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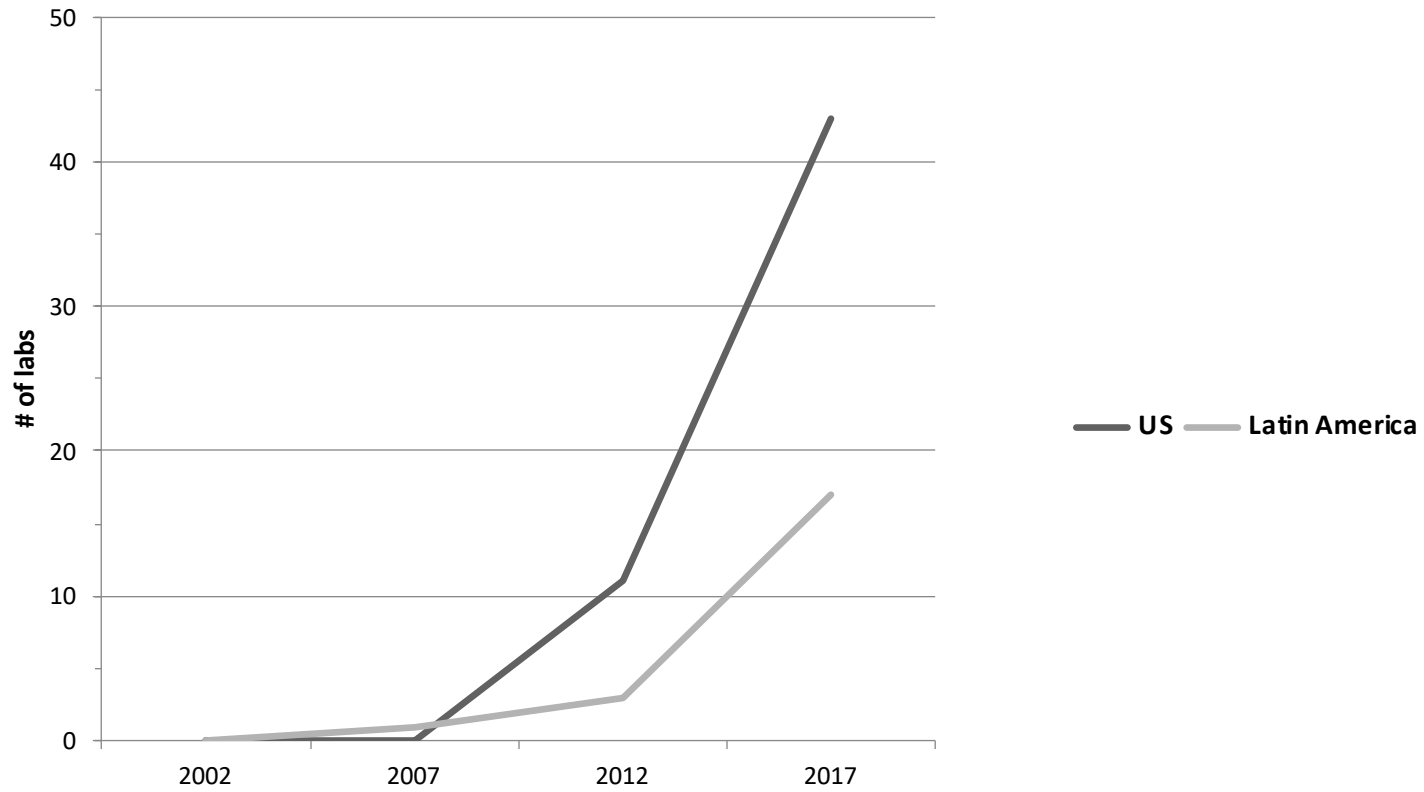
**The Lifecycles of
Public innovation labs**
*How Initial Choices Affect
Future Development*

