

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

A Year of Administrative Reform

# 2012

**CHANGE**<sup>2</sup>

Gemeinsam mehr bewirken.



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



## Ladies and Gentlemen,

in 2008 we initiated the CHANGE<sup>2</sup> (change squared) modernisation programme with the aim of creating one of the most modern municipal administrations in Germany by 2013. The year 2012 was for us the last big leg before coming round into the final stretch of the long-distance run. Another experience of this year was that organisation and structure can be changed comparatively quickly in the public sector. The main intention of the programme though, a change of culture in the municipal administration according to our motto “Achieving more together” takes longer than expected and requires more work. Our understanding of modern local government is based on the following three principles: Joint targets of all departments, systemic development of organisation and staff and a generally positive attitude towards change.

For this reason the contributions in our annual report for 2012 deal more intensively with topics of culture change than with issues of structure and organisation. We have summarised a few features of the past 12 months.

Incidentally: Other cities in Europe will also profit from the experience gained in the Mannheim modernisation process in the future: Owing to

our participation in the EPSA Award 2011 (European Public Sector Award) under the direction of EIPA (European Institute of Public Administration), we co-initiated an international research project under the heading of “Excellence in Local Public Management”. The scope of the project is to analyse how successful communities have coped with problems associated with change processes and overcome challenges in order to achieve an excellent standard in the public sector. Among the cities which have joined in the project are Bilbao, Birmingham, Mannheim, Milan and Tallinn.

I thank everyone most gratefully who has taken part and supported the CHANGE<sup>2</sup> process in the previous year: our staff, the Staff Council as well as the Municipal Council. I wish to thank, of course, our numerous external cooperation partners. I would be most pleased if this good cooperation continues with all those concerned.

Yours

Peter Kurz

# | FEBRUARY |||||

## Bureaucracy and Hierarchy do not Slow Down the Willingness to Change

**The results of the third staff survey were presented at the beginning of the year.**

The CHANGE<sup>2</sup> process is well underway. This is a salient result of the 450 senior staff members of the City of Mannheim – from senior leadership to the master tradesmen. The high degree of participation and significant improvements which have taken place in the organisational culture speak for themselves.

The staff of the City of Mannheim is jointly aware of the direction of city government: Targets and clarity about these targets is the great winner in the third staff survey carried out by the University of Mannheim in November and December 2011.

Other important results: Staff support the CHANGE<sup>2</sup> process and want to take an active part in it. They still find, however, considerable obstacles in realising culture change in practice. Many conditions at the workplace are not perceived to be particularly conducive to change. The routine work practice is still considered strongly hierarchical and bureaucratic. Issues of the length of decision-making processes, hierarchy and bureaucracy in the organization culture persist at a significant level.

Basically, none of the questions on organisational culture scored lower than in the previous years. In part, even a clearly positive tendency compared to the earlier surveys (2008 and 2010) was identified. In the me-



**| Almost 100 questions on the modernisation process were asked in the staff questionnaire |**

anwhile senior management consider themselves very well prepared for the process and believe they possess the necessary knowledge and skills to manage organisational change. „We have taken the results of the survey into account and developed a focussed offer of support for middle management (department managers, team leaders, master tradesmen). This seems to be working already“, assumes Lord Mayor Kurz.

# || MARCH |||||



**After her parental leave, Felicia Braun encountered a lot of new features**

A lot can happen within three years. Felicia Braun realised this when returning from parental leave in October 2011. In this time, not only has her little daughter grown out of her nappies and has reached kindergarten age: in the municipal administration, things have changed, too. Ms Braun missed three years of CHANGE<sup>2</sup>, so when she returned to her workplace she was struck by a whole range of changes.

„Strategic targets are in place, the staff magazine magma, KLiMA checks, staff surveys, dialogue sessions with the Lord Mayor – really amazing, all the things that have been introduced during my absence“, was her impression.

