



Berlin, 29 January 2021

EUPAN German Presidency Report

01 July – 31 December 2020

1. Summary

The German Presidency in the second semester of 2020 took place under the impression of the ongoing Covid-19 crisis. Regrettably, as was the case already under the Croatian Presidency in the first semester, there could be no physical meetings.

Instead of holding a plenary meeting on the Working Level, Working Level colleagues were asked to engage via e-mail. Two Secretariat meetings on both the Working and Directors General Level were held in the virtual sphere. The plenary EUPAN Directors General Meeting took place via videoconference on 17 November 2020.

The meeting on 17 November saw the launch of a EUPAN Summer School whose first edition will be organised by Germany in the summer of 2021. Covering the topics of integrity, trust and professionalism, the first EUPAN Summer School will provide exchange, insight and knowledge on prerequisites and circumstances in administrative responsibilities.

The Covid-19 pandemic gravely influenced not only the organisational part of the German Presidency, but also its focal points. To further the work and goals of EUPAN in the light of ongoing exceptional circumstances, the German Presidency endeavoured to collect knowledge acquired and experiences made by public administrations in handling the (first wave of the) pandemic. The questionnaire it composed aimed to render different approaches visible and, in the end, comparable.

Submissions were collected in August and September of 2020. Most EUPAN partners invested considerable time and effort to describe their administration's general setup and its adaptation to the challenges of the coronavirus. Many went to great lengths to explain their

specific situation to the rest of the network. From those individual submissions, a comprehensive picture can be drawn – a picture which, regrettably, only illustrates the situation during the so-called first wave of the pandemic in the spring and summer of 2020. While many challenges remain unchanged during the second and, in many places, third wave of the pandemic, some coping mechanisms have evolved. The Directors General videoconference on 17 November allowed for a discussion of lessons learnt since the end of the survey.

The Presidency Report presented today seeks to offer a quick and focused overview of the main activities during the German Presidency. For better orientation, the main documents are compiled in the annex to this report.

Managing the EUPAN Presidency in a time of global crisis required the support, goodwill and flexibility of the EUPAN partners. Germany is especially indebted to the members of the EUPAN 5 group who offered close cooperation throughout the semester.

The communal spirit integral to EUPAN could be preserved despite the fact that there were no physical meetings.

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2. Covid-19 Questionnaire

One of the German Presidency’s two focal points, the other one being the launch of the EUPAN Summer School, was the realisation of a comprehensive Covid-19 survey among EUPAN Members and Observer States.

2.1. Setup

Cf. Annex A: Covid-19 Questionnaire

The main challenge in designing the questionnaire was to find the right angle: The German Presidency strived to develop questions that would generate input useful to the EUPAN partners. To make sure that the questionnaire did not go past their actual need the Presidency decided to ask the network to deliver feedback early on in the drafting process.

A first draft of the questionnaire was circulated with the Welcome Letter of the German Presidency. The scope of this first draft was very wide. It was subsequently limited to take into account the feedback by EUPAN partners and to avoid overlaps with other surveys under way at the time.

In the end, the questionnaire’s focus was sharpened to better reflect EUPAN’s specific public service scope. The emphasis was put on the collection of different experiences rather than the collection of numerical data. This way, the German Presidency hoped to create a vivid and instructive tableau of challenges and coping mechanisms across the continent. Seeing as no two administrations are set up in the same way, there can be no universal truths drawn from the survey. This was not the goal of the survey. Instead, the idea was to invite administrations to learn about their partners’ successes and challenges and to inspire them to maybe take a second look at their own measures.

2.2. Return

Cf. Annex B: Covid-19 Questionnaire – Individual Replies by Country / Organisation

Replies were received by 28 EUPAN Members and Observer States.

The vast majority of EUPAN Members and Observers came back with comprehensive and thorough assessments of the situation in their administration. Many went to great lengths to explain how their administration's structural setup influenced their handling of the situation, identifying both advantages and difficulties.

2.3. Evaluation

The questionnaire encouraged the sharing of experiences and asked for the description of a country's administrative framework outside of multiple choice boxes. This is why there can be no comprehensive evaluation of every reply in relation to the next in the form of a table.

An insight into a country's or the European Commission's specific approach and into individual challenges encountered in the process is best achieved by referring directly to that country's or the Commissions's individual reply (cf. Annex B).

However, reading the submissions as a whole yields some interesting observations. The so-called first wave was largely over at the time of completion of the questionnaire while the second, in many places even the third wave, is under way at the moment. As the situation progresses, it may be useful to reconsider certain approaches in the light of lessons learnt also by other administrations. It is important to note again, though, that there is no universal right or wrong in the context of Covid-19 measures. With innumerable variables in play, ranging from geographical and demographic factors to the particularities of national economies, no two administrations face the exact same challenges.

