



REALLABOR

FÜR NACHHALTIGE MOBILITÄTSKULTUR

english compact

E: CONSOLIDATION MILESTONES

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**Actions required to consolidate the
Reallabor initiative within the Stuttgart
city administration**

1. SUMMARY OF THE REQUIREMENTS FOR ACTION IN TRANSFORMATION PATHWAYS

In the second funding phase of the Reallabor (real world laboratory), the focus of the Realexperimente (real world experiments) was on the interaction and cooperation between the civil society actors and the administration. Those experiences serve as the basis for the contents of this brochure. The scientific framework is the transition management approach, which the Dutch Research Institute for Transitions developed in 2001, and which has since been tested via numerous projects throughout Europe. This brochure is therefore to be understood as an agenda for transformation, a programme advocating a specific form of transition management. The aim is to perpetuate the transformation processes initiated within the framework of the Reallabor, and thus contribute to changing the mobility culture of Stuttgart.

This zine starts with an exemplary compilation of measures for the consolidation of the Reallabor, then goes into the theoretical context (chapter 2) and subsequently gives a detailed view of the challenges to action that the city administration can address in order to consolidate the network of pioneers for change that was created during the research project.

Analogous to an agenda for transformation applying the transition management approach, it is sensible to choose steps that can build on one another or follow one another coherently, ideally complementing or even expanding upon one another. The following pathways serve as inspiration and orientation among the combination of requirements for action identified in Chapter 3, which can be variably combined in relation to locally specific challenges.

1.1 TRANSFORMATION PATHWAY 1: CONTINUOUS COMMUNICATION AND INTERNAL ENGAGEMENT WITH THE INITIATIVES OF THE REALLABOR NETWORK

For example, a **jour fixe meeting** (Chapter 3.1.1) can be introduced with relatively little effort. This is a fixed meeting time every week for the relevant actors to exchange information on a topic or project. Once this is accomplished, it may become a team of actors who can act as an **innovation team** (chapter 3.2.2), or from among whom such a team can be created, complemented by external management. At the very least, it can make clear which people would fit into this team, i.e., which actors should work on it. At the same time, the jour fixe group

can establish a **communication strategy** (chapter 3.1.3). In this case, the innovation team strategy can then further elaborate and implement the strategy. The same applies to the creation of a general **set of rules** (chapter 3.3.1) for the cooperation of external actors, such as civil society groups, with the city administration. The team can work this out, or it can be created in advance and passed on to the team for implementation and enforcement.

1.2 TRANSFORMATION PATHWAY 2: INTEGRATING EXTERNAL ACTORS VIA DIGITAL NETWORKING PLATFORMS

It would also be conceivable to use an online platform to bundle and more easily handle these **cooperation and networking activities** (Chapter 3.4.2). Then, for example, a team would be set up that would hold **jour fixe meetings** with internal and, if necessary, external members, which in turn would make it necessary from a certain point to manage these contacts as emerging cooperation partners and possible cooperation projects. A **networking platform** could be of help, with the existing joint projects and contacts serving as the foundation. Taken together, these efforts can lead to a momentum of their own and a more agile organisational structure for the administration that is better adapted to project management and innovative ideas.

1.3 TRANSFORMATION PATHWAY 3: POOLING INTERNAL RESOURCES TO ESTABLISH A LIVING LAB

Similarly, the **set of rules** already mentioned in the first example pathway can also be developed within the administration so that it is perfectly adapted to its respective needs and problems. The rules can then be communicated via digital channels, for example with the help of a **digital communication assistant** (Chapter 3.1.2) on the city administration's website. The introduction of a communication platform or a **network platform** at this point is also a good way to create and communicate uniform ground rules for the cooperation projects that arise on the platform. The coordination and execution of the projects could be taken over by an innovation team specifically put together for this purpose, or even by an **office** firmly anchored in the organisational structure, or via a type of **living lab** (chapter 3.2.3).

2. REALLABOR STRUCTURE AND CONDITIONS

To move from the car-centric status quo in Stuttgart to a future of sustainable mobility will require not only changes to the infrastructure, but also a change in the mobility culture.

“The societal debate on deceleration and an improved quality of life for an urban city in which all users of the streets are treated equally must be consistently pursued.”

The **Reallabor for Sustainable Mobility Culture** is already testing many of the goals and strategies laid out in “Sustainably mobile in Stuttgart”, which represents the planning and strategic basis for city government action in the area of mobility, along with the Traffic Development Concept 2030. From parklets, to resident rickshaws, to the Casa Schützenplatz, a wide range of ideas have already been planned and lively debates held on the future of mobility within the city. To meet these challenges, approaches must take into account local dynamics, utilising and supporting them in pursuit of sustainable development. As a holistic approach, transition management can help to better link up civil society and the city government and bureaucracy to generate added values for both sides.

