvale & Brinkmann, 2015; Demant, 2014). A focus group acknowledges the individual narratives of the same phenomenon, that either support or contradict one another (Demant, 2014, p. 205). It is important to keep in mind that focus groups can reduce the control of the interviewer, thus there is a risk of a chaotic interview (Kvale & Brinkmann, 2015, p. 206).

In this research, focus groups were conducted with two different groups of employees. All of the interviewees were employed at the daycare administration during the introduction of lean and can therefore provide knowledge of the process. For this reason, these interviews can be

considered focus groups, even though they consisted of fewer interviewees than what is considered the norm for focus groups. The first focus group interview was conducted with two team leaders from the daycare administration. Initially, the researchers had expected to have five individuals in this group, however this was not possible to coordinate with the case organisation. Despite the group only consisting of two individuals, they were selected based on their knowledge about lean in the daycare administration, thus, it can still be considered a focus group interview. Because of the low number of participants, the chaos of the interview was limited and left room for discussion with minimal interruptions. The second group consisted of five daycare pedagogues. This interview space created a lot of discussion and gave the researchers many perspectives on the lean usage in the daycare administration. Additionally, the daycare pedagogues both supported and contradicted each other's statements, which makes it evident that all individuals had the possibility to present their opinions.

The researchers decided to keep the two groups separate, to ensure that all parties felt free to speak their mind and without being concerned about hierarchy inflicting repercussions. It was presumed that if a team leader was in the room during the interview, the daycare pedagogue may shape their answers accordingly, thus affecting the research by, for instance, withholding data or expressing less critical opinions. As all the interviews were familiar with their focus groups a 'safe zone' was created, with room to express their opinions.

5.4.2.1 Operationalisation of Theory

As the interviews were conducted with the manager, team leaders and daycare pedagogues at two different times, separate interview guides were compiled, one for the preliminary interview with the manager, and one for the two focus groups. The preliminary interview did not involve operationalisation of theory, as has previously described in section 5.4.1 Preliminary Interview. This sub-section is based on Appendix 6 in which an operationalisation of the questions can be found.

The two focus group interviews were based on the second interview guide. The researchers found it important that the interviewees were able to express their opinions and narrative. The interview guide was based on the knowledge acquired through the analysis of the preliminary interview, as well as the theoretical framework, consisting of lean and translation theory. In addition to the questions based on theory, the researchers inquired about the context of the organisation.

A set of questions was concerned with the context the interviewees operate in at the daycare administration. The researchers therefore asked about how long they had worked in the organisation and how they perceived their job. Additionally, the researchers asked the interviewees about the pedagogical tasks in their day-to-day lives. These questions further served as an ice-breaker to make the interviewees feel comfortable.

The remaining questions of the interview guide concerned lean and translation theory. The main focus was to get an understanding of how lean had been interpreted, and to gain insight into which tools had been used. The order of the questions was based on how they related to each other to create a flow in the interview. Therefore, questions focussing on lean and translation are not separated but are both present throughout the interview. It is important to note that some questions relate to both lean and translation.

The lean questions focused on gaining insight into how the organisation worked with the concept. Additionally, by gaining an understanding of the interviewees perception of the initial stages of lean and the introduction, created a common ground between the interviewers and the interviewees. Both specific questions, such as which lean tools were used, and broader questions, such as whether they considered any of the changes that took place in the daycare administration as a result of lean, were asked. Questions concerning customer centrality were asked prior to direct lean questions, to avoid involuntary association between the two concepts. The researchers aimed to gain insight into all levels of lean implementation, as presented in the theoretical sub-chapter 6.1 Lean.

The last thematic theme of the interviews was translation. All topics presented in the theoretical sub-chapter 6.2, were present in the interview guide. The respective questions were designed to create an understanding of which actors were involved in the translation process, how they became interested in the topic, and who the central actor was. The questions were often intertwined with lean, as it was the context of the translation. Additionally, by looking into the introduction of lean, the researchers gained insight into the complete translation process.

The interview questions were originally made in English in collaboration of all researchers, and were later translated to Danish, both of which can be found in the interview guide, see Appendix 6. Two researchers collaborated in the translation process, to ensure a correct translation. Red text in the appendix indicates the notes of researchers or explanatory comments.

5.4.3 Transcriptions

The interviews were recorded and transcribed in a simple transcription form, as the primary focus was the content of the interviews, rather than the discourse. Therefore, any interruptions, overlap in talk etc. are not included in the transcripts. Occasionally, it was not possible for the researchers to understand what was said in the recordings, which has been marked in the transcript as [inaudible]. Editor's notes have been added in the transcripts in places where it may not be evident what the interviewees are referring too. These notes have been inserted in brackets. Additionally, all names and places have been anonymised. Information that could be used to identify the specific daycare administration has been retracted, e.g. [DP1] or [City 1].

As the interviews were conducted and transcribed in Danish and the research group had one member who does not speak the language, translations were made. For the first interview, an English resume was produced, and the content was discussed by all researchers, to ensure everyone had the same understanding of the collected data. In the focus group interviews, an English resume was not produced, however, translations of the coded data can be found in Appendix 10. A description of the translation process can be found in section 5.5.4 Analysis Table B.

5.5 Data Analysis

Due to the iterative nature of the research, the process of data collection and analysed occurred twice. The preliminary interview with the manager was coded both inductively and deductively at two separate occasions. The first analysis laid the groundwork for the theory of the research, as well as the second round of interviews. During the deductive coding, all interviews were analysed.

5.5.1 Inductive Coding

The first was coded inductively as no theoretical framework had been established. The researchers collectively discussed any quotes or pieces of data relevant for the research. The coded data was placed in a table, see Appendix 4, where its meanings and implications were discussed. This method makes it possible for the researchers to create descriptions of the data and provide interpretations (Creswell, 2013, p. 184). Following the description of the data fractions, codes were added in Analysis Table A, identifying approximately 70 themes. By reviewing the codes, these were reduced to four theoretical themes. Following an additional revision, the total number was condensed to three, namely lean, public sector organisations, and social pedagogy. These three codes became the foundation for the initial theoretical framework. This coding process can be

found in Appendix 5. However, through an iterative process the framework shifted as public sector and social pedagogy were determined to be a part of the organisational context. Inductive coding allowed the researchers to be open-minded towards the data. Working collectively on the coding reduced the risk of confirmation bias.

5.5.1.1 Analysis Table A

This section will describe the process of the preliminary analysis, see Appendix 4. The analysis table consists of three primary categories, namely ‘text’, ‘analysis’, and ‘themes/codes’. The researchers collectively reviewed the transcript and selected quotes or information that was deemed relevant. After sections of text were added to the table, all data fragments were discussed and analysed. The analysis of each text section can be found in the third column of the table. Lastly, a code was added to each of the quotes, which would then be used to identify the theoretical themes of the research. Some data was given more than one code, as it would be able to match multiple theoretical concepts.

All the researchers worked collectively on the data and the analysis table, with the aim of reducing conformation bias. According to Nickerson (1998), confirmation bias suggests that deliberate selectivity is present in the analysis of data which can unconsciously be moulded to fit the beliefs and hypothesis of a single researcher (p. 175). By collaborating and ensuring that data was placed appropriately in the analysis table, the researchers increased the trustworthiness of the research by reducing the risk of this phenomenon. Additionally, since one of the researchers had no presumptions and understanding about some of the research framework, discussions about all the topics took place, which contributed to creating common understandings in the group.

When reviewing all codes in Analysis Table A, four primary themes were identified: lean, organisational theory, public sector and pedagogy, which are congregated in Analysis Table A-1, found in Appendix 5. The researchers discussed the assigned codes and places them under the ‘Identified Themes’ column. Based on these, four preliminary theoretical topics were selected, and further decreased to three, namely lean, public sector organisations, and pedagogy. By using colour coding, topics of interest within the selected themes were identified, found in the last column of the table. A visual explanation of the process can be found in Figure 5. It is important to note that through the process of iteration some of the identified themes, namely public sector organisations and pedagogy, were utilised as tools to understand the research context and not theories.

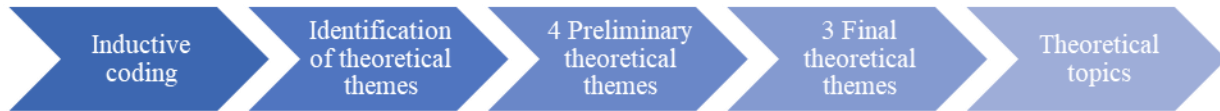


Figure 5: Illustration of the inductive coding process. Source: own creation

The data placed in Analysis Table A was in Danish. As one researcher did not speak the language, the others ensured that a translation and account of meaning was. Additionally, an English resume of the transcript was created, see Appendix 3. Therefore, all researchers created a common understanding of the data, despite the language barrier. However, there is a risk in any translation process that data loses some sense of meaning as it is undergoing an interpretation process.

5.5.2 Deductive Coding

After the theoretical framework had been established all interviews were coded deductively, using the thematical coding method. It is important to note that a new theory, not identified by inductive coding, was applied, as described in the fourth iterative loop. Thematical coding includes aggregating data into predefined categories, however, not all of it was utilised for the research, which is common for qualitative studies (Creswell, 2013, p. 184). The prefigured categories were developed collectively by the researchers, based on the current theoretical framework as described in chapter 6. Despite working with set categories, the researchers remained open to other themes that may manifest themselves through the coding process. For instance, the public sector section emerged as a coding topic based on the information provided by the interviewees.

The interview transcripts were colour coded, according to the selected theoretical fields of lean and translation. Social pedagogy and public sector were coded as part of the context. The colour-coding of the transcripts was done by highlighting sections of data, according to the theoretical aspect it related to. If data fragments matched more than one theoretical aspect, it would only be coded in one colour, but be added in multiple categories in the analysis table. The analysis table is explained in the up-coming section and can be found in Appendix 10.

5.5.2.1 Analysis Table B

Analysis Table B was constructed to increase the trustworthiness of the research, as well as to add transparency. It consists of a column for all the interviews conducted. Each column was divided into two, one for Danish quotes and one for English translations. The data collected from the interviews was placed in according columns to differentiate between the interviews. The overall theoretical perspectives were added as headlines across the table, creating a clear division between them. To each theoretical topic the researchers assigned subcategories according to the theoretical framework. Each theoretical sub-category was allotted a different colour. Vertically in the first column, the theoretical research topics are presented, creating a row for each theoretical concept.

Initially, the researchers aimed to conduct a context analysis, therefore, a section for data relevant to social pedagogy and public sector can be found in the analysis table. However, the researchers deemed the context analysis redundant, as most of the data in these sections had been addressed in the preliminary analysis as well as the context description. Therefore, this section of the analysis table has not been utilised in the analytical discussion.

As previously mentioned, the columns were divided into two, one for Danish quotes and another for English translations. One researcher does not speak Danish and could therefore not read the transcriptions. Therefore, it was decided that the remaining two authors would conduct the coding of the interviews and hereafter place the data in the table, simultaneously, creating translations and descriptions in English. Thereby, the researchers all had a common understanding of the data. It is however important to note that the translation of data was subjective, and that information may have been lost in translation. Additionally, the Danish text in the analysis table was taken directly from the transcripts, whereas the English version was translated or explained, thus, not considered as quotes. The researchers decided not to perform direct translations because it was not deemed unnecessary, since everybody collaborated explanations of quotes were sufficient and direct translations were provided when needed.

Once the draft of Analysis Table B was completed, the researchers collectively discussed the table and each piece of data. The placement of data fragments was reviewed and adjusted if needed. By working collectively on the analysis table, confirmation bias was limited.

5.6 Trustworthiness

The following section will be addressing the validity and reliability of the research, through the four principles of trustworthiness by Guba and Lincoln (1985), namely credibility, transferability, dependability and confirmability (as cited in Bryman, 2016, p. 384). The first aspect of credibility is primarily focussed on the quality of the collected data (Guba & Lincoln, 1985, as cited in Bryman, 2016, p. 384). The researchers designed the interview guide to be semi-structured making it possible for the interviewees to present their perceptions of the topics. Different groups were interviewed according to their role in the organisation, with the aim of creating a more open setting where the interviewees could confidently express their opinions. Therefore, the manager, team leaders and daycare pedagogues were interviewed separately. It is however important to note that the manager was aware of which interviewees were partaking in the interviews as he/she was the gatekeeper. As the interviewees were aware the manager knew they were being interviewed, they may have adapted their answers to be less critical. To address this issue the interviewees were informed that all answers would be anonymous. The researcher with pre-existing familiarity of the organisation participated in all the interviews. It might have affected the validity of the collected data, as it could have influenced the level of honesty, both positively or negatively. Additionally, the interviewees could have withheld information, assuming the interviewer already knew what was meant. The preliminary interview was conducted by the said researcher, and to decrease the impact it might have had on the process, it was decided that the focus groups need to be moderated by two interviewers. Furthermore, since the lean introduction occurred several years prior to the interviews, the research is relying on the memory of the interviewees. Therefore, it is possible that the accounts provided have been impacted by the individuals' ability to recollect, thus, may not accurately account for the events.

The researchers did not experience any technical difficulties related to recording and transcription of interviews. However, due to the interviewees being in focus groups there occasionally were overlaps in talk, complicating the transcription process. Sections that were inaudible were partly made sense of by looking at the surrounding text. Due to pragmatic reasons, such as time restriction and interviewee availability, the researchers did not consult the interviewees to get confirmation that the data was understood and transcribed correctly. The last factor influencing the credibility of the research was the language barrier between the researchers and the interviewees. A decision was made to conduct the interviews in Danish as it was presumed

that the interviewees would not be able to fully articulate themselves in English. To ensure that all researchers gained a common understanding of the collected data, they collaborated throughout the interpretation and analysis stages of the research.

The second aspect of trustworthiness transferability is concerned with investigating in-depth rather than breadth, and thus more oriented towards the context of research (Guba & Lincoln, 1985, as cited in Bryman, 2016, p. 384). By conducting a single case study, the researchers gathered rich data allowing them to understand the context of the daycare administration. Despite the findings not being directly generalisable to all aspects of the public sector, it is believed that similar organisations will experience comparable difficulties. A deeper discussion on the generalisability can be found in section 5.3.1 Case Study.

The third concept of trustworthiness, dependability, relates to the accountability of the research (Guba & Lincoln, 1985, as cited in Bryman, 2016, p. 384). Throughout the research, a clear process description, known as audit trail, has been conducted. The description addresses how and why decisions were made during all phases of the research, adding transparency. Additionally, Appendices 1 through 11, make it possible for readers to gain a clear understanding of the research process and how conclusions were reached. Throughout the research process a supervisor was reviewing the paper providing feedback and guidance.

The fourth and last principle of trustworthiness is confirmability. Throughout the research, the three researchers have worked in close collaboration to reduce confirmation bias. One researcher had extensive knowledge about the organisation prior to the research and was in close contact with the relation who provided the initial contact with the organisation. Since another researcher had no previous knowledge nor understanding about the case or research framework, the combination allowed to adjust and cross check everyone's work.

5.7 Delimitations

Due to the scope of the research, there are a number of topics that will not be addressed. The research will be investigating the context of the daycare administration but will not be addressing the organisational culture. This decision was made based on the belief that organisational culture cannot be generalised and is highly specific to the case in which it appears. While investigating the organisational context, the research will only focus on the municipal daycare teams within the daycare administration, and will thus not touch upon other teams, such as finance and secretary. This decision was made as these teams play a central role in providing

service to the customer, as well as the fact that their job description both contains administrative tasks and human connections.

The research will at times address the political landscape surrounding the public sector. However, the research will not be going into depth of how the different political parties and their political ideologies view the public sector. Additionally, the research will not address the economics behind the public sector. Lastly, it is important to note that the research is only applicable for the Danish public sector. It is however not unlikely that certain elements of the research can be applied to public sectors outside Denmark, as has been illustrated by the literature review.

6. Theoretical Framework

The theoretical framework was developed based on both inductive analysis and additional theories. The theory of lean emerged from the preliminary interview in combination with the initial interest of the researchers. Concept of translation was found to be relevant during the fourth iterative loop. Both will be explained in this chapter.

6.1 Lean

The Toyota Motor Corporation was an early innovator and adapter of self-monitoring systems that detected errors within production processes as they occurred and encouraged employees to interfere and solve arising issues (Hayes, 2014, p. 393). Toyota's innovations combined with the introduction of Henry Ford's assembly lines and F.W. Taylor's standardised work practices paved the way for the development of Toyota's Production System (TPS) (Hayes, 2014, p. 393). TPS was translated into western context and labelled as lean by Womack and Jones in 1990. Since then the concept has evolved and changed, a discussion of the further development can be found in the literature review.

The literature review gave an outline of different scholars who have defined lean, proving there exists an understanding of it in operationalised terms. For this research two definitions will be utilised, the first from Womack and Jones (1994):

By eliminating unnecessary steps, aligning all steps in an activity in a continuous flow, recombining labor into cross-functional teams dedicated to that activity, and continually striving for improvement, companies can develop, produce, and distribute products with half or less of the human effort, space, tools, times, and overall expense (p. 93).

The second is from Bicheno and Holweg (2016):

Lean is about moving ever closer to uninterrupted flow in the sequence of operations that deliver perfect quality – in other words becoming more of a time-based competitor (p. 1).

These two definitions will combined provide a full understanding of what lean is and how it is utilised in this research. Womack and Jones (1994) are highly concerned with eliminating waste in organisations, be it from a process or work stations. They believe that through eliminating waste and creating better flow in organisations, customers will be more satisfied with the end products (Womack & Jones, 1996). Furthermore, Womack and Jones (1996) believe by doing more with

less, meaning that by decreasing effort and expense, the organisation can have better results. Bicheno and Holweg (2016) contribute to Womack and Jones by concerning themselves with creating flow in organisations, but their definition involves the specificity of ‘perfect quality’ being provided. Perfect quality is an important notion since it is an improvement for the customer, who is at the core of lean philosophy (Bicheno & Holweg, 2016).

Lean is perceived in two different ways, either as a philosophy or a toolbox. Within the latter ‘process’ and ‘tool’ is used interchangeably, which will be the case this paper as well. Bhasin and Burcher (2006) believe that not viewing lean as a philosophy is one of the major causes of it failing in organisations (p. 56). They cite Sohal and Eggleston (1994) as having said “that only 10 per cent have the philosophy properly instituted” (as cited in Bhasin & Burcher, 2006, p. 56). Bhasin and Burcher (2006) believes that instead of viewing lean as a philosophy, organisations view it as a toolbox (p. 56). A philosophical approach to lean entails that it is a way of thinking in the organisation and a part of the corporate mindset (Bhasin & Burcher, 2006, p. 56). Bhasin and Burcher (2006) base their research on Liker’s (1996) perception of lean: “a philosophy that when implemented reduces the time from customer order to delivery by eliminating sources of waste in the production flow” (p. 57). Liker’s (1996) definition is similar to Womack and Jones’ however it categorises lean as a philosophy. The researchers agree with this notion and further believe that to successfully implement lean, it is necessary to incorporate the philosophy, not only the toolbox.

Liker (2004) promotes a total approach to lean since “lean cannot work with isolated tools” (as cited in Bhasin & Burcher, 2006, p. 62). Mathaisel (2000), Weiss (2001), and Allen (2000) believe that to use lean the entire system needs to be implemented and adopted since “each approach builds on the previous one, anchoring the systems as a whole ... introducing a scattering of lean tools that are not properly used ... simply bewilders the workforce” (Allen, 2000, p. 2, as cited in Bhasin & Burcher, 2006, p. 62). Within the discussion on lean philosophy the notion of whether lean is a business or manufacturing philosophy surfaces. For this research lean is perceived as a business philosophy, which means that the organisations implementing it should examine themselves in their entirety (Chase, 1999, p. 1, as cited in Bhasin & Burcher, 2006, p. 62). Thus, it is possible to adapt lean to contexts outside manufacturing.

