



# CHANGE<sup>2</sup> THE CITY OF MANNHEIM

A year of administrative  
reform in review

# 2011

**CHANGE**<sup>2</sup>  
Gemeinsam mehr bewirken.



**STADT MANNHEIM**<sup>2</sup>



## Ladies and Gentlemen,

in 2011 we accomplished another step on the road to modernising our city administration. The aim of our CHANGE<sup>2</sup> programme: moving away from a traditional input-approach towards a more outcome-oriented public management model. Our policy priorities in Mannheim have been aligned along joint strategic goals. We are working on a gradual transformation of our corporate culture, expressed in the motto “achieving more together”.

Here we have summarised some of the CHANGE<sup>2</sup> highlights of 2011. Taken together, these selective impressions of CHANGE<sup>2</sup> are intended to give a coherent overall picture.

Many of the organizational units and management approaches introduced within the CHANGE<sup>2</sup> programme in Mannheim had to face new challenges in 2011: For our institutions of local democracy, all members of our neighbourhood advisory councils gathered at a workshop and defined a set of quality standards and areas of action. Civic participation on the future use of former military sites has achieved a new level of quality. Published in a White Book, the condensed results of a year-long process enable our communities of citizens, residents and local administration to find common ground in defining the public good. Within city administration, new approaches to recruiting and selecting staff, as well as a stronger focus on furthering education and executive development, are beginning to take effect.

At this point, I would like to underline that the city's overall strategic and operational targets played a crucial role in drafting the 2012/2013 budget. A first in our city's history.

To gauge progress on our change in corporate culture, we have introduced a quarterly “Climate” (KliMA) check to “make change measurable”. This concise “pulse-taking” is intended to reveal whether our management guidelines play a role for our employees in their day-to-day work experience.

CHANGE<sup>2</sup> received an important accolade with our success in the European Public Sector Award (EPSA) 2011. The city of Mannheim's project was one of five finalists in the main category “Smart Public Service Delivery in a Cold Economic Climate”. A total of 274 projects from 32 countries were submitted in the competition's three categories. The EPSA prize is awarded every two years for innovative and outstanding administrative achievements at European level.

I sincerely thank all of those who have contributed to the CHANGE<sup>2</sup> process and supported it over the past year: our employees, the staff council as well as the City Council. I would also like to thank our numerous external cooperation partners. I would be delighted if our fruitful collaboration were to continue in future with everybody involved.

Yours,

Peter Kurz

## The boss test



! A bespoke boss? Sandra Hopp and Andreas Müller “measure” Dr. Gerhard Mersmann, head of the Management Development Competence Centre. !

### New requirements profile for management staff

“Fortunately, the results did not mean I had to clear my desk”, smiles Dr. Gerhard Mersmann, head of the Management Development Competence Centre. He had, as it were, assumed the role of guinea pig to test what in future is intended to become common practice. He allowed himself and his qualities as a superior to be judged by his staff, and afterwards discussed the results with them in detail. It was “unusual, but by no means disagreeable” for the employees, as Sandra Hopp reveals. “We obviously know that we are assessed by our superiors – now it was the other way round for a change.” And Andreas Müller takes a quite pragmatic view: “Nobody can improve if he doesn’t get or want any feedback!”

The basis for this pilot experiment was the “Strategic Requirements Profile for Manage-

ment Staff at the City of Mannheim”, which was developed by the competence centre at the order of the Lord Mayor and includes criteria for good management. The boss test is closely associated with the implementation of the guidelines for leadership, communication and cooperation. Those guidelines were developed and adopted last summer by the senior leadership team of city administration, including all heads of departments.

It goes without saying that a department head must be an expert in his or her specific field. But whoever applies for such a position should also bring with them leadership qualities. For this reason, a check list with 15 criteria has been developed against which applicants for management positions can now be assessed.

## “This KliMA check has set the ball rolling”

### Results of the first survey on the guidelines

“I really am positively surprised that staff are already so familiar with the guidelines for leadership, communication and cooperation”, Lord Mayor Dr. Peter Kurz is delighted to say in view of the results of the first KliMA check. “This shows that the various communication measures over the past few months have already taken effect.”

The KliMA check is aimed at all the city’s employees and comprises three questions on the degree of awareness and implementation of the guidelines. 30 percent of the total of 6,545 people who were contacted returned their postcards to the University of Mannheim, which is running the project under the leadership of Professor Karsten Müller. “This is quite a respectable response with room for improvement,” says Tim Wolf from the project group. Of those who participated, 61 percent stated that they know the guidelines well or even very well. In contrast, only 14 percent ticked the boxes for “scarcely” or “not at all”.

