

LEAVING NO ONE BEHIND:

Lessons of success from
the implementation of
digital TV signal in Brazil

CASE STUDY ABOUT SEJA DIGITAL

This case study is
authored by Delivery
Associates.



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Delivery Associates is a global public sector advisory firm that supports governments around the world in delivering tangible results for their citizens. Delivery Associates works with public leaders to implement large-scale transformation, establish management models and build capabilities for delivering results. To learn more, visit www.deliveryassociates.com or email info@deliveryassociates.com



Created by Anatel's determination, EAD (TV and RTV Channel Digitalisation Management Organization) is a non-governmental management organization with the specific purpose of operationalizing the transition to Digital TV broadcasting in Brazil, which allowed the release of 700MHz spectrum for activation of 4th generation (4G) data transmission technology nationwide. For communication of analog signal shutdown, the EAD used the brand Seja Digital. To learn more about this journey visit www.sejadigital.com.br

LETTER FROM THE PRESIDENT

Seja Digital was established with a mission to implement two relevant public policies for our society. We started the journey from scratch and built our operations facing critical challenges: achieving high social impact, since 98% of Brazilian homes are equipped with a TV, and meeting a schedule which required accelerated scale-up, as the work should be completed by 2018. We dove head-first into a joint effort, and managed to complete the project on time and within budget, while providing all citizens a dignified service. With a view towards our legacy, we have invited Delivery Associates – a consulting company that helps governments implement public policies – to analyze the management model and culture we have built, from the lenses of its vision and implementation method. I hope this brings everyone insightful reflexions.

Antonio Martelletto,
PRESIDENT, Seja Digital



HOW IT ALL STARTED

After extensive work carried out by Brazilian universities and the broadcasting industry, Presidential Law number 5,820 was issued, implementing the Brazilian Digital Television System (SBTVD in Portuguese) and defining guidelines for switching off analog signal. The first official digital TV broadcast took place in December 2007 in the city of São Paulo, giving rise to the simulcast phase – in which programming was broadcasted simultaneously in analog and digital. In order to speed up the adoption of digital TV in Brazil and increase availability of the radio frequency spectrum to meet the goals of the National Broadband Program (PNBL in Portuguese), Anatel (National Telecommunications Agency) opened a bid for the 700 MHz spectrum in September 2014, thus launching the final transition phase towards digital TV.

SEJA DIGITAL'S SET-UP

The call for bids stated that Seja Digital was to be created to act as the operational branch of the transition process. In 2015, Seja Digital was set up as an independent private entity which brought together the telecommunications companies that won the bid: Claro, TIM, Vivo and Algar. The tender also defined a governance model through a multistakeholder group, GIREG, charged with steering and overseeing the transition towards digital TV signal.

Open TV plays a significant role in Brazil and is present in 98% of households. Therefore, there was concern about the population's ability to pay for devices and converters so as to guarantee their right to information access. One key challenge was how to bring information to scale so that at least 93% of households would be ready to receive digital TV signal by designated deadlines for the switch.

WHAT WERE SEJA DIGITAL'S RESPONSIBILITIES?

- Provide educational support to citizens, so the population could convert their TVs from analog to digital signal;
- Manage communication and social mobilization campaigns and distribute digital TV kits to low-income families;
- Perform the engineering actions required to ensure the coexistence of TV and 4G services;
- Liaise with the industry to help make products available in the market;
- Comply with the transition schedule established by Ministry of Communications (MCTIC), and measure adoption of digital reception by the population.

ANALOG SIGNAL SHUTDOWNS TIMELINE



2016

First analog signal shutdowns take place in Rio Verde (GO) and Federal District, reaching 4 million people.



2017

Analog System shutdowns in the biggest metropolitan areas, reaching 68 million people.



2018

Analog system shutdown turns to the South, Midwest and Northern regions of the country, as well as the countryside in several states, reaching 56 million people.

128 million

people benefited from Digital TV.

