

Worksession

MEMORANDUM

October 20, 2015

TO: Government Operations and Fiscal Policy Committee
FROM: Dr. Costis Toregas, Council IT Adviser *CTm*
SUBJECT: Meeting with Chief Innovation Officer (CInO)

Expected to Attend:

Chief Innovation Officer Dan Hoffman, Office of the CAO

Summary of Staff Recommendations:

1. Consider ways that Committee and Council priorities can become part of the CInO agenda; the 2017 budget discussions may be where such inputs can be made.
2. One of the driving forces that led to the County's establishment of an Innovation Officer was to promote the use of open data strategies and the County's own investment in systems promoting citizen access to government data as a way to stimulate economic activity in the County. The October report does not show many active projects in this space. Impediments to this original vision should be explored, and ways to continue its promotion explored if warranted.
3. Ways to improve the engagement of County employees with innovation should be explored and implemented. Stronger communications about innovations in the County, the degree of support by policy officials, and innovation experimentation with small departmental budgets are all ways to accomplish this objective.
4. Stronger institutional ties with the national research and innovation network Public Technology Institute (PTI), of which the County is a paying member, should be considered as a way to bring externally created innovations to departments and agencies.

Background

Since the Chief Innovation Officer position was established within the Chief Administrative Officer's office, many innovations have been launched; ©1-3 provide a description of these projects and indicate future direction.

Montgomery County is not the only government agency with an Innovation office; a recent report from the IBM Center for the Business of Government, “A Guide for Making Innovation Offices Work” (the introduction and Executive Summary from this report are on ©4-12), details many examples from federal, state, and local levels. The County’s own office and accomplishments are highlighted in this report and are on ©13.

Seven **success factors** are cited in this report on ©11:

1. Commit to supplying real resources.
2. Choose leaders carefully, and invest in and provide appropriate support to these leaders.
3. Create a specific mission tied to specific impacts.
4. Communicate effectively with internal and external partners throughout the innovation lifecycle.
5. Find allies within government and committed partners outside of government.
6. Establish an innovation process from the outset, even if the exact details and specific projects change over time.
7. Seize opportunities to share lessons and information emerging from government innovation offices through both formal and informal networks.

Although fairly self-evident, these success factors can contribute to the method by which the CInO office and its accomplishments can be evaluated. The focus on resources and appropriate support in factors 1 and 2 is an important element that the GO committee and full Council are familiar with: in the FY 2016 budget review, there was a discussion to include an additional \$50,000 in the CInO budget, which currently has a \$50,000 investment line, through the reconciliation process to broaden the scope and capacity of the work program. This offer was declined by the CAO, even though support for such an investment was evident. Budgets to execute programs and the desire to support those engaging in innovation are a necessary (but not sufficient) condition for innovation. The Council should continue to consider funding for this program that could have a strong payout in the future in terms of efficiency, effectiveness, and community engagement.

Council Staff comments

The Committee has this regularly scheduled meeting with the CInO in order to understand the potential for innovation and the role that a single-person office can play in increasing innovative behavior in staff activities and programs, as well as in the activities of the population served by County government. The actual target and focus of the office is broad as one reviews the current list of projects. They are organized into Project-based Innovations and On-going Program Support. A different way to organize them to increase understanding of the effort might be under two new headings: internal innovation and support for external innovation (outside County government). When viewed under this lens, here is how the programs stack up:

INTERNAL INOVATIONS	EXTERNAL, COMMUNITY INNOVATIONS
The thingstitute	Research road map for smart firefighting
Public Housing app SCALE for smoke/fire alerts	Ultra narrow band coverage
Agriculture test bed	Metrolab network
Corrections test bed	Autism pilot
Talent acquisition and development	Food economy innovations
Procurement Innovation Project	1776 partnership
Support for UltraMontgomery	DAI Innovation challenge
Economic Development	Wheaton High School innovation lab
Open Data working group	US Ignite

It is important to constantly think about both sides of this table and consider the proper role of the CInO and the CInO office in creating impact. As an example, the research on smart firefighting promotes the County name in a national platform, but its success can also be measured with the degree of take-up of the ideas contained in the chapter written in the NFPA Guide (see©1, footnote 4) within MCFRS, through seminars, training sessions, and altered procurement guidelines for equipment and services. It is this latter adoption of innovative ideas within departments that should always be a paramount goal of the CInO office, especially when investing in external visibility efforts.