But how might such an approach look for the city of Stuttgart? Which concrete transition management measures can be helpful in implementing innovations in the urban space?

2.1 SYSTEM ANALYSIS - DERIVING THE TRANSFORMATION AGENDA

It is important to acknowledge and understand the status quo in order to effectively pursue processes of transformation. Stuttgart's current mobility culture is car centric. As in so many cities, the city was shaped over the course of the 20th century to privilege the automobile and establish it as the primary – and most convenient—form of transportation in the urban space. The additional importance of the automobile industry to the city's economy and as an employer cements the car's importance in the city, including in the hearts and minds of many of its residents. The negative impacts of automobile traffic—air pollution, noise, other impacts on the urban space—are ignored or simply accepted as systemic problems. Solutions are sought which usually fail to restrict private automobile use.

The city thus faces the double challenge of transforming both its infrastructure and the deeply engrained cultural affinity of its

residents to the automobile, which is also reflected in the municipal structures. Ordinances and even the organisation of the city government and administration support the status quo, leaving little room for innovative projects that could help spark change. The agencies' areas of responsibility and internal processes are fixed, the staff operating at full capacity. Transparency is lacking, making it difficult for civil society to get ahead. The project clearly showed that it is impossible for the city administration to take on the new topics that must accompany any debate and transition to sustainable mobility. This makes it very difficult to actually realise innovate ideas.

The second funding phase of the Reallabor for Sustainable Mobility Culture explored these administrative structures with the help of Realexperimente. Using the transition management approach, the Reallabor addressed the question of how innovative and transformative ideas from civil society can be transported to the city administration, implemented in the urban space, and ultimately made permanent.

2.1.1 TRANSITION MANAGEMENT APPROACH

The transition management approach consists of multiple phases that advance processes of transformation on strategic, tactical, and operational levels throughout a circular process of reflection. With sustainable consolidation in mind, this process must be maintained over the project duration of the Reallabor, with clear responsibilities assigned for the supervision of all sub-components. The characteristics of the sub-components are described in more detail below.

First, a transformation team is set up that supports the entire process, organises external and internal communications, and is responsible for coordination with political bodies. In addition, this team puts together a transformation arena consisting of "pioneers of change". These are often civil society actors who can make an important contribution to the transformation processes, or partners from business and research. They develop the foundations for tactical, strategic, and operational transition management. To this end, they first identify challenges standing in the way of transformation. A common vision and the use of backcasting to establish a link between the future vision and the present make it possible to identify transformation pathways, each with short-, medium- and long-term intermediate goals and action ideas. These are captured in a transformation agenda. This document serves as a source of inspiration for timely actions and real-life experiments. However, these Realexperimente are not primarily about achieving project goals. Rather, the aim is to learn about new practices that can contribute to realising future visions. Reflection and learning processes are strongly

emphasised. Although these are important components of the transformation process throughout all phases, at the end of a cycle, the participants in the transformation arena and the transformation team reflect on the experiences they have had together, discuss next steps and how to improve the process and thus ultimately make it permanent.

2.1.2 TRANSFORMATION MANAGEMENT IN THE SECOND PHASE OF THE REALLABOR

How can the city administration better support projects for sustainability mobility? How can the innovation potentials offered by civil society be utilised to transform Stuttgart into a city based on sustainable mobility? How must the city administrative structures change to be able to adequately support these processes of transformation? The Realexperimente thus placed a strong focus on the interaction and collaboration of civil society actors and the municipal administrative structures. The insights gained from the first cycle of the transition management process, described here, allowed us to identify needs for action, recommendations for action, measures, and milestones, described in the second part of the zine.

2.1.3 TRANSFORMATION TEAM AND TRANSFORMATION ARENA

The transformation team for the first transition cycle consisted primarily of SI, ISV, ZIRIUS, IAT, ILPOE and IZKT staff. These university institutions were already involved in projects during the first funding phase, and therefore selected both familiar and new actors as participants for the transformation arena. The familiar participants included municipal employees as well as civil actors such as Stadtlücken e.V. A student competition recruited new participants for the transformation arena.