44 million

households reached

Analog system shut down in over

1,379 municipalities

12.4 million

conversion kits distributed

PROJECT GOVERNANCE

DECISION-MAKING

- **GIRED** (Multistakeholder stewardship group)
 - ● National Telecommunications Agency (ANATEL)
 - ● Ministry of Science, Technology, Innovation and Communication
 - ● Broadcasting representatives
 - ● Telecommunication companies

IMPLEMENTATION

- **SEJA DIGITAL**
 - **STRATEGIC PARTNERS**
 - ● City governments
 - ● Community leaders
 - ● Local traders
 - ● Local Non-governmental Organization - NGOs

THE DELIVERY FRAMEWORK

ASSESSING SEJA DIGITAL'S IMPLEMENTATION

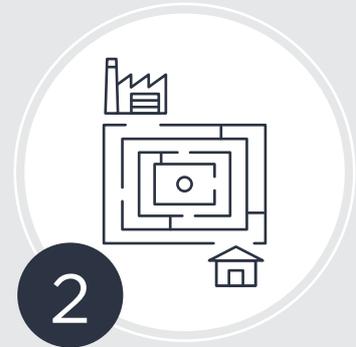
Deliverology® is a methodology created by Delivery Associates to help governments deliver meaningful results to citizens. It is based on the routine of setting targets and using data, technology, planning, monitoring and problem-solving to achieve results with focus, urgency, ambition, honesty and humility. The Delivery framework consists of five components and fifteen elements:



1

DEVELOP A FOUNDATION FOR DELIVERY

- A Define your aspiration
- B Review the current state of delivery
- C Build the Delivery Unit
- D Establish a guiding coalition



2

UNDERSTAND THE DELIVERY CHALLENGE

- A Evaluate past and present performance
- B Understand drivers of performance and relevant activities

THE FIVE SUCCESS LESSONS OF SEJA DIGITAL

1

PURPOSE

- Clear mission, well-communicated across stakeholders.
- Early effort to understand challenges and risks.
- Organizational structure conducive to delivery.
- Support from a high-level guiding coalition from the outset.
- Commitment from all involved to serving the population.

2

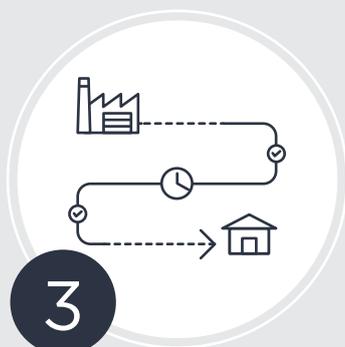
MAPPING

- Knowledge about signal conversion processes in other countries to understand success drivers.
- Intensive use of data before implementation to understand population profiles.

3

PLANNING

- Clear deadlines and targets established from early implementation phase.
- Flexible planning, predictable and secured budget.
- Focus on mobilizing all relevant stakeholders in the field to ensure access to the population.



PLAN FOR DELIVERY

- A** Determine your reform strategy
- B** Draw the delivery chain
- C** Set targets and establish trajectories



DRIVE DELIVERY

- A** Establish routines to drive and monitor performance
- B** Solve problems early and rigorously
- C** Sustain and continually build momentum



CREATE AN IRREVERSIBLE DELIVERY CULTURE

- A** Build system capacity all the time
- B** Communicate the delivery message
- C** Unleash the “alchemy of relationships”

Source: Michael Barber (2015). “How to Run a Government: So that Citizens Benefit and Taxpayers Don’t Go Crazy”

4

LEARNING

- Follow-up routines at all system levels.
- Intensive real-time data use for monitoring and problem solving.
- Focus on fast results and agile corrections following small-scale experiments to validate solutions.

5

CREDIBILITY

- Effective, assertive and regular communications at all system levels.
- Commitment to ensuring all promises were delivered at each implementation stage.
- Leveraging good results to strengthen strategic relationships.

METHODOLOGICAL NOTE

This case study analyzed Seja Digital’s implementation journey in light of components and elements of Delivery Associates’ Delivery framework.

The following sources were analyzed:

- **Interviews with employees from the corporate and mobilization sectors of Seja Digital**
- **Interviews with GIRED Presidents**
- **Mobilization videos documenting Seja Digital’s activities**
- **Seja Digital’s documentation**
- **Legislation on digital signal conversion**

1.

