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1 Overview

1.1 Foreword

We are pleased to introduce the council's new Improvement Strategy for 2014 to 2017. The council remains committed to providing high performing and improving services to the people of West Lothian and this strategy sets out how we will achieve this outcome.

West Lothian Council strives to provide our local community with excellent services, and we look for improved ways to plan, manage and deliver services in support of this aim.

The Improvement Strategy outlines the core purpose of all improvement activity, which is to; *deliver high-performing services that meet customers' needs*, but also recognises the challenge faced by services to balance customer-focused improvements and achieve value for money in the next four years.

The new strategy is based on engaging and involving our customers, partners and staff in the council's improvement journey in order to deliver efficient and effective outcome-focused services. It sets out the tools, techniques and support that are available for planning and quality processes, performance management, consultation exercises and external assessment and seeks to advance the proliferation of a mature, risk-based corporate performance and quality framework across all services.

Our success so far has been rooted in the motivated staff that deliver our services and in a culture that supports these staff to participate in improvement processes. We believe that in the next four years we will build on our past success, with our people and our processes delivering better, more efficient services.



John McGinty Leader of the Council



Graham Hope
Chief Executive

1.2 Context

The Improvement Strategy was developed to support the delivery of the council's priorities contained within the Corporate Plan 2013/17.

The lifetime of the Improvement Strategy spans a period that is likely to be one of significant organisational change, with the council having to manage the impact of public service reforms, modernisation and spending constraints. However, there is confidence that the council remains well placed to meet the challenges ahead and has set clear priorities and identified the key enablers that will drive services to deliver better outcomes for West Lothian.

Alignment with Corporate Strategies

West Lothian Council has enabling and interdependent strategies that provide a culture and a framework that will help services to succeed. These strategies are corporate in their scope and have a number of key underpinning themes that ensure services develop, deliver and improve in a consistent way, themes include; good planning and governance, efficient and effective use of resources and modernisation and improvement of council services.

The Improvement Strategy has been developed to be compatible with and support the outcomes within the other strategies, such as: Financial and Asset Management Strategies, the Customer Service Strategy, People Strategy and the IT Strategy.

The Improvement Strategy will assist the delivery of priorities by nurturing a culture of continuing self improvement and the design and delivery of high quality customer-focused services by engaged and committed staff. This is captured in the three outcomes of the Improvement Strategy.

Delivering Better Outcomes

The Improvement Strategy will contribute towards the Financial Strategy 2013/17 with the co-ordinated delivery of planning, improvement and programme/project management activities. Performance management and self assessment have formed an integral part of the council's approach to Best Value and governance alongside corporate and financial planning.

There are five main categories of improvement activity (see figure 1 on page 5) identified in the Improvement Strategy. Each activity is designed to ensure that services are focused on the delivery of the main outcomes and priorities and challenged against rigorous standards and frameworks to improve performance. This integrated approach has been effective in the past and will continue to effect

better management, higher quality service provision and in general, a more efficient and achieving council.

Community Impact

The Improvement Strategy is an enabling corporate strategy for the council and sets out the approach to delivering coordinated programmes of performance and improvement activity directed at council services. However, the underlying purpose of this activity and the strategy is to have a meaningful positive impact on services that are delivered to the local community.

Understanding the performance and impact of services and their capacity to improve is critical management information for the council and the community. A range of data and intelligence from performance and improvement activities can be used to inform future planning, prioritisation and decision making processes and help ensure that there is continued investment in those services that contribute to positive outcomes.

Influences

The prevalent influence on the Improvement Strategy is the Local Government in Scotland Act 2003 and Best Value guidance that sets out the conditions for defining 'value for money' in public service provision. The council has to demonstrate that it has a strong commitment to continuous improvement and also the maturity to report honestly and transparently on performance and achievement.

This requires an extensive performance management framework, robust quality improvement arrangements and mature and rigorous internal challenge processes – for officers and elected members. The Improvement Strategy is broad in scope and accounts for the national and statutory requirements of the main audit and inspection bodies and will adapt to future changes to ensure that it remains fit for purpose.

The council will have to be responsive to change and flexible in our approach to performance and quality activity. As well as ongoing modernisation activity in the council there will be a range of external influences that will impact upon performance and improvement activity.

