

## MOTIRÓ SÃO PAULO THE LEARNING NETWORK FOR CRISIS RESPONSE



#### The Geneva Challenge



#### **Advancing Development Goals**

#### **International Contest for Graduate Students**

Motirõ São Paulo: the Learning Network for Crisis Response



#### **Abstract**

The COVID-19 was extremely impactful for the Brazilian reality. Considering the scenario of the state of São Paulo - the core of the national economy and population - it rests evident how ill-managed crises can result in damages for different sectors of a given society. From our perspective, even the most singular crises yield lessons that should be learnt by the government and the community in order to improve response mechanisms. The inability of learning from the past and of sharing knowledge with the community is a main problem in crisis management that hinders the capacity of any community to respond to emerging challenges. Our main argument is based upon two premises: i) the resilience and understanding of the community level is a requirement to impede any crisis to become broader and deeper, and ii) based on the Motiro's meaning, cooperation is the best way to achieve solutions. Motirõ São Paulo is the first and one-of-akind learning forum focused on the improvement of mechanisms for crisis response, structured in the format of an online network focused on developing bottom-up mechanisms to address crises, through the empowerment of community leaders. Our first six Thematic Committees (economic, social, health, communication, education, and environment) were built around issues that arose from the sectorial crises derived from the pandemic. These committees are intended to produce reports and knowledge archives to transform the way of dealing with crises. Motiro is a groundbreaking initiative that enhances community leaders' ability to identify and understand mechanisms to respond to emerging crises and to share their knowledge with their communities, providing a widerange spread of knowledge on crisis management at the most important level of any society: its population.



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## 1.Introduction

## The COVID-19 Pandemic in Brazil





Brazil lost more than half a million lives. On July 6th, 2021, the number of victims of the COVID-19 were 525.112 people, since its beginning in February of 2020 (Brazilian Health Minister, 2021). Such data places the country as the third most affected in the world, only behind the United States and India, in terms of cumulative COVID-19 cases, and second, in terms of deaths, behind the American counterpart (World Health Organization, 2021).1

In this context, mathematical modeling reveals that, initially, the "super-spreading city" of São Paulo was responsible for approximately 80% of the cases' spread (Nicolelis et al., 2020). At the level of the state, São Paulo, the most populated and wealthiest in the country, on July 6th, 2021, counted about 3,8 million cases and almost 130,000 deaths (Brazilian Health Minister, 2021).

The extremely fast spread of the Coronavirus demonstrates that it is not possible to halt the impetus of the globalization process. For De Masi (2020), our planet is already the global village, "united by misfortunes and by the will to live, in need of a unitary leadership, capable of coordinating the synergic action of all peoples who need to save themselves. In this global village, no man, no country is an island".

Considering this high degree of interdependence among countries and the power of the virus, nationalisms prove to be sterile. Brazilian's fragile condition, emblematized by its most vigorous state, São Paulo, argues for the necessity that knowledge, prudence and programmed interventions prevail over common sense, individualistic decision-making and unwise improvisation.

In the face of such a complex crisis – the COVID-19 pandemic, decisions must be made by competent people, and to be communicated in a comprehensive, unambiguous, and clear manner. All exaggeration and understatement are fearful, since it confuses ideas and makes precious time to be lost. From this catastrophic episode, multiple lessons must be apprehended in order to avoid the same mistakes to happen in future crisis management.

This project is therefore an effort to address the crises of the present time, based upon the lessons learnt from the past. Crises that are characterized by their large scale, their unprecedented nature, and their transnational effects. Our first "learning moment" is the COVID-19 pandemic. Considering our goal of thinking about future responses to emerging crises in the state of São Paulo, this project will focus on how community leaders could potentialize crisis management. This is Motirõ São Paulo – the Learning Network for Crisis Response.

<sup>&</sup>lt;sup>1</sup>Brazilian Health Minister. (2021). COVID-19 Pannel. Available at: <a href="https://covid.saude.gov.br">https://covid.saude.gov.br</a>



First, our name: Motirõ. One of the main indigenous peoples in São Paulo were the Tupis, with diverse tribes and languages, which among them the Tupi-Guarani language<sup>2</sup> was and still is a central one. Motirõ is a word from Tupi-Guarani that means "gathering of people to harvest or build something together, helping each other". This is exactly<sup>3</sup> our mission: to create a stable, collaborative, and fruitful connection between people, in order to build learning communities.

The pandemic proved that crises are crosscutting and different sectors were impacted, such as: health, education, labor, and environment. Motirõ, in turn, analyzing the main gaps on crisis management by the state of São Paulo, namely health management, labor support, quality of education, environmental issues, vulnerable populations, and communication, intends to elaborate answers based on democratic and participative consensus of diverse actors of the civil society and government in regard to pressing issues of our times.

In this sense, we argue that crisis management could be improved through the creation of a network that focuses on enhancing community leader's abilities to access useful information for helping its communities to better respond to crisis episodes.

<sup>&</sup>lt;sup>2</sup> Language family of the Tupi linguistic trunk, to which most of the indigenous languages of Brazil belong (Priberam Dictionary, 2021).

Motirõ definition in Tupi-Guarani Dictionary. Available at: http://biblioteca.funai.gov.br/media/pdf/Folheto43/FO-CX-43-2739-2000.pdf

## 2. Problem

The Crisis Management and the COVID-19 Pandemic in São Paulo





The emergence of crises claims for the development of new approaches to manage unexpected circumstances. Accordingly, Baubion (2013) argues that new crises differ from the past ones due to their larger scale, unprecedented nature and transboundary impacts. In this sense, "management of today's crises must go beyond one-size-fits-all schemes" (The Geneva Challenge, 2021).

#### 2.1. Understanding the challenge of crisis management

According to Gilpin and Murphy (2008), the literature on crisis management developed a definition of crisis from different perspectives. Herein, we consider crisis as a concept based upon three key components: threat, uncertainty, and urgency (Boin et al., 2005). Briefly, crises occur when core values or life-sustaining systems of a community are under threat.

As crises are built upon the relationship of an urgent threat derived from uncertainty, we turn to the analysis of uncertainty. Koppenjan and Klijn (2004) defined three types of uncertainty: substantive, strategic and institutional uncertainties. The first refers to the lack of available information on the time of decision-making. After, strategic uncertainty concerns the plurality of actors establishing different strategies during crisis and how these different approaches interact with each other. Finally, institutional uncertainty refers to the divergent institutional backgrounds of the multiple actors involved in crisis management, leading actors to behave based upon distinct tasks, opinions, rules and languages.

