

(011) lab

LABORATÓRIO DE INOVAÇÃO  
EM GOVERNO DA PREFEITURA  
DE SÃO PAULO



# PUBLIC INNOVATION TO TRANSFORM THE GOVERNMENT WITH PEOPLE



**PUBLIC  
INNOVATION  
TO TRANSFORM  
THE GOVERNMENT  
WITH PEOPLE**

We asked some very special people in the history of (011).lab to introduce us, answering the following question:

## WHAT IS THE GREAT POTENTIAL OF (011).LAB?



We registered here their answers and our thanks to those present on these pages. We would also like to extend our gratitude to all those who have contributed to making our work possible.



(011).lab's greatest potential is to face each challenge as a collective learning exercise. This allowed the team to quickly accelerate their capacities, being, today, a reference in Latin America.

**Juan Felipe Lopez**

*Unit and States of Change*



A waterfall of innovations was triggered from the São Paulo City Hall; and it was the (011).lab that made it happen. As if it were something common, as it should be.



**Francisco Gaetani**

*Fundação Getulio Vargas – FGV*



(011).lab has an important role in promoting agendas that improve the provision of assets, services, and public policies, such as its behavioral sciences initiative and human-centered design approaches. The laboratory is an important actor in increasing the efficiency and well-being of the city. I hope that they will continue to conduct these edge projects in São Paulo in the coming years.



**Florencia Lopez Boo**

*Inter-American Development Bank*



Cities are excellent laboratories for public policies. Having a laboratory in São Paulo means exponentializing this potential. (011).lab managed to take advantage of this: understand citizens, talk, connect, and co-create with them, without losing its exploratory and experimental character. It is possible to do even more, putting this all into practice in other areas!



**Guilherme de Almeida**

*Brazilian National School of Public Administration – Enap*



(011).lab pays special attention to the problems that users of public services face. The team knows what questions to ask and how to use the answers. I am confident that the laboratory will continue to improve public services in São Paulo.



**Mark Hallerberg**

*Hertie School of Governance*



Through innovative and dynamic projects, always based on evidence, experiences, and methodologies that are not widespread in public management, (011).lab has the potential to disseminate innovative and efficient practices among city and federal servants.



**Monise Picanço**

*Brazilian Center for Analysis and Planning – CEBRAP*



It is impossible to think about the dissemination of plain language in Brazil without (011).lab: its contribution has been structuring the whole movement. The laboratory combines a high technical capacity to develop projects with a rare sensitivity to listen and respond to the citizens' afflictions.



**Heloísa Fischer**

*Comunica Simples*



(011).lab plays a key role in building the São Paulo of the future, strengthening and boosting innovations in all areas of the City Hall for the construction of a city that is more resilient, human, and connected with the population.



**Eduardo de Azevedo**

*Inter-American Development Bank*



(011).lab is currently a reference for other cities in our region and has the potential to be an articulator of the digital innovation movement in the governments of Brazil and Latin America.



**Marcelo Facchina**

*CAF – Development Bank of Latin America*



“(011).lab has the potential to transform the way public policies are thought in São Paulo and in Brazil, bringing the relevance of thinking about scientific evidence, pilots, evaluation, and behavioral sciences in social change to the center of planning and implementation!”

**Pedro de Paula**  
*Vital Strategies*

“(011).lab has a great potential to promote the improvement of services and, consequently, increase the population’s access to rights and services with quality and speed, which translates into a strengthening of the citizenship itself.”

**Gabriela Lotta**  
*Fundação Getulio Vargas – FGV*



“(011).lab is dedicated to bringing together brilliant minds around relevant projects. (011).lab aims to meet the citizen in all they do, whether it is the mobilization of networks, the increase in the capacity for innovation in the City Hall, or the improvement of services.”



**Joelson Vellozo**  
*Digital Government Department of the Brazilian Ministry of Economy*

“(011).lab is a demonstrator of possibilities. It shows that if services are to be useful to the citizen, we must listen to them carefully – and internally coordinate the executors with intention.”

**Ivan Boscariol**  
*Inter-American Development*



“(011).lab has the potential to expand the capacity for innovation. It demonstrates that experimentation and co-creation are useful for several everyday processes, enabling servants to open up to incorporate the multiplicity of actors involved in the public sphere, in a simple, fast, and effective way.”

**Elisabete Ferrarezi**  
*Government Innovation Lab*



“(011).lab has great potential to achieve major public sector innovations in the city. The laboratory has already set an example for other municipalities on how to do this. I emphasize the approaches adopted by the (011).lab team in my work on design for the formulation and implementation of policies centered on the citizen.”



**Sabine Junginger**  
*Lucerne University of Applied Sciences and Arts*

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# INNOVATION BEYOND TECHNOLOGY

( Juan Quirós )

*São Paulo Secretary of  
Innovation and Technology*

In recent years, technological innovations have generated major changes in the traditional forms of organizing society. Not only by providing devices, tools, or resources themselves but also by the transformation caused in the processes of creating, building, and executing projects in the most diverse areas of knowledge. In a large metropolis like São Paulo, these changes become even more intense, generating new challenges and opportunities.

In this context, the City Department of Innovation and Technology (SMIT) was created in 2017 with the mission of modernizing public management in the city, adapting the City Hall to the pace of technological changes, and innovating in the organization and services provided to the citizens.

The number of technological innovations available is enormous.

However, just building innovative products is not enough to deliver quality services and increase citizens' trust in the State. It is necessary to have qualified servants to conduct this process and to use technology in a way that is accessible and useful in practice to make life easier for the population.



The work carried out by (011).lab, in partnership with various sectors of the City Hall, has been essential for the technological changes promoted by SMIT and other agencies to effectively result in transformations for the well-being of those who live in our city.

Through initiatives that connect collaborators, citizens, and actors in the innovation ecosystem, the laboratory redesigns and builds solutions for complex situations, develops new capacities in public servants, and brings the government closer to society. The laboratory's performance has shown extremely positive results in the last three years, with recognition of important agents inside and outside the City Hall.

It is with great satisfaction that I invite you all to read and further consult on the different innovation cases that this book brings together. They are initiatives that demonstrate the important role of the laboratory in modernizing public management, making it not only more digital but also more efficient and closer to the citizen.

# TOMORROW, SOMETHING WILL HAVE CHANGED

**( Tatiana Dausen Perfol )**

*Coordinator of Public Innovation Programs at (011).lab*

**( Vitor Cipriano de Fazio )**

*Coordinator of Innovation and Organizational Change Processes at (011).lab*

**G**one are the days when knowledge about the past was a sure guide to solving the problems of the present, when it was enough to lock a group of specialists inside a room, armed with *the best practices* to build effective solutions to public problems. When the scale for measuring the public sector were large private bureaucracies – yet, bureaucracies, in which predictability is the value that guides the functioning of the organization. Nowadays, one of the few certainties we have is that, tomorrow, something will have changed. In this context of accelerated change, the problems also gained a challenging dynamism: they are complex, with multiple cause-and-effect relationships, difficult to map, and constantly reorganizing themselves. There is no easy or evident solution. And, to deal with this dynamism, organizations have reconfigured themselves, in order to constantly interact with people, understand their needs, and, thus, be able to solve their problems. Predictability gradually gives way to adaptability and the capacity for constant learning. It is no secret that governments around the world and São Paulo’s City Hall need to adapt to act in these new contexts and deliver public value. This change in the way of working, aiming at the delivery of public services more connected to the needs of people, involves the approximation between government



and population and it also awakens changes in the municipal servants’ mentality, attitudes, and skills. (011).lab was born in this context, as a strategy to bring the government closer to people, to increase the efficiency of municipal administration and the quality of public services. For us, the transformation of services and public policies depends on the people who build the government every day: municipal servants, with whom we want to create value for the people. We want to reveal the innovators that exist in the City Hall to bring about change based on examples and encourage them to continue innovating on a daily basis. We want to support the building of the necessary capacities for innovation to happen, sharing ways of doing and building experiences that transform learning into practice. We want to connect people, creating the conditions for dialogue and collective construction. We want to bring the City Hall closer to the citizens, to interact quickly and frequently, in the quest to understand their needs, think about services from their real afflictions, and show that it is possible to build with the citizen. This book represents the consolidation of a three-year cycle of work that has involved more than 91 projects, 6,100 servants, and 9,800 São Paulo citizens. It is an enormous satisfaction to be able to translate into words, forms, and images everything



# SSONMEE

we are and have transformed during this journey. The writing exercise helped us to look at our history in perspective. We reflected on our choices and benchmarks in our trajectory to assimilate our mistakes, learnings, and achievements and move forward with greater confidence in our actions.

Although we have done a lot of research to create the (011).lab, a laboratory does not come into existence by decree. As we have traveled this journey, in iterative cycles, we have been exploring paths and discovering who we are and who we can be. We are very happy to tell you our history and to share with you what we have learned. It was our task to write this opening letter but the work narrated here was built by several incredible people, who had decisive roles in different moments of our journey.

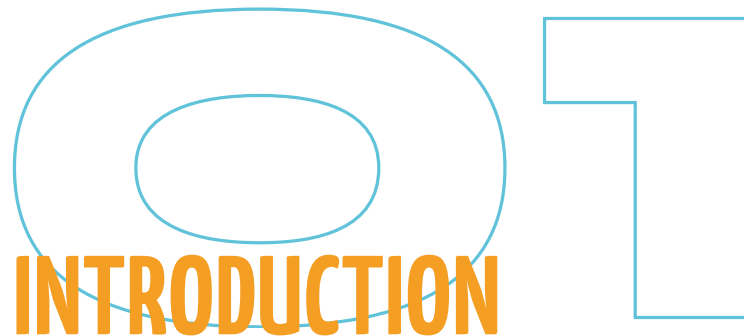
Throughout the chapters, you will find our vision on innovation in government, our values and principles, the milestones of our trajectory, some reports of projects that we have carried out, our results and learnings from these years. All the reports in this book were made by public servants from the largest Brazilian city, which has extremely complex public challenges. We know that São Paulo is a showcase of public policies for the whole country and we hope that the learnings we have identified can inspire other teams in other governments – like others before us have inspired us.

Many people were essential for us to get here. To begin with, the 56 people who have been on the (011).lab team, very passionate about what they do, curious, unafraid of learning and making

mistakes, who believe in the power of collaborative construction and public service. People from every corner of Brazil, young, fast, extremely capable, who have developed their skills here. (011).lab is indeed a school for public innovators. No one has arrived here as an expert. We are what we are because we are together because we added up our skills, abilities, and experiences. The team's value lies in diversity. All love and dedication to these people.

None of this is possible without networking. It is in the way we do and act. We also thank our 43 partners inside and outside the City Hall. Our thanks for accepting to try new transformative practices with us. Your presence is extremely important to spread public innovation and strengthen the entire ecosystem of the city of São Paulo, Brazil, and Latin America.

Finally, this book is dedicated to all the people who innovate in the City Hall on a daily basis. Bold people, who are not afraid to try new practices to deliver value to those who need the government the most. People who have deep knowledge of the processes and ways of acting in public administration and make all their background available to improve public management whenever possible. What you are about to read here are cases of innovations carried out by and with public servants. We hope that this publication inspires you to continue innovating and offers alternatives to deal with complex problems in a different way.



# 011

## INTRODUCTION

Over the past three years, (011).lab, the government innovation lab of the São Paulo City Hall, has done a lot. There were over ninety projects in partnership with different units of São Paulo's City Hall, involving more than 6,000 servants from over fifteen agencies of the municipal administration. As with many of its public innovation companions – labs in particular –, the focus on practice is one of its trademarks.

For this reason, (011).lab's history is told from concrete cases, results, and experiences. There are two main objectives for this publication. The first goal is knowledge management, in the sense of consolidating data and stories and organizing them in ways that are accessible, besides allowing reflection and learning from mistakes, successes, and critical moments. The second is to communicate the history of the laboratory and disseminate it to other people and institutions, demonstrating its value and inspiring other governments in similar endeavors.

Thus, it is addressed to laboratory project partners and other units of the City Hall that think or wish to think about innovation, as well as to teams from other governments and organizations working with the agenda. We also have in mind the various national and international innovation laboratories and networks that are part of the innovation ecosystem. In addition to these actors, we think that this work can be useful for government schools and as material for innovation courses on different educational platforms.

Facing the completion of yet another management cycle at City Hall in 2020, and the amount of work done by the laboratory, we understand the current moment as strategic for reflection and recording not only about what we are and how we got here but

also about where we want to go. In addition, as this is a recent movement in the context of public innovation, documentation on laboratories becomes even more relevant for understanding and strengthening the agenda.

The whole team worked as a laboratory when creating this book, in a collaborative process. Much of the effort was made to systematize and create meaning for the data collected, interspersed with moments of collection and validation with the team. We understand that in addition to the final result – this publication –, the process of construction itself brought reflections to the laboratory team since it enabled the creation of a common narrative regarding (011).lab's vision of innovation and ways of acting. This alignment is essential for communicating the value of innovation teams, a key issue for the success and development of laboratories worldwide.

The course of this book begins, therefore, with the presentation of our vision of innovation, with a first chapter that contextualizes the creation of the innovation laboratory for transforming the management of São Paulo's City Hall, the (011).lab.

After the whys come the whats and the hows: the (011).lab approach is described in chapter 2 from action fronts and orientation by working principles. We proceeded then, with the trajectory followed, detailing the laboratory's timeline based on different stages. Here, you will also find figures for the main results over the three years.

For a more detailed account of (011).lab's work, we selected representative projects from each of the laboratory's axis of activity. On the axis of Designing and improving public services, we report on the redesign of the SP156 Citizen Portal, on the increase in municipal revenue through behavioral sciences and the improvement in the process of issuing electronic invoices to MEIs (individual micro entrepreneurs); on the axis of Mobilizing communities of public innovation practices, the selected cases are Premia Sampa (São Paulo Award), CopiCola (Copy & Paste) and the International Government Innovation Conference; and finally, on the axis Developing skills to innovate, the reports are from the projects Personas in the implementation of the electronic process in the City Hall, Generating skills in the digital transformation of services, and Capacity building in the City Program Linguagem Simples (Plain Language).

To conclude, we have gathered our reflections on the main learnings as a team and invite you to explore in a collaborative way future visions for the laboratory, the City Hall, and the city in the coming years.

# GENERATING AND MANAGING CHANGES: INNOVATION IN THE CITY OF SÃO PAULO

**W**e are in São Paulo, the most populous metropolis in the southern hemisphere<sup>(1)</sup> and one of the ten most populous cities in the world<sup>(2)</sup>. About 12 million inhabitants<sup>(3)</sup> are spread over an immense territory of about 1,500 square kilometers<sup>(4)</sup>, with a shape similar to a giraffe's head – a nice peculiarity, which, however, does not make São Paulo less challenging.

Its population is multiple and diverse. São Paulo is the most multicultural city in Brazil, bringing together people from all over the country and diverse communities from around the world – there are 196 countries represented in the capital by at least one resident.<sup>(5)</sup> And despite living in the richest city in the country, these people are spread over a wide spectrum of inequalities<sup>(6)</sup>.

(1) Brazilian Institute of Geography and Statistics (IBGE), "Estimates of the resident population in Brazilian municipalities."

(2) United Nations (UN), World Urbanization Prospects 2018 - Highlights. 2019. Available at: <<https://population.un.org/wup/Publications/Files/WUP2018-Highlights.pdf>>.

(3) The metropolitan region, which includes 38 other municipalities, reaches 21 million inhabitants. The data can be checked in "Resident Population, on April 1, 2007: Full Publication". IBGE Automatic Recovery System (SIDRA), November 14, 2007. Consulted on August 10, 2020.

(4) Brazilian Institute of Geography and Statistics (IBGE). "São Paulo". Consulted on October 6, 2019.

(5) *O Estado de São Paulo*, (Brazilian Newspaper) "As 10 menores comunidades estrangeiras de São Paulo". 24 October 2016. Consulted on 24 October 2016.

(6) Rede Nossa São Paulo, "Mapa da Desigualdade". Available at: <<https://www.nossasaopaulo.org.br/campanhas/#13>>.

The administrative structure of the City Hall, the government entity responsible for managing the city and offering services and public policies to different social sectors, reflects the city's complexity. Its staff has approximately 121 thousand public servants<sup>(7)</sup>, who work in more than seventy municipal agencies spread over 32 local city halls, administrators of the 96 city districts<sup>(8)</sup>. Each agency has its own way of working and interacting with the population.

Like every major Latin American metropolis, São Paulo faces problems of great complexity. Its causes and effects are difficult to understand, and possible forms of resolution depend on a broad mobilization of different actors in society. In this context, in addition to the complex administrative structure of the city, *the government's distance from the population* also makes it difficult to deliver services that meet people's needs and demands. This challenge is especially visible in the direct contact of the population with the City Hall to request a service. In practice, despite the advances in recent years, the citizen still faces a long and complicated journey of bureaucratic language and a large number of requirements and procedures, and the lack of integration between agencies hinders access to a public right or service. This becomes clear when observing that, until 2016, it was necessary to interact with six different municipal entities and wait about a hundred days to open a company<sup>(9)</sup>.

(7) William Cardoso, "Rosto' de servidor municipal de SP é de uma mulher que atua na área da educação". Folha de São Paulo (Brazilian Newspaper) January 9, 2019. Available at: <[https://www1.folha.uol.com.br/cotidiano/2019/01/rosto-de-servidor-municipal-de-sp-e-de-uma-mulher-que-atua-na-area-da-educacao.shtml?aff\\_source=56d95533a8284936a374e3a6da3d7996](https://www1.folha.uol.com.br/cotidiano/2019/01/rosto-de-servidor-municipal-de-sp-e-de-uma-mulher-que-atua-na-area-da-educacao.shtml?aff_source=56d95533a8284936a374e3a6da3d7996)>.

(8) According to Law 13,399 of August 1, 2002.

(9) Check website *Empreenda Fácil*, available at <<http://empreendafacil.prefeitura.sp.gov.br/>>.

Bringing the City Hall closer to people involves other forms of interaction besides citizen services, such as transparency and civic participation. The challenge here is not limited to engaging the population in existing participation spaces – such as councils, hearings, and public consultations –, it also involves improving these spaces and creating new forms to connect people and debate public issues. We must think of these moments so that the population feels part of the public sphere, creating an enabling environment to incorporate suggestions and jointly building a better delivery of services, focused on people.

These challenges are not exclusive to São Paulo and do not manifest themselves homogeneously. It is common in contemporary public administration to come across a large and disintegrated administrative structure, with an organization permeated by a constant dispute of interests and excessive regulation, among other restrictions inherent to the public sector. Faced with so many complex problems and limited resources, it is increasingly necessary to incorporate new ways of thinking and acting in order to respond more adequately to the needs of the population. Structures that are not very flexible and that do not allow much room for error discourage its servants from thinking about new solutions and new ways of performing services. Although there are many willing people who carry out innovations on a daily basis in their areas of expertise, the organizational structure often does not create conditions for interaction and circulation of knowledge, creating real *islands* within the institutions.

