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Dr Ann-Marie Nienaber				
Responsible Co-Author(s):				
Sebastian Spundflasch				
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Managing organisational change in local authorities. A Managers' Manual

Professor Ann-Marie Nienaber Sebastian Spundflasch

This manager's manual to successful organisational change in local authorities was produced from findings of Workpackage 6 in the H2020 CIVITAS SUITS project, undertaken by Professor Ann-Marie Nienaber (Coventry University, United Kingdom) and Sebastian Spundflasch (Ilmenau University, Germany). Supporting Urban Integrated Transport Systems (SUITS) is a four-year research and development project, aiming to increasing the capacity of small to medium cities to plan and implement sustainable mobility measures.

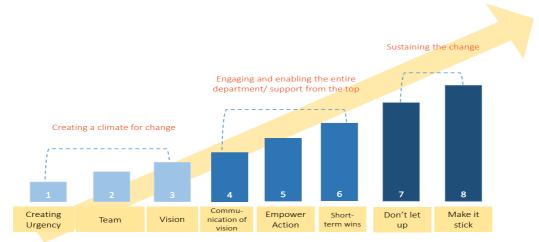


Figure 1. Manager's guide to change in local authorities

Manual Overview

WHAT IS THIS MANUAL DESIGNED TO DO?

The manual presents a key concept for implementing organisational change in local authorities, aiming to build-up and strengthen the capacities of mobility departments and their employees in Sustainable Urban Mobility Planning (SUMP). It provides a step by step guide on how to initiate and implement organisational change processes, as well as best practice examples and activities for self-reflection. Special emphasis is given to the need to maximise the development of trust across a local authority to enhance building and strengthen capacity organisational resilience. We provide checklists and tools you can adapt to your own organisation ('our tool for you'-concept).

WHO IS THE MANUAL FOR?

This manual is primary intended to be used by managers and employees of any local authority undergoing change, and particularly by the departments related to transport, mobility and infrastructure.

The manual can be used separately or in conjunction with the capacity building toolkit developed in the SUITS project https://dare.suits-project.eu/cbtoolbox

WHAT SHOULD I EXPECT TO GET OUT OF IT?

The guide shows the procedure for implementing change processes in the

administrative environment and the experiences gathered from the collaboration with partner cities in the SUITS project. It also shows examples of developing suitable key performance indicators (KPI's) to demonstrate Top evidence. managers encouraged to align these materials to their own particular requirements and needs.

HOW WAS IT DEVELOPED?

The manual has been created through findings from Workpackage 6 in the **CIVITAS** H2020 SUITS project. undertaken by Professor Ann-Marie Nienaber (Coventry University, UK) and Spundflasch Sebastian (Ilmenau University of Technology, Germany). The work included a review of the current literature and case studies in nine local authorities undergoing changes. The cities are Kalamaria (Greece), Valencia (Spain), Alba Iulia (Romania), Rome and Turin (Italy), West Midlands (UK), Palanga (Lithuania) and Stuttgart and Dachau (Germany). The collaboration with the cities included interviews with change agents in the local authorities, 11 interactive workshops with the local authorities' change management, primarily with the departments for mobility, transport and infrastructure, and administering anonymous online surveys to managers and employees in the local authorities to understand the organisation's climate.

The work builds on the team's past research and expertise in the area of trust and organisational change and employee behaviour.



INTRODUCTION TO MANUAL

This section provides an overview of organisational change and trust in local authorities through outlining:

- 1. Key **definitions** relevant to the topics of organisational change and trust in local authorities.
- 2. Key **messages** about the key concepts gained through past research.
- 3. Why change matters for local authorities and how it is different to organisational change in the business field.
- 4. Why trust matters for local authorities during change.

KEY DEFINITIONS

- Organisational Change is not a discrete event but a dynamic and long lasting process, including a variety of little events that alter an organisation's structure, its processes and/or its culture (Kiefer, 2005).
- Trust is a 'willingness to be vulnerable to the actions of another party based on the positive expectations that the other will act beneficially, or at least not inflict harm, irrespective of any monitoring or control mechanism' (Mayer et al., 1995; Rousseau et al., 1998).

When employees are threatened by organisational change their behaviour

may harm a local authority. It is likely to observe counterproductive working behaviour (CWB), which often manifests itself in time wasting or knowledge hiding but may also result in serious insider threat activities (e.g., actively manipulating systems, negatively influencing colleagues or providing confidential information to malicious others).

Implementing organisational change is a challenging undertaking. The investments made are relatively high and change is an ongoing process of reflection, including not just steps forward but requiring also to go back from time to time. Given the fact that success rates for change initiatives in organisations are alarmingly low (Burnes, Hughes & By, 2018; Hay, Parker & Luksyt, 2020), it is most imperative that change management is focused and systematic.

Organisational change can greatly influence capacity building and ensure organisational resilience. To achieve organisational resilience an organisation has to be transformed into a learning organisation.

A **learning organisation** is "an organisation skilled at creating, acquiring, and transferring knowledge, and at modifying its behaviour to reflect new knowledge and insights" (Garvin, 1993 p.3; Nienaber, Spundflasch & Soares, 2019).

Organisational resilience is the ability of an organisation to anticipate, prepare, react and adapt to change, even in a complex and dynamic environment (Nienaber & Rudolph, 2020).

CHANGE MATTERS FOR LOCAL AUTHORITIES

Local authorities' mobility or transport departments are faced with a variety of political and societal challenges in relation to future sustainable mobility planning. On the one hand, the mobility field has undergone significant changes in recent years and is becoming increasingly complex, for example numerous innovative forms of mobility and providers have entered the market (Nikolaeva, Adey, Cresswell, Lee, Nóvoa, and Temenos, 2019). On the other hand, citizens' mobility requirements have changed considerably. favour citizens thinking sustainable and prefer resource efficient travelling.

Accordingly, many local authorities, especially in small to medium cities are facing extremely challenging situations, affecting and disrupting their business model and their institutional logic, which threatens public sector employees in a number of substantive ways. These changes require new organisational structures and processes within the local authority and challenge their employees with new ways of working, including technologies and tools they have not used before. Further, new roles and responsibilities are needed, which may make former routines obsolete and require everybody's flexibility and motivation.