PURPOSE



This lessons is related to:



Develop a foundation for delivery

- A** Define your aspiration
- B** Review the current state of delivery
- C** Build the Delivery Unit
- D** Establish a guiding coalition

TESTIMONIAL

SEEING BEYOND THE TASK

“ The campaign’s main drive to provide a benefit that people didn’t even know existed is very inspiring. I find it very touching. We experienced full engagement and spontaneous motivation by helping the community. Dealing with lots of people creates a powerful chain from corporate office to the teams, volunteers and community leaders. Facing the Brazilian reality has awakened a sense of affection in people. This was an addictive job! We were there to give people something they didn’t believe they had. We said: ‘Come on, you’re entitled to that right!’ ”

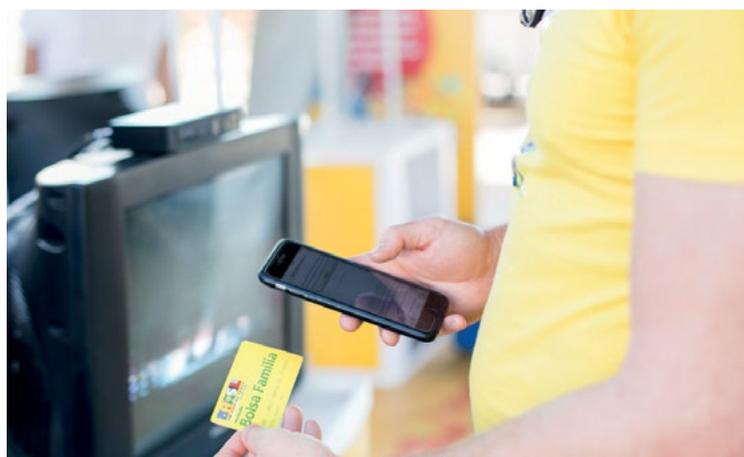
Patricia Mazoni, Mobilization Manager

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The implementation experience in Rio Verde (GO), the first of the 1,379 municipalities covered by the project, showed Seja Digital’s leadership that its “reason for being” was greater than converting the TV signal and releasing the 700MHz band for Internet bandwidth expansion. It was to ensure that low-income families would be able to preserve their right to communication and information by mobilizing and being in close touch with local communities. **That’s how the purpose of Seja Digital was defined **A**: to leave no one behind.**

“ Leaving no one behind ”

Purpose of Seja Digital



IMPLEMENTATION LESSONS

B REVIEWING THE CURRENT STATE OF DELIVERY

- Seja Digital's task was unprecedented in Brazil. That's why Seja Digital made a wide effort to scan the regulatory pillars of its operations, mission-critical requirements and potential risks. These analyses were carried out with the help of external experts, which allowed Seja Digital to define a suitable organizational structure and operational model to fulfil its mission.

C BUILDING THE DELIVERY UNIT

- After a detailed review of conditions of success, Seja Digital designed an organizational structure to enable delivery of results. The experiences in the first municipalities showed that Seja Digital's organization should be decentralized, with local teams in each region and the central office quarterbacking teams in the field, working regularly to solve their problems. To ensure consistency, Seja Digital created an integrity and population service pact which trickled down to everyone involved in the process.

D ESTABLISHING A GUIDING COALITION

- From the outset, Seja Digital nurtured a coalition with leaders involved in the project. The roles played by Anatel, the Ministry of Science, Technology, Innovations and Communications and broadcasters ensured regulatory agility and political buoyance. At a regional level, partnerships with municipal governments and the identification of relevant community leaders in each municipality helped strengthen a coalition force that was essential for the project's success.

HOW TO APPLY IT TO OTHER PUBLIC POLICIES, ACCORDING TO THE DELIVERY FRAMEWORK

1 Define a clear purpose translated into ambitious, measurable results for citizens

2 Define structure and implementation approach based on an assessment of the system's capacity to deliver

3 Build an organizational structure and staff model that enable delivery of results

4 Identify formal and informal leadership and bring them along to establish a coalition

2.

MAPPING



This lessons is related to:



Understand the delivery challenge

- A** Evaluate past and present performance
- B** Understand drivers of performance and relevant activities

TESTIMONIAL

DATA FROM THE OUTSET

“Our processes began when we received the initial survey report. Those documents provided data about the population C2, D and E (low-income classes) - which were our focus - as well as information about poverty, local digitalization levels and priority areas. That data helped us understand the size of the challenge in each region. In Recife, from initial survey data and academic studies, we came to the conclusion that one of the main entry points to reach the C2, D and E population were the religious communities. Neighborhood churches were located in the middle of the most vulnerable communities. Those churches helped us spread information about the analog signal shutdown. In terms of productivity, this gave us a huge edge.”