That being said, the following observations warrant the reader's special attention and maybe further consideration:

- **Structural Information:**
 - Asked to provide structural information on their administration, roughly three quarters of countries indicated that their Covid-19 crisis management had (mostly) happened on the central level. The remaining countries took Covid-

19 measures on a central and regional level. In a few countries, all three levels, the central, regional and municipal, were responsible for decisions intended to contain the pandemic.

- Irrespective of their individual organisational structure, all countries but one indicated that their division of competences had proven apt to deal with the unprecedented challenges of the Covid-19 crisis.
- While there will be a certain bias with every administration deeming its own setup to be the best, it goes to show that there is no right and wrong organisational structure when it comes to a pandemic. Depending on the administration's structural setup, challenges will differ. At different times during the pandemic, one system may seem preferable over another – but this can shift.
- Handling the Covid-19 workload:
 - 60% of respondents indicated that they had temporarily hired additional staff to deal with the additional workload caused by the Covid-19 crisis. About one third created permanent positions – all of those administrations also created temporary jobs. 40% of administrations made do with their existing staff.
 - Around half of the administrations seconded existing staff to areas that were particularly strained due to the crisis. Within that group, most administrations relied on voluntary secondments.
 - It is interesting to note that less countries reattributed existing staff within their administration than chose to hire new staff – though of course some made use of both options. One explanation why new hirings were generally preferred over secondments would be that many public authorities are short on staff as it stands: They cannot afford to further reduce their workforce even in exceptional circumstances. Another, that the legal and practical framework for secondments – voluntary or ordered – is not always as straightforward as it could be.
 - Most administrations created new work units to handle different aspects of the Covid-19 crisis. Those who did not mostly indicated that they had relied on an existing task force infrastructure to cope with the new challenges brought about by the pandemic.

- A vast majority of countries involved their military forces in their efforts against the pandemic – though the assigned tasks differed widely.
- Leave policies
 - Regarding the different administrations' leave policies, it is striking just how different they are from each other.
 - A few countries required some of their staff to take a compulsory leave, most didn't. In about half of the countries with compulsory leaves, the staff concerned suffered at least a partial loss of their remuneration.
 - Most administrations granted a special leave to their staff with care obligations towards young children or other people in need of care. Children had to be looked after at home while schools and daycare facilities were closed during the first lockdown. If and to what extent parents looking after children still received their pay varied: A few countries offered full pay but only for a limited amount of days. Others reduced their staff's pay while they were assuming care obligations. In these cases, the remuneration ranged from 55 to 80% of the previous pay.
 - Some administrations also offered a special leave to staff for whom an infection with the coronavirus would pose a particularly high risk. Here, the situation was even more varied: Some countries offered this kind of leave indeterminately, some only for a few days, some not at all. Where vulnerable staff were allowed to take a special leave to protect themselves, their pay ranged from full to zero.

2.4. Discussion

Cf. Annex C: Covid-19 Questionnaire – Presentation during the Directors General Meeting on 17 November 2020

The topic of the different administrations' replies to the Covid-19 crisis was further discussed during the semester's Directors General Meeting on 17 November 2020.

For fear of focusing on aspects that were no longer at the core of everybody's struggle during the second or even third wave of the pandemic, the German Presidency decided not

to put the replies to the questionnaire at the centre of the discussion. At the time of the Directors General Meeting, the state of the pandemic was very different from the situation in the spring and summer of 2020.

Instead, the German Presidency asked Prof. Dr. Gisela Färber of the German University of Administrative Sciences Speyer to give an overview on how the Covid-19 crisis had been handled in Germany up until November 2020. The German administrative system relies on a division of responsibilities among federal, regional (“Länder”) and municipal authorities. While legislation is mostly centralised, those laws are executed on the regional and municipal levels in the vast majority of cases. Prof. Färber illustrated the strengths of the system and the German crisis management – and their shortcomings.

She stressed the importance of a vital civil service in times of crisis. It is also in times of crisis that the general public is ready to acknowledge its great importance. In the past months, public administrations have generally performed very well in the eye of the public – thanks to their competent and motivated staff.

After the presentation, the participants of the videoconference were invited to share their own experiences and lessons learnt over the course of 2020. The discussion mainly revolved around

- the increase of remote work in the public sector since the beginning of the pandemic, a phenomenon which is likely to outlast it, and
- how the increase of remote work requires new leadership skills, one of the challenges being to foster team spirit from afar.

3. EUPAN Summer School

3.1. Idea

The EUPAN Summer School sets out to create a space for exchange for a group of public servants from all EUPAN Member States, Observer States and staff of the European Commission. With a combination of “food for thought” from administrative sciences and other disciplines as well as opportunities for reflection, its aim is to provide knowledge and exchange on prerequisites and circumstances of the administration’s responsibilities.