Mark Hallerberg,
Sabine Junginger,
and Kai Wegrich

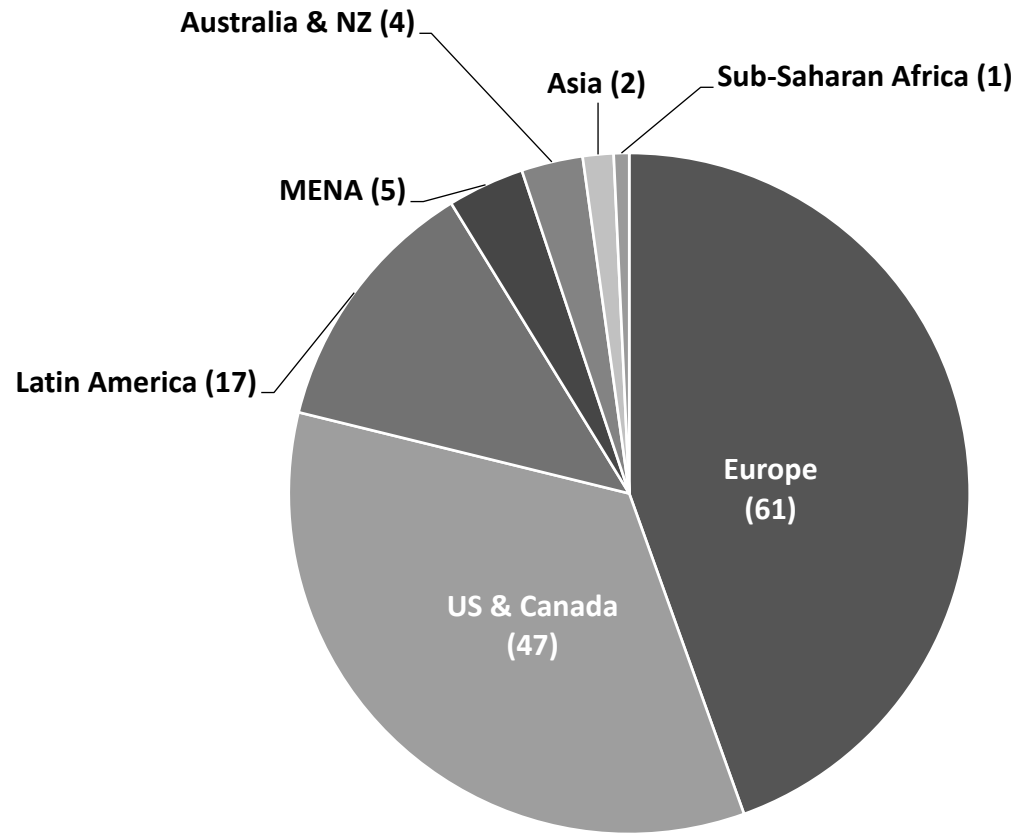
October 2019

The lab model has diffused rapidly

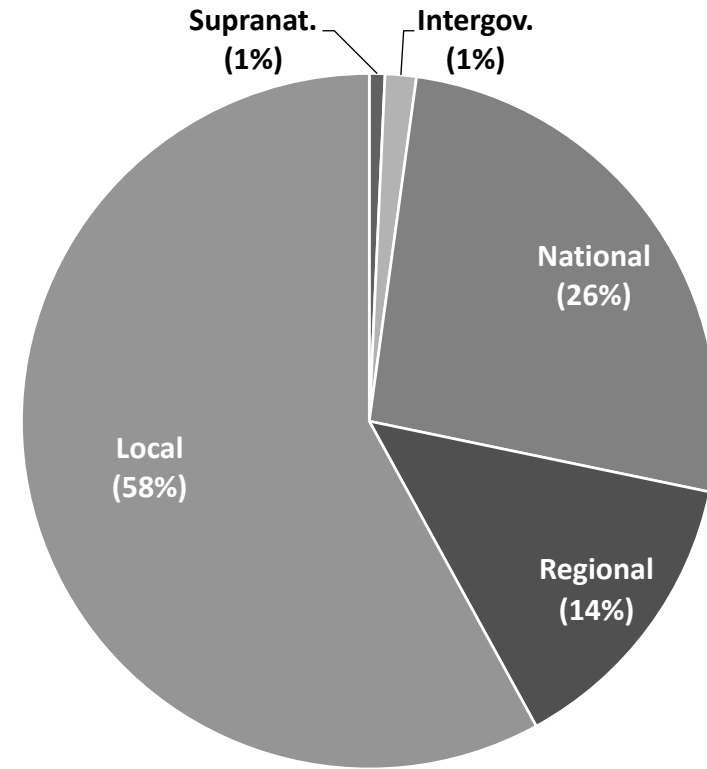
EXAMPLE: GROWTH IN LABS IN THE US & IN LATIN AMERICA (2002-2017)



Innovation labs—Where are they?