## Returning to a Changed Administrative World

**| Back at Work: Felicia Braun |**

Immediately upon her return, she received an introduction to the target system by her manager in the Legal Department. These targets play an important part in her work now; legal briefs are prioritised and processed in accordance with these targets. In the ideal case, an important, urgent case fits well into a strategic target – but sometimes it can only be classified indirectly. „At first I was rather sceptical regarding the strategic targets in relation to my work. However, the sense of orientation for the entire city is very positive, even if implementation in practice is sometimes not easy,“ states Braun.

Ms Braun has noticed a lot of changes in many other departments, for example on the topic of leadership that plays a more

important role than before. „Although as staff members, we do not take part in the meetings of the senior management, we realize that such meetings take place.“

Furthermore, the head of the Legal Department performed the „boss test“, gathering feedback from his staff regarding his own leadership qualities. Lawyer Braun also finds the newly established guidelines for leadership, communication, and cooperation a good contribution to organisational culture. A great deal has been put in writing that should be self-evident, „But as a lawyer, one is always pleased when it is put in writing“ she says with a smile.

## Less E-Mails, More Face Time



I Taking time for direct communication is a must: Frank Kassner with staff member Magda Zahnleiter I

### Seminars promote implementation of guidelines in routine work

As a manager, Frank Kassner, District Manager of the Bürgerdienste – Citizen Service Department – puts great value on being always reachable for his staff, holding regular discussions and team workshops, good cooperation and communication. With 12 female employees, his team is manageable with regard to numbers, but geographically widely spread. The colleagues are assigned to the local town halls of four city districts – Feudenheim, Käfertal, Vogelstang and Wallstadt. “This represents a real challenge with regard to communication”, says Mr Kassner, who has introduced a few innovations since taking up his job in autumn 2010 to get his squad of ladies moulded into a team.

This is the reason he took part in a seminar on implementation of the guidelines for

leadership, communication, and cooperation. The seminar has been offered by the Management Development Centre since November 2011 for middle management, i.e. for department and team leaders as well as master tradesmen.

“During the seminar, we had the chance to really focus on the meaning of the guidelines as the core matter. In everyday life this is much more difficult. Thus, the seminar helped to gain a better understanding of many aspects of the guidelines”, Kassner concludes. Even small knacks can have a big effect in practice. Example of regular team meetings: This has now been long established in the Citizen Services team, whereby the agenda was initially defined from the boss’s top down view. Now, all team members can access an online form to collect topics and priorities prior to the regular team

meeting. “By this means, other perspectives and issues which tangibly affect our everyday work come up for discussion”, says Magda Zahnleiter of Citizen Services Käfertal with satisfaction. “It’s just a matter of quite practical issues such as computer problems or dealing with customers.” Regarding regular meetings with the entire team, Mr Kassner puts more value than previously on personal communication. “Previously, I used to send masses of e-mails and thought that was sufficient”, he says with a smile. “Now I take time for discussions with individual staff members more often, especially to obtain personal feedback, or simply for a private word over a cup of coffee, when I visit one of the town halls.

# From Project Management to KliMA-Check

## The tasks of the Administrative Reform Unit FVA 2013

Founded in 2008 and tasked with management and steering of the CHANGE<sup>2</sup>-program, the FVA 2013 remains somewhat enigmatic to many employees. That was made surprisingly evident by the staff survey at the end of 2011. Many seemed to have only a vague idea of the tasks of the FVA 2013. So what does the 8-staff member strong CHANGE<sup>2</sup> team in Mannheim City Centre E 3, 2 actually do?

Put succinctly in the master-plan approved by City Council in 2007: FVA accompanies, coordinates and supports the CHANGE<sup>2</sup> process. Among their tasks are coordination of the CHANGE<sup>2</sup> projects and support for each of the project leads, quality assurance of the projects as well as support for the Lord Mayor in central communication tasks. In practice it often involves tight deadlines. "We must permanently adjust to new special issues, analyse them and then summarise and make them understandable for the decision makers", is how Project Manager Andrea Anslinger describes a central aspect of her work. A FVA Project Manager is the permanent contact partner

for the project leadership, subject matter experts in their respective fields. The project manager gives advice with respect to methods (how do I set up a workshop so that it achieves a result?), deals with external experts for specialised interventions, helps with organisational matters such as tenders and awarding contracts or gives assistance in drafting schedules and presentations.