Crisis Management is a "holistic process involving prevention, planning, acute response, recovery and learning" (Boin & McConnell, 2007, p. 52). Moreover, Smith (1990) developed a framework to model the process of crisis management, even though focused in the context of industrial organizations, we found this framework useful and wide enough to any kind of organization, including a social organization such as a city, a state, or a country. Such a framework consists of three phases: crisis of management; operational crisis situation; and crisis of legitimation.

The first phase refers to the moment in which actions or inactions of management led to a systemic failure. Secondly, the operational crisis phase is associated with the focus on preventing casualties and damages, usually at the core of the crisis period. Finally, the overcoming of the crisis prompts the social organization to learn from the past mistakes.



Herein, we focus on the part related to the learning process, which is the central area that our project attempts to contribute for, focusing on the lessons learnt between different crises, as an important instrument to crisis management, specifically contributing to the three types of uncertainty previously mentioned.

Moynihan (2008, p. 352) pointed out that the relationship between crisis and learning may be shaped in two types: inter-crisis learning and intra-crisis learning. The former refers to the learning process derived from one crisis that will be apprehended and adapted to prepare for another, while the later refers to the learning process to improve response amidst a single crisis episode.

Accordingly, it seems relevant to consider the framework mobilized by Dominic Elliot (2009, p. 159), to whom learning from crisis entails three stages: knowledge acquisition, knowledge transfer, and knowledge assimilation, as we can notice in the following figure:

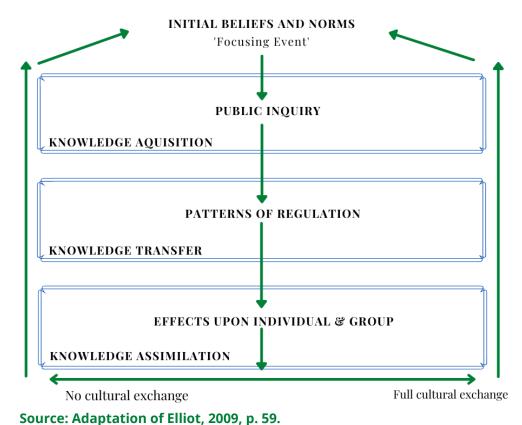


Figure 2: Framework of the learning process during crises



According to the author, the starting point is the initial beliefs and norms that are in force before the period of crisis, when a certain society is able to survive considering the prescriptions of the dominant views and rules. After a triggering event (crisis) that reveals the inadequacy of such prescriptions, the process of knowledge acquisition takes place, through public inquiry. This moment is highly politicized and involves multiple stake-holders that dispute agenda setting, advocacy coalitions, and sense-making. The second stage refers to knowledge transfer, i.e. the translation of the knowledge acquired into new operating norms and beliefs, in the format of regulations and standards. Finally, knowledge assimilation focuses on the effects of such regulations on individuals' and groups' behavior and practices of a certain society, considering that in this process there are also barriers and facilitators to the learning process being completed.

Antal, Lenhardt, and Rosenbrock (2001) identified two clusters of barriers: "psychological and cultural" and "organizational structures and leadership". In this sense, we consider the lack of leadership as the central issue that our project could contribute in order to provide an improvement to crisis management's frameworks, between crises. What could be better addressed through the development of a learning forum, i.e. a place where actors can "closely examine information, consider its significance, and decide how it will affect future action" (Moynihan, 2008, p. 359).

Such a learning forum is pivotal to improve crisis management, even though it is undeniable that during chaotic moments all the stakeholders and social actors expect the government to make sense of the crisis and to restore "normality", the argument made by Boin and McConnell (2007, p. 53) is extremely relevant: top-down responses are "useful up to a point". The authors insist on the importance of developing societal resilience. Motirõ is a network oriented towards the development of such a resilience among local communities in São Paulo, through the empowerment of leaders with good practices and knowledge on emerging crises.

### 2.2. Crisis Management in São Paulo: lessons to be learnt from the COVID-19 pandemic

A mathematical model focused on the dynamics of COVID-19 in Brazil revealed that, initially, the city of São Paulo accounted for around 80% of the case spread throughout the country (Nicolelis et al., 2020). The "super-spread" phenomenon can be grasped from the following graphic:



Boa Vista

Macapá

Belém

São Luís

Fortaleza

Natal

Teresim

Velho

Rio Branco

Salvador

São Paulo

Curitiba

Porto Alegre

Figure 1: Quantification of the Brazilian "boomerang effect"

Source: Nicoletti et. al., 2021, p.39.

The losses of Brazil and the impact of the pandemic places the country as the third most affected in the world, only behind the United States and India, in terms of cumulative COVID-19 cases, and second, in terms of deaths, behind the American counterpart (World Health Organization, 2021).

As demonstrated in the research, individual contributions of the 17 state's capital cities were responsible for 98% of COVID-19 cases in the 5570 Brazilian municipalities, from March 1st to June 11th. In this sense, São Paulo contributed to more than 80% of all cases spreading during the first weeks of March. Throughout the period until June 11th, São Paulo's contribution never decreased below 30%. For that reason, the city was labeled as the COVID-19 super-spreader Brazilian city (Nicolelis et al, 2020, p. 37).



São Paulo's participation on the Covid-19 epidemic is evident in the following graph:

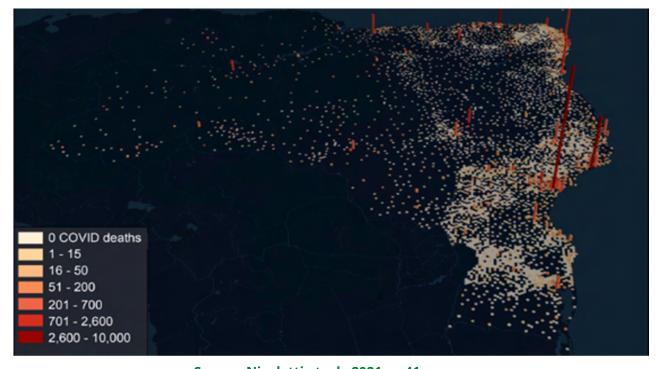


Figure 2: Death distribution in Brazil

Source: Nicoletti et. al., 2021, p. 41.