Neilza Buarque, Mobilization Manager

LEARN MORE

Seja Digital has implemented systematic data analysis to understand user profile in each region. Prior to defining the mobilization strategy, the team had access to detailed socioeconomic information, as well as digitalization percentages and priority areas in each cluster. **This allowed the team to understand the past and present conditions of target audiences **A**, and guided Seja Digital in terms of where it should invest resources and energy.**

“ We made sure everyone was always surrounded by information ”

Valeria Tassari,
Research Manager



IMPLEMENTATION LESSONS

A EVALUATING PAST AND PRESENT PERFORMANCE

- Further to the initial area survey report with preliminary information on the population and status of TV digitalization in each region, Seja Digital implemented intermediate surveys to measure shutdown trends before deadline. Intermediate results and georeferenced data guided efforts and locations to be prioritized.

B UNDERSTANDING DRIVERS OF PERFORMANCE

- Knowledge on the TV signal conversion

process in other countries led to an initial list of indicators to be monitored during the shutdown process.

- Seja Digital's early experiences broadened the understanding of the key drivers of success in Brazilian operations (volume of call-center calls, internet interactions, scheduling, equipment pick-up and installation, availability of equipment in retail stores, awareness, among others) and ensured the collection of operational indicators that were monitored daily by the teams.
- Indicators worked as a parameter to calibrate and course-correct efforts on different levels.

HOW TO APPLY IT TO OTHER PUBLIC POLICIES, ACCORDING TO THE DELIVERY FRAMEWORK

1 Identify what data is available to evaluate past and present performance

2 Perform national and international benchmark research to equip the teams with best practices

3 Secure structure and dedicated staff for data analysis since early phases

3.

PLANNING



This lessons is related to:



Plan for delivery

- A** Determine your reform strategy
- B** Draw the delivery chain
- C** Set targets and establish trajectories

TESTIMONIAL

FLEXIBLE PLANNING

“ In Rio, we had to deliver a large volume of kits - about 1 million conversion kits. The only solution we saw was the Post Office (Correios), but there was not enough structure for the demand we had. We were in need of larger, safe places that people could easily reach to receive their kits. We realized that samba school groups were a solution. They were present in central areas in the communities. We partnered up with several samba school groups, and delivered up to 5,000 kits a day in each of these locations. The breakthrough idea was to work together with the community, and I believe we were very successful engaging with the local context. ”

Carlos Saldanha, Financial and Distribution Director - Seja Digital

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Due to the uniqueness of digital TV signal conversion in Brazil, Seja Digital's planning in each region required creativity and flexibility. **Seja Digital's processes and activities were adapted to local realities**

A, which ensured the specific characteristics of each area were taken into account in citizen outreach efforts. Flexibility in planning was also possible because financial resources assigned to Seja Digital's activities were locked down and secured since the beginning. The budget for each region was available and was applied to the most appropriate activities for each context.

“ The path is charted by walking ”

Sandra Regina Silva,
Human Resources
Manager, Seja Digital



IMPLEMENTATION LESSONS

A DEFINING YOUR DELIVERY STRATEGY

- Seja Digital's strategy was to mobilize low-income social classes C2, D and E, which would be most affected by the analog TV signal shutdown. Defining a strategy to reach these people was Seja Digital's top priority. The plan focused on establishing the most effective actions to inform and engage the population of each area.

B DRAWING THE

DELIVERY CHAIN

- One of the first steps in Seja Digital's planning process was to identify the most relevant players in each area. Local TV anchors, community leaders, religious leaders, public officials, health workers, and educators were some of the groups that Seja Digital identified and mobilized as partners in the process.

C SETTING TARGETS

AND TRAJECTORIES

- The shutdown schedule by region and target of at least 93% of households connected to digital signal at the shutdown deadline had been determined at the beginning of the process. Those definitions brought clarity to local teams so they could plan against specific goals and timeframe. Progress monitoring (e.g. delivery of kits, scheduling and enrollment in the installation rewards program) was embedded in the teams' daily routine. Additionally, the team received information from intermediate surveys done with the population to continually adjust the strategy.