2.1.4 HOLISTIC VISIONS OF THE FUTURE—LOGIC AND PURPOSE

Tactically speaking, it is sensible to develop holistic visions of the future—images and guiding principles brought together in a vision that addresses specific focuses and challenges, in this case sustainable mobility. The aim is to clarify where the differences to the status quo should lie and how these differences could be aligned. The team then draws an arc from the future to the present to illustrate possible transformation pathways. Future visions thus help to define the basic direction of change, but also to develop concrete actions and measures.

The development of visions was already part of the first funding phase of the Reallabor. A transdisciplinary vision workshop (Zine F) developed and modelled various possible future scenarios. The next step was to develop concrete

transformation pathways as a further tactical procedure during the second funding phase of the Reallabor. The team worked out what resources and strategic-tactical considerations were needed in order to lay a path toward the future vision. This pathway contains concrete activities, ideas, and measures that are necessary to realise the vision.

2.1.5 ANCHORING AND IMPLEMENTING THE FORMATS

Another workshop used the method of backcasting as a preparation for the process development. The starting point is to ask what will need to have been achieved by a certain point in the future to realise a specific vision. The team then asks retrospective questions from the future perspective: What would have to be achieved in 2025 for a vision to be realised in 2030? However, the visions and paths are not to be understood as concrete plans, but rather as a framework for action on short-, medium- and long-term goals and ideas.

The results of the backcasting show important challenges and associated fields of action and starting requirements.

Decisive action is needed to integrate the tactical orientations developed back into the process and to anchor them, ultimately making them permanent. This operative part of the process consists of concrete transformation actions. The Reallabor employed various formats in the context of such actions: courses, key qualification workshops at the university, and various Realexperimente within the urban space. In the second funding phase, these were, for example, the Stadtrejal, How Do You Roll?, and the Stuttgarter Luftbahn. More on these can be found in Zine C.

The purpose of the experiments was to generate ideas and to execute them, to form new networks and support existing ones, and also to enable spin-off activities and processes. The Reallabor used the arena and the transformation team as a platform for networking activities. Within the university, the courses spawned several actions and measures, which in turn affected civil society and inspired new courses, which became consolidated via renewed cooperation with civil society actors.

3. REQUIREMENTS FOR ACTION

The Reallabor and its partners identified various challenges and divided them into groups of needs for action, with case- and context-specific measures used to address them. The measures and approaches are thus part of the transformation pathways, which are composed of requirements for action, which in turn arise from fields of action.

As a practical approach, it is first important to be clear about:

- **what** prerequisites and changes are needed.
- what the objective should be.
- what the basic or strategic orientation of the city and, more specifically, of the measures should be.

Only once these questions are answered can you ask **how** to specifically design the implementation, and choose the tactical approaches needed to execute the necessary measures.

Finally, an operational *plan* is needed to apply the objectives with the relevant actors. So, **who** is involved and who takes on which tasks and responsibilities?

This procedure reflects the transformation pathways of the transformation management approach. The transformation pathways create a bridge, consisting of measures to be implemented at certain points, between the vision and the present.

In order to show the need for action, more concrete action requirements with possible with possible measures and starting points. Through best practice examples and ideas and their discussion, the aim is to achieve a larger scale as an interim solution, which should ultimately be integrated and preserved in a larger context.

In the process, different levels of permanence and the associated requirements for action and measures can be differentiated according to their complexity. In a first step, the team identified the fields of action of **communication, organisational structure, procedures, processes and guidelines, cooperation and continuity** and divided these into individual requirements for action contained within each:

3.1 COMMUNICATION

Relevant in communication, both internal and external, are approaches incorporating *communication design (communication strategy, pamphlet), regularity of communication (jour fixe) and digital support by means of a communication assistant.*

Efficient administrative structures, including efficient communications structures, are helpful in taking on the time-intensive demands that accompany innovative processes and projects. It helps to establish a clear communication strategy, to utilise staff capabilities and clear thematic allocations, and to avoid additional burdens by making use of existing dynamics, while clearly communicating externally with the civil society and business actors involved. Such external communication serves to increase transparency and as a type of quality control. This helps residents to identify with the city administration and the (political) decisions of the organisations involved. By laying this foundation early on, the ground is prepared for more and more public attention as the project progresses, allowing the public to both understand the project and to feel/become involved and invested in it.

ACTION REQUIREMENT: JOUR FIXE

Fixed, regular meetings greatly improve internal communication and provide a space to develop and implement a broader communications strategy for the course of the project. The meetings and core participants (from administration and transformation arena) represent a first instance around which further communications processes develop. Over the course of the project, the meeting frequencies may vary, with relevant external partners (from civil society, business etc.) invited when appropriate.