Arlbjørn, Freytag, and de Haas (2011) believe that an organisation needs to take steps before being able to implement lean philosophy (p. 282). Figure 6 illustrates the layers of lean perception. Philosophy is at the top tier; thus, its incorporation is not a simple process.

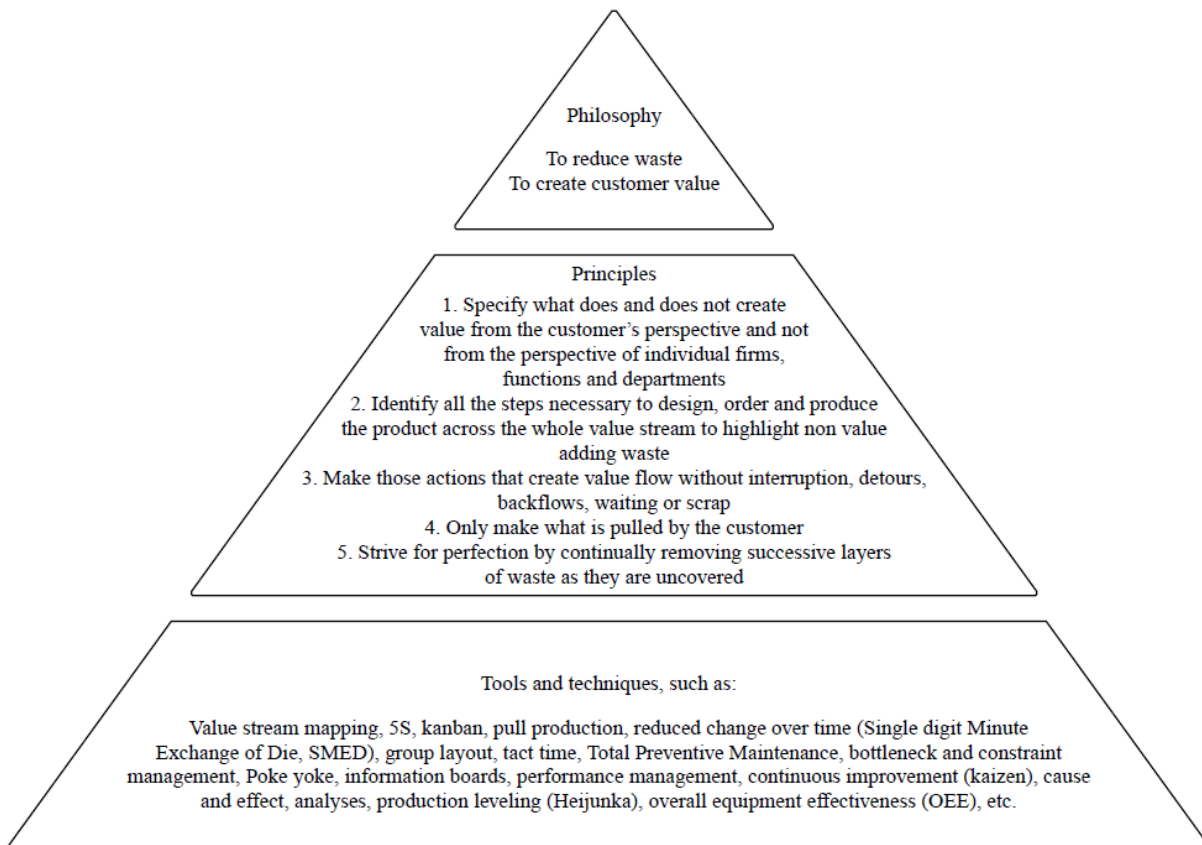


Figure 6: Three layers of lean perceptions. Source: Arlbjørn, Freytag, & de Haas, 2011, p. 282.

To achieve lean philosophy, it is important to implement parts of each layer, however, organisations are not required to utilise all elements described in Figure 6. This notion goes back to Bhasin and Burcher's (2006) claim that it is necessary to adopt the 'entire system', which can be linked to the layers of lean perception, to achieve a successful implementation and utilisation. Arlbjørn, Freytag, and de Haas (2011) say that organisations implementing lean should have practices from the first two levels of lean perceptions, see Figure 6, by the time they reach the philosophy (p. 282). The organisations' primary focus should be on the second layer of the pyramid, since principles can lay the foundation of the lean mindset whereas tools cannot (Arlbjørn, Freytag, & de Haas, 2011, p. 282). Arlbjørn, Freytag, and de Haas (2011) found that lean is sometimes utilised as a label for change activities, even though similar results can be reached with a different term (p. 291).

6.1.1 Lean in Service Organisations and Public Sectors

This section will explain lean in service organisations and public sectors. It is important to include both contexts since the chosen case is an example of a public sector organisation and it is

assumed to have many of the same characteristics mentioned in this section. Furthermore, lean tools deemed relevant will be accounted for.

Lean has been used in many different types of service organisations. Some academics refer to them as non-manufacturing, but for the sake of simplicity this research will adhere to the term service organisations. Some types of service organisations that have implemented lean are in finance, retail, healthcare, and law enforcement (Hayes, 2014, pp. 402-405). Studies about service organisations have found a common trait, which can be applied to the public sector. Lean soft practices, which include people and customers, such as Kaizen, are providing results, whereas hard practices, such as Total Productive Maintenance (TPM), are proving to be difficult (Vignesh, Suresh, & Aramvalathan, 2016, p. 3). Thus, service organisations are struggling to implement aspects from all three layers of lean perception. To implement lean public sector organisations need to adapt it to their context, as the concept derives from manufacturing. Arlbjørn, Freytag, and de Haas (2011) found that lean being implemented in the Danish public sector was most commonly ‘toolbox lean’ and not the philosophy. Their research revealed that public sector organisations do not always prioritise understanding lean ideas, which inhibits them from integrating the philosophy (Arlbjørn, Freytag, & de Haas, 2011, p. 278).

There are some specific tools that are popular choices for service and public sector organisations choosing to implement lean. Qu, Ma and Zhang (2011) believe that service organisations should always do a waste analysis. The need is further supported by Ritchie and Angelis (2010), who state that there are core attributes service organisations adapt from lean manufacturing: “waste removal, responding to customer demand and increased breadth of communications in the firm” (as cited in Vignesh, Suresh, & Aramvalathan, 2016, p. 2). These three attributes are not specific lean tools, but some of the core principles, indicating service organisations should focus more on the second layer of lean perceptions. Arlbjørn, Freytag and de Haas (2011) found that the three municipalities they investigated all used work process mapping as a tool in their lean process, one implemented clear roles and rules and another standardised workflow (p. 289). Barraza and Pujol (2010) undertook a research on the implementation of Kaizen in human resource (HR) service, where it became evident that it can help reduce cycle time of different processes (as cited in Vignesh, Suresh, & Aramvalathan, 2016, p. 2). In the following paragraphs the relevant tools for public sector organisations will be expanded upon.

6.1.1.1 Waste Reduction

As mentioned in the previous paragraph, waste is viewed as one of the important things for public sector organisations to deal with when implementing lean (Bicheno & Holweg, 2016, p. 17). There are two types of waste (Muda), which should both be treated and eliminated in different ways (Bicheno & Holweg, 2016, p. 17). The first type concerns activities that do not affect customer experience but are there solely to assist managers and employees (Bicheno & Holweg, 2016, p. 17). This waste should not necessarily be eliminated but reduced by simplifying it. The second type is pure waste that creates no value, thus, elimination should be a top priority (Bicheno & Holweg, 2016, p. 17). Elimination of waste can be achieved by utilising lean processes and tools, such as Kaizen (Bicheno & Holweg, 2016, p. 17). Further waste prevention is difficult to achieve, since it requires high awareness of systems, processes and product designs, and cannot be done through a focus on detection (Bicheno & Holweg, 2016, p. 18).

Awareness of waste can be achieved by having knowledge of the types of it occurring in the context in which an organisation functions (Bicheno & Holweg, 2016, p. 18). ‘Seven wastes’ is a well-known tool for attention and elimination (Bicheno & Holweg, 2016, p. 18). The concept has been made for the manufacturing industry and is therefore not compatible with the daycare administration (Bicheno & Holweg, 2016, p. 18). Therefore, the focus is shifted from the manufacturing minded model to five types of waste in service organisations as defined by Qu, Ma, and Zhang (2011), see Table 3 below.

No.	Types of Waste	Significance
1	Service Design Waste	Excess features adding to the cost without taking customer needs into account
2	Services Providing Waste	Defects and flaws in service functions affecting the customer experience
3	Service Ability Waste	Excess capacity of the service not being utilised
4	Service Process Waste	Unnecessary procedures resulting in low work efficiency
5	Service Waiting Waste	Any phenomenon causing personnel and customers to wait

Table 1: Types of waste in service organisations Source: own creation, adapted from Qu, Ma, & Zhang, 201).

The types of waste can be addressed in many ways. For instance, process mapping can be used to create awareness of waste by visualising different practices in the organisation. Gemba can help managers experience the problems up close. Kaizen and Kaikaku are both tools to change and eliminate the identified waste.

6.1.1.2 Process mapping

Process mapping is used to visualise flows in an organisation and is known as a 'learning to see' map (Bicheno & Holweg, 2016, p. 161). It is a useful tool to gain an overview of the processes within an organisation, and how they are influenced by each other (Bicheno & Holweg, 2016, p. 161). The map illustrates activities happening in the organisation and is useful for charting the current and future state of a value stream (Bicheno & Holweg, 2016, p. 161). It needs to account for process steps, linkages, and time (Bicheno & Holweg, 2016, p. 161). Once the map has been created the purpose is to identify issues and take action to improve them.

6.1.1.3 Gemba Walk

Through a Gemba walk employees can gain first-person experiences about operations on different levels of the organisations, by conducting regular visits (Bicheno & Holweg, 2016, p. 50). The tool is commonly used by management but can be beneficial for all levels of the hierarchy (Bicheno & Holweg, 2016, p. 49). Gemba walks should be utilised on an as needed basis, which can differ between positions, for instance, a director could go on an annual walk and a value stream manager on a daily one (Bicheno & Holweg, 2016, p. 49). Furthermore, Gemba walks show respect towards the operators, since the management places importance on keeping a relation with the workers lower in the hierarchy (Bicheno & Holweg, 2016, p. 50). It is important to note that Gemba is not about going on a meet-and-greet or criticising people, rather observing, teaching, and learning (Bicheno & Holweg, 2016, p. 50).

Bicheno and Holweg (2016) mention five steps for a Gemba walk, further known as the 5Gs:

1. Go to the actual place
2. Get the facts
3. Grasp the entire situation
4. Generate reasons that hold back improvement of practices
5. Guide corrective actions and follow these actions

Following the 5Gs it is important for the participant to be physically at the place in which they are performing a Gemba walk, getting information second-hand will not provide the necessary knowledge (Bicheno & Holweg, 2016, p. 50). The walker should converse, ask questions, and generally engage themselves with the employees (Bicheno & Holweg, 2016, p. 50). By doing so the tasks at hand and situations will be clarified (Bicheno & Holweg, 2016, p. 50). It is important to find reason holding back improvement of practices or processes (Bicheno & Holweg, 2016, p. 50). As a last step, guiding and asking questions should be used to find solutions and generate contributions from the affected employees (Bicheno & Holweg, 2016, p. 50). Lastly, Gemba walks should always have a follow-up to account for the changes that have occurred since the initial encounter, and continuous use of the tool will further increase the possibility of continuous improvements (Bicheno & Holweg, 2016, p. 50).

6.1.1.4 Kaizen

Kaizen is both considered to be a philosophy and a set of tools for organisations to use (Bicheno & Holweg, 2016, p. 63). Only one tool will be explained, since the others, such as Kaizen flag, are more applicable to manufacturing. Continuous improvement philosophy is concerned with always accustoming to the changing needs and wants of the customer, through experimentation and innovation (Bicheno & Holweg, 2016, p. 63). Kaizen is necessary in lean because otherwise it will deteriorate (Bicheno & Holweg, 2016, p. 63). Therefore, by utilising Kaizen, organisations will build upon lean implementation achieving the philosophy (Bicheno & Holweg, 2016, p. 63). Kaizen philosophy has several guiding principles, some of which are:

- “Questioning the rules (standards are necessary, but work rules are there to be broken and must be broken with time)
- Developing resourcefulness (it is a management priority to develop the resourcefulness and participation of everyone)
- Try to get to the Root Cause (try not to solve problems superficially)
- Eliminate the whole task (question whether a task is necessary at all)
- Reduce or change activities (be aware of opportunities to combine tasks).” (Bicheno & Holweg, 2016, p. 63).

These principles are similar to others within lean, which is why Kaizen functions both as its own tool and as a philosophy.

‘Kaizen events’ is one of the tools within Kaizen. A traditional Kaizen event lasts five days and is a way to include employees from across functions and levels in the organisation’s lean process, to make improvements, teach, and communicate between employees (Bicheno & Holweg, 2016, p. 64). There are two kinds of Kaizen events, internal and customer-focused ones (Bicheno & Holweg, 2016, p. 64). Each event requires preparation and planning, done by a dedicated team (Bicheno & Holweg, 2016, p. 66). After the event, review sessions must take place to measure potential progress and to learn for the future (Bicheno & Holweg, 2016, p. 66).

6.1.1.5 Kaikaku

Kaikaku is a tool used to eliminate waste when a radical improvement of an activity is needed (Bhasin & Burcher, 2006, p. 57). Similar to Kaizen, Kaikaku implements improvements by utilising events, though they are short and referred to as ‘breakthrough events’ causing drastic changes or radical improvements (Hines, Holweg, & Rich, 2004; Radenkovic, Jeremic, Todorovic, Milosevic, & Mijovic, 2013). An essential part of Kaikaku is to utilise the breakthrough events as a way to support incremental, not transformational changes (Bhasin, 2015, p. 14).

It is important to determine when it is necessary to instigate dramatic changes to an activity (Radenkovic et al., 2013, p. 586). To ascertain whether there is a need different internal and external factors need to be considered (Radenkovic et al., 2013, p. 586). The external factors can for instance be: competitive position, financial situation, and business strategy (Radenkovic et al., 2013, p. 586). The internal factors can consist of: performance of current production system, employees’ skills and knowledge, and technical level of the equipment (Radenkovic et al., 2013, p. 586). If significant changes have been observed an organisation should take action (Radenkovic et al., 2013, p. 586).

It is a common misconception that lean equals Kaizen, and any type of event within lean is a Kaizen event (Bhasin, 2015, p. 13). However, many of the events referred to as Kaizen are in fact Kaikaku (Bhasin, 2015, p. 13). The former focuses is on continuous development, whereas the latter is concerned with immediate improvements (Hines, Holweg, & Rich, 2004, p. 1003). Both Kaizen and Kaikaku are perceived as necessary in organisations, as there is a need to both change quickly and over longer periods of time, due to the demands of the global marketplace (Alukal, 2007, p. 70).

6.1.2 Critical Considerations

The primary focus of this research is not manufacturing but lean in public sector organisations. Therefore, it is important to delve into some of the problematic aspects concerning lean implementation outside manufacturing. There are several different problems that arise in public sector organisations when they implement lean. Some issues are viewed as common for any type of change, whereas, others are particular to lean (Radnor & Osborne, 2013, pp. 269-270). Radnor and Osborne's (2013) examples of commonly encountered change problems are: senior management not committing enough to the change, not aligning the change objectives with the customer requirements, staff lacking training within the chosen field, and poor selection of projects for implementation (p. 269). Radnor and Osborne (2013) present the following particular lean problems in public sector organisations:

- “A focus and over reliance on Lean workshop (‘Rapid Improvement Events’),
- A tool-kit based approach to lean implementation, but without an understanding of the key principles or assumptions,
- The impact of public sector culture and structures, and particularly the competing professional and managerial role in relation to Lean implementation, and
- A lack of understanding the centrality of the customer (or service user) and of service process to the Lean implementation.” (p. 270)

Radnor and Osborne (2013) imply that many public service organisations make use of what is called Rapid Improvement Events (RIEs), which implements lean or other processes over a specific set time, often short to medium terms of focus (Radnor & Osborne, 2013, p. 270). Radnor and Osborne (2013) further refer to RIEs as Kaizen. The approach can be problematic since RIEs have a tendency to focus on short-term outcome rather than long-term improvement and development (Radnor & Osborne, 2013, p. 270). When utilising RIEs lean philosophy is not being incorporated in the organisation, since only the employees participating who are included (Radnor & Osborne, 2013, p. 271).

Many organisations, not only in the public sector, implement lean as a toolbox, not a philosophy (Radnor & Osborne, 2013, p. 271). These organisations forget that lean is a journey not a quick fix to solve every efficiency problem and to cut costs (Radnor & Osborne, 2013, p. 272). Only applying the lean toolbox often occurs as a result of insufficient ‘organisational readiness factor’, which includes an understanding of the processes in public services and what

value they bring (Radnor & Osborne, 2013, p. 272). Long-term lean initiatives in public service organisations can be affected by a lack of sustainability (Radnor & Osborne, 2013, p. 272).

In the public sector most decisions have their basis in the top of the hierarchy, made by managers, whereas, they are operationalised and performed by professionals in lower levels (Radnor & Osborne, 2013, pp. 272-273). However, these employees are working within their field of specialities giving them jurisdiction over the flow of their work, making them able to resist attempts from the management to change the processes (Radnor & Osborne, 2013, p. 273). The problem therefore arises when the professionals believe they are more knowledgeable within the field being changed than their superiors and managers, resisting the proposed improvements or changes (Radnor & Osborne, 2013, p. 273).

Lastly, Radnor and Osborne (2013) believe many public sector organisations do not include the customer enough in their considerations of lean (pp. 273-274). The lack of customer focus has several causes. One is that it can be difficult to pinpoint the value of public service products, because not all organisations provide direct value to their customers (Radnor & Osborne, 2013, pp. 273-274). For instance, a public park or side walk only adds indirect value, until used. Another cause is that within the public sector the customer are diverse and it is difficult to identify the recipients of direct value (Radnor & Osborne, 2013, p. 274). Lastly, lean is often used for internal efficiency improvements, and is therefore not focused on enhancing processes for the external stakeholders (Radnor & Osborne, 2013, p. 274).

Within Radner and Osborne's (2013) framework there is confusion about lean terminology, specifically, Kaizen and Kaikaku, which is exemplifying of a larger issue. From Radnor and Osborne's (2013) explanation of RIEs the researchers have determined that while they refer to RIE as Kaizen, description fits a Kaikaku event. This observation implies that even amongst researchers the distinction between lean tools, especially events, is lacking transparency. It is possible that since lean was 'imported' from Japan, the terminology has been interpreted through time, causing the lexicon to become convoluted.

6.1.3 Conclusion

The aim of this section was to provide an overview of lean as a theory. An explanation was given along with the chosen definitions. Then both the toolbox and philosophy were discussed, concluding that this research will view lean as the latter. Additionally, usages of the concept were explained in a service organisation and public sector context, where selected tools were presented.

Lastly, critical considerations on lean in public sector organisations were provided, where plausible problems were addressed.

Lean in manufacturing is different from lean in the public sector, therefore, the latter should not blindly implement all tools and processes. Instead service organisations should focus on the principles of lean, adapting them to their specific context and choosing appropriate tools. Soft and hard tools should be combined to fit the organisation. The customer focus in lean can be beneficial for the public sector, however, it further poses difficulties, due to the direct versus indirect value propositions and plethora of stakeholders. Therefore, lean should be approached with caution after careful considerations, otherwise it can lead to wasted time and resources.

6.2 Translation of Ideas in Organisations

As it was mentioned in the literature review, previous research has identified organisational context playing an important role in lean failure. However, there is a gap in academic literature when trying to understand how lean is introduced and internalised in public sector organisations. The following sub-chapters will look at concept translation from two different perspectives. Firstly, it will attempt to understand how organisations choose which concepts to implement and how they are introduced to it. Secondly, it will address the internal process of translation after the concept has been introduced.