This scenario is intensified by conjunctural issues, such as the *constant changes in the technological context* we live in. The digital transformation of recent years has brought new forms of social and economic interaction, besides the enormous and continuous flow of available information that alters the distribution of opportunities, knowledge, and participation. The advance of technology is not followed at the same pace

by different social segments; obstacles are faced both by the government, which needs to leverage the use of technology and innovation to enable the delivery of services and public policies, as well as by parts of the population that do not even have basic access to digital infrastructure.

These and so many other contemporary changes have transformed the world we live in. The current global context is one of asymmetry, confusion, plurality, and, above all, *uncertainty about the future*. All of this requires quick responses and adaptations of a system that has been structured for predictability and stability. In this crisis of references, which is not exclusive to the government but is shared with various segments of society, it becomes a challenge to create new collective imagery.

Our vision of innovation in government is that of a public administration with a greater capacity for adaptation, working from principles and methods that allow daily reflection and continuous learning based on practice. Such principles guide a municipal agenda of innovation beyond technology, which is based on **bringing government and society closer together** in a constant process of collaboration; and on **transforming management**, seeking engagement and active participation of public servants in the construction of relevant solutions.

In this process of generating and managing change, people are the protagonists, whether they are citizens or servants. It is necessary to understand that focusing on people and their needs is a principle of public administration that generates quality gains in the design and execution of policies and services. Building a more efficient, effective, and responsive municipal government involves creating spaces for collaboration with the population, helping to build a virtuous cycle of service delivery and increasing confidence in public institutions. We must take advantage of the strategic position of cities, which are close to the population, listen, test, and create with people in a fast way. More effective participatory processes incorporate needs that are barely visible to the administration, improve the relationship between public power and the population, and develop solutions in an agile and collaborative way. Innovations carry the requirement of being valuable to those who use them, and the way to find out if a solution really improves the lives of those who use it is through these spaces of contact with the population. Just as it is necessary to build together with society, it is essential to bring together and connect servants in the processes of redesigning and formulating public policies. These approach spaces must incorporate the daily experience of servants in the making of solutions – especially those who work at the front and relate directly to the population – and also motivate new postures. When we talk about transforming management, we must always keep in mind that it is formed by people. To transform it, therefore, we must enhance the talents of those who make up the government every day, in addition to expanding their skills with the incorporation of new tools. For us, the first step is to recognize that innovation must dialogue with the government grammar in order to create a common language and an awareness of what needs to be changed and what needs to be preserved. It is very important to create an environment that stimulates innovation in administration, investing in

the development of the servant's skills and in the creation of practical references with good results. Knowledge management – which involves registering, managing, and facilitating access to information on projects, policies, and other activities performed – is fundamental to decrease resistance, expand the exchanges between agencies, and disseminate good practices, making the public servant's eye more attentive to learning.

In this way, the creation and promotion of a culture of change and innovation in municipal public administration are gradually built on different strategies for capacity building. Innovating involves using new technologies, promoting changes in daily life, and, mainly, improving the way of working, formulating public policies, and providing services to the population.

São Paulo's City Hall has taken important steps towards strengthening the innovation environment in the city and promoting a change of culture within the government. The City Department of Innovation and Technology (SMIT), created in January 2017<sup>(10)</sup>, reflects this concern to strengthen innovation and technological initiatives in municipal management from its purpose of “promoting improvement, innovation, use of information technology and communication in the organization and services provided by the municipal public administration, as well as to foster digital inclusion and access to information and technologies and to carry out activities compatible and correlated with its area of operation”<sup>(11)</sup>. It is in this context, and as a unit of SMIT, that the (011).lab – Government innovation lab of the São Paulo City Hall – was created.

Trends at national and local levels, government innovation labs are dynamic spaces designed to work on public problems collaboratively, challenging traditional ways of operating government structures. Laboratories are allowed to act differently, providing controlled conditions to create and test solutions quickly and on a small scale, following the logic of experimental and iterative practice of research, testing, and learning.

(10) Decree no. 57,576 of January 1, 2017, updated by decree n.59,336 of April 7, 2020.

(11) Ibid.

This way of acting brings three main gains. First, it allows the optimization of scarce resources by doing more with less and testing the solutions before applying them on a larger scale. Second, it allows experimentation with new methods, tools, and technologies to deal with complex public problems such as inequalities and quality of life in cities. Finally, in this performance one learns by doing, and the practice of adapting the actions from the generated knowledge gives rise to an anticipatory attitude that brings advantages in face of uncertain futures and constant changes.

Each laboratory is unique and highly contextual. With the scope of action reflected in the choice of the name<sup>(12)</sup>, (011).lab emerges as a strategy to generate and manage change in São Paulo's City Hall and contributes to facing the challenges listed above – the distance between government and society, rigid structures, low motivated servants, scarcity of resources, changes in the technological context, and uncertain futures. **Based on a vision of collaborative innovation and focused on people, (011).lab aims to bring public management closer to the population, increase the efficiency of municipal administration and the quality of public services and policies.**

The choice of the laboratory model points to the creation and management of processes of change in government from experimentation. With this scope of work, we build spaces where it is possible to test ideas in collaboration with the population to learn what is valuable to the user. At the same time, by involving servants in these processes, we engage participants and create practical benchmarks on how management can be transformed.

(12) The name (011).lab refers to the area code for telephone calls from the metropolitan region of São Paulo, 011.

The focus is on **building state capacity to practice innovation**, i.e., on the state's ability to deliver more effective public policies, based on the transformation of civil servants.

(011).lab, therefore, connects people, facilitates conversations, and creates spaces that motivate change in municipal management, in which it is possible to learn in practice new ways of working to solve public problems. Our proposal is to create value through a combination of delivery, capacity building, and community strengthening, using different approaches and experiences of collaborative work to question and reformulate the way São Paulo's City Hall solves its challenges. In the next chapter, we will go into more details about our way of acting.



## WHO ARE WE?

(011).lab – the Government innovation Lab of the São Paulo City Department of Innovation and Technology – was born in August 2017, as a joint strategy of the Coordination of Innovation and Organizational Change Processes (CPIN) and the Coordination of Public Innovation Programs (CPIP) to face the difficulties of municipal management in delivering services that better meet the needs of the population. We saw in the previous chapter that there are several factors that explain these difficulties, such as the distance between government and society, the rigid structures of the organization, servants with low motivation, and scarcity of resources, in addition to a context that encompasses technological changes and uncertainties regarding the future.

To meet these challenges, the laboratory seeks to bring together servants, citizens, and participants in the innovation ecosystem and, together, build solutions to complex problems of public interest.

We seek, at the end of the execution of our projects and programs, people's and innovation practice's recognition, the enhancement of servants' skills, a greater convergence between people and areas of the City Hall, and, finally, the improvement of strategies and services. With these results, we believe we can bring the City Hall closer to its citizens and increase both the efficiency of municipal management and the perception of the quality of municipal public services.

## WHAT DO WE DO?

To achieve the described objectives, results, and impacts, we organized the set of projects and programs in three action fronts.

DESIGNING AND IMPROVING  
PUBLIC SERVICES

MOBILIZING COMMUNITIES OF  
PUBLIC INNOVATION PRACTICES

DEVELOPING SKILLS TO INNOVATE

The **Designing and improving public services** front is focused on developing solutions to improve the quality, efficiency, and effectiveness of the services provided by the City Hall – and, indirectly, we also obtained an improvement of internal processes and development in learnings of the department or a partner agency. We work with multidisciplinary teams that seek solutions to the complex and multi-causal challenges of public services based on qualitative and quantitative data, managing improvement processes based on evidence.

In these projects, we have a strategic vision for public policies and services. We start by identifying and exploring the existing problems and then devising solutions. Then, we experiment and test these solutions with the target audience of the service, to ensure that the implemented solution is effective.

The **Mobilizing communities of public innovation practices** front aims to connect people to strengthen public innovation, whether they are servants or external actors in public administration that work on issues related to innovation in the public sector. Mapping and dissemination of innovative practices are carried out, with a special look at the actions developed by the servants, contributing to the management of knowledge for innovation in the City Hall. This front has two main goals: to strengthen the bond between the community of public innovators with (011).lab and consolidate the knowledge management cycle for innovation in the City Hall.

In general, this front's projects and programs seek to identify people, their interests, and public challenges, so we can explore and register good practices, and, finally, mobilize communities of innovators inside and outside the City Hall through the communication and dissemination of these practices.

The **Developing skills to innovate** front has as its main objective to stimulate processes of change in the relationship between servants and their work. To this end, we create spaces where it is possible to look at the public service routine in other ways and experience new practical ways to work on solving public problems, generating skills through learning in practice.

All projects on this front have as a starting point the identification of those who will participate in the space, what their needs are, and what skills need to be developed. Based on these definitions, we co-create with the partner the capacitation process, develop content in a structured way, and test different ways of capacitating, from the most traditional to the most disruptive. Finally, we offer and evaluate development spaces.

## HOW DO WE DO?

(011).lab acts in an inspiring way because it demonstrates that it is possible to create public value from processes and methodologies different from those traditionally used by the public administration. This kind of approach makes servants feel challenged throughout the execution of the project, improving their work methods and increasing their engagement in their post-project activities.

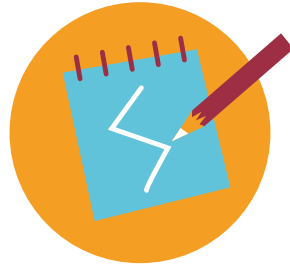
Despite the variety of methodologies in our repertoire, one of the premises of (011).lab is to develop projects based on the challenge that will be worked on. Once the challenge is identified, different courses of action are explored throughout the process, always in line with our partners.

Thus, the practice of the laboratory is not guided by methodologies but by working principles. These principles concern the laboratory's ways of thinking and doing and are a reference for decision making, guiding project stage definitions, methodological choices, and application of methods and tools.



With multidisciplinary inspirations – including areas such as design, social sciences, and public administration – the list of principles seeks to gather what is essential in the laboratory’s performance but allowing flexibility of approaches and choices, adapted to each project. The list was built from the systematization of conversations with other innovation laboratories, secondary research, and reflections on (011).lab’s practices in their projects. These are our **principles**:

**Frame problems:** Formulate a given problem, taking into account its causes, consequences, context, and the perspectives of the actors involved, in order to extract opportunities for action.



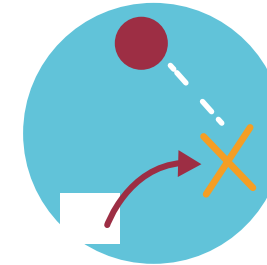
**Focus on people:** Listen and consider, in a continuous effort, the needs and experiences of the actors involved in the same process, in order to integrate and value different perspectives in a participatory way.



**Experiment:** Test ideas, hypotheses, and prototypes using structured, controlled, and documented methods, in a learning process that considers error as part of the discovery of good solutions.



**Explore data:** Collect, interpret, and systematize data in order to generate information about reality, allowing to base the decisions made throughout the projects.



**Operationalize:** Implement laboratory initiatives and projects by planning the stages and mobilizing resources, people, and skills, always considering the powers and limits of public administration.



**Connect people:** Build bridges between servants of different City Hall teams and between people inside and outside the government through collaborative processes and learning sharing, strengthening the capacity of these actors and their initiatives.

It is important to highlight that, over time, the laboratory has been adjusting its organizational objectives, testing its working methods, and adjusting its routes to the new challenges that were presented. As a dynamic organization that adapts to changes in the conjuncture, (011).lab is in a constant process of developing its institutional maturity, refining its role based on the challenges and opportunities of the municipal public administration. The laboratory’s journey so far is precisely what we will tell in more detail in the following chapter.



# HOW WE GOT HERE

**A**s in experimentation projects, (011).lab's journey took place in a spiral movement, which intertwines phases of expansion with phases of learning and consolidation. The spiral indicates the growing movement towards a broader institutional action, related to the proposal of transformation of the City Hall management.

In the expansion stages, the laboratory starts to work on projects at a new level of the organizational structure, expanding little by little: first, it has an internal focus, then it goes on to the City Department of Innovation and Technology (SMIT), and, finally, to other City Hall departments. These expansion moments are always followed by a stage of learning and consolidation – which we call experimentation. In experimentation, the laboratory presents a more mature performance at the organizational level in which it finds itself, informed by reflections from the practical experiences carried out.

This movement can be understood as a strategy to gain scale – which is made possible by interspersing moments of exploration, in which it is possible to test, make mistakes, and learn within a small and known level, with learning consolidation moments at a higher and more complex level with safety, emulating the innovation cycle.

In the line that these pages reproduce, each stage is accompanied by its mission, that is, what the laboratory was trying to achieve at that moment, by a representative image, projects, and outstanding events, including turning points for the next stage.

# TIMELINE

OTHER DEPARTMENTS

CITY DEPARTMENT OF INNOVATION AND TECHNOLOGY

LABORATORY

## 01 (JAN-AUG 2017)

### INITIAL EXPLORATION

Conceive a proposal of public innovation performance in the City Hall

**TURNING POINT**  
The decision to be a government innovation lab

Creation of the Coordination of Innovation and Organizational Change Processes (CPIN) and the Coordination of Public Innovation Programs (CPIP)

Creation of the City Department of Innovation and Technology



## 03 (JAN-NOV 2018)

### EXPANSION AND EXPERIMENTATION AT SMIT

Position the laboratory as a strategic actor for the consolidation of SMIT in the City Hall

Public servants at the event São Paulo Smart and Human: Challenges and Opportunities, which was attended by 150 public servants from 70 city agencies

Copicola (Copy & Paste) pilot project.

Platform Smart Cities: Challenges and Opportunities

Laboratory team elaborating (011).lab's strategic planning, in October 2017



The first interaction between the laboratory and the citizens

## 02 (SEP-DEC 2017)

### EXPERIMENTATION INSIDE THE LAB

Test the proposed action plan and raise possibilities of action

LEARNINGS

**TURNING POINT**  
Choice of criteria for the projects the laboratory will carry out

City Hall Innovation Lab Conference

Partnership with MindLab and conversations with Latin American labs



Premia Sampa (São Paulo Award) 2018 Award Ceremony

## 04 (DEC 2018-DEC 2019)

### EXPANSION TO OTHER DEPARTMENTS

Prototype and test projects with impact on other City Hall agencies

LEARNINGS

First lab conference at Innovation Week

**TURNING POINT**  
The decision to carry out more projects outside SMIT

Launch of the CopiCola (Copy & Paste) Program

Launch of the City Program Linguagem Simples (Plain Language)

International Government Innovation Conference



First day of the International Government Innovation Conference at Praça das Artes, in August 2019

Meeting of the São Paulo City Hall Community of Public Innovators with States of Change

**TURNING POINT**  
Presentation of the laboratory at the International Conference

LEARNINGS

Launch of the publication *Life Cycles of Innovation Labs*

## 05 (JAN 2020 - TODAY)

### EXPERIMENTATION IN OTHER DEPARTMENTS

Ensure the continuity and strengthening of the City Hall's innovation agenda



Finalists of the 2020 edition of Premia Sampa (São Paulo Award) arriving at the Awards Ceremony, which was broadcast live on YouTube, in June 2020

## STAGES OF THE JOURNEY

The organization of (011).lab's life in stages, although starting from a simplified model, allows creating sense to the journey traveled and glimpse possibilities for future paths. We comment below on each stage, highlighting developments, representative projects, main challenges, signs of success, and turning points for the next stage.

# 01 INITIAL EXPLORATION

Our first stage, which took place from January to August 2017, was **to explore possibilities for the construction of an innovation unit at the City Department of Innovation and Technology (SMIT)**, through reference research, internal alignment, development of a proposal for action, and institutional validation.

The presence of innovation laboratories in São Paulo's City Hall was not surprising; since 2014 we have had the contribution of Mobilab+<sup>(13)</sup> and LabProdAm, a laboratory focused on technological solutions. In 2017, Pátio Digital was created, an open government initiative and digital transformation of the Municipal Education Department. With the creation of SMIT, also in 2017, the mission of CPIN and CPIP became precisely **to conceive a proposal for public innovation in the City Hall** that would align with the objectives of the Department and complement the performance of the existing laboratories.

Therefore, our first project was the elaboration of an **Action Plan** to create an innovation unit. We conducted a data-based survey on similar initiatives and carried out fifteen interviews with public managers of innovation units and researchers who are national

<sup>(13)</sup> In its creation, Mobilab+ was just called Mobilab. When it expanded its scope of action with SMIT, in 2019, it became known as Mobilab+.



Collective voting to choose the lab's logo, in August 2017

and international references on the subject. Throughout the research, we realized that it was a very open field, with multiple possibilities, therefore, the choice of which would be our approach was the first challenge of the laboratory. At the same time, there was a need for institutional recognition and legitimization and the insecurity of implementing an action plan not yet tested in practice.

This was a moment of long talks and major questions, and the first sign of the success of the laboratory was the approval of the proposal by the office of the Department and the signaling of support for the next steps. **We decided to be a government innovation lab** as a strategy to foster innovation within government through collaborative spaces where experiences are shared, and capacities to solve public problems are built. Through the laboratory, we hoped to connect and mobilize actors to foster a culture of innovation in the city and develop capacities within the government. Having this decision and the Action Plan in hand, we moved on to the next phase, aimed at discovering in practice its implications.

## 02 — EXPERIMENTATION INSIDE THE LAB

In the second phase, from September to December 2017, our mission was to **test the Action Plan proposed** in the previous stage, exploring concrete possibilities for the laboratory. We did this through low complexity projects that were internal to the laboratory.

One of our greatest challenges at that time was to structure a multidisciplinary team and build internal skills for the execution of innovation projects. It was necessary to learn different methodologies, ways to manage projects, and above all how to behave and think as a laboratory of innovation in municipal management. Therefore, we conducted several internal projects, to learn in practice about these issues and to test fastly and safely, with controlled risk, types of projects, and approaches for the newly created laboratory.

It was also at this time that we had mentorship from MindLab, the former Danish government innovation unit, to transfer knowledge and ask the necessary questions for the



First workshop of the Network of Innovators of the Metropolitan Region of São Paulo, in October 2017

development of the team. This partnership was also intended to provide support in solving another challenge, the construction of internal legitimacy in the City Hall and the innovation ecosystem. In this sense, we also conducted throughout this **period of regular conversations with laboratories in Latin America**, in which we presented the laboratory, identified interesting practices, and improved (011).lab's narrative itself. Besides legitimizing and capacitating the team, our main challenge at that time was to find a partner to carry out the first project with an external actor. With the learning generated in internal experiments and conversations with other laboratories, we **defined criteria to choose which projects we would like to carry out** as a laboratory and which partners we would need to search for. We were then able to negotiate the first projects with other Department coordination offices, expanding the laboratory's performance to a new level.