CHANGE IN LOCAL AUTHORITIES IS SPECIAL

Organisational change in local authorities is not more difficult than in private companies, but different. The **unique thing** about the public sector is that change takes place in a fishbowl and the agents of change are neither the biggest nor most aggressive fish in the bowl.

Change is not simply an exercise in convincing the various stakeholders to get on side; it is an exercise in negotiation and compromise. Doing what is "right" in government is a matter of responding to conflicts and negotiating with various interests much more than it is for a corporate executive trying to implement a strategy.

IMPLEMENTING CHANGE NEEDS TRUST



An organisation or its management can initiate change but the а implementation of the change is carried out by the employees (Shah et al., 2016). Employees' commitment to change has been identified as one of the decisive factors to allow for organisational change (Choi, 2011). Most change programs that focus solely on technological and/or technical change, ignoring the importance of social and behavioral aspects, end up by failing (Nienaber & Schewe, 2014).

• Employees' trust in the organisation and their top management is mandatory.

POTENTIAL UNINTENDED CONSEQUENCES OF CHANGE

As outlined, change is a process, built of a variety of different steps and changes related to procedures, structures, roles and responsibilities. Change destroys the perceived stability of an organisation. That means, new technologies, processes or responsibilities have to be accepted and adopted by the employees.

Unintended negative impacts may occur:

- The acceptance of new technologies or behaviours needs time (Nienaber & Schewe, 2014). New routines have to be established. Training is needed and failures may happen in the beginning. This may lead to frustration and reduces employees' motivation.
- Changes are often accompanied by inadequate communication.
 Information may be incomplete, inaccurate or untimely. Thus, misunderstanding and rumours can emerge.
- Changes are often accompanied by leadership changes at a variety of levels. Thus, employees have to identify with their new roles and responsibilities which takes some time and may lead to misunderstandings and new power-balances that have to be found.
- Outcomes of changes may be perceived as unfair; this is particularly likely for those who have lost power and influence.
- Past experiences of employees may decisively influence their willingness to support changes in the local authority. Negative experiences in the past or "too many changes" in the past may reduce their motivation to support mandatory transformations.

ORGANISATIONAL CHANGE AND TRUST

This section provides an overview on organisational change and trust in local authorities through outlining:

- 1. Key **definitions** relevant to trust, low trust and distrust in local authorities.
- 2. Key **messages** about the key concepts gained through past research.
- 3. What positive influences trust has and what negative consequences distrust creates for organisational change.

WHAT IS TRUST?

Trust is a willingness to be vulnerable to the actions of another party based on the positive expectations that the other will act beneficially, or at least not inflict harm, irrespective of any monitoring or control mechanism. (Mayer et al., 1995; Rousseau et al., 1998).

Distrust involves pervasive negative expectations of the motives, intentions

or actions of others. (Bijlsma-Frankema et al., 2015).

Trust is derived from a sense of trustworthiness based on **cognitive** and affective components. (Colquitt et al., 2011); Nienaber et al., 2015a).



Cognitive trust is based on reputation/ track record whereas affective trust can be seen as an emotional investment. It is about care and concern. Due to this cognitive trust drives certainty while affective trust increases resilience and reduces wariness.

WHY IS TRUST IMPORTANT FOR LOCAL AUTHORITIES

Employees trust in an organisation, such as a local authority, leads to different **advantages** compared to those organisations whose employees trust their organisation less (Searle, Sitkin & Nienaber, 2018).

Research shows that organisations with high trust have higher performance levels, as well as higher levels of reputation. The reasons are that positive experiences employees gained with or within the organisation, result in more internal and external recommendations and endorsements.

 Employees working in an organisation that shows high levels of trust

- have usually greater job satisfaction and are more co-operative with each other (Nienaber et al., 2015a).
- are more willing to share knowledge and to provide innovative / creative ideas and to support each other and the organisation (Nienaber et al., 2015a).
- have higher levels of intrinsic motivation and thus, would also go the extra mile to achieve an organisational target (Nienaber et al., 2015a).
- reduces counterproductive working behaviour to a minimum and mistakes or errors are honestly communicated.

In general: Turnover rates of staff are on a low level as people enjoy working with a trusted organisation (Nienaber et al., 2015a).

TRUST PAVES THE WAY FOR SUCCESSFUL CHANGE

Being a trusted organisation is the basis for implementing organisational change successfully in the local authority. The positive effects of trust are needed to keep the employees on track during the long journey of change and to keep them motivated. Also, as failures and errors are very likely when new technologies, processes or structures are implemented, a local authority will benefit a lot from high levels of knowledge sharing. Trust allows a local authority to enhance their capacity and to become a learning organisation, being open towards innovative ideas and solutions, reflecting their own culture and processes and being more resilient, all of

which are mandatory for sustainable urban mobility planning.



WHAT DOES TRUST LOOK LIKE DURING CHANGE?



- Integrity of employees, especially amongst leaders and colleagues doing the right thing matters most (Nienaber et al., 2015).
- Demonstration of capacity, abilities and skills to make alterations.
- Enthusiasm in achieving single steps during the whole change process.
- Open dialogue and constructive communication (also failures and mistakes are openly communicated

- and constructively discussed) (Nienaber et al., 2015).
- Feelings of security and safety (i.e. job security, people relationships)
 (Nienaber et al., 2915b).
- Engagement and Intrinsic Motivation in achieving shared organisational goals and values.
- Empowerment and participation from lower levels of employees.
- High levels of support e.g., volunteering, 'going the extra mile', helping out colleagues.



LITTLE TRUST

In contrast, low trust organisations have lower productivity for a variety of reasons.

- Greater efforts are required around communication, to hinder the 'spin' of negative information.
- Less conduction to efficient working; work is perceived as bureaucratic and stressful, which results in people withdrawing their effort. Such an atmosphere can lead to higher absence levels, which raises the workloads of those who are present.
- Output is depressed due to the higher levels of monitoring required; people care less about these organisations and so they feel more inclined to steal or sabotage.
- Those who remain in low trust organisations disengage psychologically or make plans to physically leave. In this way, a spiral of decline develops.

Organisational change in a low trust context is more challenging to achieve due to low levels of engagement and support by employees.

WHAT DOES DISTRUST LOOK LIKE DURING CHANGE?

- Feelings of frustration, anger, or fear about the change.
- Feelings of vulnerability and dependency loss of control (Nienaber et al., 2015b).
- Broken or breached expectations and promises.
- Doubts about the intentions and motivation of others in the organisation – feeling the need to protect-self etc.