In the following parts of this section, we will introduce the situation of the main areas impacted by the COVID-19 in the state of São Paulo, in order to understand how different sectors of the society have lessons to be derived from this historical episode in the Brazilian and the world realities. The areas were: labor, vulnerable populations, health, education, communication and environment.



Table 1: An Analysis of the Main Impacted Sectors by the COVID-19 Pandemic

Sector / Period	Situation	Potential Lessons				
Labor	São Paulo has 23% of brazilian labor force (avg. 24 million people) and 23.5% of the unemployed population (avg. 3.5 million people).	<b>Rising unemployment</b> : In the second quarter of 2020, more than 2 million citizens of São Paulo lot their jobs (SEADE, 2020)				
Social	According to De Masi (2020), in the pandemic, those who are worst off are the elderly, the single, the marginal, the homeless and those working in a precarious situation.	Rising inequality: The pandemic has left many problems in the Brazilian society, aggravating the main one: inequality (Ribeiro, 2021). The National Sample Survey shows that, on average, the richest 10% lost 3% of their income with the pandemic, while the bottom two quintiles saw their household earnings fall more than 30% (PNAD, 2020).				
Health	São Paulo pioneered the vaccionation campaign in Brazil, with the highest number of people already vaccinated in the country.	Parallel health measures: It still presents high infection rates. In May 2021, the state performed 454 thousand tests, of which 40% of them were positive, a rate much higher than the 5% suggested by the World Health Organization (G1, 2021). Even five months after the start of vaccination, the occupancy of intensive unit care' beds remains above 80% in 14 from the 17 regions of the state (G1, 2021).				
Education	São Paulo played a key role in the fight against COVID-19, when, on 11 June 2020, it announced a partnership with the Chinese biopharmaceutical company Sinovac. The negotiation resulted in CoronaVAC/Butantan vaccine, which is the vaccine that most prevents deaths in the State of São Paulo (OpenDataSus, 2021).	Risk of Educational blackout: fall of investments and the lack of federal coordination for a response to the impacts of the pandemic and the "prioritization of an agenda to the educational urgencies of the country" (Correio Braziliense, 2021).				
Communication	The rising importance of social media as communication channel for governments is another variable. it is necessary that the flow of communication between specialists in the area is not "restricted to the academic environment and professionals in the area" (Lana et al., 2020, p. 3). Qualified and trustful information must reach the communities in order to truly impact society.	<b>Fake-news</b> : According to a survey, 35% of the interviewees were worried about the lack of awareness of the population regarding the health and sanitary measures to avoid the spread of coronavirus (G1, 2021).				
Environment	The new Coronavirus has spread around the world as a result of man's interference in nature. According to the WHO, growing urbanization and the subsequent human invasion of the habitat of bats (caves) have broken the natural cycle of the virus, carrying it to other beings, such as humans, whose bodies were unprepared to harbor it (Oliveira et al., 2020).	Lack of sustainability: Its main environmental problems are: air pollution, lack of environmental sanitation and green areas, precarious housing in risk areas, constant flooding and disorderly occupation of the soil, problems related to agriculture and agribusiness (e.g. erosion, soil degradation, burning of sugar cane straw, use of pesticides and other non-ecological agricultural inputs) (Rozas, 2010).				

## 3. Solution

Motirõ: The Learning Network for Crisis Response





Considering the challenges faced by the state of São Paulo our proposal is built upon the premises brought by the literature of learning processes and crisis management, to which the development of learning forums may be seen as tool to better manage crises. In this sense, our solution so-called Motirõ is an one-of-a-kind, broad, and representative effort in the Brazilian and São Paulo's scenario of crisis management.

By definition, political networks are a set of relatively stable relationships with non-hierarchical and independent nature, which link a variety of actors that pursue shared interests as the best way to achieve common goals (Fleury, 2005). According to Rovere (1998, p. 30), networks are "networks of people (...) institutions are not connected to each other, computers are not connected to each other, people are connected. That is why it is said that networks are the language of links, it is fundamentally a linking concept".

In regard to that, Motirõ is a local forum acting in the State of São Paulo aiming the development of epistemic communities related to the lessons derived from the COVID-19 pandemic in the diverse impacted sectors, but also related to improve capacity to provide responses for future crises. Moreover, this set of knowledge will be mobilized to empower community leaders in São Paulo to better answer emerging crises. Our main goal is to spread accurate and useful information for local leaders to help their communities to tackle crisis' episodes.

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concept".

Motirõ is a stable institutionalized network with the following main organs: the administrative committee and the thematic committees, that are not based on a hierarchical structure, but on coordination to perform complementary tasks. It also counts on two main complementary bodies: the Motirõ Fund and the Administrative Department, with auxiliary roles.



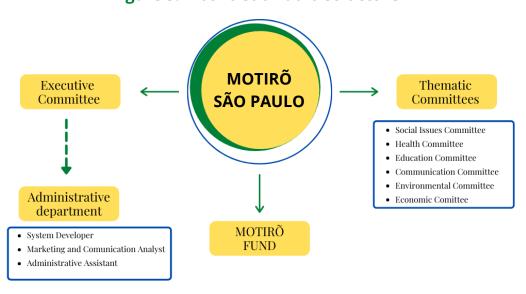


Figure 3: Motirõ São Paulo Structure

At first, the Administrative Committee will be composed of seven members (Initially, President and six Counsellors) all equally responsible for the deliberation and approval of the strategic planning, for the regulation and functioning of the network, and for the constitution of the thematic committees. The selection of the six Counsellors corresponds to the existence of six thematic committees, based upon the majority vote of the associates of each thematic committee, in order to elect their own thematic Counsellor. The president, in turn, would be elected by the majority vote of all associates of the network.

On the other hand, the Thematic Committees are where the discussions take place. These committees are responsible for the management and functioning of the activities and the development of criteria and relevant topics to be discussed, having in consideration the contributions of the leaders and associate members involved.

Initially, our network will contain six thematic committees: health management, economic, education, communication, environment, and challenges of vulnerable populations, based on the issues from which lessons should be learnt. All associate members, leaders and Counsellors will be involved in the network on a voluntary basis.

The Thematic Committees' cycles of debates will happen bi-weekly and shall be composed of multiple sessions. The first sessions are theoretical-oriented, with speakers invited to share their expertise about the field under discussion. The following sessions will combine partners, community leaders and experts aiming to address the issue. The last phase entails the construction of a report in order to keep the lessons derived from the cycle that will be later published in order to create a knowledge archive on crisis and good practices.