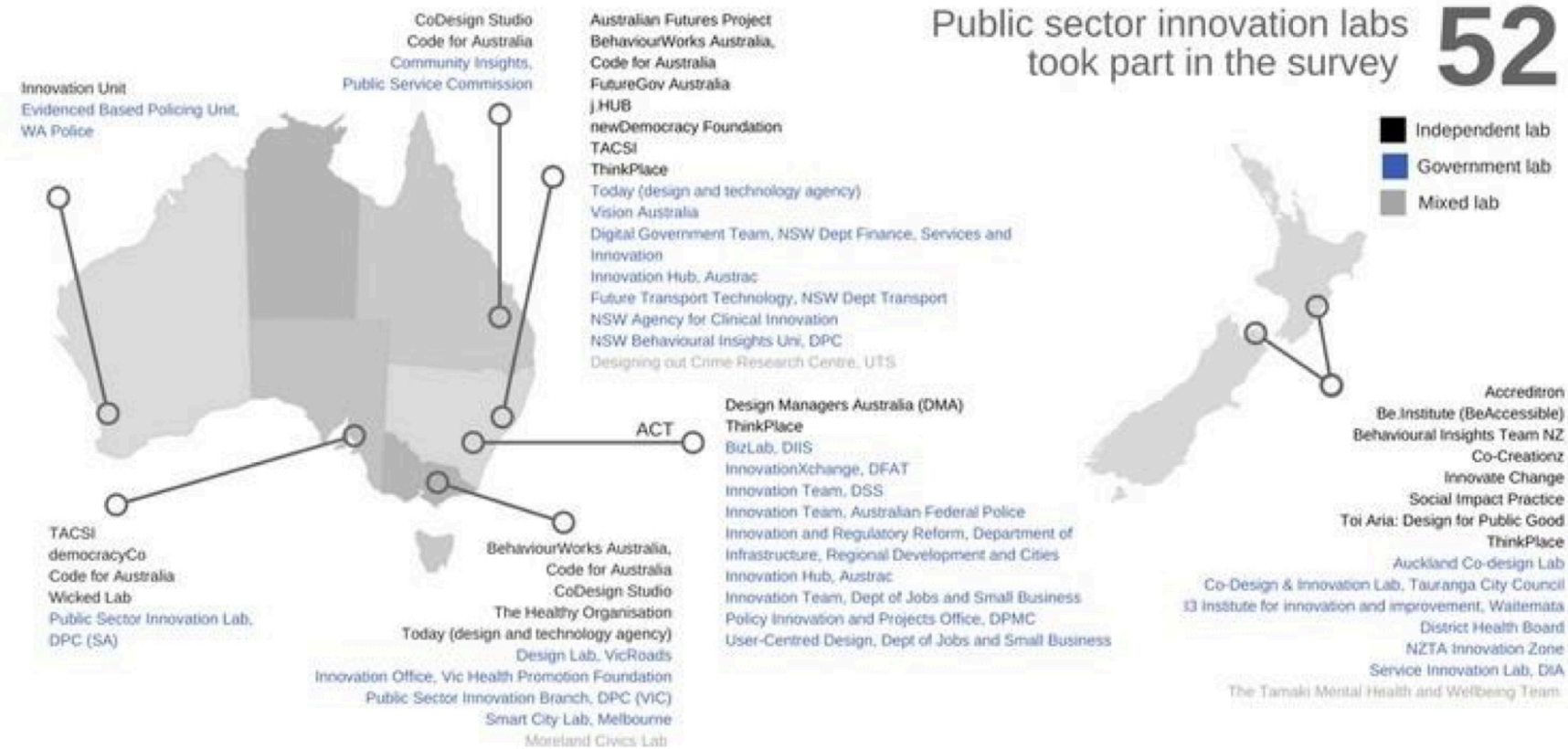


NUMBER OF LABS PER REGION (2017)



LEVEL OF GOVERNMENT (2017)