- Concern about lack or low level of skill and ability of others in the organisation – uncertainty and unpredictability.
- Non-cooperative employees everyone looks after themselves.
- Little or no open communication and inconsistencies between what is said and done creates further uncertainty and vulnerability.
- Counterproductive behaviours can be spotted.

"they [top management] do not really care about how we feel or what such a technology means to us" [employees' of Local authority 4, transport planning department]

"I do not belief in what they tell us, I am questioning the benefit of these changes..." [Local authority 3 representative of the transport planning department]

"We expect that we have little in common with the other departments and that the others intentions are different to ours in the long run. Maybe that can harm us sometime." [Local authority 2, representative of the transport planning department]."



IMPLEMENTING CHANGE IN LOCAL AUTHORITIES

This section provides an overview of organisational change and how local authorities should implement change to ensure successful outcomes:

- 1. Theoretical basis of this approach to change called 'socio-technical approach'.
- 2. **Key engagement-strategy** to motivate employees to implement change.
- 3. What steps must be taken to implement change successfully in local authorities.
- 4. Which failures should be avoided to make the change sticky in the long-run.

SOCIO-TECHNICAL IDEA

- Every change comprises new technologies, processes or structures that have to be adopted understood organisation's bγ an Socio-technical systems employees. combine the human, social. organisational as well as technical factors when designing organisational systems (Baxter & Sommerville, 2011).
- The leverage of knowledge and capabilities of employees results in better operational performance as they become in a better position to deal with technological uncertainty, variation and adaptation (Pasmore et al., 2019), and makes them more resilient towards organisational changes.
- Ultimately, bringing together social and technical change will help to reduce the gap between social and technical capability. While training can equip employees with the necessary

skill-set, intrinsic motivation and enthusiasm cannot be trained.

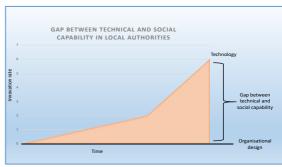


Figure 2. Gap between technical and social capacity (see Nienaber et al. 2019)

 When implementing socio-technical change, it is important that local authorities are open to the input of people into the design of both social and technical systems. There evidence that employees not only do a better job than those farther removed but also benefit from the challenge, feedback. and teamwork variety, involved on the development of the system (Pasmore et al., 2019).

OUR INTERACTIVE APPROACH TO IMPLEMENT CHANGE

Our approach to implement change in local authorities is based on a structured process through six workshops driven by an **engagement strategy** for interaction and communication between the project team and the local authorities.

This engagement strategy focuses on knowledge exchange between local authorities for mutual benefit.

The complexity of change in local authorities required an intense, immersive and long engagement with them, enabling the SUITS team to build up trust, buy in and a true understanding of context and culture of the local authorities.

KEY TO SUCCESS: THE ENGAGEMENT STRATEGY

Our approach is a two-fold engagement strategy.



1 A series of workshops

with the local authorities and other relevant stakeholders to support change implementation.

Previous experience has found that face-to-face meetings are essential for capacity building exercises, knowledge transfer and development of trust between the partners.

2 An online forum

for knowledge exchange between the local authorities, regular use of social media and continuous teleconferencing were the elements applied in order to build up trust and intensive cooperation through the journey of organisational change.

SIX SEQUENTIAL WORKSHOPS

A series of six workshops was conducted with representatives of the local authorities, to prepare them for and guide them through the individual change processes. Attention was given to the individual requirements driven by each city's organisational culture and conditions, while knowledge exchange was fostered between the local authorities (i.e. experiences, best practice examples) for which it was important to create an atmosphere of trust and psychological safety.



Kick-off Workshop	Setting the stage for future collaboration
Workshop 1	Developing Change Champions
Workshop 2	Local Transport Programme
Workshop 3	Swap Shop 1
Workshop 4	Review, Refresh, Reset
Workshop 5	Swap Shop 2

Description of the workshops

The "Kick-off Workshop" includes local authorities' representatives to get to know each other and to build trust and mutual understanding about challenges, goals and local conditions.

1

Workshop 1 "Developing Change Champion" includes the local change agent and wider team, appointed as local champions of change with a remit of: building and retaining trust as a means of reducing resistance to change and ensuring a successful implementation of change. The workshop focuses on how to promote safe learning cultures to enhance ideation, and the role of emotions in managing change and supporting how sense is made of experiences.

Workshop 2 "Local Transport Programmes", includes the local change manager, other staff and actors involved in the change. The main goal of this workshop is to establish local action learning sets - a structured method to support the collaborative development of action plans for the change, share learnings and resolve upcoming issues (http://www.fao.org/elearning/course/FK/en/pdf/trainerresources/PG_ALSe ts.pdf).

Workshop 3 "Swap Shop", brings together members and users from these different learning sets to meet face to face to facilitate the exchange of ideas and of support. These participants have an important role in sustaining change by offering fresh new insights from other contexts to enable challenges faced by a local authority to be overcome more effectively.

Workshop 4 "Review, Refresh, and Reset" involves those from the second workshop reviewing their plans and their progress. The workshop is designed to provide space in the change process to include reflection and review of progress, of mistakes and learning, and to focus on where to refresh and to reset different activities and parts of the change plans that are not working as intended.

Workshop 5 "Swap Shop" focuses on modelling a cycle of learning with emphasis on learning from other local authorities' insights and adopting what worked, through insight not only into what to do but into why this bit is important in the transfer of knowledge.



ONLINE FORUM

The online forum was used for **mutual exchange** with and between the cities (e.g. good practices, experiences and contacts). This was of great importance for the project in order to better understand the challenges in implementing measures and to offer targeted support.

A simple online forum can be a good place to share knowledge and inspire each other.

However, it **requires a great effort**, as it always needs someone to take responsibility, stimulate discussion and keep the forum alive.

Do you have any other ideas to increase the interaction and cooperation with business partners?

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**Mobility Management for Companies* competition: Involve local companies in local mobility management

**SUITS Cities that indicated this challenge: Valencia, Rome, Coventry, Torino, Stuttgart, Palanga

Topics for discussion

Topics for discussion

Topics for discussion

**Has your city already tried an approach similar to the one described?*

**How would you adapt this approach to your city?*

**What are the challenges you anticipate when using this approach?*

Detailed description of the GP and its implementation

CHANGE MANUAL FOR LOCAL AUTHORITIES

In the following the eight steps of our approach to change will be explained, best practise examples of local authorities' activities presented, and structured activities and materials provided to guide your local authority successfully when implementing change.



