

Change Management

Reference Material for COMPETENCE



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Change Management

Abstract

The document gives insight in drivers and triggers for change in public services and agencies in general and in the field of transport and energy in particular with the view to combat environmental threats and crises. Public services and parent agencies are perceived as a system in need for an ever-evolving process of change. Energy and transport managers are to become managers of change in order to perform effectively. The individual agent must accordingly have sound knowledge and skills to act as a manager of change. Therefore he or she should gain insight in the drivers that drive change and master the triggers for change. The method of the quick scan for change is an initiation in assessing readiness for change in a specific environment.

Two reference cases of management of change are presented; one in a Western-European public administration environment (Flanders, Belgium) and one in a potential EU Member setting (United Nations Administered Kosovo, the region in South East –Europe that is currently subject to international negotiations to be granted the status of country).

In 1996 the Government of Flanders introduced the mobility covenant as a new instrument to enhance local and urban sustainable mobility policies aiming at combating environmental concerns. By 2005 most of the 309 Flemish municipalities do have sustainable mobility policies in place and are implementing their mobility schemes. The mobility covenant programme is structured as a partnership between the central Flemish Road Administration, the municipalities, the public transport agency and eventually other stakeholders (schools, firms...). Contracting for partnerships in sustainable mobility was a fore running and innovative initiative in the second half of the nineties and by its nature an eminent case of transformational change management. The system became institutionalised in 1999 and will be due to a revision in 2006.

Following democratic elections The Kosovo Ministry of Transport and Communications was established in 2002 -2003 and had to start in a post war setting from scratch. Minister, cabinet nor civil servants did have a background in (good) governance or in public administration. Without sound leadership guidance, standards and assistance the ministry would soon after tend to fall back to a culture of favouritism and inward looking self-contentment. The way forward is leadership for good governance with the perspective of a Status for Kosovo in the short term and European Membership in the long term, guided and monitored through a European Partnership Action Plan. The case gives insight in the sensitive process of cultural and transformational changes from former Yugoslavian socialist regime and a post war situation into a West European styled governance and administration.

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1. Energy and Transport Managers are to become Managers of Change

1.1 Moaning about change is futile

A change is a 'difference, a variation or a substitution of one state for another'.^[1] (Organisational) Change Management involves both generating and directing the needed changes in an organisation and mastering the drivers / dynamics of change by organizing, implementing and supporting the triggers for change.

Moaning about change is as futile as moaning about flowing water in a river. Just as nature or the life cycle of a human being is subject to change, so are man made organisations and so is your position in your organisation. Each organisation has a life cycle. Public services or agencies that are not able to come up with answers to problems that have no past and with solutions to problems that cannot be tackled by remedies of the past are doomed to lose the essence of their existence and hence to fade away in redundancy for which no one cares or is prepared to pay.

In view of the growing threat of climate, environmental change or crises that involves health risk and danger, there is no other option for energy and transport organisations than to gradually adapt innovative missions, strategies and projects in line with fore running leading global policies and practices. Consequently, agents in energy and the related field of sustainable transport are to become masters in management of the ever changing context they are delivering services in.

To perform effectively in their professional field, the manager of change must:

- Gain insight in the drivers that drive change;
- Master the triggers for change;
- Acquire sound knowledge and skills in change management;
- And be capable to manage change processes.

Organisational Change Management can be approached from different strands; each of these strands has its roots in one or more of the following theories and has its own strong believers and firm experts:

1. Economic theory of change: technology leaps, innovation and competition are probably the strongest economic drivers to change the economic patterns in supply and demand and hence to affect public services as well. (Examples: introduction of internet and mobiles; zero emission engines, new market driven technology to combat climate change and dependency on oil, other).
2. Psychological theory of change: resistance to change or embracing change is related to the measure in which a person acts in his pursuit to fulfil primary and secondary needs (safety, health, sexuality, income, comfort, other).

3. Sociological theory of change: influential or powerful groups of people (protesters, lobbyists, scientists, artists, other) are able to incite societal changes with direct impact on politics and economics.
4. Cultural theory of change: values, beliefs, myths of modernity or tradition underpin people's resistance to or embracing of changes.
5. Biology theory of change: in order to help the species to survive; transportation as a subsystem of life on the planet is to transform itself to meet environmental challenges and crises.
6. System theory of change: each system transforms itself necessitated by (looming) crises; if the system does not change, it implodes and will sooner or later automatically be replaced by a new system..
7. Political theory of change: the necessity to combat vital societal or environmental problems such as global warming and/or global poverty creates opportunities for political classes to retain, increase or change political power.
8. Other

In this first chapter the following four components of change management are covered:

1. Psychology of change
2. Drivers to change
3. Triggers for change
4. Quick Scan on readiness for change

1.2 Psychology of change

“We experience changes physically, mentally and emotionally. Usually it is subtle and slow but it can be sudden –disrupting our work, dislocating our relationships or ruining our leisure time. Sometimes we can discern a pattern, sometimes not. Sometimes we can explain it, sometimes not. Changes involves the familiar; sometimes the unknown. Many of us prefer what is familiar. Rather than seek change, we continue to live with our old familiar feelings (patterns and routines).