6.2.1 Identification and Imitation

Organisations are exposed to new ideas and adapt them because of imitation (Sahlin & Wedlin, 2008, p. 219). However ideas do not diffuse in a vacuum, but are actively translated and transferred in a context of other thoughts, actors, traditions, and institutions (Sahlin & Wedlin, 2008, p. 219). During this process ideas do not remain unchanged, but are subject to translation meaning that imitation is not simply an act of copying, but rather change and innovation (Sahlin & Wedlin, 2008, p. 219). During this process models and practices can be adapted, modified, and reshaped, as well as take on new forms and meanings (Sahlin & Wedlin, 2008, p. 220).

The incorporation of new ideas into organisation usually starts with the process of identification with the intention of imitation, however, it always goes through the process of translation and editing (Sahlin & Wedlin, 2008). As certain models, actors, or practices become widely known, they shape the wishes, ideals, and desires of others, thus providing an impetus for imitation (Sahlin & Wedlin, 2008, p. 223). As was mentioned in the literature review, following the 2008 economic crisis the governments were facing increasing scrutiny to become efficient

and allocate their resources more effectively, while still providing the same level of service. Since lean had been used for the same purposes in the private sector, particularly in manufacturing, through a process of imitation it has been applied in the public sector as well.

Imitation is not a passive process, rather a performative one, where actors translate, shape, and change the existing ideas through the process of translation (Sahlin & Wedlin, 2008, p. 224). Translation in this sense does not refer to the linguistic term but movement and transformation of ideas and concepts (Sahlin & Wedlin, 2008, p. 225). Organisations usually do not have experience with the practices they are trying to imitate; rather they have rationalisations in forms of stories (Sahlin-Andersson, 1996, p. 78). In other words, what spreads and is being adapted are standardised models, practices, and presentations (Sahlin-Andersson, 1996, p. 78). The distance between the source of the model and the imitating organisation forms a space for translation and interpretation which can significantly change the model being adapted in various ways (Sahlin-Andersson, 1996, p. 79). The ideas that are often imitated are conveyed in a form of success stories, however, organisations often forget to account for the differences in conditions and context making the success impossible to duplicate (Sahlin-Andersson, 1996, p. 79).

The circulation of new ideas and approaches can be perceived as being in a continuous editing process; in each new setting a history of earlier experiences is reformulated in the light of the current circumstances and future visions (Sahlin-Andersson, 1996, p. 82). The example is adapted to the receiver's situation and circumstances (Sahlin-Andersson, 1996, p. 82). Often the similarities between contexts are emphasised, and the differences that might hinder the implementation are downplayed (Sahlin & Wedlin, 2008, p. 225). This process is carried out by those involved; i.e. those who are circulating the ideas are participating in their construction and interpretation (Sahlin & Wedlin, 2008, p. 225).

The editing process is not a creative and open-ended process, rather characterised by social control, conformism, and traditionalism which directs translation during each phase of circulation (Sahlin & Wedlin, 2008, p. 225). These rules are not explicit instructions, nor do the translations follow clear intentions or established techniques, rather each actor applies their own intrinsic assumptions, experiences, and understandings that become embedded in the translation (Sahlin & Wedlin, 2008, p. 225). For the translator to be able to convey the message, the ideas and concepts have to be framed in familiar and commonly accepted terms the recipient can understand (Sahlin & Wedlin, 2008, p. 225). Thus, experiences and reforms are presented to others as existing

templates, examples, scientific concepts, and theoretical frameworks (Sahlin & Wedlin, 2008, p. 225). However, it is important to keep in mind that the mentioned reference points are not the same everywhere (Sahlin & Wedlin, 2008, p. 225). Each context in which the editing of models and experiences takes place may be regarded as an editing infrastructure in which a process of re-contextualisation is ongoing (Sahlin & Wedlin, 2008, p. 225).

Different contexts call for different editing rules, however previous studies have identified three rules that seem to apply more generally to the process of translation from the perspective of the 'translator' (Sahlin-Andersson, 1996; Sahlin & Wedlin, 2008). The first set of rules concerns context meaning widely accepted ideas tend to be formulated in general and abstract terms, omitting time and space bounded features and prerequisites (Sahlin & Wedlin, 2008, p. 226). When someone reports their own experience, they want to frame it in a way that will make it interesting for others focusing on communicating factors and attributes that are general and generalisable (Sahlin & Wedlin, 2008, p. 226). Those who mediate the ideas or concepts will do further editing, and the cycle continues with each new setting (Sahlin & Wedlin, 2008, p. 226). The second set of rules governing translations concerns logic because it is often reconstructed as initiatives and effects are presented (Sahlin & Wedlin, 2008, p. 226). Effects are presented as resulting from identifiable activities, and processes are described as following a problem-solving logic, however through circulations plans are often described as effects (Sahlin & Wedlin, 2008, p. 226). Through the course of editing, aspects that cannot be explained or accounted for in simple terms are removed, creating a model which can be implemented into different circumstances and contexts seem feasible (Sahlin & Wedlin, 2008, p. 226). Experience in one place is rationalised, scienticised, theorised, and translated into a model presented as plannable and describing intentions, actors, procedures, and effects (Sahlin & Wedlin, 2008, p. 226). The third set of editing rules encompasses formulation as when ideas and their effects are circulated they acquire labels and are often dramatized (Sahlin & Wedlin, 2008, p. 226). For an idea or a concept to attract attention they are structured using concepts, categories, examples, references, and frameworks which in turn are then reformulated in a way that makes it easy to talk about and remember (Sahlin & Wedlin, 2008, p. 226).

Through this extensive editing process an idea can become clearer, however it may further change the focus, content, and meaning as it is transferred from one context to another (Sahlin & Wedlin, 2008, p. 227). Additionally, through this process, the idea's supporting ideology might

change; the link between the programmatic elements, such as objectives and aims, and technical elements, such as concrete tasks and routines, are loose and change over time (Sahlin & Wedlin, 2008, p. 227). However, some techniques are clearly connected to a certain program, for instance waste elimination and lean (Sahlin & Wedlin, 2008, p. 227). Actors might be attracted by a certain aspect or tool, not being aware of the attached programmatic ideas (Sahlin & Wedlin, 2008, p. 227). When a tool is implemented without the awareness of its objectives and aims, it can cause an identity change in an organisation by introducing new comparisons, frames of reference, assumptions, and even overall objectives (Sahlin & Wedlin, 2008, p. 227). The section above describes the process of ideal translation, but it does not account for the interpretation of the translation, which is the purpose of the next sub-chapter.

6.2.1 Sociology of Translation

The following paragraphs will outline what happens once an actor is introduced to a new concept or idea and decides to incorporate it into his or her context through a process of translation. Translation consists of five distinct moments during which the identity of actors, interaction possibilities, and frameworks are being negotiated and delimited (Callon, 1986, p. 202). While it is possible to distinguish these steps on paper, in real life they can often overlap (Callon, 1986, p. 202).

6.2.1.1 Problematisation

The first step in the translation process is problematisation (Callon, 1986, p. 203). At this stage a central actor defines the identities and interests of other actors both human and non-human and establishes an ‘obligatory passage point’ (OPP) thus becoming an indispensable part of the network that will be shaped in the following steps (Magaudde, 2011, p. 4). The actors involved need not be only human, as they can include artefacts, landscapes, animals, technology, etc. The stage of problematisation is not a reduction of the idea or concept to a simple formulation, it touches on elements relevant to the context both in the social and natural world (Callon, 1986, p. 203). Additionally, the central actor has the possibility to reveal themselves and their wishes, as they establish themselves as a major stakeholder in the process (Callon, 1986, p. 203).

The OPP is an issue or a problem all defined actors must solve to successfully achieve a result (Callon, 1986, p. 204). It is important to note that different stakeholders will have different goals, but the passage point is the common denominator that will enable all involved parties to complete their objectives (Callon, 1986, p. 204). During the process, the stakeholders will form

alliances, as well as accept that detours must be taken, as neither can achieve their goals individually (Callon, 1986, p. 204). Figure 7 below visualises a hypothetical example of a hospital being in need of renovation to illustrate how different actors must work together to solve a common problem in order to achieve their individual goals.

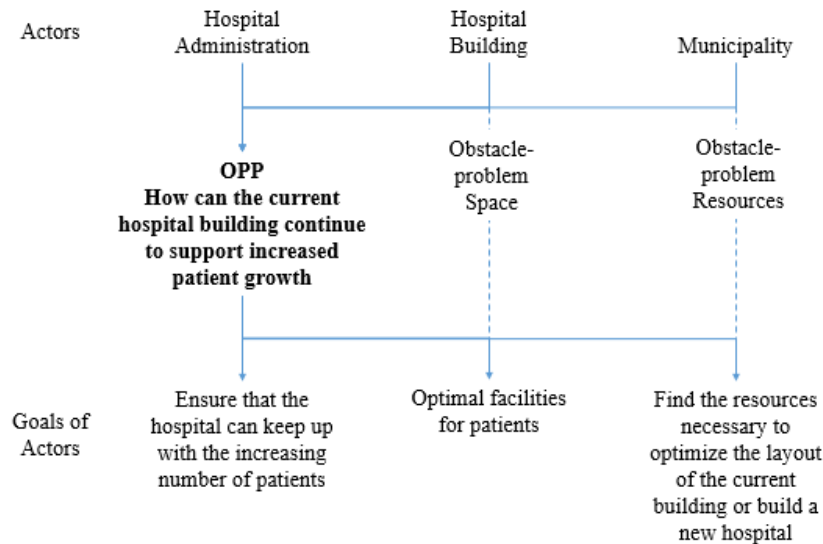


Figure 7 OPP and the goals of actors. Source: own creation adapted from Callon, 1986

6.2.1.2 Interessement

During the second stage, the actors must be made interested about the problem or idea at hand as well as the formed network (Magaudda, 2011, p. 4). At this stage the central actor invites other stakeholders to familiarise themselves with the project and the roles assigned (Magaudda, 2011). On paper it is easy to outline the stakeholders and group them, but in reality, it is a complex process (Callon, 1986, p. 204). Additionally, problematisation and interessement phases can overlap if the central actor decides to reach out to the other groups during the first translation phase.

Each group outlined in the problematisation process can agree to the initial plan or refuse to participate by defining its identity, goals, projects, orientations, or interests differently (Callon, 1986, p. 205). All involved actors formulate their identities as they engage in the translation process (Callon, 1986, p. 205). During the process of interessement, the central actor attempts to stabilise the identities of other actors that have been defined during the process of problematisation (Callon, 1986, p. 205). It would be naïve to assume that actors are only involved in one problematisation process carried out by one central actor at any given time (Callon, 1986, p. 205).

On the contrary, their identities are consequently defined in other competitive ways by other actors (Callon, 1986, p. 205). Thus, the goal of the intersement stage is to build ties with actors and place boundaries around them to weaken their ties with other actors; A interests B by weakening or cutting all the links between B and C, D, E. (Callon, 1986, p. 206). During this process, the property and identity of B is redefined through the process of intersement and its association with A (Callon, 1986, p. 206). In rare cases the identity of B will perfectly coincide with the proposed problematisation, however more often all interested parties will continuously adapt their identity through the process of intersement (Callon, 1986, p. 206). Figure 8 illustrates the relationship and identity building process of actors during this stage, which is the beginning of a social link that will shape and consolidate the relationship between different actors throughout the translation process (Callon, 1986, p. 206).

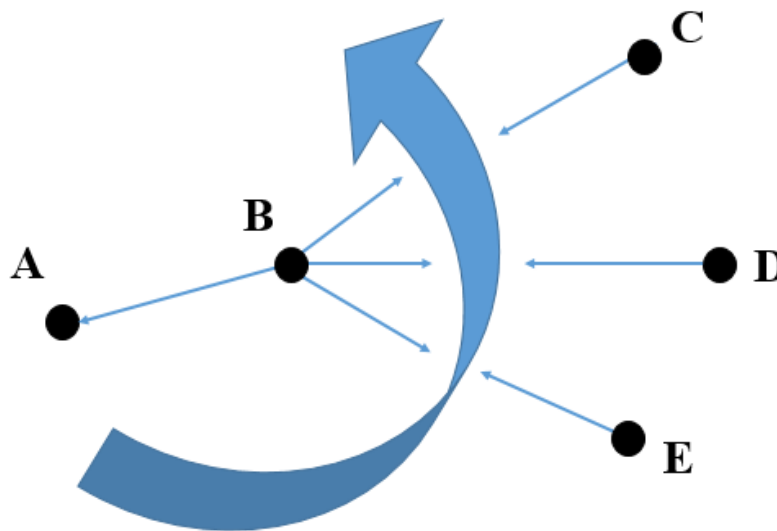


Figure 8 Relationship and identity building process. Source: own creation adapted from Callon, 1986

6.2.1.3 Enrolment

The third step in the translation process occurs when all the actors have accepted their roles and are starting to involve other parties in order to contribute towards their goal, while at the same time contributing to the OPP and the goal of the main actor (Magaudda, 2011, p. 4). In order to ensure alliances and cooperation, it is necessary to transform the OPP in to a series of certain statements (Callon, 1986, p. 207). Continuing with the example from Figure 7, the statements could be as follows: the hospital building cannot accommodate 10% increase to keep up with the

patients' volume, the layout of the current building needs to be optimised, a new wing needs to be built.

The term enrolment in this context does not imply or exclude any pre-existing roles the actors have outside the current translation process; it refers to a process of setting interrelated roles as they are defined and attributed to actors who accept them (Callon, 1986, p. 208). Thus, enrolment encompasses complex negotiations, strength and power demonstrations, and other strategies that accompany an intersement process and enable actors to succeed in creating alliances (Callon, 1986, p. 208). Additionally, there is no ultimate way to ensure actor enrolment; it is determined by the central actor, and they can utilise any tools available to them from seduction to transaction (Callon, 1986, p. 209).

6.2.1.4 Mobilisation of Allies

During the process of intersement and enrolment only few individuals or parties are involved (Callon, 1986, p. 210). During the negotiation process, representatives are selected to speak for the whole, and the question that must be answered is whether or not the whole will follow their representatives (Callon, 1986, p. 210). Using a spokesperson during different stages of the translation process does not pose a problem, however it is difficult to speak in the name of entities that do not have an articulated language, thus, there is a continuous need for ever more sophisticated adjustments to be made (Callon, 1986, p. 211).

Continuing with the example of the hospital building, once the administration of the hospital has determined that the building cannot facilitate the increasing number of patients, it will engage in negotiations with a representative from the municipality. In order to verify the administration's conclusions, the representative will engage an external consultant to validate the claims. The consultant will then engage in negotiations with the hospital building in order to convince it has more space than it likes to admit, and that the walls can be moved around to create more floor space. During this time, the owner of the building might be involved, and the web of negotiations will continue until a solution will be reached that will accommodate each actors goals, as well as the OPP.

Thus, in order to successfully translate a concept or idea, the main actor will have to engage in mobilisation (Callon, 1986, p. 210). The central actor will have to activate and engage entities that might be fully content with status quo and being immobile (Callon, 1986, p. 210). If a goal has been achieved, then the main actor has succeeded in defining the identities of different actors,

forging alliances to achieve a common goal, as well as displaced and reassembled all actors at a certain place and time (Callon, 1986, p. 211). At the end of the four translation steps, a network of relationships has been built, however alliances can be contested at any moment.

6.2.1.5 Dissidence

Controversies play an important role in group dynamics and in this context, it can be defined as the manifestations by which the representativity of the spokesperson is questioned, discussed, negotiated, or rejected (Callon, 1986, p. 211). During a time of controversy, the beliefs, identity, and characteristics of actors fluctuate (Callon, 1986, p. 211). It can even cause the central actor to rethink their strategies and OPP, if there is an increasing doubt concerning the success of the project not only within the established alliance, but from external stakeholders as well (Callon, 1986, p. 211). In order to ensure continuous commitment of all parties, the central actor might have to repeat the problematisation and intersement phases, as well as continue negotiating with all stakeholders to assure the implementation of a new project or idea (Callon, 1986, p. 211). For instance, using the example of a hospital, the municipality might decide it does not want to allocate resources to refit the building. Then the hospital administration, acting as a central actor, might decide to engage in intersement process, this time including the public. Therefore, another translation loop will begin.

6.2.1.6 Critical Considerations

The first major point for consideration could be attributed to the fact that the theory is more than 30 years old. However, the researchers still find that it holds bearing and is useful in explaining how concepts are interpreted by different actors. Given the scope and topic of this research the ability to understand the translation process was paramount, thus the age of the theory was deemed not relevant as the concepts explained were found to still be significant.

This theory adheres to three main principles, namely generalised agnosticism, generalised symmetry, and free association (Callon, 1986, p. 214). Generalised agnosticism means none of the actors or their decisions involved in the researched situation are judged (Callon, 1986, p. 214). Generalised symmetry implies that all actors, social or natural, have the same weight in the process of translation (Callon, 1986, p. 214). Lastly, free association means that any actor is allowed to form alliances with anyone else, and not placing the actors into predefined categories or relationships (Callon, 1986, p. 214). These three principles indicate that the theory was based on

the realist epistemology, which believes that entities exist independently of being perceived, and theories about them; the reality exists autonomously from a human mind (Bryman, 2016, p. 29).

Since this paper adheres to the interpretivist epistemology, it is important to understand the difference between the two stances and adjust accordingly. The generalised agnosticism principle still applies. However, it is important to acknowledge the researcher bias that might be present, especially in qualitative research. The researchers themselves engage in various translation processes due to language, context, and cultural background differences. Thus, the methodology section accounts for the presumptions the authors of this paper had before undertaking the research, as well as a justification of the choices made during the research. While transparency will not eliminate bias, it will allow the reader to gain insight into the research approach and decisions.

Generalised symmetry implies that all actors have the same weight in the translation process. However, within the interpretivist epistemology, a hospital building does not carry the same weight in translation and decision-making process as the patients or the hospital administration. Thus, while it can be possible to account for non-human phenomena, such as buildings and artefacts, in this research they will not be attributed the same weight. As different actors construct their realities and world around them, natural actors play a role in this process. However, they are not able to engage in the translation process to the same extent as social actors.

Free association implies that the researchers abandon all previous distinctions between natural and social phenomenon, as well as abandon pre-established grids of analysis in order to be able to identify how different actors build their own worlds (Callon, 1986, p. 200). However, the actors presented in this research have already formed relationships and function within a pre-defined power structure that is determined by the rules of their employment. The translation of concepts will happen within the framework of their work structures; thus, their ability of free association is limited to the people functioning within the same parameters. However, within those parameters, the actors are free to choose how to form relationships. Therefore, the researchers of this paper engaged in exploration of the context. It is believed that this understanding is paramount to be able to account for the relationships formed during the translation process.

6.3.7 Conclusion

The process of translation occurs in five stages, during which a continuity of displacements of goals, interests, devices, human beings, etc., can be observed. During the problematisation stage actors are invited to change the focus of their current projects in order to focus on the goal of the

main actor. During the interessement stage the actors are changing their affiliations with external players as well as changing their beliefs. At the enrolment stage the commitments made previously are put into action, new relationships are put in place, and in some cases, it might mean physical relocation either temporarily or permanently. The stage of mobilization is all about moving around, ensuring the process is executed smoothly. It involves dealing with external actors that previously did not factor into the picture. Finally, during dissidence unexpected turns can cause a shift in the whole process, necessitating the central actor to start from the top.

Translation is a process, and in real life the steps will be overlapping and always moving. Additionally, the phases could have been initiated before the translation process was set in motion, for instance, the problematisation might occur only when the actors have already been mobilized by something in their environment. Other complications might arise in the process, for instance, the actors failing to fulfil their obligations, the spokespersons are challenged, or the OPP becomes invalid. However, the translation process does not stop, but continues with a new equilibrium. Despite the fact that this theoretical framework has been developed within the realist paradigm, the researchers believe that it can still be used within the framework of this paper. The adaptations needed have been explained and applied in the research process.