# 03

## EXPANSION AND EXPERIMENTATION AT SMIT

Between January and November 2018, we dedicated ourselves to expanding partnerships to different areas of the City Department of Innovation and Technology, as well as consolidating learning from these collaborations. In parallel, we developed first projects with other departments, rehearsing an upcoming moment of expansion. During this stage, our mission was **to position the laboratory as a strategic actor for the consolidation of SMIT's role as the City Hall's organizational change manager.**

The laboratory made use of the strategic positioning of SMIT, which has contact with both municipal officials and citizens, through the City Hall's service channels. Our first partnership was signed with the Coordination of Citizen Service and Modernization in Public Services (CASP), with which we developed projects that allowed not only to test ways to manage projects but also to learn the best ways to interact with the citizen – in the service stations, call centers, or invitations for specific moments. As for our second partnership, with the Information and Communication Technology Management Coordinator (CGTIC), we turned our attention to the servants, seeking to understand their afflictions, map out problems, and design solutions through collaborative spaces that would improve technology governance.

From these partnerships, the laboratory gained internal legitimacy and began to be required to participate in other projects. Gradually, it assumed a position of a strategic integrator with the other coordination offices of the Department, promoting reflections of transversal themes and spaces of connection between the public policies promoted by SMIT – digital inclusion, citizen service, and



Test of services' nomenclature with a citizen at *Praça do Patriarca*, in April 2019

technology governance. In this sense, we were at the forefront of developing a strategy for Smart Cities, a structuring project of the Department, which defined an integrating and guiding narrative for the entire agency.

At the end of this stage, as we gained the trust of our partners through successful projects, we began to carry out more complex projects with more relevant results and impact. Some of them are reported in detail in the next chapter. With the legitimization of the laboratory at SMIT and the team gaining confidence in experimenting with new guidelines and methodologies, we gradually began to look at the work outside the department, initiating a movement of expansion into other areas of the City Hall. We developed in this phase the pilot project of CopiCola (Copy & Paste) with Mobilab+ which allowed us to test the bases of the program before launching it. In December, we held, in partnership with the Department of Personnel Management, the Premia Sampa (São Paulo Award) 2018. With the orientation of carrying out more projects outside SMIT, we moved on to the next stage.

# 04

## EXPANSION TO OTHER DEPARTMENTS

We understand the fourth stage, from December 2018 to December 2019, as a time to **use learning acquired from the laboratory's performance to test projects and programs with impact on other City Hall agencies.**

In this stage, we developed a double look for the laboratory, both internal and external to the Department. We continued to carry out in-house projects – exploring visions for the future, expanding our work with the Digital Inclusion Coordination, and maintaining strong ties with the other coordination offices. Once the learnings were generated, we then began to experiment and test new approaches and ways of working with other departments; for that purpose, we adopted the approach of giving more autonomy to the projects that were being idealized, giving the team the flexibility to explore various strategies.

As a result, well-structured programs with activities in several departments were developed. The CopiCola Program, for example, recorded thirteen successful cases of innovative department initiatives. We also tested the first behavioral science interventions in the Finance and Health Departments and carried out innovation projects in the forms of public sector contracting, as the Pitch Sampa and the project on Technological Orders, part of the NESTA Global Innovation Policy Accelerator.

Among the signs of success that demonstrated good results of this phase, we highlight the increase in the number of partners and servants impacted by the laboratory, thanks to the establishment of robust programs with greater outreach outside SMIT. We also received our first international recognition, from Metropolis (Global Network of Major Cities and Metropolitan Areas), for establishing international cooperation with the MVD LAB (Montevideo) and the Urban Innovation Lab (Montreal).

In August 2019, during the International Conference on Government Innovation promoted by (011).lab, we presented for the first time the laboratory to a wide audience, more than four hundred people in person, including public servants,



Civil servants prototyping a solution in a workshop at the launch of one of CopiCola's program guides, in January 2020

international and third sector organizations, and other innovation laboratories from all over Brazil and several Latin American countries. This moment, which will be reported in detail later in this publication, has consolidated the laboratory as a reference in public innovation and opened new doors for projects in other departments.

This stage was a time of intense reflection on the laboratory's learning and objectives. From long internal alignment conversations, we gained maturity and began to do projects with multiple approaches, as in the case of the review of traffic fines, in partnership with the Municipal Transportation Department, where we mix behavioral science methodologies with plain language. At this moment, we started to recognize ourselves as an institution and directed efforts to define a clear narrative about the laboratory and organize our portfolio of projects in action fronts. As a result of this process that encompassed the entire team at different times, we developed our value chain and defined our strategic map for 2020.

## 05

## EXPERIMENTATION IN OTHER DEPARTMENTS

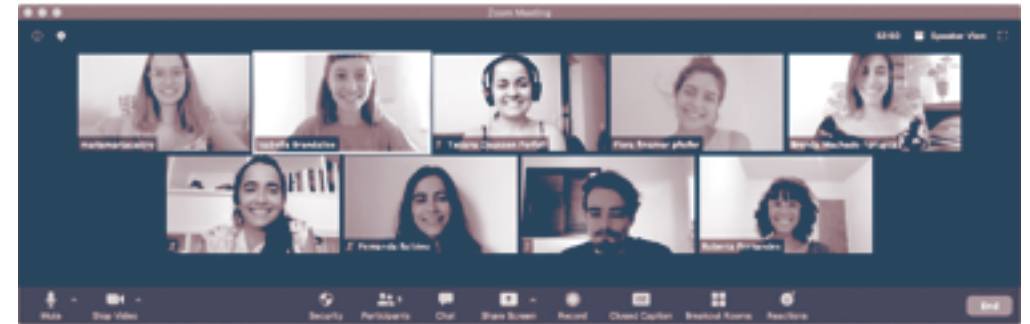
At the time of the writing of this publication, we are in the fifth stage, which began in October 2019. Our focus is to consolidate the laboratory's performance and prepare ourselves for the completion of another cycle of management in the City Hall since we are in an election year. To make the stage more complex, the pandemic caused by the new coronavirus, which began in the first half of 2020, has caused several changes in the way the laboratory works. Thus, our current mission is **to strengthen and ensure the continuity of the innovation agenda in government in the City Hall at an uncertain and complex time.**

To this end, we focused on structuring the laboratory's internal processes, creating a Project Office, responsible for organizing the processes of prospecting new projects and management. This allows the various initiatives that had gained autonomy in the previous stage to have a strategy connected to the purpose of the laboratory.

Simultaneously with internal management, we are carrying out projects that use the various methodologies we have improved to generate an impact on other departments in the three areas of the laboratory. We mobilized an even larger community of public innovators through our programs; we trained servants from various departments, signing strategic partnerships for the strengthening of skills to innovate; and we improved varied services through multidisciplinary processes that mix tools such as design, behavioral insights, and language simplification.

However, the health emergency caused by the covid-19 pandemic led São Paulo's population and the public service to change their routines in a sudden and radical way. Similar to the entire City Hall, (011).lab reorganized itself to face the pandemic. We carried out the project City Hall in Telework, in partnership with the Department of Personnel Management, to support qualified decision making on telework, based on research, the development of instruments of governance and listening, and management of more than 4 thousand city offices.

In addition, we have undertaken an initiative to apply behavioral sciences in partnership with the Inter-American Development



Workshop with team members to share choices about this publication, in September 2020

Bank (IADB) and Vital Strategies to test the most effective ways of communicating to people aiming at behavioral changes caused by covid-19. We sent an SMS to 7 thousand people to find out how to communicate that people should stay at home, wear a mask, keep a minimum distance, and wash their hands frequently. Upon evaluation, we scale the message with the best result to 2.5 million people.

This moment allowed the development of skills in remote interactions with civil servants and the population, not only leading the laboratory to increase its ability to reach people even if working remotely but also to share these learnings. In cooperation with UNESCO, we offer capacitation for a network of public servants' instructors at the Municipal School of Public Administration of São Paulo (EMASP), we established important partnerships and provided distance learning in plain language at Enap Virtual School of Government.

(011).lab has been considered a national and international reference in some topics and approaches, such as plain language and behavioral insights. We now occupy a prominent role in the Latin American innovation ecosystem, sharing our learning in events, networks, and publications. We have established new strategic partnerships, such as with States of Change, an international network of public innovation, and with Ideas 42, an organization focused on the application of behavioral sciences in public policies. The challenge of this stage has been to organize the team so that it can, at the same time, carry out relevant projects, structure the internal processes of the laboratory, and consolidate a solid communication strategy that projects the laboratory nationally and internationally. As a sign that we are on the right track, we were able to define mature internal processes and were requested by other departments to make new partnerships.



# (011).LAB IN NUMBERS

To complement the story reported here, we have collected some figures that demonstrate the laboratory's impact over the past three years. (011).lab promoted **91 initiatives**, among projects, events, and capacity building sessions, which involved more than **6,100 public servants** of the City of São Paulo. These initiatives were carried out in partnership with **7 coordination offices** of the City Department of Innovation and Technology and **16 other municipal administration agencies**. We also have **28 formalized partnerships**<sup>(14)</sup> with the private, third sector, and international organizations.

To design and improve services, we have already consulted over **9,800 citizens** and proposed improvements to **47 different City Hall services**. To develop servants' skills, we carried out **49 capacity building sessions and projects**, in which more than **590 servants** were trained in themes such as plain language, behavioral insights, and facilitation. In order to mobilize communities of public innovation practices, we organized **49 events** that had the participation of more than **3,200 people**, among public servants and relevant civil society actors.

In terms of visibility, the laboratory has already participated in **31 national and international events** and integrates **8 government networks** and professional networks in the public innovation sector. We have already released **23 publications and articles** and have been cited in **8 international publications and platforms**. We also received an international award from Metropolis (Global Network of Major Cities and Metropolitan Areas), in which we won **26 thousand euros** for an international cooperation project with two other international laboratories.

Complete lists of partner organizations, municipal or external administration, and laboratory publications can be found at the end of this publication.

(14) The partnerships were formalized through Technical Cooperation Agreements, Terms of Donation, Memoranda of Understanding, and Terms of Collaboration with civil society organizations. The complete list of partner organizations can be found at the end of the publication.



# PROJECTS FOR ECONOMY DESIGNING AND IMPROVING PUBLIC SERVICES

**T**o better describe the performance of (011).lab, we have chosen the most representative cases in our trajectory, which are organized in the three fronts of the laboratory performance. Despite this systematization, it is important to emphasize that the fronts, described below, are complementary and coexist in the projects.

This front turns itself to the development of solutions in public policies delivered to the citizens. Although the internal processes are indirectly improved and the development of learning from the department or partner agencies can be verified, the main goal is to improve the quality, efficiency, and effectiveness of the services provided by the City Hall. We work with multidisciplinary teams that develop solutions for the complex and multicausal challenges of public services from qualitative and quantitative data, managing the improvement processes based on evidence. To design and improve public services, we have already consulted over **9,800 citizens** and, from that, we have proposed improvements to **47 different City Hall services**.

# REDESIGN OF THE SP156 CITIZEN PORTAL



Consolidation of research and tests in the Citizen Service Stations

## CONTEXT

The challenge faced by this project was the poor evaluation of SP156 Citizen Portal by the citizens, who classified the site as complex, polluted, and with difficult language. This situation resulted in a high dropout rate of users during navigation.

For those who use it, this difficulty means to continue depending on telephone service, which accounted for more than 50% of the demand, without access to the advantages that the digital service offers. For the government, it means losing the opportunity to reduce public spending by migrating from telephone and face-to-face to digital and also the opportunity to attract new users to the services.

The team in charge of the service had a lot of experience in citizen services but had little space to interact directly with people. Moreover, the process of implementing solutions in digital channels did not include usability tests with the target audience, which made it difficult to relate to the citizen and to access the services.

To solve this challenge, we designed a process that would allow you to improve the experience of people using the SP156 Citizen Portal and create an engaging work experience that would work as a platform for learning new ways of working in the partner team.

## PROCESS

The central challenge was divided into three major cycles, each focused on a part of the problem: the optimization of the interface of SP156 Citizen Portal, the improvement of information architecture, and, finally, the simplification of service names and definition of criteria for inclusion of new services.

The cycles, in turn, were made up of three types of activities, which can be repeated within the same cycle: exploration, experimentation, and synthesis. In exploration, we sought to understand the problem and formulate hypotheses from the data survey and the contact with the target audience; in experimentation, we created and tested possible solutions to the challenge; in synthesis, we organized the learning about the tested solutions. This process does not happen in a linear way but iteratively, gaining agility as you move forward. Each cycle lasts from three to five weeks and, in the end, the deliveries are presented to the project sponsors.

In the first cycle, from the exploration of the SP156 Citizen Portal with users and with call center attendants, we built prototypes for the interface of the low fidelity portal with basic stationery materials.

## PROJECT INFO

### Partner Agency

Coordination of Citizen Service and Modernization in Public Services (CASP) of the City Department of Innovation and Technology (SMIT)

### Period

From August 2018 to May 2019

...zen Service Station and the Call Center, we prototype that presented a resolution rate (based on the portal prototype and managed service) of 84.1%, in an average time of 10 minutes.

We reviewed the information architecture of traffic and transportation, champions of more than 340 thousand hits in SP156 Citizen Portal have collaboratively built with twelve citizens a prototype organizing these services from Card Sorting. We tested the proposal with users and observed that navigation involved 26% fewer actions needed to reach the service. In addition, we have developed a replicable prototype of service categories with civic participation. We tested human rights and financial services as a result of a tested inclusion criteria and different ways of organizing services in City Hall Stations and with interviews in public spaces in São Paulo. We then elaborated, together with different departments, a Decision Tree, a Guide for the inclusion of services in SP156 channels, and a Guide for Service Naming using plain language.

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The team in charge of the service had a lot of experience with digital services but had little space to interact directly with users. Moreover, the process of implementing solutions did not include usability tests with the target audience, making it difficult to relate to the citizen and to access the services. To solve this challenge, we designed a process that would improve the experience of people using the portal and create an engaging work experience that would serve as a platform for learning new ways of working in the public sector.

## PROJECT SUMMARY

The City Department of Innovation and Technology, through the Coordination of Citizen Service and Modernization in Public Services (CASP), is responsible for SP156, the City Hall's online service portal. Citizens evaluated the portal as bad, classifying the site as complex, polluted, and with difficult language, resulting in a high rate of rejection. To solve these challenges, (011).lab designed a process divided into agile cycles, with the objective of improving the portal interface, information architecture, and service designation. Throughout the project, more than 320 citizens were consulted, allowing the portal to be reformulated and become more efficient for the user. As a consequence, there was a 30% reduction in the number of citizens giving up when seeking service.

## PROCESS

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The cycles, in turn, were made up of three types of activities, which can be repeated within the same cycle: exploration, experimentation, and synthesis. In exploration, we sought to understand the problem and formulate hypotheses from the data survey and the contact with the target audience; in experimentation, we created and tested possible solutions to the challenge; in synthesis, we organized the learning about the tested solutions. This process does not happen in a linear way but iteratively, gaining agility as you move forward. Each cycle lasts from three to five weeks and, in the end, the deliveries are presented to the project sponsors.

In the first cycle, from the exploration of the SP156 Citizen Portal with users and with call center attendants, we built prototypes for the interface of the low fidelity portal with basic stationery materials. After tests in the Citizen Service Station and the Call Center, we developed a digital prototype that presented a resolution rate (people who interacted on the portal prototype and managed to request the desired service) of 84.1%, in an average time of 1 minute and 32 seconds.

In the second cycle, we reviewed the information architecture of services related to traffic and transportation, champions of visualization, with more than 340 thousand hits in SP156 Citizen Portal in 2018. We have collaboratively built with twelve citizens a new proposal for organizing these services from Card Sorting. We tested the new proposal with users and observed that navigation was 41% faster and involved 26% fewer actions needed to reach the desired service. In addition, we have developed a replicable process for reviewing service categories with civic participation.

For the third cycle, we used human rights and financial services as a starting point. We tested inclusion criteria and different ways of naming services in City Hall Stations and with interviews in public spaces in downtown São Paulo. We then elaborated, together with servants from three different departments, a Decision Tree, a Guide of Guidelines for the inclusion of services in SP156 channels, and a Good Practices Guide for Service Naming using plain language.

## RESULTS

After the implementation of the prototyped solutions in the SP156 Citizen Portal, there was a 30% reduction in the withdrawal of citizens when seeking service. We also observed an increase in the visualizations of transport services of approximately 200%. The Public Transport Card subject, a category created in a participative way, became the most accessed one on the portal.

During the three project cycles, more than 320 citizens were consulted. The practical guides prepared were sent to sixty servants in the service area and presented in the Citizen Service Policies Forum to 35 public servants. They have also become materials of the Citizen Service Policy course offered at the Municipal School of Public Administration of São Paulo (EMASP).

“ I had been accessing SP156 every day for two years and had not seen many things that a quick interaction with the citizen showed.

*A servant at the Citizen Service and Public Service Modernization Coordination*



“ have learned that it is very easy and cheap to include the citizen, and the wealth that comes from this is enormous! We get used to not having direct contact with the citizen, so I felt challenged when I needed to approach them to test. Simple projects generate disruptions that move our work to another level. I was thrilled to see the project coming out of the paper and bringing concrete results.

*A servant at the Citizen Service and Public Service Modernization Coordination*



Creation of service categories with SP156 Central Attendants



## FINDINGS

The project demonstrated that interaction with the population can be done in a simple and cheap way with rich and revealing results. It was possible to conduct prototyping and testing sessions with inexpensive materials to enhance and validate ideas with citizens before implementing them. Thus, the experience showed the feasibility of replicating this process of creating solutions and involving citizens in other opportunities, and similar practices began to be used in subsequent projects.

The project also emphasized the relevance of co-creating solutions involving civil servants from different municipal agencies and with different competencies. By working together and learning from experience, the participating city officials were invited to explore the problem, experiment with solutions, and reflect on the processes so that their engagement with the project and their reconnection with their purposes would be guaranteed.

The performance in agile cycles, with design methodologies and applied social research, allowed us to develop and test solutions quickly before creating robust solutions, which require more time and resources. This approach, with hypothesis testing through constant feedback with the user and practical learning, allowed a better understanding of the problem and also facilitated the management of expectations and engagement of the partner: as solutions were found, we increased confidence for the next process. The result was a solid partnership between (011).lab and CASP, which led to seven other joint projects.