Managers, who can learn to embrace the unknown, and to relish uncertainty, will thrive in organisations where these attributes are in short supply. Generally people prefer advance warnings of change. They prefer to be given reasons, preferably in person. This is not true for everybody. It is dangerous to assume that people who do not want to be involved in the process of planning change will not resist to it. They may volunteer to be involved in order to better placed to resist to change (or to take advantage of a change process for career development reasons). Managers should welcome the conflict that this will generate. Objections need to be surfaced if they are to be overcome.

Individuals need to be helped to deal with shock and denial. Managers should at least achieve acceptance. Be prepared for anti-climax, hiatus, lead balloons and postnatal depression. You may need to keep your idea alive, until it is ready to live a life of its own”(Tony L/ Doherty and Terry Horne)[1]

The following three figures model reactions to (organisational) change from three different points of views

Figure 1: How do (groups of) people likely react to changes that affect them?

Figure 2: How does an organisation likely react to the process of change that it is facing?(The ‘change house’)

Figure 3: How is an individual likely to react facing with a change that affects him/her?

Adaptability \ External volatility	Low	High
	Low	High
Low	Resistant	Co-operative
High	Fatalistic	Proactive

Figure.1: likely reactions of (groups of) people to change (Tony L/ Doherty and Terry Horne) .[1]

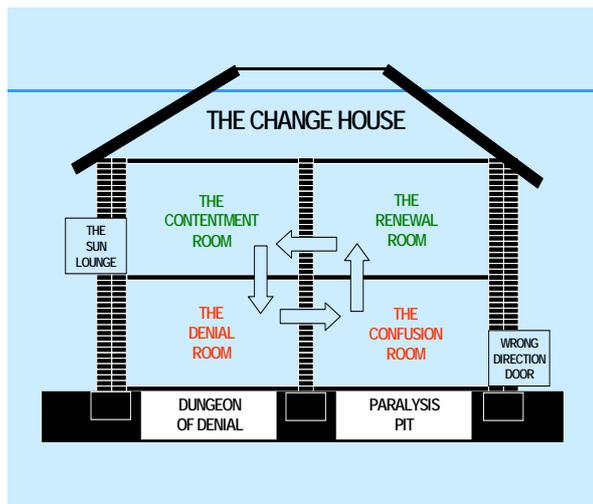


Figure .2: Likely phases in an organisation under change (Nick Fry and Peter Killing) [2]

These drivers are:

1. “Acts of Nature /Acts of God ”: This category covers all impacts of green house gasses on the planet’s environment varying from major environmental crises such as disasters, tsunamis and storms to slow emerging micro climate and biotope changes. It also involves war or emergency situations (Reference to the Kosovo case sub 3) .
2. Personal Fate / Health: The category covers impacts of green house gasses and the transport system on health and safety of an individual or on a group of persons.
3. New technology: all emerging technological innovations that have the potential to contribute to combating global warming and deficiencies of the transport system will ultimately affect policies, resources, projects and ultimately life styles.
4. Economics / Growth-Decline: “Sustainable development and ecology are inseparable and lead to questions about the optimality or sub optimality of alternatives economic solutions. Crises urge managers to consider the possibility of limits to international economic developments of the past and to question the validity of the premises of unrestricted growth and unlimited increases in productivity” [3
5. Resulting from drivers 1, 2, 3 and /or 4 individual and societal values and needs are in a constant process of change and will have profound impact on below secondary drivers 6 to10.
6. Necessity for new leadership (chiefs and bosses): New leadership will be sought and tasked to impose new missions, objectives, strategies and programs; to fasten the processes of transformation of the organisation and, by doing so, will become an increasing threat to groups of persons that are resistant or reluctant to change.
7. Necessity for new laws and regulations that will force public service agents to change the sheer nature of their activities.
8. Necessity for institutional reforms of an existing organisation. The(new) leadership will be tasked to reform of existing organisations either through restructuring or through take-overs or outsourcing of activities.
9. Necessity to reorient investments and services may result in reform of existing budgeting mechanisms. Demands to reset financing priorities will put traditional budgeting under high pressure.
10. Necessity for competing programs: global, national and local organisations will run programs that are competing between each other for projects and budgets. Those organisations that cannot fast enough cope with changes and hence perform below revised standards will be doomed to disappear.

1.4 Triggers for change

This and the following section focuses on the ‘How to manage change?’ It lists a series of non-exhaustive effective triggers to organisational change that are internationally assessed as effective practice in managing processes of change.