To the degree possible, explicit outcomes for each program should be identified, and progress towards them reported periodically to the Committee. It is hard to appreciate accomplishments given the current “project descriptive” approach to the report as submitted. Many of the CInO efforts have generated enthusiasm for engaging with the County and positive reaction from individuals and the press, so communicating outcomes and forward progress is vital to the success of the program.

Being mindful that the CInO office has a single staff person (the CInO), care should be taken as the annual work program is developed not to overconcentrate on short duration, “consulting” nature projects that could absorb major portions of available time on single outcomes. The CInO is a strategic asset far better used as an amplifier of innovative ideas and a developer of adoption strategies to be implemented by others. A good example of a strategy that would allow new ideas to come in without overburdening the CInO in the detail of development is a more aggressive use of the County membership in Public Technology Institute (www.pti.org). Self-tagged as “the Government network for technology leadership, innovation and leading practices,” this Alexandria, VA based think tank can be a steady source of ideas and innovations that can be evaluated and replicated within the County.

Finally, the innovation cycle has been difficult to maintain in governments in general, given the risk-averse nature of government work. Innovation is by definition risky and could well lead to projects that do not reach their objectives. It falls on the shoulders of County leadership to promote innovation when it is successful, and to do the same when results fall short. The bottom line is that finding new ways to think about County business is vital, and the CInO office has an important role to play. Current efforts are impressive, and to the degree that Council priorities can also be addressed in the FY 2016 and future work programs, the CInO office can respond even more effectively to Council expectations.



OFFICES OF THE COUNTY EXECUTIVE

Isiah Leggett
County Executive

Timothy L. Firestine
Chief Administrative Officer

Innovation Program Status Report GO Committee, October 22nd, 2015

This report is divided into two categories: project-based innovations, and support provided to ongoing programs. Project-based innovations are pilots, prototypes, and proof of concept projects initiated by the Innovation Program in partnership with another department, agency, or external stakeholder. Supports for ongoing programs are situations in which the Innovation Program is acting as a consultant or partner to an existing or new initiative.

Project-based Innovations

- *The Thingstute*¹: The Thingstute is less than a year old but has already made its mark on the reputation of the County as a leader in the realm of smart cities/communities. These are a list of the projects being implemented/developed under the Thingstute umbrella:
 - *The SCALE Project*²: The internationally recognized³ SCALE project continues to be the cornerstone project at the Thingstute. In June the project entered a second stage by successfully deploying new devices at a larger senior living facility (Victory Court in Rockville, MD). We are planning to deploy some more advanced air quality sensors later in 2015 as well as begin a water focused initiative in coordination with WSSC. The project is scheduled to continue until June 2016 at which point it will be reviewed to determine the best next steps. The SCALE project also recently received an achievement award from the National Association of Counties (NACo).
 - *Research Roadmap for Smart Firefighting*: With support from NIST and the National Fire Protection Research Association (NFPA) the Innovation Program contributed a chapter of this guide, available by clicking here⁴. The fire service and other emergency first responders are currently benefiting from enhanced-existing and newly-developed electronic technologies. Fire fighters are now operating in an ever increasing sensor rich environment that is creating vast amounts of potentially useful data. The "smart" fire fighter of tomorrow is envisioned as being able to fully exploit select data to perform work tasks in a

¹ <http://www.thingstute.com/>

² <https://gcn.com/Articles/2014/09/18/IoT-public-housing-app.aspx>

³ Government and media outlets from South Korea, Netherlands, Italy, Sweden, and Poland have reached out for more information or to inquire about partnerships.

⁴ <http://www.nfpa.org/research/fire-protection-research-foundation/current-projects/developing-a-research-roadmap-for-the-smart-fire-fighter-of-the-future>

highly effective and efficient manner. Behind the advances of the new sensor and tool enhanced fire fighter of tomorrow are profound questions of what to do with this deluge of valuable information that comes with much of this equipment. The enormous amount of available data in our ever increasing sensor rich environment will change the way we respond to emergencies and this guide will help direct federal research dollars for years to come.