7. Analysis

This section of the paper will present and discuss the findings of the preliminary interview with the manager of the daycare administration. The interview was analysed inductively, thus the topics for further research were identified through this data collection. The detailed description of how the process was done can be found in methodology, see section 5.5.1 Inductive Coding. The sub-chapters will present both theoretical and context related topics that were deemed necessary to elaborate upon. Lean will be utilised to answer the problem formulation of the research, whereas the pedagogy and public sector organisations will be used to further increase understanding of the research scope.

7.1 Lean

The employees of the daycare administration were previously working in several decentralised offices in the municipality and were relocated to a central workplace (Appendix 2, l. 120-128, 131-136). During the interview a certain level in hesitation towards lean and its implementation was evident, exemplified by when the manager at certain points contradicts himself/herself while talking about lean implementation, and its influence on the physical relocation (Appendix 2, l. 120-128, 131-136). It is evident the manager does not consider the physical relocation a result of lean, but at the same times acknowledges there might be a connection between the influence of the concept and the move. As the lean implementation was initiated by the previous manager, the motivation for the process was unclear, as well as what the initial goals were (Appendix 2, l. 110-111).

The manager throughout the interview presents different initiatives that happened after lean was presented in the organisation, for instance, optimisation of work processes and the relocation of employees (Appendix 2, l. 131-136, 137-138). Additionally, he/she gives information on how lean has affected the day-to-day work processes of the daycare administration, such as the structure of the call centre morning shift, where daycare pedagogues answer calls from child minders, parents etc., and the handling of storage (Appendix 2, l. 146-154). Through the previously mentioned relocation of employees to a central position, it was possible to decrease the number of people on the morning shift from twelve to four, allowing them to do the same work with fewer resources (Appendix 2, l. 120-128). To identify places where resources could be utilised better, the daycare pedagogues used time-recording, for a brief instance, to clarify how the time of the employees was used and where to improve efficiency (Appendix 2, l. 161-167). It is however

unclear if the results were used to improve processes. Despite the above-mentioned initiatives, the manager states lean was not implemented, and activities were not articulated as lean related (Appendix 2, l. 140-143).

Overall, certain lean tools were utilised in the department on an operational level, allowing them to free resources and optimise the existing workload. It is uncertain whether the manager understands that lean is a continuous improvement method, where both the organisation and employees are encouraged to always find better ways to work. Despite acknowledging that change took place, the manager appears sceptical about whether it should be attributed to lean. However, he/she admits that the exposure to lean and its ideas may have influenced the change. The manager refers throughout the interview to lean as seeds that have been sown, but never as a tree that has grown, indicating that he/she understands lean as a singular event that sprouted ideas, rather than a long-term implementation (Appendix 2, l. 204-206).

Based on the above described usage of lean tools as well as hesitance towards lean implementation and usage the research further examined lean theories. Additionally, the manager of the department considers lean an optimisation of work processes and decreasing wasted time, which prompted the researchers to use his/hers understanding as the starting point of the theoretical framework (Appendix 2, l. 87-89). This approach allowed the research to account for lean as a phenomenon from the manager's perspective, which aligns with the theory of science.

7.2 Public Sector Organisation

The second relevant topic that was identified was the and public sector organisation. Throughout the interview, it was evident the department had undergone a number of structural changes during the later years. An example hereof is the previously mentioned relocation of employees, although the manager does not consider it to originate from lean.

Another point that increased the relevance of the topic public sector organisations was the relationship between the daycare administration and the municipality. According to the manager, the organisation works as an independent pillar within the municipality, with their own budget and decision-making power (Appendix 2, l. 33-35). However, it is a part of the general child care department in the municipality and are thus subject to the strategic direction created for the child care of children in the age group 0-6 years (Appendix 2, l. 35-38). Despite being able to work freely within their core tasks, they need to abide by the guidelines provided by the overall child care department. It was additionally noted, that the daycare administration is organised in teams,

adding to the notion that it is important to have an understanding of the organisational structure (Appendix 2, l. 13-17). The daycare is a large organisation with many stakeholders and thus the daycare consists of a complex web of managerial and leadership practices (Appendix 2, l. 211-213). It is not unlikely lean was affected by the hierarchy, structure, and limitation of independence, thus it was deemed relevant for the research to look further into public sector organisations. It is additionally important to note that the implementation of lean may have affected the structure.

The interview touched upon the topic of decision-making processes. Depending on the type of decision-making needed, an employee committee is at times involved in the process (Appendix 2, l. 57-59). This approach allows the workers to have a say and thus indirectly affect the choices being made, providing the manager with the possibility to make the decisions benefitting as many employees as possible. In addition to the committee, there is a managing group, consisting of the manager, team leaders, and a representative from the secretary team (Appendix 2, l. 13-17). From the data it can be gathered that employees are involved when considering organisational changes.

All of the above-mentioned points indicate that it is important to consider how the public sector context can influence the implementation of lean and vice versa. The researchers therefore look into the functioning of public sector organisations in Denmark. Additionally, this approach supports the ontology and epistemology of the research, as these focus on the context shaping a phenomenon.

7.3 Pedagogy

The last topic that was identified as being relevant for the research was pedagogy. All daycare pedagogues are required to have a pedagogical education, which has an impact on the organisational context. The organisation's goal is connected to securing children's well-being (Appendix 2, l. 65-66). It is emphasised by the manager that a pedagogical background provides better insight into the core tasks of the organisation (Appendix 2, l. 10-11). Throughout the interview, the manager mentions multiple times how the pedagogical way of working does not correlate with his/her understanding of lean and its processes. Thus, it was important to comprehend what a pedagogical way of working entails, as all daycare pedagogues operate within that context (Appendix 2, l. 3-5).

One of the statements highlighting the importance of the relationship between the childminder and daycare pedagogues. The manager states that theoretically within lean daycare pedagogue should be able to visit any childminder, no matter their personal relationship (Appendix

2, l. 180-182). The management did not consider the relationship between the childminder and daycare pedagogue significant to the performance of both parties in the process of implementing lean. However, the personal relationship and trust between the actors was realised to be of great importance to the sharing of knowledge and ensuring high standards of child care (Appendix 2, l. 183-186). Focussing on efficiency to optimise the travel time for daycare pedagogues, deteriorated the relationship between them and the childminders, as the latter did not have the same level of trust towards different pedagogues. The management acknowledged that there are certain aspects of lean that were not applicable in a pedagogical context, where solutions are highly individualised, both for the childminder and the daycare pedagogue. Thus, the question of how lean is understood in the organisation arose. If lean equates efficiency and is purely understood as time and financial resources, as it seems to be in this case, it might indicate a lack of comprehensive concept understanding. Terms, such as efficiency, should be negotiated within the existing context. Because of the pedagogical context of the daycare administration efficiency might have to account for the productivity of established relationships.

The relationship between childminder and daycare pedagogue was the only problem related to lean that the manager presented (Appendix 2, l. 188-190). The manager believes that certain lean tools were used, as presented in previous sections, but that lean is incompatible with pedagogues. To understand what a pedagogical context entails the topics was investigated.

8. Analytical Discussion

The following chapter will examine the gathered data by applying the theoretical framework. Through deductive coding it was possible to categorise the data in accordance with selected theories. By conducting an analytical discussion, the authors attempt to present different perspectives on the same topics to gain comprehension of the full scope of the case.

8.1 Translation Process

The following sub-chapter will investigate the data gathered during the preliminary interview with the daycare manager, as well as the interviews with the team leaders and daycare pedagogues. The following sections will attempt to understand how the concept of lean was introduced to and adapted into the organisation's context by the involved actors. The first section will analyse the way lean was presented and assess how that might have impacted the understanding of the concept, based on theories in sub-chapter 6.2.1 Identification and Imitation. Afterwards, the internal translation process done by the different actors in the daycare administration will be analysed in accordance with Callen's (1986) theory as explained in sub-chapter 6.3 Sociology of Translation.

8.1.1 Identification and Imitation

The process of introducing a new idea or a concept in an organisation starts by identifying it with the intention to imitate. As has been discussed in the literature review, lean has proven itself to be a valuable tool for cost reduction and increased efficiency in the manufacturing industry and beyond. Therefore, after the 2008 financial crisis, many governments and public sector organisations turned to lean when searching for a way to optimise their activities. At this point, lean had already become widely known in the business world, and this wide acceptance and recognition of the concept serves as an impetus for imitation. One of the team leaders mentions that such reasoning was precisely what led to the daycare considering lean. He/she mentions that there was a focus on utilising both time and resources in the best possible way, and lean was introduced as a method to achieve that goal (Appendix 8, l. 216-221). One daycare pedagogue mentions that the previous daycare manager together with the municipality made the decision to introduce lean with the goal to obtain new customers (Appendix 9, l. 233-235). They are the only interviewees to touch upon the reasoning to implement lean. Despite that, this reflection indicates there was a concept, namely lean, that the daycare administration decided to imitate, because it was known to help increase efficiency, which could have been one of the goals of the organisation.

Imitation of a concept is not a passive process, but rather a performative one, where the actors involved change the widely known ideas through the process of translation. The detailed steps of how the actors involved in this case performed the translation will be analysed in later chapters, whereas the focus of this paragraph is to understand how the actors were introduced to lean. The organisations who imitate a concept are usually not familiar with the exemplary organisation in-depth, thus what they are exposed to are stories in the form of standardised models, practices, and presentations. When asked about how the actors in the daycare were introduced to lean, all of the interviewees say that a theme day was organised by the management during which external consultants introduced them to lean (Appendix 7, l. 156-159; Appendix 8, l. 165-169; Appendix 9, l. 233-235). During this theme day, the attendees received an introduction to lean. The manager described it as a basic package explaining the history and the ideology of lean, and the team leaders referred to it as general lean (Appendix 7, l. 156-159; Appendix 8, l. 174-177). According to the daycare pedagogues, the focus of the lean introduction was administrative (Appendix 9, l. 266). What was introduced to the daycare administration employees was a ‘standardised’ approach to lean, which created a lot of space for translation, during which the concept was adapted to the context. The daycare pedagogues support that statement by saying that during the theme day they were introduced to lean and how to use it, but afterwards they were responsible for forming their own opinions and adapting it to their context (Appendix 9, l. 267-268).

The team leaders commented on the content of the theme day. One of them recalls being shown a movie, during which an example of lean in everyday life was illustrated by discussing how one places cutlery in the dishwasher (Appendix 8, l. 192-199). The other team leader mentions how in the same movie a coffee making process was used to illustrate that if things are not placed according to ones needs, it creates an unnecessary movement and waste (Appendix 8, l. 200-204). These stories further illustrate how the concept of lean was a-contextualised during the theme day, as well as points to the fact that a toolbox approach to lean was introduced. While examples from everyday life, such as arranging a dishwasher or making coffee can illustrate how lean works and its wide range of applications, it fails to explain how these things are relevant in the daycare context, forming a translation gap. This space is then filled by individual interpretations, as has been mentioned earlier by the daycare pedagogues, when they had to find out how to use lean by themselves (Appendix 9, l. 267-268).

The 'translator' of the concept will apply three common rules to make it more appealing to the audience. Firstly, the idea will be a-contextualised, focusing on factors and attributes that are generalizable. Secondly, effects are presented as resulting from identifiable activities, and processes follow problem solving logic. Thirdly, the ideas and their effects will acquire labels that are often dramatized. The manifestation of the first rule has already been discussed in the previous paragraphs. The external consultants had to make the theme day relevant to their customer, namely the daycare administration, and it can be assumed that they were informed upfront about what the focus should be, or at least why they were invited to speak. However, it is worth mentioning that since the goal of the theme day was efficiency and work process optimisation that seems to be have been their focus. It is not unreasonable to assume these consultants had previous experience giving similar presentations to public sector organisations.

While there is not a lot of information provided about the content of the lean theme day, there are indications the consultants adhered to the second translation rule. During the movie a cause-and-effect relationship was presented between lean and efficiency through different life examples. In essence, if one would arrange cutlery in a dishwasher more efficiently, time would be saved. If one places items where they should be, again, time would be saved, and unnecessary moves avoided. After the theme day the introduction of lean in the daycare administration fell on the shoulders of the daycare pedagogues who were tasked with time registration, with the aim of identifying which existing work processes were the most time and resource demanding (Appendix 7, l. 161-166). However, the team leaders do not recall significant changes happening after the theme day (Appendix 8, l. 274-277). One stating that lean was only facilitated at the workshop and not necessarily after, resembling a project on a to-do list that was initiated and then completed soon after (Appendix 8, l. 253-255). The consultants presented lean as a tool of efficiency to the daycare, but no deeper understanding of the concept was included. Such statement is supported by the daycare pedagogues who express that instead of finding out what lean is, they found out what it is not because the processes existing in the organisation were not lean. Thus, by introducing models stripped from context and only focusing on one part of it, lean became an implementable tool with pre-defined procedures, processes, and actors.

The last set of editing rules deals with the dramatization and creation of labels for concepts. As has been previously illustrated, the consultants introduced lean to the daycare organisation in a way that it became a label for increased efficiency in the organisation. However, it is important to

note that lean acquired this label a long time ago, as that is how it was introduced to the western world. When asked what lean is, the daycare pedagogues explain that it is about making things more efficient, avoiding unnecessary work processes, and achieving targets in the easiest, fastest and best way (Appendix 9, l.146-150). The team leaders mention that the core of lean is to do things smarter to save resources, optimise work processes, and avoid mistakes, but they do not express any knowledge beyond that (Appendix 8, l. 122-127). The manager says that lean is optimisation of work processes to eliminate waste of time (Appendix 7, l. 87-92). There seems to be a consensus within the organisation that lean equates efficiency and work process optimisation. There does not seem to exist a context specific understanding of efficiency. Since the daycare pedagogues are carrying out both administrative and pedagogical tasks, it is possible their definition of efficiency includes aspects of productivity, such as consulting childminders, but it is not reflected in their efficiency understanding concerning lean.

However, when asked whether or not lean is still a part of the daycare administration's activities, the team leaders answer 'no' because the term 'lean' is not used anymore (Appendix 8, l. 314-315). At the same time, the team leaders explain how efficiency is still important in the organisation as there are many administrative tasks that take up a lot of time and are continuously changed or optimised to free resources (Appendix 8, l. 322-329). The manager of the daycare administration admits that in his opinion lean was never actually implemented, but the increased focus on efficiency provided impetus for improvement efforts that are still ongoing today (Appendix 7, l. 146-150). The daycare pedagogues admit that they are not sure which initiatives originated from lean, because they believe the organisation is continuously striving to make things more efficient (Appendix 9, l. 378-380). Here a paradox emerges; lean is understood by most of the daycare employees as a tool for efficiency, however, they do not use the label 'lean' to describe their efforts towards efficiency. Rather, the term is used to describe a singular moment in time, during which 'lean' was introduced and some actions were taken. As one team leader describes, it was something that was ticked off a list, marked as done, and forgotten (Appendix 8, l. 253-255).

The theory about identification and imitation indicates that through an editing process an idea can be crystallised, however it may change focus, content, and even meaning. Additionally, actors involved might be attracted to a certain aspect of a concept and not be aware of the attached programmatic ideas. Lean was found to be attractive for the daycare administration because of the efficiency aspect, the premise under which it was introduced. During the implementation

efficiency and process optimisation were focused on. Since no deeper examination of lean ideologies was done the concept was abandoned and deemed not compatible with the pedagogical foundation of the organisation. This notion is facilitated by statements from both the manager and the team leaders. The manager states that lean is problematic in the pedagogical concept because it does not account for some crucial aspects of the pedagogical work, such as the relationship between daycare pedagogues, childminders, and children (Appendix 7, l. 94-108, l. 180-187). Team leaders state that if lean was compatible with their organisation, it would still be a part of it today, and not something that attempted once years ago (Appendix 8, l. 143-149). At the same time, the daycare manager refers to the lean introduction as sowing seeds of efficiency within the organisational framework, but nothing more (Appendix 7, l. 87-92, l. 131-136). Such analogy is quite interesting and poses the question of why the seeds did not flourish.

8.1.2 Problematisation

Problematisation is the initial stage of the translation process during which a central actor, defines the identities of other actors, an obligatory passage point (OPP), and establishes themselves as an indispensable part of the translation process. After lean was introduced to the daycare employees, there was no one who could be defined as a central actor. The team leaders say that the introduction of lean was a management decision, but towards the employees there was no assignment, expectation, or responsibility to carry out the project (Appendix 8, l. 266-273). The manager says that after the theme day there were some tasks the employees carried out, for instance, time registration (Appendix 7, l. 161-167). The daycare pedagogues agree, stating that it was the management together with the municipality who made the decision to introduce lean with the aim to increase the number of customers (Appendix 9, l. 233-235). Since the management was responsible for initiating the project, it could have been assumed that they will take on the role of a central actor. However, as these statements illustrate, rather than spending time defining the OPP and identifying other actors, lean was, to put it bluntly, placed on the project list and passed down the hierarchy.

Additionally, since there was no clear OPP, the identities of the actors involved in the lean implementation process were not constructed properly. As previously mentioned, the daycare pedagogues believe that lean was an initiative designed to increase the number of customers for the daycare (Appendix 9, l. 233-235). However, at the same time they would have preferred to be involved in the decision-making process relating to increasing efficiency, as they believe their

knowledge about the actual processes would have helped (Appendix 9, l. 243-244). These two statements indicate that different actors had different goals towards lean implementation, namely the management and municipality wanted to increase the number of customers, but the daycare pedagogues wanted, or expected, to improve efficiency. Since no OPP was established, and no central actor took charge, each involved party was striving to achieve their individual goals, rather than working towards the translation process. For instance, the daycare pedagogues admit that the lean introduction was ultimately not a bad idea since they would be able to improve and optimise their work processes, thus the general idea made sense for them (Appendix 9, l. 157-159; l. 106-208).

As can be seen from the analysis above, the problematisation process never took place in the daycare during the lean introduction. The decision to work with lean was made by the management, however they never assumed the role and responsibilities of the central actor. Therefore, no OPP was created that would have allowed everyone to work towards a common goal. Additionally, the identities of the actors were not created and aligned with the OPP, leading to a situation where all involved maintained the status quo and pursued their own goals when attempting to implement lean.

8.1.3 Interessement

During the interessement stage, the actors must be made interested in and familiarise themselves with the problem and the social network of translation. The parties involved can accept or refuse to participate in the process, thus the role of the central actor is to stabilise the identities of the other actors with the aim of working together on an idea defined in the problematisation stage. Since no problematisation process took place in the daycare administration, the actors did not change their identities, and no OPP was created. However, the employees undertook lean as it was required by the management. Callon's (1986) theory does not account for a situation where actors are involved in the translation process because of an existing hierarchy within the organisation. The interessement stage is described as being the start of a social link that will consolidate the relationship between actors, however in this case a hierarchical relationship is already present, and the employees at the bottom are expected to carry out the wishes of the management.

One of the team leaders remembers that during the lean introduction there was an overall societal development in Denmark, and public sector organisations were expected to deliver more

with the same amount of resources (Appendix 7, l. 216-221). Therefore, the management decided to implement lean (Appendix 8, l. 266-273). The daycare pedagogues agree, stating that it was the management together with the municipality who made the decision to introduce lean (Appendix 9, l. 233-235). Because of the hierarchical structure of the organisation, the employees were expected to participate without the intersement process taking place.

The daycare pedagogues believe they did not have sufficient time to engage in lean since after about half a year the interest in the concept was gone (Appendix 9, l. 319-321). At the same time, they mention lean was a good idea to help them focus more on efficiency, but they express a sentiment that it was not properly implemented in the daycare (Appendix 9, l. 206-208). What the statements above illustrate is that the management was relying on the existing hierarchical structure in order to implement lean and did not actively support the implementation process. The decision to work with lean was made by the management, however the execution fell on the employees. It is possible that the management never considered lean to be a management strategy. While the employees recognised the benefits of implementing lean, they were not interested and supported enough to consider it as a long-term development plan for the organisation. Thus, once new initiatives were presented, the employees moved on from lean, as the project was considered done and the management was already introducing something else.

