



KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

June 17, 2014

Motion 14150

Proposed No. 2014-0163.1

Sponsors von Reichbauer

1 A MOTION acknowledging receipt of a continuous
2 improvement implementation plan, in compliance with the
3 2014 Annual Budget Ordinance, Ordinance 17695, Section
4 18, Proviso P4.

5 WHEREAS, the 2014 Annual Budget Ordinance, Ordinance 17695, Section 18,
6 Proviso P4, requires the executive to transmit a motion and continuous improvement
7 implementation plan, and

8 WHEREAS, the plan includes a description of the county's continuous
9 improvement program, and

10 WHEREAS, the plan includes the role, responsibilities, including program
11 accountability, and membership of an interbranch continuous improvement advisory
12 board, and

13 WHEREAS, the plan includes processes for ongoing project assessment,
14 prioritization, selection, resourcing, implementation and evaluation, and

15 WHEREAS, the plan includes an ongoing process for approving improvement
16 targets for projects, including quality, cost, safety and delivery, including timeliness, per
17 the charter for specific projects, and

18 WHEREAS, the plan includes a post project review process, and

19 WHEREAS, the plan includes a process for regular, at least annual, reporting of
20 performance and results, and

21 WHEREAS, the plan includes a training and development plan for countywide
22 implementation of continuous improvement, with milestones for 2014 and 2015, and

23 WHEREAS, the plan includes a process for continuously improving the plan;

24 NOW, THEREFORE, BE IT MOVED by the Council of King County:

25 The receipt of the continuous improvement implementation plan in compliance

26 with the 2014 Annual Budget Ordinance, Ordinance 17695, Section 18, Proviso P4,
27 which is Attachment A to this motion, is hereby acknowledged.
28

Motion 14150 was introduced on 4/28/2014 and passed by the Metropolitan King
County Council on 6/16/2014, by the following vote:

Yes: 9 - Mr. Phillips, Mr. von Reichbauer, Mr. Gossett, Ms. Hague,
Ms. Lambert, Mr. Dunn, Mr. McDermott, Mr. Dembowski and Mr.
Upthegrove
No: 0
Excused: 0

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON



Larry Phillips, Chair

ATTEST:



Anne Noris, Clerk of the Council

Attachments: A. Continuous Improvement Implementation Plan Proviso Response--April 8, 2014

Continuous Improvement Implementation Plan Proviso Response

April 8, 2014

Office of Performance, Strategy, and Budget



King County

Continuous Improvement Implementation Plan Proviso Response

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Executive Summary

Based on learning over the last two years, the Continuous Improvement Team (CIT) proposes a “Lean 2.0” plan for the next phase of King County’s Lean implementation. This plan pursues Lean via three major strategies, which roughly correspond to our vision of an enterprise Lean implementation consisting of (1) strategy deployment, (2) transformational improvement, and (3) capacity building. The three strategies are:

- I. Leadership development,
- II. Transformational improvement, and
- III. Capacity building.

I. Leadership Development

With the County’s “true north” -- its strategic direction -- we can identify the value streams and the transformational improvements that are needed to achieve strategic goals. We make the strategies and activities needed to accomplish “true north” visible on “tier boards,” and use regular rounding to focus, maintain momentum, and identify and solve problems.

WHAT CIT DELIVERS	FOR WHOM
<p><u>Alignment</u></p> <ul style="list-style-type: none"> • Coach and facilitate: Use visual systems (“tier boards”) to make strategic direction, status, and problems visible • Coach: Rounding to “check” and solve problems 	<p>Executive Leadership¹, Cabinet, and others directly involved in the tier boards and rounding</p>
<p><u>Lean Management</u></p> <ul style="list-style-type: none"> • Train: Lean management system basics, including Lean Leadership behaviors and processes • Coach and facilitate: Building and using a management system for your value stream 	<ul style="list-style-type: none"> • Executive Leadership, Cabinet, and others engaged in Lean improvement • Heads of divisions and mid- and front-line managers involved in transformational improvement
<p><u>Value Stream Thinking</u></p> <ul style="list-style-type: none"> • Train: Value streams and value stream mapping • Coach: Value stream management (processes, tools, behaviors) 	<ul style="list-style-type: none"> • Executive Leadership & Cabinet and leaders involved in transformational improvement • Leaders involved in transformational improvement

¹ “Executive Leadership” here includes the County Executive, Deputy County Executive, Assistant Deputy County Executive, Chief of Staff, the Director of the Office of Performance, Strategy & Budget, the Chief Advisor for Policy and Strategic Initiatives, and the Director of Labor Relations.

II. Transformational Improvement

We make progress on big problems and big opportunities through intense, multi-department value-stream-based projects. Teams from the CIT will be assigned to lead transformational improvement activities in selected value streams, typically for six to 18 months. A transformational improvement project will target a problem of strategic priority and achieve substantial improvement objectives. Additionally, the project will help build capacity and embed Lean daily management to sustain the gains and engage employees in continuous improvement every day.

WHAT CIT DELIVERS	FOR WHOM
Coach: An assessment and change management activities to prepare the way for change	Value-stream leadership ²
Develop: A value stream map (or maps) to plan, prioritize, and sequence improvement efforts	Value-stream leadership
Facilitate: Lean events and other activities to design and implement process improvement, usually with 90-day implementation deadlines	Cross-functional teams
Develop: Daily management systems to check the piloted results, address root causes, sustain gains, and continuously improve	Value-stream leaders and managers
Coach: Daily management to engage employees in problems solving and completing continuous plan-do-check-adjust (PDCA) cycles	Value-stream leaders and managers
Train: Lean awareness, technical tools, daily management, and change management activities as needed to build and sustain everyday frontline improvement	All employees in the value stream

² Value-stream leadership are the leaders in the agencies, and potentially other organizations, that are part of the value stream that is being transformed.

III. Capacity Building

We build capacity by introducing employees to Lean, providing opportunities to learn and practice, and nurture those most interested so that they can achieve their desired level of competence or mastery. Developing our employees is the CIT’s most enduring contribution to the future of King County. More Lean practitioners means more improvement across more of the County.

WHAT CIT DELIVERS	FOR WHOM
Train and coach: Lean Manager Training (classroom and applied learning to stabilize a current process and launch a daily management system)	Mid-to-frontline managers
Train and coach: <ul style="list-style-type: none"> • Classroom orientation • Observation and participation in Lean activities • Technical knowledge and skills • King County Lean standard work • Coached practice and development 	Lean Apprentices [“Apprentices” are King County employees who are learning to be Lean practitioners while also maintaining other responsibilities.]
Train, facilitate, and coach: community of practice activities. A robust portfolio of activities will continue to be developed; they currently include: <ul style="list-style-type: none"> • Basic skill classes, e.g. 5S, waste, visual systems, standard work, process mapping, A3 thinking • Monthly book club and “Lean 4 Lunch” • Social gatherings • Some coached practice and peer learning 	Community of practice members
Learn about Lean via: <ul style="list-style-type: none"> • The Gemba Gram and website • King County eLearning Lean courses • Attending event report-outs and observing Lean events and other activities • Speakers • Recommended articles, books, and webinars 	Any King County employee

When CIT staffing is more complete, and particularly when the Knowledge Management Lean/Trainer is on board, we will be able to make specific plans for how many of which activities, or how many of which participants, and on what schedule. These plans will be reflected in the CIT's management system and displayed on the CIT's tier 2 board.

* * * * *

In addition to the three major strategies above, the Lean 2.0 plan features:

- An “extended Continuous Improvement Team” so that all the Lean professionals in County government, whether they are formally located in the Office of Performance Strategy and Budget (PSB) or not, are using the same tools, deployed effectively and efficiently, reporting results consistently, and learning from each other. A results reporting template and contracting for measureable results will become part of our standard work. The CIT will also better “walk the talk” by using Lean management to implement this plan.
- A Continuous Improvement Advisory Board that will provide feedback and advice on proposed King County Lean plans, processes, and resource allocation plans; “check” on Lean implementation, with advice on what “adjustments” should follow; and review and provide feedback on Lean results and learning from various PDCA “checks.”
- A specific portion of CIT time (20%) devoted to department-requested work and ad hoc consulting.
- Equity and social justice commitments to a diverse workforce and participants and using the equity and social justice lens in assessing and improving processes.
- Integration of Lean thinking into other County systems, particularly human resources planning, training, and practices.

Time Targets
<p>The CIT will be reorienting the use of its time to ensure that resources are used strategically and balanced among the various demands for Lean support:</p> <ul style="list-style-type: none">• 50%: Transformational Improvement and developing Lean leaders• 20%: Activities responding to “other requests” for Lean support, including ad hoc consulting• 20%: Training, maintaining standard work, and community of practice activities• 10% for administrative activities

1. Introduction

The 2013 Adopted Budget, Ordinance 17695, included a proviso instructing the Executive to transmit a continuous improvement implementation plan. In response to this proviso, the Executive developed a plan for implementing continuous improvement to be deployed by the Continuous Improvement Team (CIT), located in the Office of Performance, Strategy and Budget (PSB).

