

THE BRAZILIAN INNOVATION AWARD

IDENTIFYING GOVERNMENT PRACTICES THAT CONTRIBUTE TO THE IMPROVEMENT OF SERVICE DELIVERY¹

A CASE STUDY

Key Topics Discussed:

INVENTIVE SOLUTIONS

ENAP

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INTRODUCTION

To promote innovation in public administration is considered a strategy to generate improvements in the quality of services provided to citizens and for the strengthening of democratic principles to benefit society. Innovation promotion actions include awarding teams and organizations. In Brazil, the National School of Public Administration is sponsoring the Brazilian Innovation in Federal Public Management Award to recognize innovative practices of proven efficacy that have contributed to increase the capacity of the government and the quality of services delivered.

In the 15 years of existence of the Innovation Award, awarded practices have ranged from experiences focusing on improvements in internal public administration and service delivery to initiatives that regard citizens as legitimate participants in the public policy design, implementation and evaluation process. The focus of the Award has shifted along with these developments.

The award-winning practices comprise a “repository of solutions” that was conceived by ENAP to disseminate information about innovation in federal management (see inovacao.enap.gov.br - Banco de Soluções). It is a source of inquiry and inspiration for other teams and organizations seeking to promote change. The continuance of many of these initiatives over the years demonstrates their importance for public administration and for society.

This paper presents an overview of the 15 years of the Innovation Award, highlighting the following points:

1. the guiding principles of the Award;
2. the achievements of the Innovation Award and their relation with distinct moments;
3. examples of awarded innovations illustrating actions and instruments used in the delivery of public services in order to promote civic results.

THE BRAZILIAN INNOVATION AWARD

One of the activities aimed at advocating innovation in Brazilian public administration is the promotion of the Innovation in Federal Public Management Award, sponsored by the National School of Public Administration (ENAP), an organization linked to the Ministry of Planning, Budget and Management.

The goals of the Federal Public Administration Innovation Award are²:

- To promote the implementation of innovative initiatives in federal public agencies that effectively contribute towards the improvement of public services delivery.
- To disseminate innovative solutions that may inspire or serve as a model for other initiatives aimed at strengthening governmental capacity.
- To recognize civil servants who carry out their activities creatively and proactively, committed to attaining the best results in favor of public interest.

These goals highlight the need to implement and disseminate better public administration practices, reinforcing the role played by civil servants in the process. Acknowledging transformations introduced by civil servants reinforces the importance of experience, participative management, and engagement to promote innovation.

For the Award, innovative initiatives are “changes in previous practices, through the incorporation of new elements of public administration or a novel combination of existing mechanisms, that produce positive results for both civil service and society”.³ This concept holds that innovation may take place in general or specific contexts, and affirms the need to produce results for society.

The Innovation Award submission process is guided by thematic areas, which reflect priorities in the public agenda and in management policies. These areas also indicate which initiatives are eligible for consideration.

These areas are:

- (a) institutional arrangements for public policy coordination and implementation;
- (b) citizen service delivery;
- (c) public policy monitoring and evaluation;
- (d) information management;
- (e) human resources management and development;
- (f) work process improvement;
- (g) institutional planning, budgeting, management and performance.

Evaluation criteria for the submitted initiatives indicate what is expected in terms of innovation and quality. These criteria are currently the following:

- (a) introduction of innovation in relation to previous practices;
- (b) proven positive results in addressing the problem situation, meeting the public demands, or recognizing the rights of citizens;
- (c) participation of civil servants in the change(s);
- (d) integration with other internal and external initiatives, or the celebration of partnerships;
- (e) efficient use of resources;
- (f) promotion of transparency, participation or social control mechanisms.

In Brazil, innovation and quality in public administration gained more recognition in 1996, with the creation of the Program for Quality and Participation in Public Administration by the former Ministry of State Administration and Reform (MARE), and the creation of the so called Public Management Innovative Experiences Award, promoted by ENAP. Both expressed govern-

mental concern with the need for innovation to attain results, principally in the area of management.