- *Expanded Ultra-Narrow Band Coverage:* We are currently in talks with SigFox, a Thingstitude partner, to expand ultra-narrow band, sub gigahertz coverage to the entire county in order to provide for the ability to expand some projects beyond their current test bed. We would be one of the first communities in the County to have this much coverage.
- *Two new testbeds are being added:* By the end of 2015 two new testbeds will be added to the Thingstitude portfolio: agriculture⁵ and corrections. Planning is underway now in coordination with the new Office of Agriculture and DOCR to move these testbeds forward.
- *MetroLab Network*⁶: In September the County became one of 20 founding members of the MetroLab Network, an initiative organized by the White House Office of Science and Technology Policy. The MetroLab Network will leverage university expertise to address challenges facing cities and regions across the country. The Network will provide a platform upon which established and emerging city-university relationships can share successful projects, coordinate multi-city, multi-university research efforts, and compete for research and project funding. The founding members have collectively committed to undertaking more than 60 projects over the next year, which will improve the efficiency and effectiveness of infrastructure and services in our cities and communities and increase the productivity and competitiveness of our regional economies. Communities and their university counterparts signed onto the network with a joint letter to the President.
- *Autism Communication and Technology Pilot:* This project continues to be one of the glowing successes of the Innovation Program. The initial group of five students in the pilot continue to excel and the pilot has grown to 12 and a monthly meet-up is being held at the Thingstitude, organized by parents of the students. The meet-up is meant to expose more students to this approach by providing them access to mentors and training.
- *Food Economy Innovations:* The Kitchen Incubator study has been completed and the project is moving forward in the next phase: identifying funding opportunities in collaboration with our partners at the Universities at Shady Grove, Montgomery College, and the Community Foundation; working out the specifics of a lease agreement in one of the targeted areas, and; design of the facility. Briefings for Council members will be provided in the coming weeks on the specifics of this project and other food system related projects.
- *1776 Partnership and the DAI Innovation Challenge:* The Innovation Program continues to work on multiple partnerships to enhance the reach and visibility of County efforts to build an ecosystem of innovative entrepreneurs. The second stage of the 1776 partnership has begun and will provide start-ups in the County incubator network access to 1776 programs

⁵ <http://blogs.microsoft.com/iot/2015/09/03/making-the-internet-of-farm-things-real-in-montgomery-county-md/>

⁶ <https://www.whitehouse.gov/the-press-office/2015/09/14/fact-sheet-administration-announces-new-smart-cities-initiative-help>

and services. In exchange, a select number of 1776 businesses will be provided pilot opportunities with Montgomery County government projects.

- *Wheaton High School Innovation Lab*: The Innovation Program continues to work with students at Wheaton High School by providing internships and teaching experimental curriculum at the school. The Program is now embarking on its third year at the school and the students have begun to select new projects for this school year.
- *Talent Acquisition and Development Project (TAD)*: The CE launched a Talent Acquisition and Development (TAD) initiative led by the County's Chief Innovation Officer (CInO) and with input and support from key internal stakeholders as well as external experts. The purpose of this initiative was to leverage work done to date as well as new insights regarding the current state of the County's hiring practices and to propose specific actions to harmonize those practices toward improved time-to-fill rates for job openings and improved internal job candidate mobility. The report, which will be complete in late October 2015 will present key findings and specific recommendations borne from analyzing the impact of HR policies, practices, technologies, and procedures on time to hire and internal employee development.
- *Procurement Innovation Project (PIP)*: In March 2015, the CE signed Bill 7-15 that established the Office of Procurement, separating procurement functions from the Department of General Services. Creating this office was an opportunity to reevaluate procurement in Montgomery County and leverage its assets to improve its processes. The PIP project was given two main priorities regarding procurement: increasing the efficiency of the procurement process and increasing the number of local small and minority, female, and disabled-owned (MFD) businesses that have contracts with the county. This project listened and collaborated with the other procurement-related initiatives, and will add the perspective of County departments to the broader conversation.