Our vision: to be the first Lean government

That means more than conducting Lean events. It requires implementing Lean management and continuous improvement across county government. A Lean government will deliver even better results and more value to the people we serve.

The following three levels of Lean management frame the vision. Working at all three levels ensures that continuous improvement happens all the time – by everyone in the organization – to achieve both steady incremental improvement and breakthrough results:

- Strategy deployment – Strategy deployment is about focus. Leadership defines the critical improvement initiatives for the year and improvement goals cascade down through the entire organization.
- Transformational improvement – Transformational improvement is about making major changes to achieve breakthrough results in a value stream³, generally requiring Lean events.
- Daily management – Daily management is about the discipline of managers engaging their employees on a daily basis to make work visible, track process performance, solve problems, and continuously improve.

Prior to 2014, the Continuous Improvement Team (CIT) had capacity to develop a select number of employees as Lean facilitators by coaching them through Lean events that were requested by county agencies. Though these facilitators gained valuable experience, this approach yielded variable improvement results from a limited number of Lean events that were not always aligned with the strategic priorities of county government.

The CIT 2.0 Plan will help King County become more Lean via three major strategies:

- Develop Lean leadership – Members of the CIT will work with organizational leadership to develop Lean management system processes and tools that foster a culture of continuous improvement.

³ A value stream is the sequence of activities required to produce products or services for customers. In a value stream, inputs are used in a series of processes to produce products (outputs), which achieve outcomes for customers. Value streams usually involve inputs from multiple sources cross organizational lines. They often reveal how many different organizational units contribute to outcomes.

- Transform value streams - Teams from the CIT will be assigned to lead transformational improvement activities in selected value streams. Projects will target a problem of strategic importance and achieve substantial improvement objectives. Additionally, the project will develop Lean daily management to sustain the gains and engage employees in continuous improvement every day.
- Build capacity by training employees to use Lean thinking and Lean tools – In addition to developing Lean leaders and managers, members of CIT will continue to develop a core group of Lean practitioners and expand Lean training broadly to more employees.

As a result these strategies, we expect to see agencies aligned to achieve strategic improvement priorities across county government and Lean management to take hold in an increasing number of areas of King County government, achieving breakthrough results and developing an ethic of continuous improvement among employees.

Please note that this plan, while based in the executive branch, envisions continuous improvement across King County government. Opportunities in all aspects of Lean deployment will be available to participants across all three branches. Terms such as “departments” and “agencies” in the plan should be read to potentially include the full range of King County organizational units.

2 Proviso Text and Crosswalk

The full text of the proviso in Ordinance 17695, Section 18, Proviso 4 follows. The references to sections, with page numbers, that follow each proviso element in brackets provide a crosswalk between the proviso and the plan. Because this plan will serve as a relatively complete roadmap for the CIT and the County, it is more comprehensive than the separate responses to each element of the proviso.

Of this appropriation, \$667,230 and 4.00 FTE shall not be expended or encumbered until the executive transmits a continuous improvement implementation plan, a draft ordinance establishing a continuous improvement program and reporting requirements in the King County Code, and a motion that acknowledges receipt of the plan and the motion is passed by the council. The motion shall reference the proviso's ordinance, ordinance section, proviso number and subject matter in both the title and body of the motion.

The executive must file the plan and motion required by this proviso in the form of a paper original and an electronic copy with the clerk of the council, who shall retain the original and provide an electronic copy to all councilmembers, the council chief of staff and the lead staffs for the committee of the whole and the budget and fiscal management committee, or their successors.

The plan shall include, but not be limited to:

A. A description of the county's continuous improvement program; [Executive Summary, pp. 1-4]

B. The role, responsibilities, including program accountability, and membership of an interbranch continuous improvement advisory board; [Section 6.6, p. 30]

C. Processes for ongoing project assessment, prioritization, selection, resourcing, implementation and evaluation; [Section 5.2, pp.13-18]

D. An ongoing process for approving improvement targets for projects, including quality, cost, safety and delivery, including timeliness, per the charter for specific projects; [Sections 5.2.1.D & E, pp. 15-16]

E. A post project review process; [Section 5.2.4, p. 18]

F. A process for regular, at least annual, reporting of performance and results; [Section 6.5, pp. 27-29]

G. A training and development plan for countywide implementation of continuous improvement, with milestones for 2014 and 2015; [Sections 5.1, pp. 11-13; 5.4, pp. 19-25; and Appendix B, pp. 35-38]

H. A process for continuously improving the plan; [Sections 6.2-6.4, pp. 26-27; and 6.6, p. 30] and,

I. A description of how the achievement of continuous improvement targets and goals will be included in the performance evaluations of all department directors and division managers to provide for departmental, division and agency improvement, learning and accountability. [Section 6 and 6.1, pp. 25-26]

3. Background

Lean is a systematic, customer-focused approach to eliminating waste through continuous improvement. It is a proven system for producing higher quality products faster, at less cost, and more reliably for customers. Lean organizations are able to meet their customers' needs using fewer resources. And Lean organizations accomplish this while demonstrating respect for the people within their organization – making the work better and safer for employees, developing and empowering employees to solve problems, and increasing teamwork and morale.

King County is moving forward with Lean because of the growing gap between expenditures and revenues. The County needs more capacity to produce as much public value as possible within constrained resources. The County needs to reclaim existing capacity by replacing non-value-adding activities with value-adding activities. After experimentation with Lean in 2011, the 2012 Budget funded a Continuous Improvement Team for King County, located in the Office of Performance, Strategy & Budget. The team includes two seasoned Lean practitioner-coaches, a coordinator, and a director.

Prior to 2014, CIT activities focused on: 1) developing a common approach to the practice of Lean in King County; and 2) building internal Lean capacity to expand the benefits of Lean across all agencies. Like all Lean organizations, we have experienced successes and failures (see Appendix A for a summary of King County Lean activities to date). We now want to apply that learning to plan our next phase.

Based on our experience to date, **the most significant problems** we are now trying to solve are:

- We are not meeting the demand for Lean services, which continues to increase.
- We have focused on kaizen events⁴ mostly on tactical processes without dedicating sufficient attention to strategy deployment, leadership practices, smaller-scale improvement activities, or management systems. These gaps need to be closed.
- Utilizing “part-time” Lean practitioners is not working well because in many cases we do not consistently have access to their time.
- Too many of our kaizen events have been low impact because to date we have largely selected the projects on the basis of interest, readiness, and utility as a vehicle for training.
- There has been a lack of rigor in measuring and documenting results.
- We have experienced challenges in sustaining gains found during improvement activities and turning gains into daily management for continuous improvement.

4. Three Levels of Lean Management

A Lean management system ensures that continuous improvement is happening all the time – by everyone, at all levels of the organization – to achieve both steady incremental improvement as well as breakthrough results. A Lean organization demonstrates all three levels of a Lean management system: strategy deployment, transformational improvement, and daily management.

4.1. Strategy Deployment

⁴ A kaizen event is a multi-day workshop, often five days, targeting cross-functional improvement with the goal of substantial process and outcome improvements. These events include representatives of all the staff involved in the process. “Cross functional” means working across organizational lines, involving staff from different work units and often different divisions and departments.

Strategy deployment is about focus. Through “catch-ball”⁵ interactions with direct reports, leadership defines the critical improvement initiatives for the year and improvement goals cascade down through the entire organization. The role of leaders and managers includes workplace rounding – going to the place where the work happens – to check progress toward the business objectives and coach Lean problem solving.

Strategy deployment helps focus the organization on three or four critical improvement initiatives rather than getting overwhelmed with too many at one time. In addition, strategy deployment cascades communication through all levels of the organization so that all employees are working – and know they are working – to achieve the same business objectives.

4.2. Transformational Improvement

Transformational improvement is about making major changes to achieve breakthrough results in a value stream, cutting laterally through an organization and across functional areas. This type of improvement work often involves a complete overhaul of the current process, entails months of planning and implementation, intentionally changes management strategies, and requires a substantial amount of time from a team of Lean facilitators, managers, and frontline staff.

Transformational improvement efforts are important for solving big problems that are highly complex and/or that require staff from different departments, divisions, and sections. These improvements will generally include one or more facilitated Lean events that bring together the people who do the work to solve the problem. Transformational improvement projects have the added benefit of providing an intensive training ground for employees and managers to learn about Lean by practicing it in a concentrated way over a period of time.