The network is an extremely beneficial instrument due to the possibility of exercising public power in an increasingly decentralized environment. Moreover, greater multiplicity of opinions leads to a more democratic definition of priorities and better development of adaptive solutions, i.e. it is a framework that enables the faster articulation of interests in increasingly volatile and diverse realities. In addition to that, it represents a new form of social organization in response to political problems of coordination or social mediation (Miller, 1994).

In regard to the participants, the network is unrestricted and fosters representativeness, also as a necessary means to sustain its transversal configuration, approaching multiple issues of São Paulo's society. Finally, the main function of the network is to enhance local leaderships' abilities and knowledge about crises.

Herein, we consider leadership meaning based upon the concept developed by Weber (2008) as charismatic leadership, in which, opposed to bureaucratic or traditional leaderships, is based on the loyalty of the followers. In this sense, the charismatic leader does not need a bureaucracy to reach this position, nor a traditional position in society, rather its position is a consequence of an organic process. In other words, the position of the charismatic leadership arrives from the acknowledgment of the community. Accordingly, Kisil and Schlithler (2008) argue that to identify leaders it is necessary to observe the attitude of group members.

In this sense, we aim to conform the group's attitude through the engagement of community leaders in activities and debates on crisis management, that will be later translated through conversations and recommendations from leaders in a better understanding of crises and crisis management.

#### **3.1. Goals**

Motirõ is an effort to construct a local learning forum that enables the population of São Paulo to better address crises. Such capacity will be transmitted through learning activities and debates on how to react to unpredictable episodes with leaders and associate members. We claim that community leaderships play a fundamental role in spreading values and trust on their communities to adapt to specific situations, due to their key role as actors that foster social changes.



Thus, Motirõ aims at three goals:

- 1.The development of epistemic communities that are highly involved in crisis management, as an important matter to any society that intends to endure throughout time;
- 2. Learning from the mistakes of past crises in order to prevent similar losses and damages;
- 3. The empowerment of local leaders to enhance the community's abilities to better answer to crises.

#### 3.2. Methodology

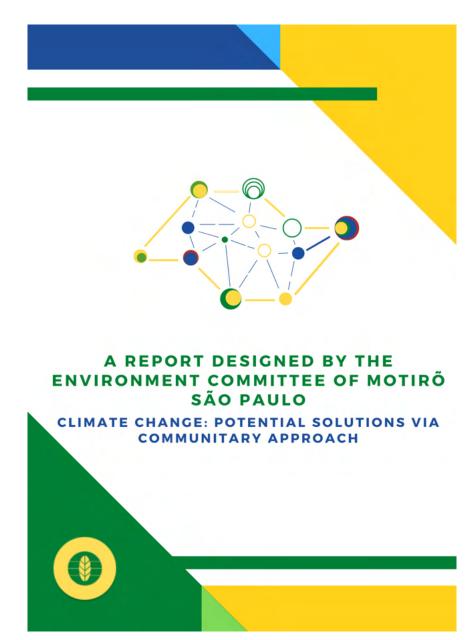
Motirō is a learning forum, based on a network structure, established to debate and reinforce the lessons learned from previous crises in order to better prepare for future crises. In this sense, it is through the spreading of knowledge on crises to local communities that we intend to reach our goals. What can be even more successful when those lessons are spread and acknowledged by charismatic leaders - individuals from the community that the group does trust. Lessons and knowledge are usually disseminated through the daily-life interactions. In Brazil, the culture of daily relations plays an important role in people's decision making. Thus, the common sense shared by people in communities strongly define standards of action.

In this sense, our project fosters the empowerment of local leaders in the dissemination of good practices and true knowledge on how to better address different challenges derived from crises, taking the COVID-19 episode as a starting point to our goal: improve crisis management at the local level. In this sense, the network will be fundamentally based upon the results of representative debates and reports conjointly produced amid the network.

The debate and events held by the network will be organized in open and virtual environments, coordinated by the leaders of each Committee on topics previously established which will be selected based on the necessity of the knowledge to be disseminated throughout society and leadership. In those cycles, both leadership and associate members will have time to share their experiences in facing such challenges and what are the impressions of their communities on how to tackle it. At the same meeting, the Committee conjointly with invited experts will share their thoughts on how those challenges could be addressed and also what are the instruments available to improve crisis response (governmental channels, judicial responses, related public entities available, institutions, think tanks and media channels that could enhance crisis response).



As a result of these exchanges between communities, leaders, committees and associated members, the thematic committee and its leaders will be responsible for the drafting of a report, which will be approved by all the associated members as a guideline to improve response to the specific crises dealt by that cycle. Such reports will be distributed throughout the network in its website, app, and also through local leaders, as an instrument to enhance the ability of leaders in disseminating good practices with their communities. Below, we provide an illustration of a report produced by the network:

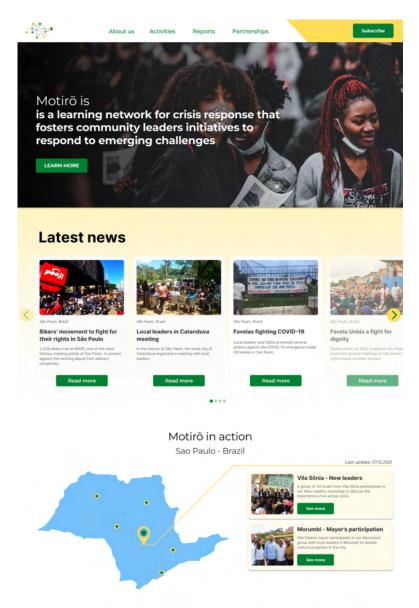


<sup>&</sup>lt;sup>4</sup>The report will be ideally structured on the following chapters: Introduction to the problem; Perceptions and contributions from the cycle of debate in the specific Committee; Contributions from researchers and experts about existing solutions; Indicated solutions based on the consensus of the Committee; and Conclusions.



Motirõ, as a network, will be conducted mainly through virtual platforms, considering the difficulties of connecting a State as São Paulo. This decision was based upon the acknowledgement that almost 77% of the population in São Paulo has the to internet. considering the report on "Access and individual use of the internet in the State of São Paulo" (SEADE, 2020), 53% of the internet users make it exclusively through mobile phones, when it comes to the higher vulnerability strata it becomes 67% of the users. In this sense, the choice for both a website and mobile app is necessary in order to both expand and improve the range experience of the network.