In 1996, the public administration agenda was strongly associated with the state reforms proposed at the time. The aim of the Award was to support the divulging of the guidelines of the White Paper on the Reform of the State Apparatus, based on the principles of New Public Management. Innovation was defined accordingly. The first Innovative Experiences Award promoted by ENAP considered “innovative projects as those based on the following principles: the search for results, efficiency, administrative creativity, decision-making transparency, the development of partnerships, the decentralizing of policy actions, and a focus on citizens as ultimate beneficiaries of public services”.⁴

In 1999, with the 4th Award, innovation was given greater importance: “more concrete qualitative and quantitative results measured by performance indicators began to be required for participation. The aim was to ensure the implemented changes became long-lasting and irreversible”.⁵ The evaluation process was thus defined by “the search for best practices”, reducing the number of award recipients from 50 to 20. There was a correspondence between “innovation” and “best practices”, which was intensified in 2002 for the 7th Award with the definition that “innovations in public administration correspond to good management practices that have introduced substantive changes in the Federal Public Administration”.⁶

As of 2003, the issue of innovation in public administration began to have a greater relation with the need for governmental coordination and social participation and control:

Public administration no longer regards massive reform, with a wide-ranging focus, and begins being concerned with specific problems and characteristics of certain public policies and their specialized agendas, such as improvements in work processes or new institutional policy coordination arrangements.⁷

The Award’s notion of innovation accompanies this transformation in the management agenda. The number of awarded initiatives was reduced to 10 practices, as a result of the requirement for more result indicators after

2006.

From the 1990s to the present, administrative reform proposals have undergone many changes in Brazil, and reductionist perspectives were abandoned. More and more, public administration is emphasizing instruments that strengthen the roles of the State towards equalization and universalization of rights. However, certain management principles have been maintained: a focus on results, the quality of citizen service delivery, and social control and transparency.⁸

In 2007, after a review of the literature on innovation in public administration, the Award Organizing Committee, chaired by ENAP and responsible for carrying out the award, identified the following values and guidelines that should orientate the functioning of the State:

Partnerships; citizen participation; effectiveness in meeting the demands of society; accountability, ethics, transparency; public interest; service integration to promote better results; decentralization accompanied by capacity of intergovernmental, interorganizational and intersectorial coordination; responsible and efficient use of resources; investments in human capital; sharing of information for decision-making processes; exploitation of information technology; evaluation of results; innovation; recognition of civil servants.⁹

According to these values and guidelines, new evaluation criteria were established, considering the need to produce results for society at large. The issue of investment in human capital and the need to exploit the advantages of information technology were incorporated as thematic areas.¹⁰

A new definition of innovation was formulated: innovative initiatives are changes in previous practices, through the incorporation of new elements of public administration or a new combination of existing mechanisms, producing positive results for the civil service and for society.¹¹

This definition is the one that is best adapted to the characteristics of Brazilian organizations, in which changes take place in an incremental manner, it being common for old practices not to be fully extinguished with the introduction of a new practice, or

in which new practices are implemented through parallel structures. These factors [...] led us to choose this new definition, which is less restrictive and recognizes the value of small changes in promoting an institutional environment for innovation in federal public administration in the long run.¹²

The reformulation of the Innovation Award reinforced a new perspective regarding what an innovative public administration should be, concerned with producing wider-ranging social results, and aligned with political guidelines.¹³ It is important to point out that, in all the years of the Award, innovation was never a synonym of unprecedented changes.¹⁴ It has always meant changes in previous practices, reflecting certain management principles.

THE INNOVATION AWARD AND ITS VARIOUS PHASES

In its 15 years of existence, the Innovation Award has received more than 1400 entries.¹⁵ These include a wide range of broad or specific initiatives, from various agencies, areas of public administration, comprising a large mosaic of initiatives aimed at quality and innovation.

The history of the Innovation Award may be divided into four distinct phases: from 1996 to 1998, from 1999 to 2002, from 2003 to 2006, and from 2007 to the present. Each phase had a different focus with regard to public administration:

The first period, from 1996 to 1998, emphasized administration practices specifically related to the new public management model and to the reform of the State taking place in Brazil.

In the second period, from 1999 to 2002, albeit maintaining the overall principles of entrepreneurial management, the focus shifted to planning and budget, strategic management, and management by programs, stimulated by the 2000-2003 Multi-year Development Plan.

In the third period, between 2003 and 2006, the administrative reform, which lost momentum with the extinction of the Ministry of State Administration

and Reform (MARE) in the previous administration, shifted away from the agenda, with innovation focusing on improving social policies based on social inclusion.¹⁶

In the third phase, an effort was made to reorientate the Award according to new management guidelines that focused on social inclusion. In every award from 2003 to 2006, some minor changes were done in the evaluation criteria and in the thematic areas. These changes make the third phase a transitional time.¹⁷

The fourth phase, from 2007 to the present basically reflects the ample review that took place and was implemented in the 12th Innovation Award. There is a further concern with management improvement focusing on social inclusion. The notion of what is innovation in benefit of society was enhanced and the evaluation criteria were defined after modern values of public management. This period has two characteristics: emphasis on a better understanding of the needs of citizens, and the promotion of new institutional arrangements and mechanisms of participation, narrowing the relationship between the State and society. Both are associated with attaining better results for public policies, with the need to promote civic results.