This includes the work carried out by the Improvement Service to enhance benchmarking in local government and the planned reviews of EFQM Excellence Model and the Public Service Improvement Framework (PSIF), known as the West Lothian Assessment Model (WLAM) in the council.

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1.3 Strategy Development

The Improvement Strategy 2014/17 is building on the work of the preceding 2008/10 and 2011/13 strategies. Although varying in approach and scope, each subsequent strategy has had a consistent purpose to raise the value and quality of service provision in West Lothian. Improvement in the council has been, and will continue to be, underpinned by five over-arching thematic activities. These activities are:

Planning: the council has a framework that identifies key strategic outcomes, the links to services and the activities and resources that will deliver them. Management



information from performance and improvement processes will inform planning processes.

External Assessment: the council is subject to external scrutiny, the recommendations of which will inform planning and improvement. **Consultation and Engagement:**

the council engages customers, staff, partners and stakeholders to identify service improvements.

Self **Assessment:** council services undertake self assessment to identify service improvements and improve performance.

Performance Management: the council has a framework for managing performance and this provides vital management information that is used in service planning and improvement and as evidence of impact in external and internal assessment.

Figure 1: Key activities for improving services

Each activity has a distinct value and purpose and if used effectively will result in a meaningful improvement in corporate and service performance. To enhance the impact of each activity the council's approach was to bring together planning, performance and quality activity to ensure that there is a rigorous and integrated framework for improvement that will extend across all services.

It was on this foundation that the new Improvement Strategy was reviewed and refined, but also to account for the planned organisational changes, to ensure that the Improvement Strategy reflects the direction of travel of the council and matches the pace of change.

Consultation

The Improvement Strategy was developed through engagement with council services (customers) to ensure that it is accessible and correctly aligned to meet the council priorities and their needs.

Consultation was undertaken with key internal and external partners, in order to ensure that the strategy was fit for purpose and compliant with the relevant legislation, audit and inspection frameworks and any national activities relating to performance, quality and improvement.

Consultation Approach							
Group	Purpose	Method					
Customers WLAM Unit service managers	To ensure that the strategy met the needs and obligations of services (customers).	Draft strategy submitted for feedback and amended, as appropriate, based on the feedback.					
Internal Partners Performance, Quality and Improvement Officers and enabler services (IT Services, HR Services, Financial Management and Customer Services)	To ensure that the strategy is fit for purpose, in terms of the different performance and improvement arrangements and inspection/audit requirements and that it supports other strategic outcomes.	Draft strategy submitted for feedback and amended, as appropriate, based on the feedback.					
External Partners Improvement Service and Quality Scotland	To ensure that the strategy is fit for purpose in terms of the national good practice and the performance and improvement agenda.	Draft strategy submitted for feedback and amended, as appropriate, based on the feedback.					

Figure 2: Consultation approach

6 | P a g e Data Label: PUBLIC

1.4 Ownership and Scope of the Strategy

The Improvement Strategy applies to all parts of the council to ensure that services have the appropriate quality and performance structures, systems and tools to make them more efficient and effective.

The co-ordination and progression of the activities outlined under each strategy outcome will mainly be delivered by Performance and Improvement Services within Corporate Services.

Outwith the strategy, Education Services will continue the co-ordination of performance and quality assurance activity in West Lothian schools.

All council staff will contribute to service improvement activity. These are fundamental checks that will ensure services have a clear focus on outcomes and that they effect positive change to improve the customer experience.

Governance			
Group	Governance/Scrutiny Role	Reporting Frequency	
Council Executive	 a. Engagement on the Improvement Strategy and strategy outcomes b. Regular updates to the Council Executive on the progress of specific programmes of work 	As appropriate	
Performance Committee	 a. An Elected Member led programme of internal scrutiny, with the programme agreed in advance with the Committee b. Corporate and service performance reported to the Committee on a scheduled basis 	Six-weekly cycle	
Education Quality Assurance Committee	 a. An Elected Member led programme of internal scrutiny for Education, with the programme agreed in advance with the Committee b. Corporate and service performance reported to the Committee on a scheduled basis 	Six-weekly cycle	
Partnership and Resources PDSP	a. Engagement on the Improvement Strategy and strategy outcomesb. Regular updates to the Panel on the progress of specific programmes of work	Quarterly (or as appropriate)	
All PDSPs	Regular programmed updates on service performance	Quarterly	
Corporate Management Team	 a. Engagement on the Improvement Strategy and strategy outcomes at the development stage b. Regular updates to the Corporate Management Team on the progress of specific programmes of work 	Quarterly (or as appropriate)	