Australia and New Zealand

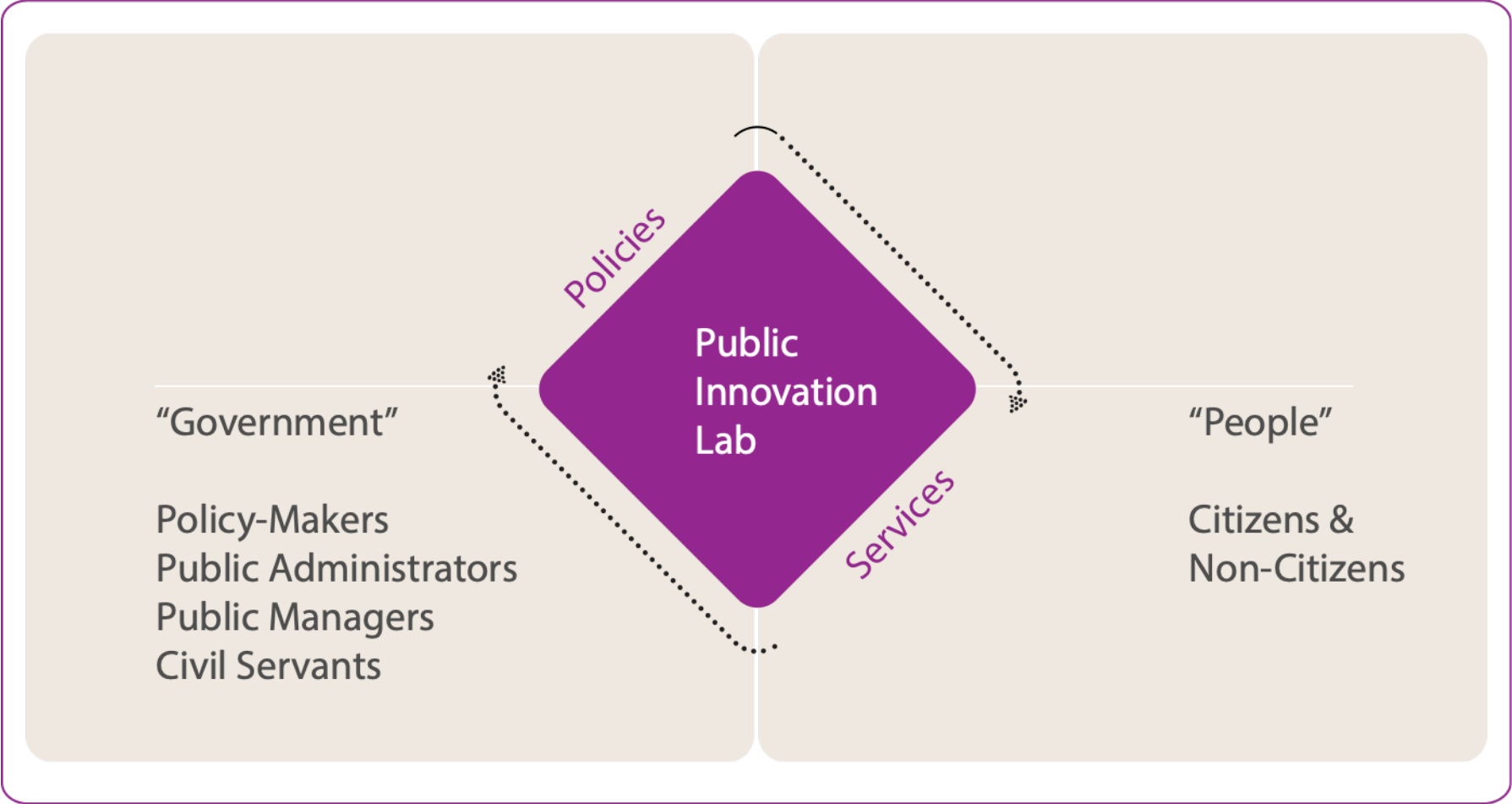


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Rationale for Labs

- Something about the existing bureaucracy is not working
 - Lab can create a space to experiment
 - Lab can create a space to fail
- Existing bureaucracy does not consider enough stakeholders
 - Lab can involve multiple stakeholders
 - Potential for (collaborative) innovation
- Existing bureaucracy does not take account of the users of public services
 - Lab can involve citizens
 - Potential for “co-creation” with citizens involved in changes in the policy

Public Sector Innovation Addressing Human Experience & Human Interaction



What's their job?

..and what's their problem?

- The innovation lab bargain
 - “We take the risk for you, and you get the credit”
 - We are experimenting (with you), if it works, it's your project, if it fails, it's our project
- However,
 - Innovation labs are subject to the same mechanisms
 - No matter how much they stress their mission around experimentation
 - They have to demonstrate value for money
 - Avoid risks that puts their political principles in a blame storm
 - Show that they make a difference
 - *BUT: are dependent on the cooperation of other actors*

Dilemmas Labs Face Early in Life

Could be the
solution to get
others to pay
attention.

But association
with a particular
politician or party
could hurt you if
the party changes.

Politicisation

This more technocratic approach makes the Lab less vulnerable to political winds.

But a lab focused on bureaucracy may be less persuasive in getting others to cooperate with with it.

Focus Instead on Support in Bureaucracy

This may make the Lab more focused on tasks. May be easier to satisfy one “master.”

But many policy problems complicated, or “wicked.” They extend across multiple ministries.

One “Principal”

What's their job?

..and what's their problem?