The website and the apps will contain the same information available, however the website will focus on sharing the network in a more institutionalized manner. The website's model already developed can illustrate its features as presented on the image on the right side:

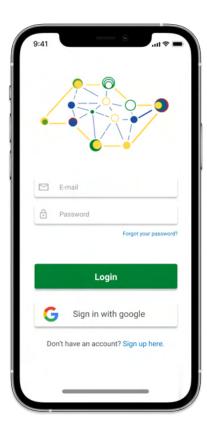




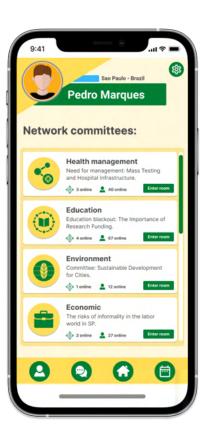
In 2019, in the State of São Paulo, 77% of the population with more than 10 years old is an internet user, which corresponds to nearly 30,5 million people. On the strata of low vulnerability it reached 78%, almost 20 million people, while in those of high vulnerability such proportion shrinks to 75%, which is equivalent to slightly less than 10 million users. In: <a href="https://www.seade.gov.br/produtos2/midia/2020/07/Cetic produto01">https://www.seade.gov.br/produtos2/midia/2020/07/Cetic produto01</a> 7ago.pdf.



The mobile app will contain all the information present in the website, plus the creation of a "virtual chat" where all the members of the network can share information related to emerging crises, events of their local communities, experiences they had in the daily conversations, and doubts and ideas for the network, that can eventually become new topics of discussions on the cycles of debates.













#### 3.3. Partnerships

The network has a broad scope of activities envisioning the promotion of local development and addressing challenges that emerged from crises. In this sense, the partnerships will play a key role in constructing more sustainable communities. Motirõ comprehends three modalities of partnership: investment, academic, and social partners.

First, investment partnership aims to assure the financial sustainability of the institution. In this aspect, foundations with synergies and common target areas are the ideal partners. However, assuming that the embryonic stage of the institution might reduce the potential number of partners, due to the risks embedded in early-stage investment, we propose the Motirõ Fund. This organ will be based on grants from companies that will take part in the Hackathon activities. Hackathons are an important tool for recruiting bright leaders and being aware of innovative solutions that could emerge from ideas developed by its participants. Companies will benefit from the access to the Hackathons and the promotion of corporate social responsibility in local communities, which is becoming a trend in Brazilian companies that desire to portray themselves in the market as promoters of good practices.

The potential partners for Motirõ Fund will be approached based on scores given in three dimensions: bond to the organization, interest in the cause, and funding capacity (Associação Brasileira de Captação de Recursos, n.d.). The companies with higher summed scores will be approached first, according to grades from 0 to 5 points on each criteria. Lately we will present potential contribution ranges as it follows:

**Table 2: Contribution Range for Donors** 

Category	Contribution	Access Fundraisin Target			
Associate \$15.000,00 committee meetings		Participation in the executive committee meetings and vote in the Annual Strategic Work Plan	\$ 30.000,00 (2)		
Premium Donors	\$ 6.000,00	A seat in one of the thematic committees to set the debates and priorities	\$ 12.000,00 (2)		
Event Contributors	\$ 3.000,00	Active participation in the hackathons	\$ 18.000,00 (6)		



The second category of partnership has an academic and scientific nature. The main universities and its research centers in the state of São Paulo will be fundamental in the proposal of solutions and formulation of final reports with lessons learned from encountered crises. Additionally, think tanks and autonomous research institutions will contribute with knowledge production and the distribution of the reports made within Motirõ.

The last partnership category is related to social institutions and local Non-Governmental Organizations (NGOs). This category of partner will assist in the identification of community leaders in São Paulo and facilitate the communication with them. We have specific expectations for each group of partners; however, we understand that overlapping of roles is a potential scenario.

#### 3.4. Impact

Motirõ, as the name implies, is about synergetic work towards crisis. The expertise of the institution combined with the highlighted action of community leaders make the institution straightforward in promoting information flows. The expected outcomes derived from our network are (1) knowledge producing and sharing; (2) capacity building; and (3) the knowledge archive of lessons learnt from crises.

As a network, it aims to produce collective standards, norms and knowledge over past and current crises in São Paulo. Motirõ, as a reference institution in crisis management, will be a key-actor in identifying emerging crises, in view of the debates undertaken by the Thematic Committees. It is expected that the multiple cycles of debates will set the tone for the collaborative response in the ongoing crisis. The bridge between community leaders and experts has the power to promote knowledge transactions from the grassroots to technical perspectives, and vice versa. The community leaders have a powerful asset: situated knowledge. On the other hand, the technical corps of the institution can provide sectoral expertise to base the community leaders' and members' response to the crisis in their own environment.

Networks as an instrument for knowledge production and management is broadly explored in the literature and practice, especially in the globalized world that urges for interlinked solutions. Additionally, networks appear as a tool for activism and advocacy. Motirõ is more than a space for knowledge production and sharing. It is a center for capacity building. It promotes contextualized and specific workshops to community leaders regarding the current crisis faced by them, containing the best practices to tackle the challenging situation. Community leaders are opinion-influencer agents. By empowering them with reliable information, we indirectly access the members of the respective community, once they are tight by trust relationships.

Among them, there are the University of São Paulo, the Federal University of São Paulo, the São Paulo State University "Júlio de Mesquita", the University of Campinas, the Getulio Vargas Foundation and the Parliament School.



The coronavirus crisis illustrates the challenges of transferring trustable responses to individuals, in a context with excessive and conflicting information flows. Motirõ is a trustworthy information spillover instrument. According to Borgatti et al. (2009), sociologists define four key types of social relations: similarities, social relations, interactions and flows as illustrated in the figure 2. The Motirõ network will act across those dimensions, by the cooperation with the central nodes of social networks, the community leaders. The affective and cognitive aspects of the relation between community leaders and the members of the community, along with repeated interactions, reduce the insecurity and uncertainty related to information that would come from a third and potentially unknown part. The enforcement of the information derives from the trust relations that the community has with the leader.