These triggers are:

1. Establish a common Sense of Urgency for changing values and needs.
 - Identify and discuss anticipation to potential crises or looming crises, or major opportunities for change on objective and on emotional grounds.
 - Examine market and competitive realities.
 - Formulate the “why to change”.
 - Refer to leading and peer scientific research.
2. Form a Powerful Leadership & Coalition of Partners.
 - Assemble a group with enough and potential power to lead the change effort.
 - Encourage the group to work together as a team.
 - Seek strategic partners outside your organisation.
3. Create a Vision and Strategy.
 - Create a vision to help direct the change effort.
 - Develop strategies for achieving that vision.
 - Define demonstrative actions.
4. Empower staff and stakeholders to act on the Vision.
 - Change systems, structures that seriously undermine the vision.
 - Encourage risk taking and non-traditional ideas, activities and actions.
 - Get rid of obstacles and routines that adverse change.
 - Facilitate new behaviours by the example of the guiding coalition and example.
5. Ensure resources for Short-term Projects and Wins.
 - Ensure budgets and human resources for demonstrative and innovative projects that have proven to be successful in other countries

- Ensure budgets and committed staff to initiate risk projects
 - Hire and promote employees who can implement the vision.(in case you don't find them within your organisation, hire expertise for change from outside)
- 6.Implement Demonstrative Projects and Instruments.
- Plan for publicly visibly improvements.
 - Encourage demonstrative projects.
 - Facilitate and create those improvements and projects.
 - Recognise and reward employees involved in the improvements.
- 7.Evaluate, Consolidate and Institutionalise New Approaches, Produce More Change.
- Use your increased credibility to change policies, structures and routines that don't fit the vision.
 - Reinvigorate the process with new projects, themes and change agents.
 - Articulate the connections between the new behaviours and corporate success.
 - Develop the means to ensure leadership development and succession.
- 8.Lead and communicate the change process.
- Use every vehicle possible to communicate the new vision and strategies. Keeping in mind the responses to change from different groups of people (figure 1) – classified as bystanders, hesitators, defensive resisters and the fatalistic -, it is advisable to use peer group leadership and an appropriate communication style.
- Your bystanders for change are the easiest ones to take along the paths of change since they are the change agents you rely on.
- The most important and demanding group in any change process, however, are the hesitating and the defensive resisters. You can consider the following mixed approach:
- o The cognitive approach: provide objective data to convince the 'rationalists';
 - o The learning approach: provide training and guidance on best and promising practices to convince the 'learning';
 - o The conversational approach: maintain conversational interaction with key players to convince the 'willing';
 - o The "Sticks and Carrots" approach: to convince the 'Reluctant to change'
- The group of the fatalistic for change should not be targeted as they would be a lost of effort (and budget); the coercive approach in order to compel the unwilling is the only way forward.

1.5 Quick scan to assess readiness for change

Building on before drivers and triggers for change, it is recommended to employ a "readiness for change"assessment with the aim to assess:

- The impact of the drivers to change on your organisation;
- Readiness of your organisation to employ triggers for change

Within the framework of the Competence project and for training purposes a light quick scan to assess readiness for change is introduced.

With the quick scan to assess readiness for change a (well selected) panel of self-assessors will make judgements about

- The perceived impact on the organisation of the listed drivers for change as defined in table 5
- The perceived readiness of the organisation to employ the listed triggers for change as defined in table 6

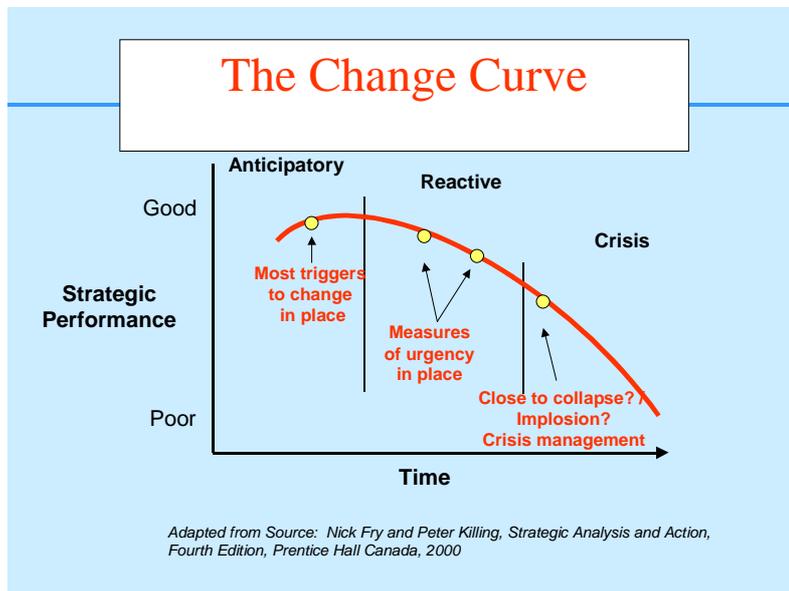
Quick Scan for readiness for change	
- Assess the impact of the drivers for change	
Drivers for Change	Assessment: score 1 to 5
Acts of Nature /God/War	1 / 2 / 3 / 4 / 5
New technology	1 / 2 / 3 / 4 / 5
Personal Fate /Health	1 / 2 / 3 / 4 / 5
Economy (Growth/Decline)	1 / 2 / 3 / 4 / 5
Changing Values and Needs	1 / 2 / 3 / 4 / 5
Readiness for new Leadership	1 / 2 / 3 / 4 / 5
Readiness for new regulations	1 / 2 / 3 / 4 / 5
Readiness for reform	1 / 2 / 3 / 4 / 5
Readiness for competition	1 / 2 / 3 / 4 / 5
Readiness to reform budgets	1 / 2 / 3 / 4 / 5