4.3. Daily Management

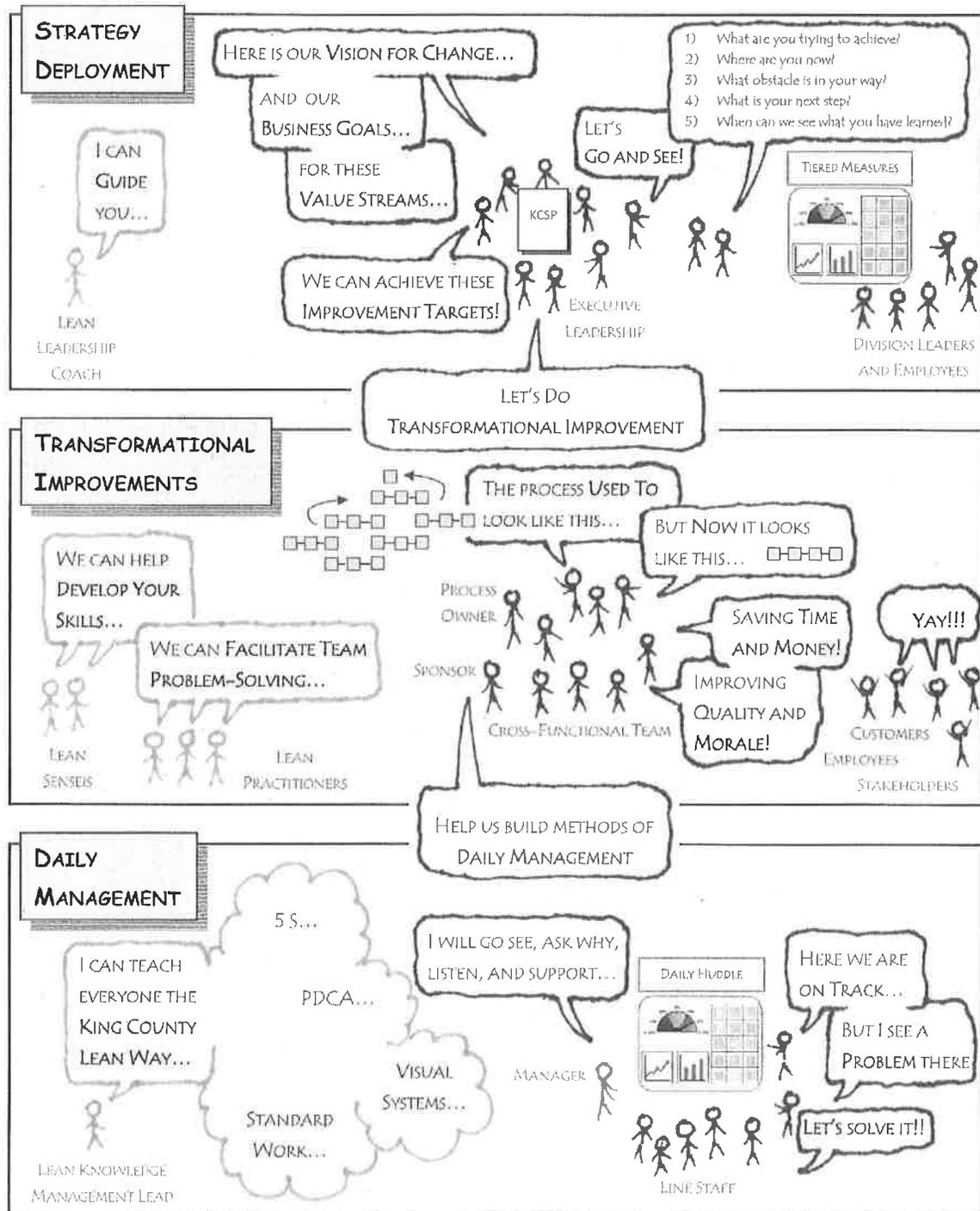
Daily management is a disciplined system of regular checking that helps staff understand process performance, identify and solve problems, and continuously improve. An underlying, equally important goal is that through this practice, with “leader as teacher,” all staff will develop good problem-solving skills. The result is that staff are engaged, gains are sustained, and improvement activities become commonplace.

Daily management is important - and successful - because it combines clear accountability with significant staff involvement. Clear accountability requires that teams agree to a common plan about who will do what and when, and those plans then tend to inspire action. Staff involvement has been shown to improve engagement levels and speed the pace of incremental improvement.

⁵ Catch-ball is the process through which strategic alignment is achieved. Proposed goals and objectives are “tossed” by leaders at a higher level in the organization to those lower in the organization. Those “catching” then provide feedback to refine the goals and shape implementation. The upper level “catches” that feedback and “tosses” back their responses. This process of catch-ball continues until there is alignment between the strategic intent and the work needed to achieve it.

The picture on the following page tells the story of the three levels of Lean management.

Developing a Lean Management System in King County



5. Becoming Lean: A continuous Improvement Implementation Plan

Again, this plan will help King County become a Lean government by pursuing three major strategies:

1. Developing Lean leaders,
2. Transforming value streams, and
3. Expanding training for employees to use Lean tools and thinking.

To develop Lean leaders, the CIT will deliver Lean training and coaching to Executive Leadership, as well as agency leaders within value streams targeted for transformational improvement. In transforming a value stream, the CIT will dedicate a team of Lean Specialists to provide a customized package of services – from training employees, coaching managers, mapping and analyzing the value stream, facilitating Lean events, implementing improvements, and developing daily management systems – over an extended period to help solve a problem of strategic importance. To train employees to use Lean tools and thinking, the CIT will deliver a range of training sessions for employees to learn more about Lean basics, continue its intensive program to develop a select group as Lean practitioners, and cultivate a large group of employees who can bring the benefits of Lean to the workplaces through a community of practice.

5.1 Develop Lean Leadership

Jay McNally, a sensei⁶ on the CIT, will perform the role of Lean Leadership Coach. The Lean Leadership Coach will develop training for leaders throughout the organization, with specific dedication to coaching senior leadership.⁷

- *Senior leadership*
The CIT will coach visual management and workplace rounding to senior leadership. Visual management systems are used to make strategic direction, status, and problems visible. Workplace rounding is a process for going to where the work happens to check progress toward business objectives and solve problems. The CIT will train and coach senior leadership in Lean management system basics, including Lean leadership behaviors and processes.
- *Division leaders and managers*
The CIT will provide training to division leaders and managers in Lean management system basics, including Lean leadership behaviors and processes, and building and using a management system.

⁶ A sensei is a Lean teacher and coach. Among the Lean practitioners at King County, the senseis are the ones with the greatest expertise and experience. They will mentor other Lean practitioners, lead transformational improvement projects, and guide the development of King County Lean practices and materials.

⁷ “Senior leadership” refers generally to the top leaders of departments and agencies, e.g. Directors, Deputies, Division heads, and other members of leadership teams.

- *Transformational improvement leaders*
For leaders involved in transformational improvement efforts, the CIT will provide both training and coaching in value streams, value stream mapping, and value stream management, in addition to training in Lean management system basics, including Lean leadership behaviors and processes, and building and using a management system.

Developing Lean leadership will require development and delivery of the following:

Training	Description	Milestones: timing, frequency or quantity
Management system training for senior leadership	A 2-3 hour classroom course for senior leadership (i.e. department directors), co-taught by CIT, PSB, and Executive Leadership members. The class will: <ul style="list-style-type: none"> • Share why a Lean management system is valuable • Review good examples/models • Describe the required leadership behaviors and processes • Describe how to begin building the management system 	Taught at cabinet level in Q2 2014 (approx. 30 people)
Management system training for mid and frontline leadership	A 2-3 hour classroom course for mid and frontline leadership, co-taught by CIT, PSB, and agency leadership. The class will: <ul style="list-style-type: none"> • Share why a Lean management system is valuable • Review good examples/models • Describe the required leadership behaviors and processes • Describe how to begin building the management system • Convey the host leader's management system vision and expectation for how the system will be implemented 	Taught in areas where CIT-led transformational improvement efforts occur ⁸ , and in departments in response to director-level requests
Value stream mapping and value stream management	A 2-hour classroom course for senior leadership. The class will: <ul style="list-style-type: none"> • Explain value streams and value stream maps 	Taught at cabinet level in mid-2014 (approx. 30 people)

⁸ We anticipate three to four transformational improvement projects to be underway at any given time, with about three to four happening each year.

for senior leadership	<ul style="list-style-type: none"> • Show how a value stream map is created • Explain value stream management (processes, tools, behaviors) 	Also for Transformational Improvement projects
Lean manager training for mid/frontline leadership	<p>An in-depth course combining classroom education and applied learning (approximately 6 sessions over 8 weeks) in which mid/frontline leadership learn and practice how to work with their teams to:</p> <ul style="list-style-type: none"> • Set customer requirements and measure process performance • Map a current state • Map an improved future state • Create standard work • Implement and sustain standard work • Create a team-level daily management system 	Taught in areas where CIT-led Transformational Improvement efforts occur and then more broadly as resources are available, probably once a quarter

5.2 Transform Value Streams

Led by a sensei, a team of Lean Specialists from the CIT will be assigned to lead transformational improvement activities in selected value streams. Projects will target a problem of strategic importance and achieve substantial improvement objectives. To transform a value stream, the CIT will dedicate a team of Lean Specialists, which may be supplemented with other resource people, to provide a customized package of services – from training employees, coaching managers, mapping and analyzing the value stream, facilitating Lean events, implementing improvements, and developing daily management systems – over an extended period. Additionally, the project will embed Lean daily management to sustain the gains and engage employees in continuous improvement every day.

Transformational improvement projects should align with County priorities. By articulating shared priorities with clearly stated goals, we will be able to transition from our current well-intended but lower-value “work-with-the-willing” kaizen event methods to a system that prioritizes transformational and sustained improvement of the county’s most pressing issues.