**Table 3: A Typology of ties studied in Social Network Analysis** 

	Similarities			Social R	Interaction	Flows		
Location	Membership	Attribute	Kinship	Other role	Affective	Cognitive		
e.g. Same spatial and temporal space	e.g. same events	e.g. same gender; same attitude	e.g. mother of; sibling of	e.g. friend of; boss of; student of	e.g. likes; hates	e.g. knows, knows about	e.g. talked with; advice to; help	e.g. information, beliefs

**Source: Adapted from Borgatti et al. (2009)** 

Motirõ aspires to promote cohesion, convergence and connectedness structures towards crisis management. The network combines up-to-date instruments for connecting people, workshops to community leaders, reports, and the committees per se. An additional tool will be the hackathons, designed for the cooperative and intense brainstorm over solutions to the current crisis. Motirõ will be the main organizer along with partner institutions. In its first year, Motirõ aims to promote workshops to 100 leaders and conduct 6 events, either cycles of debates or hackathons for each Thematic Committee.

As a multidimensional effort for fostering communication, we provide an app platform for connecting the community of leaders. It is a channel for inquiring, sharing ideas and notifying about new crises. Community leaders are usually considered as activists and social advocates. In Motirõ they are key actors in building the solutions.

Finally, Motirõ is expected to assemble the lessons learnt in the previous crisis. The reports developed by the committees play a central role in that sense. Thus, we do intend to produce general guidelines for management of crisis, considering that each crisis requires immersion in its context specific scenario. Motirõ is a network that will manage uncertainty and advance learning.



#### 3.5. Beneficiaries

Motirõ is designed for multiple actors from different backgrounds. The beneficiaries of the network are the community leaders and its respective communities, the international community, the research centers, and other partners.

#### 3.5.1. Local leaders and Communities

The community leaders are socially recognized personalities from communities, which play a role of local representatives or members of relevant social institutions such as associations, religious institutions, school boards and so forth. They are the direct beneficiaries of Motirõ with all the activities designed in cooperation with and for them. They will be impacted by the workshops and cycles of debates provided by the network and with connections with partner institutions.

The communities will benefit from the expertise acquired by the community leaders, which will reduce uncertainty in delicate situations. Additionally, they will profit from the participation in events, debates and hackathons.

Alvito (2001), observing the community of Acari, in Rio de Janeiro, identified leaders as those acknowledged through participation in social activities and groups. These leaders played a role of interlocutor for the community's interests in their relations with the State and other sectors of civil society. Overall, community leaders are responsible to voice local groups' best interest.

Our proposal aims to reduce the challenges of crisis management, through the improvement of the leaders' abilities. These leaders will benefit from Motirõ to amplify their responses and knowledge on emerging crises.

<sup>&</sup>lt;sup>7</sup>Irani da Silva Guedes, a leader in the community of Brasilândia (São Paulo), declared that the plan of São Paulo's Government has not helped the poor communities. Accordingly, Luciene Duarte, another community leader, claimed: "This plan worked there, to the riches. Not here" (Folha de São Paulo, 2021). In this scenario, the leaders were on the battlefield to mobilize their communities to fight against the COVID-19 pandemic.



#### 3.5.2. International Community and Humanity

Motirõ aims to spillover the benefits from the network on a large scale and contribute to the already existing efforts for increasing wellbeing. Our solution for crisis management reflects and endorses the Sustainable Development Goals (SDG) of the United Nations, mainly on the SDG 11 – "Make cities and human settlements inclusive, safe, resilient and sustainable" – and SDG 17 – "Strengthen the means of implementation and revitalize the global partnership for sustainable development" (United Nations, n.d.).

In this sense, the network will be a key-actor in the disaster risk reduction in cities, as prescribed by the SDG 11, as it will identify emerging crises and address responses to them through a cooperative approach. In regard to SDG 17, Motirõ, as a capacity-building network for community leaders, enables the "capabilities of states and societies to design and implement strategies that minimize the negative impacts of current social, economic and environmental crises and emerging challenges" (United Nations, n.d.). The Appendix 3 further illustrates Motirõ's contribution to the achievement of the SDGs.

#### 3.5.3. Partners

According to Borgatti et al. (2009), in the past three decades the research about social networks grew three times. Economists and social scientists are interested in perceiving the formation, structural assets and permanence of networks. Motirõ is a case of network that fosters such a cooperative and result-oriented approach to solve crisis management challenges. In this sense, think tanks, universities and research centers will be involved in the cycles of debates on different aspects of systemic crises, such as the pandemic, that impacted different social sectors.

Moreover, the private partners from Motirõ will be direct beneficiaries mainly from the hackathon initiatives - immersive events for addressing specific challenges – that will involve individuals, which might be potential leaders and candidates for positions in our partner institutions. Also, the partners will assist in the development and conduction of innovative solutions on site. Additionally, companies seeking innovative projects will find opportunities for investment within Motirõ as a solution-seeking mechanism.

Despite being an initiative centered in São Paulo, Motirõ has the potential to inspire the creation of networks worldwide, incorporate new actors and connect with different networks. Ultimately, Motirõ will promote partnerships and incentive resilient communities to start a path towards sustainable development.



#### 3.5.4 Activities and Main Projects: the Thematic Committees

As aforementioned, the Thematic Committees are the main place where the activities and projects of Motirõ take place. In accordance to that scope, we established, based on the main challenges faced by the state of São Paulo, what areas should be contemplated by our network activities. This is the first step on learning from the past and building capacity for the future, in order to prevent future crises to happen and when impossible to avoid them, to better answer to its consequences.

Thus, looking at the challenges already revealed by section 2.2., we develop the six first topics that will be dealt by our Thematic Committees during the first year of activities:



Economic Committee: "The risks of informality in the labor world in São Paulo"; 8



Social Issues Committee: "Vulnerable populations during the Pandemic";



Health Committee: "Need for management: Mass Testing and Hospital Infrastructure"; 10



Education Committee: "Education blackout: The Importance of Research Funding"; 11



Communication Committee: "Fake News and Improvement of Communication Mechanisms"; 12



**Environmental Committee: "Sustainable Development for Cities".** 13

<sup>&</sup>lt;sup>8</sup> Economic Committee Guests: Economist Antônio Correa de Lacerda; Professor Ludmila Costhek Abilio.

<sup>&</sup>lt;sup>9</sup> Social Issues Committee Guests: Former-Deputy Eduardo Suplicy; Professor Flavia Piovesan.

<sup>10</sup> Health Committee Guests: Doctor Atila Iamarino; Leader Irani da Silva Guedes; Leader Luciene Duarte.

<sup>11</sup> Education Committee Guests: Congresswoman Tabata Amaral; Professor Fernando Haddad.