• Our first design of an organisational change process was built on one of the key models in the literature, called the Eight-Step Process for Leading Change outlined by Kotter (1996).

- We selected this model as it is very transparent, clearly structured and practically oriented.
- Above all, it is a model that can be easily communicated to the different change actors, facilitating the creation of shared meaning and ultimately contributing to the effectiveness of the change programme.
- However, due to the specific requirements of local authorities we had to adopt this model to our particular needs regarding the achievement of SUMP and the implementation of KPIs to measure local authorities' effort towards SUMP.

FORM A POWERFUL TEAM

The team to support the organisational change is very decisive. To maximise its effectiveness this team has to be built by employees with a range of skills and experiences and ideally from different areas and departments involved in **mobility planning**. The task of this team is to drive the change, meaning it has to become a role model for the wider organisation, helping to spread

messages throughout the organisation, delegating tasks and ensuring support for the change organisation-wide. It is also the task of the team to monitor and critically reflect on progress and results and to adjust activities where necessary.

CREATE URGENCY

First of all, the urgency of the idea has to be created. Why is it important to pay more attention to sustainability in mobility planning? How can we change and how do we benefit from changing things? This step creates the 'need' for change. It is not just a 'want' for change. Change has to be understood as needed by the local authorities' employees otherwise it will not be fully supported.

CREATE A CHANGE VISION

The creation of a vision needs great effort from all those involved, e.g.

mobility departments, change agents and other selected people in the local authority. The vision has to be goal oriented, clear and easy to understand to ensure support from the whole



organisation. It should last for a long time and has to be very 'inspirational' to have maximum effect.

COMMUNICATE THE VISION

4

A vision that is developed but not communicated will not be known. Thus, it is very important that the **vision is communicated throughout the whole local authority** and understood by its employees. It is important to continuously communicate this message as it is likely that competing messages are also being spread.

EMPOWERING BROAD-BASED ACTION

5

Empowering employees implies listening to them and investing in them through training, and making them responsible for major accomplishments. Some obstacles like structures, skills, systems and supervisors must be addressed to increase employee empowerment. Empowerment contributes to **increased levels of employee engagement**, and more specifically on their engagement in the change process, which is an important aspect contributing to organisational change success.

CREATE SHORT-TERM WINS

6

While organisational change needs time, and thus, rewards may not be seen in the beginning, it is most important to create and celebrate short-term wins to keep the employees motivated to support



Richards,(2017). ttps://twitter.com

employees motivated to support the ongoing change processes.

Shorter-term targets are useful tools for motivation and direction. Using these wins to justify investment and effort can help to re-motivate staff to continue backing the change.

BUILD ON CHANGE



A lot of organisational change programmes fail in the end as they are not finished properly. It is mandatory that every local authority should keep setting goals and critically analysing what could be done better for continued improvement during the change process. Despite the first

achievements, it can take a long time for changes to have a lasting effect. The aim of this phase is to reflect on successes and failures, to adapt the approach, to develop new ideas and to use the "momentum" from previous phases to drive change forward.

ANCHOR CHANGES IN CORPORATE CULTURE

8

For a change to be sustainable and successful it is crucial that it becomes anchored in the corporate culture. The implemented sustainable transport measures, as well as **changed procedures and principles have to be anchored within the organisational culture of the local authority**, for example through guidelines that are known about and utilised. Openness to change must become part of the philosophy and working principles of the local authority in order to have a lasting effect.

The following picture highlights our eight-step change model.

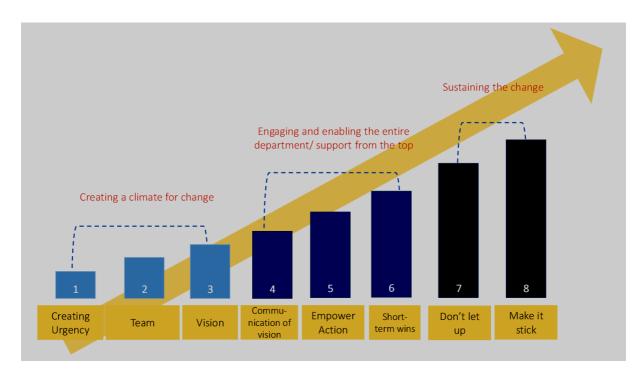


Figure 3. Manager's guide to change in local authorities

MANUAL (STEP BY STEP)

In this section, the individual steps of the change will be presented in more detail.

STEP 1 Build the guiding team

The goal of this step is the identification and designation of the change agent and a strong team driving the change.



"the change agent's role is very challenging but so decisive to implement change. In my eyes, a very important decision to be made in every city" [Deputy Mayor, City of Kalamaria].

A change agent should have the **power** to get in contact with the top management and to get the necessary support when it is needed, e.g. when it comes to changing organisational structures or implementing guidelines

Beside this power, a change agent has to be flexible, very positive towards change, and possess the necessary social skills in working with the affected employees to inspire them for innovation.

It is very useful when the agent has a clear focus on the results.

In creating change, it is often helpful to tie specific **priorities** to the overall goals.

As people respect courage and accountability, a change agent has to take responsibility for his or her local authority.

Finally, the change agent has to be able to explore perspectives of employees and take them into account when looking for solutions.

It may be the case that the chief executive/mayor has to make decisions that go against dissenting opinions and this can cause conflicts, but doing so with conviction and being ready to handle the consequences will ultimately demonstrate that the local authority's intentions are motivated by the best interests of the city, thus gaining the trust of their employees and wider society.

This will help in getting buy-in to a change; people want to feel that others are listening to their ideas. Those who do will develop stronger relationships with their people by gaining trust (Nienaber et al., 2015a).

A change agent will be more powerful when he or she is supported by a strong and broad-based team, with people who have some influence in the administration.

This guiding team is not leading the change but supporting the change and thus, supporting the change agent's activities on an operational level.

To get best results, our findings indicated that this team has to be built by employees with a range of skills, a range of experience and from different departments in the local authority, to maximise its effectiveness.

In some cases, depending on the objectives pursued, it may also be useful to expand the team externally e.g. by researchers or consultants. External experts can provide important knowledge and evidence, especially when it comes to topics for which there is little awareness and experience available internally..