ACTION REQUIREMENT: VIRTUAL COMMUNICATION ASSISTANT

The communications strategy should include, as mentioned above, external communications. A virtual assistant is a type interactive FAQ installed on the website of the administration or other partners. It helps residents and administration staff by streamlining communications and structuring the online sphere more efficiently.

ACTION REQUIREMENT: COMMUNICATIONS STRATEGY AS FLYER OF PAMPHLET

Clear, effective, and concise communication requires an agreed *communication strategy* that, similar to the transformation agenda, links the goal vision back to involved/impacted target groups over the course of the project. A flyer or pamphlet can help bring all actors onto the same page in terms of information on goals, ideas, and processes, thus creating more transparency and facilitating cooperation and collaboration. By including external partners via existing channels, platforms, and processes,

the communicative process becomes one of continuous reflection and refinement, thus increasing quality standards and serving as a basis for scientific argumentation, including in relation to political actors.

3.2 ORGANISATIONAL STRUCTURE (CAPACITIES, RESPONSIBILITIES)

At the organisational level, there is a need for action in the areas of *personnel capacities and allocation of responsibilities*. Clearly defining where responsibility for specific processes and decisions lies, including within the public administration, and identifying *contact persons* is key to enabling interdisciplinary and inter-organisational cooperation. The Reallabor found that, within the current constellation of actors, the Ordnungsamt (Office of Public Order) plays a key role as a first point of contact for many projects within the city. This makes it a natural choice for locating a clearly defined contact person and coordinating role with the responsibility of organising, implementing, and ensuring the cohesion of all involved in transition management. By clearly defining the roles and responsibilities of the different actors and structures, the actors can make more efficient use of their capacities and streamline the processes.

Action Requirement: Defining and Utilising Fixed Contact Persons and Representatives

Fixed representatives and responsibilities help to bundle and better distribute competencies. For example, each urban district could have one person responsible for addressing requests and overseeing projects in that district, with the potential to delegate tasks as needed. This increases transparency and makes it easier for project initiators to know who to turn to with their questions and proposals. By knowing their terrain (in this case, their urban district), this person can reliably and realistically assess the feasibility and desirability of certain proposals for their district. This direct and local point of contact thus minimises uncertainties and expedites the exchange of information among all relevant actors.

ACTION REQUIREMENT: UTILISING AN INNOVATION TEAM, CREATING A POSITION WITHIN THE OFFICE OF PUBLIC ORDER

The city can take this on practically by naming and utilising an *innovation team*, with at least one new, full-time position created to lead the team and act as the point of contact as described above. Located within the Office of Public Order, this team serves to mediate between the proposed network and the public administration while also channelling external ideas and proposals into the administration. The team members and

leader should know the structures and processes of the public administration very well to be able to skilfully bring in new ideas, argue for them where necessary, and to identify opportunities to optimise administrative processes. The team should possess the flexibility and innovative thinking needed to assess external ideas and proposals not only for their feasibility, but also to see how different proposals might be combined to achieve even better results. Knowledge of legal and business structures would also be helpful in identifying opportunities for, limits upon, and latitude for innovation. Such skills and knowledge allow them to become active not only as coordinators, but also as effective contributors to planning and implementation discussions. This strategic, substantive competency also relieves pressure on staff within the public administration while ensuring resources are not squandered on unrealistic projects or unsuitable partners. This increases trust in the person and team as a competent point of contact for all sides.

ACTION REQUIREMENT: ESTABLISHING A NEW OFFICE OR LIVING LAB

Further developing the previously described team and position into a permanent “living lab” or “office for innovation in the urban space” could help to cement openness to innovation and projects from civil society and business actors within the structures of the public administration. The members of such a lab or office should cover different thematic areas from as broad a spectrum of fields as possible to allow for a correspondingly broad range of projects within the city. This can help transform the city into a testing grounds for collaborative pilot projects, providing external partners the opportunity to test their ideas in a real space, while making the city administration a driver of innovation, thus generating synergy gains and expanding partner networks. A pilot project or interim phase can also help to solidify certain structures within the administration, allowing it to act with agility in addressing new challenges.

3.3 PROCESSES AND GUIDELINES

Establishing clear and consistent processes both clarifies goals and focuses and expedites the definition of substantive and organisational guidelines. Informal structures and channels between agencies should also play a role in identifying and consolidating redundant processes and assigning clearly-defined responsibilities. Analysing informal processes brings the added benefit of providing insights for changes to organisational structures that reduce workloads and more efficiently utilise certain channels.