Finding and working under common standards has become even more significant with the extension of the European Union and an increase of transnational administrative action. Public administration plays a central role in developing and implementing comprehensive policies, its efficient and professional structure is key to successful cooperation.

With a background of many years of experience in EU-cooperation and the belief that common standards and trust are the basis of good governance, Germany presented its idea of a EUPAN Summer School at the Working Level Meeting in Helsinki in September 2019.

Having been received well, the idea was further developed and put into action during the German EUPAN Presidency.

3.2. Decision of the Directors General

Cf. Annex D: EUPAN Summer School – Directors’ General Decision on 17 November 2020

During the virtual EUPAN Directors General Meeting on 17 November, it was decided that in principle, the EUPAN Summer School shall be held each year on the initiative of one or more Member State(s) or the European Commission or an Observer of EUPAN, financed by the host(s) or the European Commission or an Observer of EUPAN on a voluntary basis.

The Summer School shall deal with all topics relevant to EUPAN and can be concentrated on specific issues of the network. Common subjects shall be identified jointly.

In order to account for the different prerequisites and budgets of each potential organiser, the Summer School may be executed in collaboration with a university or different external institution. Though the focus of the Summer School will be on mid-career civil servants, the responsible host may decide to organise it for another target group.

The EUPAN Summer School shall be open to participants from all Member States, staff of the European Commission and staff of the Observers of EUPAN. Each EUPAN Member shall be eligible for nominating at least one participant.

Several members of EUPAN have already expressed an interest in hosting one of the next Summer Schools with France having declared its intention to host the EUPAN Summer School in 2022.

3.3. First Summer School in July 2021

Cf. Annex E: EUPAN Summer School – Proposal for the First Edition

Civil service integrity and professionalisation are the connecting factors for the first edition of the EUPAN Summer School, held in the secluded biosphere reserve Schorfheide-Chorin north of Berlin. During the week-long event, participants will address these questions by looking into the topics of integrity, trust and professionalism in the context of different administrative cultures and various understandings of the role of civil servants, institutions and administrative actions.

Involving different activities such as workshops, case studies, discussions and expert input, the Summer School will enable participants to gain methodical and coaching knowledge to foster public service integrity and professionalisation in their own institutions, acting as multipliers to transfer new knowledge and to establish a strong network amongst attendees. Germany has committed itself to cover the accommodation costs of a maximum of 30 participants and is looking to host up to 50 participants during the first EUPAN Summer School in 2021.

4. Miscellaneous Items

4.1. Publication “Public Administration in Germany”

“In the context of the European Union, it is vital for member states to realize that European policies work effectively only when public administration is able to meet all new challenges. As an aid to understanding how we act, we decided to offer an edition of articles presenting and analysing the German system.”

The main intention of “Public Administration in Germany” (edited by Kuhlmann, Proeller, Schimanke and Ziekow) is to portray the structure of Germany’s public administrative system

with a differentiated and comprehensive analysis of its key elements. In his preface, Hans-Georg Engelke, President of the German Section of IIAS, the International Institute of Administrative Sciences, and Secretary of State in the German Federal Ministry of the Interior, Building and Community, emphasises that the main goal is to promote mutual understanding.

The publication aims to give an in-depth overview of key elements at the federal, regional (“Länder”) and municipal levels as well as current reform activities of the public sector. Each of the 30 chapters offers a combination of descriptive information and problem-oriented analysis, examining for instance the changing relationships between public administration, society and the private sector or new challenges and modernisation approaches like digitalisation and Open Government.

“Public Administration in Germany” is available for pre-order as a hardcover book (publication date February 28, 2021) and will be available for download after publication (open access) via <https://www.palgrave.com/gp/book/9783030536961>.

4.2. Workshop “A Journey to an Inclusive Organisation”

Cf. Annex F: Diversity and Inclusion – Presentation during the Directors General Meeting on 17 November 2020

During the videoconference on 17 November 2020, the Dutch EUPAN delegation led by Director General Marieke van Wallenburg held a workshop titled “A Journey to an Inclusive Organisation”.

The presentation and subsequent discussion focused on different angles of inclusion and diversity – both practical and academic. Director General van Wallenburg stressed the journey aspect of the Dutch approach: The goal is to find out what works and does not work, always keeping in mind that the public service answers to our (changing) society and needs to exude trust and integrity. Limiting the discussion to quotas is too narrow.