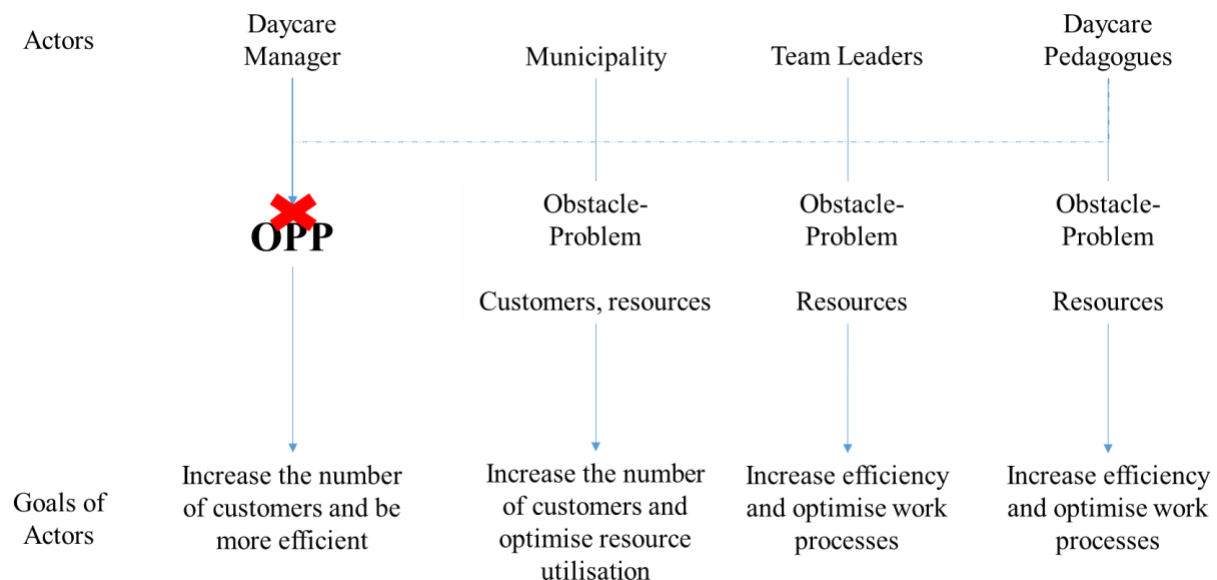


Figure 9: Problematisation and intersement process with the daycare administration. Source: own creation

As can be seen above, in Figure 9, the organisation did not fully undergo problematisation and intersement processes. When compared to Figure 7 it can be seen that the common thread connecting the actors towards the accomplishment of the OPP is weak, thus, the actors had the possibility to focus on their own goals.

8.1.4 Enrolment

The process of enrolment begins once the actors have accepted their roles as presented during the intersement stage and are starting to involve other parties in the process to contribute towards their goal while at the same time contributing to the OPP. As outlined in the previous sections, no OPP was created, thus the actors proceeded towards their own interests. The goal for the daycare pedagogues and team leaders was to increase efficiency, and for the manager and municipality it was efficiency combined with increase of customers.

The theory states that the enrolment process can involve complex negotiations, strength and power demonstrations, as well as other processes that can help to create alliances. However, as has been established in the previous section, the central actor of the translation process, namely the manager, seems to have exclusively relied on the existing organisational structure and hierarchy to ensure the employees of the daycare will participate in lean implementation. The daycare pedagogues recall they were told lean is something that will be undertaken, and they considered it nothing more than another project (Appendix 9, l. 606-608). The team leaders express the same sentiment by saying that the management initiated the process and the rest joined (Appendix 8, l. 266-273). Thus, the employees of the daycare were involved in the lean implementation process not by choice but by default because they worked there. Such approach could have affected the motivation to achieve results and could have created the perception that lean was a short-term development project like others before. The sentiment towards lean from the daycare pedagogues is positive, albeit they admit the focus on it was too short to fully utilise it (Appendix 9, l. 206-208).

8.1.5 Mobilisation of Allies

It is important to note that one of the lean tools used in the daycare was Gemba walks. During this exercise people are teamed up with another employee and through the process of observation, suggestions can be made to one another on how the existing work processes can be optimised. This tool can be considered as an enrolment process, as the pairs were not necessarily made amongst the daycare pedagogues or team leaders. One of the team leaders described how

he/she was paired with a structured secretary, which made the team leader wish he/she was as systematic (Appendix 8, l. 280-284). Thus, employees had the opportunity to experience how people in other teams work and organise their activities, creating ideas on how to improve their own work processes. One of the daycare pedagogue's comments on how he/she was paired up with an administrative worker, which he/she believes was not helpful for either party (Appendix 257-260). The latter statement indicates that there might have been a lack of understanding about Gemba walks and its purpose amongst the employees. The team leader was placed together with an administrative worker and got inspired by the structured nature of their work, while the daycare pedagogue seems to have been somewhat dissatisfied about the pairing and did not find it useful at all. The previous statements further indicate different levels of understanding, interest, and involvement, both concerning Gemba walks and lean.

From the gathered data and previous analysis sections, it can be said that the management acting as the central actor did not engage in the process of mobilising the daycare employees to implement lean. Rather, a decision made at the top of the hierarchy was passed along the existing organisational structures, and employees were expected to respond and engage. Additionally, big decisions, such as the restructuring of the daycare were made at the top levels of the organisation, and the information was passed on top-down (Appendix 9, l. 233-238). Such approach could have created a sense of exclusion amongst the employees and had a negative effect on lean implementation. By using tools, such as Gemba walks, employees can gain a sense of agency by choosing to make decisions that affect their own work processes. However, if significant decisions are still made at the top levels of the organisation, an internal conflict can arise between the newly gained agency and the existing status quo.

8.1.6 Dissidence

During a time of controversy, the beliefs, identity, and characteristics of actors fluctuate and can cause the central actor to rethink strategies and OPP if there is an increasing doubt regarding the success of the project (Callon, 1986, p. 211). The daycare manager states that the daycare administration is no longer practicing lean, at least not from a management perspective, meaning no support is provided from the top of the hierarchy (Appendix 7, l. 209-213). The team leaders substantiate this sentiment by admitting they do not think lean is present in the daycare administration since the term is not used (Appendix 8, l. 285-291). The daycare pedagogues agree, stating that there is no lean in the organisation anymore (Appendix 9, l. 294). When this situation

is examined from the theoretical perspective, it seems that instead of changing strategies or OPP, the manager acting as a central actor made the decision to abandon lean implementation and shift focus towards something else.

At this point it is important to mention that there was a change in the physical organisational environment and the management team after the theme day. However, it is unclear whether the initiatives are related to lean. During the relocation many things were changing, and one of the daycare pedagogues believes that lean drowned amongst everything else (Appendix 9, l. 322-324). Additionally, the manager who initiated lean in the daycare was succeeded by the current one. While the daycare pedagogues believe lean was dead before the change in management happened, and that the current manager did not focus on the concept once he/she assumed the position (Appendix 9, l. 334-339). For the translation process to continue successfully throughout the organisational changes, the current manager should have changed the translation strategy and repeated the problematisation and interessement steps to stabilise the actor's identities and align them towards the common goal. Since this process did not happen, lean implementation was pushed back and forgotten. Additionally, it is not known whether the previous and current manager shared the same perception of the common goal.

However, during the interviews the team leaders refer on several occasions to how efficiency is still important to the organisation, and how several processes, for instance sick and recovery calls as well as vacation planning, are developed and improved with efficiency in mind (Appendix 8, l. 150-154). Additionally, new positions were created within the organisation, namely administrative pedagogues, whose primary task is to decrease time the daycare pedagogues spend on administrative tasks (Appendix 8, l. 150-154). The team leaders admit that the organisation might be engaged in lean, however they are not using the term (Appendix 8, l. 150-154). The statements above indicate that the daycare administration is engaged with continuous efficiency improvements, however they do not associate it with lean. It is probable that the translation process, beginning with the theme day, did not create a full understanding of lean amongst the employees. As one of the daycare pedagogues admits, everyone in the organisation developed their own understanding of lean (Appendix 9, l. 162). Additionally, it is likely the management's reliance on the existing organisational structures during the lean implementation process added credence to the dissidence process at the start of the translation.

It is noticeable during the interviews that the employees use ‘us’ versus ‘them’ terminology, and one of the daycare pedagogues mentions that the management might have realised that efficiency cannot be attained by reducing staff (Appendix 9, l. 458-461). Another daycare pedagogue mentions that it would have been better if the management had consulted them in order to find out what could have been made more efficient, since they are the ones working on the ‘floor’ every day (Appendix 9, l. 243-244). The statements above indicate another issue connected with the usage of existing structures for lean implementation. It is possible that the large management decisions regarding relocation and changes in the organisational structure were created with lean in mind. However, what was presented to the employees as being lean did not necessarily explain the changes happening, thus it was perceived by the daycare pedagogues as a separate process. Since there seems to have been a lack of follow up on the lean implementation aspect assigned to the employees, the interest in the process decreased to the point where it is not considered to exist in the organisation anymore.

The current manager believes that the daycare administration is both part of a large national and municipal organisation in which many management philosophies are present (Appendix 7, l. 209-213). He/she does not believe that lean is a mantra in the current daycare administration, particularly because the initiated activities were never articulated as being a part of the lean implementation effort (Appendix 7, l. 209-213, l. 140-143). On several occasions he/she refers to the ‘seeds’ lean implementation planted, however the results are never directly attributed to it (Appendix 7, l. 131-136, l. 204-206). The manager believes that lean is problematic in the daycare context as it, in his/her opinion, does not account for the necessity of having an established relationship between the daycare pedagogues and childminders (Appendix, l. 94-108, l. 180-187). Throughout the interview the manager expressed a sentiment of denial towards lean and how the attempt to implement it has affected the organisation. However, at one point, the manager contradicts his/her previous statements by saying that lean is still considered when new work processes are developed (Appendix 7, l. 191-193). It is hard to assess why the manager both denies and admits that lean is present in the daycare. It is possible that he/she understands lean philosophy of continuous development and considers it as still being a part of the organisation, however his/her repeated statements against lean seem to reject such notion.

Overall, the process of dissidence seems to have started not long after the interestment process. The management initiated lean implementation relying on the existing hierarchical

structure to serve as a framework for the translation process. Once the daycare administration underwent significant reorganisation, including relocation and changes in the management, the focus on lean dissipated. The current manager did not establish himself/herself as the new central actor in the process, and the whole organisation moved on from lean, or at least stopped using it as a label for efficiency improvement efforts. However, the concept of continuous efficiency seems to have been integrated into the daycare to some extent, and the fact that lean is not associated with it indicates that the translation process was not executed correctly. It is highly likely that the problems with the translation process started with how it was introduced by the external consultants. The lack of internal support during the translation of lean only contributed to the problems, eventually leading to the abandonment of the concept. Additionally, the daycare employees developed different understandings of lean along the way, which added complexity to the implementation process.

8.1.7 Sub-conclusion

There were several issues associated with the lean introduction and implementation within the daycare administration. The introduction of the concept itself was problematic, as it was presented as a tool focusing on increasing efficiency and not a holistic and continuous approach to improvement efforts, which could be the case for other organisations as well. Additionally, the concept was a-contextualized, and focused on administrative process optimisation. Such approach created a gap in the translation process which the actors had to fill themselves, resulting in an insufficient understanding of the lean principles and philosophy. Once these problems arose, lean was deemed incompatible with the daycare administration and the label was abandoned, while efficiency improvement efforts are still ongoing to this day.

One of the main problems associated with the internal translation process in the daycare is the reliance on existing organisational hierarchy. The decision to introduce lean was made at the top of the organisation together with the municipality, and the employees were expected to comply with this decision. Such approach resulted in lean being perceived as a project, and not a long term organisational development strategy. Additionally, as the previous manager, who acted as the initial central actor, did not create an OPP, the goals of the other participating actors were not aligned. As visualised in Figure 3, the lean theme days happened before a major organisational change, and in a time of turmoil, the central actor should have repeated some of the translation stages to manage the actor's identities and align them with the goal of lean implementation.

However, there was a change in management as well, and the previous manager was replaced by the current one. At this point dissidence had already happened, and the current manager assumed the role of central actor because lean implementation relied on existing organisational hierarchy. During times of dissidence the central actor can attempt to stabilise the identities of other actors and align them towards a common goal by repeating the problematisation and intersement steps, however that did not happen. Therefore, the organisation abandoned the label 'lean' for their efficiency improvement efforts and moved on to the next project.

8.2 Lean

The following section will analyse lean as it is understood and present in the public daycare administration. The sub-chapter will further consist of three sections: tools and techniques, principles, and philosophy, following the three layers of lean perception by Arlbjørn, Freytag, and de Haas (2011) as presented in Figure 6, see chapter 6.1 Lean. The section on lean tools and techniques will concentrate on which tools the interviewees mention being used. The lean principles section will attempt to examine what principles the daycare administration worked with from Figure 6. Lastly, in the section on lean philosophy the way it appears in the daycare administration will be analysed.

A proper understanding of lean is necessary if an organisation wants to work with it, as it is not possible to create a greater comprehension of a concept without familiarity with the basics. The manager believes lean is about optimising work processes with the mindset of eliminating as much time waste as possible (Appendix 7, l. 87-92). The team leaders state that the essence is to do things in a smarter way to save resources (Appendix 8, l. 122-125). The daycare pedagogues believe that lean is about making things more efficient and avoid unnecessary work processes, one of them mentioning that the purpose is to reach the goal in the easiest, quickest, and best way (Appendix 9, l. 146, 148, 150). All groups of interviewees exhibit basic knowledge on what lean is, but they do not have the full understanding of the concept. Furthermore, they associate the concept with efficiency, which can be linked back to how it was introduced during the theme day. None of the interviewees mention the importance of customers and customer care, they merely see it as an efficiency tool, indicating the toolbox understanding.

Many of the daycare pedagogues seem to have an insufficient understanding of lean. It is explained by one of them that they were introduced to lean, and then had to figure out how to interpret it (Appendix 9, l. 267-268). It is evident that the daycare pedagogues did indeed make up

their own minds about lean since there is a difference in the depths of lean perception. Two of them seem to have a more crystallised idea of what lean is. One of the daycare pedagogues expressed a deeper understanding of lean which surprised the others as they had less extensive knowledge on the subject (Appendix 9, l. 137-157). Another participant demonstrated his/her knowledge about the concept through their contribution to the discussion during the interview. The last three either have trouble remembering or a gap in their understanding of lean (Appendix 9, l. 137-157). It is evident that a common perception of lean was not created throughout the organisation despite everyone receiving the same introduction. The daycare pedagogues were left to create their own interpretations of what lean is and can be used for.

8.2.1 Tools and Techniques

The following sub-sections will examine what lean tools and techniques were utilised within the daycare administration. Additionally, the way the concept was introduced will be examined. The analysis lays the groundwork for understanding of lean principles within the organisation.

8.2.1.1 *Kaikaku*

During the interviews, the interviewees mentioned specific tools they have utilised in accordance with the daycare administration's lean process. The first notion about lean tools and techniques came from the preliminary interview with the manager of the daycare administration. In this interview the manager mentions that they had theme days concerning lean, in which they received a 'basic package' about the concept, such as its origin, to provide the employees with knowledge about lean and its history (Appendix 7, l. 138, 156-159). A contradictory notion brought forward by the team leaders and daycare pedagogues was that the theme days were in fact only one day and it lasted a couple of hours (Appendix 8, l. 113-114; Appendix 9, l. 172). The manager presents the introduction to lean as lasting over several days, whereas the other interviewees express different circumstances. It shows a misalignment between either memory or choice of portrayal. When talking about the content of the theme day, the team leaders and daycare pedagogues agree with the manager of being introduced to generic lean concepts, with a focus on administrative work (Appendix 8, l. 174-177; Appendix 9, l. 233-238, 264, 266).

The decision to have the theme day was explained as being taken by the former manager of the daycare, and an external consultancy firm was hired to facilitate it (Appendix 8, l. 169; Appendix 9, l. 179, 233-238). The introduction entailed a toolbox view of lean, since it mainly

focused on the general perspective of the concept. Hiring a consultancy firm, who may not necessarily have knowledge about the specific context, adds to this notion, since they are prone to give a general and toolbox lean instead of concerning themselves with the context. For further discussion on the introduction process refer to section 8.1.1 Identification and Imitation.

The type of theme day presented by the interviewees fits well with the theoretical explanation of a Kaikaku event. The tool concerns quickly inserting a change in the organisation, which fits the description of a lean introduction lasting a few hours and utilising it. Kaikaku is a useful tool when used for incremental changes, but not optimal for transformational, such as the implementation of lean. The process happens too fast for stakeholders to be able to internalise and understand the new underlying ideas and repercussions. Change must always happen at a pace in which the affected employees are able to adapt.

8.2.1.2 Time Registration

The manager mentions that the daycare pedagogues underwent time registration after the lean theme day, to understand where time was spent and analysed how these findings could be used to improve the time management in the organisation (Appendix 7, l. 161-167). It was unclear if anything was found and improved from the analysis. Since the daycare pedagogues and team leaders have little or no recollection regarding follow-up and changes occurring related to the lean theme day, it is presumable that no actions were taken on the findings of the time registration.

8.2.1.3 Gemba Walks

A tool which was both mentioned by the team leaders and daycare pedagogues is Gemba walks. The team leaders refer to it as a type of ‘internship’ with their colleagues, where they followed someone whose tasks they were not necessarily familiar with, one saying that he/she followed a secretary (Appendix 8, l. 115-118). The daycare pedagogues explain Gemba as looking over each other’s shoulders and trying to find solutions to undesirable work processes (Appendix 9, l. 209-210). They found it hard to help during their Gemba walks, partly because they were not necessarily paired with someone within their own field of work, for instance, one mentioning it was hard to make any suggestions (Appendix 9, l. 257-259). The interviewees expressed following colleagues for a short time, without being able to provide any feedback, especially concerning those who did not follow employees with the same job as themselves. The intention of Gemba walks is not to follow someone whose tasks are familiar to the walker, but to observe and provide ideas for how processes can be improved from a different perspective. The way in which the tool

was utilised indicates a lack of introduction to the concept. It was mentioned during the interviews that there was a follow-up on Gemba, which is in accordance with the theory, but it is unknown what the follow-up entailed (Appendix 9, l. 193). According to Gemba walks theory, the tool should be applied continuously, which was not the approach chosen by the daycare administration.

8.2.1.4 Waste Reduction

The team leaders mention they were shown a movie at the theme day, the purpose of which was to show how lean can be applied in their day-to-day lives (Appendix 8, l. 178-183, 192-199). For instance, instead of putting knives and forks in the dishwasher at random, they could be sorted beforehand making the task of sorting the cutlery easier (Appendix 8, l. 192-199). Another example the team leaders remembered from the movie was that when making coffee it makes more sense to have the items needed in one spot instead of spread around the kitchen (Appendix 8, l. 200-204). Both of the mentioned examples indicate the movie was concerned with a type of waste reduction or elimination. The instances are highly contextualised to everyday life, so do not fall under any of the five types of waste in service organisations. The intent of the movie is presumably to awaken awareness of waste within the viewers, for them to possibly begin reducing and eliminating it. The movie is a visual way of presenting information, making it an understandable approach to use during a theme day. It was clearly one of the memorable aspects, since the team leaders gave quite detailed explanations of the topics mentioned in the movie.

8.2.1.5 Process Mapping

During the theme day the participants were all handed pieces of cardboard on which they were to map out their work tasks (Appendix 8, l. 178-183, 226-228). This technique is clearly a usage of process mapping, as mentioned in 6.1.1 Lean in Service Organisations and Public Sector. It is not mentioned whether they actually used this specific process map to eliminate any waste in the organisation. The daycare pedagogues mention they were good at finding things which were not lean, a misconception which will be discussed later (Appendix 9, l. 304-306). Stating they are good at finding things in need of waste elimination shows their awareness of existing inefficiencies.

