



# THE EXPERIENCE OF **INNOVATION** IN GOVERNMENT AT SÃO PAULO CITY

An overview from the City  
Hall's innovative projects

(011)<sup>lab</sup>

 **CIDADE DE  
SÃO PAULO**  
INOVAÇÃO E  
TECNOLOGIA

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# Executive summary

This study identifies the main characteristics that characterize civil servants who seek to innovate in São Paulo City Hall. The analysis is carried out through quantitative and qualitative research using as a source of information the projects, programs and initiatives presented at the two editions of the São Paulo innovation award, Premia Sampa. Case studies from the CopiCola Program and interviews with government innovation managers are also presented. In the latter case, this was done to discuss strategic actions that can accelerate and expand the scope of the innovation policy in the city.



**Doing things differently mobilizes civil servants throughout City Hall**

22 of the 26 Secretariats presented innovative projects, with emphasis on those that work directly with the public: 82% of them are in core areas and, of these, 59% are in public facilities, departments or coordinators.



**Challenges faced go beyond traditional innovation agendas for efficiency of public services**

At least 3,700 civil servants were involved in projects that sought new alternatives to solve significant public challenges. The

main problems that the innovative projects sought to solve were: distance from the citizenry (27%) and inefficient work processes (20%).

3

### **Mobilization of solutions is done creatively at City Hall**

The use of technology (20%), the articulation of actors (18%) and the training of civil servants (15%) were the main solutions established to face the challenges of administration. The areas that provide public service directly to the public have mobilized a variety of strategies. This diversity of solutions presented for the same problem indicates that civil servants did not seek “obvious” solutions; therefore, it points to their relative ability to understand the problems and structure the most adequate solution.

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### **Core areas explore and experiment with ideas, scale and spread innovation**

The reading from the different stages of innovation shows the predominance of projects in the sustaining phase (73%). The Secretariats stand out for the participation of projects in the phase of scaling up and dissemination (44%), indicating their capacity to structure projects that can expand and spread more quickly. The challenge in this case is to identify which aspects of the projects should be organized so that they can promote structural change and encourage quality public services throughout City Hall.

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### **Partnerships and collaborations are multiple in implementation, but not in designing the innovation**

The search for partnerships and collaborations was recurrent in the majority of the project implementations (87%). Of these, 54% involving two or more secretariats. However, few projects were designed to operate between various secretariats from the beginning (20%).

6

### **There is systemic innovation in São Paulo City Hall, with an emphasis on reducing the level of bureaucracy citizens face**

8% of the registered projects report an experience of systemic innovation, where the defining characteristic is (1) the ability for its implementation to change processes and work routi-

nes in many agencies; and in being (2) mostly intersecretariat, developing articulation arrangements between the upper hierarchies of the government. These projects also have a clear focus on internal processes and reduction of bureaucracy through technological solutions.

## **Recommendations**

In dialogue with the research findings, the CopiCola case studies showed the importance of mobilizing state capacities so that innovation brings relevant results for management. The mobilization of communities of innovation practices, the collaborative implementation of training processes, and the articulation of actors to redesign processes proved to be powerful tools to solve complex problems. From these tools, together with interviews with managers with vast experience in the theme of government innovation, we bring strategic recommendations in line with the research results:

- **Explore innovation in government as a positive agenda, fostering new paths and opportunities that can be applied by less structured areas of government.**

The growing space to develop innovative solutions for public administration has been made possible, among other factors, by the low resistance to the issue in the decision-making environment. The challenge is to take advantage of this context, create incentives, and provide greater opportunities beyond more structured government environments, where human resources are more qualified and financial resources are more abundant, so that success stories are more likely. In order to transform the daily relationship with the citizen, and the direct relationship with public services, it is essential to bet on those who are working in the daily relationships with the most vulnerable strata of the population.

- **Intensify the generation of state capacities to innovate in public facilities, local administration and at the departmental level**

The research identified engagement at the top, through strong participation in the total number of projects, in the diversity of thematic areas, and in the multiplicity of recognized problems and solutions undertaken. Supporting, serving and training dozens of people and administration units will require expanding the supply capacity of municipal programs aimed at government innovation. In the same direction, dee-

pening diagnoses from public professionals who are already committed to innovation in government, identifying needs and opportunities, can be a useful way to leverage the results of innovation in government.

- **Acting to strengthen intra-government collaboration**

Intra-government collaboration appeared as a significant variable throughout the entire survey. The high participation rate of projects in which the articulation of actors was a central element for solving the identified public problem was noteworthy. More complex collaborative arrangements also took more projects to the final stage of Premia Sampa, and is more likely to promote changes in routines in various agencies. Studying measures to favor institutional collaboration and mapping the most common difficulties in collaboration between projects are actions that can promote an innovation environment in the city.

- **Encourage new governance mechanisms in experimentation spaces**

The trajectory of innovation in government in São Paulo City Hall showed a growing effort to establish coordination formats and encourage new practices in the city. According to one respondent, "creating authorization spaces to experiment, with strict procedural control as opposed to control by results, will allow the creation of authorization mechanisms to allow this experiment to emerge and for this dialogue to happen."



## The study

This publication presents the main results of the study "The experience of innovation in government in the city: an overview based on the innovative projects of São Paulo City Hall".

The objective of the study was to present the innovation scenario of government in the city and the potential of the agenda for the next four years. To build this outlook and its development potential, we carried out a quantitative study of the innovative initiatives registered in Premia Sampa, in addition to a qualitative research with emblematic case studies from CopiCola, and interviews with relevant actors in the public innovation ecosystem.

Premia Sampa, the main source of information in this study, is the São Paulo City Hall (PMSP) award, which seeks to value innovative solutions for city management. It's first editions were between 2007 and 2008, and it was resumed in 2018 by the Municipal Management (SMG) and Innovation and Technology (SMIT) Secretariats, as they see it as an important tool for recognizing municipal civil servants, and for the consolidation of the culture of innovation in the public administration of the city of São Paulo.

Innovation awards, in addition to their main role of valuing civil servants who innovate, stand out as an important source of information and a tool to produce useful analyzes for the advancement of policy (Borins, 2014; Camões et. al., 2017 ; Cavalcante and Camões, 2017). However, it is worth highlighting limits on the use of this information. Since our analysis deals with projects that voluntarily enrolled in Premia, it is important to emphasize that this is not an analysis of all the innovative initiatives of the City Hall. Relevant government innovation projects in the city may have been left out.

For this reason, and here also lies the power of the analysis, we will always deal with engagement with innovation. The premise is that public agents see themselves as innovators when they register for the award. For this reason, we are not going to deal here with an assessment of the degree, quality or even whether a given project should or should not be classified as innovative. What matters is to analyze the profile, characteristics and environment based on who is explicitly committing to change processes.

To explore this engagement process, our journey begins with a brief look at the trajectory of innovation at City Hall, identifying the main milestones of this journey. Then, in chapter 1, we outline an overview of the projects, exploring thematic, institutional and content characteristics of each one of them. In the next step, chapter 2, we deal with the environment for innovation by discussing the process, reasons, levels involved and experience of the innovation. In Chapter 3, we work on the potential of the innovation agenda by combining the main findings of the work, with reflections from interviews with managers and researchers and three case studies. Throughout the text, we will present tables with specific case entries for the award that seek to help the reader to understand the diversity and wealth of solutions and alternatives presented to solve public problems in the city.

### How it was done

Coding methodology for objective and quantitative description of the analyzed documents. It involves an initial design of the analytical categories and pays special attention to minimizing discretion through successive defined steps that bring validity to the study.

The research used **Content Analysis** to catalog 177 detailed summaries of accepted entries and finalists of Premia Sampa in its 2018 (92 projects) and 2020 (85 projects) editions.<sup>1</sup>

The work stages related to the construction of the conceptual structure of the project, definition and conducting of interviews, and construction of the codification and database took place in

the same period. Carrying out the work in simultaneous, quantitative and qualitative stages allowed for the interaction between the codification and immediate guidelines for innovation in government, and the refinement of the analysis.

(1) Those entered but not detailed were not cataloged – 64 (2018) and 34 (2020).

The initial design of the analytical categories was based on the literature on innovation in government from: national and international innovation awards (Cavalcante, et. al., 2017; Borins, 2014); innovation process metrics and measures (Bugge et. al., 2011); the OECD study on innovation in Brazil (OECD, 2018); and the (011).lab value chain proposal (Brandalise et. al. (orgs.) 2020). From them, we provided preliminary organization, compatibility and codification of the data for the finalists of Premia Sampa 2018 and 2020.

At the same time, and with the objective of discussing the potential of the innovation agenda in the city, we deepened the knowledge about the mechanisms that associate the capacities to innovate with its results. This was done through interviews with managers and researchers with experience in government innovation, as well as through the analysis of emblematic cases identified in Premia Sampa and in the CopiCola program.

**CopiCola is a knowledge management program that seeks to build capacity to innovate through the transfer of knowledge between civil servants in São Paulo City Hall. For this, CopiCola identifies and systematizes innovative practices with the potential to be adopted in different contexts within São Paulo City Hall, generating useful and didactic content; promoting wide dissemination and facilitating the connection between actors, enhancing learning from the registered cases.<sup>2</sup>**

Then, code adjustments were carried out, taking into account the results of the pre-analysis and the identification of new analytical dimensions that could be identified in the examined material. Based on them, other references complemented the construction of categories, presented in Figure 1. With this, all the material of the detailed projects of Premia Sampa was coded in two stages and by different researchers, in order to minimize the bias in the classification of projects.

(2) Available at: <https://copicola.Prefeitura.sp.gov.br/projetos>

Figure 1 - Dimensions and codes used in the analysis

Dimensions	Sub-dimensions	Codes	Reference
Engagement	Thematic coverage	Proposing Secretariat	(Cavalcante, P.; Camões M., 2017); (SG, 2018)
		Type of work	(SG, 2018)
	Areas of application	Problem Typology	(Cavalcante, P.; Camões M., 2017); (Brandalise et. al (orgs.), 2020)
		MAIN problem	
	Type of solution	Solution Typology	(Cavalcante, P.; Camões M., 2017); (Brandalise et. al (orgs.), 2020)
		MAIN Typology	
Impacts and Results	Main Impact	(Cavalcante, P.; Camões M., 2017); (Brandalise et. al (orgs.), 2020)	
	Main Result		
Environment	Innovation process	Innovation stage	Leurs; Roberts (2018); (Cavalcante, P.; Camões M., 2017)
		Reactive	OCDE (2018; 2019)
	Reasons to innovate	Goals Program	
		Execution (Levels Involved)	
	Possibilities to innovate	Involvement Hierarchy	
		Changes in routine	
	Innovation experience	Centrality for the agency	
		Main Result	

## The journey of innovation in the city of São Paulo

Before analyzing the current stage of engagement with innovation in government in São Paulo City Hall, it is necessary to survey the important milestones of its trajectory in the city. With this, we intend to provide context for the reading of the data that will be presented throughout this publication. To this end, we mapped important events related to the corresponding themes on the agenda: participation, transparency, digital inclusion, application of technologies, and governance mechanisms.

The mapped initiatives show the **lasting interest in innovation in the city of São Paulo**. Events, specific actions, action plans, programs, creation of agencies, guidelines and municipal policies make up different projects related to the search for doing things differently over different terms of office. The principles of the municipal innovation agenda are some of the concerns of São Paulo City Hall in its different administrations:

- **Bring government and society closer:** in actions and guidelines identified for this purpose, there is a continuous process of promoting the participation of civil society, in addition to the intention to improve the transparency of public administration, expanding access to information for the population, and investing in the expansion of the capillarity of public services;
- **Transform management:** this principle can be identified in the formulated actions and guidelines that were based on improving services and work processes. Events on innovation and training programs, such as Simple Language, and the establishment of schools, such as the Municipal School of Public Administration and the School of Parliament, contribute to the training of public agents with tools that can foster the improvement of services in different city facilities.
- **Programs and policies that combine both elements:** they produce new ways of working for the municipal administration with principles more in line with government transparency and innovative mechanisms for the development of activities in the different levels of the municipality. Examples are actions to restructure processes, such as the Electronic Information System (SEI), and municipal policies related to information technology.



The trajectory also allows us to identify **a still incipient innovation environment**, which can be noticed when we observe the combination of two characteristics of the process:

- On the one hand, we observed disruptive initiatives, such as the creation of MobiLab, combining the unprecedented opening of mobility data with innovative hiring formats through project competition;
- On the other hand, important initiatives of an incremental nature, such as the Municipal Policy for the Governance of Information and Communication Technology, which instituted guidelines for the decentralization of the development of new applications.

Both, however, do not appear to access the public administration as a whole. More comprehensive and systemic actions also appear, but on a smaller scale: regulation of the Access to Information Law (LAI), the creation of the Comptroller General of the Municipality, the implementation of the SEI and municipal policies aimed at transparency, information and communication technology, like GeoSampa.

In this context, there is a recent process of **defining structures in administration that have innovation in government at the center of their attributions**. The creation of the Municipal Secretariat for Innovation and Technology is an important milestone in this process. It redesigned existing administrative structures and instituted new ones, combining citizen services, fostering innovation, and technology policy governance.