In response to the question as to how they assess the implementation of the guidelines

in their respective work areas, most of the participants’ answers were non-committal, i.e. “so-so”. Regarding the prognosis for the next three months, the vast majority (62 percent) assumes that nothing will change. Tim Wolf: “Such an appraisal is normal at the beginning of climate measurements. The participants first have to experience that their feedback does actually lead to action at management level.”

That is exactly the point - changes are supposed to happen: “We have to deal with these results constructively and derive measures from them to improve the implementation of the guidelines, otherwise all the surveys will have been a waste of time,” is the clear statement from the Lord Mayor. “The onus is on the management team to continue working on the dialogue with the staff in their departments.” To this end, the university has also made available separate reports for directorates and departments in addition to the valuation for the city as a whole.

“This KliMA check has set the ball rolling,” is the convinced view of Norbert Kille from the town planning department. He didn’t actually want to



! “I took part”: Norbert Feil from the city’s waste management department took part in the KliMA check. !

take part at first. He was sceptical as far as the anonymity was concerned, and he would not have been in favour of comparing the results of different departments. “But then I read through everything thoroughly and realised that the whole procedure has been clearly thought out – and so I ticked the boxes.”

## “Lots of things are opening up!”

### **Frauke Hess has been facilitating the Lord Mayor/staff dialogue for two years**

She is an “outsider”, but nevertheless right at the centre of things with CHANGE<sup>2</sup>: Frauke Hess, an editor at Rhine-Neckar TV, has facilitated all nine of the Lord Mayor/staff dialogues since the inaugural event was held in July 2009. Random selection leads to the invitation of approximately 30 employees to attend each event to discuss the process with the lord mayor in a relaxed atmosphere.

### **Ms. Hess, what enticed you to take on the facilitation of the staff dialogues?**

**Hess:** It was a great challenge for me because it was not just a case of facilitating these round table discussions, but it also concerned the concept itself. I got deeply involved in the CHANGE<sup>2</sup> process, which I’m really impressed with. The exciting thing about these round table discussions is that people from quite different areas of the city administration come together with totally differing experiences and points of view.



**I Moderator Frauke Hess I**

### **Have you noticed any development in the discussions since they started?**

**Hess:** But of course! At the beginning, the staff were very reserved along the lines of “let’s wait and see what happens”. But from dialogue to dialogue I have noticed that people are better informed and they take a much more open approach to things. The staff have also started

working cross-departmentally – lots of things are opening up! But even today there is still a certain scepticism, particularly where the issue of implementation is concerned. For example, the management, communication and cooperation guidelines. What do they look like in practice? What if the boss doesn’t do his bit?

### **How do you experience the staff’s reactions?**

**Hess:** The staff dialogue is also a fantastic instrument for expressing appreciation of the employees. After each round of discussions, people tell me how they amazing it is for them that the Lord Mayor spends three whole hours of his time talking to them. And these 30 participants are important multipliers who report on the event to their colleagues. That shouldn’t be underestimated.

### **Your recommendation for the future?**

**Hess:** First Mayor Specht has already taken up the idea of the staff dialogue for his directorate. I can only recommend that every vice mayor introduces round table discussions like this!

## Achieving more together



**I Specht in conversation with staff. I**

### **Staff dialogues at Directorate of First Mayor Specht**

“How can I contribute to the success of the city of Mannheim in the work that I do?” – that was the central question of the CHANGE<sup>2</sup> staff dialogues initiated by First Mayor Christian Specht. 30 members of staff had been randomly selected to discuss the CHANGE<sup>2</sup> process in a relaxed atmosphere. The cross-departmental and hierarchy level dialogue was moderated by Ralph Kühnl, a journalist.

“If we regard ourselves in the city administration as an organisation and work jointly on our targets, together we can achieve more,” says First Mayor Specht, explaining his objective for the CHANGE<sup>2</sup> dialogues. “That is why I primarily wanted to make it clear to our staff just how important every single one of them with his or her tasks and goals actually is for the success of our administration as a whole.” This Directorate

comprises various specialist departments such as the city’s finance department, tax office, fire brigade and the emergency services, the real estate management department, the civic services, and the IT and public order departments. Accordingly, the directorate has set itself the core strategic goals “strengthening urbanity”, “attracting companies” and “supporting volunteerism”. These are accompanied by the general task of sustainably guaranteeing the city’s healthy financial standing.