But FVA has not only been involved in the 36 master plan projects. As a focal point it contributes to the effort of driving the change in culture under the motto "achieving more together". The best known example for this: Organisation of dialogue sessions of 30 randomly selected staff members with the Lord Mayor. Discussions take place for three hours each in an informal atmosphere. Over 500 employees have taken part in these events in the course of three years.

And lastly, the FVA handles the regular measurements of the progress made in the CHANGE<sup>2</sup> processes. Included in these are the KliMA checks for the guidelines for leadership, communication and cooperation or the big staff survey on the change process.



Together we are crafting the implementation of the project "Neighbourhood orientation of local administration": Project Leader Nadja Wersinski (l.) and Project Manager Andrea Anslinger |

## "This Experience has Helped my Professional Development"



"Sit-in" pioneer Michael Strobel |

### Senior social service expert Michael Strobel has interned at the Administrative Reform Unit FVA 2013

What Michael Strobel wanted was to do something different from the Department for Work and Social Service. So he happily agreed when he got the opportunity to work with FVA for two months. He did not know exactly what to expect at the start, but he has not regretted jumping into the cold water of CHANGE<sup>2</sup>. Quite the contrary. "This experience has helped my professional development" is what he says about the personnel development measure.

"It was really exciting to be working directly at the place where the modernisation process is controlled and supervised!" After the successful "guest appearance" of Michael Strobel, Ulrich Hörning, head of Administrative Reform continued with this form of internships for seasoned staff from city administration units. "Because we purposefully offer insight and the possibility of working together, we are implementing a central response to the staff survey of 2011, that is to the subject of 'Clarity on the role of the FVA'", is how Mr Hörning explains it. Up to the end of 2012, two more colleagues have taken a breath of CHANGE<sup>2</sup> air.

## CHANGE<sup>2</sup> is Applying Quality Assurance



| A strong team: the Competence Centre for Building Design |

### Setting up a Competence Centre for Building Design generally considered a success

Founded in 2010 as a part of a CHANGE<sup>2</sup> project from the previous building department, the Competence Centre for Building Design (also called “BK 66”) is responsible for all new buildings and overall refurbishments. The major aim of the centre is to promote Mannheim’s building culture. Both municipal departments and private enterprises use the centre’s expertise and advise when they engage in construction throughout the city.

Now, FVA conducted a so-called Quality Assurance process, evaluating whether the intentions associated with establishing the Competence Centre for Building Design were fulfilled.

This kind of quality check of project results has since become standard practice in the CHANGE<sup>2</sup>-process. It is not a case of completely re-working the master-plan project. Rather, the idea is to do a quick analysis of

the status of implementation at a certain point after completion of the project. Ulrich Hörning, head of Administrative Reform: “Quality assurance is a central component of our program management. This is how we ensure that no results are lost.”

First of all, it should be noted that the results of the CHANGE<sup>2</sup> project were quickly implemented. After the decision was taken to set up the so-called “BK 66”, management and vacancies were staffed swiftly.

Installing the office of the Architectural Design Advisory Board – an independent expert committee with representatives from the fields of architecture and design – with the BK 66 has proven a success. “The Competence Centre for Building Design, together with the Architectural Design Advisory Board and the Department of Urban Development contribute to improve the city’s appearance and developments in urban architecture”, states Mayor Lothar Quast. “Growing inte-

rest in the quality of our built environment is also a result of the intensive and dedicated discussions held with the public”.

Yet, not everything is running smoothly. Challenges remain, for example regarding the interfaces of BK 66 with the Real Estate Management department. BK 66, in general is responsible during the planning stage of a project up to obtaining the building permission. Real Estate Management, in turn takes over responsibility for the construction work. At a certain point, the project responsibility is handed over from one department to the other – but during which phase of the project is it most reasonable? “The present division of labour still shows some problems”, Mr Hörning admits. “This is one of the issues we must take a closer look at in coordination with both departments affected.”