Within this universe, recent institutional efforts to **create institutional spaces to promote innovation in government** stand out. Following the process of encouraging innovation in government around the world, São Paulo City Hall created two Innovation laboratories, Mobilab+ and (011).lab, by SMIT, and an innovation initiative in open government at SME (Pátio Digital). Establishing innovation laboratories within the municipal public administration is the systemic action that places innovation, and its consequent learning and experimentation processes, at the service of improving all the management and public services of City Hall. They provide public agents with access to instruments that can collaborate with the implementation of innovative and more efficient practices in their work environments.

In addition to the laboratories, the **innovation awards** are also an important movement to promote innovation and celebrate good practices in public administration. In the case of São Paulo City Hall, an award was created to value relevant initiatives by public agents in 2007, having only two editions at that time. It was taken over by the current administration, in 2018, in a biannual format, and had a new edition in 2020.

Government innovation awards, in addition to celebrating good practices and being important tools for disseminating innovation, are a way of recording the practices considered by public agents as innovative at that time. Thus, the material of their entries can constitute an important source for governments to understand what has been done 'different' from the end services to the offices of the various Secretariats.

In the course of innovation in the city, structuring actions gain a new meaning, distinguishing themselves from the previous ones. This is because the creation of a Secretariat dedicated to the innovation agenda and a laboratory with the mission of executing this policy create conditions capable of implementing a robust agenda and on a scale adequate to the city's challenges. This condition makes it possible to articulate and stimulate different governmental instances, promoting social participation, and developing an environment of innovation open to experimentation in favor of improving services and public administration.

However, implementing a new cycle of this agenda is not an easy task and one of its first steps is to take a closer look at the already existing engagement with innovation in the municipality. Understanding what and how this movement has been carried out from public facilities can help inform this implementation. It is this movement that the analysis of the project entries into Premia Sampa sought to accomplish.

## Year Milestone

- 2002 ● Creation of the public network of telecenters (Decree No. 42,157, of July 3, 2002), an initiative maintained today by SMIT, which seeks digital inclusion for the population with 130 units in the city.
- Creation of boroughs in the city of São Paulo (Law 13.399, August 1, 2002), which grant more political and administrative autonomy to the local level, bringing citizens closer to the government, increasing the capacity for social control, decentralizing and democratizing the actions of the São Paulo City Hall.
- 2006 ● Creation of the Municipal Civil Servant Training School (EFSPM) (Decree No. 46912, of January 16, 2006), today the São Paulo Municipal School of Administration - Álvaro Liberato Alonso Guerra (EMASP) (Decree No. 55410, of 14 of August 2014), under the responsibility of the Management Secretariat (SG). It seeks to promote the training and institutional development of public agents and civil society. Among the activities they develop, EMASP is engaged with Inovaday, an initiative of different agencies to promote monthly discussions to think about government and society in a creative way, sharing solutions for an innovative government.
- 2007 ● Creation of the São Paulo Cidade Award, a competition developed by the Management Secretariat (SG), aimed at recognizing and rewarding innovations and good practices in municipal management that result in better service to citizens.
- 2008 ● Approval of amendment 30 to the Organic Law of the Municipality. After intense mobilization and pressure from civil society, São Paulo becomes the first city in the country to have a mandatory Goals Program, an instrument for society to monitor the progress of government goals.
- Creation of a law that requires the publication of information about employees, appointees, and civil servants linked to the municipal government on an electronic website (Law No. 14720, of April 25, 2008, regulated by Decree 50.070, of October 2, 2008).
- Institution of the Municipal Digital Inclusion Policy (Law No. 14668, of January 14, 2008), with the objective of democratizing access to the digital world through telecenters and training actions for users from vulnerable communities.
- 2011 ● Institution of the Municipal Information and Communication Technology Program (PROTIC), with the objective of promoting the modernization, innovation and reduction of bureaucracy in municipal public administration procedures.
- Creation of the School of Parliament of the City Council of São Paulo, with the objective of bringing the legislative body closer to society through training and skills development offered to public agents and the population.
- 2012 ● Regulation of the Access to Information Law in the municipality of São Paulo (Decree No. 53,623, of December 12, 2012), within the scope of the Executive Branch, establishing procedures and related measures to guarantee the right of citizens to access state information.

## Year Milestone

- 2013 ● Creation of the General Comptroller of the Municipality (CGM) of São Paulo (Law No. 15,764, of May 27, 2013), an internal control body of the Executive and Legislative powers, which seeks to prevent and fight corruption, ensure the defense of public property, and promote transparency and social participation. The CGM also has the Integrity Policy Coordination Office, responsible for a substantial part of the actions related to information access and active transparency.
- 2014 ● Creation of the São Paulo Aberta initiative and the Intersecretariat Committee for Open Government of the city of São Paulo (CIGA-SP) (Decree 54,794, of January 28, 2014), with the objective of integrating and improving intra and intergovernmental articulation, strengthening open government initiatives already underway, spreading and improving transparency and social participation, fostering technological innovation and promoting the improvement of governance and the provision of public services. São Paulo Aberta was incorporated in later administrations, becoming a unit of the Secretariat of Government (SG) in 2018.
- Creation of the Municipal Database Catalog (CMBD) (Decree No. 54,779, of January 22, 2014), which discloses the list of all databases produced by municipal administration bodies and entities. Based on the catalogue, PMSP created the Dados Abertos (Open Date) portal, a free and open data cataloging platform, which brings together the databases of Secretariats, boroughs, and municipal public companies for citizens to access freely.
- CGM creates Café Hacker, an initiative that brings together communication professionals and citizens interested in knowing data from São Paulo City Hall, as well as civil servants, technicians, and government representatives, through periodic meetings in which they pored over data from different Secretariats, promoting knowledge, social control and greater transparency.
- Creation of the São Paulo City Hall Innovation Laboratory (MobiLab), after successful experiences of opening mobility data in meetings with civil society (hackathons) in the context of changes caused by the 2013 mobilizations. In 2019, it will be renamed Mobilab+, Open Innovation Laboratory, a space to seek, experiment and drive intelligent solutions to the city's problems as a whole through contact with the public and open innovation ecosystem, as well as open data for innovation.
- Launch of the Free Wifi SP program, which offers free and quality internet in public spaces in the city of São Paulo.
- Establishment by law of guidelines and norms for the publication of open data and information by public bodies in São Paulo in electronic format, with structuring of the responsibilities and requirements necessary for publication (Law 16.051, of August 6, 2014).

## Year Milestone

- 2015**

  - Creation of the Geographic Information System for the city of São Paulo (Geosampa), a platform for interfacing the population with city maps, which makes the digital map of São Paulo available in an open format. It brings a network of geo-referenced information that includes various topics about the capital, such as the location of traffic lights, public equipment, lighting points, tax lots and traffic accidents.
  - Implementation of the Electronic Information System (SEI) within the scope of São Paulo City Hall, with mandatory use for Secretariats, CGM, Burroughs, Local Authorities, Foundations and Municipal Public Companies.
- 2016**

  - São Paulo becomes the first city in the country to fully publish, in open format, IPTU registration data. (Decree 56,932 of April 13, 2016).
  - Creation of the Open Government Action Plan, an instrument developed within the context of São Paulo Aberta and in conjunction with civil society to promote, strengthen and encourage initiatives for transparency and accountability, citizen participation and technology and innovation in São Paulo City Hall.
- 2017**

  - Creation of the Municipal Secretariat for Innovation and Technology - SMIT, with the objective of encouraging, prospecting, developing and implementing methods, instruments and techniques that lead to improvement and innovation in the organization and services provided by the municipal public administration. Information and communication technology resources are used in order to increase the quality of customer service and promote their participation in the development of a smart city. (Decree No. 57,576/13 and Municipal Law No. 16,974/18)
  - Creation of (011).lab, SMIT's government innovation laboratory, a strategy to bring public management closer to society, increase the efficiency of municipal administration and the quality of public services.
  - Creation of Pátio Digital, a strategy for digital transformation and open government that seeks to increase government transparency and propose technological solutions to problems in public education. (Instituted in 2018, by SME Ordinance No. 8008/18).
  - Institution of the Municipal Information and Communication Technology Governance Policy (PMGTIC), which encourages technological innovation and offers decentralization guidelines for the implementation of new tools and actions related to information and communication technology within the municipal public administration.

## Year Milestone

- 2018**

  - Creation of CopiCola, a knowledge management program that identifies, systematizes and disseminates innovative practices with replicable potential, facilitating the transfer of knowledge between civil servants in the city of São Paulo.
  - Launch of the first Descomplica SP unit, in São Miguel Paulista. The project reformulates the concept of a service center by making available more than 350 public services from different agencies in the same space, meeting the needs of the population based on an integrated and global vision.
  - Resumption of the award for innovative practices in public administration in São Paulo. Now, under the name Premia Sampa, it is carried out through a partnership between SG and SMIT.
- 2019**

  - Beginning of the Simple Language program, which aims to facilitate the language that the City Hall uses to communicate with the population, simplifying public documents and engaging civil servants on the agenda of simple language.
  - Organization of the international event on Innovation in Government by (011).lab, seeking to strengthen communities of innovation practices in national and international government, encourage the exchange of experiences between public innovation units, give visibility to the theme of public innovation and experimentation in São Paulo City Hall, in addition to qualifying debates on innovation in the public sector.
- 2020**

  - São Paulo is the first city to permanently institute telecommuting regime for public agents, following a movement already established by different organizations and even the Federal Government. Thus, it is necessary to draw up guidelines so that there is no harm to the public administration and the services offered to the population.



## Innovation overview

This chapter systematizes the main characteristics of the projects of Premia Sampa. This is done based on the categorization in terms of application areas, problems encountered and proposed solutions. Through them, we seek to draw an unprecedented profile of engagement with innovation at PMSP.

### **Doing things differently mobilizes civil servants of São Paulo City Hall in a comprehensive manner**

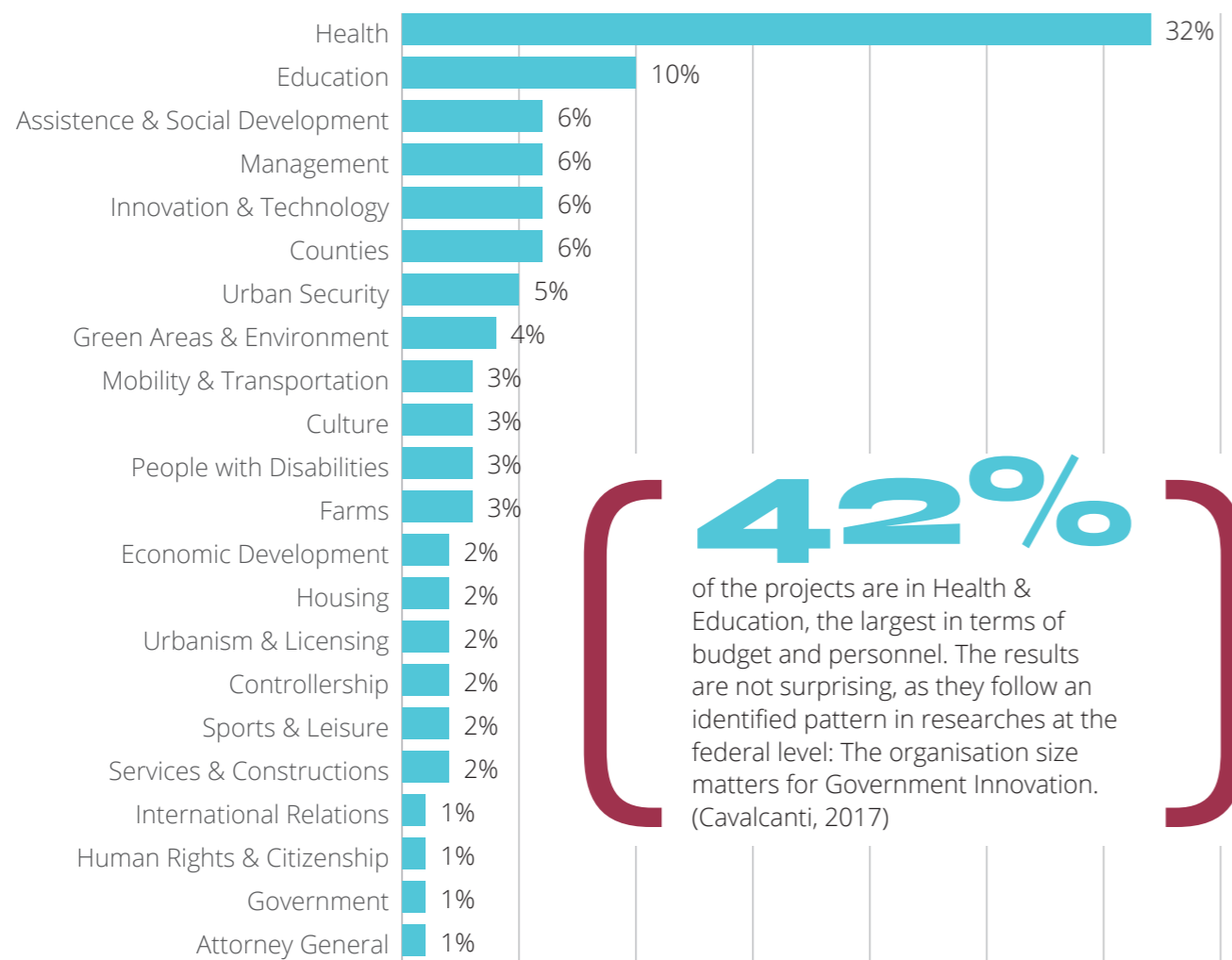
The first look at Premia Sampa projects sought to characterize engagement with innovation from two perspectives. In the first, we identified the thematic area of the projects through their respective Secretariats. Based on that, we presented a typology of applicants, in which the areas were grouped according to the purpose of each secretariat. In the second, we carried out a classification of the problems that the projects sought to solve. The two pieces of information reveal the diversity of engagement with innovative projects that permeate the structure of São Paulo City Hall and seek to solve a variety of problems.