4.3. Initiative for a Ministerial Meeting

Cf. Annex G: EUPAN Ministerial Meeting – Joint Proposal by Portugal and the European Commission

The Directors General Meeting on 17 November 2020 also included a presentation of Portugal's and the European Commission's joint proposal for a EUPAN meeting on the ministerial level. Gertrud Ingestad, the European Commission's Director General for Human Resources and Security, introduced the idea and outlined possible subject-matters for such a meeting.

The idea was well received by the other Directors General. Most comments stressed that the proposed topics sat well with their respective administration, some suggested that the focus could be broadened to encompass more general issues of public administration. In the end, Directors General agreed to call on the Working Level to map out the ideas and identify issues of overriding political importance before taking the initiative further.

5. Annex

- A. Covid-19 Questionnaire
- B. Covid-19 Questionnaire – Individual Replies by Country / Organisation
- C. Covid-19 Questionnaire – Presentation during the Directors General Meeting on 17 November 2020
- D. EUPAN Summer School – Directors' General Decision on 17 November 2020
- E. EUPAN Summer School – Proposal for the First Edition
- F. Diversity and Inclusion – Presentation during the Directors General Meeting on 17 November 2020
- G. EUPAN Ministerial Meeting – Joint Proposal by Portugal and the European Commission

Annex A:

Covid-19 Questionnaire

How are public administrations in the EU member states, EUPAN observer states and the European Commission managing the COVID-19 pandemic?

1. Country/European Commission
2. Contact person for follow-up questions
3. Structural Information
 - a. Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).
 - b. Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?
 - c. Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?
4. Handling the COVID-19 workload
 - a. Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.
 - b. Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?
 - i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?
 - ii. If yes, were staff seconded without their consent? What was the role of staff councils?
 - c. Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?

Annex B:

Covid-19 Questionnaire – Individual Replies by Country / Organisation

How are public administrations in the EU member states, EUPAN observer states and the European Commission managing the COVID-19 pandemic?

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Austria

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

The competences of each government level are defined in the Austrian federal constitution.

The Federal Minister of Health is the highest health authority over the regional and local governments. COVID-19 measures are therefore being managed via Federal Acts (Bundesgesetz), Directives (Verordnung) or Decrees (Erlass) by the federal government.

- b) ***Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?***

A statement regarding the division of competences cannot be made by the Directorate General III – Civil Service and Administrative Innovation.

- c) ***Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?***

Yes, in March 2020, a number of direct public services by regional and local administrations were temporarily closed. As a consequence, telephone information services were adapted to address the most pressing concerns by citizens. Certain services have already been available online for many years as part of Austria's e-government services (e.g. "digital office", available via website or app, <https://www.oesterreich.gv.at/startseite.html>), however, some were also newly implemented during the COVID-19 crisis. Regional and local administrations with direct services to the public were re-opened on 18 May 2020 in compliance with strict hygiene guidelines and other protective measures.

2. Handling the COVID-19 workload

- a) ***Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.***

From March to the end of the year 2020, staff recruitment procedures were simplified in certain areas in order to allow for the recruitment of personnel for COVID-19-related tasks on top of the existing headcount parameters.

b) Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?

Yes, some ministries made use of these secondments.

i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?

Detailed information is not available.

ii. If yes, were staff seconded without their consent? What was the role of staff councils?

See above.

c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?

Yes, certain crisis intervention teams (Kristenstab) were set up within certain federal ministries and regional governments.

i. If yes, were the units composed of staff from the same level of government (central, regional, local)?

No, different levels including NGOs etc. - depending on tasks.

ii. If yes, how did you go about staffing those units?

see above

d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

The actual provisions on the working time have generally remained unchanged, as they already allow a high degree of flexibility - even in times of crisis like the current one. Additional services are therefore permitted on request beyond the hours prescribed in the duty roster and are paid separately. Since the areas in the federal service are very inhomogeneous and the tasks are very different, there was more overtime in some areas of activity than in others (e.g. police services) as expected.

Special groups of staff have a fixed salary or certain additional allowances, through which all additional work in terms of time and quantity is considered to be compensated (e.g. all-in-contracts).

e) *Were bonuses or salary increases given to particularly strained staff?*

Each single ministry has the possibility of granting rewards for special services or special performance in the context of the COVID-19 crisis, in accordance with the available financial resources and under certain conditions. Bonuses paid to staff in relation to the COVID-19 crisis up to €3,000 are exempt from taxation until the end of 2020, across all industries. Also, COVID-19 related home office days do not negatively affect the reimbursement of commuting expenses and certain bonuses such as hazard pay or dirty work bonuses are tax-free when they continue to be paid during COVID-19 work arrangements.

f) *How were military forces involved in the COVID-19 crisis management?*

Operational support in order to master the tasks of health regulation (e.g. Coronavirus - Koordinationsstab of the regional government or within contact-tracing management)

- Controls in compliance with public health authorities and routine boarder controls
- Specific support service because of regional cluster formations (e.g. support for postal service due to a coronavirus cluster within the company)
- Assistance to food-trade companies to ensure food supply

3. Experiences with remote working

a) *Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?*

Public administration staff, unless explicitly defined as essential key personnel, was ordered to work from home. Essential key personnel was formally defined by each ministry with regard to their operational requirements.

b) *Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?*

Ad-hoc changes of existing policies were required due to a general order for public administration staff to work from home in March 2020. Austria is currently discussing the increase of remote working arrangements as part of the Social Partnership dialogue. Certain federal ministries are already making arrangements to formalize the increased use of remote working in the future.

c) *Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources*

sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?