To do this, the CIT will work with Executive Leadership to make decisions about priorities and goals. We envision a planning/prioritization process that occurs every 6 months, with a rolling 12-month forecast. We will align with the King County Strategic Plan, Business Plans (including Lines of Business), and Strategic Innovation Plans (SIPs). The CIT recognizes that it needs to honor the plans and Lean needs of the four agencies that had proposed Lean positions transferred into PSB as part of the 2014 budget process. We will work with Executive Leadership and the four agencies regarding the allocation of resources among competing

priorities. The four agencies are: Finance and Business Operations Division, Department of Adult and Juvenile Detention, Jail Health Services, and Human Resources Division.

As an initial target, the CIT plans to devote 50% of its time to developing Lean leaders and transformational improvement. We anticipate that three to four transformational improvement projects (one per sensei) will be underway at any given time, with about that same number completed per year.

5.2.1 Transformational Improvement Project Selection

The CIT will pursue transformational improvement projects selected by Executive Leadership that flow from strategy deployment. This will ensure that CIT resources are focused on the most important improvement priorities of King County government.

The following steps describe the catchball process for selecting transformational improvement projects as they flow from Executive-led strategy deployment.

A. Identify Transformational Improvement Prospects

Who	Executive Leadership
Description	Executive Leadership decides which ideas should be explored. CIT will maintain an ongoing prospects list of ideas for projects, which will come from Executive Leadership, SIPs, Line of Business planning, and other plans for implementing the King County Strategic Plan. Initially, we will be aiming for a 2014 portfolio of projects, many of which will likely stretch beyond 2014.
Deliverable	A request to the CIT to conduct an exploration of an idea for a transformational improvement project.

B. Explore Transformational Improvement Prospects

Who	CIT
Description	<p>Explore the prospects against the following criteria:</p> <ul style="list-style-type: none"> • Strategic value of the anticipated benefits, including equity and social justice (ESJ) environmental benefits • Leadership readiness • Risks • Anticipated barriers • Resource availability, both CIT resources and department resources • Timeline <p>The purpose of the exploration is to better understand the prospect. This exploration can also be described as a preliminary assessment.</p>
Deliverable	A suggested list of projects, including a rough scope and approach likely to be taken, with pros and cons, and a rough estimate of resource needs and

	a timeline.
--	-------------

C. Select Transformational Improvement Projects

Who	Executive Leadership
Description	Executive Leadership selects the prospects that will proceed to full assessment and project plans. We anticipate that most of the projects that proceed through this step will be implemented, though some may drop off for various reasons. Therefore, we anticipate that the list that emerges from this step will become the next transformational improvement program. We should not select many more than we have capacity to do.
Deliverable	A prioritized list of potential projects, and a request to the CIT and project sponsors to conduct a full assessment and prepare a project plan.

D. Transformational Improvement Project Assessment and Planning

Who	CIT sensei and supporting team
Description	<p>Conduct a full assessment and develop a project plan for (usually) a value stream improvement:</p> <ul style="list-style-type: none"> • Assess: Conduct an assessment per CIT standard work (to be developed; we are currently learning about this kind of assessment from our “bus parts” project). If the assessment produces results that suggest the project should not proceed, the sensei will report to leadership and discuss. For those assessments that put a project on track: • Develop a charter, which: <ul style="list-style-type: none"> ○ Includes standard charter/contracting elements including the anticipated duration of commitment ○ Emphasizes resources needed: specific commitments for the initial Value Stream work and a preliminary idea about resources needed for the subsequent improvement work ○ Establishes improvement targets, including quality, cost, safety, and delivery (timeliness), as appropriate for the project. • Finalize charter via a catchball process between the project sponsors, CIT, and the Executive. <p>The assumption is that these projects proceed unless reasons emerge for them not to proceed. At that point, Executive Leadership in conjunction with the CIT returns to the prioritized list and makes adjustments.</p>
Deliverable	A full assessment report out and, for those recommended, a proposed charter and project plan.

E. Transformational Improvement Project Authorization

Who	Executive Leadership
Description	Executive Leadership reviews the assessment and proposed charter and project plan and makes decisions.
Deliverable	Yes, no, or yes with modifications for each project, including resource commitments. This authorization implicitly endorses the work the value stream project will propose.

5.2.2 Transformational Improvement Project Implementation

Once a project receives authorization to proceed, the team from CIT – led by the sensei – provides a package of services to achieve transformational improvement, tailored to the organization and targeted to the problem being solved, including the following:

- *Coach change management*
The team assigned to “swarm a value stream” will coach organization leadership in change management methods and processes to pave the way for change. This includes communication modes and messages, forums for talking with employees about Lean and their feelings about change, and strategies for ongoing employee engagement in the improvement effort. Support for these efforts can be provided by the Department of Executive Services/Human Resources Division & Alternative Dispute Resolution, the Office of Performance, Strategy & Budget/Performance & Strategy, and consultants, as well as by the CIT.

The prospects for overall Lean success can be enhanced by up-front effort to establish clear strategic direction (“true north,” in Lean terms) and engage broadly with leadership and employees to raise awareness of what Lean is and is not, how Lean can help move us forward, and the challenges we will face. Change management best practices can also enhance readiness.

- *Develop a value stream map*
A value stream map is a Lean tool for identifying and prioritizing improvement opportunities. It serves as a project plan for transformational improvement. The current state value stream map includes data that point to opportunities for improvement. The future state value stream map identifies the priority improvement activities and sequence, typically including at least one Lean event.

- *Facilitate kaizen events*
A Lean event is a multi-day workshop that brings together a cross-functional group of employees to map a critical process in more detail and identify opportunities for significant improvement. During a Lean event, the team studies and maps the current process to achieve a shared understanding of the problems and root causes. Then the team creates a vision of an improved future state – achievable within 90 days – and the actions needed to get there. Finally, the team develops an implementation plan, a communication plan to prepare other staff for change, and a measurement plan for checking if the new methods are effective.

- *Deploy Lean tools*
A variety of Lean tools will be brought to bear in transformational improvement, both as part of kaizen events or independently. For example:
 - Standard Work: A method of doing critical tasks in a process that is documented, consistently followed, and currently believed to be the best way to do the work.
 - Built-in Quality: A design, device, or procedure that prevents defects from moving forward in a process.
 - Steady Flow: Moves work in a steady process without waiting - providing the fastest possible speed.
 - Visual Systems: Visual indicators that communicate information like performance, measurements, workloads, and assignments, at a glance.
 - Level-loading: System for distributing the work evenly over time for smooth steady flow.
 - 5S: A system for creating an efficient work environment that is visual, ordered, and clean so that problems are visible right away and so that work can be accomplished with more value and less waste.

- *Transformational improvement will also usually include implementing other “projects,” e.g. IT changes, negotiated items with labor, and training.*

5.2.3. Daily Management System Implementation

Transformational improvement is important and necessary to achieve ambitious goals and expectations in a relatively short period of time. Daily management, leading to daily kaizen, complements transformational improvement by creating a system where large gains are sustained and small gains continue to be identified and implemented.

As described in section 4.3, daily management is a regular plan and process for checking performance and management processes. At a senior leadership level the cadence is less frequent (monthly or weekly) and the focus is on high level metrics and initiatives. At the frontline level the cadence is more frequent -- often daily -- and the focus is on processes that are entirely within their span of control. Regardless of the focus or the cadence, the objective is

that people are able to quickly see and respond to problems, and that a regular plan and process builds in accountability for management and improvement.

As a part of transformational improvement implementation, we will work with frontline teams and management to develop a management system using methods such as huddles, leader standard work, visual systems, and visual management. At frontline levels, this system will sustain improvement and engage staff, while at the upper levels it will insure that value streams are functioning as designed and achieving the expected results.

5.2.4. Post-Project Review Process.

During project activities, the facilitators frequently conduct a review of the day or activity, using a simple “plus-delta” exercise: What worked well today? What could we do better next time?

At the end of a project, the CIT will debrief with the project team using the following framework:

- What was supposed to happen? (the project plan, including Lean standard work)
- What did happen?
- Why were there differences?
- Did we get the results we wanted? Why or why not?
- What would we do differently next time?
- What learning should we share with others?

Post-project reviews will be collected and available on the Lean Intranet site.

5.3. Respond to Other Requests for Lean Support

The CIT plans to reserve about 20% of its time to support other improvement work suggested by departments and agencies using a conceptually similar but procedurally much simpler process that that found immediately above in Section 5.2.1. Departments can request CIT assistance via the Coordinator. The cadre of senseis will review these requests and make inquiries, assignments, or decline the request as appropriate. At the point where demand exceeds supply a queue will be kept, and made visible. The Continuous Improvement Advisory Board will periodically review the queue and make recommendations.