Assessment Table 5: Perceived Impact of drivers for change on your organisation

Quick Scan for readiness for change	
- Assess the readiness to employ triggers for change -	
Triggers for Change	Assessment: score 1 to 5
Urgency for Changing values	1 / 2 / 3 / 4 / 5
Leadership & Coalition	1 / 2 / 3 / 4 / 5
Create Joint Vision / Strategy	1 / 2 / 3 / 4 / 5
Empower staff /stakeholders	1 / 2 / 3 / 4 / 5
Ensure resources for projects	1 / 2 / 3 / 4 / 5
Demo projects & instruments	1 / 2 / 3 / 4 / 5
Consolidate, Institutionalise	1 / 2 / 3 / 4 / 5
Readiness to lead change	1 / 2 / 3 / 4 / 5
Readiness to communicate change	1 / 2 / 3 / 4 / 5
Other	1 / 2 / 3 / 4 / 5

Assessment Table 6: Perceived Readiness to employ triggers for change in your organisation

By giving narrative assessments and factual scores, the members of the self – assessment panel verify and confront their arguments and are asked to seek a common position. In a next step the panel gives an overall and joint judgement by positioning one’s organisation on below “Change Curve”



To improve the accuracy and reliability of the assessment procedure it is advisable to invite to the self - assessment team one or more external assessors, trained in transformational change techniques, to team up with the internal assessors in order to add external perspective and critical judgement.

2. The Mobility Covenant in Flanders, Belgium (1996 – present)

2.1 Drivers for a sustainable mobility policy

New leadership

In 1996 the new Minister of Public Works, Transport and Land Use Planning of the Government of Flanders (Belgium) was seeking a fresh start and took the challenge to embark upon a new framework for a sustainable mobility policy on all institutional levels. This new policy, based on the instrument of the mobility covenant, aimed at improved traffic safety, enhanced urban liveability, selective accessibility and remediation of environmental concerns. It intended to modify mode choice behaviour in favour of sustainable means of transport, such as public transport, collective transport, walking and the use of the bicycle.



Changing values and needs urge for institutional reform

The covenant instrument was a strategic answer to the problem posed by the highly fragmented and traditional road engineering planning routines of the roads administrations both regionally and locally in Flanders that resulted in a severe level of road accidents and congestion, in urban sprawl and a decline in usage of the alternative travel modes. As a sustainable transport policy had to be multi-modal and inter-modal, its processes inevitably had to become multi-sectoral and multi-actor as well. The techno-centric and non-integrated approaches of the past were to be overruled by revised objectives and innovative programs that had also to include municipalities. Co-production of policies and involvement of a wide range of new stakeholders - even conflict resolution - became the standard from 1997 on.

Signing the covenant committed all the partners to acting on the basis of achieving standards for sustainable mobility. If the new vision was to become the common field of play, a consultative but firm leadership was needed. The new minister and his new staff and consultants embarked in 1996 on this process for change that only became institutionalised after many years of intensive efforts. "Mobility policy" became the official wording to complement the traditional wording "traffic or transport". By doing so, a sustainable mobility program and its agents and agencies was born.

2.2 Effective triggers to implement the new policy

New regulation and procedure: the mobility covenant

A covenant is an (voluntary) agreement between the Road Administration, the municipalities and the Public Transport Agency in order to jointly develop a sustainable mobility policy. The mobility covenant consists of a mother covenant and separate modules.

The mother covenant is the overall declaration of intention between the signatories. By signing the agreement the partners agreed to act in line with the objectives and in order to enforce the agreement, the municipality committed itself to draw up a local mobility scheme co-financed by the central administration. A local Commission is to supervise the implementation of the mobility scheme and counsels the preparation of covenant-linked project modules (see below). A Provincial Audit Commission is tasked to bind the local mobility schemes within the larger picture and to monitor compliance of local efforts within the overall objectives.

Ensured resources for demonstrative projects and instruments

The covenant has a modular structure. A municipality, which has signed a mother covenant, can (depending on the needs) conclude modules, co-financed by the central administration, without restriction in numbers.

The modules total 19: one of them covers the conditions for co – financing a local mobility plan; the other 18 modules are project modules each of which covers a specific set of activities.

Below some of the innovative modules of the mobility covenant are listed:

- Module on (financial) support for drafting the local mobility plan;
- Module on restructuring through roads in cities and towns;
- Module on information about public transport;
- Module on (separate) bus and / or tram lanes;
- Module on increase of public transport supply & facilities;
- Module on safe school surroundings and school transport;
- Modules on bicycle routes & networks;
- Module on supporting measures such as green travel plans and parking space guidance;
- Module on safety measures on crossroads and trajectories outside build up areas;
- Module on strategic mobility planning for regional or main roads.