Figure 3: Governance

2 Council Priorities

The council has set eight priorities in the current Corporate Plan (2013/17) in consultation with the local community, partners, stakeholders and our staff. These priorities, along with the three enablers themes, represent all the vital activities that the council will undertake in order to achieve better outcomes for West Lothian.

Figure 4 illustrates where the Improvement Strategy will *directly* contribute to a council priority or enabler.

Со	uncil Priorities	Improvement Strategy
1.	Improving the employment position in West Lothian	✓
2.	Improving attainment and positive destinations for school children	✓
3.	Delivering positive outcomes and early intervention for early years	✓
4.	Improving the quality of life for older people	✓
5.	Minimising poverty, the cycle of deprivation and promoting equality	✓
6.	Reducing crime and improving community safety	✓
7.	Protecting the built and natural environment	✓
8.	Delivering positive outcomes on health	✓
En	ablers	
Fin	ancial planning	✓
Со	rporate governance and risk	✓
Мо	dernisation and improvement	✓

Figure 4: Council priorities and the Improvement Strategy

The Improvement Strategy sits within a framework of integrated corporate strategies that set out how services will operate and the activities that will make services more outcome-orientated, customer-focused and better managed – in accordance with the council's values.

3 Strategy Outcomes

The Improvement Strategy reconfirms the council's commitment to continuous improvement. It provides a multifaceted toolbox of quality, planning and performance activities that will help services to improve in a smart, flexible and efficient way.

The Improvement Strategy is designed to support; effective governance, the efficient management of resources and the development of a resilient culture that will help services contribute to the delivery of outcomes.

Building on the practice established in preceding strategies, the strategy aims to assist services to improve and for the council to continue to be recognised as a high performing organisation.

In summary the strategy outcomes are:

- West Lothian Council is high performing and achieving
- Services are self aware and improving
- Services are designed and improved to meet the needs and preferences of customers

Outcome 1: West Lothian Council is high performing and achieving

Purpose

The council has a strong record of providing high performing, customer-focused services that are delivering lasting change and measurable success in the local community. This has been achieved through vision, leadership and a dedicated and committed workforce, but also by ensuring that the correct governance, structures and strategies are in place to deliver the outcomes.

The Improvement Strategy outlines the appropriate planning, quality and performance structures that need to be in place to make services more effective and efficient and define how this will be delivered. Clear planning and prioritisation and a strong culture of performance within the council will make sure that there is accountability and support effective achievement at all levels.

Activities

The main activities that will be undertaken in 2014/17 to achieve this priority outcome are:

Planning and priority setting: planning is a fundamental and basic requirement for any organisation that aspires to be successful in achieving its outcomes within the confines of its resources. With the current and projected financial pressures the council must ensure that services with the greatest impact are prioritised.

The council will concentrate on the implementation of a clear planning framework that provides a "golden thread" from outcome to operational delivery and will ensure contribution and achievement are clearly identified and prioritised.



Figure 5: Planning framework

Programme and project management: are the coordination, organisation and communication of work across services and professions to meet a specific need.

Programme management provides the structure to realise outcomes and benefits of strategic relevance. To achieve this, a robust approach to programme management has been developed and will coordinate, direct and oversee the implementation of the agreed set of council wide projects and activities in order to deliver outcomes and benefits related to our strategic priorities.

A project is defined under Prince 2 methodology as; 'a temporary organisation that is created for the purpose of delivering one or more business products according to a specified business case'. The key characteristics of a project include:

- A finite and defined life span
- Defined and measurable business product(s)/outputs
- A corresponding set of activities or processes to achieve the business products/outcomes
- · A defined amount of resource
- An organisation structure, with defined responsibilities, to manage the project.