# INCREASE IN MUNICIPAL REVENUE THROUGH BEHAVIORAL SCIENCE

## CONTEXT

Half of São Paulo's municipal revenue comes from tax collection, which reached approximately R\$ 30 billion in 2018.<sup>(15)</sup> One of the critical taxes for the city's financial sustainability is the IPTU, charged to those who own property within an urban area in Brazil. This tax corresponds to approximately one-third of São Paulo's revenue, totaling about 10 billion reais. Between 2017 and 2019, the IPTU default rate was 15%<sup>(16)</sup>, although the delay implies a daily fine of 0.33%. In total, the default corresponds to 1.67 billion reais that do not reach the municipal coffers within the deadline.

The IPTU is issued annually and charged by means of letters sent to the taxpayer between the end of January and the end of February each year. The taxpayer has the option of paying in a single installment, obtaining a discount of 3% on the value, or to pay the tax in more installments, from two to ten. When a citizen falls behind on the payment of an installment, they receive a statement from the Municipal Informative Registry (CADIN) notifying that, if the situation is not regularized in thirty days, they will be included in this registry. The statement presents data on the amount due, instructions on how to

(15) According to the 'Impostometer', available at: <<https://impostometro.com.br/>>.

(16) Luis Fernando Toledo and Veruska Donato, "15% of the taxpayers owe IPTU to the City of SP in the last two years". G1, September 19, 2019. Available at: <<https://g1.globo.com/sp/sao-paulo/noticia/2019/09/19/15percent-dos-contribuintes-estao-devendo-iptu-para-a-prefeitura-de-sp-nos-ultimos-dois-anos.ghtml>>.



Municipal Information Register sent to citizens

## PROJECT INFO

**Partner agency**  
City Department of Finance

**Period**  
From June 2018 to February 2020

and information on possible problems in the property. Still, a little less than half of their situation within the time frame. As a result, citizens are prevented from receiving services and from doing any business with the City Hall. Administrations go to the past due liability roster and are prevented from receiving services and regularizing the property. Regularization is simple: just enter the amount due, the date of exchange, and pay it in any bank or ATM. The project was conducted with the responsible coordinator, who reported frequent doubts, an indication that there was a need for improvement in the statement. Studies and evidence points out that simple behavioral interventions – the so-called nudges – can generate significant reductions in tax defaults and increase in revenue. The project investigated how to accelerate this process and tested them in different versions of the statement to see which one could bring a greater increase in the payment of

# INCREASE IN MUNICIPAL REVENUE THROUGH BEHAVIORAL SCIENCE

## CONTEXT

Half of São Paulo's municipal revenue comes from IPTU, which reached approximately R\$ 30 billion in 2018, one of the critical taxes for the city's financial sustainability. Charged to those who own property within the city limits, IPTU is the largest tax in São Paulo's revenue, totaling about 10 billion reais in 2018 and 2019, the IPTU default rate was 15%<sup>(18)</sup>, which implies a daily fine of 0.33%. In total, the default rate of 1.67 billion reais that do not reach the municipality by the deadline.

The IPTU is issued annually and charged by means of a statement sent to the taxpayer between the end of January and the beginning of February each year. The taxpayer has the option to pay in a single installment, obtaining a discount of 5% or to pay the tax in more installments, from 12 to 24 months. If a citizen falls behind on the payment of an installment, they receive a statement from the Municipal Information System (CADIN) notifying that, if the situation is not regularized within thirty days, they will be included in this register. The statement presents data on the amount due, instructions on how to

## PROJECT SUMMARY

In 2018, the IPTU (*Urban Land and Property Tax*) default rate in São Paulo was 12.67%, equivalent to 1.67 billion reais. Despite receiving a letter requesting payment, more than 50% of debtors do not settle their situation on time. In order to improve fiscal accession, we applied behavioral science principles, through nudges, to redesign the letter sent to those who are behind in their installments. We tested five different versions of the content through a controlled random experiment with 15,178 taxpayers. The best version increased the regularization rate by 8.4%, which in one year would add about R\$ 60 million to the tax collection.



Municipal Information Register sent to citizens

make the payment, and information on possible problems in the registration of the property. Still, a little less than half of the debtors regularize their situation within the time frame. As a consequence, they join CADIN and are prevented from receiving tax aid or incentives and from doing any business with the City Hall. In addition, the registrations go to the past due liability roster and are subject to a future lawsuit and garnishment of the property.

The process of payment and regularization is simple: just enter the site, print a new bill of exchange, and pay it in any bank or ATM. However, surveys conducted with the responsible coordinator, servants, and citizens in the Citizen Service Station of the Municipal Finance Department report frequent doubts, an indication that there would be room for improvement in the statement.

A growing number of studies and evidence points out that simple, cheap, and scalable behavioral interventions – the so-called nudges – can generate significant reductions in tax defaults and a consequent increase in revenue. The project investigated the factors that could accelerate this process and tested them through messages in different versions of the statement to see which changes would bring a greater increase in the payment of outstanding debts.

## PROCESS

The project was the first (011).lab's behavioral science program, which aims to improve and redesign municipal public policies through the application of behavioral and evidence-based insights. The methodology designed and tested in this project served to structure the main stages of the program's projects, being of extreme importance to experiment tools, learn in practice, and identify our biggest bottlenecks and challenges.

We began by defining, in partnership with the Department of Finance, that the project would focus on redesigning the CADIN statement of the IPTU in installments and we revised the literature to understand what had already been tested in similar situations. From this, we explored the context of the challenge, mapping the process and the causes of the problem, as well as the margin for our potential to act. We interviewed the responsible team, attendants, and citizens at the Citizen Service Station of the Finance Department.

Based on initial hypotheses on behavioral causes of failure to regularize on time, we designed five proposals for the statements. We also made adjustments according to the observations of citizens interviewed on the streets of downtown São Paulo.

In the first letter, we simplified the language and structure. This version served as a basis for the others, highlighting the action that the citizen must take (settle the debt within the deadline), putting in bold other important information, and explaining the step-by-step for the payment.

The second letter incorporated the principles of the social norm. It frames the citizen as being outside the majority group and leads to a change in behavior by making them perceive themselves as deviant. To this end, we used phrases such as: *"Be part of the majority that is up to date with São Paulo"* and *"Most São Paulo citizens paid their IPTU on time. Do like them and keep up with the city"*.

The third letter had a more alarmist and threatening approach. It seeks to break inaction by framing it as a deliberate choice of the citizen and to imprint a sense of urgency. It brings the following passage: *"So far, we consider that the fact that you have not settled your IPTU as an oversight. However, if you do not*

*pay within 30 days, we will understand that this was your choice, and you will be included in CADIN and then in the past due liability roster"*.

The fourth letter was intended to increase the perception about the costs of default, highlighting all the possible consequences of non-payment. It frames the non-payment option as the "worst choice" for both sides with the statement: *"Nobody wants this to happen: neither you nor the City Hall"*.

Finally, the last letter brings information in a flowchart, with the step-by-step for the payment. The intention was that the visual elements would give greater prominence to the information, making it easier to read.

Once the letters were ready, we started working on the design and operationalization of the test. We mapped the production and shipping process in detail and defined the minimum number of letters to be sent for a statistically reliable result. The experiment involved 15,348 citizens, who were divided into six groups, one for each redesigned version of the letter and one group that would receive the original letter as a control group. In sequence, the results of the experiment were analyzed to define which letter was the most effective.

Once the result of the test was obtained, we consolidated and implemented the version of the letter with the greatest impact – the fourth one, related to the consequences of non-payment. We presented the results to the Finance team, with the objective of entering into consensus regarding the use of the letter with the best impact results as a standard letter and obtaining access to more data to sophisticate the impact analysis. In 2020, we started the second round of analysis to improve the calculation of revenue increase. Finally, the Finance Department adopted the letter with the best impact results as a standard letter for the collection of IPTU debts in installments.

We consolidated the whole methodological process of the project in a report, which was delivered to the partner. It served both to support the laboratory in replicating the method for other service improvement projects as well as to inspire the partner to use behavioral sciences to solve other problems facing the Department.





The header shows that time is running out

It highlights and details the potential consequences of default

It frames the consequences as bad for both sides, consequently exposing non-payment as the "worst choice"

Letter highlighting the consequences of not paying the tax. Of all the comunicués tested, this was the one that obtained the best results in the test carried out

## RESULTS

Two of the letters, the one of deliberate choice and the one highlighting the consequences, presented positive and significant results in the rate of settlement of debts. The last one brought an increase of 8.4% on the regularization tax, going from 48.46% to 52.53%, adding \$ 953,159 on the amount collected. Considering the 467,024 IPTU debts of 2019, the implementation of this letter for all debtors would generate a reduction of 19,006 debts, which leads to a potential increase of 60 million reais (R\$ 60,579,156.00) in revenue.

The success of this project and others of the program led (011).lab to be recognized as one of the innovation units in Brazil that pioneered the application of behavioral sciences in a news

(17) Fernanda Boldrin, "The science that 'cheats for good' reaches public management. *O Estado de São Paulo*, January 26, 2020. Available at: <<https://politica.estadao.com.br/noticias/geral,a-ciencia-que-engana-para-o-bem-chega-a-gestao-publica,70003172901>>.

report of the *O Estado de São Paulo* (17) newspaper. The cost-effectiveness of the project served as an incentive for other innovative practices in public administration; it particularly reinforced the use of behavioral science insights, qualitative research methods, and design tools, as well as experimentation and evidence-based decision making. It opened doors for other projects of the laboratory in partnership with the Department of Finance, as well as legitimized the use of behavioral sciences, allowing the laboratory to start applying this methodology in projects with other agencies, such as the City Attorney's Office, the City Department of Health, and the City Department of Transportation.

## FINDINGS

A great way to become familiar with the method and learn by doing is to start with a challenge that already has references on the application of behavioral insights. In the case of this project, there is a large amount of research that used the methodology in similar contexts and obtained positive results. The redesign of fiscal communications is a great way to start - especially because its result is translated into a direct increase in revenue.

We also learned the importance of rigorously testing interventions: behavior is not an exact science. Cultural, social, and contextual aspects can influence what works and what does not. It is important to test, and the most appropriate way to do it is through a randomized control trial (RCT). To carry out the experiment, it is essential to have a team with technical expertise to conduct it since a failed design can lead to false conclusions. The test can bring evidence that this type of intervention actually works, which is a great way to get support from other departments and public managers.

Finally, we also had learnings related to how to communicate a project well. To demonstrate the value of these initiatives, it was essential to structure the presentation well, demonstrate the results, and explain the theme without using too much jargon - particularly *behavioral sciences*, *nudge*, and *impact assessment* can be difficult concepts, depending on the audience.

# IMPROVEMENT IN THE PROCESS OF ISSUING ELECTRONIC INVOICES TO MEIS

## CONTEXT

There are about 765 thousand individual micro entrepreneurs (MEIs) in the city of São Paulo – small businessmen and businesswomen, owners of their own businesses. This group can enjoy some benefits of companies through a simple modality, such as the legalization of small business, the process of issuing invoices for their customers, and the opportunity to sell or provide services to individuals, companies, and the government.

Currently, the Electronic Invoice Service (NFS-e) of São Paulo’s City Hall is done through the Portal Nota do Milhão, managed by the City Department of Finance through a single system that serves both MEIs and large companies. This multiplicity of users means that the portal has to offer a large number of options expressed in a very technical language that is not necessary for this target audience. The difficulty in using the system is intensified if we look at the profile of the MEIs in the city: 33% have low schooling, and 18% of the total have not completed elementary school, according to DataSebrae<sup>(18)</sup>.

The difficulties in using the system not only keep many MEIs away from the benefits of issuing invoices but also generate extra costs both for the City of São Paulo and for the people. According to the team

(18) Check DataSebrae, “Perfil do MEI” (MEI Profile), available at: <<https://datasebrae.com.br/perfil-do-microempreendedor-individual/>>.



Online workshop. The whole project

## PROJECT INFO

### Partner agency

City Department of Finance (SF)

### Period

From April to June 2020

service, approximately 15% of the invoices have some type of mistake. These mistakes generate a burden, which must constantly correct the data, which may end up owing the City Hall for issuing wrong taxation system.

The health emergency caused by the covid-19 resulting economic crisis draws attention to the need to DataSebrae<sup>(19)</sup>, half of São Paulo's MEIs are regular employees and 30% of MEIs came from the city, that the number of MEIs will tend to increase in this context, and consequently the demand to

Based on the team's experience in the service, SF thought about creating a more and simplified invoice issuing environment. The City Department did not know the target audience of the proposed solution. For this reason, it established a partnership with (011).lab with the objective of understanding the needs of the target public, and improving the service of issuing electronic invoices by MEIs.

# IMPROVEMENT IN THE PROCESS OF ISSUING ELECTRONIC INVOICES TO MEIS

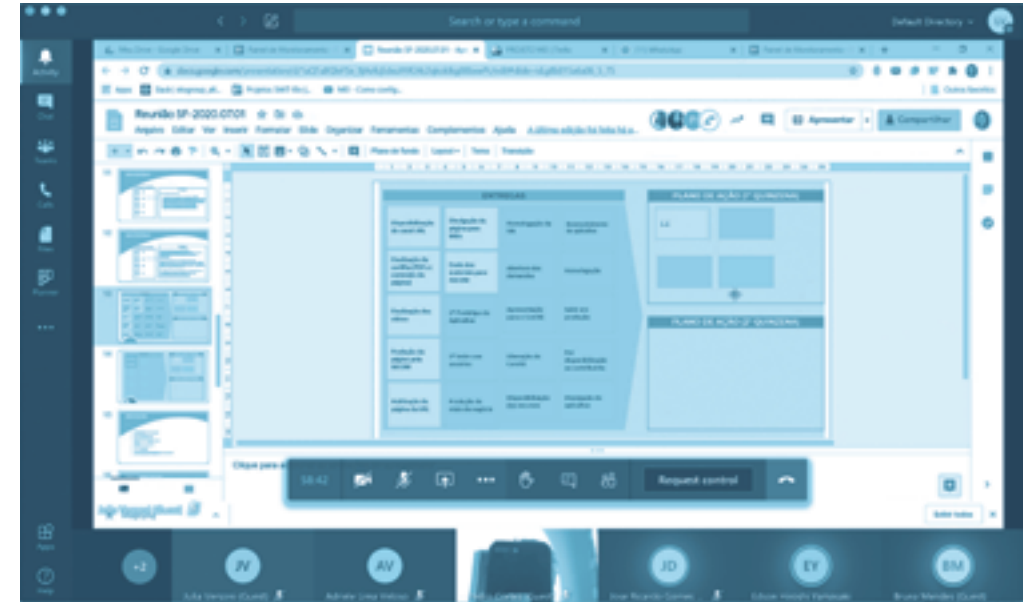
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## PROJECT SUMMARY

In the city of São Paulo, the service of issuing invoices is done through the Municipal Finance Department (SF) Portal, using a unique system that caters to both MEIs and large companies. By standardizing a system for very different audiences with different needs, there is an unnecessary burden of complexity for the MEIs, who could have a much simpler process and make fewer mistakes. The project to improve MEIs' experience in the Finance services was then aimed at simplifying the process of issuing electronic invoices. In partnership with SF, (011).lab interacted with over 2,000 MEIs from São Paulo, mapped the entire process of these users in public service, identified 39 problems, and tested thirteen solutions to improve the experience of issuing invoices.



Online workshop. The whole project was done via telework, given the context of social isolation caused by the coronavirus pandemic

(19) Ibid.

responsible for the service, approximately 15% of the invoices issued by MEIs have some type of mistake. These mistakes generate work for the department, which must constantly correct the data, and for the MEIs, which may end up owing the City Hall for issuing an invoice in the wrong taxation system.

The context of the public health emergency caused by the covid-19 pandemic and its resulting economic crisis draws attention to the system. According to DataSebrae<sup>(19)</sup>, half of São Paulo's MEIs were previously regular employees and 30% of MEIs came from informality, warning that the number of MEIs will tend to increase in the post-pandemic context, and consequently the demand to access the system.

Aiming at improving MEIs' experience in the service, SF thought about creating an exclusive and simplified invoice issuing environment. However, as the Department did not know the target audience well, it was not sure of the proposed solution. For this reason, it established a partnership with (011).lab with the objective of mapping the process, knowing the needs of the target public, and testing solutions for the service of issuing electronic invoices by MEIs.

## PROCESS

The project went through four major stages. The first one sought to know the target audience and access their perceptions of the invoice issuing service. At this time, we approached users of the service through an online questionnaire, in-depth interviews, and usability tests of the current system.

From the results of the search with the target audience, we mapped the process of the NFS-e emission service. At this stage, the objective was to understand all the journey MEIs need to go to issue an invoice and then identify the main problems and difficulties along the way. To make the analysis easier, we divided the journey into three parts: the pre-services, the invoice issuing service, and the post-services.

In the third stage, we had the goal of elaborating and testing solutions for the previously identified difficulties. We organized the stage in cycles of difficulty prioritization, design, and testing of solutions with the target audience through fast and inexpensive prototypes. Based on the results, we included improvements and learnings and developed solutions to be implemented.

Finally, in the fourth stage of the project, we built an implementation plan so that the solutions would come out of the paper. We listed the activities and those responsible, organized the follow-up rites, and defined indicators for the follow-up of solutions.

## RESULTS

At the end of the process, we proposed two solutions. The first one was a new web page for MEIs in the City Department of Finance's Portal, containing unified information and a step-by-step guide for issuing invoices in plain language and with support materials. The second solution was a prototype of an exclusive invoice application for MEIs, tested and validated with the target audience.

In addition to the solutions, we delivered the results of the surveys with the target audience, the service process mapped with all the difficulties found, a bank of solutions suggested by the MEIs, and the implementation plan with a dashboard of indicators, project management tools containing a clear path to get the solutions off the paper.

The surveys with MEIs led to a total of 2,044 responses, with relevant data to improve the service, which guided the proposed solutions – for example, the percentage of MEIs that issue invoices, the frequency they issue, the time they take to complete the issuing service. In addition, the service process mapped out 39 difficulties throughout the process of issuing invoices, which reveal the need for improvements beyond the issuance system and for which the City Department of Finance was not attentive, such as making information about the service available.

The project, in the third stage, prototyping and solution design, tested thirteen prototypes and interacted 66 times with different people throughout the tests. Some statements from the interactions demonstrate the importance of this approach with the users of the service and solutions:



It is very easy to solve some things. We're giving people headaches for lack of sensitivity from us, the ones doing public service.

*A servant of the partner department*



Very cool, this prototype and test concept. Our reality is, every time we release something, we have to fix it later. It generates a very high cost. If we had been thinking before about this prototype logic, we would have been talking about cost reduction, saving public resources.

*A servant of the partner department*



The project was very important for the Municipal Finance Department team since it revealed fundamental data about the target audience of its services and tested new ways of working with citizens. The words of the servants who took part in the process show this result:

“ It seems too easy to be true. I even felt like checking to see if the invoice had really been issued, so simple it was.

*A MEI testing the application*

“ This easy invoice consultation greatly facilitates the company's cash flow. Having control of this is a real help.