•

"To achieve this, the Change Agent of the City of Torino has built the working team 'MaaS', Mobility as a Service. [...] At the beginning, the managerial level of the city perceived MaaS as a personal initiative and, for this reason, it was cold on this topic. The only way to proceed was by building a technical team mainly composed of external experts (technological companies, ICT development companies, University). [...]. Over the last years, during SUITS project, the team started to meet regularly. Now the importance of MaaS is evident, it is seen as the solution to many mobility problems and it is not perceived as a personal initiative anymore." [Representative from the Transport department of the City of Torino]

STEP 2 - Increase Urgency



Changes can only succeed if the employees support them. This step is about creating a **common awareness of the urgency and attractiveness of change**. Why is it important to change and what should actually be changed? What benefits can be achieved through the change? It is about encouraging openness to change and the processes it involves.

This is probably the **most sensitive phase** in the process and it is important to be careful not to build up high levels

of pressure and to create fear among the employees. The word change can quickly take on a fundamental connotation and should be used wisely at this stage. Employees are attached to routines and habits and the impression that everything is suddenly supposed to change may seem not "correct" and "dangerous" for the final success.

It is therefore recommended that the urgency and objectives of change are formulated carefully, highlighting a step-by-step procedure that starts with precise targets and not an overall picture.

Our tool that we developed during SUITS helps local authorities to start with the change process, focused and clear, without producing fear and uncertainty in the workforce.

Our tool for you!



You will find the **list of challenges / themes** that are relevant in the context
of sustainable mobility on the next
page!

In the checklist tool we have paired each challenge with a description so that your team can select which challenges are most appropriate to their city.

Challenge	Description Selec	
Sustainability Thinking	Anchoring sustainability thinking among the staff is the basic prerequisite for shaping sustainable mobility, but one of the biggest challenges at the same time.	
Institutional cooperation	Developing sustainable mobility requires a common vision and the close cooperation of different areas in the local authority.	
Systematic staff deployment and development	The systematic development of the technical and methodological competences of the staff is important to respond to the complexity of the mobility sector and the resulting requirements.	
Project management and monitoring	Insufficient project management is still a big barrier and often leads to serious delays or even the failure of mobility projects.	
Knowledge management and transfer	Mobility planning largely depends on knowledge and experiences. A well-functioning knowledge management process and system can greatly contribute to becoming a learning organisation.	
Understanding and applying innovative financing	The ability to identify, adapt and apply alternative/innovative financing mechanisms can make it possible to implement projects for which there are insufficient national and local funds available.	
Innovative procurement	The field of public procurement, especially after the EU reform from 2014, has great potential to make an important contribution to sustainable mobility planning.	
Understanding political interests & decision-making	Political support is one of the most important pillars of sustainable mobility planning. The challenge is to increase the capacity to assess political moods and to affect political decisions (at least to some extent) through evidence and argument.	
Understanding legal and regulatory framework	Further development of strategies and skills, to access and consider legal framework conditions when planning mobility measures especially with regard to innovative mobility services.	
Citizen participation	Increasing the capacity to use methods and tools appropriately for the active involvement of citizens into the development of mobility strategies and measures.	
Estimating the feasibility and acceptance of measures	Application of methods to test innovative projects in a scaled version and in a closed system in advance, to gain a better understanding of upcoming problems and to make predictions for workability and acceptance.	
Interaction and cooperation with business partners	ooperation with the interaction and cooperation with business partners is key when mobility planners are asked to combine new offers with existing services, adapt them to	
Identification and utilization of synergy effects	Developing a holistic and integrated mobility strategy needs the capacity to identify and consider relations and dependencies between different mobility measures and services.	
Use of innovative technologies and data collection methods	Strengthening the capacity to use methods and tools for the effective and efficient collection, visualization and evaluation of mobility data and it's use for sustainable mobility planning. It is also a matter of identifying already available data and making it usable, for example through data partnerships.	
Application of research knowledge and adaption of Good Practice examples	Greater application of research findings and knowledge. It is also about a better understanding of adapting and further developing good practice examples to specific local conditions and needs.	

STEP 3 - Get the vision right

Experiences from the SUITS project highlighted that the development of a vision is often underestimated or not well understood.

A vision has to be clear and easy to understand to ensure support from the whole organisation, and it also has to be 'inspirational' to have maximum effect.

Palanga "City in nature, created by its citizens"

"This vision has been chosen because Palanga is a resort city and synergy with nature is very important. It is also very important to ensure 'city comfort' not only for the resort guests but for the locals as well. In order to ensure that the population remains satisfied with urban development and smart mobility solutions, it is necessary to involve the population in the selection of the most appropriate alternatives for these measures. The Palanga local authority is aiming to involve citizens and business partners more closely in the decision-making process." [Change Agent, Palanga].

It may be very hard in the first instance to convince the local authorities' top management to communicate a vision that reflects their city's engagement on the implementation of sustainable transport measures.

The vision's challenge is that it has to be very simple on the one hand, so that it can be easily understood and remain as a vision for a couple of years but on the other hand to be as precise as possible so that it does not leave too much room for interpretation.



"As with all internal processes, there was some reticence at first, however in time all the departments understood the need and the relevance of the change vision in order to foster a new way of working together. The experience overall was a good one as it brought an increase in cooperation between the different departments at municipality level" [Change Agent, Palanga].

STEP 4 - Communicate to buy in

A vision that is developed but not communicated will be not known and thus is not supported and implemented.

A **general awareness** has to be created towards the "big goal" of the vision.

Everyone **must understand** the need for change as well as the long-term target regarding future mobility.

The support of all employees is important for the definition of concrete activities aimed at achieving the big goal.

All employees have to be invited to participate and to consider which concrete actions can be implemented at work level to achieve the big goal. If the change completely ignores the

needs and abilities of the employees, then it will most likely not be sufficiently supported at the work level.

We found that a process-oriented approach seems to be most promising when communicating the vision. That means, as a first step, the vision has communicated to departments and employees that are directly affected by the goal of the planned change. The implementation of sustainable transport measures, for example. includes а variety departments that have to be involved in the first instance. Afterwards, those departments that are involved only indirectly have also to be informed. Finally, the wider local authority has to understand the vision.