Figure 6: Project management

Project management is often summarised in a triangle (see Figure 6). The three most important factors are time, cost and scope, commonly called the triple constraint. These form the vertices with quality as a central theme. Some of the core components of effective project management are:

- Defining the reason why a project is necessary
- Securing corporate/service level agreement and funding
- Monitoring progress against plan
- Managing the project budget
- Maintaining communications with stakeholders and the project organisation
- Closing the project in a controlled fashion when appropriate

The council will utilise programme and project management as a means of managing change, efficiency and modernisation of services. This approach will ensure that organisational change is managed and designed to ensure that the council's corporate priorities and long term outcomes are achieved.

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Key employees will be supported to develop project management skills and capabilities and a central corporate knowledge base will support the dissemination of a Prince 2 approach to project management across the council.

Performance management: is the activity of tracking performance against targets and identifying opportunities for improvements.

There will be ongoing development of the performance framework and supporting structures and systems throughout the council. This will accompanied by regular performance audits and reviews to ensure the requisite level of internal challenge and scrutiny is applied. In the next four years there will be a particular focus on enriching the performance data (performance indicators) used by services to ensure there is a good range and balance of information across the performance management framework (see figure 7).

Performance Indicator (PI) Category

Public Performance Reporting (PPR)

A small number of key indicators - linked to the key processes/activities and/or outcomes that are reported externally. These should be compatible with Audit Scotland requirements.

High Level

Key indicators- linked to the key processes/ activities and/or outcomes that are reported to senior officers and elected members.

WLAM

Indicators of local service performance – linked to the key processes/ activities that are reported within the service.

Management

Indicators that provide management information for use in the service to plan or forecast provision.

Figure 7: Performance management framework

Internal scrutiny: provides a strategic challenge of service performance and helps ensure a proportional approach to internal and external scrutiny activity based on a strong understanding of current performance and the capacity to improve. The main forum for internal scrutiny will be the WLAM Review Panel,

which engages senior officers in the improvement and performance process and instils rigour in self evaluation activity.

Benchmarking: the council will continue to promote corporate and service engagement in benchmarking activities that will challenge the performance of services against the top performing organisations in Scotland and where possible, the UK and Europe.

The most reliable comparators will be with other Scottish local authorities through the Specified Performance Indicators (SPIs), but the depth, quality and relevance of comparator data will be improved by national data sharing through the SOLACE benchmarking, professional organisations and service-level benchmarking.

Performance

The following performance indicators will be used to monitor progress in the outcome for the life span of the strategy:

Performance				
Performance Indicator Name	2013/14 Performance	2017 Target	Service	Responsible Officer
Performance: Average ranking of West Lothian Council in the Local Government Benchmarking framework	13	10	Performance and Improvement Services	Heads of Service
Performance: Percentage of corporate compliance with Audit Scotland's assessment of public performance information	98%	100%	Performance and Improvement Services	Heads of Service
Performance: Percentage of service compliance with Audit Scotland's assessment of public performance information	new PI	100%	Performance and Improvement Services	Heads of Service
Project management: Total value of efficiency savings achieved against the targeted amount of the projects	new PI	100%	Performance and Improvement Services	Heads of Service

Outcome 2: Council services are self aware and improving

Purpose

The council believes that there is always a way to make better and more efficient services for the people we serve. To ensure that our services continue to be among the highest performing in Scotland, we support a culture of continuous improvement that is underpinned by quality and performance tools.

Activities

The main activities that will be undertaken in 2014/17 to achieve this priority outcome are:

Self assessment: uses a set of criteria to evaluate if an organisation (council/service) is achieving what it should be and if not, what needs to be changed or improved. The council has two recognised programmes of self assessment, one that takes place in the Education sector using the How Good is our School (HGIOS) and all other services use the West Lothian Assessment Model (WLAM).