*A MEI testing the application*



Survey with the target audience made available at the portals of the City Hall. 2,044 people answered the survey in one week



Prototype to test the format that MEIs prefer to consume the information about the service

## FINDINGS

The project was very challenging because it was done in a context of social isolation, without face-to-face interaction with partners or service users. But this context was also very fertile for different learning, leading us to experiment new interaction platforms, prototyping, and testing with the citizen – as the construction of prototypes of fast interaction through the cell phone and people's computer, simulating web pages. Thus, the experience has shown the viability of replicating this process in other moments, bringing agile alternatives of interaction and testing. In addition, in this process we have had a limited time of interaction with our partners, only two hours a week to show the project surveys, discuss and prioritize the issues, and co-build the solutions. This has allowed us to realize that it is possible to accomplish a project of this kind and nature even with limited interactions, as long as the tasks are well prioritized and the meetings are structured so that they can contribute to the progress of the project while engaging and involving the partners in the process and method used.



Screens of the prototype of the simplified electronic invoice application tested with MEIs

# DEEP ROOTS

## MOBILIZING COMMUNITIES OF PUBLIC INNOVATION PRACTICES

This front aims to connect people to strengthen public innovation, whether they are servants or external actors in public administration who work on issues related to innovation in the public sector. Here, the mapping and dissemination of innovative practices are carried out, contributing to the management of knowledge for innovation in the City Hall. In short, this front has two main objectives: to strengthen the link between the community of innovators and (011).lab and to consolidate the cycle of knowledge management for innovation in the City Hall.

To mobilize communities of public innovation practices, we organized **49 events** that had the participation of more than **3,200 people**, among public servants and relevant civil society actors.

# PREMIA SAMPA



Stage of São Paulo's Municipal Theater, where the Premia Sampa (São Paulo Award) 2018 Award Ceremony was held. More than 600 people were present, in December, 2018

## CONTEXT

In municipal public administration, civil servants usually receive few incentives to innovate in their daily lives. Due to the need to establish well-defined processes, follow the current legislation, and comply with the principles of public administration, the teams don't feel very motivated to implement changes that improve the work done, as we have already explored in the first chapter of this publication. For teams that innovate, there are few valuation mechanisms that encourage the continued implementation of new practices. Moreover, as there is no mapping of innovative projects within municipal management, many practices with good results are discontinued.

In this context, Premia Sampa aims to publicly recognize the best innovation practices in public management in the City of São Paulo and to value public agents who innovate. We also seek to disseminate these practices, making them a reference and inspiration within and outside the municipal administration. We believe that valuing such initiatives contributes to the transformation of the City Hall administration and to the improvement of public service, thus resulting in benefits for citizens.

The first editions of the prize took place in 2007 and 2008, highlighting projects related to themes such as solid waste, collective housing, reading points, and the use of color in the urbanization of slums. Re-launched in August 2018, Premia Sampa is an action of the city's Departments of Management, and Innovation and Technology, with support from the São Paulo Municipal School of Public Administration (EMASP). From 2018 on, Premia Sampa became a biannual award, intercalating an award year with another one focused on the dissemination of winning projects.

## PROCESS

To participate in the award, teams must register by sending a report that details their project. The reports are evaluated by a technical panel made up of servants responsible for organizing the award, which selects the finalists. The selected teams present their project to a judging commission, formed by experts with no ties to the City Hall, responsible for defining the winners of the edition. The results are announced at an awards ceremony. At the end of each award cycle,

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## PROJECT INFO

**Partner agency**  
City Department of Personnel  
Management

**Period**  
From June 2018 to date

# PREMIA SAMPA



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## CONTEXT

In municipal public administration, civil servants have incentives to innovate in their daily lives. Due to the lack of well-established processes, follow the rules, and comply with the principles of public administration, teams don't feel very motivated to implement changes to improve the work done, as we have already mentioned in the first chapter of this publication. For teams that are not, there are few valuation mechanisms that encourage the implementation of new practices. Moreover, the mapping of innovative projects within municipalities shows that many practices with good results are discarded. In this context, Premia Sampa aims to publicly recognize and value innovation practices in public management in São Paulo and to value public agents who innovate. We believe that valuing such initiatives contributes to the transformation of the City Hall administration for the improvement of public service, thus resulting in better services for citizens.

## PROJECT SUMMARY

Premia Sampa (São Paulo Award) is the biannual innovation award of the city of São Paulo, held in partnership with the city departments of Management, and Innovation and Technology. The program's goal is to promote innovative solutions for city management, recognizing the work of its servants and encouraging a culture of innovation in the City Hall. The first editions of the award took place in 2007 and 2008, under the name of "Prêmio São Paulo Cidade", and it was relaunched in 2018 as "Premia Sampa". In this edition, we received 143 projects and the award ceremony had six hundred people present. The 2020 edition received the registration of 112 projects and the results were announced in July 2020 in a live-broadcast ceremony.

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## PROCESS

To participate in the award, teams must register by sending a report that details their project. The reports are evaluated by a technical panel made up of servants responsible for organizing the award, which selects the finalists. The selected teams present their project to a judging commission, formed by experts with no ties to the City Hall, responsible for defining the winners of the edition. The results are announced at an awards ceremony. At the end of each award cycle, we also seek to disseminate the winning and finalist projects through bulletins and meetings, among other actions.

Although it is part of the same program, each edition of Premia Sampa is unique. Each year, we try to improve the participants' experience with what was learned in the previous edition. In 2020, we started with a participatory process in the construction of the guidelines. We carried out public consultation and a chat so that servants, scholars, and civil society actors could contribute to the construction of the regulation, which resulted in the creation of two new categories – Broad Scale and Local Initiatives – so that initiatives that impact the entire City Hall would not compete with those that present important changes but on a local scale. Another highlight is the Open Innovation category, which values civil society projects that contribute to the improvement of citizens' lives.

Throughout the award program, we have sought to develop new skills in the participants. In the 2020 edition, for example, to assist the teams in the elaboration of the projects we promoted a series of videos to guide the writing of the report, besides a project workshop to guide on the filling out of the form. In addition, the winning projects were awarded courses from several organizations and were also invited to participate in capacity building sessions promoted by (011).lab.



The awards ceremony is an important moment of recognition for the finalist teams. In the 2018 edition, the event took place at the Municipal Theater and was attended by Mayor Bruno Covas. In 2020, however, the ceremony had to be adapted because of the covid-19 pandemic. Due to health protocols, only one representative of each finalist attended the event in person, and the others followed the live transmission via the Internet.

## RESULTS

Throughout the last two editions, we have mapped several innovative projects of public management. In 2018, the winners were the “Empreenda Fácil” (*undertake easily*) program, which simplifies and reduces bureaucracy for opening new businesses in the Capital, and the Electronic Process (SEI), which seeks to end the use of paper by the administration. The SmartSindico project, an application that allows agile and cheaper management of condominiums, was the finalist in the open innovation category.

In 2020, the winning projects in the categories Internal Processes, Public Policies, and Large Scale are examples of how, in the various areas of the City, there are teams of servants who innovate in their daily lives, totaling seven different award-winning departments. The Local Initiatives category showed that there is also innovation in the decentralized agencies of the City Hall, such as Sports Centers, Libraries, and Health Units.

In the 2018 edition, 143 projects were registered, gathering almost three hundred public servants directly involved. Thirty projects were finalists, from nineteen agencies of direct and indirect administration of the City Hall. The award ceremony was attended by over six hundred people.

In the 2020 edition, 118 initiatives from twenty City Hall organizations and ten different private organizations registered, totaling more than six hundred public agents involved. The ceremony was followed live by more than 350 viewers, and the video available on the YouTube channel on the São Paulo City Hall's website features more than 2,800 views.

During the process, we could notice that besides the appreciation itself the award is also a learning and development experience for the participants. Some comments from participating servants and from public managers and partners demonstrate this result.



I considered my participation as a lesson. It is an opportunity to present the project and have the view of other professionals that direct you to better conduct the project. It is excellent to exchange ideas.

*A servant who participated in the 2020 edition*



Premia Sampa is a fundamental event in the São Paulo City Hall, first because of its importance in disseminating innovative initiatives to other city officials and residents but especially because it encourages the formers to look for more efficient ways in their work environments.

*A servant who participated in the 2020 edition*



I congratulate Premia Sampa and the São Paulo City Hall for having done this program and for being increasingly not only implementing innovations but also recognizing the role of innovation in improving public services.

### Eduardo Azevedo

*Innovation Specialist of the Inter-American Development Bank (IADB) and member of the Judging Commission of Premia Sampa 2020*



We carry out this award to tell the servant that we respect their work, we respect the ability that each one of them has to help improve management. It is a look of not waiting for the change to come only from top management or from someone outside.

### Malde Villas Boas

*Department of Personnel Management*

## FINDINGS

Premia Sampa generates diverse learning for the laboratory in each edition. One of these lessons was the importance of building the award together with its target audience through participative processes such as public consultations and chats, which enabled collecting the perceptions of the servants and improving the program.

Another learning was the division into categories that valued both large-scale impact projects in the city and those that result in major changes on a local scale. We also realized the importance of valuing not only disruptive innovations, which represent radical changes, but also incremental changes in processes that generate high impact.

We also learned that just valuing projects and their teams is not enough; we need to disseminate good practices so that they can be replicated by other agencies within the City Hall or even other governments. For this reason, the award became biannual, dedicating one year exclusively to promoting the winning projects.

Chat with public servants to discuss the regulation of the Premia Sampa (São Paulo Award) 2020, in September, 2019



Premia Sampa (São Paulo Award) 2018 finalist team at the Municipal Theater during the Premia Sampa (São Paulo Award) 2018 Award Ceremony, in December, 2018



Winners of the 2020 edition of the Premia Sampa (São Paulo Award) 2020 with the Secretary and Deputy Secretaries of the Management and Innovation and Technology Departments, in June, 2020

# COPICOLA

## CONTEXT

Given the size and complexity of São Paulo's public sector, knowledge management of innovative practices plays a fundamental role in preserving the learning acquired by servants and in disseminating good practices. Knowledge management actions are still incipient and uncommon in the City Hall. The dissemination of information on projects, policies, and innovative internal processes is hampered by the large number of knowledge islands, which can be exemplified by situations common and difficult to avoid, such as retirement, management changes due to the electoral process, changes in leadership, replacement of temporary civil servants, and extinction of agencies. Depending on individual and localized experiences, as in these cases, for organizational or personnel changes leads to a great loss of information and negative impacts on the continuity of programs and public policies.

Often, information that could be useful in various contexts has restricted circulation to their own departments or to the responsible sectors. The innovative process ends up being difficult because with each implementation the learning curve remains similar, without sharing what could facilitate and reduce the risks of the process. The lack of time and prioritization to structure the knowledge management generated by the servants is a relevant part of this problem because their learning is not transformed into explicit and collective knowledge.



## PROJECT INFO

### Partner agencies

More than seventeen municipal government agencies have participated in the program. An innovative arrangement was built with the Brazilian Center of Analysis and Planning (CEBRAP) for the implementation of the program, the research institute supports the production of CopiCola (Copy & Paste) materials.

### Period

From April 2018 to date

A study on public innovation contracts in April 2018 identified that there was no documentation of the initiative of MobiLab (mobility innovation laboratory of the city of São Paulo). The experience was about a contest for the development of systems to improve the management of public mobility policies<sup>1209</sup>. This contest was implemented entirely by a team of temporary civil servants, who face the risk of loss of knowledge with their departure. To address this, a pilot project was created and the CopiCola initiative was the goal of meeting the challenge of promoting the management of innovative initiatives within the City Hall. The importance of systematizing the learning produced by the servants becomes evident when we observe the results of the already registered by the program: of the 120 initiatives already systematized, seven saw the exit of key personnel.

It was a challenge for the more than 120,000 city officials in the City Hall to document their innovative practices with the aim of facilitating the replication of good practices. All efforts were sought to give protagonism and value to the initiatives that innovate in the City Hall.

# COPICOLA

## CONTEXT

Given the size and complexity of São Paulo's public sector,

knowledge management of innovative practices has a fundamental role in preserving the learning and in disseminating good practices. Knowledge actions are still incipient and uncommon in the public sector. The dissemination of information on project innovative internal processes is hampered by the existence of knowledge islands, which can be exemplified by frequent changes due to the electoral process, changes in the replacement of temporary civil servants, and changes in agencies. Depending on individual and local circumstances, in these cases, for organizational or personal reasons, there is a great loss of information and negative impact on the continuity of programs and public policies. Often, information that could be useful in various areas is restricted to their own department or responsible sectors. The innovative process is difficult because with each implementation the process remains similar, without sharing what could be learned from the risks of the process. The lack of time and resources to structure the knowledge management generation is a relevant part of this problem because the knowledge is transformed into explicit and collective know-

## PROJECT SUMMARY

CopiCola is an (011).lab initiative in response to the need to record learnings and disseminate good practice experiences from the São Paulo City Hall. The information dissemination on innovative projects, policies, and internal processes was hindered by the large number of islands of knowledge within the City Hall itself. Thus, CopiCola seeks to make the transfer of knowledge between city officials easier through the identification, registration, and dissemination of innovative practices, offering savings in time and resources since errors can be avoided and solutions that worked can be copied, adapted to other contexts, and improved.



Launch of the CopiCola (Copy & Paste) program held at Centro Cultural São Paulo, attended by over 300 people, in March, 2019

(20) Public Contest Notice Nº 01/2015 - SMT. GAB, for selection, hiring, and internalization of information technology and communication projects with a focus on mobility.

When carrying out a study on public innovation contracts in April 2018, (011).lab identified that there was no documentation on the innovative initiative of MobiLab (mobility innovation laboratory in the city of São Paulo). The experience was about a project competition for the development of systems to improve the management of public mobility policies<sup>(20)</sup>. This contest was conducted entirely by a team of temporary civil servants, representing a risk of loss of knowledge with their departure.

Thus, we carried out a pilot project and created the CopiCola program, with the goal of meeting the challenge of promoting knowledge management of innovative initiatives within the City Hall. The importance of systematizing the learning produced by municipal servants becomes evident when we observe the number of cases already registered by the program: of the thirteen cases already systematized, seven saw the exit of key servants to the initiatives.

The program was built for the more than 120,000 city officials in office, aiming to document their innovative practices with the objective of facilitating the replication of good practices. All along the way, we sought to give protagonism and value to the servants who innovate in the City Hall.



## PROCESS

Every cycle of the CopiCola program begins in the process of identifying and selecting innovative practices. Currently, many of the selected initiatives originate in Premia Sampa (São Paulo Award), a laboratory project already reported here, which receives hundreds of cases in each edition. To select the practices that will be studied by CopiCola we analyzed three criteria: innovation, replicability, and results.

The first case served as a pilot to validate the methodology of data collection, analysis, and systematization created by (011).lab. The process relies on documentary research, followed by in-depth interviews with different actors involved in the conception and implementation of the innovative initiative, as well as relevant partners.

From the systematization of the obtained data, materials are generated with plain and didactic language in the recorded case. Each research has as the main product a didactic guide, in digital and printed versions, whose focus is to teach other servants to apply the good practices and innovative tools of the projects in their context. Besides bringing the main learning and challenges of the initiative, the guides have didactic activities

Servants in a practical workshop at the launch of the Guide "Como implementar um processo de triagem que prioriza recursos e qualifica o serviço público? Caso Triagem Avançada", in January, 2020

that make it easier for those interested in using the innovations contained in them to appropriate their knowledge. All this content is open to be copied, shared, and to be created from it, for any purpose, provided the appropriate credit is given. The guide is validated with those interviewed in the workshop, seeking to generate consensus, and often producing a space for collective assessment of the process of creating public policy.

Other materials help to disseminate the lessons learned from the registered initiative. The summary pages bring only the main points of each case, for dynamic reading and easy printing. The videos and podcasts present reports from the servants that implemented the innovations described in the guides and, besides being more attractive communication actions, they give faces and names to those who innovate in the City Hall.

After the completion of this content, it is necessary to transfer the generated knowledge to other servants. CopiCola developed launching events that encourage the use of materials in workshops with practical activities. In these meetings, servants from various areas can talk and listen to each other, learn together about the innovative practice described in the guide, and create a support network for the implementation of new actions.

The guides and their add-ons are in an online repository. All interested parties can access the results of the research and explore the good practices of the São Paulo City Hall officials.

## RESULTS

(011).lab has already published thirteen guides, which involved seventeen different municipal agencies. For the creation of these guides, 115 civil servants and partners were interviewed. More than 313 people participated in workshops and face-to-face activities. The program's repository has already registered about 9 thousand hits from more than two hundred cities in Brazil.

The innovative approach to the theme of knowledge management was also recognized by the Brazilian Society for Knowledge Management (SBGC) in 2019, through an invitation to present the program at the X CONGEP - National Congress of Knowledge Management in the Public Sphere.

The process is very significant for the city officials who have their projects documented. From listening to the interviews to the presentation of the initiative at the launch event to other servants and top representatives of their departments, it is a moment of recognition and appreciation. This is an important way to increase the self-esteem of the servants who make the difference by implementing innovations. Their testimonials demonstrate this impact.

“ I felt challenged when I had to think about everything that happened and see that we do not always record everything that is important. I was thrilled to see the project I had idealized being considered an innovative case;

*A servant who took part in the CopiCola (Copy & Paste) program*

“ Sharing is necessary. What seems so natural to us, because it is the evolution of a project, can be very important to others. I was surprised by the interest of the different state, federal, and municipal agencies in the work we do.

*A servant interviewed for the making of the guide “Como montar um sistema de informações geográficas sobre parcelamento do uso do solo com software livre?” (“How to set up a geographic information system on land use subdivision with free software?”)*



## FINDINGS

The pilot guide of CopiCola validated the research methodology created by (011).lab’s team but its execution proved to be challenging due to the limitations in the number of team members dedicated to the project. We identified some solutions for this, among them the first model of hiring a specialized research institute through bid waiver. This experience enabled the validation of a shared management model and served as input for the model adopted today: the Term of Collaboration with CEBRAP.

In the selection stage of the cases that will be registered by CopiCola (Copy & Paste), the invited servants commit themselves to share information, take part in interviews, and mobilize other actors to do the same. The whole process takes about two months, between the registration and the disclosure of the practice, which generated oscillation in the engagement of the servants. For this reason, we have created a document detailing all the stages of the program and the responsibilities of the agency that will have its practice registered. We also included in the selection process two meetings with the team: one to present the program and explore the case and another to present the research schedule and clarify the agency’s responsibilities.