Nine further projects are presently subject to quality assurance or are planned to be assessed at the beginning of 2013.

## Ensuring a successful start in the Municipal Administration

### **Guidelines for on-boarding, integration and evaluation of new staff members**

At exactly 9 a.m., civil engineer Stefan Rongisch knocks at the door of his new employer. Department manager Hartmut Schulz is perfectly prepared for the first working day of the new manager in the city's water and drainage unit: The office has been completely equipped, PC and telephone work without problems. Mr Schulz also introduced the new colleague to his co-workers straightaway and then began to explain the engineer's new sphere of work.

An exemplary first day at work, which is not always the reality. Therefore, the Management Development Centre issued guidelines for job familiarisation, integration and evaluation of new staff members. These guidelines are based on the City's guidelines for leadership, communication and cooperation.

They give practical suggestions and instructions not only for the first working day, but also for the successful organisation of the first weeks and months. Although the guidelines focus in first place on new department managers, they can be translated to other levels of staff, too.

In the case of the city's water and drainage unit, similar standards have long been applied and were defined in writing in the quality and environment management system "QUM". "Much of what we developed here is now reflected in the guidelines for the entire city" observes Schulz. He was already in the introductory training phase with his department manager when he accidentally came across the guidelines in the intranet. "I liked the introduction plan included there, so I used it for the further cooperation with Mr Rongisch." Most importantly,

such an introduction plan defines tasks and goals for the first 100 days. Manager and new staff member both sign the document which also serves as the basis for the evaluation of the new staff member at the end of the probation period.

The guidelines are a component of a modern personnel marketing and are meant to contribute towards easing the start for new employees and to retain them with the city. Furthermore, the compulsory introductory training plan is an important evaluation tool for the employer. "We need a foundation for judging the performance of a new employee in the first phase of his or her new job", says Dr. Gerhard Mersmann, Head of the Management Development Centre. "Thus, we want to promote the use of both guidelines and introductory training plan in practice."



| Hartmut Schulz |



| Stefan Rongisch |

## Measuring Change

### The KliMA check on the guidelines for leadership, communication and cooperation

The guidelines for leadership, communication and cooperation form the basis for the change in culture with the City of Mannheim. The so-called KliMA check is an instrument for assessing whether and to which extent the guidelines are applied in everyday work. It consists of three short questions with answer options to tick off. In the period from April 2011 till May 2012, four rounds of this survey were carried out.

Each of the questionnaires asked:

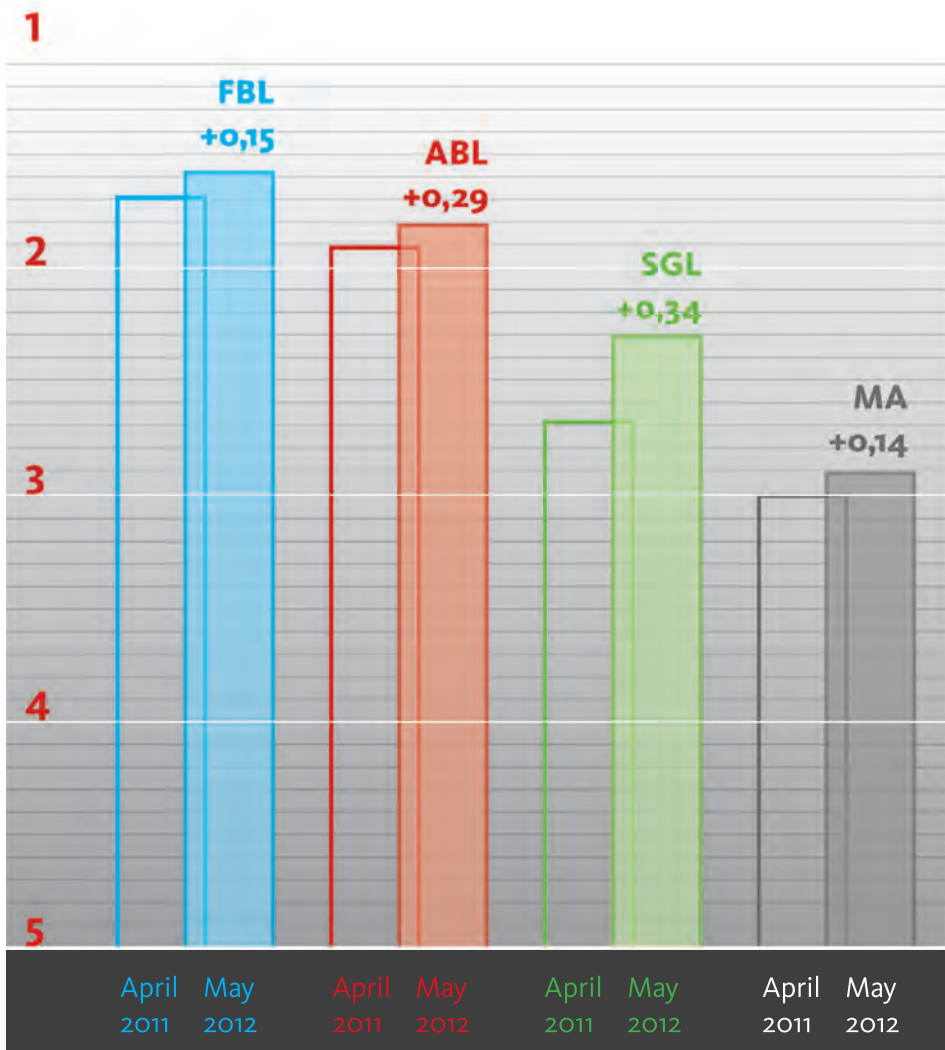
- How well employees know the guidelines (“knowledge”)
- To what extent the guidelines are implemented in practice (“implementation”)
- And how employees assess future implementation (“outlook”)

The results of one year of KliMA check show: Employees know the guidelines well to very well – there is no reason, therefore, to further ask for the degree of knowledge. Thus, in the fifth and sixth survey (September and December 2012), implementation

and concrete experience with the guidelines in everyday work were focussed. For this reason, the “knowledge” question was replaced by another question on implementation, namely: “Did the guidelines improve your daily experiences regarding leadership, communication, and cooperation?”

From autumn 2012 on, the survey is conducted only three instead of four times per year. Thus everyone has a bit more time in between the surveys to “catch a breath”– and, above all, more time to work with the results in practice.

### Overview of the year: Assessment of guidelines-compliance according to position



Over the year, developments at the different levels of hierarchy can be discerned. In particular in the assessment of the implementation, Department Managers (ABL) and Team Leaders (SGL) show the biggest progress. Division Managers started already at a high level but still improved slightly. In the case of staff, (MA), only slower progress is observed. There is still potential for improvement, which requires a common effort on the part of management and staff.



# Project-Telegram 2012

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## Project 1 a, d, e: Strategic Steering

Strategic steering counts as one of the core projects of CHANGE<sup>2</sup> | Core: Alignment of the administration along targets and impact | Necessary for this are: Continuous revision and adjustment of performance of the organisation and its effectiveness | In 2012 the Management Target System of the departments entered the second stage of development | Complete description of the departments' tasks and their linkage to 2014/15 city budgets

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## Project 4: New economic development strategy

The Department of Economic Development has been completely restructured | sub-departments were disbanded, most of the staff now directly report to the Department Head | A simple hierarchy with short communication lines now contributes to making support for companies faster and more effective | Challenge: New organisational structure requires considerable increase in communication and cooperation

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## Project 9: Strengthening of citizens' participation and local democracy („Citizens' City“)