The contribution of the Innovation Award towards the identification and dissemination of innovative practices in public administration is connected to the choice of award winners in each edition.

Since 1996, 301 innovative initiatives have been awarded.¹⁸

The citizen service delivery area is the one with the most awards: 60 initiatives, or 20 percent of all awards (Chart 1). These include the simplification and streamlining of service delivery procedures, improvements in access and quality of services, the establishment and management of service delivery standards and the creation of ombudsmanships.¹⁹

Institutional planning, management and performance is the second most-awarded area. This trend took place mainly in the first two phases, between 1996 and 2002, when the number of awards was greater. Between 1999 and 2002, planning and management were emphasized; it is during these years that the most awards in this area were given (proportionately).

The area of work process improvements is the one that has had the most entries in all 14 years of the Innovation Award; but it is only third in terms of the overall number of awards. Better performance was obtained in the first and third phases.

The area of institutional arrangements for public policies coordination and implementation was created only in 2004, but with a revision of the Innovation Award database, all initiatives prior to this year that belonged to the partnership category were included here.²⁰ The number of entries in this area grew considerably in the fourth period: from 6 percent of entries in the first period to 21 percent in the fourth. Since 2007, it is the area that has received the most awards. This area includes:

Forms and processes of articulating partnerships and cooperation, involving public or private entities (between sectors or organizations belonging to the

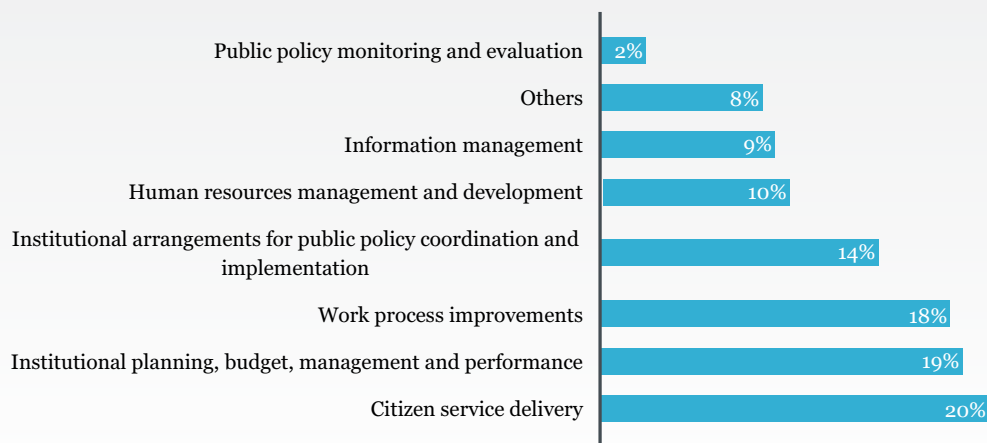


CHART 1: Distribution of awards by thematic area (1996-2009)

same ministry, between levels of government, with NGOs, between different government agencies, etc.), promoted by the agency responsible for the coordination of a public policy. Promotion of networks of public policies. Citizen consultation and participatory processes regarding public services.²¹

The above characterization makes this area one of the most aligned with the new values and principles of the Innovation Award. It encompasses practices that involve institutional arrangements aimed at better meeting the needs of society and improving public policies, albeit service delivery actions are not addressed directly. Examples of awards granted in the fourth phase (after 2007) include: the Our Flooded Forest initiative (*Nossa Várzea*), for the issuance of land titles in riverside areas; the Path to School Program (*Caminho da Escola*), extending a line of credit to states and municipalities for the purchase of school transportation vehicles; the Rural Female Workers' Documentation Program; and the National Pact to Address Violence against Women (see the Innovation Award's repository of solutions at <http://inovacao.enap.gov.br/>). These initiatives involve cooperation between the federal government, states and municipalities in policies regarding the three levels of government, each with its share of responsibility.