- Why would departments cooperate?
 - Because they want innovations that helps them do their job!
- Ok, but
 - Innovations are risky, in particular in the public sector
 - Negativity bias, blame & risk avoidance
 - Specialists probably have better knowledge of the field they are working in than Lab people
 - ..and might have vested interest in the status quo, ways of doing things
 - Seek to protect their organisation turf against “intruders” for reasons of organisational maintenance
 - Maintenance: public & political support – popular task, no rivals, match of external jurisdiction & internal sense of mission

Why not then get several backers?

Sometimes can play them off against each other.

If they have different objectives, they may decide that the “agent” has strayed and withdraw funding.

Multiple Principals

- Australia: DesignGov
- Finland: Helsinki Design Lab
- Denmark: MindLab

Australia DesignGov Principles

1. **Connected, Customer and Community Centric**
2. **Courageous**
3. **Collaborative, Co-design, Co-creation, Co-production**
4. **Coherent**
5. **Co-sponsored**

Author:
DesignGov Australia

DesignGov (Australia)

- launched in June 2012
- ended in December 2013

Why it came into being:

Because MAC project [*Empowering Change: Fostering Innovation in the Australian Public Service*](#) proposed a public innovation lab at the central government level

- Ran as an 18-month-project
- Ended with end of project
- Doomed to fail from the beginning

Why did GovDesign end:

- political explanation
- leadership explanation
- organizational explanation



First Day Helsinki Design Lab 1968



Last Day Helsinki Design Lab 2013

The Helsinki Design Lab

- launched in 2008
- ended in 2013

Why it came into being:

The Innovation Fund SITRA, created in the 1960s, brought it into being

- One principal (SITRA), but a Board of Directors, with the Representative of the Finance Ministry key
- Ended when Board refused to back effort to scale up the lab
- Postscript: attempt to revive it. Prime Minister's office would propose it, but it would be based in the Ministry of Finance

Committee of Permanent Secretaries refused to approve it prior to an election, was not reintroduced after a change in government

Mindlab (Denmark)

- launched in 2002 in Ministry of Business
- ended in May 2018

Why it came into being:
 Started as a series of workshops, but Minister provided strong backing

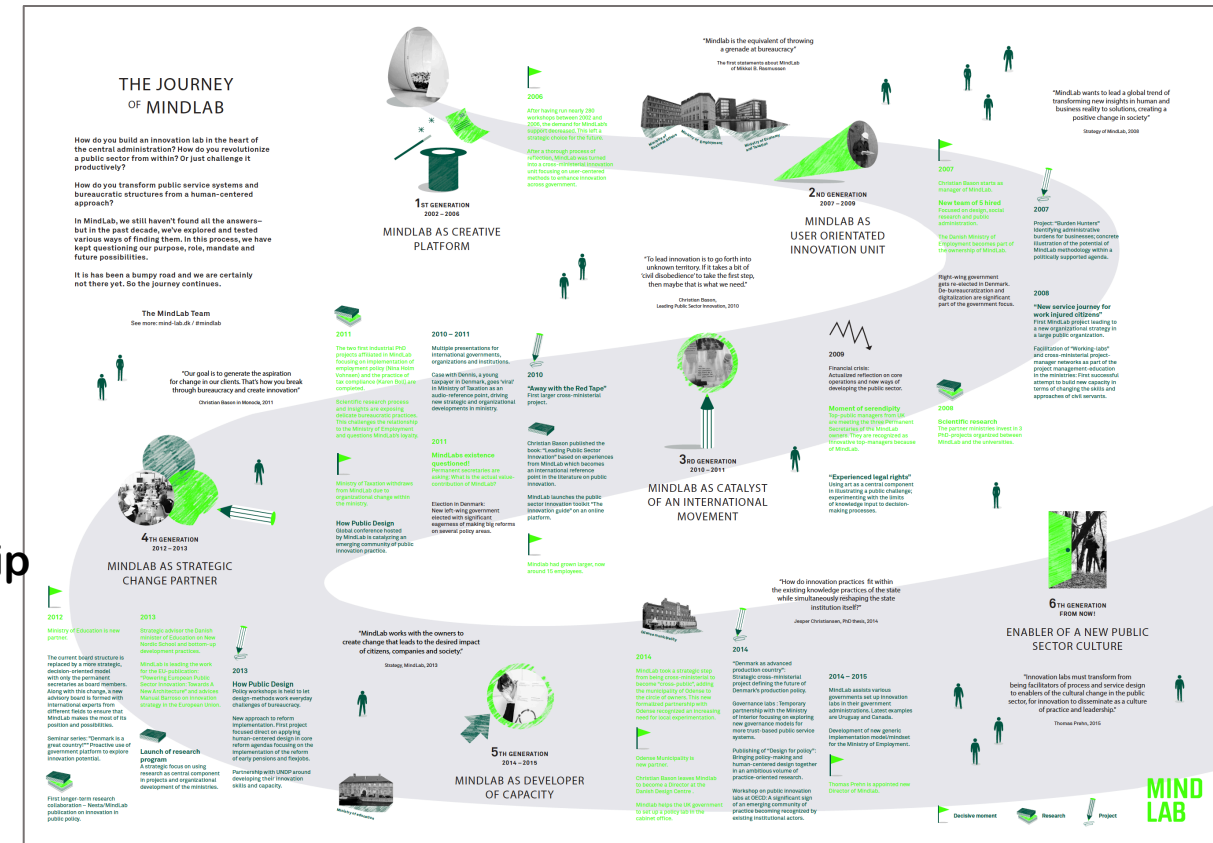
Became Cross-ministerial in 2007 with change in leadership of the lab