HOW TO APPLY IT TO OTHER PUBLIC POLICIES, ACCORDING TO THE DELIVERY FRAMEWORK

1 Adapt planning to local context, define budget sources and secure resource availability

2 Mobilize all relevant stakeholders and be clear about their roles

3 Set clear targets and trajectories, and use them to monitor progress

4.

LEARNING



This lessons
is related to:



Drive delivery

- A** Establish routines to drive and monitor performance
- B** Solve problems early and rigorously
- C** Sustain and continually build momentum

TESTIMONIAL

FAIL FAST TO LEARN FAST

“ A key issue was how we handled mistakes. No one was blamed because they made a mistake. On the contrary: when we made mistakes, we learned another way of how not to do something. We had to open space for experimentation, and we ran several experiments that didn’t work out. We knew we didn’t have a silver bullet for Brazil as a whole and we had to take risks. Thanks to our collective mindset, people weren’t afraid of trying. We replaced the fear of making mistakes for the possibility of carrying out an experiment. ”

Antonio Martelletto, President of Seja Digital

LEARN MORE

Seja Digital created an open environment for experimentation, with close follow-up from leadership and a **sense of urgency around problem-solving B**. Mobilization teams had freedom to test out ideas according to local characteristics, in small scale experiments. When something went wrong, central teams were quickly engaged in supporting problem solving.

“ I used to tell my team: I love problems. Problems are there for us to solve them. ”

Marcia Cavalcanti,
Mobilization Manager



IMPLEMENTATION LESSONS

A SETTING UP PERFORMANCE ROUTINES

- Routines were established at all levels. The corporate team held Monday meetings to monitor progress and correct course. The mobilization team gathered weekly to analyze data and calibrate efforts.

B SOLVE PROBLEMS EARLY AND RIGOROUSLY

- The use of performance indicators ensured Seja Digital could quickly identify and solve potential problems. The team used a platform with real-time data on scheduling and installation; a heat map with a spatial view of beneficiaries helped the teams to monitor implementation closely.

C SUSTAIN AND CONTINUALLY BUILD MOMENTUM

- The experimentation environment allowed each challenge to be met with rigor, humility and focus on quick wins. Delivery was continually improved thanks to lessons learned from experience; teams incorporated achievements and lessons into subsequent efforts in the field.

EXAMPLE OF DAILY DATA DURING IMPLEMENTATION IN SAO PAULO COUNTRYSIDE

BENEFICIARIES

- Kit delivered
- No show
- No action



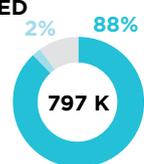
SCHEDULING

- Call Center
- Internet



KITS DELIVERED

- With appointment
- No appointment
- No delivered



HOW TO APPLY IT TO OTHER PUBLIC POLICIES, ACCORDING TO THE DELIVERY FRAMEWORK

- Establish effective routines through a well-defined agenda, data use and engagement of system leaders
- Establish agile decision-making processes in which field and central teams have open and constant communication channels
- Keep up pace and engagement by developing a culture of continuous improvement

5.

CREDIBILITY



This lessons is related to:



Create an irreversible delivery culture

- A** Build system capacity all the time
- B** Communicate the delivery message
- C** Unleash the “alchemy of relationships”

TESTIMONIAL

THE POWER OF A MESSAGE

“ Since the beginning, Seja Digital’s purpose of ‘leaving no one behind’ was very well conveyed by leadership. The more surprises we found along the way, the more we went back to that purpose. When we found local partners, purpose was the first thing we talked about. Many beneficiaries in the communities also bought into that idea, that feeling, and people were coming along. Wherever we got, volunteers’ engagement was very strong. ”

Vejuse de Oliveira, Mobilization Manager

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The dissemination of Seja Digital’s purpose was not restricted to central or field teams. The ‘leaving no one behind’ message was also widely spread throughout all external levels (project governance members, local partners and beneficiaries) and within the organization. Such discipline created a culture of engagement, focus on citizens and commitment to delivering on promises within Seja Digital teams. **Permanently communicating the delivery message B** was critical to engage all stakeholders and maintain a delivery culture throughout implementation.