The information management area is a wide-ranging one, as demonstrated by its evolution over the years. The first Innovation Award phase (1996-1998) coincided with the introduction of information management systems in the federal government. The awarded initiatives at that time, without exception, addressed the implementation

of management information systems. Other awarded experiences were in the area of citizen service delivery involving automation, such as services provided by the Secretariat of the Federal Revenue of Brazil, our internal revenue service (ENAP, 2001). In the fourth phase, since 2007, awards involved the use of automation tools to provide information to society and for knowledge management systems, giving more transparency to public administration and allowing social control, demonstrating the advance of accountability mechanisms.

The area of monitoring and evaluation of public policies, in spite of representing only 2 percent of all award recipients, has grown since its creation in 2004. In relative terms, it is the area with the most awards: of 16 entries, seven were granted awards. This indicates the importance of this area of public administration.

The data about the Innovation Award recipients reaffirms the alignment between governmental guidelines and the efforts of civil service teams towards bringing about change. The phases highlighted their various areas of emphasis - new public management between 1996 and 1998, entrepreneurial management with emphasis on planning and budgeting between 1999 and 2002, social policy improvements between 2003 and 2006, and greater emphasis on meeting the needs of citizens and promoting new institutional arrangements since 2007 - reflecting the changes in public administration and the increasing importance given to the needs and demands of citizens. The awards granted highlight the priorities for change.

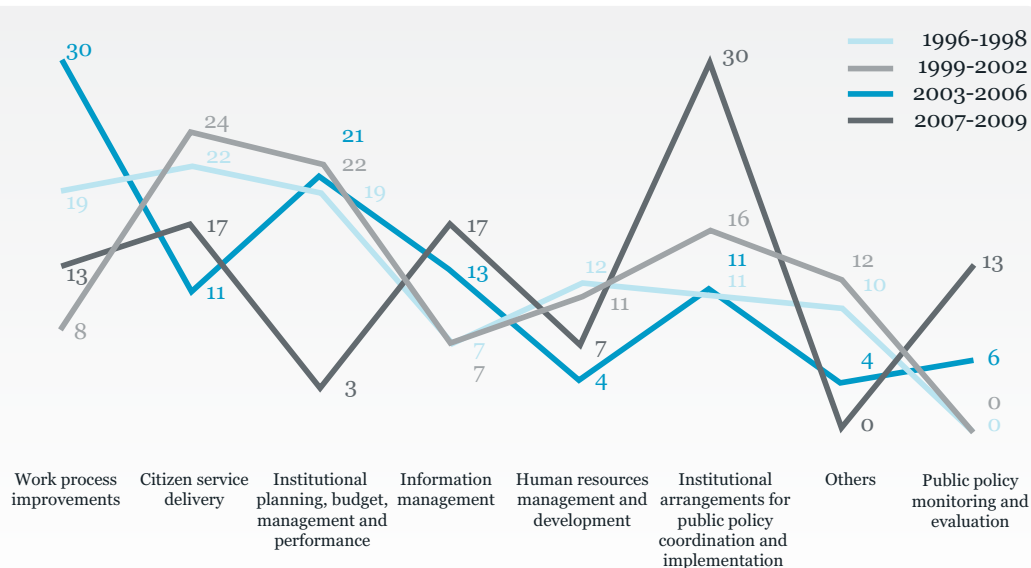


CHART 2: Percentage of awards in each area in different phases

During the administrative reform based on new public management directives, more awards were granted to citizen service delivery initiatives, improvements in work processes, and institutional planning, administration and performance. In the second phase, when the Brazilian Multi-year Plan (PPA) was the main guideline for entrepreneurial management, the institutional planning, administration and performance area was the second most awarded. In the third phase, improvements in work processes took the lead. In the fourth phase, after the limit of ten awards given each year, the area of institutional arrangements, that entails the establishment of partnerships, governance mechanisms and the promotion of citizen participation, became more prominent. Since 2007, this area received nine awards (Chart 2).

The concern of agencies with improvements in work processes highlights the importance of quality in public administration. The number of entries and awards granted focusing on service delivery demonstrates how public administration has become more sensitive to the needs of citizens, mainly regarding ministries and their secretariats, regional offices and departments. This is an important milestone, for it is the ministries that design, implement and evaluate public policies.

The following section presents some examples of awarded innovative initiatives that illustrate the search for more efficiency, without withdrawing the need for transformation in support of citizenship. It brings examples of experiences in the areas of citizen service delivery, the most awarded in the Award's history; and institutional arrangements, the most highlighted in recent years. Both are directly related to improving relations between State and society, especially the need to better understand the characteristics and needs of the population.