“It was very interesting to get an insight into other departments for once,” says one participant summing up at the end of the event. She adds: “And I found it really pleasant to be able to speak openly with the First Mayor about all the topics involved.”



# ||||||| SEPTEMBER |||

## What role will the neighbourhood advisory councils play in the future?



Actively involved at the “neighbourhood advisory councils” workshop until late in the evening: Ariane Damm and Mathias Kohler

### City Administration and neighbourhood advisory councils want to work together more closely

Nuisance from aggressive crows, day care and nursery places for the kids, or a concept for a local bypass: Neighbourhood advisory councils deal with all manner of issues in their districts. In doing so, they listen carefully to the local people. “If the city wants the neighbourhood advisory councils to be a link between our citi-

zens and the city administration, then these bodies have to be strengthened,” believes Gertrud Dorer, who has been involved as a neighbourhood advisory council member in an honorary capacity since 1989. “That’s why things like this CHANGE<sup>2</sup> project are so important.”

Mannheim wants to become a “citizen’s city”, and for this reason there are also several tightly intermeshed projects and sub-projects that deal with issues of local democracy. This includes a reform of the neighbourhood advisory councils. The major goal of all the efforts that are being made is to act in a more concerted manner jointly with the citizens and, together with them, to organise the city community to ultimately enhance people’s identification with the city.

“The neighbourhood advisory councils have many good ideas and suggestions for improvement,” says Ariane Damm, who supports the work of the neighbourhood advisory councils

at the Department for Council Affairs, Civic Participation and Elections. A large-scale survey among all the 204 regional advisory boards revealed what they considered to be the key starting points for a reform. One important theme, for example, proved to be the lack of clarity with regard to what exactly their role is. “As an advisory body, sometimes you have the feeling that you’re just performing a sort of alibi function,” says Mathias Kohler, who incidentally used to be a department head at the city’s youth service before his retirement. “This should be defined more precisely and then be reflected in the statutes and the agenda.”

To discuss this and other topics, and to derive specific measures from them, all neighbourhood advisory councils were invited to a workshop for the first time. More than 100 advisory council members worked until late in the evening together with representatives from the city administration and the City Council.

# ||||||| OCTOBER ||

## Real estate management: A trio becomes a quartet



The “energy quartet”: Volker Katzenberger, Michael Schulze, Dieter Frank and Horst Fischer (f.l.t.r.)

### Energy management specialists enjoy working together

Volker Katzenberger is really enjoying his work in the new Real Estate Management department. “I feel at home here!” he says with a smile. The administration expert from the old Property department has been sharing an office at the Town Hall with three technology experts from the former City Building department since the summer of 2010. The quartet forms the Energy Management specialist unit and was brought together by the CHANGE<sup>2</sup> project “Establishment of a Real Estate Management Department”, which was not only one of the

most significant projects in the modernisation process, but also one which definitely experienced serious “teething problems”. The Property and Building departments were merged on April 1, 2010. The Real Estate Management department is responsible for almost all of the around 260 buildings that belong to or are rented by the city. This means that it has an important impact on internal affairs at the city administration.

“When it came to setting up the new Real Estate Management department, it quickly became clear that Mr. Katzenberger should join us. That was a really good decision, the constellation is perfect,” summarises Michael Schulze, head of the Energy specialist unit. The trio of Michael Schulze, Horst Fischer and Dieter Frank was already a well-established team when the Building department still existed, having worked together since the mid-1980s. And that’s just about how long they have had close contact with Volker Katzenberger at the Property

department. While the three engineers were developing concepts and systems for saving energy and water in the city’s buildings, the administrator kept his eye on the costs, including controlling the calculations of consumption figures.

“Such consumption data is vital for checking the economic viability of systems and measures and consequently for further planning,” explains Schulze. If the technology and administration departments work well together, the city can save quite a lot of money. For example with the deployment of the so-called remote meter reading system, an ultra-precise controlling system which accurately shows the consumption of energy and water in buildings right down to the last quarter of an hour. This also helps to track down incorrect invoices from energy providers and if necessary to demand repayments. “Sometimes this involves quite hefty amounts; once it was 40,000 euros,” says Schulze in reference to one specific case.