8.2.2 Principles

As it was mentioned in the theory organisations are not required to implement all lean principles, to achieve the philosophy. Through the data analysis it was discovered that the daycare administration only works with one of the five, namely customer value. While there is not a

specific one labelled ‘customer value’, it is the foundation of two of them. Therefore, the researchers believe it can function as a principle in its own right.

8.2.2.1 Customer Value

Customer is a focal point within lean, thus it is important for the organisation to know whom they are providing services to. The interviewees seem to have a clear perception of who their customer is by replying that it is the children and the parents (Appendix 8, l. 72; Appendix 9, l. 117-118). One of the daycare pedagogues mention that the children are the users, but the parents are the customers, which is to be understood in the sense that the children are the receivers of the service provided, but the parents are the intermediaries who need to be kept happy and satisfied (Appendix 9, l. 117-118).

The manager mentioned that the daycare administration did a development project in the last couple of years where they consulted the parents on what the organisation could do to improve the quality of their services (Appendix 7, l. 193-206). The daycare pedagogues refer to this project, bringing forwards the notion that only a small percentage of parents were consulted on what they thought could be improved (Appendix 9, l. 251-252). The manager says that the information gained from the respondents was utilised to improve certain aspects in the daycare administration, such as the transition between taking care of the child at home to having them in daycare (Appendix 7, l. 193-206). It was realised that during the transition parents did not have as an extensive need for conversations with the daycare pedagogues as first assumed, hence, the transition meetings were decreased from approximately an hour and a half to fifteen minutes (Appendix 7, l. 193-206). The technique of asking the customers is relevant when working with lean to gain the perspective of the user. However, since the methodological approach of this process is unknown it is hard to understand whether the information obtained was representative. It is not clear when this initiative occurred, meaning its connection to lean is unknown. The notion of applying something customer centric within recent years shows that some of the lean ideologies might still at play in the organisation but might not be visible or conscious.

An important factor, which the daycare pedagogues mention, is that the children are those which all the pedagogical work is concerned with, and the aim of the administration is to provide them with the best development and well-being possible, and the parents and childminders function as the vessel for it to be possible (Appendix 9, l. 126-128). This statement indicates that social pedagogy is embedded within the organisational context. The daycare pedagogues mention

that the childminders cannot be categorised as a type of customer for the service in the daycare, since they are their colleagues (Appendix 9, l. 120). It is important to note that since the questions regarding customers were asked before the directly lean related questions, there were no forced impressions concerning the connection between lean and customers. Even though no one explicitly said that they viewed the customer in relation to lean one of the team leaders did mention that by doing things more efficiently, it would benefit the parents and children, since the daycare pedagogues would have more time with the childminders and everyone in the administration would respond faster when parents have inquiries (Appendix 8, l. 375-379).

While the daycare administration is concerned with the wellbeing of the children and facilitating their development, the interviewees did not express knowledge about customer value creation within lean. The lack of knowledge about customer centricity can be linked back to the theme day and the way lean was introduced. Since the participants did not determine the content of the introduction, it is possible that they are unable to link the two concepts as they lack knowledge on the subject; suggesting a case of ‘you do not know what you do not know’. Customer centricity is present in the organisation based both on their context of pedagogy and goal of ensuring the wellbeing of children. However, the determinants of success and feedback on the value provided is not immediate, as a child’s development takes years. Therefore, the parental function as the intermediary is essential since they are the ones who can help with determining the value creating aspects. Even though daycare pedagogues do not link the notion with lean, the ideology of customer needs is embedded within the fabric of the organisation.

8.2.3 Philosophy

As has been discussed, the organisation did not knowingly implement any lean principles. Thus, it can be assumed that lean philosophy does not exist within the daycare administration. Therefore, this section will focus on understanding the current attitudes towards lean as a concept and its compatibility with the pedagogical context. Lastly, a discussion on whether any philosophy can exist within the organisation without its knowledge will be addressed.

8.2.3.1 Current Attitudes Towards Lean

The manager of the daycare administration contradicts himself/herself when discussing whether they are still doing lean in the organisation. He/she mentions the organisation was immensely preoccupied with lean a few years ago, indicating they are no longer are (Appendix 7, l. 94-108). Further admitting to lean possibly being the start of the merging of the former

departments in one large office, and indicating that some initiatives were done on the basis of it (Appendix 7, l. 117-128). He/she follows by mentioning that the morning call centre shifts were changed from using twelve employees to four, further indicating that this initiative was done in the wake of lean (Appendix 7, l. 117-128). These points are indicating a usage of the concept, but he/she says that it would be wrong to say it was implemented, as they never specifically articulated that the initiatives were based on lean (Appendix 7, l. 140-143).

In relation to the previously mentioned merger the manager further says that it caused a 'big bang' in the organisation, as work processes were changed due to the centralisation (Appendix 7, l. 146-154). One of the work processes changed after the merger was the way the stockroom, purchasing, and logistics worked (Appendix 7, l. 146-154). The manager continuously uses contradictory statements to refer to the organisation's usage of lean. He/she might never have fully understood lean principles, meaning that he/she seems to be unsure whether the daycare administration implemented and worked with the concept. Many of the initiatives the manager mentions can in some respect be considered initiated by lean thinking. Merging all the geographical departments at one office would hypothetically make the flow for the customer run more smoothly. The daycare pedagogues mention that when manning the morning and closing call centre shifts it is a disadvantage to take care of geographical areas they are not familiar with, since the knowledge and therefore the delivered service is not at the same level (Appendix 9, l. 448-453). The problem with the morning and closing call centre shifts, as explained by the daycare pedagogues, indicates that the mentioned change to the morning shift is not necessarily as beneficial as the manager believes it to be.

The manager mentions how even though they did not follow up on lean, he/she believes that it has left traces in the organisation, meaning he/she believes that even though they do not use the word, it is somewhat influencing their choices and actions (Appendix 7, l. 131-136, 204-206). The team leaders agree by saying that lean left traces in the organisation, they simply have not used the label beyond the theme day (Appendix 8, l. 274-277, 285-291). In correlation with saying that lean left traces, the team leaders mention that they continuously work with efficiency as the available resources are limited, thus, optimisation of work processes is needed (Appendix 8, l. 285-291). One of the daycare pedagogues speculate whether the concept affected the organisation, mentioning the morning and closing call centre shifts as an example of where it could have been a part of the decision-making process (Appendix 9, l. 246-247, 351-352). It is possible that lean left

traces in the minds of the employees at the daycare administration, but it has not been in the form of the principles. It seems that the notion that concept left is that of efficiency, however, according to a team leader, it is not connected to lean, rather a general approach within the administration (Appendix 8, l. 316-321). This statement is a clear indicator the administration is constantly working towards being more efficient, but they do not use the label lean. The organisation does not have a full understanding of the concept and basic principles of it, therefore choosing to use the label would be in vain, as discussed in sub-chapter 6.1 Lean. By equating lean with efficiency, they are only focusing on a minor part of the concept, mainly represented by tools.

There is a notion that the organisation did not have many lean initiatives following the theme day, substantiated by all the interviewees. One of the team leaders states that he/she does not recall making any concrete changes in his/her work following the introduction to lean (Appendix 8, l. 222-224). When specifically asked whether there was any talk about lean following the theme day the team leaders respond that it was limited (Appendix 8, l. 274-277). One of the daycare pedagogues mention that nothing happened in the daycare administration on the basis of the theme day (Appendix 9, l. 307-309). Even though processes in need of becoming more efficient were identified, no steps were taken to improve these (Appendix 9, l. 311-312). The daycare pedagogues further mention that lean was not worked with in-depth, and they quickly moved on to the next project in the daycare (Appendix 9, l. 315-316). The team leaders mention that the concept can be viewed as a fad in the organisation, since they were concerned with it for a month or three and then they moved on (Appendix 8, l. 253-255). This statement goes in unison with the previous statement from the daycare pedagogues. It is evident there is a lack of deep knowledge about lean. The daycare pedagogues, and to some extent the team leaders, are talking about how they categorised processes as 'definitely not lean', often used as a joke (Appendix 8, l. 239-245; Appendix 9, l. 301-303). Since the organisation went through the process of identifying wasteful practices but did not correct any, it is understandable that the daycare pedagogues were unable to classify processes as being 'lean'. An awareness of inefficiencies was created, but no action was taken. From the analysis of lean principles, it is evident that the implementation of these was scarce and it is questionable whether it happened at all. According to the interviewees there were no clear initiatives being implemented following the lean theme day, though many of the interviewees were able to identify processes that might have been improved by lean thinking.

The daycare pedagogues, as previously mentioned, found the concept of lean a good idea they believed could have been utilised in the organisation (Appendix 9, l. 157-159). The daycare pedagogues have some criticism about the way lean was approached, such as the daycare pedagogues never having been consulted on what should be changed (Appendix 9, l. 243-244). They believe that since they are the ‘workers on the floor’ they have more insight in what work processes are in need of being more efficient (Appendix 9, l. 243-244). The daycare pedagogues felt subscribed to lean in the sense that they were told that the theme day was happening, and it was never questioned (Appendix 9, l. 606-607). Within lean, employees are given agency to adjust and improve their work processes, however, based on the previous statement it did not happen in the organisation. Since the inefficiencies were identified but not acted upon it might have created frustration and contempt amongst the daycare pedagogues. It is important for the organisation to incorporate the ideas of the employees to be able to fully identify and map the processes in need of eliminating waste. That is for instance the essence of Kaizen, that people from all levels of the hierarchy are involved in creating ideas and implementing them, instead of automatically enrolling them.

8.2.3.2 Lean in the Pedagogical Context

A notion considered by the researchers was the mixture of lean, based in manufacturing, and pedagogy in the daycare administration. The manager of the administration mentions reaching a conclusion that lean and pedagogy conflict. He/she exemplifies this conflict by stating that after introducing lean, the management team decided the daycare pedagogues should visit the childminders not based on previous contact but location during the day (Appendix 7, l. 94-108). This initiative turned out to be problematic in the sense that it was not always the same daycare pedagogue visiting the childminders, which decreased the quality of service due to lack of relation between the childminder and daycare pedagogue (Appendix 7, l. 94-108). Instead the daycare administration realised it is necessary for the childminders to have one primary person they cooperate with from the administration (Appendix 7, l. 94-108). By working with different daycare pedagogues, both trust and tacit background knowledge is lost (Appendix 7, l. 94-108). This example is the only one the manager was able to provide on the clash between pedagogy and lean, indicating that there perhaps was not as large a clash between the two as he/she stated at first. There are two possibilities as to why the manager only provided a single example, the first being

that he/she only remembers one, and the second that this problem became the hurdle which the organisation was unable to overcome and made them discontinue lean.

The daycare pedagogues mention that they believe lean would work well for them in the daycare administration, and when thinking back they seem to find the lack of implementation a bad choice (Appendix 9, l. 157-159). One of the team leaders mentions that lean was not a match for the organisation, but that it would be possible to use in their pedagogical context, directly contradicting the manager (Appendix 8, l. 143-149). One team leader mentions that since there is a lot of operations they are forced to deal with, lean could be beneficial to make the processes more efficient, eliminating time waste and ultimately providing a better service (Appendix 8, l. 135-142, 369-373). The team leaders are adamant that they do not use lean and are instead concerned with executing their work in the best way (Appendix 8, 156-157). The team leaders mention that they are continuously changing their structure, to be able to provide the best possible service for their users (Appendix 8, l. 322-329).

An interesting notion is that when asked where they believed lean could be utilised in their pedagogical context, the daycare pedagogues could only mention administrative tasks that would benefit from lean implementation, rather than anything related to their pedagogical work, such as computer system improvement (Appendix 9, l. 490-542). A suggestion is made to put time constraints on their guidance meetings with the childminders, but it is agreed that this approach would be difficult since the daycare pedagogues need to be able to give each childminder the necessary time (Appendix 9, l. 521-522). Another suggestion is to manage their days in a way where they visit childminders if they are out from the office anyway, making unscheduled visits in between scheduled ones (Appendix 9, l. 528-535). The latter statement is still considered administrative tasks since it concerns time management.

There is a clear indicator that, as previously mentioned, the interviewees can easily find administrative tasks that can be improved with the usage of lean, but they cannot exemplify any successful usages of lean in the pedagogical tasks. Since the theme days introduced the concept focusing on efficiency, it is possible that the daycare pedagogues do not have the knowledge needed to apply it in a beneficial way. It can be speculated if lean would function when only applied to the administrative aspects of the daycare administration. Since toolbox lean is only concerned with optimising processes and not changing the organisational strategies, it could be applicable within daycare administration. However, it is more difficult to assess whether lean

principles would be compatible. The latter would require creating an in-depth understanding of the concept and working to adapt it to fit their organisational context. While this process could be resource demanding, in the long term it could benefit the customers by creating a better service, thus, making the daycare more competitive.

One of the team leaders makes a good point concerning the pedagogical aspect of their work in the sense that the work is highly different each day, and they can never fully anticipate what will happen when they get to work (Appendix 8, l. 135-142). He/she even uses the phrase ‘you can’t lean your way out of that’ in reference to the shifting days, the fact that they work with people, and are forced to have a sense of flexibility in their work (Appendix 8, l. 135-142). The team leader is indicating that one of the reasons why lean is incompatible with their organisation is that the work is too unpredictable. This statement is supported by Arlbjørn, Freytag, and de Haas (2011) who put forward a notion saying lean might not be applicable in public institutions providing non-standardised and individualised service. There is a clear disconnect between the idea of lean and the usage of it in the organisation in the sense that both the team leaders and daycare pedagogues believe that lean would work in their pedagogical context but are unable of providing any actual pedagogical examples. Furthermore, the manager clearly does not believe that lean works with pedagogy because it eliminates some of the personal factors and makes it harder to have the needed pedagogical relations.

8.2.3.3 Awareness of Existing Philosophies

As has been reviewed in the previous sections, the daycare administration is customer focused, following a lean principle. Additionally, the daycare pedagogues have undergone pedagogical education and perform tasks related to it. The sub-section will address whether the pedagogical aspect of the organisation can be considered an asset for the incorporation of lean philosophy.

Based on the analysis of lean principles, it emerged that the organisation is customer centric, but had not linked this notion to lean and its introduction. Only one interviewee links the concept of lean to providing value for the customer, in the sense that efficiency in the administrative tasks frees more time to be devoted to pedagogical aspects. Based on the lack of statements linking lean to customers, it can be presumed this way of working is incorporated into the organisation apart from the concept. However, this notion creates a discussion on whether it is possible to incorporate lean philosophy, without being aware that a principle is utilised.

According to lean theory, the philosophy cannot exist without having any of the principles. However, the theory does not address whether an organisation is required to be aware if it is utilising a 'lean principle' to achieve the philosophy. Additionally, it is unclear whether the principle has to be a result of lean implementation. A core aspect of social pedagogy is the extensive focus on the needs of the individual, whether that be a child or an adult, as has been discussed in sub-chapter 4.3 Social Pedagogy. Since the child is considered as the receiver of the daycare administration's services, whilst the parents are the intermediaries, it can be argued that the pedagogical context of the organisation contributes to the incorporation of lean philosophy, contrary to the beliefs of the interviewees. Many of the interviewees consider the pedagogical tasks the most valuable and important aspects of their jobs. All daycare pedagogues are required to have completed a pedagogical education and thus have an extensive knowledge in this field, which is assumed to have shaped their beliefs and values.

The daycare administration is responsible for carrying out both pedagogical and administrative tasks simultaneously. Thus, it can be presumed that different techniques should be used when striving to increase customer value in the various work fields. Additionally, the customers of the daycare can be classified in accordance to both aspects. The children are the main targets of the pedagogical tasks, such as daycare visits, guidance, and supervision of childminders. The parents are mainly benefitting from the administrative work, such as the call centre, introductory meetings, and further communication with the administration. Both customer groups exhibit different requirements towards the organisation, thus an adaptation of the value proposition is needed.

To create value for the children, daycare pedagogues would be required to spend more time ensuring that facilitation of early development and well-being is taking place, through guidance of the childminders and to 'spend more time in the field', leading back to the core of social pedagogy. However, as administrative work follows every visit to a childminder, less time can be spent on guidance, while more is spent on the administrative work. If one considers the parents the main receivers of the administrative work, it can be assumed that a swift and efficient service is appreciated, rather than long processes and slow replies on e.g. emails. Therefore, to increase value for the customer, an optimisation of processes may be needed. Thus, utilisation of lean tools can be useful in reducing time spent on processes, thereby reducing waste.

When reviewing these findings, the researchers believe the pedagogical context may not be a hinderance to lean philosophy as first presumed and as expressed by the interviewees. Rather, it can be argued the pedagogical field enhances the value proposition towards children. It seems that the interviewees are not actively accounting for nor considering the customer centrality and its effects in their daily work. At the same time, the daycare pedagogues and the team leaders express a constant emphasis on becoming more efficient, thus reducing waste. The focus on the customer needs regarding the pedagogical and the waste reduction in the administrative tasks, suggests there is a degree of subconscious lean philosophy within the organisation.

8.2.4 Sub-conclusion

From the analytical discussion of the understandings of lean within the daycare administration it is evident that they have a limited knowledge of it, as they equate the concept with efficiency and work process optimisation. This perception indicates that the introduction of lean was not optimal as it failed to familiarise the organisation with lean principles and philosophy. Therefore, a toolbox approach to lean was attempted, however, since it was not adapted to the specific context it did not yield results. This sentiment is supported by the tools and techniques section. For instance, the way lean was introduced resembled a Kaikaku event, with its abrupt and short approach. Furthermore, the daycare administration utilised Gemba walks for the employees to gain insight into each other's work processes. This technique was not successful, since most interviewees claimed to not be able to utilise the tool and provide suggestions due to different work practices. During the theme day the participants did some process mapping, but the results were not applied in the organisation. Lastly, the manager mentions the daycare pedagogues underwent time registration to clarify how resources and time were spent. However, it is unclear if this information was ever used.

It can be concluded that only one lean principle, namely customer value, is institutionalised within the organisation. It is an essential part of the daycare administration but was presumably present before the lean introduction. Customer centricity stems from the organisation's pedagogical context as it is concerned with the development and well-being of the children. For the daycare administration to be able to perform its tasks an awareness needs to be created of their customer's needs and wants. Additionally, social pedagogy always puts the needs of the individuals first, hence they are at the core of the ideology. Thus, it is argued that an organisation functioning within a pedagogical context will put the customer first. During the analytical

discussion it was found that the pre-existing customer centrality of the social pedagogy may have contributed to a subconscious incorporation of lean philosophy.

9. Discussion

This section of the paper will build on the analytical discussion by examining aspects of lean incorporation that can be encountered outside the daycare administration. It has been discovered that a project oriented approach to change, and lack of understanding of both the concept and organisational context contributed to the failure to implement lean. Additionally, the overall political landscape will be examined to determine how it could have affected the abovementioned factors. Lastly, two tools, namely stakeholder analysis and change management, will be discussed to ascertain how the usage of those can facilitate the interpretation of new concepts.

9.1 Project Oriented Approach

In the analytical discussion, it became evident that the daycare administration has a project-oriented approach, as they are continuously attempting to improve work processes with new types of projects, lean being one of them. This approach indicates that the daycare administration might be categorised as an egocentric organisation, which has a fixed notion of who they are and what they can become, resulting in a determination to sustain or impose their identity at all costs (Morgan, 1997, p. 259). By constantly switching focus and approaching strategic change initiatives as projects, an organisation can be attempting to protect its identity and maintain a status quo (Morgan, 1997, p. 259). Such approach can lead an entity to overstate its importance while at the same time diminish the significance of the wider system of relations and interactions in which it exists (Morgan, 1997, p. 259).

When concepts that have the potential to alter organisational identity are perceived and executed as projects, it is possible the organisation will not experience any results or changes. Not enough time is given to new initiatives to truly set in the organisational culture and become part of the way work is done. Additionally, the term 'project' implies an end date, while not carrying a connotation concerning success, implications, or complexities. By choosing to approach new concepts and ideas as projects, an organisation has the possibility to project an image in its external environment promoting innovation, compliance, conformity, or whatever is necessary, while maintaining its identity internally. Thus, an organisation can claim, for instance, to be lean while in reality the concept was tried and abandoned. Such approach has the possibility of confusing the employees, towards how they are supposed to perform their work tasks, instead of having a clear

vision of the way things are to be done. Having unclear processes can presumably affect the service provided and will therefore affect the customer relying on the service.