SELECTED EXAMPLES OF AWARDED INITIATIVES

Citizens have always been a concern for the Innovation in the Federal Public Administration Award. In the first five years, between 1996 and 2000, the main focus was “provision of services to citizen- users”, reflecting the influence of the principles and terminology of new public management.²² During this period, the main innovations in the area of citizen serviced delivery involved auto-

mated and itinerant services, especially by the National Social Security Institute (INSS) and the Secretariat of the Federal Revenue of Brazil.²³ Currently, innovative practices consider citizens as actors in the public policy process who need to be heard regarding their specificities, which reflects the new values of public administration announced by the Innovation Award.

Three awarded initiatives were selected to illustrate innovative practices in citizen service delivery: The Social Security Boat (*Prevbarcos*), The National Rural Female Workers' Documentation Program, and the Path to School Program (*Caminho da Escola*). These initiatives all have in common improved service delivery to populations dispersed over large geographic areas, who are usually neglected by public policies due to logistic and budget constraints.²⁴

PREVBARCOS

In a country of continental dimensions and areas of difficult access, itinerant service delivery is a good way of bringing the State closer to citizens. One of the most peculiar situations happens in the vast Amazon region, where sites are normally accessed by boat. In this region, an itinerant service delivery experience was awarded in 1998: the INSS Floating Agency of the state of Pará.²⁵

As in other itinerant service delivery actions in which public services go after the citizens, the INSS floating agency aimed to assist riverside communities. The project was initiated in 1997. Given its success, it was expanded and, currently, the INSS has four of these vessels participating in what is now called the Prevbarcos program.

The floating agencies of the state of Pará began with a single vessel. In 1997, 24 trips were made, with 8,000 visits in 36 municipalities in the Marajó archipelago. In 1999, another vessel was launched in Pará, to cover the Santarém region. In 2004, these two vessels were replaced for more modern ferryboat-type vessels leased by the INSS, with autonomy of approximately 600 travel-hours each.²⁶

Two additional *Prevbarcos* vessels assist rural, riverside, extractivist, indigenous and *quilombola* communities in the states of Amazonas, Pará and Rondônia. All vessels

are equipped with satellite internet connections, and are integrated with the social security information systems, which allow benefits to be granted locally. On average, each vessel has a team of six administrative personnel, one medical examiner, and social assistants who attend between 1500 and 2000 cases over a period that may reach 50 days. In the Amazon region, itinerant agencies provide social security services to the communities, since “in most cases, the nearest social security agency is very distant [...]. The inhabitants of the municipality of Juruti in the state of Pará, for example, are 848 kilometers away from the nearest agency, an 18-hour trip up the Amazon river”.²⁷

The benefits of the itinerant service delivery are not restricted to the communities. The organization also benefits from a better institutional image.

In addition to the vessels, there is the mobile land unit, the *Prevmóvel*, an initiative also recognized by the Innovation Award. Created in 1999 by the INSS in the city of Pelotas, in the Southern region of Brazil, the experience was expanded to the rest of the country. Currently, 68 vehicles travel the highways of 25 states, visiting municipalities where there are no social security agencies.²⁸

The implementation of the *Prevbarcos* and *Prevmóvel* programs have helped minimize the problem of setting up new agencies in municipalities with small and dispersed communities. In addition to physical installations, new agencies require human resources, which are difficult to permanently allocate to remote areas.

THE NATIONAL RURAL FEMALE WORKERS' DOCUMENTATION PROGRAM

To integrate actions of various agencies and levels of government is always a challenge. The National Rural Female Workers' Documentation Program (PNDTR), through a partnership between the Ministry of Agrarian Development and the National Institute of Colonization and Agrarian Reform (Incra), is a combination of itinerant and shared service delivery through integration. In spite of being experienced in the thematic area of institutional arrangements for public policies coordination and implementation, its aim is to provide individual

documentation to citizens residing in the country's rural areas. In addition, the program's coverage is wider than that of the itinerant agencies of the 1990s, by involving articulation, coordination and distribution of competencies among various governmental and non-governmental agencies.

The PNDTR was established in 2004 to meet the demands of social movements, because the “limited access of women to public rural development policies due to the lack of civil documentation”.²⁹ These are residents of underprivileged communities who frequently do not have information regarding document issuance procedures, nor have the money to cover the fees.