Continued committed leadership and coalition of partners

The Flemish Minister remained personally committed to the programme from initial development through the various phases of its implementation. He structured a partnership between the Flemish road administrations, the municipalities and the public transport agency (De LIJN) under the umbrella of a mobility covenant taskforce lead by the administration. Moreover, the covenant also provided a blueprint to including new partnerships with the Belgian Railways (NMBS), and with semi public and private sectors.

Communication and empowerment of staff drive the change process

A guidance structure for all actors involved was set up. This guidance covered a range of start-up high-level information sessions, a manual with guidance on procedures and with best practices cases (currently turned in to a website), training and information sessions for various target groups and a monthly newsletter. Gradually new additional staff ("mobility managers") was recruited to coach the implementation of the program. Finally a monitoring structure to ensure compliance of the activities with the overall goals as well as a quality improvement project to support the processes in ten volunteering cities and towns was introduced.

Evaluate the progress / impact of the policy and program.

A steady growth of support amongst all stakeholders was witnessed. Already in 2001 results from a survey amongst municipalities, central and provincial administration civil servants and external experts were positive. The new instrument was relatively unanimously seen as an added value with respect to the earlier policies. There was a large degree of agreement between the opinions of the different stakeholders regarding the new approach. In general the municipalities felt comfortable with the structured and integrated approach but were fearful for additional bureaucratic paperwork. They appealed for a simplification of procedures and requested additional resources for recruitment of sufficient and competent staff.

In 2003 66% of the 309 municipalities had a mobility plan approved; in 2005 the number mounted to 303 (98%). In a period of 9 years some 1123 modules were concluded. The infrastructure covenant bound modules represented in 2005 40% of the budget of the Flemish Administration while most of the public transport modules were co-financed under the separate budget of the Public Transport Agency. Results became very visible in most municipalities. From 2003 on impact analyses (which are out of the scope of this paper) were commissioned

Consolidate and institutionalise the new approach and produce more change.

It was not until April 2001 that the Flemish Government endorsed a decree to secure and institutionalize the successful program. The new policy, its reforms and its partnerships triggered a resurrection of the public transport system, a new culture for cycling and walking and the implementation of all sorts of mobility management

schemes on all institutional levels. Moreover, the covenant program paved the way for an enhanced traffic safety and public transport policy that became prominent on the political agenda in the period 2000 – 20005. Although the continuation of the covenant system is ensured, it is, however, unfortunate, that the integrated approach stands under severe pressure due to the fact that the new Flemish Government in 2003 decided to split the responsibilities of the former Minister of Mobility and Public Works under two ministers.

2.3 Two cases: the cities of Hasselt and Gent

There are many successful cases in Flemish cities and towns. Below the two cases of Hasselt and Gent are highlighted.

Hasselt

The incoming new political coalition of Hasselt proclaimed in the mid nineties its manifesto “Hasselt for the people” with the following sustainable three-track transport policy

Track 1: The larger transport policy.

It covered the planning framework for sustainable mobility such as the overall mobility plan, a cycle and parking plan, a road restructuring program including a Green Boulevard scheme, a revitalisation scheme for railway station surroundings, public transport enhancement (included the famous and popular ‘city busses for free’ programme), etc.

Track 2: *The smaller transport policy.*

These are quick fixes for residents’ problems such as a parking, traffic calming, improved crossings, marked gateways to the city, residential areas with speed restrictions, 30 km/h zone, cycle network improvements, guarded and free bike parking, etc.

Track 3: *The ‘Together towards another mobility culture’ or the SAM campaign.*

The campaign was designed as a multi action mobility management campaign to support the overall mobility policy with a package of 20 specific actions. The very nature of these actions aimed at visibility on the streets and encouragement of residents to participate.

Above three tracks are seen as equally important and are covered under the formal umbrella of the mobility covenant

The SAM-campaign action(s) were meant to:

- Fit into the city’s long-term policy of sustainable development;
- Avoid the dangers of a once-only event,
- Be a chain of targeted small-scale actions;

- Prioritise the active involvement of target groups (based on ‘good citizenship’),
- Be visible in the city,
- Be spread over time,
- Coordinate actions and services in synergy and across all municipal departments,
- Benefit from ongoing media coverage.

In 2002 some twenty initiatives were covered under the SAM campaign.

- Eight partner actions targeting ‘Residents’;
- Four partner actions targeting ‘Schools’;
- Five partner actions targeting ‘City staff and services’;
- Three partner actions targeting ‘Companies’;
- One partner actions targeting ‘Tourists’.

Gent

Whereas former attempts to pedestrianise the inner city failed, in 1997 the City Council finally succeeded to introduce the new ‘Mobility Plan for the Inner city’. The main features of the plan were:

- No through - traffic in the city centre of Ghent. Part of the city centre was pedestrianised - an area of some 35 hectares/86 acres and as such the largest car-free centre in Belgium ;
- Priority for pedestrians, cyclists and public transport;
- Traffic calming: apart of the pedestrian area, a speed limit of 30 km/h. has been established between the pedestrian area and the parking route;
- Re-designing streets and squares with the aim to make the city centre more attractive to residents and visitors.