“ Our daily goal was to not leave anyone unanswered. ”

Ana Paula Fernandes,
Service Manager at Seja Digital



IMPLEMENTATION LESSONS

A INVESTING IN PEOPLE DEVELOPMENT

- Attracting professionals who are a reference in their fields was one of the main lessons of success. Corporate and mobilization teams were formed after careful competency mapping. Incentives were given for continuous professional development. In the case of mobilization, teams should be composed by professionals with experience in social areas, sense of urgency and high empathy towards citizens' needs.
- Making sure Seja Digital maintained its culture of commitment to the population and follow-through on promises was a major investment that helped the organization live out its values consistently.

B COMMUNICATING THE DELIVERY MESSAGE

- In addition to continually motivating the internal team, the dissemination of Seja Digital's purpose attracted a wide range of formal and informal supporters to the project. Hundreds of volunteers, community leaders and local agents joined Seja Digital's field teams. Clear communications with target audiences coupled with tailored messages for each area also helped build broad awareness about the work.

C CULTIVATING STRATEGIC RELATIONSHIPS

- Seja Digital sought to understand what generated value to stakeholders and strengthen strategic relationships. An example was the launch of the 4G range with the release of 700MHz spectrum in São Paulo and Rio de Janeiro 18 months in advance of the estimated deadline. That has brought profit to telecommunication operators: telecom companies were able to anticipate their revenues from 4G services; and mobile phone Internet users also benefited. That accomplishment also contributed to expand Seja Digital's credibility among governance partners.

HOW TO APPLY IT TO OTHER PUBLIC POLICIES, ACCORDING TO THE DELIVERY FRAMEWORK

- 1 Attract the best people and constantly invest in building competencies
- 2 Set a clear delivery message, adapt to your audiences, and share continuously
- 3 Understand stakeholders' goals and interests to create lasting and strategic partnerships

THE OUTCOME OF SEJA DIGITAL'S LESSONS: PUBLIC VALUE



The initial conceptualization of Digital TV conversion was based on technological transition with clear definitions based on technical standards, communication obligations and population service. Additionally, a unique model had been laid out: a private entity was put in charge of operations with the aim of meeting a public need.

How to think and act to create something that is valuable to people, not only from a monetary standpoint, but in the sense of public good? How to create public value throughout the journey? Seja Digital's strategic definition to meet collective interests has broadened its management focus. The goal was to achieve concrete impact, above and beyond processes and short-term targets.

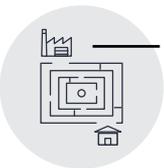
Seja Digital sought to be recognized by the population a trust-worthy entity committed to high-quality service delivery, and grounded on principles such as humanized service, environmental care, job creation and social inclusion. These aspects were elevated to the same level of importance as contractual obligations. Making good use of public resources was always aligned with citizen satisfaction; while operations needed to be conscientious on resources, service delivery had to be fair and efficient.

PUBLIC POLICY LESSONS



DEVELOP A FOUNDATION FOR DELIVERY

- 1 Define a clear purpose translated into ambitious, measurable results for citizens
- 2 Define structure and implementation approach based on an assessment of the system's capacity to deliver
- 3 Build an organizational structure and staff model that enable delivery of results
- 4 Identify formal and informal leadership and bring them along to establish a coalition



UNDERSTAND THE DELIVERY CHALLENGE

- 1 Identify what data is available to evaluate past and present performance
- 2 Perform national and international benchmark research to equip the teams with best practices
- 3 Secure structure and dedicated staff for data analysis since early phases



PLAN FOR DELIVERY

- 1 Adapt planning to local context, define budget sources and secure resource availability
- 2 Mobilize all relevant stakeholders and be clear about their roles
- 3 Set clear targets and trajectories, and use them to monitor progress



DRIVE DELIVERY

- 1 Establish effective routines through a well-defined agenda, data use and engagement of system leaders
- 2 Establish agile decision-making processes in which field and central teams have open and constant communication channels
- 3 Keep up pace and engagement by developing a culture of continuous improvement



CREATE AN IRREVERSIBLE DELIVERY CULTURE

- 1 Attract the best people and constantly invest in building competencies
- 2 Set a clear delivery message, adapt to your audiences, and share continuously
- 3 Understand stakeholders' goals and interests to create lasting and strategic partnerships