Documents from the city of Valencia designed to be userfriendly

1

The vision as such must be clear and transparent so that it can be easily understood by everyone. Other departments should not be expected to fully support the vision as they will give priority to the goals set on their own agendas. The lack of support from other departments can become a major barrier in the change process, so accordingly great attention must be paid to this aspect.

2

It is always good to use an 'evidence-based' approach - through the provision of good practice examples, feasibility studies, data collected through surveys or through cooperation with interest groups and citizens. In the following, the statement of the change agent of Alba Iulia summarizes the key learnings of this step.

"The change vision represented a process which began with the starting of the SUITS project and which continues till today. The vision was communicated in various meetings/workshops/seminars organized within the different departments of the municipality by the "innovation team" [guiding team]. Most of the departments were involved in the process which meant that they were either involved directly or indirectly in the actions and processes foreseen. [Change Agent, Alba Iulia]



STEP 5 - Empower Action

Resistance and obstacles are part of any change. Resistance could arise from undesirable routines, inefficient processes or suboptimal structures, but could also be based on personal sensitivities of employees, which are sometimes difficult to identify. In this phase, the aim is to identify resistance factors that prevent the vision from being realised, to acknowledge the reasons for this and to develop solutions to overcome the resistance.

The actions should be realistic, not too ambitious and not be designed for too long a time horizon. Especially at the beginning of the changes, the motivation of the employees would otherwise quickly decline.

Based on step 2 a clear priority was identified on challenges with regard to the development of sustainable mobility.

This selection was important for the guiding team to focus on particular areas which could be subject to change.

To empower action, it was further necessary that each local authority agreed on clear targets Performance measures (Kev Indicators) for each identified challenge to be able to create and show impact. This was decisive also to show progress and success to the decision makers in the local authority and also to their stakeholders and the wider society.

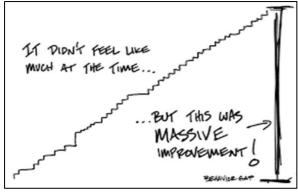


Our Tool: Focus on actions! This is an example.

Challenge	Target	Key performance indicator
Understanding and applying innovative financing methods	Staff understanding innovative financing methods	No. of staff attending training on innovating financing methods and dealing with the SUITS guidelines on innovative financing methods
	Projects using innovative financing methods	No. of projects using innovative financing methods

STEP 6 - Create short-term wins

The word 'change' sounded very fundamental and quickly caused uncertainty in local authorities' mobility and transport departments and other departments, but it is important to emphasise that the change will take place in small steps, all of which follow a big goal.



Richards,(2017). ttps://twitter.com/behaviorgap/status/943828836579463170

In order to keep the motivation of all participants high, small steps that lead

to short-term success are meaningful and important.

Thus, it was found that the organisational change must be initiated with concrete, target-oriented activities by the guiding team in close cooperation with the top management to be able to achieve clear results.

The goal(s) should ideally correspond to the capacities of the departments, and they must be achievable and, above all, measurable.

While working with local authorities, in particular the mobility departments, it became clear that one of the biggest challenges is to keep up the momentum.

Very often daily-based operations overlapped with the long-term strategy.

Changes require a lot of creativity and stamina.

A practical example for creating short term wins

To foster knowledge exchange inside their organisation, West Midlands Combined Authority organized, for example, in-house workshops, on the one hand with external trainers, but also internal workshops in which staff jointly tried to develop ideas for concrete activities. Furthermore, employees were encouraged to use a special teamwork software to share and discuss issues they found on specific topics of sustainable mobility. Weekly Newsletters were created and sent to employees. These contain, for example, news about ongoing projects, information about concrete team activities, information related to questions such as what challenges need to be tackled, what knowledge is available and what is needed. This created and still creates a general awareness for specific topics as well as for the entire change process. Furthermore, these meetings and also the newsletter allowed the team to announce and celebrate the achievement of little steps during the long-term process of the organisational change aiming to increase the capacities to implement sustainable transport measures.

However, creating short-term wins was a very intensively discussed step with the local authorities. In various workshops, regular briefings took place, where the project team and the representatives from the local authorities discussed intermediate results, experiences and new ideas.

This also involved defining concrete targets and performance indicators for the achievement of objectives as well as scaling and structuring the projects. In the following this will be illustrated using the example of the change process of the city of Kalamaria.

How to organise yourselves?



Our tool for you! Adopt to your local authority!

Take you challenge(s) you identified and think about targets and key performance indicators. The last column collects examples. Share these examples within your local authority and with other local authorities to support each other.

Challenge		Target	Key Performance Indicator	Impact Example
Citizen participation	a) Improve safety levels for citizens through increase of road's level service, and installation of posts near pavement to prevent illegal parking and improve safety levels	E.G. % of roads with no congestion; Fewer Injuries and/or fatalities per unit of transportation	Activity: Municipality's participation in European Mobility Week activities Responsible department: Culture/ Education department	
	n tion	b) Increase awareness of citizens about sustainable mobility measures, such as infrastructure measures, new footpaths, bicycle lanes etc.	E.g. Rate of citizen's participation (low – medium-high) in European Mobility Week	Target groups: Citizens, children, bicycle riders Level of replicability: High (this activity can be repeated easily)
	participa	c) Awareness and acceptance by citizens for sustainable mobility measures, high usage and acceptance for innovative technologies using renewable energy	New smart pedestrian crossings at problematic points, especially near schools; E.G. number of citizens who use innovative technologies for urban mobility (smart pedestrian crossings)	Potential obstacles: Lack of Political interest, weather, absence of campaign and marketing Implementation
		(solar power) d) Increase quality of life for citizens	New green corridors (footpaths, bicycle routes, usage of innovative technology – online platforms) – number of citizens using them and average travel time reduction	requirements: Adequate advertising and campaign, infrastructure, good preparation. Final outcome and impact: Increased awareness for urban sustainability

STEP 7 - Don't let up

The credibility of a change, in our case the improvement of the capabilities to implement sustainable transport measures depends upon whether the change will be fading over time or not.

This task has been identified as an enormous challenge for those local authorities that did not allocate permanent staff to the guiding team nor choose a permanent member of staff as a change agent.

In particular, when the change agent is selected from an external agency or is overloaded with other duties in the local authority the likelihood increases extremely that the successful steps that

have been achieved during the change process will fade and the dynamic of the change is slowed down.