The WLAM: was created to provide a consistent framework for evaluation performance and practice across the broad spectrum of council services. Using a rigorous framework of statements – taken from good practice standards and models – WLAM helps encourage a strong sense of self awareness and understanding amongst services of their capability to respond to change and achieve the long-term outcomes and targets. The WLAM self assessment process is implemented in 38 services and is categorised in four stages:

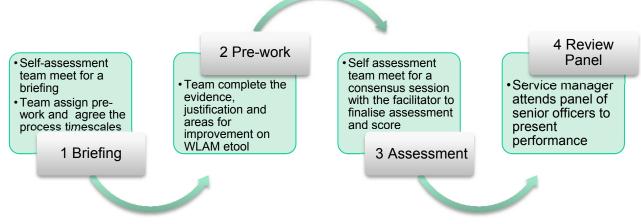


Figure 8: WLAM process

HGIOS: is a national measure of school self evaluation and the use of this document is key to effective quality improvement within schools. Self evaluation is a continuous, systematic process as opposed to an event, where ownership lies with those carrying out the self-evaluation of their own practice and achievements.

Validated Self Evaluation (VSE) is a process which aims to build the capacity of schools to evaluate their own performance and improve the quality of outcomes for learners. The principles of VSE have informed proposals for a next step change in quality improvement practices. VSE involves a partnership between the school and education services where collective expertise in evaluation extends, challenges and supports the school's own self evaluation process and offers independent evaluation and validation of its work. This enhances practice and supports continuous improvement.

■ Lean and Rapid Improvement Events (RIE): are part of the quality improvement toolkit and can be used to support significant changes to current processes and activities, as required. RIEs allow a structured approach to process improvement to be implemented, evaluating the effectiveness and efficiency of service delivery to help reduce activities that do not add value and help remove unnecessary cost.

Performance

The following performance indicators will be used to monitor progress in the outcome for the life span of the strategy:

Performance							
Performance Indicator Name	2013/14 Performance	2017 Target	Service	Responsible Officer			
WLAM: Percentage of services completing assessments in the WLAM programme within timescale	new PI	90%	Performance and Improvement Services	Improvement Manager			
WLAM: Percentage of council services scoring 400-499 in the WLAM	85.7%	100%	Performance and Improvement Services	Heads of Service			
WLAM: Average WLAM score of Council services	420	450	Performance and Improvement Services	Heads of Service			
Business Improvement: Total number of business improvement service/thematic reviews completed	new PI	10	Performance and Improvement Services	Improvement Manager			

Outcome 3: Services are designed and improved to meet the needs and preferences of customers

Purpose

The council offers a complex range of services often to diverse groups with differing needs and wishes. Understanding our customers is critical to ensure that we continue to meet and exceed need. The council uses a range of data and information to gain this insight, including feedback from customers, volume/traffic/access levels and performance data.

Our communities also have a strong voice in the shaping of services and this has helped to build a stronger, more responsive council. By developing greater insight into the differing needs and preferences and involving our customers in the design and delivery of services, we have been able to re-design, improve and prioritise service provision.

Activities

The main activities that will be undertaken in 2014/17 to achieve this priority outcome are:

Consultation and Engagement: is essential to ensure that services continually develop and adapt to the changing needs of our customers and local community and also help services. The council uses the Customer Service Excellence (CSE) standard to ensure that our approach to customer consultation and engagement is robust and externally validated. This is a challenging national standard that ensures our services are designed and delivered to meet the needs of customers.

The key drivers of satisfaction are the factors of service delivery which tend to be important to customer satisfaction levels. The CSE standard has identified five drivers, based on research, around customer satisfaction. The five drivers can be used to structure satisfaction measurement and are; (1) delivery and (2) timeliness of the service, (3) quality and accuracy of the information provided and (4) staff professionalism and (5) staff attitude.

Managing knowledge and information: the council will maximise the use of the data and knowledge available to ensure that managers and staff have access to credible and meaningful information to manage, deliver and improve services. Robust management systems and analytical capacity will be developed to support data and information management.

- **Co-production:** the council will work with our customers to design, deliver and improve services, ensuring that we meet customer needs and tailor our provision based on a strong understanding of our local community.
- Citizen Led Inspection: the council will work with people from the local community to review and improve services, ensuring that they are planned and designed to meet customers' needs. A structured programme of inspection activity will be facilitated by the council, providing training, support and access to resources to undertake independent inspections of council services.
- **Tenant Led Inspection:** a programme of inspection to challenge and improve the way services are provided to council tenants. This will be undertaken by the tenants and facilitated by Housing, Construction and Building Services.