In all federal ministries the majority of staff members proved to be adequately technically equipped due to existing remote working arrangements while others used private devices. New technical equipment was not provided, but advice on how to best work from home was shared with employees (e.g. ergonomic seating,...). Individual tele- and videoconferencing solutions were elaborated by each federal ministry with regard to their specific organizational needs.

4. Leave policies

a) Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?

With an amendment of the Act on Contractual Employees and the Civil Servants Employment Act the use of vacation days was adopted. The new regulation states that the employer can unilaterally order the use of remaining vacation (i.e. outstanding vacation entitlements from previous years) of up to two weeks if the employee is able to work. In order to ensure that the highest possible working capacity is available again after the current crisis, employees were asked to use up any remaining leave from previous years in consultation with their superiors.

b) Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?

Risk groups: upon presentation of a medical certificate the employer checks whether the employee can primarily provide his or her service from home (home office) or whether the service within the office can be designed in such a way that infection with COVID-19 is ruled out with the greatest possible certainty. If a provision of the service in working in the home-office or under the examined security conditions in the office is impossible, employees have the right to a complete leave of absence (Dienstfreistellung). If leave of absence has been ordered by the employer, the staff member is entitled to continued payment of remuneration.

Possibilities in case of illness or quarantine of the carer:

If the permanent caregiver of the child is absent for certain reasons (e.g. due to serious illness or due to an officially ordered quarantine), a care release is possible.

Possibilities in case of closure of schools and kindergartens:

The employer can arrange service from home with the staff member or encourage the use of time credits from flexitime, overtime or any remaining leave. If this is not sufficient, the

employee may be granted special leave ("due to important personal or family reasons or for any other special reason").

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

- Expansion of e-recruitment tools
- Implementation of new learning formats for instance e-learning, blended learning or hybrid formats
- Reduction of travel activities due to online conferences and online meetings

b) *Do you plan to implement new policies with a view to future crises (eg.standardised workflows, plans for more flexibility in the allocation of staff)?*

Austria is currently discussing the increase of remote working arrangements as part of the Social Partnership dialogue. Certain federal ministries are already making arrangements to formalize the increased use of remote working in the future.

Belgium

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

The National Security Council which brings together the federal, regional and community level decided the measures covering the whole country. The SNC has decided on the closure of schools and their reopening, the rules of distancing, the closure of restaurants and cafés, foreign relations... The Regions intervene at the economic level through aid to companies, the self-employed,. The communities apply and adapt if necessary, as far as schools are concerned. The local authorities, whether provinces or municipalities, take decisions concerning the wearing of masks, closure of activities according to developments in their respective territories.

- b) ***Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?***

Scientists call for centralized decision making to save time in decision-making.

- c) ***Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?***

Yes, administrations have been closed at the federal, regional, community, provincial and municipal levels. The majority of services were delivered at a distance. Services that could not be delivered remotely and are considered essential were not discontinued.

2. Handling the COVID-19 workload

- a) ***Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.***

Yes, staff have been hired, among other things to set up call centres with fixed-term and open-ended contracts.

Scientists intervened in addition to their activities on a voluntary basis.

b) Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?

i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?

ii. If yes, were staff seconded without their consent? What was the role of staff councils?

The army intervened to support rest homes whose staff was ill. These military auxiliaries ensured continuity of service to the elderly. It is thus a help without consent and between different levels of power (federal to regional).

People from some administrations also worked for other administrations that had an increase in activity. This took place within the same level of authority.

c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?

i. If yes, were the units composed of staff from the same level of government (central, regional, local)?

ii. If yes, how did you go about staffing those units?

The National Security Council is made up of federal, regional and community ministers and scientific experts.

d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

No change in regulations.

e) Were bonuses or salary increases given to particularly strained staff?

No.

f) How were military forces involved in the COVID-19 crisis management?

Some army medical teams have been helping understaffed rest homes.

3. Experiences with remote working

- a) ***Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?***

Yes, administration staff had to telework. The tasks were the usual tasks. Some people who were short of work applied to help other administrations.

We applied the usual telework rules.