<sup>12</sup> Communication Committee Guests: Youtuber Felipe Neto, Lawyer Luiz Augusto Filizzola D'Urso.

<sup>13</sup> Environmental Committee Guests: Historian Marina Silva; Professor Danilo Silva Guimarães.



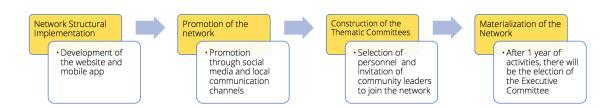
#### 3.6. Implementation

The implementation of Motirõ as a network depends, at first, on the transformation of the prototype already developed on Figma into a functioning platform, which will be based upon two mechanisms: the website and the app. This step will take 12 weeks. The technological aspect of our proposal will be designed by our system developers and will take three months to have the Minimum Viable Product (MVP) finalized. This process will require three different software: Figma, Adobe XD and Google Firebase.

The second moment will be the promotion of our Network in social media and local community's channels, in order to engage community leaders and society in the cycles of activities at Motirõ. In a digital environment, the first meetings will take place in order to establish Thematic Committees, which topics are already defined by the lessons that should be learnt from the experience of the state of São Paulo on the pandemic.

Finally, by the end of the first cycle of activities, the members will be required to vote for thematic counsellors, that will represent the group in the executive committee. The Executive Committee, in the first year, will be managed by the creators of the network, in order to facilitate the focus on the activities of Motirõ, but once the Thematic Counsellors were established there will be an election for the position of President of Motirõ's network, that has a five-year-duration mandate.

Once this institutional level is reached, the network will be able to achieve its goals more effectively and also the development of new thematic committees. We believe that the network can start to operate after eight months, however it will only be fully implemented after 1 year of existence, in accordance to the short-term timeline presented above:



In spite of the fact that planning and idealization were extremely revised and improved throughout the development of Motirõ, any real-world project has to face challenges and to adapt to them. In this sense, in the next chapter we will focus on how to monitor and evaluate the development and achievements of the network after it materializes.



#### 3.7. Project monitoring and evaluation

Monitoring and Evaluation (M&E) is an important instrument in the assessment of a program, policy, or movement effectiveness, in the improvement of internal learning and decision-making, on the empowerment and motivation of members and community, on the guarantee of accountability to key stakeholders, share learning with others, and contributing to the evidence base about effectiveness and limits of action (Higher Education Innovation Fund, 2014).

Monitoring refers to the collection and analysis of information about a project/programme. While, evaluation is related to the periodic, retrospective assessment of an organization's activity (Higher Education Innovation Fund, 2014).

Considering the benefits of M&E, it is unreasonable to not consider the contributions of it to Motirõ. The aspects that we identify as crucial to the maintenance and effectiveness of the Network are: learning process (how to identify that the knowledge produced within Motirõ is being apprehended by leaders and community); impact of learning in the real world; and critical analysis of members to the identification of rising crisis at the local level.

In regard to M&E frameworks, the International Federation of Red Cross Crescent Societies (2017), developed a framework based on two common mechanisms: specific surveys and linking outcomes to more aggregate indicators collected by the government. We believe that the adoption of surveys yearly would improve the capacity of the network to understand the capacity-building of its activities and how to improve it.

Questions on the surveys, through an online platform, sent monthly to members of Motirõ would entail topics such as: member's perception on personal learning process towards crisis; knowledge on means to better address them at the local level; and perception on emerging crisis potentially located at communities in order to foster a critical analysis of the members.

Considering the ability to evaluate the impact of the learning forum, there are several informal ways of doing this: range of social media, number of associates, presence of the reports from the network on academic journals and media channels. Nevertheless, in a more precise way we could count on an analysis of the surveys and its results to understand the learning process by the members and their local communities.



#### 3.8. Expected Outcomes

#### Short term outcomes - First year of activities:

- Social Media performance: reach 15.000 followers in Instagram;
- Number of Associations: 500 associate members;
- Partnerships: Set 2 partner institutions within each committee;
- Achieve the participation of at least 10 leaders from each region of São Paulo:
- Fundraising: Reach 60.000 thousand dollars in the first year.

#### Long term - Five years of activities:

- Incentive to the creation of other networks in other Brazilian states;
- Become a Brazilian hub for the development of policies and discussions on crisis management;
- Enhance the perception of the importance of Crisis Management at the governmental level and at the community level.

#### 3.9. Risk assessment

In dealing with leadership in organizations in contexts of learning and uncertainty and, more specifically, networks in crisis management, Moynihan (2008, p. 350) stresses the high amplitude of the scope of learning processes During crises, it is inherently greater, demanding new understandings of causes, consequences and solution. Learning, the author states, has bounded rationality. Just as in routine situations, it is incomplete.



There are multiple reasons why crisis learning is difficult, which are: (i) the high consequentiality of crises makes trial and error learning prohibitive; (ii) crises require interorganizational learning; (iii) there is a lack of relevant experience; (iv) the ambiguity of previous experience gives rise to faulty lesson drawing; (v) crises narrow focus and limit information processing; (vi) there is a rigidity of response: political dynamics give rise to bargaining and suboptimal decisions (old solutions usually adopted); (vii) defensive postures and denial of the problem, responsibility, or error; and (viii) crises provoke opportunism.

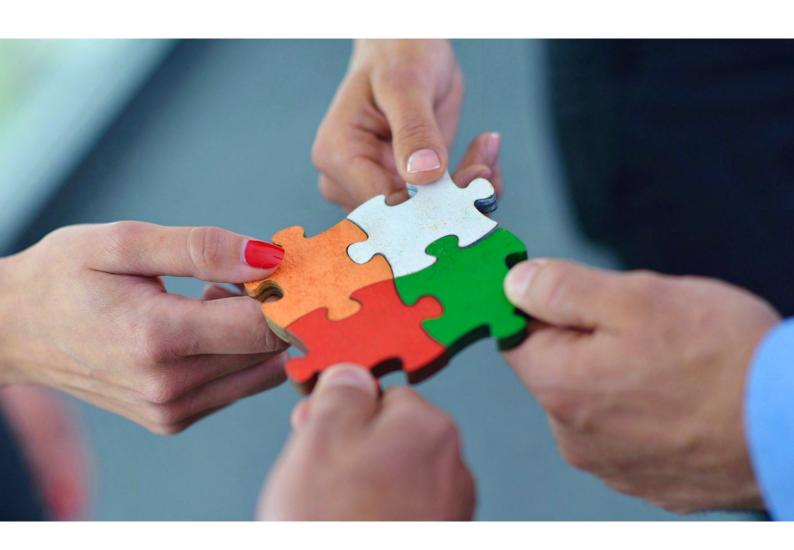
In order to mitigate risks and uncertainties in these networks, Moynihan (2008, p. 357) proposes preplanning, role-plays, training and simulations. Learning in Emergency Networks demand actions that could be summarized in the following above:

- (i) identify which categories of lessons are suitable;
- (ii) bring together appropriate complementary skills, identify skills that are capable of being learned and those which are better left to specialists;
- (iii) create timely information systems that monitor allocation and achievement of tasks;
  - (iv) ensure that information is examined on a regular basis and that it shapes operational decisions;
    - (v) Standing Operating Procedures (SOPs): build and disseminate formal routines;
- (vi) Draw lessons from the past cautiously, remaining aware of differences with the present.

Considering these theoretical contributions, Motirõ is a straightforward mechanism towards the four main challenges in learning from crisis mentioned by Moynihan (2008) - lack of coordination, difficulty of learning amid crisis, and the lack of relevant experience in drawing learnings from crises, and the rigidity of response. Our network fosters to respond to these challenges through the involvement of multiple actors (individuals, local communities, NGOs and Think Tanks, Companies, and Government) that together will provide the development of SOPs and lessons that should be apprehended from the past. Such a coordinated and representative effort will be consolidated in the form of reports that will influence and enhance community leaders and its communities in the understanding of mechanisms to better respond to crisis, what leads to a more synergic engagement from the governmental level in the development of public policies to put an end to the crisis in the less shocking way possible.

The best mechanism to respond to a crisis is both a combination of efforts and actions from the governmental and the local levels.

# 4. Final Considerations





In conclusion, Motirõ, as the meaning of the tupi-guarani word proposes, is a collective and cooperative mechanism to foster solutions in the issues and challenges emerging from crises. Considering the contributions of the literature of crisis management, this project is an effort to build capacity to deal with crises at a local level, avoiding the dependence of governmental level to start the crisis management process. This approach is highly dependent on the participation of the society and its leaders as actors that amplify and raise awareness to emerging challenges. The necessity of building knowledge on the past and preparing for future crises is usually marginalized in the studies of crisis management that are overwhelmed by the current challenges, forgetting the importance of the preparation for the future.

As an old saying in Brazil, "it is better to prevent than cure", Motirõ is a first step to São Paulo to get prepared for future challenges that certainly will come and for that the participation of all the society cannot be underrated, we must focus on building resilience.

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## 6. Appendices

#### **Appendix 1 - Timeline of Implementation**

	apr/21	may/21	jun./21	jul./21	aug/21	sep/21	oct/21	nov./21	dec/21	jan./22	e feb/22	mar./22
Activities		Idealization		Prototype		Implementation		Promotion		Thematic Committees		Materialization
RESEARCH ON LITERATURE AND CASES	Х	X										
DEVELOPMENT OF THE STRUCTURE OF MOTIRÕ		X										
INITIAL THEMATIC COMMITTEES		X	Х	X								
DEVELOPMENT OF WEBSITE		X	Х	X								
DEVELOPMENT OF MOBILE APP		X	Х	X								
MVP RELEASE				X	X							
SUBMISSION OF THE PROJECT				X								
IMPLEMENTATION OF THE WEBSITE				Х	×	X						
IMPLEMENTATION OF THE MOBILE APP				X	X	X						
PROMOTION THROUGH SOCIAL MEDIA							Х	X	X	Х	X	
PROMOTION THROUGH ACADEMIC CHANNELS							Х	X	X	X	X	
PROMOTION THROUGH COMMUNITY CHANNELS							X	X	X	Х	X	
MEETINGS WITH EXISTING NETWORKS							X	X	X	X	X	
MEETINGS WITH POTENTIAL PARTNERS							Х	X	×	Х	X	
MEETINGS WITH POTENTIAL INVESTORS							Х	X	×	Х	X	
THEMATIC COMMITTEE'S EVENTS								X	×	Х	X	
NOMINATION OF THEMATIC COMMITTEES										X	X	
ELECTION OF THE EXECUTIVE COMMITTEE												X



#### Appendix 2 - Budget

Estimated Income Statement for Motirõ - Period from Mar.21/Mar.22						
Revenues						
Funding & Partnerships	\$60,000.00					
Governmental Incentives	-					
Total:	\$60,000.00					
Expenses						
Marketing and Communication Analyst	\$12,172.80					
Administrative Assistant	\$3,352.80					
Events	\$4,800.00					
Surveys	\$106.20					
Network Digital Developer	\$7,471.20					
Zoom Link	\$242.20					
Total:	\$28,145.20					
Net Income						
Total:	\$31,854.80					



## Appendix 3 - Analysis of Motirõ's contributions to the Sustainable Development Goals (SDGs)

Sustainable Development Goals (SDGs)	Highlighted Sub Targets	Motirõ SP Contribution
3 GOOD HEALTH AND WELL-BEING	Strengthen the capacity for early warning, risk reduction and management of national and global health risks	The health committee will be dedicated to setting debates to early notification of crisis and collaborative development of solutions, along with the spillover mechanisms of information via the participation of the community leaders.
4 QUALITY EDUCATION	By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education	Crisis might interrupt the education of children, for instance in the current pandemic crisis. The education committee will be a key actor in identifying the potential effects of the crisis on education and propose actions to mitigate the lack of access from children to education.
8 DECENT WORK AND ECONOMIC GROWTH	By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value	The labor committee will contribute to the surveillance over forced labor and promote debates over employment and labor rights. In order to achieve decent work and economic growth, we have to promote resilient and adaptable positions to the upcoming crisis.
11 SUSTAINABLE CITIES AND COMMUNITIES	Disaster Risk Reduction	The lessons learnt incorporated in the reports mitigate disaster's risks, along with prior identification of crises and assistance in the response to them.
13 GLIMATE ACTION	Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries	Climate change is one of the main crises faced by humanity at this moment. The environmental committee will unite efforts to revert the climate crisis and build capacity with community leaders to achieve more aware, resilient and adaptable communities.
17 PARTNERSHIPS FOR THE GOALS	Capacity Development	The workshops and events aim to develop skills mainly in community leaders and share good practices towards the construction of sustainable cities.