The issuance of documents involves various institutions, some of which are not present in all of the municipalities of Brazil:

The issuance of birth certificates is done at notary offices; Individual IRS Registry numbers (CPF) are issued at bank agencies, post offices, or public agencies duly licensed by the Brazilian internal revenue service; the Workers' Record Book (CTPS) is issued at Regional Labor Offices, as well as at Worker Assistance Agencies, through agreements between municipalities and other entities and the Ministry of Labor and Employment; Civil Identity Cards (or RG) are issued at the State Identification Institutes. In addition to the dispersion, there are the various procedures in order to obtain personal documentation, since each entity has its own specific document issuance requirements.³⁰

Organized civil society was very important in exposing the problem faced by rural populations, especially women, which led to the creation of the federal government program. The so-called National Rural Female Workers movement began operating in 1997, together with the rural workers' union, NGOs, churches, and the three levels of government (federal, state and municipal) to carry out collective document issuance initiatives. It was requested that this activity would be incorporated on a permanent basis as a public policy. With the creation of the PNDTR in 2004, itinerant collective efforts (*mutirões*) were periodically carried out, organized by a national coordinating entity with teams of various agencies, supported by federal civil servants working at regional Incra offices and at state agencies of the Min-

istry of Agrarian Development. The collective efforts assist family farmers, agrarian reform settlers, women affected by dams, the *quilombolas*, subsistence fishing women, extractivists, and indigenous women.³¹

Documentation is a basic condition for access to many government programs, especially the Pronaf (rural credit program for family farmers), the *Bolsa-Família*, rural pensions and maternity grants. The issuance of documents allows access to individuals who were previously excluded from various benefits to which they are entitled, and for this, it can be considered a strengthening of citizenship.

The program currently has mobile units - the Citizens Express bus - that are capable of issuing documents on the spot. The buses are equipped with tables, chairs, desktop computers connected to the internet, printers, laminators, TV sets and DVD players, and photography equipment. The acquisition of the buses allowed more collective efforts to take place, increasing the amount of documents issued. The initiative has been extended to family members of the rural workers and other interested parties, but the focus remains on women.³²

By July, 2009, the PNDTR has carried out more than 2,000 collective document issuance efforts in more than one-third of Brazilian municipalities (2,368), with the issuance of 1,200,000 documents, entitling to more than 550 thousand rural women the basic conditions needed to have access to federal public policies.³³

The Ministry of Agrarian Development continues working to expand the PNDTR. A partnership with the INSS allows benefit requests to be forwarded and the scheduling of medical examinations during Citizens' Express events. For the state of Amazonas, the purchase of a vessel to function as a Citizens' Express is being planned.

THE CAMINHO DA ESCOLA (PATH TO SCHOOL) PROGRAM

Traveling long distances in rural areas to attend school is part of the lives of many Brazilian children. To help them commute, the government needs to invest in school transportation. Our constitutional framework established a federation, in which each entity (federal, state

and municipal governments) has its respective responsibilities. In certain areas, such as education, responsibilities are divided and shared. The funding of public education and the establishing of educational guidelines for the entire country is the responsibility of the federal government. The regular provision of basic education, from pre-school to high school, is the responsibility of states and municipalities.

The federal government carries out its role as funder, transferring resources to the other levels, according to current legislation. This prerogative is used, in certain cases, to cover the unfulfilled educational policy needs by states or municipalities. Rural school transportation is one of them. There are more than 8.4 million students who are frequently transported in precarious conditions, in old and poorly maintained vehicles, or in vessels that are neither safe nor comfortable.

Through the *Caminho da Escola* program, created in 2007, the federal government provides supplementary financial support for school transportation, ensuring that children living in rural areas may attend school. To improve the vehicles, the National Educational Development Fund (FNDE), an entity linked to the Ministry of Education, standardized the specifications for buses and vessels for rural school transportation, considering the more severe conditions normally faced: unpaved roads, cattle guards, dust, mud, droughts and floods in large rivers where, frequently, there are no landing docks.

In order to improve the transportation conditions, the FNDE adopted a large-scale procurement model. An on-line auction for the purchase of buses and vessels is conducted by the FNDE. States and municipalities interested in acquiring vehicles may participate in said auctions and, when funding is required, may request funds from the Brazilian Development Bank (BNDES). The special line of credit of the BNDES, associated with the program, offers low interest rates and a repayment period of up to 72 months.³⁴

The manufactured vehicles are submitted to inspections by the National Institute of Metrology, Standardization and Industrial Quality, that verifies compliance with the standards established by the Ministry of Education and its partners. The compliant vehicles are given a seal of guarantee and the manufacturer is authorized to deliver the product and to receive, directly from the BNDES, the

corresponding value. Funds are not transferred to states or municipalities. To further promote the program, the Brazilian Congress has exempted these vehicles from certain state and federal³⁵ taxes.