**Innovation engages civil servants from different areas, with special emphasis on those who work directly with the public**

Innovation engages civil servants from different areas, with special emphasis on those who work directly with the public. The distribution of applicants by thematic area confirms that the size of the Secretariats matters for engagement with innovation (Cavalcante, 2017). Health and Education, areas that have thousands of civil servants and servers, linked budgets and a developed institutional structure returned, account for most of the proposed projects, 42%. Nevertheless, the thematic diversity of the projects involved is one of the cases of the process of engagement of servants in the projects of innovation enrolled in the Premia Sampa. There are 22 Secretaries involved with innovation, among 26 existing Secretariats.<sup>3</sup>

**Figure 2 - Distribution by thematic area**



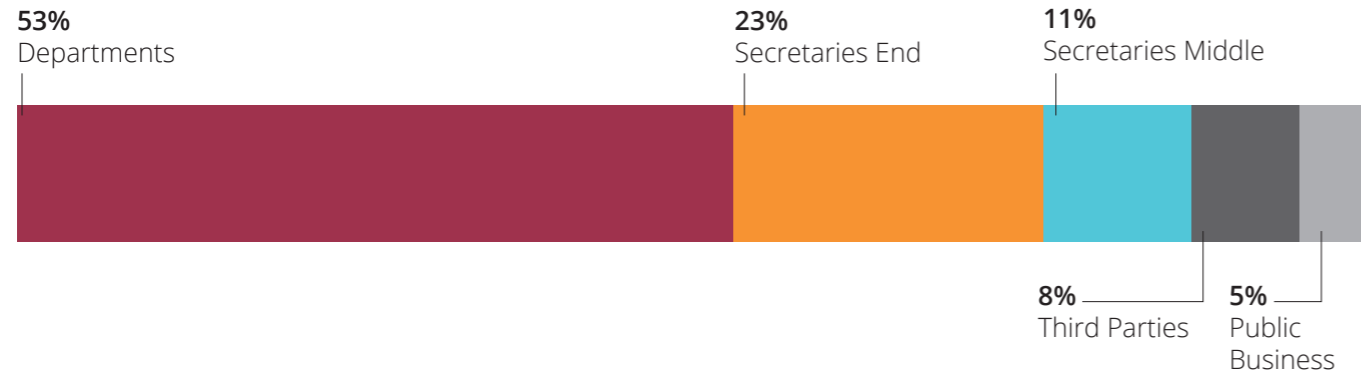
(3) In November 2020. See: São Paulo (City). Diário Oficial do Município. São Paulo, Imprensa Oficial, p. 2.

Looking at the origin of innovation through the proposing Secretariats provides us with a first important dimension of this scenario, the thematic scope in the engagement of civil servants:

- **Diversity of thematic areas:** 22 Secretariats are involved in innovative projects, out of 26 existing Secretariats.
- **Engagement:** The 2018 and 2020 editions of Premia Sampa mobilized 177 accepted projects entries with at least 3,700 civil servants involved. The interest in promoting innovation in the public sector in the city includes a multiplicity of scales, combining:
  - Major projects, such as the implementation of the Electronic Information System (SEI), whose implementation encompassed several bodies, involved a regulatory review and changed the way in which all Secretariats work.
  - Localized projects, developed in Basic Health Units (UBS), Child Education Centers (CEI) or Social Assistance Reference Centers (CRAS), for example, which sought to promote changes in the forms of care, in the organization of work, or in the physical space of the equipment.
- **Search for innovation with those who work directly with the public:** the institutional insertion of innovative projects, shown in Figure 3, also shows that innovation is happening with those who work directly with the public. 82% are in the core areas, and of these, 53% are in public facilities, departments or coordinators, that is, in units outside the offices.<sup>4</sup>

(4) The nature of the work is defined according to its role within São Paulo City Hall: (i) ancillary areas, are units that support municipal management; (ii) core areas are units whose activities are directly aimed at achieving PMSP (São Paulo City Hall) objectives. São Paulo City Hall, Municipal Management Secretariat. Guiding document for modeling municipal public administration bodies. São Paulo, 2018.

**Figure 4 -** Distribution according to type of proponent



The municipal administrative structure is quite heterogeneous in terms of size, degree of maturity and profile of the civil servants. Thus, one of the risks of innovation in government is that it accentuates differences between the operational areas of public administration. The strong presence of proposed projects at the departmental level shows that, at least as a starting point, mobilization in innovative projects does not reinforce this trend.

Developing capacity-building initiatives and dissemination of innovative experiences focusing on civil servants who are already engaged with change among those dealing directly with the public can intensify innovation in a comprehensive and non-hierarchical way in City Hall, and provide tools for public agents to plan and implement the process, doing things differently in their new projects.

Likewise, the literature also suggests looking at thematic areas that have less than expected involvement, either because of the size of the portfolio (in terms of personnel and budget) or because of the type of public policy it undertakes. In this sense, areas such as mobility, housing and urbanism have not shown significant participation in the Premia Sampa. Understanding why these areas are not articulating like the others and exploring opportunities can also be an important way to strengthen innovation in city government.

**The classification of the problems to be faced reveals adherence to public policy agendas created in different cycles**

**Figure 4 -** Main problems according to type of proponent

Main Problems	Total	Type of Proponent				
		Departments	Secretariats Core	Secretariats Ancillary	Third Parties <sup>5</sup>	Companies Public
Distancing in relation of the citizen	27%	24%	33%	25%	40%	
Work process Inefficient	20%	20%	18%	25%		63%
Qualification of the Citizen	14%	13%	13%	5%	33%	13%
Insufficient evidence/ information for decision and implementation	11%	11%	15%	10%	7%	13%
Competencies of civil servants	11%	14%	8%	10%	7%	
Service quality	7%	10%	5%	10%		
Wasted resources	6%	6%	3%	10%	7%	
Excessive bureaucracy for the citizens	5%	2%	8%	5%	7%	13%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

The description of the public problems to be faced is one of the mandatory questions to enter projects in Premia Sampa. Based on that, the proposals were coded into main problem types. And, thus, a perspective was built on what mobilizes the different areas in São Paulo City Hall.

- **Diversity of identified problems:** all types of proponents address the 8 categorized problems. This indicates that, in addition to the engagement pervading different instances of public administration, the recognition of different challenges to qualify public management has also marked innovation in government in the city of São Paulo.

(5) Includes different collaborations from citizens, private companies, startups, social and non-governmental organizations.

**Table 1- CEI Amigo do Peito (SME) and API-SOF (SF) demonstrate the concern with potential distancing from the citizenry.**

The concern with potential distancing in relation of the citizen is recent within Brazilian public administration. Strongly related to policies of open government and transparency, this process began at City Hall in 2014, with Municipal Decree 54,779/2014 as a milestone, which determined the need to disclose all databases produced by the municipal administration. It is also associated with a concern with the quality of public services and the establishment of participatory processes that bring citizens and government closer together. In very different contexts, these two initiatives show the ability to recognize new demands and listen again to identify public problems:

- In API-SOF, frequent requests for information about the Budget and Finance System showed the need to offer a tool that would increase the autonomy of citizens in accessing this information. It is, therefore, an emblematic example of distancing from the citizen, linked to pressure for transparency and openness of public administration data, as a motivator for an innovation project in PMSP.
- The CEI Amigo do Peito, on the other hand, was born from the identification that the distance between citizens and the government can also be harmful to the health of children. SME revealed early weaning of babies due to the small number of initiatives to promote breastfeeding at the Children Ed. Centers and the false perception among mothers of the impossibility of maintaining breastfeeding with the entry of babies in the nurseries of the CEIs. The lack of clarity and engagement with the breastfeeding agenda in day care centers reduced the quality of service provided to the school community.

- **Concern with inefficiency:** the challenges of efficiency in management reflect a concern with the management of public policies, which had a large institutional space from the beginning of the 1990s. Studies show that this agenda predominates in national innovation awards and mobilized 1/5 of the projects in the city.
- **Distancing is an issue:** it was identified as the main one for 27% of projects. The recognition of problems in the government's relationship with the population indicates the adherence of São Paulo's innovation to new themes and demands from society. It also marks an ongoing effort within São Paulo City Hall, in line with what we have analyzed in the innovation milestones.
- **Best evidence for public policy:** 11% of the projects seek to solve the problem of better information for decision-making or for the implementation of public policies, a concern that was concentrated in the departments, in the core and ancillary secretariats. This reflects efforts to promote evidence-based public policy, an agenda that has gained increasing space in public management.

The plurality of problems addressed by various areas of City Hall becomes an asset for the innovation agenda in the city, insofar as it constitutes a source of experiences in identifying administration challenges. Recognizing, recording and sharing different experiences about the same types of problems in similar environments contributes to feeding the proponent areas with alternative ways of implementing public policies, expanding the government's repertoire.

### Solutions are creatively mobilized at City Hall

Describing the solution produced for the identified problem was also detailed in the registration of projects in Premia Sampa. In applying for the award, applicants had to focus on the type of referral they intended to obtain. From a descriptive answer, we performed a classification of the main solution deployed and used it to identify patterns in the way in which civil servants sought to improve the efforts of the municipal administration.

The results show that public agents used different types of solutions for different types of problems, that is, they showed creative mobilizations:

- 18% sought articulation as a solution, that is, connecting and bringing organizations, areas, and people together as the main means of solving the problem. This strategy was used to face very different problems, from the implementation of an environmental health program within the scope of the family health strategy in Jardim Ângela, to the need to optimize the displacement of public agents through the city.
- 20% of the registered projects used the development and implementation of technological tools as a solution. More than that, technology was the main instrument for 5 of the 8 problems, including distancing in relation of the citizen and the waste of resources.
- Simplification of projects, training and engagement civil servants were also mechanisms used to resolve the main issues found, with 15, 13 and 7%, respectively.

**Figure 5** - main Solution by Type of Problem

Main Solution	Total	Type of Problem							
		Distancing from the citizen	Inefficient work process	Population qualification	Insufficient information	Server skills	Service quality	Waste of resource	Excess bureaucracy
Technology	20%	13%	36%	13%	30%		23%	20%	25%
Articulation	18%	40%	8%	17%	5%	5%	15%	10%	13%
Server training	15%	9%	8%	8%	5%	63%	15%	20%	
Process simplification and integration	13%		36%		5%	5%	15%	10%	63%
Communication with the citizens	10%	9%		46%			8%	10%	
Service	9%	19%	3%	17%		15%			
Information management and use	8%		6%		55%		8%	10%	
Civil servant engagement and mobilization	7%	11%	3%			26%		20%	
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

**Table 2** - Types of Solutions

### Articulation as a solution for distancing in relation to the citizens: Digital Accessibility Seal (SMPED)

Articulation can be a powerful tool to solve problems a perceived distance between citizens and the public system. This happened with the Digital Accessibility Seal, which assesses and validates the quality of accessibility of Brazilian websites. The program is based on the use of technological tools to assess accessibility and brought about important technological changes that allowed City Hall's websites to be more accessible. It was only possible through the promotion of different articulation strategies. For the assessment to have legitimacy, SMPED articulated with state government entities with experience in quality assessment, as well as civil society actors engaged with the accessibility agenda and with different Municipal Secretariats.

The plurality of actors involved in the evaluation and awarding of the Seal brings credibility to the project and makes it recognized among those who work with the agenda of digital accessibility in Brazil. The program also brought the City Hall closer to people with disabilities, by promoting adaptation of the web pages of the Municipal Secretariats, which, in addition to technological change, required intra-secretarial articulation to promote good practices in all City Hall sites, enabling public service information to be accessed by people with special needs.

### Technology to solve the problem of quality of care: URSI Mais Perto

The URSI Mais Perto project is a categorical example of the use of technology to improve the quality of care. Health professionals from the Municipality of Vila Maria and Vila Guilherme identified an increase in absenteeism among the elderly in medical appointments, due to mobility difficulties in this population. Among the actions developed to guarantee the service is the construction of a technological tool for entering the data of the elderly assisted by URSI. These are then transformed into quantitative and qualitative indicators, allow the monitoring of service quality.