It is possible that the project based approach within public sector organisations is not only influenced by it being egocentric. The analytical discussion discovered that a problematic lean presentation affected the understanding of the concept within the daycare administration. The researchers believe the issues connected with introduction and interpretation of a concept are not exclusive to the case organisation but are exemplary of a larger issue. As has been presented in the theory chapter, for a new idea or management strategy to become widespread and popular, it needs to be a-contextualised. Thus, when an organisation is attempting implementation they lack the knowledge of specific circumstances that might have led to success. Additionally, the way a concept or idea is presented or introduced will affect how it will be understood and executed. If said introduction is not correctly accounting for the concept or its function only focusing on a-contextualised and generic models, there is a risk of it being misunderstood, categorised as a project, and forgotten once something new is on the horizon.

When introducing new concepts in a public sector organisation, it is important to both minimise the resistance towards the new idea and explain it properly to achieve the desired results. As it will be elaborated further upon in the following sections, civil servants are a part of a large governmental body, where decisions made at the top are being passed down through the hierarchy. The political leadership can be subjected to change with every election, and each administration has their own political agenda. Egocentric organisations might be created as a response to external volatility. Civil servants might be disassociating themselves from the political system in an attempt to preserve the identity of their organisation despite changes in the governmental agenda. Additionally, if the concept itself is not introduced properly, a gap will form during which translation and interpretation will take place. Within this gap different meanings and goals will be attributed to the concept, thus altering the intention of the change effort. Both mentioned factors, namely egocentric organisations and incorrect concept introduction, can attribute to why the public sector often perceives change efforts as projects.

9.2 Understanding of Context and Concept

During the research it was discovered that the daycare administration is not necessarily aware of the philosophies affecting it. Thus, when the organisation attempted to introduce lean there was a clash between pedagogical ideas and the concept's ideologies. When implementing a

tool, such as lean, it is important to account for the specific context in which it is to be utilised. In contexts similar to the analysed case where a human connection is of paramount importance, it is essential to consider the context. There is a risk that implementation of new business strategies will not account for human connections existing within an organisation. By having an understanding of the underlying philosophies which an organisation operates in, it is possible to account for potential problems and prepare a mitigation strategy. As stated in the translation theory, for a concept to become interesting for other actors, it has to be stripped from contextual factors which are difficult to explain and account for. Through the process of editing, experience in one organisation is transformed into a-contextualised models, theoretical frameworks, and templates. Thus, when a new concept is introduced, it is likely that it has been stripped from meaning and will not account for the receiving organisations' context, which includes everything from culture to the tasks it performs. Therefore, the organisation has to be able to assess whether the presented idea is applicable for it, and more importantly, if it will bring value.

The fact that organisations do not account for their context can indicate that the organisation does not understand it, or the management might not be aware that contextualising a new concept is necessary. Furthermore, within a single organisation, different contexts can coexist, as it was illustrated in the case where both pedagogical and administrative tasks were present and carried out simultaneously by the employees. While a whole organisation will function within the parameters of a homogenised identity and context, each department will have adapted it to fit their needs. Thus, when attempting to implement an overarching management strategy, it is important to examine how different subsystems interact, as will be explained in the discussion about change management. Furthermore, it is pertinent to understand if one strategy can be applied throughout the organisation, or if it will only be beneficial to one specific department or process as adapt accordingly.

Management theories are attractive to organisations because they are designed to contain a 'selling point', such as a promise to improve a specific situation, e.g. lean can be considered a tool to increase efficiency. In this sense, models can be perceived as containing an 'attractor' which allows the management or the employees to envision how the said tool of theory will improve their processes and work life (Morgan, 1997, p. 263). However, at the same time, an attractor is present in their current state of affairs, because the new theory will require effort to implement and time

to adapt (Morgan, 1997, p. 263). Thus, once the new strategy is presented, and organisation is caught between two attractors, each representing different outcomes.

It is possible the attractor of the new concept will be remarkably powerful and limited consideration will be given to the context of the organisation. Such could for instance be the case in a situation of crisis where action is required immediately, or when an organisation is put under pressure to perform and deliver results. Every management strategy has an underlying ideology which the attractor might not account for, thus it is important to examine both the concept and the organisation's context to understand whether both are compatible, and account for potential implications. As has been discussed in the theory section, implementing concepts without understanding their programmatic ideas have the potential to alter organisational identity and culture. After an understanding of both has been created, a decision to move forward with implementation can be made. It is important to note, that managerial ideas should not be adapted as they are presented without preparing the organisation first. It is possible that an alteration of the context in which the concept will be implemented will be necessary for the outcome to be both successful and sustainable.

To initiate change in an organisation, the management or a central actor of the change effort has to construct a new context and frames of reference to break the status quo and the hold of the current attractor patterns (Morgan, 1997, p. 267). There are two ways of creating new contexts. Firstly, new understandings can be generated by exposing the organisation to new information about itself or its environment (Morgan, 1997, p. 270). However, public sector organisations are accustomed to changes in their external environment, thus, this approach might not yield the best results. Secondly, new actions in form of experiments, changes in remuneration, personnel, or fiscal crises can be used to push the organisation into a new state (Morgan, 1997, p. 270). As the public daycare administration is a part of a larger governmental organisation, the mentioned changes have to happen higher up the hierarchy for any effect to take place. However, minor changes and initiatives have the possibility to trigger a larger transformation, which could be another reason why smaller public sector organisations, such as a daycare administration use project based work practices (Morgan, 1997, p. 271).

Overall, it is important for an organisation to be aware of its context before committing to work with a specific management strategy. Due to their a-contextualised nature, such theories often have strong attractors as they promise to deliver results or address a specific problem an

organisation might be experiencing. Thus, decisions can be made to act fast and utilise project framework to implement a new initiative. Without examining the ideology of a particular concept and the organisations own context, it is possible that both will clash, creating limited results. Therefore, the manager, or the central actor of the process should take time to prepare the organisation for the implementation by working on adjusting its context to facilitate the adaptation of the management concept.

9.3 Political Landscape

Political landscape has a profound impact on the public sector. Therefore, this section will address tendencies between the two blocs within Danish politics but will not go in-depth into the underlying ideologies. When looking at the political landscape throughout the last 15 years, there has been a majority of right-wing governments, with only roughly four years of left-wing interjection (Regeringen, 2018).

When researching political proposals from the right-wing governments a pattern appears. In 2003 and 2017 two reports were published, discussing visions and aims for the public sector. Both have an extensive focus on the citizen, and putting their needs first (Regeringen, 2003, p. 2; Regeringen, 2017, p. 3). The vision for the right-wing governments is to create freedom of choice for the citizens, in which they can choose to either select private or public options for their daycare, healthcare, etc. (Regeringen, 2017, p. 8). As a result of increased freedom of choice, the competition in the markets will continuously increase, as was further mentioned by one of the interviewees. The right-wing governments mentioned competition would increase the quality of the services in both the private and public sector (Regeringen, 2017, p. 3). When the notion of increased freedom of choice was presented in 2003, the right-wing governments additionally mentioned the increase in competition was not only about increasing efficiency in the public sector, but further providing citizens with the possibility to participate in shaping the public sector (Regeringen, 2003, p. 2). This proposal is an example of a general tendency in the western democracies, where the management strategy of New Public Management since the 1980s has pushed to increase privatisation in the public sector (Hansen, 2010, p. 183). Hansen (2010) states that the increase of choice can affect the market to be motivated to reduce waste, develop clearer organisational goals and increase the quality of their service (p. 185).

Looking into the abovementioned statements from the right-wing governments, which has governed for the majority of the last 15 years, add valuable information about the context of the

public sector. By creating a more open market between the two sectors, they are both required to increase their quality, to gain more customers. Through the two reports from the right-wing governments, it is not evident whether the public sector was provided with more funds to increase the quality of their service. However, multiple sources state the investment in the public sector was historically low during the right-wing governments, implying the public sector was required to improve their efficiency and quality of service, whilst receiving the same or less resources to do so, confirming the previously mentioned statement from an interviewee (Lehmann, 2008; Rasmussen, n.d.). This notion proves the point that public sector organisations, such as the daycare, are subject to change in the political landscape whilst having little, if any, power to influence the other way around.

The two right-wing reports have an extensive focus on the citizen and providing them the freedom and responsibility to make their own decisions. The discourse addresses the civilians, and thus the voters, by presenting a wide variation of options in both private and public organisations, which relates to the so called 'exit' and 'voice' mechanisms. When the public sector had the majority of the market in their services, it was common that the consumers would 'voice' their opinions towards the service providers (Hansen, 2010, p. 185). However, with the increase of private actors on the market, the consumers now get to 'exit' and thus change their service provider, if they are dissatisfied (Hansen, 2010, p. 185). The option to choose adds additional pressure to the public sector to live up to the demands of the consumers, thus giving them more power to affect the market.

The vision of the right-wing is contrasted by the left-wing government, who in a report from 2014 state they wish to increase the investment in the public sector (Regeringen, 2014, p. 7). An increase in funds could allow the public sector employees to have a larger economic latitude and thus be able to increase the quality of service without having to compromise on staff or workload. However, sources state that despite investing more funds into the public sector, a measurement of output in the public sector indicates a negative economic growth (Maach, 2015). Thus, the public sector did not grow or bring in any funds, despite the political investment in the sector. It can be presumed that because of the short governing time of the left-wing the results of their investment did not have time to flourish.

From all the above statements, it is evident that the political landscape has major influence on the public sector, deciding everything from their funds to the structure of the market. The

general tendency has been a decrease in funds and an increase in market competition, which may have pushed public sector organisations to strive toward strategies that express a ‘selling-point’ or an attractor offering fast results in terms of efficiency and quality increase, using promising and popular strategies such as lean. When having to compete with the private sector, using popular and well-known strategies create the impression that the public sector is working to become more efficient and thus use less resources. In organisations where human connections are of paramount importance, efficiency becomes difficult, as the customers are all different and require different forms of attention. With a political agenda placing the citizen, thus the user of the public sector, and their needs as a central part of the proposed structure, it can be argued that the right-wing governments contradicted themselves as they wanted to create a more efficient public sector that did not account for the individual.

9.4 Applicable Tools

The discussion outlined the complexities and difficulties public sector organisations have when attempting to introduce new concepts that can change the organisation. Stakeholder analysis is important to identify the actors affected by decisions made within the organisation. Change management creates accountability and provides a plan for the implementation.

9.4.1 Stakeholder Analysis

The stakeholders are assumed to play an important role in the strategical decisions made in the public sector. There is a lot of variation in the types of stakeholders, ranging from the government to the individual users, and it is hard to clarify the value proposition of each. Therefore, stakeholder analysis is a useful tool, to identify and gain knowledge about actors who have influence on or stakes in decisions being made, whether that be political policies or project implementation (Brugha & Varvasovszky, 2000a, p. 338).

A number of researchers have addressed the theoretical aspects of stakeholder analysis and implemented them in different contexts and the concept has thus been developed in different fields (Reed, et al., 2009, pp. 1933-1934). The definition of a stakeholder has been broadly discussed. However, many articles refer to the definition presented by Freeman (1984), who defines a stakeholder as “any group or individual who can affect or is affected by the achievement of the organisation’s objectives” (as cited in Mehrizi, Ghasemzadeh, & Molas-Gallart, 2009, p. 428). Another definition is presented by Brugha & Varvasovszky (2000b) as “individuals, groups and organisations who have an interest and the potential to influence the actions and aims of an

organisation, project, or policy direction” (p. 239). If a stakeholder analysis was to be conducted in this research, the definition presented by Freeman (1984) would be considered the most appropriate. His is broader than many others on the subject, and does not only take the influencers into account, but further the individuals or groups that are influenced. The following paragraphs will discuss how stakeholder analysis can contribute to a better implementation of management strategies.

With the increase of outsourcing of public service delivery to the private sector, the number and type of actors being involved has increased, creating a more complex system of stakeholders (Mehrizi, Ghasemzadeh, & Molas-Gallart, 2009, p. 427). With an increase in market competition between the private and public sector, as well as the notion that the public sector is funded through the tax payers, the number of stakeholders and their impact has increased. By conducting a stakeholder analysis, the information can be used to understand how policies are developed, how project implementation is facilitated, and how organisational objectives or decisions are made (Brugha & Varvasovszky, 2000a, p. 338). One of the reasons to lean failure found in the analysis, was the short-term and project oriented approach to the implementation of lean. A further discussion of this topic can be found in sub-chapter 9.1 Project Oriented Approach. However, a stakeholder analysis could contribute to a better and more long-term implementation of management strategies, as the results can be used to develop project frames and can be useful to identify the assumptions on which the success or failure of project outcomes depend (Brugha & Varvasovszky, 2000a, p. 339). The conduction of stakeholder analysis has been described differently by researchers in different fields. However, Brugha and Varvasovszky (2000a) present an analysis process and key characteristics that can be applied to both policy development and project implementation.

To conduct a stakeholder analysis, a wide range of key informants is required (Brugha & Varvasovszky, 2000a, p. 340). The key informants should be found in multiple levels of the organisation, to create a comprehensive description of how information is interpreted, as well as how they perceive their role as stakeholders. According to Brugha and Varvasovszky (2000a), stakeholder analysis is highly dependent on the context in which it is executed and can take place on multiple levels: local, regional, national or international (Brugha & Varvasovszky, 2000a, p. 340). The level, or levels, in which one conducts the stakeholder analysis depends on the extent of the policy making or project implementation. Taking a Danish public sector organisation and its

implementation of management strategies as an example, it should be investigated at multiple levels. For instance, as the daycare administration works under the municipality, it would be relevant to investigate the municipal, administrative and customer level. As the government influences the market of the public sector, it could be relevant to involve this level in the stakeholder analysis as well, this will be discussed in the next sub-chapter. The public sector hierarchy is complex, and involves a plethora of internal and external actors, therefore, the number of stakeholders when changing management strategies is extensive. Examples of stakeholders could be the public sector employees, the management, the government, as well as direct and indirect service users.

Another important part of the stakeholder analysis is prioritisation. The characteristics of the identified stakeholders are measured and prioritised according to their interest in the issue, the resources and influence they carry, their support or opposition towards a particular direction, and lastly the impact the issue at hand has on the actor (Brugha & Varvasovszky, 2000a, p. 342). Another way to prioritise the stakeholders is by placing them in a 'power versus interest grid' (Bryson, 2004, pp. 30-31). The grid can then be used to identify which stakeholders' interest and power bases should be taken into account to address the situation at hand (Bryson, 2004, p. 31). Because of the large number of stakeholders in the public sector, it is important to investigate their power and interest in the change in management strategy. Due to the complexity of the task, this approach is somewhat underutilised. By prioritising their stakeholders, it would be possible to identify crucial actors, both in interest and power. It can for example be presumed the actor with the most power is the government, and their agenda likely plays a central role in organisational changes. However, it can be presumed that the stakeholders with the most interest are the employees, but that these actors do not have the same extent of power as the government. It is therefore important that the organisation considers actors in both of these factors, before making organisational changes. In Figure 10 below, a visual representation of the power versus interest grid can be found. The coloured dots each represent an actor: The red represents the government, the blue the municipality and the green the employees.

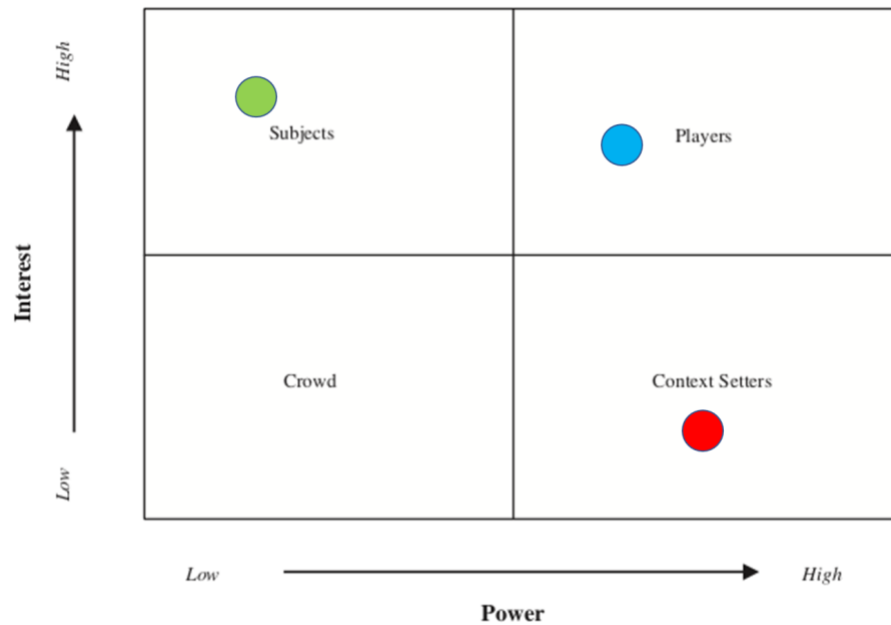


Figure 10: Power versus. interest grid. Source: own creation adapted from Bryson (2004)

Once the stakeholders have been prioritised according to power and interest, it is important that the organisation gain insight into the goals of the individual actors. According to Bryson (2004) it is best done through a ‘basis of power – directions of interest diagram’, through which it is possible to identify the sources of power available for the stakeholder, as well as the goals or interests that the stakeholder wishes to achieve (p. 34). By doing the analysis, it would be possible for an organisation to identify commonalities across the stakeholders, allowing them to find common ground in terms of interest, which resembles the process of *interessement* within the translation theory (Bryson, 2004, p. 34). With the high number and complexity of the stakeholders in the public sector, knowing the needs and goals of the actors is essential to succeed in the implementation of new strategies. It is unlikely the organisation will be able to live up to the individual goals of each stakeholder, and therefore it is essential to find common ground and goals of as many stakeholders as possible, which can be related to the process of creating an OPP.

Conducting a stakeholder analysis prior to changing management strategies or organisational structure, will contribute with extensive knowledge of what stakeholders think of the project, as well as how it will affect them. Additionally, better and more effective decisions could be made. With the context surrounding the public sector being under constant change, it is important that the organisations continuously keep track of the development of their stakeholders, both in terms of identifying, prioritising and developing common ground. As all the departments

in the public sector work differently, with various services and users, and all have different stakeholders, and thus separate analyses are required. If more resources could be allocated for conducting continuous stakeholder analyses, it can be presumed that not only management strategy implementation would be improved, but that general service would match the needs and desires of multiple stakeholders, resulting in increased satisfaction. There is no set standard for the number of inquiries necessary, however organisations should be aware of whether their data sources are actual or outdated.

If organisations continue to prioritise certain stakeholders over other, it will potentially affect their attractiveness. With the increase of competition between the public and private sector services, it is important to satisfy as many stakeholders as possible, rather than only focussing on the most powerful ones. If certain groups are continuously deprioritised, it may result in them no longer supporting the organisation, and the public sector would then no longer be able to keep up with the private sector.

9.4.2 Change Management

The initial interest guiding the selection of the case organisation was the presumption that the daycare administration had implemented lean and that the change process was over. During the initial interview with the manager it was discovered that the organisation did not fully introduce the concept and deemed it incompatible with their context due to the pedagogical aspect. For this reason, the theories of concept translation were included in the theoretical framework. However, as lean was not implemented, change management can be examined to understand what steps could have been taken to facilitate the process.

It was identified in the analysis section that no proper translation of lean took place within the daycare administration. Different understandings of lean emerged throughout the organisation because the external consultants introduced an a-contextualized version of the concept, there was no central actor or leader of the implementation, the social network of translation was based on existing hierarchies, and there was no OPP. Additionally, from the interviews it can be understood that lean was perceived as a project amongst the employees and not an organisational change or improvement effort. The researchers of this paper do not believe that these problems are particular to the case, nor lean as a concept. Rather, the case at hand seems to be an illustration of what happens when public sector organisations try to apply a new approach without utilising change management tools and strategies.