To avoid a fading of the achieved success, cross-learning groups were set up between the local authorities in SUITS.

These learning groups consist of two or three cities exchanging experiences and knowledge in regular meetings initiated and supported by the project team.

This cooperation is expected to continue beyond the ending of the SUITS project.

Cross-learning sets – a practical example

West Midlands Combined Authority, Coventry City Council and Coventry University started to exchange experiences with the City of Valencia. Key issues of interest are e.g. the design of a 'roadmap' with challenges and resources concerning sustainable mobility for the city; development and implementation of processes around the introduction of new ideas, marketing and designing of innovative solutions for close relationships with stakeholders. Through the exchange of experiences and knowledge, both local authority departments can learn from each other and save time and costs when planning future mobility, e.g. recommendation that help to select a suitable software for the design of a roadmap or to identify a provider concerning the integration of a car-sharing system in the city.









STEP 8 - Make change stick

For a change to be successful and sustainable it is crucial that changes get anchored in the corporate culture.

Changed procedures and principles have to be embedded within the corporate culture of the department and the whole local authority, for example through new organisational structures or guidelines that are widely known and utilised.

In the duration of the lifetime of the project, the cities achieved several

results towards increase of their capacity, and thus, to be more flexible and resilient.

All the SUITS' city local authorities were able to demonstrate a variety of different activities in their organisation. Different examples are listed below within the categories: organisational structure shift, design and implementation of new guidelines, and new ways of working to foster knowledge-sharing.

Organisational structure shift

The **city of Valencia** decided to **change their organisational structure** from a silo-organisation to a more cross-functional project-based organisation which allows for more flexibility and innovative thinking and which prepares the ground for further organisational change.

While silo-organisation is an organisational structure that is described by teams that work relatively isolated from the rest of the organisation, **cross-functional project organisation** is an organisational structure that is built by teams. In such teams, individuals, sometimes from different departments, work together on a project basis toward a common goal.

The city of Rome created a specific unit under the employ of the mayor, to analyse whether a project has 'consent' from the administration and public regarding the value of the project for the cities citizens' idea of sustainability (economic, social and environmental), favouring voluntary and informed choice. This new unit applies the tools of behavioural economics, a new branch of economics (effects on organisational process).

Design and implementation of new guidelines

The City of Alba Iulia worked with the procurement department to trial innovative procurement practices for the purchase of new buses. The responsible procurement department was initially not too open-minded about the application of new practices and the lowest price was the only criterion still applied in most cases. A big hurdle was the lack of willingness to engage intensively with the comprehensive guideline on innovative procurement, developed in the SUITS project. In a number of internal meetings, the change manager worked out the principles of the guideline, showed the benefits and proposed concrete recommendations for action, and thus was able in the end to get the procurement team onboard.

New format to foster knowledge-sharing

Transport for West Midlands (part of West Midlands Combined Authority) attempted to improve institutional cooperation and sustainable thinking within the authority, by organising in-house workshops with external trainers along with internal work-shops in which staff are encouraged to jointly develop concrete strategies and activities focusing on sustainable mobility. In addition, periodic newsletters have been created and sent to employees to increase transparency on projects, team activities, challenges and experiences. In this way, the change process was being driven forward.



Success Principles

Five clear guiding principles were identified during the implementation process of organisational change working with seven local authorities during the SUITS project. These principles can be understood as the **key for a successful organisational change** in local authorities.



Identify a key person - the change agent - who will be the driver for successful change in your local authority.

Support the change agent from the top and bottom in your local authority.

Communicate your vision authority-wide if you want to become effective and resilient to change.

Celebrate little successes to keep your employees motivated to support the change over the long term.

Make change continual so that the organisation itself has the ability to be flexible and resilient.

Failure and Errors

Top management of local authorities should avoid the following failures!



Do not allow for complacency – "do not want to change our own behavior"

A complacent person is very pleased with themselves or feels that they do not need to do anything about a situation, even though the situation may be uncertain or dangerous- thus nothing will change.

Not allocating sufficient time and budget for behavioral change

Resources are the life blood of behavioral changes. Behavioural change needs both adequate person-time and budget to be achieved and should not be under-estimated.

Creating a Guiding Coalition and Change Team that are insufficiently powerful

Access to resources and information and the ability to act quickly make it possible to accomplish more and to pass on more resources and information to successfully manage change.

A Neglecting to anchor changes in the culture – sustainable thinking is most important

Anchored changes ensures that these changes are sustained long into the future. Without it, organizations will automatically regress to old patterns and the changes will be lost!

Not truly integrating the vision

A vision that is not integrated cannot function as a constant reminder to a local authority and its' employees that the end goal is bigger than the everyday. This message is an important one to hold on to, especially on difficult days.

Not celebrating "short-term wins"

Change will take a long time, impacting levels of urgency and commitment. Managers need to look for ways to obtain and reward improvements to keep their employees motivated.

Declaring victory too soon

When clear signs of progress are declared as victory, the work might seem over when in reality it is not. All change achievements are lost.

8

Not listening to people on the bottom

Employees are the eyes and ears of an organisation. When managers listen to their employees, the employees will feel more committed to making processes and methodologies work out if they also feel ownership of their implementation.

Conclusion

This deliverable highlights the relevance of applying a transparent and very structured method to implement organisational change. We present a change manual specifically targeted at developmental change in local authorities of small and medium sized cities that wish to enhance their capacity to plan and implement sustainable future mobility.

Implementing organisational change is a challenging undertaking, as the investments made are relatively high and thus, the majority of local authorities are still trying to postpone such changes inside their organisation.

However, the impact of global climate change requires actions at the local level with local authorities assuming a central role in the critical examination and reorientation of mobility goals and strategies. Local authorities and transport departments have to

become more effective and resilient to organisational change when dealing with future mobility planning.

Based on comprehensive data from working with nine local authorities in Europe for more than four years, we are able to show a clear structured process that will support local authorities in Europe to manage organisational change successfully and to allow their organisational capacity to flourish.

Clear guidance is provided on how to manage organisational change withdiverse practical examples of how to cope with different challenges and how to manage the change successfully, which will support local authorities in Europe and worldwide.

We close this manual with diverse words from one of the change agents:

"Through SUITS, Kalamaria, as an organisation, with the new administration, is ready to schedule and implement other sustainable mobility measures in the near future." [Change agent, City of Kalamaria].