Performance

The following performance indicators will be used to monitor progress in the outcome for the life span of the strategy:

Performance							
Performance Indicator Name	2013/14 Performance 2017 Target		Service	Responsible Officer			
CSE: Percentage of partial compliance in the WLC corporate CSE application	14%	10%	Performance and Improvement Services	Heads of Service			
CSE: Percentage of compliance plus in the WLC corporate CSE application	6%	10%	Performance and Improvement Services	Heads of Service			
CLI: Percentage of services that are rated as good or excellent in the Citizen Led Inspection process	new PI	60%	Performance and Improvement Services	Heads of Service			

Appendix A

Action Plan							
Action	Description	Planned Outcome	Owner	Start	End	Status (Planned, Active, Complete)	
Programme and Project Management	Programme and project management to deliver modern, efficient and customer-focused services	Modernisation of council services to improve efficiency and effectiveness and impact overall	Project and Systems Manager and Programme Manager	January 2013	March 2017	Active	
Performance support and guidance	Development of new guidance and a more flexible support services to refine the performance approaches adopted and the management of performance indicators	 Embed robust performance management approaches throughout all council services Refine and rationalise the performance information in services 	Improvement Manager	April 2014	October 2014	Planned	
Performance training	Development of new training on performance management and the council's performance management system (Covalent)	 Increase officer confidence and capability with performance Help officers maximise the functionality of Covalent to reduce reporting and review activity 	Project and Systems Manager	April 2014	October 2014	Planned	
Internal audit	Audit of the council's performance management arrangements	Assurance provided to Executive Management Team and Audit and Governance Committee on the effectiveness of current performance management arrangements	Audit and Risk Manager	September 2014	December 2014	Planned	

Action Plan	Action Plan							
Action	Description	Planned Outcome	Owner	Start	End	Status (Planned, Active, Complete)		
Performance audits	A scheduled programme of performance audits to assess the scope, accuracy and quality of performance information in the public domain. This includes the indicators that are reported to the public (online portal) and to PDSP and committees.	 Improve the accuracy of performance indicators Improve the quality of information that is made available to the public about performance 	Head of Corporate Services	October 2014	December 2014	Planned		
Best Value Framework	A review of the council's Best Value Framework arrangements.	The council's Best Value Framework arrangements are compliant and fit for purpose.	Head of Finance and Estates	February 2014	April 2014	Active		
Benchmarking	Development of benchmarking activity, including the utilisation and analysis of the new Local Government Benchmarking framework	 Enhance the performance management approach Provide the public and Elected Members with meaningful comparative information 	Improvement Manager	August 2013	March 2017	Active		
WLAM and Review Panel programme	velopment and implementation of a programme of self assessment activity across all council services and internal scrutiny by chief officers	Rigorous and proportionate self assessment across the council that helps increase self awareness, manage risk and improve performance	Improvement Manager	April 2014	March 2017	Planned		
Citizen Led Inspection programme	A scheduled programme of service inspections, identified and carried out by trained lay inspectors for the community	 The identification and implementation of customer-led improvement actions in specific services The council will improve customer participation in the design and review of services 	Improvement Manager	August 2012	March 2017	Active		

IMPROVEMENT STRATEGY | 2014/17

Action Plan							
Action	Description	Planned Outcome	Owner	Start	End	Status (Planned, Active, Complete)	
Customer consultation	A review of customer consultation approaches used across all council services, including; customer groups, collection methods and surveys	Refine and rationalise the approach to consulting with customers, ensuring methods are robust and that data collection and analysis is managed to best effect	Improvement Manager	April 2015	March 2016	Planned	
CSE programme	A structured corporate programme of external assessment to improve the quality of customer services throughout the council.	High quality customer services, validated by compliance against the CSE standard	Improvement Manager	April 2014	March 2017	Planned	
IIP programme	A structured corporate programme of external assessment to improve the council's approach to planning, managing and developing people.	The council retains its status as an Investor in People and improves the overall corporate approach to the management and development of staff.	Improvement Manager	August 2013	April 2015	Active	

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West Lothian Council Improvement Strategy 2014/17

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April 2014

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