# ||||||| OCTOBER ||

## CHANGE<sup>2</sup> projects on the test bench



### Quality assurance is a vital part of project work

Public relations, reform of the work performed by the City Council, internationalisation: These and many other CHANGE<sup>2</sup> projects were concluded long ago. But what is happening on a practical level, have the projects actually achieved anything? "It's important at a certain stage after the conclusion and implementation to take a critical look as to whether the project has had the desired success or whether particular aspects require readjustment," says Monika Goerner from the Administration Architecture 2013 working group (FVA). That is the purpose of quality assurance.

! Project manager Monika Goerner !

Quality assurance has meanwhile become a catch phase in the CHANGE<sup>2</sup> process. This doesn't mean rolling out a project right from the very beginning again, but serves as a quick analysis of how the implementation is progressing. This should infringe on the affected staff as little as possible. As a rule, the FVA project managers conduct this quality check together with the respective project leaders from the departmental offices involved.

The project on reforming the operations of City Council, which was accompanied by project manager Monika Goerner, was the first to be run through the quality check. Eight other project candidates are on the list for the coming months.

# ||||||| NOVEMBER |

## CHANGE<sup>2</sup> cuts an outstanding figure on the international stage

### Mannheim's modernisation process receives recognition in Maastricht

It was really tight, but ultimately victory was just a whiff away. Mannheim's CHANGE<sup>2</sup> process made it to the final with four other cities at the European Sector Award 2011 (EPSA), but in the end the trophy went to Bilbao. Mannheim took second place. "Of course we would have liked to have won it," admits the Lord Mayor frankly. "But to get to the final among such an excellent field of applicants is a great success in itself." The EPSA prize is awarded every two years by the European Institute of Public Administration (EIPA) for innovative and outstanding administrative achievements at European level at a ceremony held in the Dutch city of Maastricht. Gerd Schick and Patricia Popp had been selected to represent Mannheim's staff at the presentation as well as at the workshop that preceded it. They were both extremely impressed by the two days in Maastricht. "I found it immensely interesting to exchange experiences with the other European participants," reports Schick. The competition as well as the selection process were quite an affair. 274 applicants from 32 European countries had entered the EPSA competition in 2011. The best applicants had been filtered out in several rounds.



! David Linse, head of Mannheim's International Department, Patricia Popp, Ulrich Hörning, head of the FVA, Marga Pröhl, director of the EIPA, Lord Mayor Dr. Peter Kurz, Gerd Schick and Beate Lohmann, Director General for Administrative Modernisation at the Ministry of the Interior (f.l.tr) !

Five applicants in each of the competition's three categories made it into the final - including Mannheim. The "City of Squares" was the only German finalist in the category "Smart Public Service Delivery in a Cold Economic Climate", lining up for the final presentation against competitors from Spain, Italy and Norway.

When the final places were announced, Mannheim's CHANGE<sup>2</sup> process was described as being exemplary for a results-oriented way of thinking. "Moreover, an exemplary interlinking of public management reforms and management of cultural change is taking place there," declared EIPA director Marga Pröhl.

# ||||||| NOVEMBER |

## Survey twice over: Every opinion counts!



! Stefan Grether, Michaela Jakobi, Harald Pfeiffer (all FB 80), Jörn Fischer-Valldorf (FVA) and Elmar Bourdon (likewise FB 80) !

### 2011 employee survey and KliMA check in full swing

Things got rather hectic at the VeränderBAR whenever the next crowd of employees surged out of the lifts. The Administration Architecture working group with its VeränderBAR, the mobile espresso bar in Ferrari red, had positioned itself around lunch time right in front of the entrance to the city hall canteen. There people could enjoy a tasty “small black one” either before or after lunch. Above all, however, staff were able to inform themselves about the survey twice over, namely regarding the third employee survey for the city of Mannheim in 2011 with questions on topical and upcoming changes in the CHANGE<sup>2</sup> process, as well

as the third round of the KliMA check of the management, communication and cooperation guidelines. Outside of the city hall, the VeränderBAR was also deployed in the Collini Center canteen as well as in various departments.

Employee surveys like the KliMA check were conducted from November 21 to December 16 by the University of Mannheim – and, needless to say, they were anonymous. True to the motto “every opinion counts”, they were directed at every member of staff. And to make sure that everybody really could take part, there were both online as well as paper-based surveys.