Conversation between public servants at the launch of the Guide “Como aprimorar o serviço público ao cidadão?: Caso Descomplica SP”, in September, 2019



# INTERNATIONAL GOVERNMENT INNOVATION CONFERENCE

## CONTEXT

During the 4th Innovation Week<sup>(21)</sup>, in November 2018, in Brasília, we organized a workshop in partnership with GNova – a federal government innovation laboratory – and WeGov, with representatives of government innovation laboratories. Based on the learnings from this experience, we started planning a second meeting between laboratories, which this time would be held in São Paulo.

The design process of this workshop ended up leading us to a significant change in scope, which grew significantly. The meeting was designed for audiences beyond laboratory members, including civil servants and managers at municipal, state, and federal levels, as well as representatives of the civil society, research institutions, international organizations, and the private sector.

The event took place at a time when the work of the City Department of Innovation and Technology (SMIT) was being consolidated and other municipal agencies were beginning to prepare for the closing of another management cycle in 2020. The time was ripe for sharing achievements and challenges but above all for learning to think creatively about the next cycle. As for the federal and state governments, which were starting a new cycle, the moment was to be inspired and refresh their views on already consolidated actions.

The International Government Innovation Conference came into being with the goal of building a collective learning space for the public

<sup>(21)</sup> Innovation Weeks have been held annually since 2015 and are organized by the National School of Public Administration (Enap), in conjunction with the Federal Audit Court and the Ministry of Economy.



## PROJECT INFO

### Co-realization

Instituto Arapyaú,  
Instituto República,  
GNova – Government  
Innovation Lab

### Support

Inter-American Development Bank (IADB), Organization of Ibero-American States (OEI), Vanzolini Foundation, City Department of Culture, States of Change

### Period

August 7, 8, and 9 2019

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# INTERNATIONAL GOVERNMENT INNOVATION CONFERENCE

## CONTEXT

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The event took place at a time when the work of the Center of Innovation and Technology (SMIT) was being re-evaluated and other municipal agencies were beginning to close another management cycle in 2020. It was a moment for sharing achievements and challenges but also for thinking creatively about the next cycle. As for the governments, which were starting a new cycle, we wanted to inspire and refresh their views on already common challenges. The International Government Innovation Conference was designed with the goal of building a collective learning

## PROJECT SUMMARY

In August 2019, (011).lab brought together public innovation professionals from all regions of Brazil and nine other countries to encourage the exchange of experiences in lectures, workshops, and debates in downtown São Paulo. The four central topics of the event were: engagement of public servants in processes of change; life cycles of public innovation labs; innovation in municipalities; and bridging the gap between government and society. The International Government Innovation Conference was a milestone for the public innovation agenda in Brazil and also had an important repercussion in Latin America.



Debates on public servants' engagement in change processes, during the first day of the event, at Praça das Artes, in August, 2019

innovation community. Taking advantage of the privileged position of managing a city of São Paulo's magnitude and relevance, we sought to bring lessons learned from experiences in other cities and countries, and therefore the event was designed with a focus not only on the city of São Paulo.

## PROCESS

We talked throughout the process with partners, seeking to learn from events held in recent years from other innovation teams in Latin American government. From the beginning, this contact was essential to understand that this would be a bigger event than a workshop with laboratories and that it would be a directed effort to generate learning and connections at the scale of the Latin American innovation ecosystem. We then fine-tuned objectives, premises, and the target audience to design an experience that would allow us to create and strengthen links between the laboratory team and the Department with the people and institutions that participated in the meeting.

*Innovation beyond technology* was the central theme of the conference, and the program was guided by four questions related to



the innovation agenda in the public sector, aligned with the innovation vision of the laboratory itself, as we explored in the first chapter. Our starting question was *How to engage those working in the public sector in change processes?* To answer it, we sought different perspectives, such as reports of varied strategies and structures to manage change in the public sector, and invited people who are in these structures to tell their practical experiences and learnings.

The second theme was *Innovation in municipalities*, to establish a dialogue with experiences that would help us to draw an overview of what is on the innovation agenda of the municipal management. We brought perspectives from different municipal leaders who have been engaged in building policies and structures dedicated to innovation in Brazilian municipalities. We also explored how the third sector and international organizations can support these and other public innovation agendas. For example, municipal innovation policy models, the creation of innovation units, and organizational and regulatory challenges to innovate were discussed.

The third theme was dedicated to public innovation laboratories, the initial idea of the meeting. The great challenge was to put in the same conversation more experienced teams, like Chile, Argentina, and Colombia, and emerging initiatives. To make this possible, we used the life cycle metaphor, illustrated by the question *How do public innovation laboratories are born, grow, and die?* We then built sessions that explored different phases of the life cycle with the participation of guests who work on the day-to-day of these laboratories to reflect on the "innovation kitchen".

Finally, after looking inside the public administration, we discussed *How to bring government and society closer together?* We addressed from issues related to the language used by governments to strategies to increase collaboration with the citizenry in public policies and the physical spaces destined to this engagement with society. The discussion that guided that day was based on the premise that the government does not innovate alone but in constant collaboration with the people.

More than a content curatorship, the meeting was designed to connect people with the city and public spaces. Therefore, we chose two City Hall venues in the heart of São Paulo's historical center: Praça das Artes and the Mário de Andrade Library. We designed the program so that the auditoriums, balconies, gardens, halls, and several other spaces could inspire the exchanges and reflections but also bring the innovation agendas closer to other contexts and territories.

(22) Werneck et al.,  
Life cycles of public  
innovation laboratories.  
Brasília: Enap, 2020.

## RESULTS

There were three days of debates, chats, workshops, and a book launch.

The International Government Innovation Conference received sixty national and international guests, more than four hundred people followed the discussions in person, and another 17 thousand watched the online transmission, reaching 80 thousand people on social networks. Of those who were present, 60% were municipal, state, and federal public servants; there were also representatives of civil society, research institutions, international organizations, and the private sector.

All regions of Brazil were represented (thirteen states participated) and we had guests from nine countries – Argentina, Canada, Chile, Colombia, Costa Rica, Mexico, Peru, Portugal, and Uruguay. The International Government Innovation Conference was a milestone for the public innovation agenda in Brazil and also had great repercussions in Latin America.

The discussions held during the meeting are available on SMIT's YouTube channel and all the material gathered during the workshops on how public innovation laboratories are born, grow, and die, with the presence of 43 innovation units, was analyzed and documented in the publication *Life cycles of public innovation labs*<sup>(22)</sup>, published in June 2020 in partnership with GNova.

Within the City Hall, the event was also an important step to give more visibility to the laboratory, enabling the development of some of the agendas documented in this publication. It was especially important to gain more confidence and give new contours to our strategies to strengthen public innovation agendas in the city of São Paulo.

We collected reactions and reflections from participants and guests – also available at SMIT channel – and highlighted some excerpts here.



Innovation depends a lot on contagion, contamination, confusion, creativity, exchange of experiences, dialogue. Such an event is a paradise.



**Francisco Gaetani**

Professor at Fundação Getúlio Vargas (FGV)



I saw the need to share learning in my own work environment. And even more, to break paradigms that I had myself. I was moved to see how many people at City Hall are aligned with the same goals as mine. I had no idea of that dimension!

*A City Hall servant*



The International Government Innovation Conference, organized in Brazil in August 2019, was a benchmark. Until then, there had not yet been an event of such magnitude that would shelter this debate in a context outside the geopolitical influence of the North-North axis, free from a subordinate discourse, building a broader, post-colonial image of these practices from sensitivities and cultures typical of Latin America.

**Eduardo Staszowski**

*Professor and director of Parsons  
DESIS Lab at The New School*

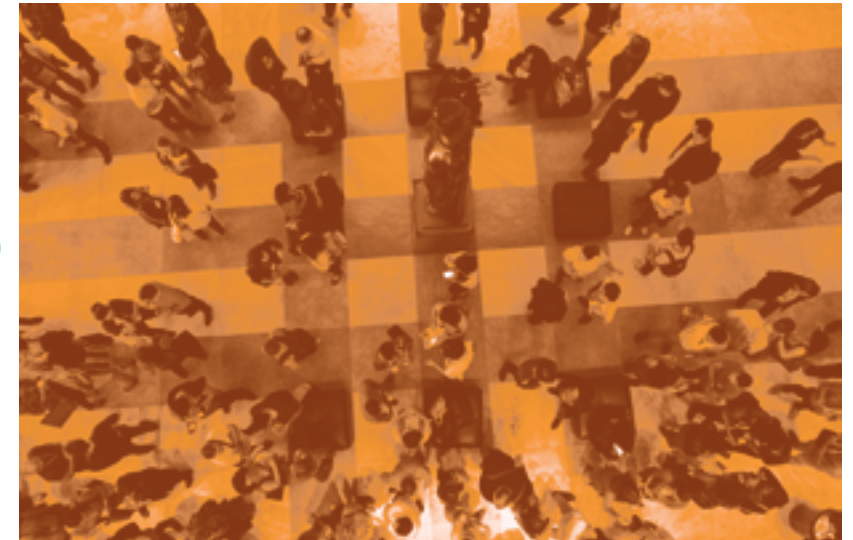


Making a lot of mistakes and quickly is good and possible in public management. I was surprised to work side-by-side in a workshop with leaders from Latin America, where I was able to share the success stories of the agency where I work, which is usually known for 'what-not-to-do' practices.

*A City Hall servant*



Interaction between participants at the break between sessions on the third day of the event, at the Mário de Andrade Library, in August 2019



I am leaving with great learning. Firstly, that we, laboratories, do not stop learning, and when we stop, we are destined to die as laboratories because we are an experimental space for continuous learning. This fills me with energy to return to Santiago and work as a team. Secondly, that we have a very beautiful and very motivating challenge, which is how we, laboratories in Latin America, get together in the best way. I am sure that we are teaching a lesson on how innovation is applied in precarious and complex contexts. I even believe that we can teach the laboratories that have more history in developed countries.

**Roman Yosif**

*Executive Director of the  
Laboratorio de Gobierno de Chile*





Participants in the auditorium of the Mário de Andrade Library in the end of the second day of the event, in August 2019



Work groups during the workshop on life cycles of public innovation laboratories, held at the Mário de Andrade Library, in August 2019

## FINDINGS

Although the International Government Innovation Conference does not fit as a project in the parameters conducted by (011).lab, as in the other cases reported here, its conception and realization process has brought us innumerable learnings. In addition to logistical issues, careful planning and collaborative construction of the narrative were key success factors, allowing different audiences to feel contemplated and instigated by the proposed themes and discussions.

By working with a wide variety of formats and guests for the sessions, we were also able to balance deepening on specific themes with more introductory approaches for newcomers. In addition, the conference highlighted the importance of focusing on the participants' experience, creating active spaces for exchange and connection between people with different levels of knowledge and practice in the topics discussed.

After the conference, several other initiatives with similar purposes emerged, mainly in the Latin American context, reinforcing the relevance of such convergence movements among actors. We also experienced wide dissemination of and interest in the agendas addressed, with the plain language being the most prominent.

Another important learning was the visibility gained by (011).lab as a result of the event, not only from an internal perspective of the City Hall – which began to contact the laboratory for different partnership proposals – but also from external agents interested in knowing how the unit works. To meet this demand, “Portas Abertas” (*Open Doors*) was created, a series of open and periodic small events to present the laboratory to the general public.

# DEVELOPING SKILLS TO INNOVATE DEEP ROOTS

On this front, the main goal is to awaken changes in the relationship of the servants with their work. This process allows the creation of spaces in which it is possible to experiment with new ways of working in the solution of public problems and generate capacities in partners through learning in practice.

To develop skills in servants, we carried out **49 capacity building sessions and projects of learning in practice**, in which more than **590 servants** were trained in topics such as plain language, behavioral sciences, and facilitation.

# PERSONAS IN THE IMPLEMENTATION OF THE ELECTRONIC PROCESS IN THE CITY HALL

## CONTEXT

The Electronic Information System (SEI), created and granted free of charge by the Federal Regional Court of the 4th Region (TRF4), is a platform that encompasses a set of modules and functionalities that promote administrative efficiency, having as its main characteristics the liberation of the paper paradigm as physical support for institutional documents. In 2015, SEI was implemented as an Electronic Process solution at the São Paulo City Hall and, in 2017, became part of the São Paulo City Goals Program, aiming at 100% digitalization of the new processes.

During the four years of SEI implementation, the project has accumulated a series of easily measurable results, such as resource savings, end of paper use, and the number of online processes and qualified servants. However, beyond the measurable results of the Electronic Process, and from the contact with several municipal agencies, the team responsible for implementing SEI has accumulated strategic knowledge about the City Hall and especially about how city servants behave in change processes, such as the end of paper use.

However, the team responsible for the project did not know how to transform this subjective experience into objective information and data. So, they partnered with (011).lab to document the knowledge



## PROJECT INFO

### Partner agency

Information and Communication Technology Management Coordination (CGTIC) of the City Department of Innovation and Technology (SMIT)

### Period

From October 2018 to January 2019

profile of each servant that started using SEI, as well as the methods employed to engage each one of them in the

...l facilitated a process of seven workshops with the goal to identify learning, and systematize the knowledge of the team responsible for SEI. First, we explored the behaviors and attitudes people found throughout the implementation of the system and, from the identification of these behaviors, we elaborated eight behavioral profiles (or personas) representing servants. This method is also known as behavioral research, which is deepened by the research of their needs, attitudes, and other behaviors.

...e team began to explore how each of the raised profiles behaved with SEI. We identified the feelings that the electronic process generated in each of the profiles, their behaviors towards the system, and why the engagement of the profile was important for the project. From these questions, we organize

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## PROJECT SUMMARY

Over four years, the team responsible for implementing the electronic process at the São Paulo City Hall identified recurring patterns of behavior of public servants in the face of change generated by the new system. (011).lab, in partnership with SMIT's Information and Communication Technology Management Coordinator (CGTIC), carried out a project to document this knowledge about the City Hall servants. As a result, we built eight personas and mapped the strategies used to reduce resistance and engage each type of profile.



Servants of the Information and Communication Technology Management Coordination (CGTIC) in one of the workshops held during the project

acquired from the profile of each servant that started using SEI, as well as the strategies employed to engage each one of them in the change process.

## PROCESS

(011).lab elaborated and facilitated a process of seven workshops to collect perceptions, identify learning, and systematize the knowledge of the team responsible for SEI. First, we explored who were the outstanding people found throughout the implementation of the system and, from the identification of recurring patterns, we elaborated eight behavioral profiles (or personas, as this method is also known) representing servants. These profiles were deepened by the research of their needs, desires, pains, and other behaviors.

In a second instance, the team began to explore how each of the raised profiles relates to SEI. We identified the feelings that the electronic process aroused in each of the profiles, their behaviors towards change, and also why the engagement of the profile was important for the success of the project. From these questions, we organize

the personas in a ruler, from the most cooperative to the most resistant in the implementation of SEI.

Finally, the team explored what actions they took to make these personas adopt SEI. From the elaboration of journeys for each profile, we identified the objectives that the team had and also the change management strategies used to reduce resistance and strengthen partnerships in each of the profiles. After the creation of a first version of the product, we identified how to connect profiles to decrease resistances, as well as a survey of the most used change management strategies and general insights about the project.

## RESULTS

The products of the project were presented at several international events, such as the International Government Innovation Conference, in São Paulo, the Garter Expo 2019, in Orlando, and the Civic Design Forum, of the New York City Hall. In addition, the material was used as a reference in change management for other City Hall and government teams. Since the material was made available on the website of the Electronic Process, in August 2019, the project's page has been viewed more than 1,200 times, being the news with the most hits on the portal (not counting the technical materials on the Electronic Information System).

For the project team, the initiative enabled a change in the way they interacted and a review of their daily lives from experimenting with new ways and tools of work. During the meetings, the team tested how to access, organize, and systematize internal knowledge in a more collaborative and less segmented way. The participative process with the entire team allowed for greater integration, increased understanding of the extent of the work, and the techniques used by the members, and evaluation of the implementation of SEI itself in a qualitative way.

## FINDINGS

The project demonstrated the importance of focusing on the servant and identifying their needs for successful change management initiatives. The project's product systematized strategic and replicable knowledge on change management from the perspective of the city servant, which can be of great use to other teams in the São Paulo City Hall and other governments.



I learned that building more modern skills, capacities, and learnings can add to experimentation. I was thrilled to have a collaborative and affectionate workspace, which brought me closer to my teammates in an extremely positive way.

*A CGTIC servant*



I was responsible for the migration [to electronic process] of the sub- municipalities of São Paulo. To organize my work, I based myself on personas. It was really about showing concern, to see that that devalued servant asks for help but his voice is not so heard. We can arrive, promote a welcoming environment, and make the implementation of a tool, change to something different, be beneficial not only for us but for those who feel the change at the end.

*A CGTIC servant*



Final product of the project: servant's personas ruler, according to the level of partnership/ resistance in relation to the implementation of the electronic process in the City Hall

# GENERATING SKILLS IN THE DIGITAL TRANSFORMATION OF SERVICES

## CONTEXT

The Digital Services Team of the Citizen Service and Modernization of Public Services Coordination is responsible for coordinating and executing the digitalization of services of the São Paulo City Hall, in order to make them available on digital channels, in addition to the face-to-face service. This makes it possible to reduce costs and make life easier for the city's population, who do not have to commute to access a public service.

The team had the goal of digitalizing 120 new services by July 2020. The digitalization process requires a high effort from the team, especially because there are several steps that go from selecting partners to maintaining the digitalized processes. In addition, there are other challenges such as the management of extensive and simultaneous projects' portfolio, people management, and interdepartmental coordination. All this added to the purpose of transforming services from the citizens' needs, and not just a reproduction of the bureaucracy already existing in face-to-face service.

Counting with a small team, the coordination needed to develop new skills in order to efficiently perform its role and achieve the stipulated goal. Through an exploratory survey, we identified that the team needed to develop skills to deal with three main challenges: how to prioritize the services to be digitalized? How



## PROJECT INFO

### Partner agency

Coordination of Citizen Service and Modernization in Public Services, of the City Department of Innovation and Technology

### Period

From March 2019 to October 2019

...e digitalized service takes into account what is en(s)? And how to manage change so that the involved in the digitalization are partners during ices? In order to support the team in solving , we have developed an agile process divided that allows at the same time to develop skills tions to the problems faced.

...bjective was to define the criteria for choosing digitalized; the second was aimed at including the en in the digitalization process; and the third, to or the different actors involved in the process to e change caused by digitalization.

...posed of three types of activities, which can be he same cycle: exploration, experimentation, and oration, we seek to understand the problem and eses from the data survey and contact with the n experimentation, we create and test possible challenge; in synthesis, we organize the learning



# GENERATING SKILLS IN THE DIGITAL TRANSFORMATION OF SERVICES

## CONTEXT

The Digital Services Team of the Citizen Service and Public Services Coordination is responsible for executing the digitalization of services of the city in order to make them available on digital channels to the face-to-face service. This makes it possible to reduce costs and make life easier for the city's population, who have to commute to access a public service. The team had the goal of digitalizing 120 new services by 2020. The digitalization process requires a high-performing team, especially because there are several challenges, such as selecting partners to maintaining the digitalization process. In addition, there are other challenges such as the management of extensive and simultaneous projects' portfolio, interdepartmental coordination, and added to the purpose of transforming services to meet citizens' needs, and not just a reproduction of the business existing in face-to-face service.