The decision process anticipating the new traffic policy was characterised by firm standpoints of the City Council and the counsellor of transport in particular. The City heavily leaned on political commitment and on communication and campaign techniques to get the support of the public in general and of the retail sector in particular. Also two referenda were organised: one on the role of public transport and one on a new underground parking (which was rejected).

Once the Council had taken the decision, a campaign was commissioned to facilitate the implementation. The campaign covered amongst other the following materials and actions:

- Brochure and full colour map with the new circulation scheme, including P routes;
- Website;

- Targeted and specific information initiatives in various local media and at crossroads,
- A campaign to promote Gent as city for shopping;
- The Mobility Guide, an informative and handsome booklet for every resident;
- Public transport promotion: map, leaflets, special “public transport for free” actions for children under the age of 15, free new years eve busses, and free night busses.
- Cycling promotion: cycle network map, cycle theft prevention, ‘Gent cycles’- leaflet, ‘the cycling student’- leaflet, other;
- Leaflets about the new pedestrian zone;
- Creative participation in the Car free Day initiative.

The mobility plan also included a series of mobility management like initiatives, with the aim to increase awareness about travel behaviour and sustainable modes.

Initiatives on cycling:

- Events for cyclists such as an evening bicycle tour, breakfast for cyclists, a second hand bicycle market
- Bicycle guard to prevent theft of vehicles and to avoid hindrance and obstruction of cycles on pavement
- In order to prevent theft, bicycles are ‘engraved’ with a personal number that is unique for every individual.

Initiatives on Public transport:

- Gent introduced for a number of years a free ‘shopping bus’ that linked an outside P&R area with the city centre.
- First Saturday of each month buses were also for free, as well as buses on special days.
- Travel for free for youngsters

Initiatives for the city’s personnel:

- A bicycle bonus of 0,15 Euro/km. with a maximum of 10 km. a day;
- The same amount is given to employees who walk to their job;
- Good bicycle facilities at the work places (e.g. underground storage facility with electronic access in the main administrative building);
- City bike for commuting (company bike);
- City bike or ‘business’ journeys;

Initiatives in partnership:

- A non-profit association to let bicycles to students;
- Green travel plan for schools.

← **Formatiert:** Nummerierung und Aufzählungszeichen

3. KOSOVO: Post - war recovery, self – government and European vocation



Imagine yourself in a place where

- *the economy has been wrecked by war*
- *there is an unemployment rate of 50% even though many people have gone to other countries to earn money to send home and the country is still marred by ethnic schisms*
- *much of the transport infrastructure is in poor condition, buses and minibuses are running frequently and almost all vehicles are second and third hand and heavily polluting*
- *there still is a culture for walking, however, not for cycling*
- *a government called “provisional institutions for self government” was elected in 2002*
- *none of the politicians has sound experience of western style politics*
- *very few of the civil servants have any experience of administration*
- *the technical staff have no transport planning experience – nobody has even heard of Multi Modal Transport Planning or Mobility Management. Nevertheless bus use and walking is relatively high but likely to decrease with a ‘car culture’ in the mind of decision takers*
- *government and its works are overseen by a United Nations staff who have never administered an entire country before.*
- *and in any case legally it is not yet a country but a province of another, politically antagonistic, country (Serbia- Montenegro) although in practice it is a separate country with its own laws, the Euro as currency, and an international police force and army*
- *and, most important of all, such a low and unreliable tax base that the transport budget is unknowable from one year to the next.*

(With thanks to Barry Hutton, British consultant to assist my Ministry in drafting a first Multi Modal transport Policy for Kosovo)

3.1 Drivers for Change: Status for Kosovo and the European Integration Perspective

Under Resolution 1244, the United Nations established in Kosovo (inhabitants 2.4 million) after the 1999 war an interim international civilian administration. Its aim is to develop a meaningful self-government in Kosovo pending the settlement that will result from international negotiations about the Status of Kosovo expected in late 2006. Under UN leadership, there has been ever since 2003 a noticeable improvement of cooperation between United Nations Mission (UNMIK) in Kosovo and the elected provisional institutions to the process towards compliance with standards suchlike functioning of democratic institutions, rule of law, freedom of movement, sustainable returns and right of communities, economy and other. Furthermore, the European Union has continued to support UNMIK restructuring efforts in the direction of increasing the responsibilities, capacities and accountability of the provisional institutions of self-government so that they take full ownership of the situation on the ground.

Kosovo's administrative capacity, however, remains weak, inefficient and subject to political interference. One of the major cross cutting issues to be tackled in Kosovo is the strengthening of public administration. Basic public services provision needs to be reinforced across all sectors and line ministries, including the Ministry of Transport and Communications, which became operational early in 2003.

Kosovo's progress towards European standards is slow, and a lot remains to be done. Kosovo must upgrade its institutional management capacity and administrative and judicial systems in order to make further progress towards meeting European standards. At the general level, this requires a well-functioning and stable public administration built on an efficient and impartial civil service, along with an independent and efficient judicial system.

The purpose of the European Partnership is to assist and guide the authorities by identifying the short and medium-term priorities that Kosovo needs to address to make further progress towards its European vocation. This European Partnership forms the basis for programming assistance from EU funds to Kosovo. The priorities have been selected on the basis of a realistic expectancy that the country can complete them or take them substantially forward over the next few years.