APPENDIX CASE STUDIES OVERVIEW

Each local authority has its own particular external circumstances and internal challenges to deal with, influencing its decisions about particular measures to secure SUMP. Regarding the adoption of particular examples for other cities, it is important to pay attention to local circumstances to ensure success. We provide a very brief overview here.

Alba Iulia, Romania

Alba Iulia is a city of 74,000 inhabitants and capital of Alba County in the Central Region of Romania. Public transport in Alba Iulia is considered one of most efficient in the country, but at the beginning of the SUITS project, most city transport in the city was mostly car-centred, with accompanying high pollution, and problems with parking and traffic management,. This is presenting major challenges to Alba Iulia Municipality regarding the achievement of SUMP.

Moreover, the different departments at municipal level found it challenging to cooperate efficiently in the area of mobility and lacked a "change vision" on how to improve the situation. The municipality has however been highly active in attracting EU funds. In the period 2007-2019 period over 200 million Euros from EU funding were used for local development and overall the municipality represents a good practice at national level in terms of projects implemented through non-reimbursable funds.

Dachau, Germany

Dachau is a small German city, with 50,000 inhabitants, located in the metropolitan region of Munich. The car is the number one means of transport in Munich's surrounding region. During peak traffic hours, Dachau struggles with traffic jams, especially due to the fact that a busy main road runs right through the middle of the city. Dachau also wants to strengthen cycling and has introduced a new Cycling Concept in 2019, within which 10% of Dachau's citizens are expected to switch to the bicycle in the foreseeable future. In recent years, Dachau has placed a great deal of emphasis on the issue of citizen participation. Improving the quality of life is at the top of the agenda.

Kalamaria, Greece

Kalamaria, with a population of 92,000 is one of the biggest municipalities in Greece's second largest city, Thessaloniki. As a residential and recreational area for Thessaloniki, Kalamaria is facing severe environmental pressure due to rapid urbanization. The municipality receives transit traffic from Thessaloniki centre, airport and the ring road, and some main roads have heavy traffic throughout the day. Internal targets are aimed at improving safety levels for citizens, decreasing accidents, increasing citizens' awareness and acceptance of sustainable mobility measures such as new footways and bike lanes and also particularly of innovative technologies such as renewable energy.

Palanga, Lithuania

Palanga is a seaside resort town in western Lithuania, on the shore of the Baltic Sea with a population of more than 15,000 people (during the summer the number of inhabitants including tourists exceeds 120 000 people). The most popular travel mode is by private car. Because Palanga is a resort city, synergy with nature is considered particularly important and the city aims to ensure 'city comfort' not only for the resort visitors but for the locals as well. Increasing the awareness of the generally conservative local population about sustainable mobility was seen as an important starting point.

Rome, Italy

Rome has 2,873,000 residents. In 2015 the city approved the Traffic Masterplan for Rome which formulated a new understanding of Mobility. In common with many Italian cities, it has implemented restricted driving zones (Zona Traffico Limitato, ZTL) for freight and passenger vehicles. Rome was facing challenges regarding road safety and a need to increase sustainable transport and active travel modes. Building trust with citizens and involving them as participantsin planning activities, played a key role in Rome's approach to preparing its SUMP.

Stuttgart, Germany

Stuttgart is the state capital of the federal state of Baden-Wurttemberg. While the city has only 620,000 inhabitants, it is the centre of a metropolitan region with more than 5.3 million inhabitants. As part of an important economic zone within the European Union and located in one of the densest conurbations in Germany, Stuttgart has to cope with a very high volume of traffic. Every day, around 800,000 cars enter and leave the city and are major contributors of traffic congestion and air pollution.

Due to of its location in a basin, Stuttgart suffers from particularly severe urban climatic problems, with low exchange of air in the valley, relatively high average annual temperatures and also only low precipitation. This can lead to strong inversion weather conditions in which the air pollution generated by industry, households and traffic is concentrated in the city for a particularly long time.

Turin, Italy

Turin is a city of about 887,000 inhabitants located in the north-western part of Italy and surrounded by a metropolitan area of about 2,000,000 inhabitants. Turin adopted its SUMP in 2010 and through its participation in several European and National projects, it has become a leading city in Italy for sustainable urban logistics. The PUMAS project (started 2013) consisted of a pilot for the delivery of goods in the Limited Traffic Zone in the central area of the city. The results provided an impetus for the collection of traffic data, enabling a holistic picture of goods delivery in urban areas for the first time in Italy.

Turin continued those activities through the project H2020 NOVELOG, which started in 2015 and focused on gaining knowledge about freight distribution and service trips for implementing

effective and sustainable policies and measures. The involvement of the city of Turin on these themes continues through active participation in the ongoing projects SOLEZ, SUMPS-UP, and SUITS.

Valencia, Spain

The city of Valencia is the third largest city in Spain, with a population of around 801,000 inhabitants in the municipality and an urban population of about one million and a half in the metropolitan region. Although over 75% of the inner city trips are sustainable, Valencia has experienced similar issues to many cities in its wider urban area: private car dependency, poor public space usage, low use of cycling and lack of bike lane connectivity, high vehicle speeds, air pollution and traffic accident casualties. This was despite a state-of-the-art Traffic Control Centre and a good intermodality between walking and public transport.

Coventry City and the West Midlands Combined Authority, UK

Coventry, with a population of approximately 363,000 people (2020) is a small-to-medium sized city, and a regional and industrial centre in the UK's West Midlands region, with a very strong link to the automotive sector. Across the region, Coventry is considered as the leader in transport innovation, with extensive connections with the motor industry and a history of innovative project collaborations

The West Midlands region encompasses three cities, (Birmingham, Coventry and Wolverhampton) together with post-industrial and suburban areas, and 2.8 million residents. The area is characterised by the diversity of both its population and urban landscape. In line with many urban regions across the world, the region faces a number of transport challenges: poor air quality (the health effects of which are increasingly well known), congestion (which causes delays to driving and bus journeys), and safety (where the need to reduce harms resulting from use of the transport system are recognised).

The West Midlands Combined Authority (WMCA) was created in 2016 as a partnership between the seven local authorities in the West Midlands region, including Coventry City Council, and has worked to bring powers from central government to regional level. Transport for West Midlands (TfWM) was formed in 2016 as part of WMCA and took over the responsibilities of the transport authority covering the West Midlands region.

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