- b) ***Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?***

The existing rules have not been changed. The maximum teleworking time has been extended from 2 or 3 days to 5 days per week in accordance with the decisions of the NSC.

- c) ***Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?***

The majority of staff had lap tops and used them during teleworking. Some administrations bought additional hardware. The digital infrastructure revealed sufficient.

4. Leave policies

- a) ***Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?***

Yes, contractual staff in some communes have been put on economic lay-off.

- b) ***Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?***

There was no extra leave, nor extra pay.

5. Looking back - and to the future

- a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?***

Telework will more than probably increase. An evaluation of it is planned.

- b) *Do you plan to implement new policies with a view to future crises (eg.standardised workflows, plans for more flexibility in the allocation of staff)?***

Not at the moment.

Bulgaria

1. Structural Information

** For the purposes of the questionnaire, we would like to note that the state administration is part of the public sector, but for the purpose of the questions below state administration and other public sector organisations are treated separately. The official employment relationships of civil servants are governed by the Civil Servants Act and other special laws, and the employment relationships of employees are defined in the Labour Code.*

Clarification: In Bulgaria, for example, policemen are part of the state administration and teachers and doctors are not – they are part of the public sector. There are two types of employees in the state administration – civil servants (legal relations under the Civil Servants Act and other special laws) and employees of employment legal relation. As regards the public sector, employees are appointed in accordance with the Labour Code in employment relationship.

a) Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).

Measures related to the resolution of the crisis caused by COVID-19 are mainly set at the central level and are governed by relevant normative and administrative acts. The main anti-epidemic measures were introduced in The Act on Measures and Actions during the State of Emergency, announced by the Decision of the National Assembly of 13 March 2020, and for overcoming the consequences.

On the basis of the said law, declared a state of emergency (as was in the country on 14 March – 14 May) or declared an extraordinary epidemic situation in the country (which was declared for the periods: 14 May – 14 June 2020, 15 June – 30 June 2020, 1 July – 15 July 2020, 16 July – 31 July 2020, 1 August – 31 August 2020, 1 September – 30 September 2020, 1 October – 30 November, which is currently valid) the Minister of Health introduced all the main anti-epidemic measures for the particular period of emergency or extraordinary epidemic situation. Such measures (part of which are currently not relevant) are for example: closure of schools, prohibition of entering the country, closing of establishments, limiting events, determining the necessary distance and possible capacity to be used by customers in restaurants, banning visits to hospitals, introduction of green corridors for vaccinations of young children, determining shopping hours for seniors over 60, etc. Anti-epidemic measures related to wearing masks, putting under quarantine, measures in which to work with customers, identification of contact persons, identification

of health care establishments and laboratories that make tests for COVID-19, etc. are also introduced by orders of the Minister of Health. Other specific measures in the different spheres of public life are adopted by the relevant normative and administrative acts that govern the public relations in the defined sphere. The measures governed by legislative changes shall be adopted by the National Assembly. Social and economic measures for citizens and businesses (release of funds, loans, one-time allowances, etc.) are also decided at the central level. The determination of all types of measures depends on the state of the epidemic situation in the country.

Decisions on strengthening the capacity of hospitals and the provision of aids and necessary consumables are taken both at the central level and by the medical institutions themselves.

The ministers and other bodies of the Executive, in accordance with their functional competence, shall take control measures to comply with the specific requirements in force relating to the epidemic situation. Detailed instructions and requirements for compliance with the implemented anti-epidemic measures are issued by the respective executive bodies.

All regional headquarters, mayoralities and regional administrations, within the framework of their functional competence, establish the necessary organisation to control compliance with the anti-epidemic measures on the territory of the country. They may also introduce additional anti-epidemic measures, if necessary, taking into account the particular specificities and data on the areas they manage and monitor.

The measures are proposed by and/or agreed with the National Operational Headquarters, established at the beginning of the COVID-19 epidemic by order of the Prime Minister of the Republic of Bulgaria. The main functions of the Headquarters are to organise, coordinate and monitor all actions of the competent authorities to prevent the spread of COVID-19, as well as to collect, aggregate data and analyse the entire situation related to the spreading of COVID-19 and to inform the media and the public.

Regional crisis headquarters were established at the territorial level. They monitor the situation in the respective region, analyse the hospital capacity (number of infected, number of hospitalised, vacancies, need to find new wards or convert them, etc.) and propose actions to ensure a sufficient number of hospitals and specialists, monitor the availability of consumables, and monitor the overall epidemic situation. At their proposal, the mayors of municipalities may impose certain measures, which at the time are excluded from the general obligations (for example, a change in the organisation of events, an obligation to wear masks in the open, etc.).