Had multiple Principals: Ministry of Education, Ministry of Employment, City of Odense

Change in Mission with New Leadership in 2015

December 2017: only one principal remained

- Official Closure in 2018, though “rump” continues just in Ministry



Type of support	Number of principals	
	One	some/many
Political	Mindlab (early, death)	Mindlab (later)
Bureaucratic	HDL	DesignGov

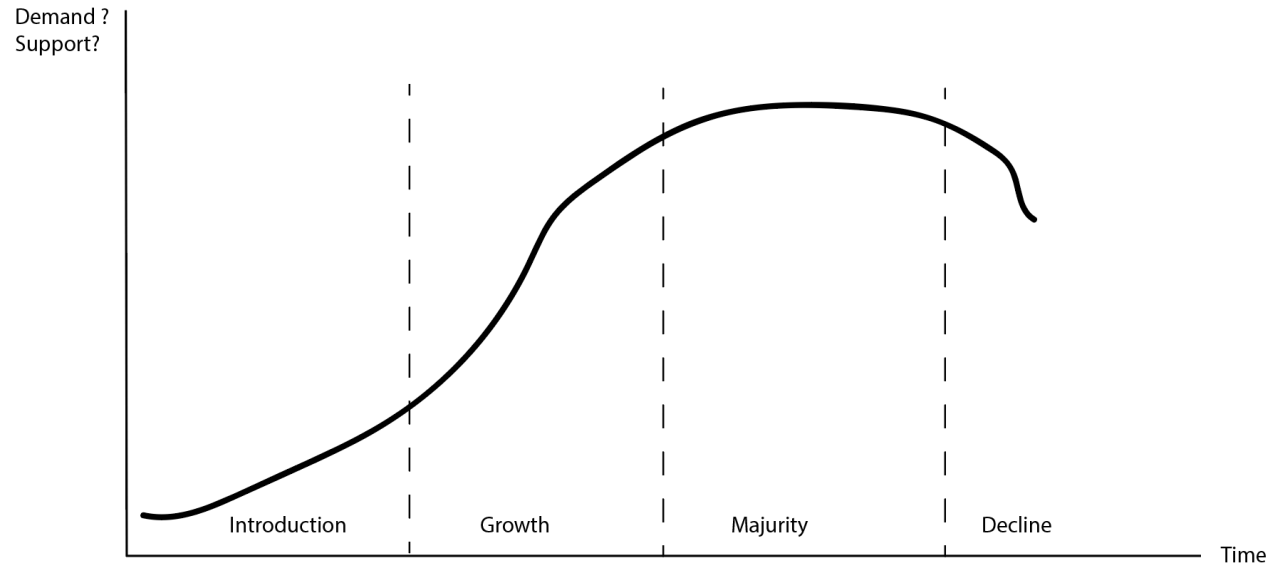
Conclusions

- Innovation & coordination
the key

- Politicization dilemma –
depend upon polarization
of society?

–

What kind of life cycle are we dealing with?



If the Life Cycle of an Innovation Lab echoes that of the traditional Product Life Cycle, the product, ie. the lab leaves the market eventually and disappears.

(Note: Vertical axis has been changed from ,Annual Sales Volume‘ to ,Demand‘, ,Support‘)

Mindlab: the “rump”
now works only on
“disruptive digitalization”

Chile: change in
government moved the
lab to the President’s
Office, now focuses on
digitalization

What about agile
governance?