Counting with a small team, the coordination needed to develop new skills in order to efficiently perform its stipulated goal. Through an exploratory survey, it was identified that the team needed to develop skills to deal with the challenges: how to prioritize the services to

## PROJECT SUMMARY

(011).lab partnered with the Coordination of Citizen Service and the Coordination of Modernization in Public Services aiming at developing new innovation skills in the Digital Services Team of the Department of Innovation and Technology. To this end, an agile process was developed, divided into three cycles, which allows building solutions to real problems faced by the team and, through participation in the process, developing capacities to innovate in the team. Several tools tested throughout the cycles were implemented by the team, supporting the consolidation of the policy of digital transformation of public services in the city of São Paulo.



Visit to the Araçá Cemetery to draw the citizen's journey at the Funerary Service of São Paulo

to ensure that the digitalized service takes into account what is best for the citizen(s)? And how to manage change so that the different actors involved in the digitalization are partners during the changing process? In order to support the team in solving these challenges, we have developed an agile process divided into three cycles that allows at the same time to develop skills and to build solutions to the problems faced.

## PROCESS

In the first cycle, the objective was to define the criteria for choosing a service to be digitalized; the second was aimed at including the vision of the citizen in the digitalization process; and the third, to build strategies for the different actors involved in the process to best deal with the change caused by digitalization.

The cycles were composed of three types of activities, which can be repeated within the same cycle: exploration, experimentation, and synthesis. In exploration, we seek to understand the problem and formulate hypotheses from the data survey and contact with the target audience; in experimentation, we create and test possible solutions to the challenge; in synthesis, we organize the learning



All the teams involved in the project gathered

about the tested solutions. This process does not happen linearly but iteratively, gaining agility as we move forward. Each cycle lasts from three to five weeks; in the end, the deliveries are presented to the project sponsors, internal and/or external.

In the first cycle, to define the criteria for choosing a service to be digitalized, we created a prioritization matrix considering the degree of engagement of the partner and the technical complexity of the digitalization, services with high partner engagement, and low technical complexity being, therefore, a priority.

To develop the ability to know the population's perspective when digitalizing services, the objective of the second cycle, we chose the funeral service as a pilot, as it is already being redesigned and has the potential to be partially digitalized. We finished the cycle with a Citizen's Journey during the service, graphically showing the path taken by the citizen before and after the digitalization, in addition to a Practical Guide with a step-by-step on how to go into the field to collect the population's vision.

The third cycle was focused on the change management process and was supported by the consultancy firm EloGroup. We involved

in the project representatives of the different actors connected to the digitalization process in order to identify with them the main pains faced during the change. In one workshop, four pains were prioritized, and, for these, more than sixty solutions were developed, which were later grouped into seventeen structured solutions. The team prioritized six solutions, which were prototyped and tested. During the testing period, we collected the necessary data to validate the effectiveness of the solutions and then devised a plan for their effective implementation by the team. As a product of this cycle, we provided a toolkit describing the solutions and how to apply them, as well as a form to identify which solutions should be applied to increase the engagement of each partner profile.

## RESULTS

Several tools tested throughout the cycles were implemented by the digital services team. The Citizen's Journey, for example, became a new stage in the process of mapping the services to be digitalized. Tools to improve the change management process have also been deployed by the digital services team. Besides the results related to the solutions, the project enabled the development of new skills in the team, which can be demonstrated by reports of servants who participated in the project.

After the project was completed, the laboratory supported the team in digitalizing 26 services and also in building a "Cost Calculator" to measure the results, inspired by the model of the Organization for Economic Cooperation and Development (OECD) and the Federal Government. As an example, the Elderly Parking Card service of the Department of the Road System (DSV) generated savings of 39.49% for the population, and 54.03% for the government, with a single digitalized service.

The laboratory was considered a strategic actor in the consolidation of the policy of the digital transformation of public services in the city of São Paulo, playing an essential role in building the internal skills of the team. The goal of digitalizing 120 new services by July 2020 has not only been achieved but exceeded with ease, with the proof of savings for the government and the population.

“ Regarding learning, what struck me the most was that there are simple methods that can be used to actually promote change management and engagement of people within projects.

*A CASP servant*

“ I think the main thing for me was about opening my eyes to think about simple, cheap changes that can actually promote long-term transformation

*A CASP servant*



## FINDINGS

When thinking about strategies to increase the engagement of partners in the digital services team, we also learned important tools and strategies to increase the engagement of the lab's partners, which resulted in internal changes in the way (011).lab manages its partnerships.

At the end of the project, we conducted a feedback round with CASP and (011).lab teams. The moment was important to indicate the main competencies and points to be developed of each of the team members, also serving as a moment of celebration of the project achievements. This activity served as a learning experience for the laboratory to include more of such moments, focused on people management, throughout its projects.



SMIT servants, partner agencies and hired company in a workshop held to prioritize problems and design solutions aiming to improve the process of digitalizing services



Final product of the last cycle of the project: Rescue Box with cards describing the solutions that the digitization team must adopt for each problem faced

# CAPACITY BUILDING OF THE CITY PROGRAM LINGUAGEM SIMPLES

## CONTEXT

According to a 2018 study by the NGO Ação Educativa and the Instituto Paulo Montenegro<sup>(23)</sup>, three out of ten Brazilians between fifteen and 64 years of age are functionally illiterate. In the city of São Paulo, about one in five inhabitants have not completed elementary school, according to data from PNAD Educação in 2017. In São Paulo City Hall alone, about 10,000 civil servants have incomplete schooling, having finished only elementary school.

Nevertheless, the State and, in this case, the São Paulo City Hall, use a bureaucratic language, extremely legal, with many acronyms and a vocabulary that is not known by the majority of the population. To ensure that communication between the public administration and citizens is effective and achieves its ultimate goal, it is important to ensure the plain language in everything the government does, demands, and offers to the population.

It was based on the understanding of this public challenge that the Program Linguagem Simples was created, with three objectives: to enable servants to write more simply; to simplify the language used in public documents; and to disseminate the plain language agenda in the Brazilian public sector, especially in São Paulo's City Hall. The program formulation used the logic of experimentation, that is, the actions were built from the testing of hypothesis and interactions with the target audience of the initiatives, City Hall servants.



(23) Ação Educativa and Instituto Paulo Montenegro, Functional Literacy Indicator - Inaf Brasil 2018. Available at: <<https://bit.ly/2Cdj0Z4>>.

## PROJECT INFO

### Partner agency

City Department of Education, City Department of Transportation, and City Department of Government

### Period

From November 2019 to date

The first stage of formulating the program was the moment of exploring the public challenge: the complexity of government communication with the population. Several expert conversations have been held and we have engaged in an extensive survey of plain language initiatives in the public sector in other countries. The second stage took place with pilot projects, in which public documents were simplified by testing the methodology developed by the team. The data, evidence, and learnings generated in the two stages were synthesized in the design of the City Program Linguagem Simples, through Decree 59.067/2019 of November 12, 2019.

The program's actions are aimed at the servants of the São Paulo City Hall since they are the people who prepare documents and public communications. They participate in awareness-raising, capacity-building, and simplification projects. In addition, the program is aimed at the citizens of São Paulo, as they are the people who benefit from simplified communication.

The main strategy for implementing the program are the actions promoted within the capacity-building axis. The objective of the capacitation is to offer tools so that the servants can communicate in a simpler way with the population. We want to make the servants communicate with the target audience, write public communications in such a way that the citizen locates, understands, and accesses the information offered to easily access their rights.

Formalized through the decree, the team began working on the capacity-building axis. During the execution of the program, when we had the first contact with the City Hall, we understood that this target audience would need to be sensitized on the importance of plain language and the simplification techniques. Plain language is a methodology, but also a technique. Therefore, besides convincing the target audience, it is necessary to provide tools and practical guidelines to write in a simpler way.

The main action of the axis was the elaboration of capacity building. We planned the capacitation, elaborated the methodology, and tested them with the servants. In the end, we realized that it had been good and what could improve on the methodology and the participants suggested changes. From the beginning, we had a second capacity building prototype, which was

# CAPACITY BUILDING OF THE CITY PROGRAM LINGUAGEM SIMPLES

## CONTEXT

According to a 2018 study by the NGO Ação Educativa in São Paulo Montenegro<sup>(23)</sup>, three out of ten Brazilians aged 15 and 64 years of age are functionally illiterate, and about one in five inhabitants have not completed primary school according to data from PNAD Educação in 2017. In the City Hall alone, about 10,000 civil servants have not yet finished elementary school.

Nevertheless, the State and, in this case, the São Paulo City Hall use a bureaucratic language, extremely legal, with a vocabulary that is not known by the majority of the population. This ensures that communication between the public administration and citizens is ineffective and does not achieve its ultimate goal: to ensure the plain language in everything that the public administration demands, and offers to the population.

It was based on the understanding of this public sector that the City Program Linguagem Simples was created, with the aim to enable servants to write more simply; to simplify the language in public documents; and to disseminate the use of plain language in the Brazilian public sector, especially in São Paulo. The program formulation used the logic of experiential learning. The actions were built from the testing of hypotheses with the target audience of the initiatives, City



## PROJECT SUMMARY

The complex language used by public administration has become a growing problem for the population when accessing public services. Many public communications are written in such a complex way that they do not reach their end-user: the citizen. In order to solve this problem, we have formulated the City Program Linguagem Simples (Plain Language), which was instituted by Decree 59.067/2019. By March 2020, we had already offered twenty capacity building sessions for 270 civil servants, providing tools so that people working at the City Hall could communicate more easily with the population.

Servants in the simplification workshop applying the document diagnosis methodology developed by (011).lab

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The main strategy for implementing the program are the actions promoted within the capacity-building axis. The objective of the capacitation is to offer tools so that the servants can communicate in a simpler way with the population. We want to make the servants able to test the language with the target audience, write public documents and communicate in such a way that the citizen locates, understands, and uses the information offered to easily access public services and their rights.

## PROCESS

After the program was formalized through the decree, the team began the development of the capacity-building axis. During the execution of the pilot projects, when we had the first contact with the City Hall officials, we understood that this target audience would need to be formally capacitated on the importance of plain language and presented to the simplification techniques. Plain language is a movement but it is also a technique. Therefore, besides convincing people of its use, it is necessary to provide tools and practical guidelines on how to write in a simpler way.

The first stage of the creation of the axis was the elaboration of capacity building prototypes. We planned the capacitation, elaborated the materials, and tested them with the servants. In the end, we evaluated what had been good and what could improve on the content and format, and the participants suggested changes. From this data, we made a second capacity building prototype, which was

also tested and then improved. With this logic of experimentation and testing, the model of face-to-face capacitation went through a series of incremental changes within the City Innovation and Technology Department (SMIT) and was then escalated to other City Hall departments.

The second stage aimed to structure the axis in a strategic way, aligning the capacity building to the purpose of the program. The program team held a series of workshops to extract all the learnings obtained during the capacity building sessions. The workshops sought to answer questions such as: who is this servant who simplifies the language? What characteristics, attributes/qualities do they have? What changes does the City Program Linguagem Simples want to implement in the City Hall of São Paulo? What is capacity building? Why is capacity building important to the program? How does capacity building contribute to the general purpose of the program?

As a result of this stage, it was possible to design planning for the axis, making it clearer what the next steps would be and the potentiality of different types of capacity building for different types of the target audience. One of the prioritized actions was the creation of the distance learning course (DL) on the plain language agenda, in order to scale up the actions and carry out the knowledge management of the program.

The third stage was aimed at designing the teaching-learning process and mapping the skills and competencies offered by the program. The main product was the development of the DL course "Plain language brings the government closer to the people. How to use it?", available on the platform of the Virtual School of Government (Ev.g) of the National School of Public Administration (Enap).

To elaborate the learning track and the content of the classes, two types of workshops were held. The first was of data generation, with a focus on ideation. In these workshops, themes such as the role of legislation in the implementation of public policy and the challenges of disseminating plain language in the public sector emerged. The second type was that of synthesis, with the goal of extracting the content generated in the ideation workshop and organizing the data in a structured way.

After the production of the content, we conducted a cycle of tests with the city servants and experts who work with the agenda. The DL course was created from this methodological process and, today, the systematization and the summary of all the content are used in the actions of the capacity building axis, concentrating all the theoretical discussions, methodology, tools, and plain language guidelines.



Capacity building in plain language for São Paulo City Hall officials at the City Policy Forum for Citizen Service. Approximately 70 officials from various agencies were present

## RESULTS

We held twenty capacity building sessions between November 2019 and March 2020. In the period, more than 270 employees from eleven City Hall agencies were trained. In addition to internal capacity building events, we also participated in an international States of Change event, in virtual format, which enabled the capacitation of twenty people from various organizations. We also developed several materials for the execution of the capacity building sessions, such as guides, exercise sheets, booklets, and learning dynamics. Finally, we developed the DL course "Plain language brings the government closer to the people. How to use it?", available on Enap's virtual teaching platform. The platform now has more than 2 million registered participants, which will enable the course to gain scale and reach more and more people.

At the launching of Decree 59.067/2019, an SPTV report disclosed the initiative<sup>(24)</sup>. Soon afterward, a series of publications covered the launching of the program on communication channels, such as the newspapers Folha de S.Paulo, O Dia, and the news portals G1 and R7. In recognition of the importance of implementing the program in the City Hall, we were invited to participate in the program *Decisões & Argumentos*, on the TV channel Câmara SP<sup>(25)</sup>.

The twenty face-to-face capacity-building sessions that took place between November 2019 and March 2020 also had very positive results. Some of the speeches of the public servants who participated in the activities reinforce the need for the capacity building sessions.

(24) "City Hall begins to capacitate servants to use simpler language with the population". November 12, 2019. Available at: <<https://bit.ly/3iY0mDc>>.

(25) The program is available at: <<https://bit.ly/3h29sPe>>.

“ Writing is not at all simple! With plain language, it seems that the document opens before you, it pops up. It really changes a lot. It's a simple change that makes a lot of difference.

*A public servant participating in the sessions*

“ I was surprised by such a special initiative to have a legal space at SMIT. It shows that the public power is concerned about the effectiveness of its communication with people.

*A public servant participating in the sessions*



“ I was moved by the possibility of boosting access to information through language. We need to internalize these principles.

*A public servant participating in the sessions*

**COMO ESCREVER EM LINGUAGEM SIMPLES ?**

Escolha das palavras	Escolha das frases
<p><b>1</b> Evite o uso de siglas, jargões e termos técnicos. Se for necessário, explique o significado ao lado após o primeiro uso que não aparecer no texto.</p> <p><input checked="" type="checkbox"/> Não <input checked="" type="checkbox"/> Prefeitura Municipal de São Paulo</p>	<p><b>6</b> Evite escrever frases com mais de 30 palavras.</p>
<p><b>2</b> Não use termos pejorativos e discriminatórios e palavras estrangeiras.</p>	<p><b>7</b> Dê preferência ao uso de frases em ordem direta, ou seja, Frase no ordem de Sujeito + Verbo + Predicado.</p> <p><input checked="" type="checkbox"/> O documento foi enviado para o e-mail. <input checked="" type="checkbox"/> A secretaria está enviando o documento.</p>
<p><b>3</b> Não use termos ambíguos. Dê preferência ao plural indefinido ou sempre use os pronomes nos casos gerais.</p>	<p><b>8</b> Use tópicos e subtópicos para organizar o seu documento. Mantenha sempre o mesmo tema e gatilho para informações do mesmo nível.</p>
<p><b>4</b> Não use palavras "difíceis" para ser polido.</p> <p><input checked="" type="checkbox"/> Desafortunadamente, <input checked="" type="checkbox"/> Encerramos, <input checked="" type="checkbox"/> Subordinadamente.</p>	<p><b>9</b> Use elementos visuais, como diagramas, tabelas e gráficos, para explicar e explicar o conteúdo.</p>
<p><b>5</b> Use verbos que expressem ações diretas.</p> <p>Identificação → Identificar</p>	<p><b>10</b> Use marcadores de tópicos quando precisar separar informações dentro de um parágrafo.</p> <p><input checked="" type="checkbox"/> Não use marcadores de tópicos. <input checked="" type="checkbox"/> Não use marcadores de tópicos. <input checked="" type="checkbox"/> Não use marcadores de tópicos.</p>

Material with the 10 guidelines for writing in plain language used by (011).lab

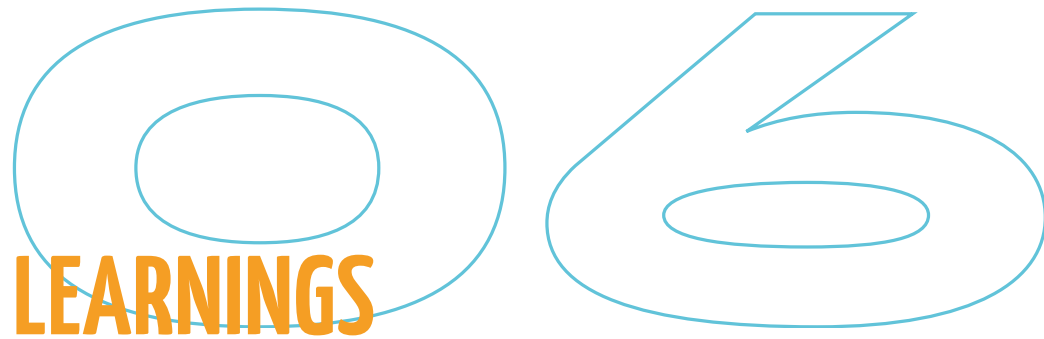
## FINDINGS

The design and implementation of the program made possible two main learnings. From the capacity building sessions, we understand that the City Hall has several profiles of servants and each one relates to plain language through different levels of engagement. To ensure the highest adherence, the program must develop tools suitable for each profile, from the most resistant to the most engaged.

A second learning of the capacity building axis is related to the role of the decree in convincing City Hall servants. The legislation does not implement public policy but facilitates implementation; having legislation in place contributes to breaking down resistance to the use of plain language. The public servants became more comfortable in changing the way they communicate, and this facilitated the cultural change in the agencies.