### Diversity of solutions: not everything is as it seems

Often, finding the right solution involves differentiating the role of the working tools from the main type of solution deployed. The use of technology is emblematic in this regard, as in different projects it was important, but instrumental. Two cases, documented by CopiCola and discussed in detail in section 3 of this document, are illustrative in this regard. Empreenda Fácil was supported by a system of prior consultation and issuing of licenses, but it was basically a task of simplifying the process, supported by important administrative and legal changes. In turn, the Server Transport by Mobile Application project, with a view to replacing leased cars that generated waste because they were sometimes idle and sometimes insufficient, introduced a technological tool - a transport application - to optimize the displacement of civil servants. However, although technology has been an ally, the main solution undertaken was the construction of an implementation arrangement that combined top-down normative commands with intense dialogue to support areas to change the logic of transport while on the job.



## In order to generate value to society, civil servants prioritize optimizing management, participation, transparency and better service

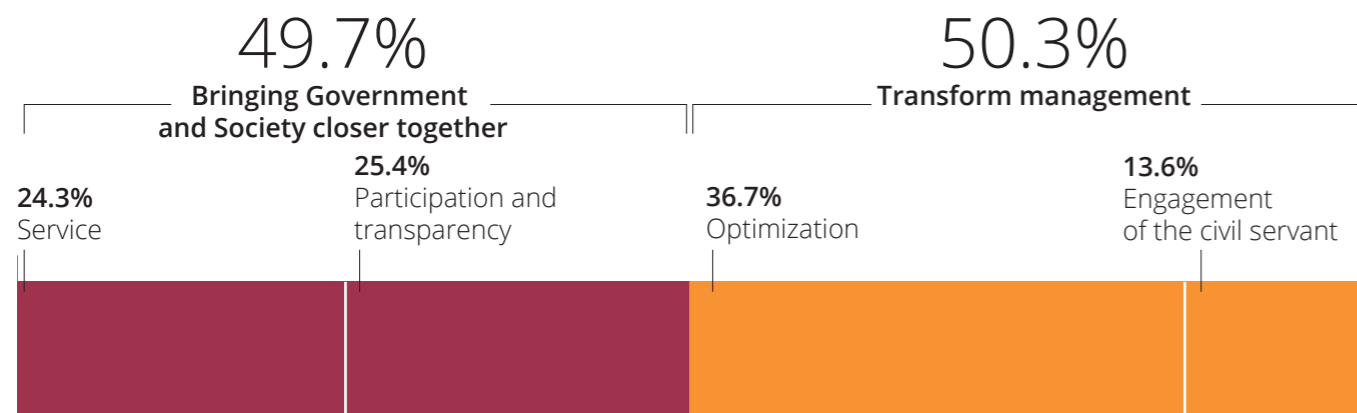
After identifying the thematic areas, the problems faced and the proposed solutions, this panorama starts to focus on the announced objectives of the projects entered in Premia Sampa. This means looking at projects from the point of view of the delivery they intend to make. For this, and based on the value chain<sup>6</sup> of (011).lab (Brandalise et. al. (orgs), 2020), we created two levels of analytical categories:

- The first sought to identify the intended impacts of the projects, that is, ultimately what value they intend to deliver to society.
- The second is a process where we classify the types of results directly linked to the activities performed. With that, we coded the projects in two types of impacts: (i) bringing government and society closer together and (ii) transforming management. From them, four types of concrete objectives unfolded, here called results: two related to the transformation of management (optimization; and engagement of the civil servant) and two related to the approximation between government and society (service; participation and transparency).

## What do these findings suggest for the Innovation agenda?

Faced with the same problem, civil servants used different tools to solve it. They did it differently, going beyond what could be considered a standard response, showing an openness to really understand the nature of the problem and the opportunities for its solution. Even when we look at a restricted group of cases, such as the award finalists, with the exception of cases that had excessive bureaucracy as their main problem, all the others mobilized at least two possible paths for their solution. Again, exploring the diversity in the process of building solutions in detail can give the government a rich repertoire of tools, especially when highlighting alternatives that escaped the solution that seemed to be the most immediate.

Figure 6 - Vision of innovation: desired impacts and results



(6) Value chain is the document that guides the strategic management of an organization. It presents the public value delivered to society and structures the projects developed into action fronts.

**Table 3 - Dronepol (SMSU) and Professor Author of his training in Service (SME) and the centrality of servers**

Although both projects train civil servants in solving their problems, the centrality of these agents among the project objectives is radically different in both cases. At Dronepol, GCM training was an important element for the implementation of drones. However, it was a means for the SMSU to boost the use of this technological tool in work processes and is not part of the objectives and results described by the program. The Professor Author of their in-service training, on the other hand, removes the civil servant from a passive position and places them at the center of the program for the development of training in line with their interests. In addition to the mobilization in the process, collaboratively building their study project, the agents' engagement with their own training process is an objective and desired result of the project. Projects such as SME's guarantee the adherence and engagement of civil servants with the transformation and increase their teams' capacity for innovation.

Reading the impacts and results that the teams seek to obtain allows a look at the direction in which City Hall's innovative projects are heading:

- **Impacts are balanced between efficient government and a City Hall that is closer to the citizen:** this reveals an alternation between the internal (internal processes of the administration) and external (in the work developed for the city and its citizens) focus of the projects and its alignment with the vision of innovation promoted by the laboratory.
- **37% of the projects point to management optimization as their main result:** with an internal focus on work processes, this is the main path indicated for the expected impact of management transformation. In a different way, the search for bringing the government and society closer involves both improved service and greater participation and transparency.
- **14% of the projects see the engagement of civil servants as the main result to be achieved:** the centrality of these agents in the process of change in municipal management appears mainly as a means, and not as a result of the Premia Sampa projects.

**What do these findings suggest for the innovation agenda?**

The small presence of initiatives that place the engagement of civil servants as the purpose of the projects can be seen as an opportunity for the innovation agenda in São Paulo. This is because, expanding and reinforcing this objective would be in line with the perspective of transforming management with civil servants at the center of the change, an important aspect highlighted by different innovation laboratories and central in the trajectory of (011).lab. The cases show how the mobilization of public agents can be important to address different types of problems: insufficient information or evidence; inefficient work processes; and waste of public resources.

The low frequency of cases that recognize the engagement of civil servants as the guide of their projects reveals the need to pay more attention to existing experiences. Publicizing successful initiatives can show City Hall the importance of this engagement and inspire the realignment of objectives in other projects. More than that, considering the identified engagement and the relevance of the problems and the proposed results (described in the previous sections), it opens an opportunity to structure programs at a scale that focuses on civil servants.



# (2)

## Innovation environment

So far, we have been able to identify the plurality of problems addressed and the diversity of solutions employed, outlining a panorama of innovation based on “doing things differently”. However, behind individual actions, there is an environment that provides conditions for innovation. In this sense, this chapter takes a comprehensive look, a vision of the whole, that goes beyond the reading of each project.

The debate over the innovations produced is important, but describing the phenomenon is just the beginning. It is necessary to go beyond the first finding, that there is innovation in the public sector, and question how “doing things differently” can be a resource used in a systematic and reliable way by governments.

Attention is now shifting to the innovation environment, as we live in a world of change in which “new problems require new answers and old challenges require rethinking” (OECD, 2018, p. 1). Innovation is considered a fundamental capacity of the State “one of the main strategies available to the government, to be mobilized by governments when needed” (OECD, 2018, p. 3). Along these lines, the aim here is to characterize City Hall's

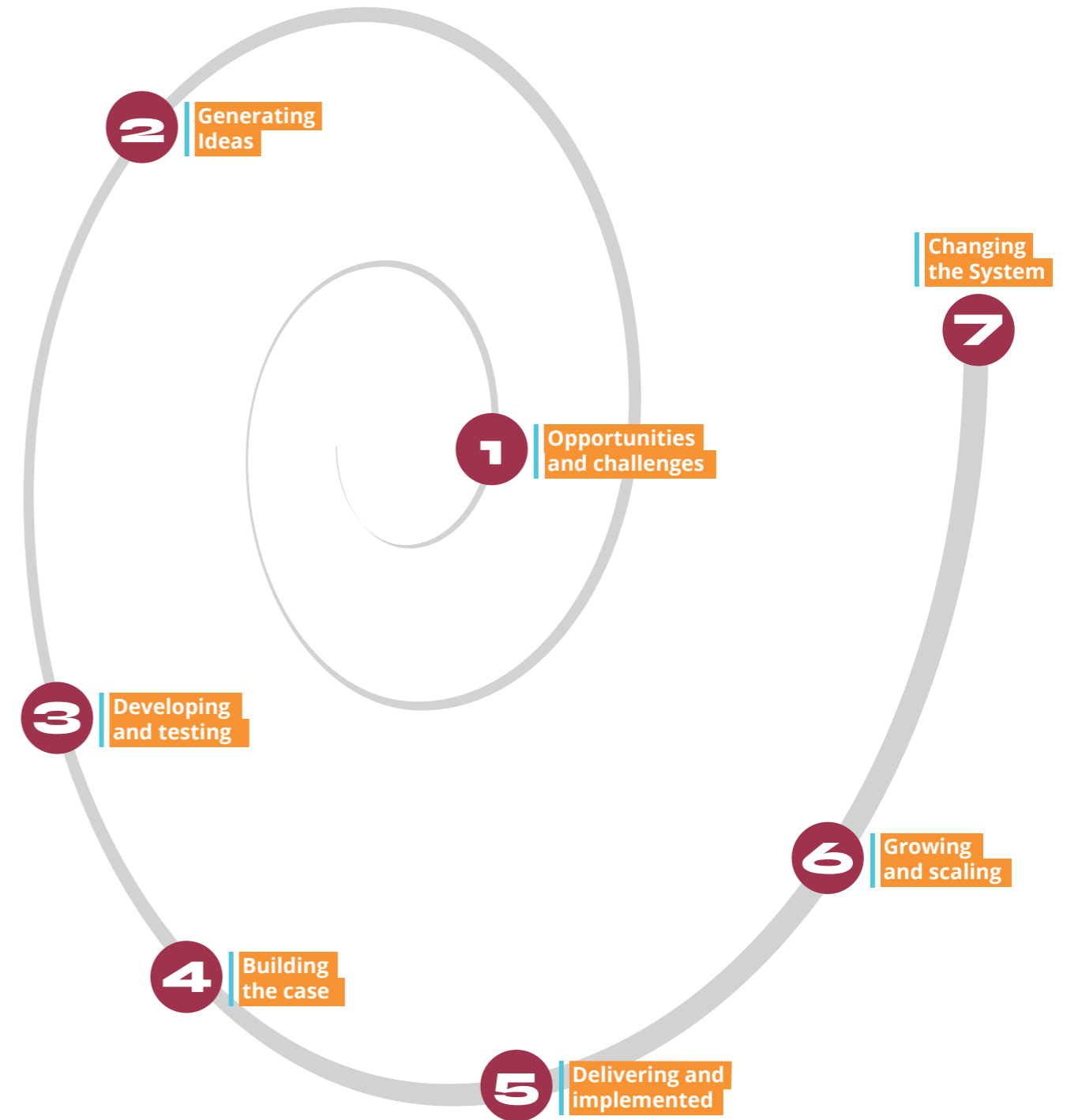
strategic innovation environment, identifying the ways in which innovation is being produced in the city.

**Core areas explore and experiment with ideas, scale and spread innovation. The challenge is how to leverage its action and generate structural changes**

A photograph of innovation in the city of São Paulo needs to include a look at the different stages of development of the projects. The innovation process is dynamic, so different projects at different stages of innovation coexist. The analysis here, more than contributing to an individualized assessment, seeks to portray the institutional space for innovation within the government, and thus understand the possibilities of action to foster this agenda.

The debate around the description of the process and classification of stages of innovation is still open. The traditional conception considered the idea of stages of maturity, which, like a ladder, would be climbed one by one until reaching their full potential. Now the discussion has moved towards understanding innovation as a continuous flow that is not compartmentalized. It is still a ladder, but in a spiral, where we can see all stages and be on different steps at the same time.