If dilemmas cannot be
solved, change
mandate



Labgobar Buenos Aires



Labgobar

Set-Up

- A national/federal lab, based in Buenos Aires
- Created after Macri became President in 2015
- Based in the Ministry of Modernization

Type of Projects

- Skill-building
- Open Data
- Open Government
- Projects (e.g., health of cattle)

10 años de Política Digital

OBJETIVOS DE LA PRIMERA Y SEGUNDA AGENDA DIGITAL

Creación de la institucionalidad

Creación del marco normativo

Creación de la infraestructura de base

Formación de capacidades en ciudadanía y funcionarios

Creación de Agesic

Creación de ANII

Creación de Plan Ceibal

Aprobación de la Ley de Protección de Datos Personales

Creación de la Unidad Reguladora y Control de Datos Personales URCDP

Realización de la primera encuesta EUTIC (Uso de tecnologías de la información y de las comunicaciones)

Aprobación de la Ley de Acceso a la Información Pública

Creación de la Unidad de Acceso a la Información Pública UAIP

Creación de la Ley de Documento y Firma Electrónica

Creación de la Unidad de Certificación Electrónica UCE

Creación del CERTUY, centro nacional de respuesta a incidentes de seguridad informática

Creación de portal.gub.uy, portal unificado de información y servicios del Estado

Creación de REDuy, la infraestructura nacional de gobierno electrónico

Creación del Portal tramites.gub.uy

Creación de la Infraestructura de Datos Espaciales IDE

Creación de la Plataforma de Interoperabilidad del Estado

Creación de la Infraestructura Nacional de Claves Públicas

Comienza la implantación del Expediente Electrónico en la Administración Central

Lanzamiento del Servicio de acceso gratuito a banda ancha de hogares, Universal Hogares

Entrega de primeras Ceibalitas

Creación del Portal Educativo Plan Ceibal

Creación del Portal TIMBÓ con acceso a publicaciones científicas

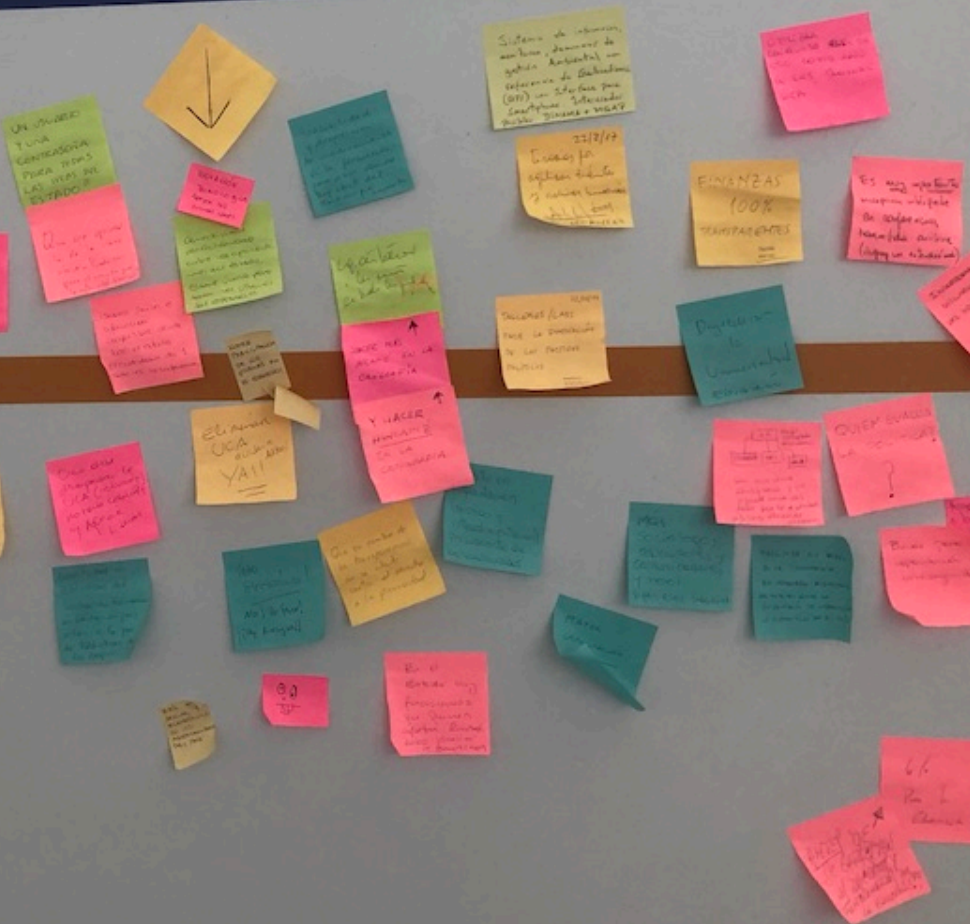
100% de niños y niñas de primaria con computadora