In order to facilitate the provision of information to citizens on measures in all areas, a Single Information Portal for COVID-19 was established, which is an official source of information on measures to combat the spread of COVID-19 in Bulgaria, including the health, economic and social consequences of the pandemic.

b) *Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?*

The centralised decision-making process, together with the established practice for proposing measures by the National Operational Headquarters, and their discussion with the relevant bodies and experts from the respective field proved to be good and effective. This distribution has led to timely measures to limit the spread of the virus and to address its consequences. The centralised approach avoids the possibility of establishing different approaches to taking anti-epidemic measures. This approach is likely to continue to be used in the future.

c) *Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?*

A number of measures have been taken to restrict the gathering of people in one place. In most administrations, direct customer service has not been suspended, but in some cases individual administrations did not provide services for citizens for a certain period of time, and this depends on the epidemic situation in the particular settlement. For example, in March in the cities of Plovdiv and Gabrovo the provision of services at a counter related to the Cadastre was discontinued.

Calls were made for citizens to use the opportunity to use electronic administrative services on the Single Portal for access to electronic administrative services and on the websites of the administrative structures providing the relevant services. In order to promote the use of e-services, electronic signatures were free of charge for a certain period, and personal identification codes needed to consult could be made by phone or by email. Other channels for providing services and information are encouraged – through a licensed postal operator, email, phone, etc. It was recommended that on-site services be performed only as a last resort – in case other channels for requesting and receiving the service cannot be used.

Another measure related to limiting on-the-spot visits in the use of administrative services was the extension of certain documents so that people would not have to take out new ones and therefore go on-site. For example, the period of personal documents which expired from 13 March 2020 to 31 October 2020 was extended by 6 months. Temporary incapacity decisions are extended. Due to the increasing number of unemployed during the emergency, the opportunity to claim unemployment benefits by electronic means was created. When the pensions were received, there were time corridors for elderly people in post offices, etc.

2. Handling the COVID-19 workload

a) Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.

No new employees were employed in the state administration for this purpose. Where it was necessary to provide additional human resources to address the crisis, the mobility of employees from one administration or administrative unit to others was carried out (this is described in detail in the answer to the next question).

In certain cases, in other public sector organisations, such as hospitals and laboratories, additional staff were recruited both temporarily and permanently (depends on the case). Additional financial remuneration has been granted to all first-line medical workers, whether newly recruited or not.

There was a wide response to the campaigns to recruit volunteers. Through a platform for volunteers were announced positions for which people who wanted to do volunteer work in the following directions were sought:

- Hospitals and related (non-medical) activities
- Hospitals and related medical activities – for medical professionals only
- Activities related to the needs of regional health inspections
- Activities related to the needs of the National Operations Headquarters
- Activities related to the needs of the Ministry of Interior
- Activities related to the needs of the Ministry of Health

b) Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?

i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?

ii. If yes, were staff seconded without their consent? What was the role of staff councils?

Yes, staff to other administrative structures are seconded to certain structures by the state administration to help manage crisis situations and due to lack of sufficient staff in administrative units directly dealing with the consequences of the crisis caused by COVID-19.

For example, regional health inspections, which are secondary authorities of the Ministry of Health and have essential functions related to the first line work for COVID-19 (such as issuing quarantine prescriptions, carrying out an epidemiological study of the individual cases of COVID-19 and contact persons, carrying out tests for COVID-19, carrying out control of the health status of infected persons who are not admitted to hospital and their contact persons, etc.) needed additional staff to deal with these functions. Staff from other administrative bodies and other public sector organisations (employees from regional health insurance funds, Emergency Assistance personnel, etc.) were seconded to them. In certain administrations there was internal reallocation of employees with a view to increasing the administrative capacity of units directly linked to COVID-19. In the system of the Ministry of Interior internal territorial redistribution of some employees was made during the period when checkpoints were placed on the entry and exit routes of the regions' main cities.

Rather, staff of the same level are seconded in order to preserve the type of functions performed.

Other public sector organisations (such as hospitals and other health institutions and laboratories) also received posted personnel.

In the regulations for civil servants, for the needs of the organisation employees may be seconded to the same administration, but to another location to perform their duties within 30 days without their consent. Staff may be seconded to another administration for a longer period up to 2 years (which may be extended once), requiring their consent. In this regard, secondment to other administrative structures shall be carried out with the consent of the staff. Similarly, the requirements for the secondment of staff are also laid down in the Labor Code – when the needs of the enterprise impose, the employer may post the employee to carry out their duties outside the place of his permanent work, but for no more than 30 calendar days without interruption. Secondment for a period exceeding 30 calendar days shall be made with the employee's written consents.