# ||||||| DECEMBER

## Much was new in the forthcoming budget

### 2012/13 budget for the city of Mannheim adopted

The City Council of Mannheim spent two days debating in December before agreeing on the biennial budget for 2012/2013. With a volume of around 990 million euros for 2012 and 1.015 billion euros for 2013, it was the first time that the budget had been drawn up under the rules of the new Municipal Budget and Accounting System (MBAS), which provides for greater transparency in the consumption of resources and valuation of assets by introducing accrued-type accounting principles in addition to the traditional cash-based model.

Not only that, but Mannheim’s 2012/2013 biennial budget also features a total of three major innovations. It was presented to the City Council as early as October, about three months earlier than in the years before. It is Mannheim’s first budget to have been drafted in line with the new municipal budget and accounting system. At the same time, a target system was integrated into the draft budget which gives transparency to departmental objectives and shows how departments cooperate towards achieving a common goal.

“The new municipal budget legislation will give political and administrative decision-makers a better basis for decisions and information,” explains Markus Manhart, head of the finance

department and leader of the CHANGE<sup>2</sup> project concerned with the MBAS. “Compared with cash-only accounting, it allows for a more transparent presentation about which services are rendered by a local authority and what they really cost.” Incidentally, the conversion from cash accounting to a double-entry accounting system affects every local authority. But Mannheim has taken it one step further: “We are interlacing the drafting procedure for the budget with the departmental management goals and thus with the strategic controlling,” says chief strategist Christian Hübel. “By discussing goals and the requisite resources in conjunction with the budget, it is possible to make much sounder decisions on the use of ever dwindling financial resources and the impact of our work than used to be the case.” “Goal-based controlling” is therefore the magic formula that explains why departmental management goals are also an explicit component of the budget document.

And this is just the beginning of the intertwining of the city’s overall targets, those of the individual administrative bodies and the separate budgets of the departmental offices. The city administration and Mannheim’s City Council have now embarked on a “marathon”



! Mannheim’s City Council consulting on the budget !

for the next few years. In acknowledgement of the targets agreed in the budget, the administration leaders and City Council agreed upon a joint and intensive examination and review of the targets presented for 2012 and 2013, the results of which will form the basis for the next budget in 2014/2015.



## What's the next step for CHANGE<sup>2</sup>?



Ulrich Hörning, head of the Administration Architecture 2013 working group

forward. This system will support management staff in their central decision-making dimensions of finances, human resources and management targets.

2011 has shown us that fundamentally we are on the right track as far as reconciling the "how" aspect of our work is concerned, i.e. the guidelines for leadership, communication and cooperation. However, we still have a long way ahead of us. For instance, we have received various suggestions for making our dialogue and communication even more effective. Induction days for new employees, more local dialogue meetings at the departmental offices and more binding feedback about the results of the KliMA check are just a few points that have been raised. We won't be able to tackle all our initiatives in 2012 and 2013, but I would be delighted to receive even more committed and interesting proposals from you as to how we can "achieve more together" as Mannheim's city administration.

I would like to thank our many committed employees as well as our external partners and friends for accompanying and supporting CHANGE<sup>2</sup> at the city of Mannheim. Thank you!

Nothing is more consistent than change. But nevertheless, the CHANGE<sup>2</sup> process launched by the Lord Mayor and City council in 2008 is turning into the home straight. By the end of 2013, the process will have drawn to an end and we will be taking a retrospective look at what has been and is still to be achieved. Beyond 2013 we will transpose many of the new approaches and methods into a phase of stability which will, however, also bring with it new challenges. The main focus here will be on consolidating and affirming these approaches and methods.

Until then, taking a retrospective look means, for example, that projects already concluded will again be subjected to a quick examination. This quality assurance is a core component of our programme management, with which we take an honest look at the truth about results and implementation issues. Eight project candidates feature on the quality check list for the coming months. Parallel to this, ongoing projects such as the setting up of a Management Information System are being pushed



Ulrich Hörning  
Head of the Administration Architecture 2013 working group



### Administration Architecture 2012 working group (from left to right):

**Back row:** Jörn Fischer-Valldorf, Dietmar Lidke, Nicola Hilbert, Dr. Martina Fuchs, Monika Goerner, Mathilde Schulze-Middig  
**Front row:** Lydia Kyas, Anja Vögtel, Andrea Anslinger, Ulrich Hörning

### Impressum

**Contact:**  
Ulrich Hörning  
Head of the Administration Architecture 2013 working group  
ulrich.hoerning@mannheim.de  
Phone +49 621 293 9350  
More information: [www.change2.de](http://www.change2.de)

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