A milestone in 2012: The manual for good citizen participation | The manual gives answers on the issue of citizen participation, gives examples of Mannheim practice and provides checklists for preparing and implementing such events | Target group: All employees who are already involved in this important field or intend to hold an event with citizen participation in their area

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## Project 10: Personnel Development and Recruiting

As an employer, the city must actively campaign for qualified staff | To pursue this aim, Mannheim needs a positive employer image clearly differing from other cities | Therefore the Management Development Centre is developing an employer branding strategy

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## Project 12: Diversity Management

Project started in April | Aim: City staff should reflect the mix of Mannheim's citizens | Dialogues with groups representing the diversity of the city's citizens are an important part of the project | They provide ideas and practical suggestions | Example: Adverts in foreign language newspapers to promote recruiting of foreign-origin workers and experts

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## Project 19: Real Estate Management

Large project included merging the previous department for real estate and the building department | Great challenge in implementation: Requirements of the new department were quite abstract; they must be made more specific and suitable for daily use | Thus comprehensive data on city buildings and real estate holding are merged in painstaking work as basis for further management and efficient use.

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## Project 29: Citizens' Services

Almost 1000 Mannheim citizens took part in a customer satisfaction survey | On average the grade was "good" for the 15 citizens' services offices | The best results were for "friendly approach" and "specialised knowledge" of the staff members | Worst result was the availability of parking as well as handicapped access in individual buildings | Results were analysed thoroughly: What can be improved, where is a decision from the City Council needed?

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## Project 35: Health Management at Work

Two framework agreements between the Lord Mayor and the Joint Staff Council have opened the way for implementing health management | At the beginning of 2013 a central Health Manager will start work | The new health management goes much further than the regular OSH (occupational safety and health) protection | It covers the improvement in working conditions but also the leadership and living styles of managers and staff

The Project Telegram presents results and status in the course of 2012. Up to date information is always available in the Internet at [www.mannheim.de](http://www.mannheim.de) > Stadt gestalten (City Management) > CHANGE<sup>2</sup>

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# Outlook ||||| What Happens with CHANGE<sup>2</sup> Now?



2013 comes under the heading „Final Sprint in the Master Plan“: During the next twelve months we will conclude the work on most of the CHANGE<sup>2</sup> projects. This means a first finishing point in our comprehensive modernisation plan. This does not mean, however, that change will not go on: The claim “Change is our everyday work” is stated in the guidelines for leadership, communication and cooperation. But after five or six years of concentrated work on projects and change in culture, it is high time to take a break.

Until then, we will be well prepared for the final sprint. The results of the third big staff survey on the CHANGE<sup>2</sup> process have shown that employees are aware of the necessity for change and they have the willingness – even if the implementation presents many obstacles to overcome. In general, stabilisation and application of innovations will be the focus of our joint efforts. This entails quality assurance of master plan projects in order to clarify to what extent implementation of project results has progressed, whether the

theoretical concept has been successfully put in practice and at what points we need to readjust. This is part of our concluding phase that we take a look back to the overall program and prepare a comprehensive summary. For such a definition of where we stand, how far we have come with CHANGE<sup>2</sup> overall, we will invite open feedback and have the modernisation program evaluated by external academic experts.

I wish to thank the many dedicated employees as well as our external partners and friends for the support and promotion of CHANGE<sup>2</sup> for the City of Mannheim. Many thanks!



Ulrich Hörning,  
Head of Administrative Reform 2013



## Administrative Reform Unit FVA 2013

(from left to right): Anja Vögtel, Andrea Anslinger, Lydia Kyas, Dr. Martina Fuchs, Ulrich Hörning, Jörn Fischer-Valldorf, Monika Goerner  
Not in photo: Nicola Hillkert, since May 2012 with the Department for Council Affairs, Citizen Participation, and Elections, as well as Dietmar Lidke, since September 2012 with the Real Estate Management

## Imprint

### Contact:

Ulrich Hörning,  
Head of Administrative Reform 2013  
ulrich.hoerning@mannheim.de,  
Tel. +49 621 293 9350  
More information: [www.change2.de](http://www.change2.de)

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