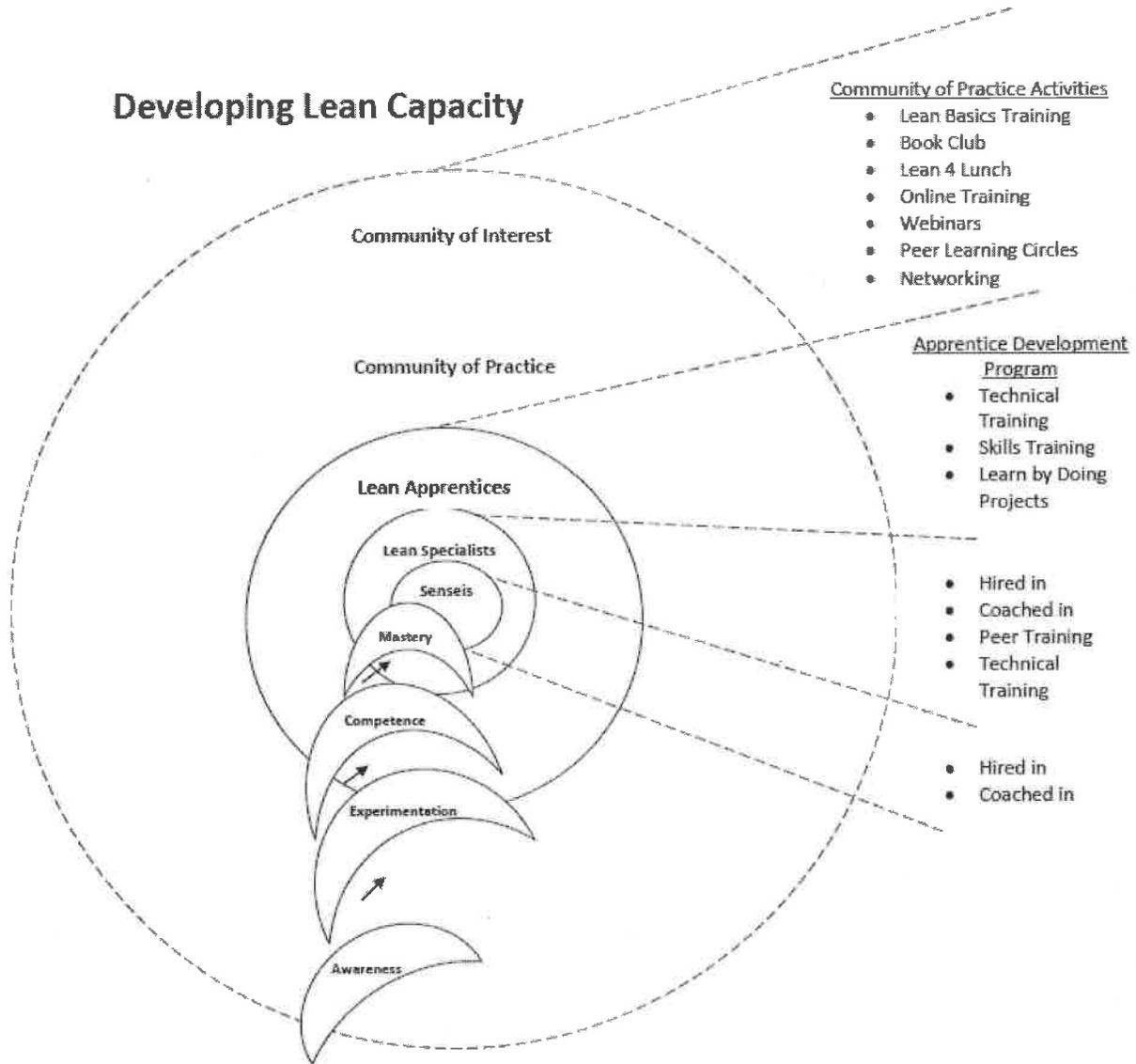
Another way that we expect departments and agencies to be able to conduct Lean improvement is through their own in-house Lean capacities. They can task their own Lean practitioners, including Apprentices, as they see fit and the extended CIT will preserve some availability to coach those practitioners.

5.4. Build Capacity: Train Lean Tools and Develop Lean Thinkers

CIT wants to develop the capability of employees to practice Lean at all levels, and support a consistent approach to Lean across King County government. To do this, in addition to developing Lean leadership described in section 5.1 above, we plan to administer a Lean Apprentice Program and make training of basic Lean concepts and tools more broadly available to employees.

The accompanying “concentric circles” graphic represents how we build capacity. There is a continuum of growing Lean expertise in King County. In the center, we have a few, highly expert and experienced Lean practitioners and coaches, our sensei. At the outer edge of the circles are people initially becoming aware of Lean and expressing interest in learning more. And a continuum of learners in between. The graphic differentiates different levels of Lean knowledge and skill and describes how people can move toward the center when they have sufficient interest, time to invest, and ability. More about this continuum follows here:

Developing Lean Capacity



Growing our People

This picture shows the continuum of growing Lean expertise in King County. At the outer edge of the largest circle, people initially become aware of Lean and express interest in learning more. Some advance to become part of the "community of practice," learning Lean basics and trying them in their workplaces. A select number volunteer and are screened into the Lean Apprentice Program, where they are coached and learn-by-doing with those in dedicated Lean positions, Lean Specialists. In the center, we have a few, highly expert and experienced Lean practitioners and coaches, our sensei, which is the Lean term for a master teacher. As people develop, they move from awareness, to experimentation, to competence, and finally mastery. The bulleted lists to the upper right describe how staff can move toward the center when they have sufficient interest, time to invest, and ability.

5.4.1. Lean Apprentice Program

The purpose of the Lean Apprentice Program is to develop skilled Lean practitioners throughout King County. When developed, these practitioners will be able to practice, train, and coach others on Lean thinking and tools. Those in the Apprentice Program that have the aptitude and desire, and who are able to commit the time, will be able to achieve a level of competence equivalent to the entry-level Lean Specialist classification. The Lean Apprentice Program provides capacity to help the CIT perform transformational improvement and develops Lean resources in departments and agencies throughout King County.

The initial cohort of apprentices just completed their first year in the program. They received seven days of training on Lean technical skills, King County's methodology for conducting Lean events, and other skills. Thirteen apprentices completed a practicum Lean event under the guidance of a sensei.

In 2014, apprentices will continue to be provided Lean education and coached by sensei to guide their development. Lean Apprentices have less than a year of cumulative experience; no one in the program is developed enough to conduct Lean events without heavy coaching from a sensei. It is our intention, however, to continue to intentionally develop them and their development will continue to be tracked in the CIT's Facilitator Training Matrix, included as Appendix C.

Below are ways that the CIT will continue to develop apprentices:

- Senseis coach apprentices to facilitate Lean events or other "advanced" improvement efforts
- Senseis or other Lean Specialists coach apprentices to conduct smaller-scale improvement
- Senseis or other Lean Specialists coach apprentices to train other King County staff on Lean concepts using CIT created mini-modules and activities
- Senseis coach apprentices in the application of Lean thinking and small-scale, lower-risk improvement activities (i.e. 5S, A3 problem-solving, standard work)
- Senseis coach groups of practitioners in topic-specific learning groups

Due to sensei coaching capacity constraints, the CIT does not plan to recruit more apprentices in 2014. The emphasis for 2014 will be to increase the skills and utilization of those currently in the program. We see great value in this program and the intention is to bring on more apprentices in 2015 and beyond as our new senseis are able to take on apprentices and some current apprentices become more independent, which frees up sensei capacity.

The Lean Apprentice Program requires the development and delivery of the following training sessions, coordinated by the Lean Knowledge Management Lead and Trainer and delivered by the senseis. Again, these sessions will be delivered again when the CIT next has the capacity to onboard more Lean Apprentices.

Training	Description	Milestones: timing, frequency or quantity
Lean Technical Trainings	Lean Technical Trainings are day-long sessions in foundational Lean concepts and tools. The purpose is for facilitators to reliably apply the tools and to be able to teach the content themselves. <i>Lean Technical Trainings include: Waste, Standard Work, Visual Systems, Visual Management, 5S, Flow/Pull, Leveling, Statistical Process Control, and Standards and Measurement.</i>	Bi-monthly
Skills training	Lean skills trainings are day-long sessions in key skills like consulting, group facilitating, and coaching. The purpose is to provide facilitators with an understanding and practice in the fundamental skills that they will be using in their work as facilitators.	Five to eight sessions
Lean event standard work	Lean event standard work includes the tools and deliverables used in each phase of the Lean event. The objective is to develop materials that are easily accessible, easy to use, and cohesive.	SharePoint library
Lean event standard work training	Lean event trainings are day-long sessions in the four phases of a kaizen event. The purpose is for facilitators to learn the standard work for Lean events and practice using the tools.	Four sessions

5.4.2. Broad Lean Training

Coordinated by the Lean Knowledge Management Lead/Trainer⁹, and in addition to the training and learning opportunities described above, the CIT will develop and deliver an array of trainings and other learning and practice opportunities to build employee awareness of Lean and promote initial practice with Lean tools and thinking. These training opportunities support Lean activities at all three levels and will also be available to a broad range of King County employees through a “community of practice,” as described below. Training and other learning opportunities may be in person or virtual, as described below:

⁹ For a detailed description of this position, please see Appendix B at pages 36-37.