The screenshot shows a course page from the National School of Public Administration (Enap). The title is "Linguagem simples aproxima o governo das pessoas. Como usar?". The page includes a navigation menu with options like "CATALOGO DE CURSOS", "CATALOGO DE PROGRAMAS", "CONHEÇA A ESCOLA", "ACESSO INSTITUCIONAL", "VALIDAÇÃO DE DOCUMENTOS", "PERGUNTAS FREQUENTES", and "LIGAR COM A ESCOLA". The main content area features a large illustration of a person holding a document, with a speech bubble containing the text "Linguagem simples aproxima o governo das pessoas. Como usar?". Below the illustration, there is a short description of the course: "Quer aprender como simplificar aquele documento com uma linguagem super complexa? E ainda aprender como escrever textos com uma linguagem simples e compreensível? Este curso vai te ensinar uma forma estruturada de fazer isso. O curso apresenta e aprofunda a discussão sobre o uso da linguagem simples no setor público e a importância da disseminação da pauta no Brasil." The course is identified as "Curso Aberto".

Distance Learning Course in Plain Language on the virtual platform of the National School of Public Administration (Enap) developed by (011).lab



**T**ransforming the city administration and bringing the government closer to the population are not easy tasks, especially in a context as complex as the city of São Paulo. Throughout the trajectory narrated in the previous chapters, (011).lab found a series of challenges but also obtained countless learnings while executing projects and transformation processes in the City Hall with its partners.

In addition to the specific learnings of each project, we have identified five major learnings of the laboratory, which will be detailed in the next pages. At first glance, they may seem obvious but they are the result of constant reflections based on practice and unfolded into a series of actions and questions. They are also learnings that keep themselves alive and point out possibilities of constant renewal and development of the laboratory.

We hope that by sharing what we have learned and experienced over three years of innovation practice in government, we can contribute to the collective learning of more innovation units in other governments and cities in their own trajectories.

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**IT IS POSSIBLE TO INNOVATE IN GOVERNMENT**

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**IT IS FUNDAMENTAL TO ESTABLISH A RELATIONSHIP OF DOUBLE EMPATHY, LOOKING AT THE CITIZENS AND THE SERVANTS**

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**THE INTERNAL MANAGEMENT OF THE LABORATORY WORKS WHEN THERE IS A BALANCE BETWEEN AUTONOMY AND FREQUENT EXCHANGES BETWEEN THE TEAM**

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**FOR INNOVATION LABORATORY PROJECTS, THERE ARE DIFFERENT POSSIBLE WAYS TO GAIN SCALE**

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**BEING A LABORATORY ENTAILS CONSTANT CHANGE**



## IT IS POSSIBLE TO INNOVATE IN GOVERNMENT

A common challenge among innovation units is the insertion of other ways of working in bureaucratic models. As we mentioned at the beginning of this publication, in a large, compartmentalized, and standardized structure like the São Paulo City Hall, there is little incentive for public servants to learn new ways to perform the services. However, despite all the difficulties faced, we have found that, yes, it is possible to use other approaches in the public sector and that many people have even been developing innovative practices, even if at individual levels and in an isolated way.

For this to happen, an important step is **to adapt the language used for innovation so that it is intelligible to people in government**. In general, innovation units use a series of jargon and concepts (and even foreign words) that are unfamiliar to those who work in the public sector, which ends up driving public servants away from these emerging practices. In order not to be considered as just a fad and to truly transform management, we must live with the operating logic of the State. Speaking a language that is common to public servants involves adapting the language so that the servants are not intimidated but understand the value and feel invited to participate in projects with the laboratory.

This adaptation is also valid for the methodologies and tools we use to make projects. It is common in innovation processes to use several tools – unfamiliar to the public service – mainly to facilitate joint creation and data collection. Because they are not commonly applied in government, their use is often viewed with discomfort and reticence or even as exoticism by other public servants. Therefore, our second learning was **to use simple ways of working, guided by principles and not by tools, both to enable collaboration between servants and to get closer to the users of public services**. Thus, when the principles guiding the process are understood, the choice of



specific tools becomes simpler and is easily incorporated into everyday life in public agencies. In this sense, the approach with the population is an advantage of the cities to perform simple and fast interactions, using few resources but enabling learning and transformation.

Moreover, contrary to what many people think when looking at bureaucratic procedures, they are not a gear operation, as a machine. **Bureaucracy is creative all the time, whether at the high, medium, or low echelon**. Rules and procedures are frequently debated and disputed, new processes are created, as well as countless small and large solutions are invented daily by these people to make public policy happen. This scenario is no different in the City Hall, where we find several motivated and competent civil servants who want to transform management even without support or resources. Innovation laboratories can be a space to take advantage of this creativity in a responsible and intentional way. From experimentation, we can channel creative processes, test, and systematize the learnings generated aiming at systemic changes. In short, restless and creative bureaucrats are our agents of transformation, who inspire and give meaning to (011).lab's work.

## IT IS FUNDAMENTAL TO ESTABLISH A RELATIONSHIP OF DOUBLE EMPATHY, LOOKING AT THE CITIZENS AND THE SERVANTS

Beyond the language difficulties we mentioned above, convincing, executing, and engaging partners in innovation projects within the government is not simple. Even more, if we consider the highly politicized context, with little permissiveness to error, where each area has its specific way of doing. Building strong partnerships is particularly challenging.

Our main learning was the need to create a **double empathy when executing projects**, that is, we realized that we must look both to the citizens and to whom is inside the administration offering the service and implementing the policy. By also focusing on the servants, we are able to go beyond superficial concepts about the public service profile and identify its strengths, weaknesses, values, and vocations. These elements are essential for the laboratory to offer proposals that are more coherent with the needs of the partner teams and to convince them of the relevance of the projects. The more the laboratory's actions dialogue with the practical work of the servants and offer strategic visions aligned to the day-to-day service, the more we will be able to engage partners in projects.

This deep look at the public servant is not trivial but can be trained. Just as there is no such thing as a generic citizen, public servants also reflect a great diversity. **By devoting effort to listening and understanding who the servant on the other side is, we can identify their motivators and define strategies to build trust and engagement.** Some partners, for example, remain engaged in reflections and contacts with the target audience of their services, which allows them to reconnect with their purpose of acting in government. Other servants remain engaged when they see concrete project results. One strategy is to start by constantly testing solutions, even small ones, to build engagement and trust from the results. Little by little, we



can move towards more robust solutions, which require a more consolidated relationship.

Knowing to identify these different servant profiles, their values and needs is a fundamental step to engage different levels, make the right connections, and achieve relevant results. The mobilization process depends not only on identifying people's profiles but also on highlighting the connections between them, which often already happens through invisible and informal networks, beyond the organizational structures. Networking enhances the generation and maintenance of change processes.

Finally, the most important point of learning about our partnership relations was the construction of collaborative workspaces. **The joint construction, from the moment of defining the scope of the project to the synthesis of learnings, enables the creation of bonds between the teams and strengthens the results of the projects.** These collaborative and flexible spaces also invite each participant to offer their best to the group according to their skills and competencies. By sharing responsibilities and resources in horizontal spaces that value the knowledge of the servant, we manage not only to strengthen our partnerships but also to contribute to the transformation of the government itself.

## THE INTERNAL MANAGEMENT OF THE LABORATORY WORKS WHEN THERE IS A BALANCE BETWEEN AUTONOMY AND FREQUENT EXCHANGES BETWEEN THE TEAM

Turning the focus to the laboratory, we identified the challenge of managing a space destined for change. How to balance team autonomy, collective learning, and laboratory identity? Throughout our path, we understand that what works outwards is also true inwards when it comes to generating and managing change in government.

Just as joint construction spaces are important for the development of solid partnerships, they are also important for strengthening the laboratory team. **We have learned that it is important to build a model of governance and management of horizontal projects, with spaces for internal alignment through rites – organized sets of processes – that allow people to tune in and orchestrate the work.**

By offering light spaces for exchange and learning among the team, we were able to make the collective construction possible in the initiatives we carry out and in the laboratory's governance itself. It is worth noting that these structures were not born ready but are incremented through testing routines and constant evaluation of solutions to emerging management problems. Through this practice, we were able to create spaces of internal alignment adapted to people's needs, in which the team itself can decide the best way to accompany projects from a common base.

**The multiplicity of perspectives and competencies in adequate spaces allows a more structural look at the**



**projects, leading to a better understanding of the stages of the projects, methodologies, deliveries, and results.** This joint exercise also enables an understanding of the competencies needed by the team, both those to be developed and those that we can access in other ways, for example with partnerships or contracting services.

Finally, the maxim of keeping the focus on people is also repeated within the team. **We have learned that it is necessary to give special attention to people and their development.** In this sense, we still have a long way to go but we seek to offer spaces in which it is possible to walk between several roles along the road in the laboratory – leading projects, designing processes, participating in different teams. This practice enables team engagement and development in different areas. The key point here is the combination of horizontality in the way of doing and the opening of alignment spaces and people management to ensure harmony. We managed to give autonomy and freedom of creation to the team starting from the definition of a minimum standard that does not constrain the laboratory and allows institutional spaces for decision making. This way, we awaken interests, accelerate learning curves, motivate the team, and allow high productivity.

## FOR INNOVATION LABORATORY PROJECTS, THERE ARE DIFFERENT POSSIBLE WAYS TO GAIN SCALE

A theme that permeates all laboratory projects is scale. How far in the process should we go as an innovation laboratory? What should be the scope of the projects? Should we focus on depth, scope, or a little of each?

We still do not have the answers to these questions but we have accumulated some learnings on the subject. From our experience on different fronts, we have discovered that there are different types of scales that a laboratory can achieve. Making decisions about which path or paths to follow contributes to a more focused performance and more precise communication with partners.

The first type of scale refers to **the extension of the laboratory's participation in the different stages and operating cycles of projects** in partnership with other government agencies. The question here relates to the duration of the projects and the moment of "leaving" the laboratory and arises mainly at the work-front relating to the design and improvement of services. Is it our role to ensure that tested solutions and prototypes are implemented and reach their entire target audience?

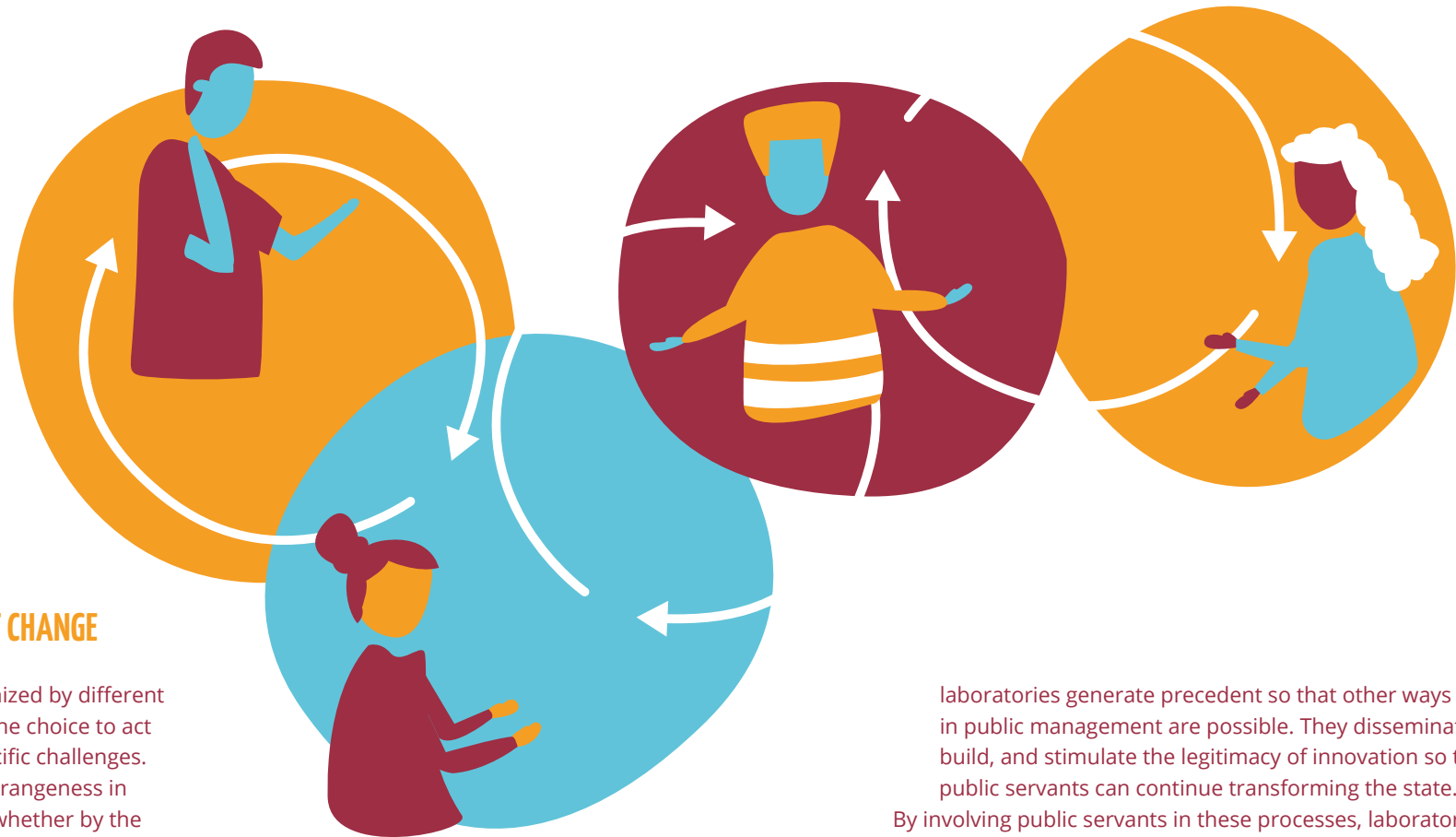
Another possible scale deals with the possibility of **replication or adaptation of solutions developed in the laboratory to other contexts**. We live this issue not only on the service design and improvement front but also in the mobilization of



communities of public innovation practices. For example, a service developed for a particular department may make sense for other government areas— even if not entirely – but based on specific components or principles.

The third approach of scale concerns the balance between the **quantity and depth of the range of public servants and agencies in each project**. We are faced with this question when mobilizing communities of public innovation practices and also when developing capacities to innovate. Do we want to impact in a deeper way a smaller number of servants or impact a larger number of servants, even if in a more superficial way? The scale also relates to the basic conditions for the development of innovation projects. What balance should we aim at in order to develop skills for servants to carry out and sustain transformation processes in their agencies?

Finally, the conversation about scale goes beyond the projects and expands to the performance of the laboratory as a whole. What are the possible scale movements for a laboratory team? In the chapter on our history, reflecting on the spiral movement, we understand our gain of scale in terms of the organizational level at the City Hall, and not necessarily of team growth and resources, for example.



## BEING A LABORATORY ENTAILS CONSTANT CHANGE

Several of these challenges can be easily recognized by different areas and public organizations. However, the choice to act as an innovation laboratory generates specific challenges. Like every novelty, laboratories generate strangeness in the ecosystem in which they are inserted, whether by the language used, by the suggested methodologies, or by the ways of working. In addition, it is also common that the innovation laboratories' mandate is not clear either to the institution or to its team.

As we mentioned at the beginning of this publication, contemporary public administration today faces problems that did not exist before, and we still do not have the most adequate instruments, systems, or institutions to deal with them. Units focused on experimenting have become popular as possible ways to create learning to respond to these problems.

Innovation laboratories are spaces within the public administration, with the mission of constantly rethinking the government. In this sense, the laboratories are always generating change by testing new ideas, questioning the way processes are organized, and doing it differently. By promoting these spaces,

laboratories generate precedent so that other ways of working in public management are possible. They disseminate attitudes, build, and stimulate the legitimacy of innovation so that other public servants can continue transforming the state.

By involving public servants in these processes, laboratories act not only to generate but also to manage change in the public sector. However, when aiming at the transformation of management and the way of working in public administration, the changes brought by a laboratory do not have a clear end – like the implementation of a digital system, for example. Even if the institutions start working entirely from a culture of innovation as we know it at the moment, innovation is a dynamic and contextual concept, which only exists in response to an established system. **Therefore, as they carry the role of challenging the state of affairs in government, laboratories must also constantly rethink their role and the change they are working for.** Thus, laboratories like (011).lab are intrinsically changing: they arise in contexts of change, they aim to generate and manage change, and, for this, they change constantly

# POSSIBLE FUTURES

**W**e are working to fulfill our vision of public innovation. The learnings indicate possibilities and challenges for the future, both in terms of our configuration as a laboratory and our limits of performance.

Our mission is twofold and complementary: on the one hand, to bring government and society closer together through collaborative processes of joint construction, and, on the other, to transform the management of the City of São Paulo from the engagement and active participation of public servants in the development of relevant solutions. The projects and preliminary results achieved reveal the broad engagement of servants in line with the same vision and encourage us to continue along the path, exploring new possibilities for the future. Moreover, in the face of adverse situations, such as the covid-19 pandemic at the time of the production of this book, the relevance of experimental work that allows us to adapt to the uncertainties is emphasized, in view of the realization that we cannot predict the future. By acting precisely in testing possibilities, the way laboratories and innovation units act brings data and learnings to transition situations, contributing to the construction of proposals that are not only adherent to reality but also point out promising paths.



Recognizing the open and uncertain character of what is to come, we would like to come to the end of this book with an invitation to imagine together the futures we hope for the city of São Paulo. **Imagining and visualizing new possibilities is an important exercise because they inspire new thoughts and increase the spectrum of actions in the present.** The exercise becomes even more empowering when we perform it together and from a diversity of perspectives, enriching the visions about desirable ways of being and interacting in the city. Having said that, the invitation is for you to contribute to the construction of future scenes by filling out the speech balloons, service plaques, and whatever else you want on the poster that comes with this publication. Try to give as much concreteness as possible, imagining what would be the types of services offered, the names of the departments in the City Hall, the words used in communication. Ten years from now, how do you imagine the conversations of servants in the halls of the City Hall would be, considering a transformed and transforming management? And at the counter of a public service office, if we can keep bringing government and society closer together? And what about the window of one of the buildings in downtown São Paulo, when observing the view?

# ACKNOWLEDGEMENTS

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Photo of (011).lab's team during the International Government Innovation Conference, in August 2019



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**MVD LAB** – Montevideo Citizen Innovation Laboratory

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**People in Government Lab** – Oxford University

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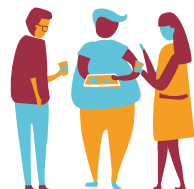
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Created in 2017 to meet the challenges of municipal management in delivering services that better meet the needs of the population, (011).lab – government innovation lab of the City of São Paulo already has more than 90 projects in partnership with different units of the City Hall and is considered a national and international reference in some guidelines and approaches, such as plain language and behavioral insights.

In this publication, concrete cases and laboratory results retrace its history, highlighting the approaches and principles that guide the team. The book also consolidates and shares valuable learning from (011).lab, as a double look at citizens and public servants to strengthen and ensure the public innovation agenda. In this project of knowledge management and dissemination, the laboratory demonstrates its paradigm of constant change and inspires other governments and institutions in similar undertakings.



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