**Figure 7 - The innovation spiral**



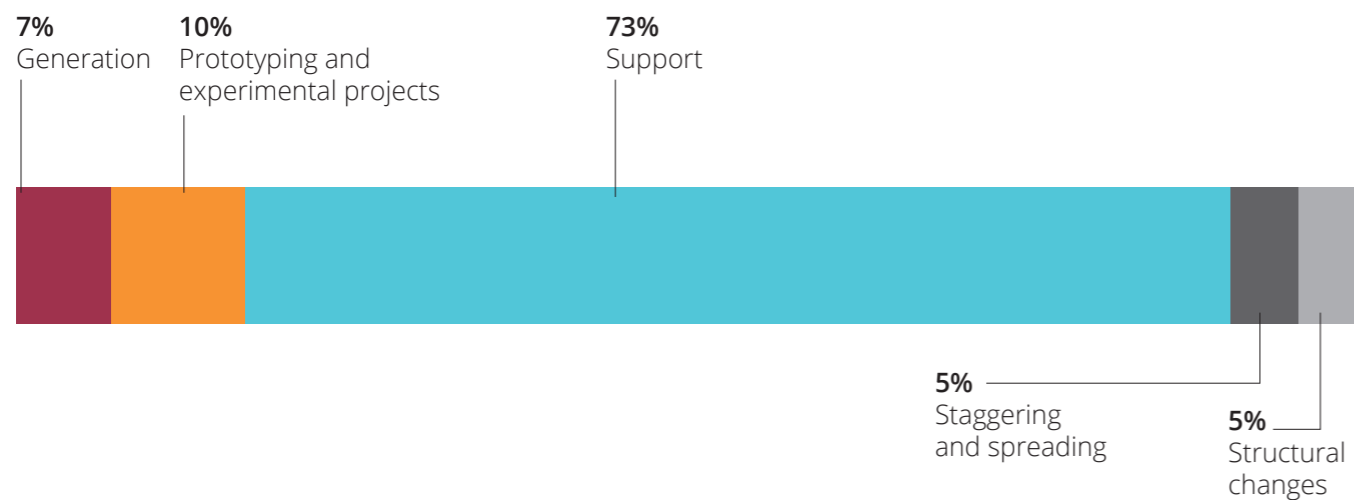
The most widespread path in the innovation literature has considered the process from this idea of an innovation spiral (Leurs; Roberts, 2018). This model, based on the concept of social innovation process (Murray et. al., 2010), is an advance when compared to the maturity models, which are generally oriented towards the development of projects in the area of Information Technology (Paulk , 1993).

The stages of innovation start with the identification of opportunities and generation of ideas, through testing (prototyping), in a recurring process of support and implementation, to their eventual growth and scaling up towards structural change. Non-linearity presupposes that in its development a project can go back to previous phases to improve some of its components.

In this perspective, the analysis should not portray the stages of innovation of each of the projects in a hierarchical manner, as if one were superior to the other, but should be read based on the opportunities they generate and the complementarities they share. In other words, this means reading the results from the perspective of the institutional space to innovate, in the different stages.

Figure 8 shows the predominance of projects in the sustainment stage and, at the same time, relatively greater space for generation and prototyping than opportunities for scaling up and making structural changes.

**Figure 8** - Distribution according to innovation stage



The distribution, however, resonates differently when viewed from the proponent's typology, as indicated in Figure 9:

- Innovative Projects proposed by **Departments** find institutional space for engagement with the generation of ideas and prototyping. On the other hand, there is a potential to increase its scaling and diffusion. This shows the importance of paying special attention to the sharing of experiences (reinforcing, for example, the role of projects such as CopiCola), identifying and structuring existing projects with potential for expansion.

- Innovative Projects proposed by **core Secretariats** stand out for their participation in projects during the scaling up and diffusion phase (44%). This characteristic shows the capacity of the end areas to structure projects that can expand and spread more quickly; essentially because of their capillarity. The challenge in this case is to identify which aspects of the projects should be organized so that they can promote structural change and encourage quality public services throughout City Hall.
- Innovative Projects proposed by **ancillary Secretariats** at times promote structural change, but are less engaged in prototyping and piloting. This indicates potential, with more testing and experimentation, to increase the chances of projects that can, in fact, promote structural changes.

**Figure 9** - Distribution according to innovation stage

Proponent Typology	Total	Generation	Prototypes and pilots	Sustaining	Scaling and diffusion	Structural change
Departments	53%	58%	56%	56%	33%	22%
State Owned Companies.	5%	8%	0%	5%	0%	11%
Core Secretariats	23%	17%	28%	21%	44%	22%
Ancillary Secretariats	11%	17%	0%	10%	11%	44%
Third parties	8%	0%	17%	9%	11%	0%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
	Vide →	Table 4	Table 5	Table 6	Table 7	Table 8

**Table 4 - Influent: Mobilizing partnerships to design mobility solutions for the city of São Paulo**

Influent seeks to solve the problem of urban mobility caused by failures in traffic light systems, lack of network synchronization, and inefficient green light timing. Adversities affect road safety, often leading to loss of life in traffic. To solve the inefficient work process in traffic light systems, the Open Innovation

Laboratory MOBILAB and the Traffic Engineering Company (CET) of SMT, in partnership with PRODAM and SMIT, promoted a competition that selected the software, which operates without interruption and provides real time notification regarding equipment problems. The monitoring and control of traffic lights allows faster problem solving by specialized teams to solve problems and install traffic light programming remotely. Since the project has not yet been implemented, it is classified as a generation. Despite this, its structured solution allows it to be tested and applied at a future time.

**Table 5 - Food project: pilot project to test cross-sector articulation**

The Housing Secretariat (SEHAB), responsible for implementing land regularization and slum urbanization programs, faced the growth of a serious problem in its areas of operation: food insecurity. Considering that social articulation in the territories is a key element for the policy's success, it proposed a pilot project that could lead to a solution. The focus of the pilot project is the highly vulnerable population of six favelas in the Jabaquara Borough, which ranks 3rd in the mortality rate from malnutrition. This was used to discuss and cross-sector action with the Secretariat of Economic Development and Labor, the Regional City Hall of Jabaquara, in addition to NGOs and retailers in the region. Workshops on food and vegetable gardens were held in Social Interest Housing and on idle lots, in addition to food donations that were minimally processed and from waste, but suitable for consumption. In this case, experimentation helps to show that a barrier to a sector policy can be overcome through local articulation.

**Table 6 - Expansion of the Integral Health Network to the LGBT population in the central region of São Paulo: building a local experience of expanding rights**

The project, led by the Regional Health Center Coordination, shows the challenges to implement policies – supported by federal legislation – of social protection for vulnerable groups. Its main objective was the presentation of the public health network for the LGBT population, as well as the concession of hormone therapy for transvestites, transsexual women and transsexual men. To this end, partnerships were made with various services in the health network (UBSs, AMAs, Reference Centers, Outpatient Clinics, etc.), which were expanded between 2015 and 2017, including specialized services in STI, HIV and AIDS, and street based consultation teams. There was also training for civil servants, in order to end prejudice and offer dignified treatment. In 2017, a Technical Committee for LGBT Integral Health was organized in SMS in partnership with civil society, which meets monthly to verify and design strategies for the continuity of the project. With the rights of citizens at the center of the policy, this is an experience that can be scaled and disseminated, either to other regions of the city that face the same problem with this target audience, or as a methodology for expanding rights in relation to other segments.

**Table 7 - Sign language center: scaling the program to expand access to public services**

Entered in the Premia Sampa 2018, the "Sign Language Intermediation Center" (CIL) was an initiative implemented by the Municipal Secretariat for Persons with Disabilities (SMPED) in partnership with secretariats and other bodies of direct and indirect administration in the city of São Paulo. The target audience is people with hearing impairments, deaf and deaf and blind people, who started to receive help in public services through the intermediation of communication between them and civil servants. The project is carried out in various environments: virtual (through video calls); face-to-face (citizens go to CIL at SMPED headquarters and receive help from interpreters during requests via calls and digital service); and "in loco" (after making an appointment, the interpreter meets

the citizen at the desired service unit). In addition, it is constantly expanding, being implemented in different agencies as demand grows.

**Table 8 - Sondagem: Structural changes for the SME elementary education chain**

Sondagem is the initiative to monitor learning of students from the Municipal Department of Education. In addition to having an evaluation instrument, it built a platform that allows for quick monitoring of learning, supporting actions aimed at improving educational policy. The platform allowed access to detailed information about the learning process to be instantaneous for all instances of the SME, which brought structural changes to the use of information thus to the operation of the agency. The monitoring of learning became more refined and allowed the application of new strategies in work processes. Schools and teachers now have quick access to data on the learning process of students, which has improved their ability to act on the difficulties of each student, regardless of the change in unit or class. Regional directors and SME had a greater understanding of the challenges faced by the Municipal Education Network and were able to institute specific training arrangements to equip teachers, administrators and pedagogical managers to deal with the identified gaps. With the data, the SME can also request the institution for a new position in schools, the literacy and mathematics guidance teacher, who accompany teachers in these areas, offering tools and discussing strategies for improving learning.

**Partnerships and collaborations are multiple during implementation, but not in the design of the innovation**

Building new solutions, defining alternative strategies to overcome obstacles and, above all, re-examining problems in their complexity: these are all actions that imply the constitution of new arrangements for the design and implementation of public policies.

However, these new arrangements face barriers due to the operation and organization of the governmental structure. Thus, among the difficulties to be faced in promoting innovation is the fragmented structure and the corresponding organizational silos: without integration and consolidated links between the different bodies that make up the government, an environment of isolation and minimal communication is created. This inhibits innovation and can drastically affect the quality of public service (in this sense, we noticed that only 8% of the projects were intersecretariat in their conception).

Observing the landscape for the articulation of policy design and development is an important measure regarding the city's innovation environment (figure 10).

**Figure 10 - Distribution according to implementation arrangements (involvement hierarchy, listed and finalists, third party involvement, and official legalization)**

Involvement Hierarchy	Total	Premia Sampa Classification		Third Party Involvement	Official Legalization
		Listed	Finalists	(% Yes)	(% Yes)
Departmental <sup>7</sup>	17%	20%	8%	53%	17%
Intersecretariat	27%	25%	32%	67%	8%
Intersecretariat - Core Projects	36%	35%	36%	43%	16%
Intersecretariat - Ancillary Projects	18%	17%	22%	53%	22%
External /Does not apply	2%	2%	2%		
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>		

(7) Includes public facilities, departments and coordination offices of core Secretariats

When we look at the execution process and consider the hierarchy of involvement, we observe an interesting phenomenon that is the opposite what happens in project design. Civil servants articulate in various ways to carry out their undertakings: they create arrangements and connections between units of lower hierarchical levels (public facilities, departments and coordination offices), between units of the same Secretariat, between different levels of hierarchies, and between Secretariats.

More than half of the innovative projects presented at Premia Sampa (54%) involve intersecretariat arrangements, most of them proposed by the core Secretariats. When added to projects that involve internal Secretariat collaborations (between two or more departments, or between departments and offices), a context is formed in which the vast majority of cases (87%)

are based on collaborative forms of work that go beyond the limits of each division. In this way, an environment engaged with innovation supported by the articulation between administration sectors is identified. This finding is reinforced when we observe the constant participation of third parties in the implementation of projects, which still permeate the various levels of administration.

**Table 9 - Empreendeda Fácil: an example of the constitution of complex articulation arrangements**

In order to establish a system to integrate the procedures for opening, licensing, regularizing and closing companies, SMIT and SF needed to institute articulation arrangements between more than 30 bodies that worked together to implement the project, including municipal, state and federal secretariats, state owned companies, and different civil society and government bodies. Different legal instruments were responsible for consolidating the agreement on responsibilities and the necessary procedures for this integration, which reduced the time to start a business in São Paulo from 100 days to 2.5 days.

At the same time, there were few official legal instruments, such as ordinances and decrees, which is surprising in the context of public administration. This finding further highlights the importance of these informal relationships in the construction of innovative projects, which may point to a potential for rapid formation of knowledge from different disciplines to solve problems. These are aspects that, once again, can be important levers for the transformation of municipal public management.

## Systemic Potential and Topical Opportunities for the innovation agenda

Seeking to contribute to the discussion of the potential of the innovation agenda as a strategic resource for public management, an exercise was carried out to classify Premia Sampa projects according to a systemic gradient. The distinguishing features of this gradation were drawn from in-depth OECD studies (OECD, 2018), but the exercise itself had to adapt to the limitations of the records, seeking approximations that would allow the innovation environment to be described in terms of:

- **Reasons for innovating:** identifying elements that allow measuring the degree of organizational centrality
  - Is the project a priority for the entirety of City Hall? Is it in the Goals Program?
  - Is the project a priority of the managing unit? Reactive response<sup>8</sup> local problem?
- **Innovation experience:** identifying elements of the project's operational complexity
  - Did the Project involve routine changes in the organization?

For the systemic gradient exercise, these variables were analyzed as a function of the perceived complexity for the implementation of the projects, that is, they were evaluated according to the Hierarchy of Involvement previously discussed.

In Figure 11, some key points for determining the systemic gradient are highlighted:

- **The priorities of municipal management mobilize more complex arrangements:** 86% of the projects in the Goals Program involved Intersecretariat involvement;
- **All levels innovate from reactive responses:** half of the Reactive Response projects are Departmental / Intrasecretariat, but the other half mobilized Intersecretariat arrangements;
- **More complex arrangements have greater potential for Routine Change:** 83% of the projects that Changed the Routine in various bodies are Intersecretariat.

(8) Answer given to an urgent, contingent problem experienced by civil servants and public agencies in the daily administration tasks.