Training	Description	Milestones: timing, frequency or quantity
Lean modules	Lean modules are 20-30 minute trainings plus exercises and tools for core Lean concepts. The purpose is to provide practitioners and apprentices with standard training modules that can be easily delivered just-in-time to employees in Lean workshops and other settings. Five modules are currently in use: Lean 101, waste, standard work, steady flow, and teamwork. We anticipate creating another 10-15.	Core library of 15-20 modules
Lean Lesson	The Lean Lesson is a one-page primer in a Lean concept featured in the GembaGram – the monthly Lean newsletter sent to all employees and published on the Lean website. The purpose is to introduce Lean concepts to a broad audience. This growing collection of Lean Lessons provides King County learners with a ready reference for Lean basics.	One published per month (16 so far)
General Lean trainings	General Lean trainings are courses on basic Lean concepts and tools for a broad audience. In addition to the topics described in “Lean modules” above, topics will include A3 thinking and visual systems and management, among others. The purpose is for employees to become familiar with and to practice Lean tools that they can apply in their daily work. General Lean training will support the community of practice activities described below.	eLearning modules through SkillSoft, classroom sessions, and work-unit workshops to address actual problems ¹⁰

5.4.3. Community of Practice

A Community of Practice is a continuum of King County employees who are interested in Lean, beginning with those who are only just becoming aware (community of interest), to those who know enough to undertake basic Lean activities, to those who are expert and highly experienced. A Lean community of practice:

- Expands our circles: provides entry points for King County employees/leaders interested in Lean and a pathway to grow,

¹⁰ Once the Knowledge Management Lead and Trainer is on board and acclimated, the CIT will be able to establish an initial menu for general Lean trainings, including the topics, frequency, audiences, and target numbers of participants.

- Creates learning experiences: provides multiple ways for Lean practitioners to expand their Lean knowledge and experience,
- Connects practitioners with each other: facilitates professional and personal relationships, and
- Provides feedback to the CIT and each other.

Our process for building our community of practice is based on the “seven principles” of Wenger, McDermott & Snyder, in *Cultivating Communities of Practice*, e.g. design for evolution, dialogue inside and outside, different levels of participation, focus on value for members, and find a rhythm.

The CIT’s role is to orchestrate, provide structure, and to catalyze. The CIT will start with the current Lean Practitioners distribution list and expand, facilitating the group’s evolution.

The community of practice will include activities such as:

- Lean 4 Lunch, a monthly opportunity to catch up on King County Lean developments
- Book club, which monthly discusses a book, article, webinar, or video
- Connect with learning opportunities, e.g. books and articles, CIT and others’ workshops, webinars, Human Resource Division-sourced training
- Learning circles, where there is interest, appropriate topics, and coaching available
- Networking opportunities with other Puget Sound Lean practitioners, e.g. Port of Seattle, City of Seattle, City Light, and with the State of Washington
- After-hours social time

Employee Problem-solving. Experiments with methodologies for employee problem-solving have been underway in three places. Elections and RALS have been piloting the Rapid Office Kaizen (ROK) method introduced by one of the prequalified consultants, Carlos Venegas. The Human Resources Division launched Frontline Improvement by Small Kaizen (FISK), which is based on something that one of their new employees brought from the State of Washington. The CIT is collaborating with these work units to assess these methodologies’ strengths and weaknesses and work on next steps for King County. Some form of front-line, individual problem-solving using Lean thinking will complement overall Lean implementation. Of course, resource constraints and the need to make choices will affect how much can be done in this area.

The community of practice will also be enhanced by connections with other parts of this plan, e.g. technical training when slots are available; access to stories, King County Lean standard work, and other Lean-related information.

The CIT will also explore a wider community of practice including the State of Washington and other local public sector organizations. Connections already exist with several.

5.5 Ad hoc Consulting

CIT practitioners have been responding to a wide variety of ad hoc consulting requests, e.g. Can you help me think about a problem I have? Would this situation lend itself to Lean solutions? How would I create standard work for this function? How can I come up with a way to measure quality here? It is important that the CIT continue to respond to as many of these inquiries as possible, though CIT time is limited. These interactions help build relationships, serve as outreach, build awareness, and may ultimately lead to significant improvements.

The CIT anticipates that 20% of its time will be devoted to training, maintaining King County Lean standard work, and ad hoc consulting.

6. Checking Progress and Tracking Results: Lean Accountability

Lean accountability focuses on learning and continuous improvement. We make our work, problems, and performance visible, and conduct regular conversations, typically structured around questions like:

- 1. What should be happening now? (plans)
- 2. What is happening now? (current performance, including problems)
- 3. What gaps are there between plan and actual? Why? (learning)
- 4. What will we do next to improve? (countermeasure)
- 5. When can we next “check?”

These conversations reinforce a culture of Plan-Do-Check-Adjust (PDCA), a core Lean concept. Performance is evaluated as those being evaluated demonstrate their ability and commitment to continuous improvement and the PDCA cycle.

6.1 Department and Division Checking and Adjusting

We are now in our second year of strategy deployment, using Lean methods to link King County Strategic Plan goals and Council decisions to specific activities to implement those decisions and achieve strategic goals. We make strategy deployment – and performance – visible on a system of “tier boards.” At each level of County government, on a board that all can see, that unit’s current operational and project performance should be readily visible and understandable. So, for example, a department’s continuous improvement goals and targets should be on their tier 4 board and Director “performance evaluations” are taking place in an ongoing way during “rounding” by executive leaders at that tier 4 board.

Tier Boards
Tier 5: Enterprise level
Tier 4: Department level
Tier 3: Division level
Tier 2: Program/section level
Tier 1: Front line level

Unlike traditional performance evaluations, the framework for Lean accountability is frequent “checks” and learning conversations in departments and divisions. Currently, Fred Jarrett, Rhonda Berry, and Dwight Dively are “rounding” each Friday morning at a different department’s tier 4 board and having conversations like the five-step process outlined above. Part of their role as evaluators, in addition to checking results, is to coach Department leaders so they learn and are able to coach their Division leaders. The leadership development activities described above in section 5.1 will reinforce this accountability process.

Once we have more experience at the tier 4 level, the system of regular checking and tier boards will be extended to tier 3. Some divisions are already moving ahead with tier 3 boards, e.g. the Finance and Business Operations Division, Jail Health Services, and the Community Services Division.

6.2 Checking the CIT Workplan

This plan describes the first portion of the CIT’s next PDCA cycle. The *plan* describes our hypothesis that we can *do* the things we’ve described and that our actions will achieve the results we desire. However, we can be certain that things will not go exactly according to plan. To *check* and *adjust*, we will be enhancing our own management system and integrating with other management systems. We will further develop and refine this design over time. While we wholeheartedly commit to this section of the plan as an overall structure, we know that precise details about how we manage our work will change as we practice, learn, and improve.

Tier 4: The PSB Director is responsible for checking high-level CIT outcomes at his Tier 4 visual system, evaluating items such as whether the team is doing the right types of work and completing them in a timely manner. In addition, the PSB Director may choose to check some elements of our Quality standard, such as whether improvement results are documented and being tracked in operational areas. If problems are found, the Director will work with us and other executive team members to select more appropriate work or remove barriers to timeliness. This “checking” could be done with three simple evaluative tools:

- A graph representing the various types of work we do (Executive directed, department requested, and training) that shows if our resource allocation matches with our resource plan.
- A Gantt chart (or equivalent) that shows the planned work schedule for Transformational Improvements, whether we are adhering to that schedule, and whether the project is on track or not (green/red indicator).
- A visual system displaying what improvement efforts have been completed, what the improvement target was, and where to go see the current metrics. (This information will also be available on the CIT’s SharePoint site.)

6.3 Checking CIT Project Outputs/Outcomes

Tier 3: The CIT Director is responsible for checking CIT work at the overall team level. While there are a large number of potential approaches, we propose four critical items to check:

- Gantt charts (or equivalent) that shows work plans for significant CIT projects, representing timelines and major milestones or checkpoints.
- Graphs representing numbers and/or other descriptions of staff who are involved in some type of Lean activity, by department/agency.
- Graphs and other visuals representing the current status (numbers and skill level) of staff involved in our Lean apprentice program.
- A visual representation of Lean demand (work in-queue) and capacity (work underway)

6.4 Checking CIT Project Plans

Tier 2: Most tier 2 checks evaluate specific products or check adherence to standard work. Using that as a general guide, we expect that there would be a number of tier 2 boards within CIT, each representing our major bodies of work. Some specific items to be included in these checks are:

- Visual displays that show whether staff are adhering to CIT standard work for transformational improvement projects.
- Visual displays that show the developmental plan and status of that plan for CIT staff and Lean apprentices.
- *Visual displays that show training and community of practice outputs against targets [TBD].*
- *Visual displays that show the outputs/outcomes leadership coaching efforts [TBD]*
- *Graphs that represent the outputs/outcomes of our communications efforts [TBD].*

Tier 1: We will refrain from proposing specific examples of tier 1 checks, as there are many options to choose from and it will work best to develop these levels of the system with the new member of our team when they are hired. The CIT also wants to first establish the other tiers' visuals, metrics, and data.