Up until June 2010, the program has allowed the purchase of 9,756 buses and vans, by 3,274 municipal governments, seven state governments and five federal institutions. The total amount involved reached R\$1,644,477,700.00.

The Caminho da Escola program has permitted the standardizing of rural school transportation throughout the country, the renewal of vehicles compliant with rigid technical specifications, an issue widely discussed with society, and access of underprivileged children to schooling.

CONCLUDING REMARKS

The promotion of innovation in the public sector involves political and administrative issues pertaining to government agencies, concerns about the impact of public policies and the improvement of the relations between State and society.

Innovation and quality awards promote change in public administration and allow the dissemination of practices. In Brazil, the Innovation Award aims to promote innovation among federal agencies departments and teams, highlighting the transformational potential of small changes. There are other national awards that focus specific areas, such as school management, health management, as well as other areas of government. All are important to highlight the characteristics of good administration: the delivering of services citizens are entitled to, through the effective and efficient use of public resources; the dissemination of results of public policies; and stimulus to social control.

The 15-year history of the Innovation Award is an example of how governmental guidelines in the area of management may be effectively disseminated among the civil service. The results of the Award have demonstrated how these guidelines are being processed and incorporated in innovative practices.

The discussion of the Award over four distinct phases

showed how different cycles of administrative changes were considered by the awarded initiatives. The principles of new public management that oriented the Reform of the State in 1996 were gradually adapted. Reductionist perspectives of the reform were abandoned and substituted by instruments strengthening equity in the actions of the State. New principles were incorporated, with those related to promoting results for society becoming more prominent. However, certain principles remained over the years: the focus on citizens, the strengthening of participation, social control and transparency mechanisms, the need for more efficient resource management, and attention to quality in citizen service delivery. Currently, innovation is more related to establishing actions capable of narrowing the relations between State and society and the improvement of service delivery.

The increase in innovative initiatives in recent years, in the area of institutional arrangements for the coordination and implementation of public policies, highlights the growing commitment to narrowing the relationship with society and with an integrated approach to management, dedicated to the summing of efforts and the establishment of partnerships both in a horizontal sense (between federal agencies) as well as vertical (between the federal, state and municipal governments). The increase in the number of entries and award winners is evidence of this change, which benefits citizens. The constancy of the number of initiatives entered in the area of improved work processes indicates the pressing need to introduce qualitative changes in administrative routines.

The area with the most awards in the history of the contest, citizen service delivery, indicates the opening up of bureaucracy to social demands, principally in comparison with the 1990s.

The cited examples - The Prevbarcos, the National Rural Female Workers' Documentation Program, and the Caminho da Escola,

[...] are, at least partially, aimed at guaranteeing access to public services to those who have been excluded for being distant from delivery centers. Paradoxically, these experiences have adopted a strategy of differentiation [...] with an aim to ensure equal delivery of services. Differentiation involved

recognizing that not all citizens are equally capable of obtaining a public service and, for this reason, the service must be provided in different ways.³⁶

National Rural Female Workers' Documentation and Prevbarcos programs are initiatives that concern both greater governmental efficiency and proximity to citizens. These are efforts aimed at expanding public policies that offer new opportunities for public administration. The Caminho da Escola program has allowed Brazilian municipalities, many times with serious budget constraints, to renew their rural school transportation vehicles, without having to undergo bureaucratic, fragmented and uncoordinated bidding processes. These three initiatives demonstrate how governments may overcome the bureaucratic mentality by viewing society from a different perspective, by better understanding the characteristics and needs of the population. They indicate the potential capacity to transform administration in benefit of society.

Social achievements, new rights and citizens' expectations shall continue to be challenges to be faced in the development of public policies, making innovation a need to allow continuous cycles of change and adaptation to take place. As the State becomes more permeable to the demands of society and promotes innovation, it will be capable of meeting these expectations. The innovative initiatives identified and disseminated by the various editions of the Award point out that public administration is much more than a set of rigid organizations. The results obtained by these practices range from the better use of public money to more appropriate delivery of public services, contributing to increased confidence in the government and the promotion of civic results.