ACTION REQUIREMENT: ESTABLISHING A SET OF RULES

Centralising these processes, clearly dividing them up, and distinguishing them from each other is an important step towards uniform and effective process and ultimately project management. Binding rules and fixed guidelines are ideal for this purpose. They should include, in addition to legal frameworks, regulations on permitting, processes, and financing questions as well as other challenges to cooperation between different actors. It is vital to establish a fixed framework of rules and requirements, for example in the form of a cooperation agreement, for collaboration between the public administration and different types of partners, such as civil society and business actors. These standardised rules and procedures promote effective collaboration and minimise uncertainties, leading to fewer delays and legal/organisational discussions and thus accelerating the substantive work at the heart of the collaborative project.

3.4 COLLABORATIONS AND CONTINUITY (PROJECT LEVEL, PROCESS LEVEL)

Projects should also always be linked with existing or past projects. On the process level, this means linking with processes and structures that have arisen over the course of the project, while developing them further. On the project level, it means that new projects are continually needed to maintain public awareness and presence within the urban space. This clearly illustrates the importance of the topic to the city and city administration while demonstrating interest and openness to innovation, new processes, and new forms of participation to the public. This increases both satisfaction and quality of life for the people of the city.

Essential are suitable and reliable financing and concepts for ensuring these in the long term, thus making them permanent fixtures of both city budgets and administrative structures.

ACTION REQUIREMENT: PUBLIC PRIVATE PARTNERSHIPS

Integrating further partners is a good way of helping to achieve these aims. Doing so both grows and strengthens the structure of the network that we have also recommended. Ideally, this leads to a type of collaboration that is quick, cost effective, and rewarded for both sides involved. For example, collaborations with businesses can take place via a public private partnership, potentially in the form of a GmbH (limited liability company). As a legal person, a GmbH has its own legal personality that makes it possible for it to act quickly and flexibly via its managing director, while maintaining influence for the city as a proprietor in the company and allowing the municipality a high degree of control. Partial privatizations, contracting via public-law

contracts, or other public-private collaborations, e.g., in the form of leasing or operating models may also be appropriate. The right choice in this regard depends on the specifics of each project and goal.

ACTION REQUIREMENT: CREATING A NETWORK PLATFORM

A possibility of combining these requirements and an opportunity for network promotion can also be found in the transformation arena and *network* of the Reallabor that has emerged from the transformation team. It offers a foundation that can be continued by transferring existing contacts and then expanded and adapted to maintain communications and ultimately cooperation even without the transformation team, and to promote further cooperation.

One measure useful for forming and expanding networks effectively and efficiently can be found in the operation of a *network platform*. A network platform brings together project and cooperation partners in pursuit of a goal. This can take the form of an online platform for interested municipalities, businesses, civil society groups, other interested actors and even individuals to express their interest, submit project ideas, or seek project partners. The operator of the platform can either directly network the actors, or algorithms can do the work, leading to bilateral exchange and networking. Such a platform offers the opportunity for exchange, networking, and information sharing while showing the supply and demand in various fields of project and collaborative work between a variety of actors. This type of platform supports both the individual projects and the participating actors, generating synergy effects to the benefit of all.

RECOMMENDATIONS FOR ACTION

This zine has shown ideas for action and orientation in designing organisational structures and measures. It is intended to be a reference and inspiration for adapting solutions according to needs. In critical reflection, this zine increasingly used the city administration of Stuttgart and its possibilities of influence and development in the continuation of the experiments initiated in the past years as its point of reference. In summary, however, it should be noted that these measures must always be embedded within the context of the cross-actor network of the Reallabor. The different actors from civil society, research, and business must be an integral part of an ongoing discourse on the transformation of mobility culture. These can be supported, but not replaced, by organisational/structural and communicative measures undertaken by the city administration. The aim of the proposed transformation pathways is therefore a

stronger institutionalisation of such cooperation in order to enable the municipality to integrate it more easily into its basic structure. Grading the measures by different levels of complexity makes it possible to estimate the staffing and financial capacities needed. These are then transferred into an orderly roadmap to support the administration in the institutionalisation process.

In the course of the Reallabor research project, it became clear which spatial transformation effects can arise from a progressive approach and openness on the part of the city administration towards civil society initiatives. Individual initiatives, such as those at Österreichischer Platz and Schützenplatz, have already succeeded in making such infrastructure permanent.

The city administration can continue to draw on this potential if the structural framework for an ongoing exchange and discourse on sustainable mobility culture in Stuttgart is in place. With a transparent process design, consistent communication, and adequate personnel capacities for dealing with the ideas potential of the network, the city administration moves closer to the core of the transformation, towards becoming an active enabler and moderator of change, not only its purely executive body.

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