6.5 Reporting Performance and Results: A Lean 2.0 Countermeasure

One of the most significant challenges the CIT has experienced has been the difficulty in consistently documenting measurable results for Lean projects, which is at least in part attributable to the difficulty in establishing and tracking good process performance metrics. A three-step countermeasure for Lean 2.0 follows:

1. Build a commitment to measureable results into the standard work for the chartering phase of the project,
2. Use a results reporting template to facilitate measurement and reporting (see below), and

3. Build a more deliberate handoff of responsibility and accountability at the end of project implementation (typically at the 90-day report-out) into project standard work. Responsibility for measurement and reporting will move from the project team to the process owner and sponsor to become part of the regular management system.

This countermeasure fosters continuous improvement and better documentation. We cannot know if we are improving if we are not measuring. The template appears on the next page, including some explanatory annotations. A version with instructions, definitions, and examples will be developed.

Three Stages for Metrics

Results reporting is a developmental process. It begins in the project charter, where the project team's ideas for metrics will initially appear. As the project progresses, the metrics may be adjusted based on learning and circumstances.

For reporting, the information in the template will be displayed on the Intranet and will be viewable at any time. The CIT will make projects and their results visible on its SharePoint site, focusing on the information data contained in the template. For each project, the information and data from the charter will initially populate the results reporting, including current state data. Then, as the project progresses, updates will provide current snapshots and some of the metrics will likely change as the team learns. At the end of the CIT's engagement (again, typically at the 90-day implementation mark), a final snapshot will become the static CIT record for the project. So instead of a quarterly or annual "report," Lean performance and results will always be available to Council and others via the SharePoint site and tier boards.

As noted above, further results will then be tracked via the County's management system, usually on the appropriate tier board. Please note that the metrics may change again as what was important for the improvement project to track gives way to the metrics that will be most useful for ongoing operations. Please also note that the results achieved in the initial 90 days are not final results. Transformational change takes time and requires ongoing effort. Projects are most successful when those working in the process continuously improve it.

Results Reporting Template

Project name:

Dates:
Lead agency:
Other participating entities:
Process owner:
Process sponsor:
Lean facilitation leader:

Customer(s):

Problem statement:

Process/value stream metrics:

Quality
Cost
Safety
Delivery
Morale

[Note: rarely would we have QCSDM all on a given project; identify the ones most appropriate for the circumstances.]

Target(s):

Results:

- How the process/value stream metrics data have changed, graphic presentation
- Other quantifiable results
- Qualitative results, e.g. customer feedback, employee breakthroughs, sponsor observations, working relationships

Learning:

- *[brief narratives]*

Current status:

- [for events: assessment, planning, in progress, implementation, or completed]
- [for later, describe the management system now in place; where can you "go see?"]

6.6 Continuous Improvement Advisory Board

The Continuous Improvement Advisory Board will help ensure that the CIT's work and investments are grounded in King County realities and are producing as much value as possible. Specifically, the Board will:

- Provide feedback and advice on proposed King County Lean plans, processes, and resource allocation plans;
- "Check" on Lean implementation, with advice on what "adjustments" should follow; and
- Review and provide feedback on Lean results and learning from various PDCA "checks."

Recommended initial members of the inter-branch Continuous Improvement Advisory Board are: Rhonda Berry, Dwight Dively, Caroline Whalen, Bette Pine, Carol Basile, Nancy Buonanno Grennan, Sherril Huff, and Paul Sherfey. The extended CIT will also use the Ops Cabinet and their meetings as a forum for ideas, feedback, and problem-solving.

The Advisory Board's first agenda items will be reviewing this plan and establishing expectations for how the Advisory Board will function. The Advisory Board will meet on a schedule they choose, but not less frequently than quarterly.

7 Equity and Social Justice

King County Lean will continue to pursue equity and social justice (ESJ) by:

1. Reflecting the County's diversity in our Lean practitioners and community of practice, and
2. Incorporating ESJ practices in our standard work. e.g.:
 - Assessments examine whether current processes have ESJ impacts, either negatively or positively;
 - Event planning explores how ESJ goals can be advanced in the event;
 - Events and implementation advance identified ESJ opportunities; and
 - Reporting includes ESJ impacts.

8 Lean Integration

The CIT will deepen its work with other departments, particularly the Human Resources Division (HRD), to better integrate Lean into the fabric of King County government. Specifically:

- Strengthen Lean foundations in employee training (e.g. Leadership Academy), the leadership and peer-to-peer mentoring programs, and HR processes such as recruiting, hiring, and onboarding; and supervisory processes such as writing development programs and discipline. This integration should stress core Lean concepts such as:
 - Beginning with customer requirements,
 - Seeing work in terms of processes and value streams,
 - Understanding value and waste,
 - The continuous improvement cycle of plan-do-check-adjust,
 - Making work and problems visible, and
 - Respect for people.

- Explore how the nexus of Lean and workforce/succession planning can better help us free up capacity for higher-value work, manage the personnel side of continuous improvement, and prepare us for the anticipated large-scale turnover in the County's workforce in the next decade. The CIT is collaborating with HRD in their Employer of the Future work.

More specifically, we need to develop examples of using Lean and proactive Human Resource management to create capacity to address currently unmet public needs. Eliminating waste and redirecting resources can take place while also "respecting people." The CIT is also careful to abide by the employment security agreement MOA the Executive has signed with the coalition unions that lets employees know that they will not "involuntarily lose their county career service employment as the result of implementation of a Lean process."

Such examples can inform guidance that can be used more broadly to create more capacity. Our hypothesis is as follows:

Based on its strategic direction, a work unit develops a vision of the work force it will need in the future: the set of competencies and knowledge it will need to accomplish its mission for the next five to ten years. This planning includes how this workforce will be adaptable to the changing needs and conditions we can see coming. In this scenario we are thinking more broadly and nimbly – and more responsively to ESJ values – than just filling vacant positions with someone like the previous occupant.

Then, when either vacancies occur for whatever reason or Lean improvements change the staffing needs for a process, work unit leadership has more ways to reassign people to get the work done, or not fill a position, which creates capacity that can be used elsewhere.

Additional integration is also now underway with the King County Information Technologies Department regarding the information technology aspects of continuous improvement and with the Finance and Business Operations Division regarding a streamlined activity-based costing methodology that would more readily enable unit-cost data.

9 Conclusion

Lean is a journey. The literature on Lean, what we learn when we visit more mature Lean organizations, and our own experiences all confirm that becoming a Lean organization does not happen swiftly or smoothly. King County's journey is typical. We have learned from others but still need to do the hard work to develop our own Lean culture.

This plan marks a milestone in our journey. In response to the problems we have identified above, King County's Lean 2.0 emphasizes:

- Lean thinking and tools at *all* levels of the County's work:
 - Leadership development,
 - Alignment with King County strategic priorities for transformational improvement, and
 - Capacity building across a spectrum of Lean practitioners; and
- A stronger focus on measureable and documented results and learning.

Of course, Lean 2.0 will not be the final version. We must continue to make our work and problems visible, continuously improve, and respect people.

A final note: Along with more efficiency and effectiveness, Lean also helps us achieve our Strategic Plan goal of a Quality Workforce. The leaders with whom we interact frequently report the ways in which Lean cultivates leaders, develops staff, and builds teams:

- In the crucible of a Lean event, emergent leaders demonstrate the collaborative, creative, and barrier-busting skills that we know we need to meet the challenges of 21st century government. It turns out that the ones who attract leadership attention in these events are not always the ones the leaders expected to stand out.
- Staff "learn by doing" to respond to customer requirements, break through silo walls, and practice continuous improvement. Another Lean axiom is that it is easier to act your way into thinking differently than thinking your way into acting differently.
- Finding themselves aligned around a value stream instead of boxes on the organizational chart, new "teams" form organically as the participants see how their work affects each other and how change can best yield better results and more value.

We are all learning to continuously improve.

APPENDICES

Appendix A: Lean in King County to Date

Building on solid process improvement traditions in many divisions, Executive Constantine and his leadership team established a government reform agenda in 2010. In 2011, a loaned Lean facilitator from Boeing started conducting week-long Kaizen events in various places across the County. Their success prompted the County to adopt Lean as its chosen process improvement philosophy. The Council adopted a 2012 budget proposal for a four-person Continuous Improvement Team to be located in the Office of Performance, Strategy & Budget. The team includes two seasoned Lean practitioners/coaches (senseis), a coordinator, and a director.

By mid-2012, the Continuous Improvement Team (CIT) was fully staffed and stated its aspiration to make King County “the first Lean government.” The team began by pursuing six strategies:

1. Use kaizen events to open doors and engage staff
2. Work with the willing
3. Develop Lean capacity intentionally
4. Provide just-in-time training
5. Create a common understanding of Lean practice for King County
6. Align with other King County systems

Activities to date featured:

1. Events

These were mostly five-day kaizen events, often multi-agency. The CIT also conducted a few value stream-mapping events (higher level than the process maps used in kaizen events) and conducted some less intensive process improvement activities.