Diversificación de la oferta educativa en tecnología



LIC in AGESIC, Montevideo

ideas para la transformación del mañana



LIC in AGESIC

Set-Up

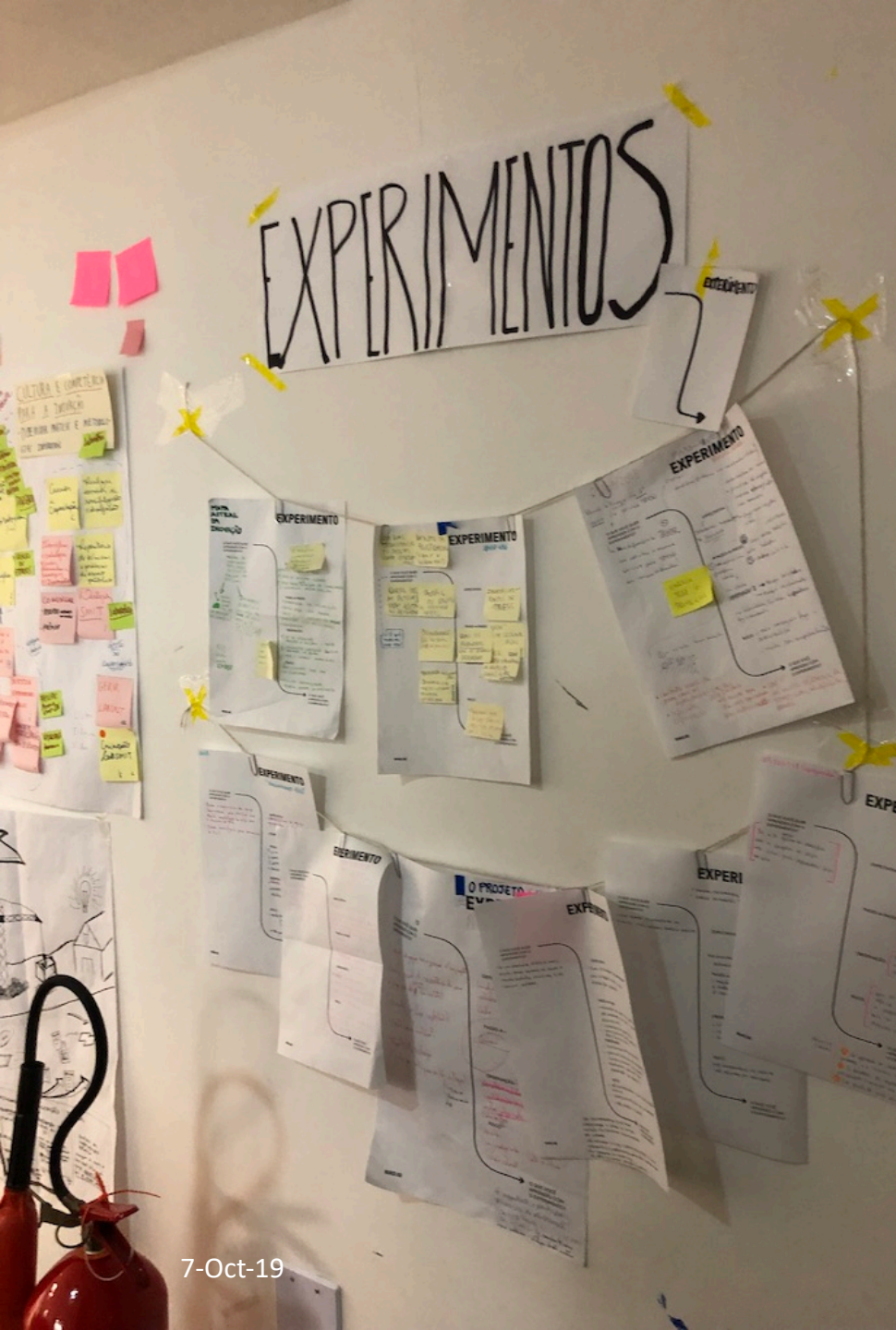
- Lab in Separate Agency
- Exists for 11 years

Type of Projects

- Focused on Digitalisation



City Lab, Buenos Aires



7-Oct-19

011

Set-Up

- A city lab, based in Sao Paolo
- Created in September 2017
- Based in the Secretariat of the city with the Digital/IT people

Type of Projects

- Digitalization of Public Services
- Health
- Organisational change

Extension to Latin America

Type of support	Number of principals—LA Cases	
	One	some/many
Political	LanGov (Chile), Argentina (city and federal), 011	
Bureaucratic	LIC in AGESIC (Uruguay)	GNova (?)