Ongoing Program Support

- *UltraMontgomery*: The CInO continues to work with DTS to coordinate efforts related to UltraMontgomery and U.S. Ignite. Support for U.S. Ignite from the National Science Foundation and NIST is closely related to the MetroLab Network and the Global Cities Team Challenge.
- *Economic Development*: Given the close link between innovation and economic development, the CInO continues to provide support as needed to DED during its transition period. For example, The Thingstitute recently hosted the Start-Up Maryland bus on one of its stops in the County.
- *Open Data*: The CInO continues to serve on the open data working group and provide support by helping with activities such as the submission to the [Knight Foundation Data Challenge](#)⁷.

If you have any questions, please feel free to contact our Chief Innovation Officer, Dan Hoffman.

⁷ <https://www.newschallenge.org/challenge/data/entries/curbie-mcstreet-your-street-your-government-your-data>

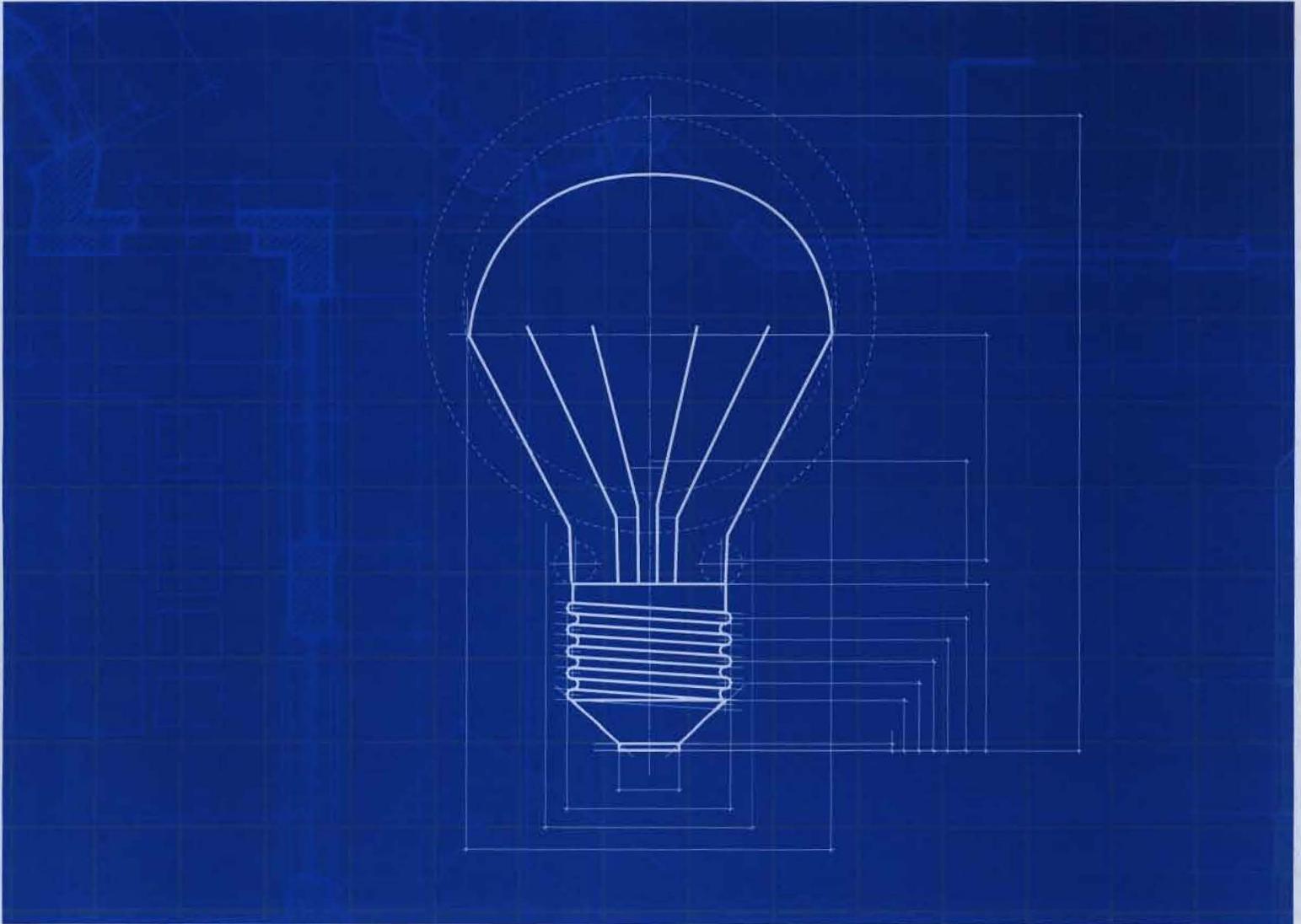




IBM Center for
The Business of Government

Innovation Series

A Guide for Making Innovation Offices Work



Rachel Burstein
Books@Work

Alissa Black
Omidyar Network

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Foreword

On behalf of the IBM Center for The Business of Government, we are pleased to present this report, *A Guide for Making Innovation Offices Work*, by Rachel Burstein and Alissa Black.

In this report, Burstein and Black examine the recent trend toward the creation of innovation offices across the nation at all levels of government to understand the structural models now being used to stimulate innovation—both internally within an agency, and externally for the agency's partners and communities. Based on research into a broad range of federal, state, and local innovation offices, the authors identify six different models for how an innovation office can operate:

- Laboratory
- Facilitator
- Advisor
- Technology build-out
- Liaison
- Sponsored offices

Burstein and Black then present examples of each of these structural models.

In addition to describing models for innovation offices, the authors identify issues that government leaders should consider in their decision to create a new innovation office, along with critical success factors for building and sustaining effective innovation offices. The authors emphasize that government leaders should *not* make the decision to set up an innovation office lightly, and should *not* create an innovation office for symbolic reasons. Rather, moving forward with setting up a center of gravity for innovation should follow a careful assessment of the mission of the new office, financial resources available, and support from key partners.



Daniel J. Chenok



Dr. Jane L. Snowdon