The **drivers** for change in the Kosovo case are:

- **Sense of urgency:** Post war recovery. and economic development.
- **Vision and strategy on short-term:** A Status for Kosovo independent from Serbia -Montenegro.
- **Coalition of Partners, leadership and empowerment:** Transfer of International Interim Leadership (UN) to leadership under the empowered and monitored Kosovo Democratic Institutions
- **Strategy:** Democratic, stable, reliable and efficient self governance on the one hand and economic development through privatization and a stable economic

climate for private investments and normal market relationships on the other hand;

- **Coalition of Partners and vision on long-term:** Kosovo's European Membership vocation and its alliance with the US.

Provided a stable political climate, it is commonly expected that the Status issue, awarding Kosovo a (conditioned) independence, will create momentum for Kosovo's further development. Failure to achieve a politically defensible Status might lead Kosovo into another crisis.

Primary needs such as jobs, security, freedom of movement, human rights and returns, power supply, infrastructure rehabilitation presently are the dominant drivers for change in Kosovo. Environmental needs rank low and are perceived yet as secondary priorities ("incidental effects of the way forward") by the political class. There are, nevertheless, plenty reasons for health concerns, amongst other pollutants and emissions from the fast growing fleet of second and third hand vehicles and from the obsolete power plant in the vicinity of Pristina. Moreover, the weak regulated urban sprawl is alarming and traffic accidents are dramatically increasing. Environmental policies are being introduced through the European Partnership Action Plan and taken up at a timid pace by the Ministry of Transport and the Ministry of Environment and Land Use Planning and other. It is hoped for that the European Commission comes up soon with specific performance standards on environment. Unnecessary to say that, the road map towards compliance with environmental standards remains a long uphill struggle.

In the next section focus is on the triggers for change in institutional governance of the transport sector.

3.2 Triggers for Change: the European Partnership Action Plan for Kosovo

Institution building in compliance with EU standards.

The European perspective of the Western Balkans is also open to Kosovo. The vehicle currently keeping Kosovo firmly anchored in the European Partnership Policy for the Western Balkans is the *Stabilization and Association Process Tracking Mechanism* (STM). This mechanism was set up in November 2002 aiming to assist Kosovo authorities to benefit fully from the core elements of the Stabilization and Association Process, notably, EU assistance, policy advice, monitoring of EU standards and trade concessions. The STM contributes to institution building and administrative reform with the aim to increase the level of understanding within the administration of the principles and aims underlying European policy and practice.

The Ministry of Transport and Communications became operational in 2002–2003, led by Minister and a Permanent – Secretary who manages the administration of five new departments (roads, passenger and freight transport, railways and civil aviation,

vehicles). In the period 2002 –2005, as a matter of urgency, a legal framework was created that comprises a law on Roads, law on Road Transport, law on Transport of Dangerous Goods and law on Road Safety. An urgent road and bridges rehabilitation project with Donor support was concluded in 2005. Basal programs and routines were introduced in the new administration such as tendering procedures for rehabilitation projects and recurrent summer and winter maintenance. Technical vehicle control sites, driving schools and testing sites are licensed. Furthermore, the Ministry licenses inter urban private bus operators. The first bilateral agreements on transport of passengers and goods with neighboring countries are concluded or under preparation. The annual budget of the Ministry mounts to a humble 30 million euro, mostly spend on road projects. Railways and Airport remain under separate Agencies. .

The railways and the airport , publicly owned enterprises, are recently incorporated and transferred from UN Management to Kosovo management. The line Pristina – Skopje is reopened for both goods and passengers early 2006.

Learning to act on priorities

The purpose of the European Partnership for Kosovo is to assist and guide the authorities by identifying short and medium-term priorities. The Kosovo Institutions need to address these priorities and provide the Commission with regular updates on progress in implementing the commonly agreed actions. The priorities are selected on the basis of a realistic expectancy that the country can complete them or take them substantially forward over the next few years.

The **key priorities** (aside from the overarching standards for good governance, freedom of movement, human rights and other) for 2006 and beyond, as set out in the European Partnership Action Plan, target a further institutional development in the Ministry of Transport. These priorities are:

- Prepare, adopt and implement a transport policy framework on transport including the gradual development of a multi modal transport strategy and action plan.
- Start implementing the Memorandum of Understanding (signed between EU and South East Europe countries) on the Core Regional Transport Network for South East Europe.
- Propose an initiative to establish a regional framework for transport safety issues.

Per February 2006 the state of play in the Ministry of Transport as regards afore mentioned priorities is as follows:

- Multi Modal Transport Policy and Plan
 - A first multi modal Transport Policy Paper is endorsed by the Minister
 - The capacity for Transport Planning will be strengthened.
- Rebuilding the Core Regional Transport Network for South East Europe

- The Kosovo Ministry of Transport and Communication actively participates in the Steering Committee, the National Coordinators meetings for South East Europe and in the Annual Ministerial Meeting of this EU supported program.
- A first Multi Annual Transport Development Plan for South –East Europe is drafted
- A framework for transport safety issues.