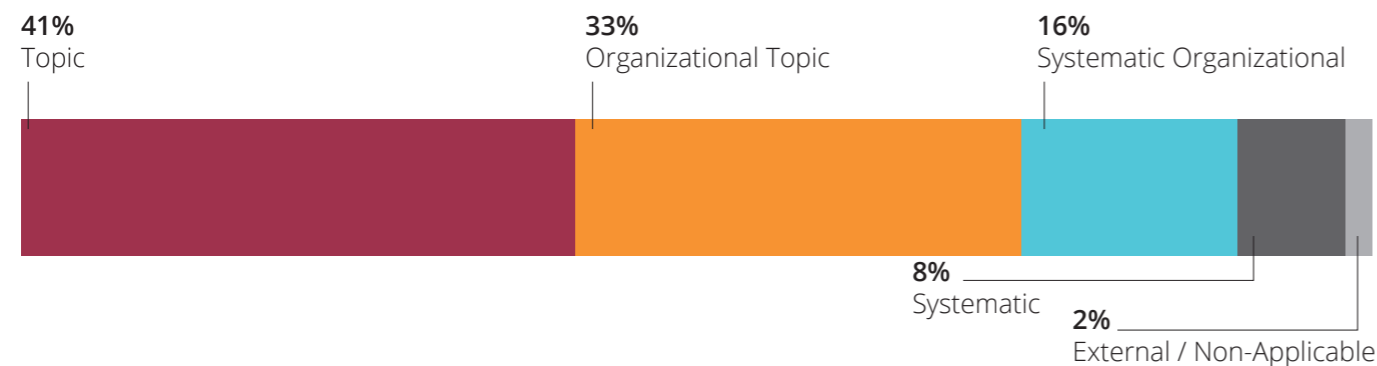


**Figure 11** - Distribution according to the Goals Plan, Reactive Action and Change in Routine

Involvement Hierarchy	Total	Goal Plan	Reactive Response	Change in Routine	
		(% Yes)	(% Yes)	(% Yes in the Agency)	(% Yes in other Agencies)
Departmental <sup>9</sup>	17%	5%	15%	18%	0%
Intersecretariat	27%	10%	35%	28%	6%
Intersecretariat - Core Projects	36%	43%	35%	40%	38%
Intersecretariat - Ancillary Projects	18%	43%	15%	14%	56%
External / Does not apply	2%				
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Gradient exercise only confirms that there is already systemic action in São Paulo City Hall, and demonstrates that its emphasis is on reducing bureaucracy for citizens.

**Figure 12** - Distribution according to Systemic Gradient



The result of the systemic gradient confirmed the hypothesis that most projects are still located at the level of topical innovation, but also that a minority is already at the other end, bringing an experience of systemic innovation:

- 41% of the projects are still located at the level of topical innovation, characterized by having (1) less intense levels of collaboration, that is, they only had Departmental / Intrasecretariat articulation; and (2) for not being among the City's organizational priorities, either because it is

(9) Includes public facilities, departments and coordination offices of core Secretariats

not in the Goals Program, or because it does not respond to a crisis or urgency from its organizations.

**Key Features:** 100% of the Topic projects involved an exclusively departmental / Intrasecretariat articulation.

- 8% of the projects registered, at the other end, bring an experience of systemic innovation, whose defining characteristic is (1) the ability of its implementation to change processes and work routines in many agencies; but these projects also (2) reflect priorities that mostly go beyond their organizations / are in the Targets Program and (3) are mostly intersecretariat, developing articulation arrangements between the upper hierarchies of public administration.

**Key Features:** 100% of Systemic Projects Changed the Routine in more Agencies

- Among topics and systemics are the so-called organizational projects, whose implementation is (1) marked by dialogue between units, and (2) presence among the priorities of their Secretariats - either because they are in the Goals Program, or because they respond to organizational emergencies or crises. Due to the diversity of characteristics of organizational projects, they can be divided into two types:

- Topical organizational, representing 33% of the total projects, which (1) have a complex level of articulation - have inter-secretariat articulation and/or with third parties, but (2) are not explicitly identified as a priority within the Secretariat.

**Key Features:** 71% have Intersecretariat and/or Third Parties articulation, but none is a priority of the management unit; reactive response to the problem, only 2% are in the Goals Program.

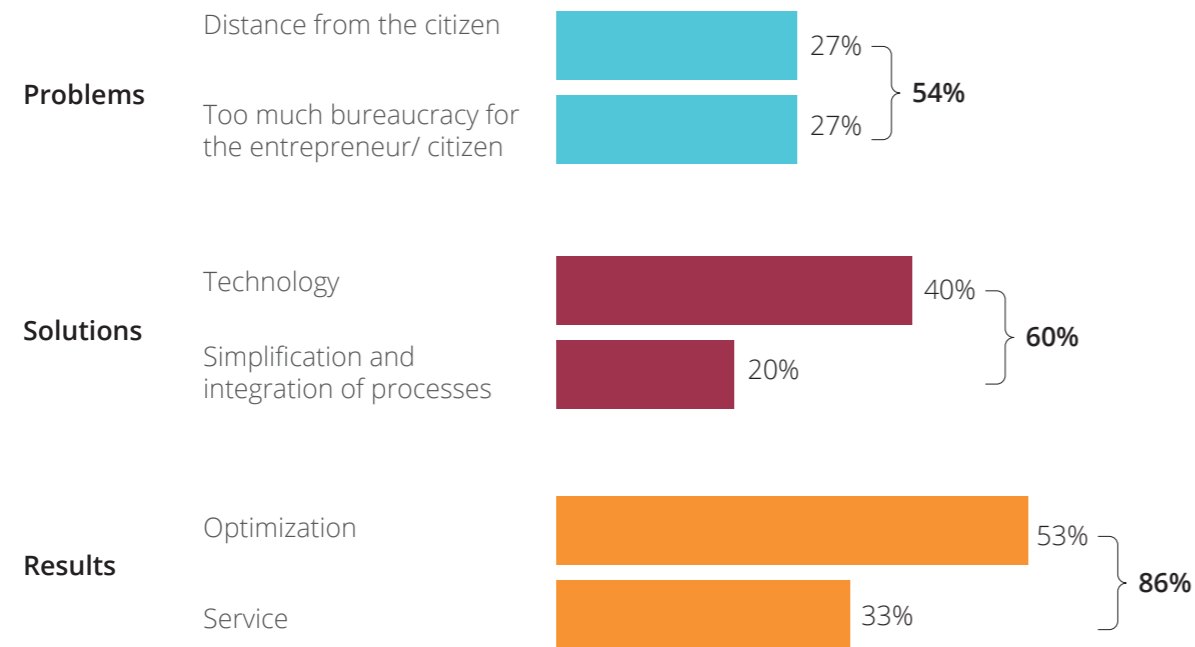
- The systemic organizations (16%), (1) have a clear priority condition and, (2) their implementation has the ability to change processes and work routines within the body.

**Key Features:** 82% are a Reactive Response to crises and emergencies of an Agency, and 75% end up Changing the Routine of this Agency.

As the reading favored the interaction between secretariats and not the size of the secretariat, intra-secretariat projects, including those of large secretariats, even though producing significant changes in the way they work, are classified as topics (see example presented in the Survey box).

The reading and analysis of systemic projects point to some patterns of innovation in São Paulo City Hall, as shown in Figure 13.

**Figure 13 - Problems, Solutions and Results of Systemic Projects**



Main problem		Main Solution		Main Result	
Distance from the citizen	27%	Technology	40%	Optimization	53%
Inefficient work process	27%	Simplification and integration of processes	20%	Service	33%
Too much bureaucracy for the entrepreneur / citizen	27%	Articulation	13%	Participation and transparency	7%
Waste of resources	13%	Server mobilization	13%	Engagement	7%
Insufficient information / evidence	7%	Training	7%		
Population qualification, servers skills and service quality	-	Services	7%		
		Communication with the citizen, management and use of information, engagement and mobilization of the server and Infrastructure	-		

Three features stand out from systemic projects as we see in Figure 11:

1. Seek to solve problems focused on the citizen, whether the distance (27%) or excessive bureaucracy (27%);
2. Faced the problems through technology and process simplification and integration (60%);
3. Are more focused on improving internal processes, which point to optimizing management (53%) and serving the population (33%).

These common characteristics indicate that the preferential focus is aligned with the goals drawn in the value chain of 011.(lab). At the same time, it shows space for other approaches to be explored, for example, issues related to the competencies of civil servants and insufficient information to plan public policy.



## Potencial of the Agenda

We identified the existence of civil servants in various areas of City Hall who, aware of significant public problems, mobilized around a management transformation agenda and ventured to innovate, experimenting with different types of solutions. At the same time, we observe an innovation environment that is still in its infancy, where it is a challenge to multiply projects that produce systemic changes.

In this chapter, we try to answer what this initial and exploratory reading can bring as the agenda's potential and generate results for the administration and society in the short term of a management period.

First, we investigate the potential of end-to-end engagement in public policy implementation. We then discuss emblematic cases, seeking to demonstrate how certain state capabilities have transformed public policy outcomes. Finally, in light of previous learning, we list some strategic recommendations raised in interviews with managers and experts on innovation in government.

**Table 10** - Creative responses to different ways of identifying problems in public facilities.

- **Advanced Screening** addressed issues related to the creation of a second wildlife management unit. On the one hand, the fact that there was no change in the size of the teams, and on the other hand, the difficulty of coordinating the population's requests between the units, demanded the transformation of work processes and greater articulation between the actors. The solution came in the form of an innovation that, despite being reactive to problems on the agenda, included the good management of collective work.
- **The logistics of an input in the Ermelino Matarazzo territory shows local ownership in an environment of systemic innovation.** From the need to increase the efficiency in the use of public transport services, the local health supervision and inspection units reformulated their use of vehicles, reconciling the use of their own vehicles, contracting arrangements with transport companies and displacement by application. The project adapted and perfected a systemic project for local needs, the Transport of Civil Servants by Application of the Secretariat of Management (SG).

### Engagement at the cutting edge: a way to leverage innovation in government

The city of São Paulo operates more than 12 thousand public facilities daily, providing various types of services to the population, with dozens of other agencies supporting the performance of its activities (PMSP/ Infocidade).

On the front line, directly serving citizens, hearing firsthand the demands of society, either new or persistent, there are civil servants who, even in the lowest-paid posts and facing various difficulties (Figure 13), revealed surprising ability to propose innovative solutions to relevant problems.

Example of difficulties identified in projects at the operational level:

- lack of resources to meet the demand for services, infrastructure maintenance, or expansion of work spaces;
- problems in serving the public,

motivated by the lack of standardization in procedures or even commitment to problem solving;

- emergence of new social demands for which they are not prepared, whether due to insufficient staff or the absence of established protocols for a new service flow;
- lack of specific knowledge to plan their journeys or to optimize their processes.

The descriptions of Premia Sampa initiatives also showed us the existence of intense mobilization to find creative solutions to the problems listed. Its proponents designed solutions that dialogue between their daily work and the service provided to the population, denoting the potential for engagement at the top, a look at their own problems and society's demands from different lenses and perspectives (Figure 14).

Although both examples still seem to be isolated cases due to institutional fragmentation, which can be gauged by the existence of few local projects articulated with systemic actions, they already demonstrate the incipient potential of civil servants in São Paulo City Hall.

In addition, although no cases were identified within the scope of the analyzed projects in the local environment whose practices have been disseminated via upper hierarchies, cases such as those involving participants in the Premia Sampa, who established horizontal collaborations to seek creative solutions for problems, are not rare.

### In the context of listening and dialogue between internal demands and those of society, the strong participation of proponents at lower hierarchical levels is excellent news for designing the priorities of the innovation agenda for the next four years.

#### What does this mean in practice?

From the point of view of growing the agenda, it means debating and defining lines of action that can articulate characteristics of the city's innovation journey with engagement at the top. Some points can contribute to this debate:

- Give a **"systemic sense"** to all City Hall projects, which implies connecting with the operational level in the dissemination of new practices. Systemic projects have already been disseminated and scaled "downwards", as in the case mentioned in "Logistics of an Input in the Territory of Ermelino Matarazzo", and in a couple of projects related to the implementation of the Electronic Information System at the local level, all initiatives in which the local level spontaneously organized itself to implement a new routine produced from an innovation implemented in a vertical manner.

- Strengthen a **“hierarchical link”** between different levels, based on priority agendas. Since the opening chapter, we have seen the prominent presence of projects aimed at strengthening evidence-based policy, especially those articulated at the centralized level of the ancillary Secretariats. However, it is critical to recognize that one aspect of this agenda relies heavily on those working directly with the public to achieve results: the quality of primary information collection. In fact, we understand that the lack of articulations observed between those working directly with the public and the highest levels of the organization's hierarchy compromised this agenda to a certain degree.
- Develop **“capacities to innovate”** by stimulating articulation mechanisms, both in the form already present in the project execution process, and in a next step, in the generation process, which from the beginning should be conceived as intersecretariat. With special emphasis on the departmental level, it is important to make resources available, strengthen innovation networks, promote the sharing of experiences, and provide new methodologies for identifying problems and designing solutions. And, above all, expand the articulation between different areas of government to conceive and structure new solutions for the city and break with the fragmentation of public administration.

**What does this not mean?**

Still from the point of view of the agenda, it does not mean abandoning the already established form of action. The survey confirmed how important it is to continue looking at fostering and accelerating comprehensive projects, designed from the offices of the Ancillary Secretariats and linked to priority demands for City Hall. That's because these initiatives are a relevant part of the innovation journey in the city, in line with the interest in presenting alternatives for formulation and implementation, and in seeking to provide better services to the population.

In view of the context defended here, of strengthening the operational level and engagement in the implementation of public policies, we point to the central importance of reinforcing an innovation laboratory as an articulator of the system. Consolidating this role can represent a consistent opportunity to continuously generate results with scale and with positive impacts for society.