This report continues the IBM Center's long interest in the subject of innovation. The creation of dedicated offices adds a new tool to government in stimulating innovation. Previous IBM Center reports have examined other tools in government's innovation portfolio, for example:

- Gwanhoo Lee examined federal ideation programs now in place throughout government in which ideas from government employees are sought and processed (*Federal Ideation Programs: Challenges and Best Practices*).
- Kevin Desouza examined the use of the Challenge.gov platform in which federal government agencies sponsor challenges with financial rewards to find innovative solutions to government problems (*Challenge.gov: Using Competitions and Awards to Spur Innovation*).
- Sandford Borins examined the use of awards to stimulate innovation in government (*The Persistence of Innovation in Government: A Guide for Public Servants*).

We hope that government leaders interested in innovation at the federal, state, and local levels will find the models and success factors described in this report helpful as they consider future innovation initiatives or expand upon current innovation activities.



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Executive Summary

In the last five years, a growing number of local, state, and federal government entities have created innovation offices and appointed chief innovation officers to:

- Encourage an ethos of innovation
- Pursue specific projects
- Augment the work of existing departments

These innovation offices represent a potentially powerful pathway toward a responsive, adaptive, and efficient 21st century government. To date, there has been no systematic study of this trend, although there are several partial lists of government innovation offices categorized by mission or approach. As more government entities consider innovation offices, a systematic treatment of existing offices is needed. This report attempts to fill that void by looking at the following: their missions, structural models, the factors that go into creating and sustaining an effective office, possible ways of evaluating the effectiveness of innovation offices, and success factors.

Because so little literature on government innovation offices exists, this report relies on phone interviews with 25 government leaders involved in the development of chief innovation officer posts or innovation offices, people who serve or who have served in government innovation-related roles in government, and journalists, commentators, funders, and other observers in the field. The group of interviewees represents all three levels of government—local, state, and federal—and offers diversity in function and background as well. Some interviewees are proficient technologists, while others have a background in business or community development. All have had some role in shaping government innovation offices as either thought leaders or practitioners.