There are many theories and models concerning change management. However, most of them are loosely based on Lewin's 1947 three change phases (Fernandez & Rainey, 2006, p. 169). Despite minor differences between models, there are great similarities between them, and it can be discerned there are eight factors that an organisation undertaking change must take into consideration (Fernandez & Rainey, 2006, p. 169). These factors are: ensuring the need, providing a plan, building internal support for change and overcoming resistance, ensuring top-management support and commitment, building external support, providing resources, institutionalising change, and pursuing comprehensive change (Fernandez & Rainey, 2006). These factors are not a model, rather different points that need to be considered for those undergoing organisational change (Fernandez & Rainey, 2006, p. 173). The aim of this section is to theorise how these eight change management factors might facilitate translation processes in public sector organisations undergoing an implementation of a specific concept.

Ensuring the need refers to the fact that managerial leaders must acknowledge and communicate the need for a change within an organisation (Fernandez & Rainey, 2006, p. 169). This statement does not infer that change can only happen top-down, rather an effort needs to have managerial support for it to be successful. The impetus for change can happen at any level of the organisation. However, leaders are the ones who should persuade others within and outside the organisation that it is needed (Fernandez & Rainey, 2006, p. 196). Such notion can be linked with the role and importance of having a central actor within the organisation that will take charge of the change efforts. However, public sector organisations are part of a complex governmental institution, and changes often occur when a new political force is elected. It is not uncommon that with each new ideology the public sector is forced to adapt their existing practices. Thus, it can be contested that there are several central actors involved in public sector change.

The burden of convincing the society that change is needed falls on the shoulders of the head of the government. The task to convince people of the necessity of change is then transferred to the next governmental level until it has reached the manager of a public sector organisation, the decision making flow is illustrated in Figure 11. This manager is then responsible for convincing the employees that the suggested change initiated higher up the governmental hierarchy is necessary. Overall, there are many complexities involved with organisational change in the public sector, as there are multiple central actors who are responsible for ensuring the need for change and communicating it. However, this fact does not relinquish the importance of managers of the

small governmental units as central actors or leaders of change. They are responsible for engaging their employees and ensuring they participate in the change effort.

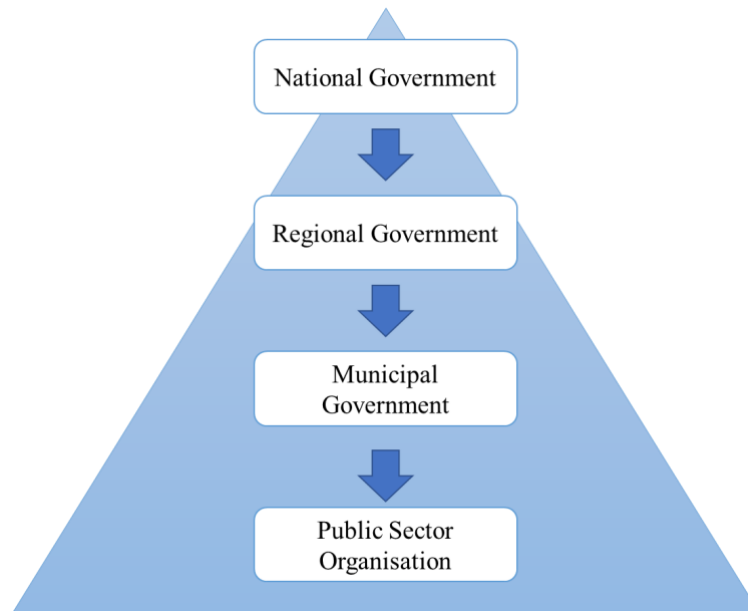


Figure 11: An exemplification of the decision flow in the public sector. Source: own creation.

The next step in organisational change efforts is related to providing a plan. Managers must develop a plan of action or strategy to implement the change (Fernandez & Rainey, 2006, p. 169). The new idea or vision has to be transformed into a course of action with goals and plans on how to achieve them (Fernandez & Rainey, 2006, p. 169). All throughout the described levels of governmental hierarchy processes of translation and interpretation are taking place. The prevailing ideology is applied to ever smaller units of the government, and during that journey it becomes more operationalised. It has been described in the literature and witnessed in the case study, there has been a general push for efficiency and smarter resource allocation at both societal and governmental level. By the time this notion travelled down to a specific organisation, for instance the daycare administration, this call for efficiency was operationalised and took the form of lean implementation. Thus, through several iterations and translation phases, a plan was created to institutionalise organisational change, an exemplification of this process can be seen in Figure 12 below. However, from that point, the manager of this specific organisation has to operationalise it even further and create a strategy or action plan on how this change will take place under his/her guidance. This step can be related to the creation of the OPP within the translation process, as time needs to be invested to create a roadmap towards the implementation of a specific concept. If this step is skipped, the organisation can experience chaos and will eventually fail. Additionally, lack

of a plan can create absence of accountability and responsibility. Calls for change originate at the highest level of the government and are then translated and operationalised until they reach the corresponding smaller government unit. The manager of the final public sector organisation is responsible for creating an action plan of how the change will happen. Thus, the manager is still acting as a central actor within the change framework.

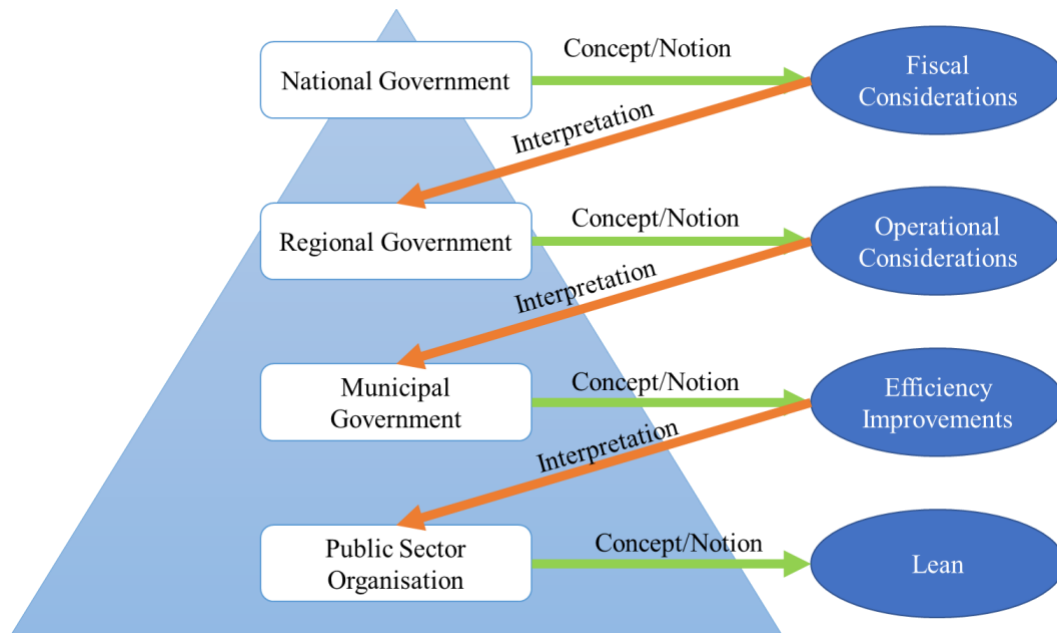


Figure 12: An exemplification of concept interpretation regarding the decision making flow. Source: own creation.

The third factor in change management efforts concerns building support for change and overcoming resistance. Leaders must build internal support and reduce the resistance towards change through participation, negotiations, and other applicable means (Fernandez & Rainey, 2006, p. 170). This phase can be related to the enrolment process of concept translation. As has been mentioned earlier, in public sector changes often occur once a new political power secures a place within the government. Thus, there can be resistance amongst public servants to engage into change efforts, since they know that the next administration will discontinue the work of the previous one (Fernandez & Rainey, 2006, p. 170). Therefore, the role of the manager is to engage the employees and achieve a widespread participation, however it will not solve all problems. If the manager does not allocate resources and time to ensure participation, it can lead to waste and a decrease in morale (Fernandez & Rainey, 2006, p. 170). Engaging employees is essential for both change management and concept translation processes. The employees within an organisation

will be involved in the change in some degree, thus without their support and engagement the process can fail.

Ensuring top management support and commitment is the fourth factor in change management. It is important for either an individual or a group to champion the cause for change (Fernandez & Rainey, 2006, p. 171). Some researchers stress the need for a single change agent to lead the change efforts, while others advocate for a coalition that will allocate the resources and provide emotional support for the employees (Fernandez & Rainey, 2006, p. 171). The notion of the single change agent resembles the idea of a central actor within translation theory. If there is no individual or a group who will fight for changes, devise a plan, and engage other employees, the change effort will stall, there will be lack of accountability, and no common understanding of the change effort will be developed. Since the turnover of the politicians and their subsequent ideologies is quite frequent, the managers and top civil servants are responsible for implementing and seeing through change programs. However, as has been discussed previously, such situation can lead to an emergence of egocentric organisations.

The fifth factor in the change process is building external support. Within the public sector, change is dependent of the degree of support from political overseers and key external stakeholders (Fernandez & Rainey, 2006, p. 171). These people can affect the change process as they control the resources for public service organisations and are capable of imposing statutory changes (Fernandez & Rainey, 2006, p. 171). If the call for a change comes from the top of the political hierarchy these people might already be allies and in support of the change effort, however if the call for action comes from the bottom of the hierarchy, the external parties need to be convinced to participate. Additionally, if the call for change is made at higher levels of the government, civil servants are expected to participate based on their employment within the public sector. Neither in public nor private sector employees are expected to disobey the initiatives created at the top management level. However, they have the option and possibility to question decisions if they disagree. In case the decision is made from above and people are not satisfied with it, the previous factor, namely ensuring the participation and overcoming the resistance becomes paramount. If the call for change stems at the bottom of the hierarchy and is significant enough that it requires additional resources or other help from higher up, this step is important. Either way, the change advocate, be it manager or a group of employees, need to take charge of the change effort and

make sure that it receives both internal and external support. Factors three, four, and five can be compared to the process of enrolment and mobilisation of allies from the translation process.

The sixth factor in change is concerned with providing resources for the effort. Change is neither cheap nor does it come without trade-offs (Fernandez & Rainey, 2006, p. 172). Organisational resources need to be reallocated towards new activities, employee training, communication, development of new practices, restructuring the organisation, etc. (Fernandez & Rainey, 2006, p. 172). If the resources are scarce, it can lead to stress, feeble implementation efforts, and sluggish performance of the whole organisation (Fernandez & Rainey, 2006, p. 172). When employees are expected to comply with and participate in change efforts based on their employment, it can mean that the management is looking for a way to decrease the costs. In such case, the workers need to do their existing jobs while at the same time take on more responsibilities connected with the change effort, leading to increased stress and employee dissatisfaction. Therefore, the manager or the central actor is responsible for securing and allocating. It is important to note the resources are not only fiscal; time is another important factor, especially from the employee perspective. Thus, the person or group taking charge of the change efforts need to ensure the transformation does not overburden the employees in addition to securing adequate funding.

Institutionalising change is the seventh change factor. Throughout the change effort new innovations, practices, and policies have taken shape, and members of the organisations must embed these changes in order for them to become sustainable (Fernandez & Rainey, 2006, p. 172). It is not easy for the employees to do so because most of the organisational changes require behavioural transformations (Fernandez & Rainey, 2006, p. 172). The employees need to routinise the new behaviour in the short term, and the leaders must institutionalise them in the long term (Fernandez & Rainey, 2006, p. 172). It is important to keep track of the change effort results in order to be able to understand to what extent employees have adapted the change. Without monitoring it can be difficult to follow up on initiatives, and processes can regress to their previous stage. Additionally, it is important to demonstrate the benefits of the change to the employees in order to avoid the feeling of wasted time and resources. If no demonstrable benefits occur after the change process, the employees might perceive the effort as failure and be more resistant to participate in future transformations. Additionally, if the employees themselves do not embrace and accept the new processes, the initiatives have a high chance of failing. In some cases, the

employees might resist the new processes if they feel they impair their ability to carry out work tasks. Thus, it is important for the central actor to create participation early on in the process, in order to decrease resistance and increase cooperation and acceptance. Once the employees believe in the change effort and are committed to it, they are more likely to at least attempt implementing it within their work routines.

The last factor is the pursuit of comprehensive change. In order to achieve a fundamental transformation in behaviour, the managers need to pursue a systematic alteration approach to their organisational subsystems (Fernandez & Rainey, 2006, p. 173). Pursuing changes in only few aspects will not help to achieve complete organisational transformation. Implementing change without an understanding of how the subsystems are related can lead to delays and waste of resources (Fernandez & Rainey, 2006, p. 173). Thus, it is important to not only understand the change itself, but how it will affect the organisation, as has been discussed in the previous discussion sub-chapters. With the rise of New Public Management since the 1980s, the public sector is more open to implementing private sector management strategies in hopes it will have similar results. However, this approach might have unintended consequences if the change leader does not account for different systems, subsystems, and their interactions. Change in one place might cause problems in another part of the organisation if it is not executed properly.

The researchers of this master's thesis believe that the problems witnessed within the daycare administration are not limited to that single organisation. Transcending the translation theory and looking at change management factors allowed to examine what is important to take into consideration for public sector organisations undergoing change. It is clear that some of the steps are overlapping, and it can be seen that translation is a more academic topic, while change management is more operationalised. It is easier for managers in charge of transformation to follow steps and models and use them as roadmaps. However, while the eight factors seem common-sense, they are still overlooked (Fernandez & Rainey, 2006, p. 173). The public sector is under increasing scrutiny from the society, and each new government pushes their agenda and calls for changes. Thus, it is important for the managers of public service organisations to accept the role of central actors and change agents who are responsible of building both internal and external support for transformation. If the managers neglect this role, new initiatives will not be given a chance to succeed, rather they will be tried out and deemed as a failure, which could contribute to an organisation being or becoming egocentric. Constant unsuccessful innovations can have a toll

on employees, create unnecessary stress, and create dissatisfaction. Since constant political changes are common within a democratic society, it is not likely that the amount of new initiatives will decrease. Rather, it is important for managers to ensure they have the right skillset to manage change successfully within their organisations.

10. Conclusion

Any organisation with a desire to implement a new management strategy should consider how it is introduced to the employees. An explanation based on the generic and a-contextualised aspect of a strategy makes it difficult for the employees to grasp how it is intended to work in their context, and how it should be incorporated. Additionally, such introduction creates a translation gap where interpretation will take place, creating individual, not collective, understandings of the concept. Therefore, all concepts and ideas need to be adapted to the context in which they are expected to be utilised. Additionally, the concept or idea being implemented has to be properly understood. Management strategies contain a 'selling-point' or an attractor that promises to improve specific aspects of the organisation. However, it may not account for the whole concept or its underlying ideologies. Therefore, both a full understanding of the concept and the context of the organisation is needed to be able to assess their compatibility.

The researched case organisation did not successfully implement lean partially due to a unsuccessful introduction. During the theme day, the employees were introduced to different lean tools, such as Gemba walks and process mapping. However, these were not utilised in a fruitful way, creating confusion amongst the employees towards what the goal of the exercises was. As the organisation was introduced to a toolbox approach to lean, the employees did not gain insight into the programmatic ideas of the concept. Despite the employees not being aware of the principles, the research identified a notion of customer centrality in the organisation. Through the analysis it was evident this principle did not stem from the introduction of lean, rather from the pedagogical philosophy of the organisation. Despite customer centrality not being the result of lean introduction, it is evident the organisation has some traces of lean philosophy, namely customer centrality and a focus on waste reduction, illustrated by the extensive focus on effectiveness.

The above-mentioned findings lead to discussions about which factors influenced the interpretation of lean and how this process can be improved. The introduction did not account for the context of the receiving organisation, nor the meaning of the concept. In an attempt to protect their identity from external influences, organisations can become egocentric and potentially utilise a project oriented approach towards change. In an attempt to maintain a status quo, they diminish the significance of the wider system of relations and external influences. The change initiatives often come from the governmental level and hereafter progress downwards through the system

reaching the individual public organisations, which are thereby influenced by the prevailing political agenda. Thus, the project based approach can be a result of the ever-changing political landscape, since public sector organisations are in a constant state of flux. The external volatility might contribute to organisations both becoming egocentric and viewing change processes as short-term oriented projects.

The research has identified two useful tools that can facilitate the interpretation of lean or other management strategies in the public sector. To make informed and relevant decisions, organisations should conduct a stakeholder analysis. This tool is useful for identifying both internal and external stakeholders of the organisation, gaining an understanding of their interest and influence. Therefore, the decisions based on the results of an analysis will allow the organisation to satisfy as many stakeholders as possible. The second tool is change management, which adds structure to the transformation effort. By combining new concept introduction with change management notions, an organisation can create roadmaps for the implementation process, avoid potential pitfalls, and create a more fertile soil for the sustainable growth of any idea.

This master's thesis set out to investigate how management strategies, such as lean, are interpreted in Danish public sector organisations. Throughout the research it was discovered that the pedagogical context combined with lacking introduction and public sector specific characteristics affected lean implementation within the daycare administration. Throughout the paper, lean was functioning as an example of other management strategies that are being applied in the public sector. This approach allowed the extrapolation of how governmental decisions and interpretation processes affect how organisations choose to introduce new strategies. It has been determined that different political agendas and complex translation and interpretation process, can create egocentric public organisations that will utilise project based approach to change initiatives to preserve their identity from external influences.

Political agendas are operationalised as they are passed down the hierarchy, and since results are expected fast to ensure a re-election a sense of urgency is created. Methods that have strong attractors are selected without considering the context of the organisation in which they are supposed to be implemented in. In addition, the fluctuations in the political environment can lead public sector organisations to incorporate a project based approach towards change efforts, such as lean implementation.

11. Reflections

The research underwent several iterative loops, some of which were very time consuming. Therefore, an understanding of numerous topics, not included in the paper, was gained. Consequently, created sections, for instance business transformation and organisational culture, were deemed irrelevant.

For this paper, the researchers collaborated with a municipal daycare administration. The cooperation can be considered successful, however, there was a resistance and a lack of interest from the manager, who acted as a gatekeeper. Therefore, the researchers did not gain full access to the organisation and were not able to gather additional data after interviews were conducted. However, the interviewees were openminded and cooperative during the interviews, which mitigated the resistance factor.

The research group had previously worked together with great success on multiple occasions, therefore, a decision was made to collaborate on the master's thesis. However, the researchers were separated by geographical distance, as one researcher does not live in Denmark, which affected the collaboration. Regular communication was maintained via skype and social media in between group meetings for which the member, residing abroad, travelled to Denmark. Additionally, a project plan was created early in the process with set deadlines and reachable goals. Due to previous collaborations, the researchers were familiar with each other's work approaches and processes, which helped allocate responsibilities and plan accordingly. The familiarity helped create a network of accountability as no one wanted to disappoint nor be disappointed. Two researchers did not find the distance problematic, whereas one would have preferred more face-to-face interactions, especially during discussion periods.

11.1 Further research

The research can be further expanded in several directions. From the analytical discussion it was discovered that daycare pedagogues perform both pedagogical and administrative tasks, however the first is more important. This finding facilitated the notion that efficiency within the organisation should not only account for 'hard' factors, for instance time and money, but further for 'soft' aspects such as relationships and productivity. Therefore, this research can be expanded by investigating how the definition of efficiency is and should be defined in organisations working with lean.

During the discussion of stakeholder analysis, it became evident that power relations play an important role in the context of public sector organisation. It is uncertain which stakeholder group is more impactful: the ones in power positions or the most interested. Additionally, the composition of groups can affect their influence. Whether the group is large or small, homogenous or heterogenous might have an affect on its internal power dynamics, which can influence their external power. Therefore, power relation is potential research topic.

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