ENDNOTES

1. This article is an adaptation and expansion of the paper written by Clarice G. Oliveira and Elisabete Ferrarezi for the XV International Congress on State and Public Administration Reform, sponsored by the Latin-American Administration Centre for Development (CLAD), Santo Domingo, Dominican Republic, November 9th to 12th, 2010.
2. ENAP, 2010.
3. Idem.
4. ENAP, 1997.
5. Petrucci, 2002:3.
6. ENAP, 2002.
7. Ferrarezi and Amorim, 2007:22.
8. Ferrarezi, Amorim and Tomacheski, 2010.
9. ENAP, 2007.
10. Idem.
11. ENAP, 2010.
12. Ferrarezi and Amorim, 2007:17.
13. Since the review that took place in 2007 for the 12th Innovation Award, the structure of the eligibility principles and criteria has remained unchanged, with minor changes that have not affected the overall orientation.
14. ENAP, 2001 and 2002; Ferrarezi and Amorim, 2007.
15. The 15th Innovation Award shall take place between July and December, 2010. Thus, the data presented here regards the previous 14 editions, already concluded.
16. Ferrarezi and Amorim, 2007:21.
17. The sliming down of entries between the second and third phases is a sign of the transitional and intermittent process experienced by the Award Organization Committee.
18. The 15th edition shall award an additional 10 initiatives.
19. ENAP, 2009b.
20. Ferrarezi and Amorim, 2007.
21. ENAP, 2009b.

22. ENAP, 2001.
23. ENAP, 2001.
24. It must be pointed out that these choices aimed to avoid repeat studies on other more known experiences from the INSS, or the Ministries of Education and Health.
25. INSS, by the nature of its activities, is an organization aimed at citizen service delivery. At the 2nd IBSA Seminar, held in 2009, ENAP presented a case study on the “Service by Appointment Program”, that eliminated queues at social security agencies, awarded at the 13th Innovation Award - see Baroni, Margaret and Paula Montagner. *Previdência Social Brasileira - nova concepção e gestão integrada de recursos resultaram no atendimento digno à população*, IBSA Seminar 2009, 2009 (www.enap.gov.br).
26. MPS, 2004.
27. MPS, 2010.
28. MPS, 2010.
29. ENAP, 2009.
30. ENAP, 2009: 68.
31. ENAP, 2009.
32. ENAP, 2009.
33. MDA, 2010.
34. ENAP, 2009.
35. ENAP, 2009.
36. ENAP, 2001:145.

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FROM NS6 TO NS WORLD

THE NEW SYNTHESIS PROJECT

The New Synthesis Project is an international partnership of institutions and individuals who are dedicated to advancing the study and practice of public administration. While they hail from different countries, different political systems and different historical, economic and cultural contexts, all share the view that public administration as a practice and discipline is not yet aligned with the challenges of serving in the 21st century.

THE NEW SYNTHESIS 6 NETWORK

In 2009, Madame Jocelyne Bourgon invited six countries to join the New Synthesis Network (NS6), composed of officials, scholars and experts from Australia, Brazil, Canada, the Netherlands, Singapore and the United Kingdom. Committed to supporting practitioners whose work is becoming increasingly difficult, this network has engaged close to 200 people from more than 24 organizations. Their efforts have resulted in five international roundtables, five post-roundtable reports, and 17 case studies. Collectively, this work has generated significant insights into preparing governments to serve in the 21st century.

The Network's findings have been captured in the publication of a new book entitled *A New Synthesis of Public Administration: Serving in the 21st Century*, and is available in print and electronic formats from McGill-Queen's University Press. Its signature contribution is the presentation of an enabling governance framework that brings together the role of government, society and people to address some of the most complex and intractable problems of our time.

TOWARDS NS WORLD

So where to from here? Reconfiguring and building the capacities of government for the future cannot be accomplished through the publication of a single book. It is a continuous journey which requires the ongoing sharing and synthesis of ideas, as well as the feedback, learning and course adjustments that can only be derived by testing ideas in action.

And so the journey continues and the conversation expands. Our goal is to build upon the rich partnership of the original six participating countries by opening up this exchange with others—wherever they may be located. We seek to create an international community that connects all leaders—from government, the private sector and civil society—committed to helping prepare governments for the challenges ahead.

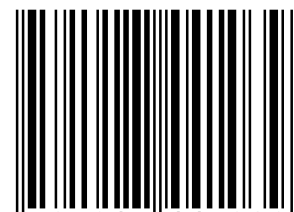
Next stages of this work will include virtual exchanges supported by web 2.0 technologies, as well as possible thematic and regionally-based networks and events. But no matter the vehicles, success can only be achieved through the active participation and collaboration of those passionate about making a difference.

We encourage you to stay tuned to nsworld.org for more information about how to get engaged.

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