The interviewees for this report have been enormously generous with their time, candid in their remarks, and eager to help other leaders determine how best to spur innovation in government. We have organized the report to be a resource for government officials and leaders looking to develop an office or role for innovation in their organization. The interview list, tables, and appendices provide a network of experts and examples of innovation projects and offices.

Through our research and conversations with government leaders, it became apparent that innovation offices may not be the best way to achieve certain objectives and are not a good fit for every government organization. Some alternatives to innovation offices are presented. Innovation offices are not a panacea and more research needs to be done to understand their impact. But discrete innovation structures, thoughtfully constructed to address particular missions and specific outcomes, have potential. The goal of this report is to guide government leaders in realizing the potential and limitations of an innovation office.

After the Introduction, the next section of the report addresses the question, “What is the current state of government innovation offices?” The report’s parameters are explained. While we

take an expansive view of the activities that constitute government innovation, the report examines a variety of structures designed to advance innovation. We provide a brief history of the factors that led to the rise of innovation offices, among them corporate innovation offices and research and development groups, larger scale research and development projects at the federal level, open data directives, and philanthropic investments and advocacy groups.

The bulk of our assessment of the current state of the field concerns the different missions and structural models adopted by government innovation offices. The missions of innovation offices can be either externally or internally focused; examples of goals that fit into each category, including projects that achieve each goal, are provided (Table ES-1). Innovation offices may have multiple and overlapping missions, but typically one mission and one goal predominate at any given time.

Table ES-1: Missions, Goals, and Strategies

Mission Focus	Goal	Sample Strategy
External	To engage the public	Citizen archivist crowdsourcing projects (National Archives and Records Administration Office of Innovation)
	To leverage strategic partnerships	Support for opportunities for technology startups to thrive (City of Davis Chief Innovation Officer)
	To impact specific issue areas	Leadership of Institute for Healthy Air, Water, and Soil to guide community data collection and experimentation to address environmental barriers to quality of life (City of Louisville Office of Civic Innovation)
Internal	To create greater efficiencies	i-Teams to identify areas of improved efficiency and execute projects to save the commonwealth money and to improve the efficiency of service delivery (Pennsylvania Governor's Innovation Office)
	To produce cultural change	Employee Innovation Competition to solicit proposals and implement innovative projects based on employees' recommendations (U.S. Department of Veterans Affairs Center for Innovation)
	To establish innovation processes and protocols	Ideas to Reality program to teach innovation approaches to select employees and pilot new projects (City of Nashville and Davidson County Co-Chief Innovation Officers)

The different structural models of an innovation office reflect a number of factors, including mission (Table ES-2). Other important factors in determining optimal structures for innovation offices include available resources, intended goals, personnel preferences, political realities, and more. The structure of the office does not necessarily suggest a particular reporting structure or placement within the larger organization. We examine the following structural models:

- Laboratory
- Facilitator
- Advisor
- Technology build-out
- Liaison
- Sponsored organization

Many innovation offices are hybrids, embracing elements of two or more structural models.

Table ES-2: Structural Models

Model	Description	Example Office
Laboratory	Autonomous group charged with developing new technologies, products, fixes, or programs, sometimes in partnership with other groups, often with public face	New Urban Mechanics, Boston and Philadelphia; and U.S. Department of Health and Human Services IDEA Lab
Facilitator	One person or small group working to convene government departments on internal improvements or external projects	Governor's Innovation Office, Commonwealth of Pennsylvania; and Chief Innovation Officer, Kansas City
Advisor	Small autonomous group or single person within government who provides departments with innovation expertise, assistance, and leadership on specific projects	Chief Innovation Officer, U.S. Department of Labor
Technology Build-Out	Innovation offices specifically tied to a technology function that regard technology as both a tool for encouraging innovation as well as the innovation itself	Chief Innovation Officer, City of Philadelphia; and Chief Innovation Technology Officer, City of Los Angeles
Liaison	Groups that reach out to designated communities outside of government, most often to the business community	Chief Innovation Officer, City of Davis; and Colorado Innovation Network
Sponsored	Innovation offices sponsored in whole or in part by third parties—universities, businesses, nonprofit organizations, philanthropic foundations or others	Office of New Urban Mechanics, Utah Valley University

The third section of this report addresses how government leaders decide whether and how to build and sustain effective innovation offices. Among the most important factors are mission, size and resources of the government entity, the resources of potential partners, leadership and political strengths and context, and the existence and strength of other structures for encouraging innovation. In this section, we also make the case for the government innovation field to develop more robust, real-time measures of success, even given the importance of flexibility in encouraging innovation. Metrics must be aligned with mission; sample measures that respond to specific goals are presented.