2. Lean Facilitator Development Program

The CIT received applications from interested staff who had the support of their supervisors, and selected candidates. Groups of facilitators-in-training received classroom learning in Lean event standard work, Lean technical skills, and core competencies such as facilitation, change management, and consulting. In groups of three, the facilitators then conducted an initial “practicum” kaizen event coached by one of the CIT sensei. Twenty-five facilitators are now in various stages of learning and experience.

3. King County Standard Work

The standard work for Kaizen events details a four-phase methodology: assessment, planning, event, and follow-up. There is also standard work for 5S and a basic model for

A3 thinking. Technical skill modules were also created for process walks, waste, standard work, pull and flow, etc. More are planned.

4. **Consulting and coaching.** The CIT has also responded to numerous requests for Lean-related coaching and consulting, e.g. a work unit's request to make their project management practices more Lean, creating visuals for individuals and work units, and assessing situations for the potential application of Lean tools.
5. **Communications.** Most of the communications effort has been focused on a monthly e-newsletter, the Gemba Gram, which can be found on the CIT's website:
<http://www.kingcounty.gov/employees/Lean.aspx>

The CIT also convenes a monthly "Lean for Lunch" community of practice group and a book club, as well as establishing relationships with other area public-sector Lean practitioners through "Leading Lean Locally."

A few departments hired their own Lean professionals, separately engaged consultants, and/or dedicated more staff time to Lean activities. These additions present both benefits and challenges. On the positive side, some of those departments, especially those that have hired their own staff or dedicated significant staff time, have achieved real benefits in terms of improved processes, "true north" (strategic direction), broader Lean awareness, management system elements, and engaged staff. We applaud their initiative and enthusiasm. On the negative side, different approaches have caused confusion among some participants and there have been difficulties implementing changes designed in consultant-led events.

King County has also pre-qualified a dozen Lean contractors. The CIT and departments can use a streamlined procurement process to hire these contractors for event facilitation, training, coaching, etc. This roster continues to be a useful mechanism as the CIT does not have capacity to meet all the demand for Lean services across the County, although it does present the challenges of consistency of approach, follow-up, expense, and sustainability.

Appendix B: Roles and Responsibilities

Continuous Improvement Team (CIT)

The CIT guides Lean implementation in King County, leads and coaches improvement, and builds capacity. (For those familiar with mature Lean organizations, the CIT is King County's version of Kaizen Promotion Office (KPO).) The CIT proper consists of the continuous improvement positions centralized in PSB. While this group of employees reports to PSB, they implement Lean across County government. At any given time, many will be physically located in departments implementing Lean in those departments. Particular attention will be devoted to accomplishing the work prioritized by the departments/divisions that had proposed positions swept into PSB as part of the 2014 budget process.

For purposes of Lean implementation, there are also other Lean-related positions in departments with whom the CIT closely collaborates. We think of this larger group of Lean practitioners as the "extended CIT." To the greatest extent possible, the extended CIT will work together to implement this plan and deliver the benefits of Lean thinking and tools to the people of King County. The CIT provides leadership and helps the extended CIT align around similar approaches and practices and standard work for King County Lean tools. Our goal will be that the management system used by the CIT will encompass all County Lean activities and practitioners. A skills matrix that the Team will use for professional development will include all County Lean practitioners.

We anticipate holding a monthly extended CIT meeting to:

- Keep everyone current on Lean activities,
- Teach and maintain our standards and practices, including responding to questions and collectively reviewing issues that have surfaced,
- Look for connections between various Lean activities, and
- Share learning from the last month.

Part of the sensei role in working with practitioners at all levels is to reinforce King County standards and practices.

The CIT will request participation from extended CIT members as needed for enterprise work and will call on the Continuous Improvement Advisory Board and Executive Leadership for assistance if there are problems resourcing enterprise work.

The CIT and extended CIT consist of:

Sensei (our most knowledgeable, skilled, and experienced Lean practitioner-coaches; currently Lauri Owen, Jay McNally, Greg Burnworth; and probably add another two)

- Coach/support Lean leaders at multiple levels
- Lead transformational improvement projects
- Deliver Lean technical skills to journey-level practitioners (as needed), Lean apprentices, and others

- Support the creation and maintenance of a Lean management system
- Establish and update King County Lean standard work
- Continuously assess the state of Lean at King County and identify improvement opportunities through comparison to other practices throughout the Lean community.

Other Lean Specialists (full-time Lean practitioners with 2-5 years Lean experience but not yet at the sensei level; currently Ruth Harbaugh; add another three to five)

- Under direction of senseis, facilitate Lean kaizen events or other “advanced” improvement efforts
- Conduct smaller-scale improvement activities
- Provide classroom and hands-on Lean training and support to staff
- Support leadership in the application of Lean tools and the management system
- Assist in PDCAing of King County Lean standard work

As we add senseis and journey-level practitioners (and later more Lean Apprentices), we will build a well-rounded team. Our primary consideration in hiring will be Lean expertise, but we will also seek to gain important subject matter expertise, e.g. financial systems.

Knowledge Management Lead and Trainer (Lean position to be filled)

The Knowledge Management Lead and Trainer is responsible for developing and delivering Lean training, sharing standard Lean tools, and coordinating a process for the continuous improvement of those trainings and standard work.

We want to develop the capability of employees to practice Lean at all levels, and support a consistent approach to Lean across King County government. To do this, we plan to: 1) create quality training materials that increase the skill level of a core group of Lean practitioners to train, coach, and practice Lean thinking and tools; 2) increase the competence of leaders to practice Lean management; and 3) increase employee awareness of Lean so they begin to experiment with Lean tools. Lean tools will be organized on the county’s intranet for easy access.

In addition, this position will:

- Organize the Lean intranet (SharePoint)
 - Provide access to Lean tools, practitioner standard work, and other resources
 - Recommend outside Lean learning resources, e.g. training, books, articles, webinars, and speakers
 - Host discussions
 - Post upcoming events and results
 - Share Lean stories
 - Provide team workspace
- Plan (with the Coordinator) field trips, book club, social get-togethers, and other opportunities to share and expand knowledge
- Coordinate the PDCA of trainings, standard work

Communications Lead and Program Coordinator (TLT position, to be filled)

- Coordinate and support CIT activities, including documentation of Lean activities and results, arranging and staffing meetings, assisting departments and individuals in accessing Lean training and consultants, and handling administrative responsibilities for the Continuous Improvement Team, and the Office of Performance, Strategy & Budget.
- Design, develop, and deliver a broad-based and multifaceted Lean communications strategy.
- Research and write stories that share learning and support the accomplishment of King County Lean goals. Publish a regular newsletter ("Stories" may take many forms; we expect to explore new ways in which to share experiences and learnings while connecting people to one another).
- Manage CIT communications (e.g., announcements and responses to inquiries).
- Create attractive visuals, representations of data, presentations, and other materials that share learning and promote Lean within King County.
- Maintain and improve the King County Lean website and intranet (SharePoint) site, with tech support, including a spreadsheet of Lean projects and results, a calendar, and a matrixed spreadsheet of Lean practitioners.
- Manage Lean training events, including enrollment, communication, scheduling, tracking, and follow-up.
- Support the Lean community of practice by organizing activities, facilitating information sharing and networking, and connecting people with questions to people with answers.
- Coordinate mutual learning and activities with other local Lean practitioners, particularly public sector practitioners and their jurisdictions.
- Maintain and improve the Lean Lab and other Lean work spaces.

Director (Jim Chrisinger)

- Take responsibility for overall King County Lean and extended CIT strategic direction, activities, and performance
- "Check" the activities of the Team
- Integrate Lean with other King County systems
- Communicate, both internally and externally
- With others, PDCA King County Lean
- Handle, with the Coordinator, King County and PSB administrative duties

KC Executive Leadership (Executive Constantine, Executive Leadership, and Cabinet)

Executive Leadership establishes strategic direction, sponsors transformational improvement, and models Lean leadership:

- Establish, with Council, King County's "true north," including quantified goals and targets. King County's "true north" is the King County Strategic Plan, which will soon be updated.
- Identify, prioritize, resource, and champion transformational improvement
- "Check" and support department and division work as part of strategy deployment and the management system

Appendix D: Working with External Consultants

In the near term, consultants will continue to be able to supplement internal King County Lean resources. We expect the need for consultants to diminish in the coming years.

To keep consultant work aligned and supporting overall King County Lean practice and results:

- The extended CIT will determine what work must follow King County standard work and what work can vary, including different methodologies used by different consultants. At a minimum, consultants should adjust their vocabulary to be consistent with the King County Lean glossary.
- The template for results reporting for Lean events in section 6.5 above should be used in all events, regardless of who is facilitating the event. This expectation will be included in each relevant RFP and contract.
 - Each project will be expected to produce:
 - A measurement plan
 - An implementation plan
 - A communications plan
 - The CIT will be prepared to provide follow-up coaching after the consultant's departure, but will not be available to do what the consultant did not do. (We want to guard against implementation plans that basically call for work that we would have done in the event, e.g. write standard work. We plan to establish minimum standards and good examples for each of the three products above)
- The CIT will name an extended CIT liaison for each consultant contract, to help ensure alignment and results. The current work between FBOD and Jay McNally around the Finance and Business Operations Division's Integris contract provides a good example of how this liaison function can work.