As road safety is a growing concern, a multi agency Platform on Road Safety was installed in 2004 but progress hampered. This Platform is to become the first Kosovo Road Safety Council in 2006 - 2007.

Resources and assistance to implementing priority projects and instruments

Kosovo public finance is currently very limited. This inevitably requires high selectivity in identifying road and transport infrastructure improvements and requires sustained EU and donor support. The European Partnership forms the basis for programming assistance from EU funds and assistance through Donors such as the World Bank.

Hereafter is a list of capacity building projects to the Ministry of Transport and Communication in the period 2003 – 2006:

- Assistance through EU Funds and Programs
 - Assignment of international staff to the Ministry
 - Various projects on strengthening the Departments
 - Project on Multi Modal Transport Planning
 - Project on Road safety Improvement
 - Assistance through TAIEX, the Commission’s instrument that provides potential EU candidates the opportunity for seminars, short term experts and working visits to Member States
 - Assistance through bilateral agreements with EU member states
- Assistance through World Bank
 - Road Safety Improvement Projects
 - Improving the financial sustainability of the road transport sector
 - Project to strengthen the existing Road Information Database
 - Project to strengthen the capacity in the City Transport Department of Pristina Municipality
 - Purchase of essential equipment and software

Evaluate, consolidate, institutionalise standards and produce more progress

In return, the *Stabilisation and Association Process Tracking Mechanism* (STM) is the mechanism that monitors, on a regular basis, progress of the Kosovo Institutions. The actions in the European Partnership Action Plan are regularly updated. The role of the European Pillar assigned adviser to the Ministry is to facilitate provided assistance and to assist in the process to evaluate, consolidate and institutionalize standards and to produce more progress.

In summary

The triggers for change in the Kosovo Ministry of Transport are:

- Initiating a policy: for Multi Modal Transport Policy and Planning and enhance Transport Planning capacity;
- Learning to set priorities (guided through the European Partnership Action Plan);
- Capacity Building to meet Standards and to empower the Administration;
- Active participation in the rebuilding of a Core Regional Transport Network for South East Europe;
- Implementing best practice reference projects;
- Monitoring activities on progress towards the European Partnership Action Plan.

4. Literature and Websites

The following literature and websites have been used to set up this written materials. Here you can find further information, project results and good / best practice case studies. Please note that websites may be closed after a certain period.

[1] 'Managing Public Services', Tony L. Doherty and Terry Horne, Routledge 2002

[2] 'Strategic Analysis and Action', Nick Fry and Peter Killing, ,Fourth Edition, Prentice Hall Canada, 2000

[3] 'The Enduring challenges in public management – Surviving and excelling in a changing world', A. Halachmi, G. Bouckaert, Jossey – Bass Publishers, San Francisco, 1995

Websites

Website on Change Management

- <http://www.eipa.nl>

Website on campaigns for sustainable mobility

- <http://www.eu-tapestry.org/>

Website on Mobility Covenant Program, Flanders

- <http://www.mobielvlaanderen.be/convenants> (website in Dutch)

Website on Kosovo

- <http://www.euinkosovo.org>
- <http://www.unmikonline.org>

5. Mobility Management and Travel Awareness / South East Europe Core Transport Network The consortia of the projects

5.1 TAPESTRY

Consortium TAPESTRY:	
Transport and Travel Research Ltd and Transport Studies Group, University of Westminster	UK
Hampshire County Council	UK
Langzaam Verkeer	BE
Hertfordshire County Council	UK
Committee for Environment and Mobility	BE
Consultories EM transportes Inovacao e Sistemas SA	POR
Aristotle University of Thessaloniki.	GR
Agenzia per i Trasporti Autoferrotranviari Del Comune Di Roma	IT
Asstra-Associazione Trasporti	IT
Citta di Torino	IT
Forschungsgesellschaft Mobilität - Austrian Mobility Research	AU
Ayuntamiento de Vitoria-Gasteiz	SP
CH2MHILL	SP
Uniunea Romana De Transport Public	RO
Gestionnaires Sans Frontieres.	RO
Regia Autonoma De Transport in Comun Constanta	RO
Interactions Ltd	IR
District de l'Agglomération Nantaise	FR
Société D'Économie Mixte Des Transports De L'Agglomération Nantaise	FR
Centre D'Études sur les Réseaux, Les Transports L'Urbanisme et Les Constructions Publiques	FR
Uniunea Romana De Transport Public	RO
Gestionnaires Sans Frontieres.	RO
Regia Autonoma De Transport in Comun Constanta	RO
Interactions Ltd	IR
T.E.Marknadskommunikation A.B.	SW
Gävle City, The Technical Office	SW
Socialdata Institut für Verkehrs- und Infrastrukturforschung GmbH	DE

5.2

Memorandum on the Implementation of the Core Regional Transport Network for South East Europe	
European Commission – DGTREN - Unit Trans European Transport Network	
Albania	
Bosnia - Herzegovina	
Croatia	
FYRMacedonia	
Serbia	
Montenegro	
UNMIK /Kosovo	