The fourth section of the report proposes seven success factors for building government innovation offices, based on our interviews and secondary research. All seven success factors are important for government leaders to consider carefully before developing an innovation office. The following factors were found to be keys to a successful innovation office:

- Commit to supplying real resources.
- Choose leaders carefully, and invest in and provide appropriate support to those leaders.
- Create a specific mission tied to specific impacts.
- Communicate effectively with internal and external partners throughout the innovation lifecycle.
- Find allies within government and committed partners outside of government.
- Establish an innovation process from the outset, even if the exact details and specific projects change over time.
- Seize opportunities to share lessons and information emerging from government innovation offices through both formal and informal networks.



While we remain optimistic about the potential of government innovation offices to pursue projects and goals that often remain unaddressed, it is important to recognize that innovation offices are not appropriate for every government organization. For those government entities that elect to move forward with an innovation office, we hope that this report will be a valuable resource. Additional resources can be found in the appendices to the report: a list of interviewees (Appendix I), a list of references and resources (Appendix II), and a list of selected government innovation offices (Appendix III).

This report provides a first step toward charting and analyzing the field of government innovation offices; we are eager to see the work of other researchers who can advance the field. This work is vitally important if innovation is to thrive in government.

Innovation Program Montgomery County, Maryland

Leader: Dan Hoffman, Chief Innovation Officer

What it does: “The Innovation Program has four primary objectives:

- Build organization capacity
- Leverage ongoing initiatives and resources
- Facilitate continuous improvement and change management
- Communicate ideas and lessons learned” (mcinnovationlab.com)

Projects:

- **Text to Give**—As part of a county campaign to reduce panhandling and increase funding for homelessness prevention and outreach, residents will be able to donate via their mobile device.
- **Food Truck Catalyst Program**—a work group will begin to outline a pilot program that will make public space available for food truck vendors using the county’s open data platform.
- **Justice Reinvestment Pilot Program**— a concept tested successfully in other jurisdictions that uses predictive analytics to help guide the investments made by corrections departments.
- **Body Worn Camera Pilot Program**—The Innovation Program is seeking to test several prototype video recording devices that could be worn by police officers. These devices would augment the current police cruiser-mounted devices.
- **Makerspace Prototype**—Montgomery County Libraries, the Department of Recreation, and the Innovation Program are in the planning phase of a Makerspace prototype project that seeks to enhance underused public space in libraries.

U.S. Department of Health and Human Services Washington, D.C.

Leader: Bryan Sivak, Chief Technology Officer

What it does: “The foundational effort of the IDEA Lab is to disrupt the barriers between organizational siloes and practices that prevent people from working together. We do this by equipping HHS employees and members of the public with new methodologies, air cover and pathways for innovation.” (www.hhs.gov/idealab)

Projects:

- **HHS Entrepreneurs**—partners federal staff (“Internal Entrepreneurs”) working on high-risk, high-reward projects with external entrepreneurs for a 13-month fellowship.
- **HHS Ignite**—provides an opportunity for small teams to test out ideas that could dramatically improve how various offices across the department carry out work. Ignite teams have three months to flesh out their idea and test their solution to a vexing problem before presenting their product and results to senior leadership and pitching for continued funding and support.
- **HHS Innovators-In-Residence**—brings new ideas and expertise into HHS programs through collaboration between the Department of Health and Human Services and private sector not-for-profit organizations.
- **HHS Innovates**—identifies and celebrates internal innovation by employees. This contest recognizes and rewards good ideas, and also helps promote them across the department. To date, HHS employees have submitted nominations of innovations for nearly 500 staff-driven innovations, and employees have cast over 60,000 votes during the community voting phase.