**Emblematic Cases: State capacities to innovate mobilize alternatives and generate concrete results in the transformation of management**

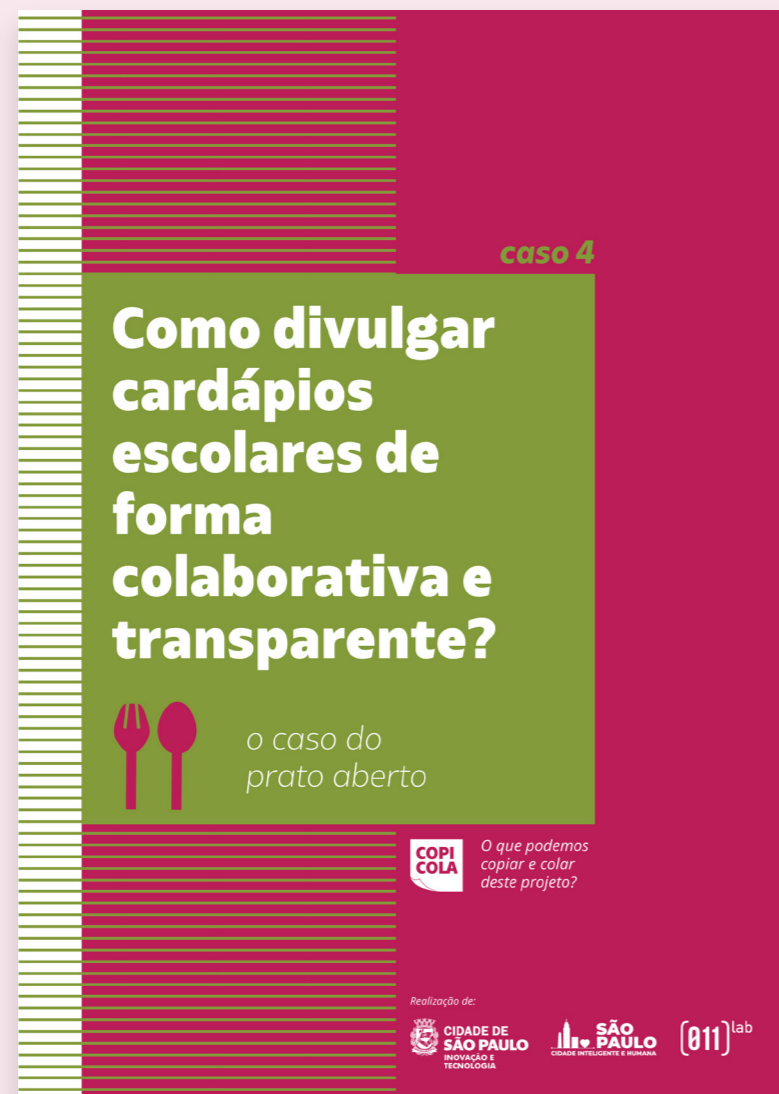
The Premia Sampa case study has already revealed the commitment of civil servants in doing things differently. The different aggregated layers pointed out suggestions to enhance this policy with attention to engagement at the top. At this point, we seek to understand the relationship between state capabilities and the results of innovation projects, showing how certain capabilities have transformed the results of public policies.

Here, we seek to bring experiences from more in-depth reports, documented in another PMSP project, CopiCola, which recorded innovation programs with concrete results for the municipal administration: Prato Aberto and Robótica Criativa, both from the Municipal Department of Education (SME), and Transport of servers and servers per application, from the Department of Management (SG).

## [ case 4 ]

### Prato aberto

An example of mobilizing communities of innovation practices to bring government and population closer together



School meals were among the main complaints of the SP 156 service channels, due to the school community's lack of access to what would actually be offered to children. The media pressed for transparency in the meals and the dissemination of menus was difficult for the population to access (Official Gazette). In addition, the information technology structure available at the City Hall did not allow for an appropriate management of menus, nor for an agile response to address the existing communication crisis. There were, therefore, serious problems in transparency, in the management of meals, and in the citizens' capacity for social participation, due to the difficulty of accessing information and interacting with the government based on it. Furthermore, the resources and tools available did not allow for a solution: it was necessary to innovate.

The solution came through the Prato Aberto platform and its three features: web application for easy viewing of menus, by school and age group; chatbot Robot Edu that notifies the citizen of the menus and allows the evaluation of the food offered; and Menu Editor, which improved the internal management of menus. For this, SME built an innovative public notice, which connected students, developers and developers, servers and servers impacted by the lack of transparency in the lunch menus. The process, based on co-creation, allowed the construction of the platform based on a discussion of the problems faced daily – and not based on a solution with a scope defined by the SME in a top-down direction. In addition, the platform was developed in open source, which reduces costs with licenses, brings more tools for collaborative development and reduces the need for bidding processes, speeding up delivery.

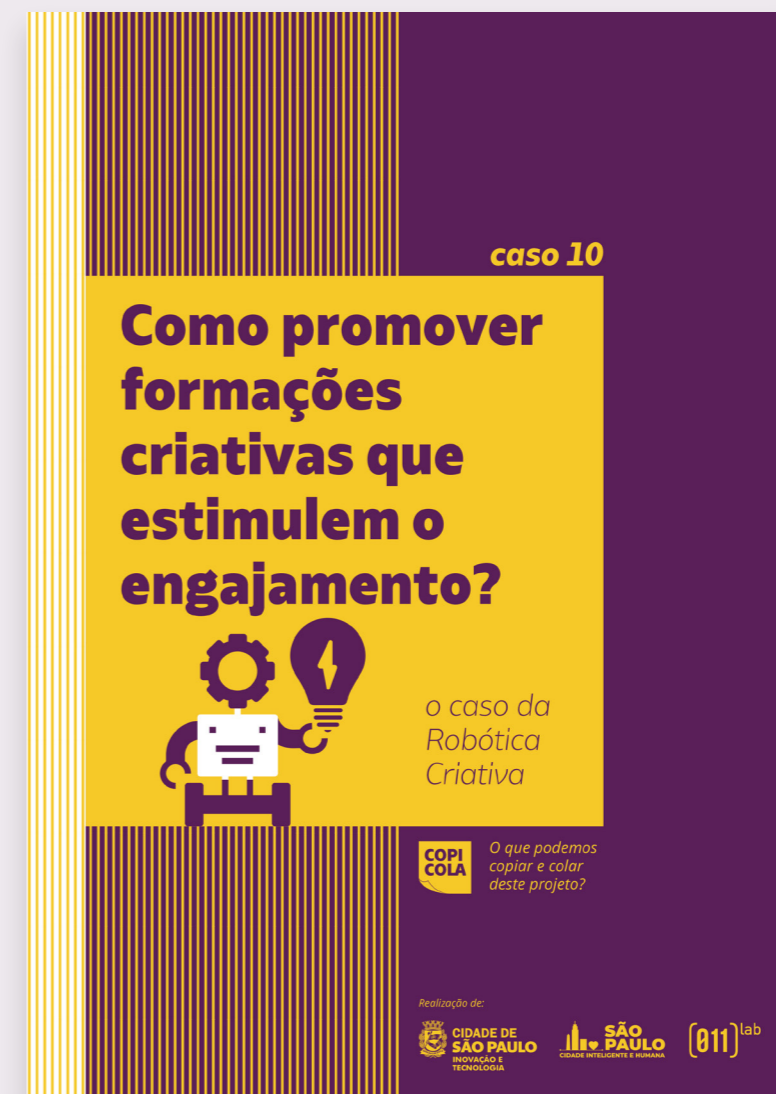
Today, Prato Aberto gives visibility to the 2.2 million meals served in 3,200 schools every day to 995,000 children and young people served by São Paulo City Hall. By connecting the school community with the public agents responsible for managing lunches and mobilizing the innovation ecosystem, the project solved a recurrent problem in the municipal administration: the management and transparency of student meals. With that, it brought the government closer to the people, signaling a participative construction of public policies. What could be done to foster more success stories like this?

In fact, Prato Aberto was marked by a specific context, a large Secretariat (Education) and an institutional space (Pátio Digital) dedicated to structuring innovative solutions to a persistent problem. Even so, learning from this journey allows us to identify that the ecosystem's capacity for articulation and mobilization, as well as the positioning of the citizen as a focus on understanding the problem, were decisive for the result. Encouraging such capacities in more units, in more projects or from other problems, can lead to important results in different areas and themes of municipal public administration.

## [ case 10 ]

### Creative Robotics

Developing capacities to innovate based on a new training model and teaching logic



Since 1986, SME's Learning Technologies Center has faced the following complex problem: how to offer constantly changing content in the classroom? How to implement technology education, adept at innovations, which engages teachers to change their educational practices, and guarantees the understanding and autonomy of students? And how to do this in a network of around 554 elementary schools with more than 400 thousand students? To resolve these difficult issues, it was not enough to reorganize the strategies, review the materials and make a new attempt; it was necessary to radically transform the approach to the theme in the school community.

The solution came through the collaborative implementation of an innovative training, which made use of iterative development and robotics experimentation as tools to train the School Network. The construction of this formation required the SME to make three moves. First, active listening to the network of municipal schools, through events and working groups. Then, collaborative construction of training, developed by management actors at the SME, pedagogical trainers from different regions and teachers from the Network. Finally, learning in practice, formation of spontaneous adhesion of teachers and students based on the so-called "Culture Maker" which, hands-on, provided the teaching of an educational practice that develops the autonomy of students in the learning process.

By 2019, more than 1,700 teachers participated in the 17 robotics training courses developed and 2,254 robotics kits were distributed in elementary schools. Through this experience, and with a dedicated process of listening and collaborative construction, SME mobilized capacities to innovate, promoting the engagement of teachers and students and developing skills such as creativity, autonomy and collective problem solving.

Robótica Criativa shows that it is possible to find effective solutions in an environment of uncertainty, whether in relation to the content itself, or in relation to the challenges of its implementation, involving an expressive group of actors and school managers. Using experimentation as a strategy throughout the project allowed, on the one hand, to demand a customized solution from the market that suited the Network and,

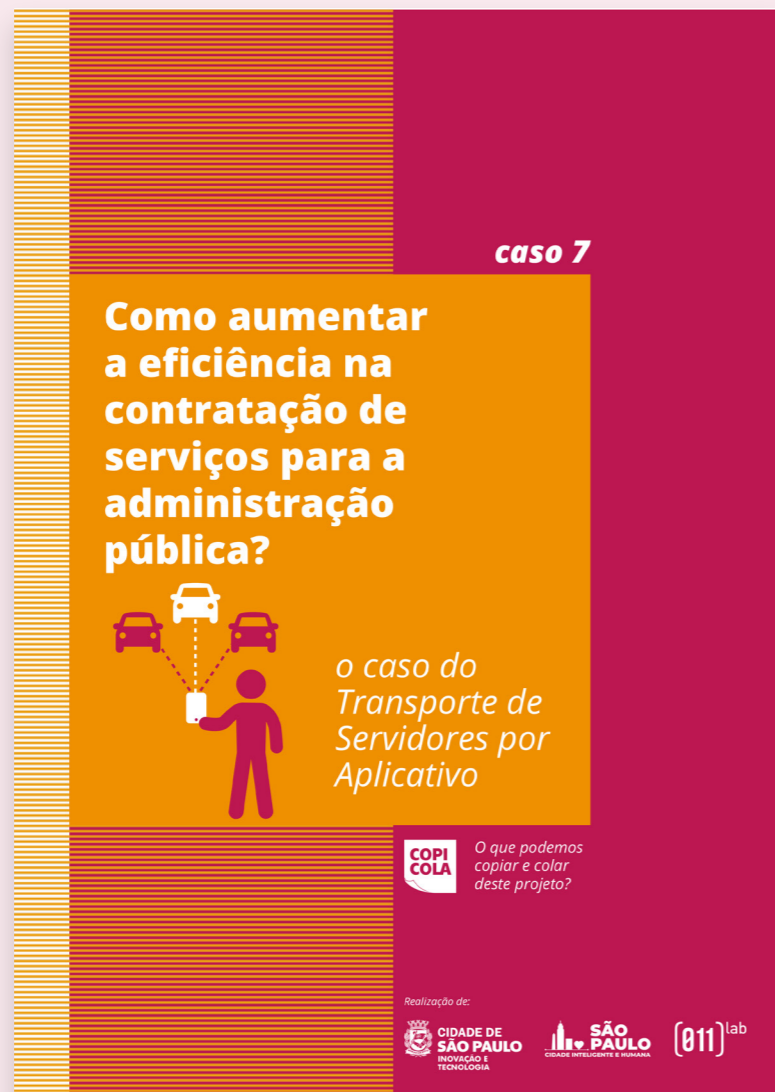
on the other hand, to create engagement of professors and students. This mutual commitment to using the solution facilitated the adoption of new practices. The result shows that stimulating processes structured under this premise can lead to the resolution of equally complex problems in the city.



## [ case 7 ]

# Transport by application of municipal civil servants

Articulation of actors to redesign and improve the execution of public services



Transporting civil servants to carry out their work activities cost the City Hall around BRL 200 million per year. These expenses included drivers who were available all day and travel without passengers. In addition, the collection and organization of information about displacements was done manually without adopting a standard. This characteristic complicated internal control, making it difficult to optimize the use of resources, transparency and external control.

Thus, there was space to do things differently and improve the use of resources when professionals travel. For this, SG analyzed the available information, mapped how transport was used in the City Hall, and identified that cost reduction initiatives had already been developed independently by the Secretariats. This information was important to design different models for offering services and to estimate the savings to public coffers. With this information, the transport service by application proved to be an alternative to innovate and reduce costs.

However, for transport by application to be used in the City Hall, it was still necessary to identify which bidding procedure was most appropriate for this service, create decrees and ordinances that would establish this transition, and make civil servants aware of the advantages of this change. This process resulted in savings of BRL 66 million between 2016 and 2018, and brought control and transparency to the individual transport of public agents, demonstrating how new models for contracting services can optimize a service and bring more efficiency in the use of public resources.

Between the design and the results of the project, two capabilities were central. The first one consisted in the use of evidence, both to estimate the savings that could be generated (critical to ensure political support for the project) and, mainly, to understand the use of the service and, thus, reduce internal resistance and build the necessary adjustments for the projects. The second, the ability to question the way in which the service was normally performed, making room for mobilizing the most efficient form of contracting and the most effective institutional arrangement, for its implementation in a complex organization based on a broad knowledge of the problem. These are ca-

capacities that can be created and improved which, considering the universe of projects that focus on optimizing management, have great potential to generate results on a scale to be disseminated by the public administration.

In summary, the experiences highlighted here reveal the importance of building capacity to innovate, both to identify problems in the city and public administration, and to define alternative mechanisms to solve them, and thus obtain relevant results. The emblematic cases point out some conditions for this to happen, with people's commitment to change being the main one, as well as the capacities to produce efficient implementation arrangements, to work collaboratively and to have tools and methodologies adequate to the complexity of the problems.

## **Empowerment, collaboration and governance: priorities to accelerate management transformation from those who are already engaged**

The stages of this study were organized using 3 activities: the construction of the conceptual structure of the work; defining and conducting interviews; and the construction of the coding and the database. The simultaneous construction of quantitative and qualitative stages allowed for the interaction between codification and pressing issues on the agenda of innovation in government, in order to add depth to the study and understanding of the functioning of the bodies, policies and encouragement of São Paulo City Hall.

### **In-Depth Interviews**

Three exploratory interviews were carried out, seeking to discuss and identify ways that could both foster the innovation environment and encourage the transformation of mobilization into concrete results for public management.

The study of the cases of Premia Sampa revealed the promise of the emphasis on supporting projects based on the departmental level and on cutting-edge innovation. The CopiCola cases reveal the importance of building capabilities. The interviews with managers with vast practical and academic experience on the theme of innovation in government help to bring strategic recommendations in line with the research results.

The topics developed in this chapter provide an overview of the main elements of conceptual construction, interviews and case analysis, which dialogue with each other and consolidate the research findings.

## 1

## Explore innovation in government as a positive agenda, fostering new paths and opportunities that reduce inequality in public administration

The strong engagement of public servants in different themes, contexts and environments – identified in this research – coincides with evidence and perceptions regarding the recent growth of the innovation agenda in government, increasingly mobilizing a broad ecosystem of actors.

Not just in São Paulo, but across the country, the space for the government innovation agenda has grown significantly. Evidence that points to this growth are the 20,000 participants in the 2020 Innovation Week of the National School of Public Administration (ENAP), compared to 1,500 the previous year. Or, from another point of view, the proliferation of innovation laboratories across the country (Cavalcante et. al., 2019).

It is particularly noteworthy that the growth of the agenda has gone against a dynamic of weakening the State's capacity to promote public policies. In fact, the growing space to develop innovative solutions for public administration has been made possible, among other factors, by this low resistance of the topic in the decision-making environment.

Public entrepreneurs are encouraged, or at least authorized, to seek different solutions to public problems. As highlighted by a person interviewed: **"The idea of innovating is often associated with 'doing more with less' ... with the idea of efficiency. And this is attractive to the directors, who do not create obstacles and barriers to the progress of the agenda."**

The challenge is to create incentives and give greater opportunities to these installed civil servants, in addition to more structured government environments, where successful cases are more likely. As one person interviewed said: **"The innovation agenda cannot be restricted to champions, otherwise it is more of the same (...), it will not solve the central problems, at least part of them."**

## 2

## Intensify the generation of state capacities to innovate in public facilities, local administration and at the departmental level

To transform the government's daily relationship with people and the direct relationship with public services, it is essential to bet on those who are working in the daily relationships with the most vulnerable strata of the population, as well as those who work with fewer financial and human resources, fostering an environment of innovation and risk.

The research concretely identified the potential for engagement at the top, due to the strong participation in the total number of projects, in the diversity of thematic areas and in the multiplicity of recognized problems and implemented solutions. Valuing and enhancing these actions can involve strengthening capacities to innovate in areas that are already engaged in improving the quality of public policies.

The development of skills has been highlighted in the debate on innovation in government, deserving an in-depth discussion by the OECD, the National School of Public Administration (ENAP), among other agents for promoting leadership and training of civil servants (ENAP, 2020; OECD, 2020).

Conceptually, competencies are defined as the ability to mobilize knowledge, skills and attitudes for the performance of a function (ENAP, 2020), and the debate regarding the training of civil servants is organized in:

- **Transversal competencies:** using evidence “that increase the accuracy and feasibility of solutions” (p. 20); ability to bring solutions aligned with organizational goals; ability to integrate work processes with digital technologies; listening and communication skills; and ability to work as a team;
- **Essential competencies of innovative leaders:** strategy skills, prospecting for scenarios, questioning conventional approaches; to communicate purpose, build narratives and inspire confidence; to guide management towards results, to understand user expectations; to act based on performance, to manage crises; and people development.

And, as one person interviewed added, “another competence, and I think that it is institutional, not just individual, is diversity (...) seeking this complementarity of competencies, with people with different backgrounds and profiles, is essential, [despite] the fact that the input process itself does not favor this.”

Immediately, the number of projects, of engaged civil servants, of units, facilities and departments, already point to the importance of scaling the work for the next four years on this new scale.

The articulation with the municipal government's planning instruments can be relevant for dialoguing with many units. The current moment of beginning of the cycle can serve as a stimulus for a short-term demand for re-analysis of projects and priorities, for recognizing and exploring problems, for experimenting and proposing new solutions. The results can be used to intensify the dialogue within public bodies between innovative projects and building organizational priorities. Here, the complementarity between traditional and innovative planning models may present itself as an important opportunity.

Supporting, serving and training thousands of people and hundreds of administrative units will require an expansion of the programs' supply capacity. In the same direction, deepening diagnoses from public professionals who are already

committed to innovation in government, identifying needs and opportunities, can be a useful way to leverage the results of innovation in government.

### Acting to strengthen intra-government collaboration

Intra-government collaboration appeared as a significant variable throughout the entire survey. When looking at engagement, attention was drawn to the high participation rate of projects that had the articulation of actors as a central element in solving the identified public problem. More complex collaborative arrangements also took more projects to the final stage of the Premia Sampa, and has a greater propensity to promote changes in routines in various bodies.

However, the barriers to acting in a more collaborative way and promoting the articulation of different public bodies can pose various difficulties, especially for the execution of projects that are not organizational priorities. Disincentives range from individual difficulties to structural issues in the organization model of public administration. As one person interviewed said: “Institutionally, it is much more common for you to have [agencies] with one competence to call their own and to try to expel others from it, than for a competence to help others to work.”

In this field, actions related to knowledge management can deepen the mapping of cases that promoted successful arrangements to articulate the work of different public agencies. And, thus, promote a more intense collaboration, especially at the departmental level:

- Whether studying measures to **favor the collaborative environment**, as proposed by one respondent: “(i) change the institutional competence [of organizations] to favor collaboration; (ii) change personal incentives for civil servants to form interdisciplinary teams; (iii) facilitate the mobility of active agents.”
- **Mapping the difficulties common to existing projects** in relation to administrative resistance, lengthy procedures, difficulties in resolving technical and technological conflicts; and, with that, subsidizing the improvement in the ways of articulation of actors with ongoing activities.

Strengthening project integration also faces the challenge of making collaboration formats more productive and thus avoiding problems that may be common in traditional intersecretariat working group formats.

Actions related to learning by doing can be very beneficial in this regard. Methodologies and tools that support the recognition of problems, with an emphasis on mapping the institutional complexity of projects and difficulties in working in networks, for example, can improve the ability to work on projects with different arrangements.

In this same direction, we identified that there is room for a greater proportion of co-created projects, which are very infrequent compared to those that involve more bodies in their implementation.

**Promoting these new forms of work that are already formulated from different areas can be decisive in making the articulation of actors more effective.**

## 4

### Encourage new governance mechanisms in experimentation spaces

Along with this potential, the trajectory of innovation in government in São Paulo City Hall showed the growing effort to institutionalize coordination formats and encourage new practices in the city.

The construction of these mechanisms can now be explored to foster an environment of systemic innovation that contributes to providing governments with a new repertoire for solving complex (and unexpected) problems experienced in the city. More than that, it can be an effective instrument to reduce inequalities in capacities between government agencies.

The installation of spaces that encourage the engagement of civil servants disseminates, according to one person interviewed, “a labor logic based on the formulation of hypotheses, creation of prototypes, execution of tests, validation and presentation of products or services”.

Such spaces are essential for the establishment of a strong state innovation agenda, since under institutional control, experimentation is central to the development of innovation. It is important to provide a locus where civil servants have the opportunity to think, discuss and experiment before formalizing and laying down a proposal. The modeling of a robust agenda requires the legitimization of these spaces marked by risk, an achievement that can be achieved in the medium term.

*"One of the central aspects of innovation in government is testing before you do it. In general, policies operate from a path that decides, formalizes and then tests whether it works. It should be the opposite: test, check if it works, and then formalize it. Creating spaces for authorization to experiment, with strict procedural control, as opposed to control for results, will allow the creation of authorization mechanisms to allow this experiment to emerge, for this dialogue to happen."*

(Interviewee)

The increase in the number of laboratories and innovation teams in Brazil has already been pointed out, following the global trend of expansion and weight gain on the agenda (Cavalcante et. al., 2019).

**Counting on multidisciplinary and diversified teams, these locations have promoted networking and disseminated practices and experiences, in addition to promoting the adoption of methodologies inspired by design, anthropology, qualitative research and adaptive (agile) management. encourage changes in management, putting people at the center of public policy.**

At the same time, the growing engagement in government innovation points to the relevance of the work of mapping experiences, disseminating solutions and, above all, formulating strategies and thinking about the innovation system in a comprehensive way. Investing and improving the collection and organization of information, as well as promoting studies that deepen the presence of inducing factors, are tasks necessary to place innovation in the São Paulo City Hall in a more systemic context.

In particular, the Premia Sampa reveals itself as an important source to portray in a panoramic way the stage of state innovation, in addition to pointing to opportunities to encourage sectors whose innovative capacity is still low. With this in mind, it is essential to also pay attention to the bodies that do not innovate, in order to identify the reason for this and drive the opposite direction.



# Innovation agenda

Strategic ally of a more efficient City Hall and closer to the people

Admittedly, the transformation of municipal public management in São Paulo is a monumental agenda. The magnitude of the organization contributes to part of this challenge: there are more than 120 thousand civil servants distributed in 26 Secretariats, 32 sub-prefectures, 22 indirect administration entities and almost 12 thousand public facilities in the city. But perhaps even more difficult is overcoming the resistance to believing that it is possible to do differently, that is, to be able to change the way of working, towards more efficient and creative solutions.

Therefore, the most relevant result that the systematization and analysis of data from Premia Sampa shows us is the identification of an expressive group of civil servants seeking to transform, in different ways, their way of working. These are people who have sought new solutions (or even re-examined their problems) in very different contexts: from teams that are on the same floor as the mayor's office to a public school that is twenty kilometers away from Viaduto do Chá. What do these people have in common? Above all, the experience of promoting change and the search for recognition and visibility for its projects in an award for innovative initiatives.

We saw here that these projects also use different tools, seek different results, aim to produce different and equally important impacts on society. And, also, that they collaborate with each other, less in the conception of the innovation and more in its implementation; less from institutionalized arrangements and more from informal partnerships. We also observe that few of the projects carry the ambition of systematically altering the work processes and services offered to the population, at least from

the point of view of their intersecretariat articulation and of changing the routines of the bodies.

These findings point to a fragility and potential for the innovation agenda in the city. Fragility because topical processes with localized and individual motivations tend to face challenges in relation to their sustainability as they depend a lot on personal initiative or on highly localized teams. Potential because they show important conditions for advancing the innovation agenda: a structured innovation laboratory; a consolidated innovative experience (with relevant impact projects built from adequately mobilized capacities to innovate) and, above all; a capillary network permeating the structure of public administration, including end-line public services. Expanding and fostering this network, creating conditions for better results and for the common construction of this journey are actions that will be great allies for the government to function in a way that offers more to the citizens of São Paulo.



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