- c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?**
- i. If yes, were the units composed of staff from the same level of government (central, regional, local)?**
 - ii. If yes, how did you go about staffing those units?**

New structures that have a separate staff have not been created. The National Operational Headquarters was established headed by the Director of the Military Medical Academy of Sofia and members from the Ministry of Interior, the Ministry of Health, the General Health Inspector, representatives from the National Center for Infectious and Parasitic Diseases and other experts in various fields. The administration of activities related to the operation of the Headquarters shall be carried out by the staff available in the specified structures. Regional Crisis Headquarters were established. Their members are – the regional governor of the respective region, representatives of municipalities, representatives of territorial and other administrations – regional health inspections, labour offices, regional food safety departments, representatives of the Ministry of Interior, etc. The administration of the activities of the regional headquarters is also carried out by the employees working in the respective structures. Interdepartmental working groups were set up to identify measures to address the consequences of COVID-19, but not as separate units. The functions of existing units, such as the Situation Centre of the Ministry of Foreign Affairs, the Situation Centre of the Ministry of Transport, Information Technology and Communications, etc. were extended.

d) *Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.*

Yes, employees carry out overtime, but only those who are directly involved in tackling the crisis. Overtime policy is statutory established in the Civil Servants Act and in the Labour Code and has not been amended. For employees and workers covered by these two laws, the length of overtime in one calendar year per employee may not exceed 150 hours. The duration of overtime may not exceed: 30 hours daily or 20 hours of night work in 1 calendar month; 6 hours daily or 4 hours of night work in 1 calendar week; 3 hours daily or 2 hours of night labor in 2 consecutive working days. No labour shall be allowed for persons falling under certain categories except with their explicit consent – pregnant women, mothers of children up to 6 years old, mothers of children with disabilities, workers or employees in occupational rehabilitation, etc. Overtime shall be paid with an increase agreed between the employee and the employer, but not less than:

50 percent – for working days;

75 percent – for work on weekends;

100 percent – for work during the days of public holidays;

50 percent – for work in aggregated calculation of working hours.

e) *Were bonuses or salary increases given to particularly strained staff?*

Yes, additional remuneration has been given to the first line persons and the basic wages of first line employees have also been increased by up to 30 %.

On additional remuneration:

All medical personnel mobilised on the first line of healthcare facilities engaged in diagnostic confirmation, medical facilities for medical care and hospital care, etc. receive an additional 1000 BGN on the salary. The funds for these are currently provided until the end of 2020.

One-off bonuses (once and/or more than once) are also given to police officers, regional health inspection staff, Emergency Medical Centers, National Center for Infectious and Parasitic Diseases, social workers, employees who are in the Labor Offices, employees of the General Labour Inspectorate, etc.

On raising the basic monthly remuneration of employees:

One of the socio-economic measures to respond to the epidemic crisis is the 30 % increase in personnel costs of administrations entrusted with pandemic control activities and the consequences of Covid-19, including frontline employees whose duties include field service and control, with direct contact with others. We are talking about a number of administrations where the basic salaries of employees are lower than other institutions, despite the significant amount of their responsibilities and the direct risk to health.

f) *How were military forces involved in the COVID-19 crisis management?*

The military forces are ready to assist the police in the case of deepening of the COVID-19 crisis, but such actions have not been necessary until now.

3. Experiences with remote working

a) *Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?*

Before the crisis in public sector organisations (with the exception of state administration), distance work was voluntary and it was necessary to comply with a number of conditions in order to be possible. In the Civil Servants Act there was such an opportunity only for people with disabilities. In this regard, regulatory changes were necessary to ensure the possibility of working from home in a state of emergency and an emergency situation. The Civil Servants Act introduced the possibility, in a declared state of emergency or a declared emergency situation, the appointing authority to be able to entrust the employee without his consent to work at a distance in a domestic environment, taking into account

the nature of the work and the activities of the individual units and staff in accordance with the functions defined in the statutes and the established official characteristics of the employees. The arrangements for entrustment, execution and control of the work from a distance shall be determined by order of the appointing authority.

For other public sector organisations, the employer, in a state of emergency or a declared emergency situation, shall be able to entrust the employee without his consent to carry out work at home and/or distance work on a temporary basis. In this case, only the place of employment shall be amended without changing the other conditions of the employment contract.

The work from a distance is also an anti-epidemic measure, introduced in the orders of the Minister of Health, which defines the main anti-epidemic measures for a given period. According to the Order, the work process (including in the private sector) of collective management bodies and employees should be carried out, where possible, in remote form (domestic/distance work) or to establish working hours with variable limits or shifts. A common practice is the introduction of work schedules to avoid crowding many people in one place.

b) *Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?*

The existing long-distance work policies have not proved feasible during the COVID-19 crisis. In this regard, regulatory changes were necessary. The changes are related to the provision of remote work during a declared state of emergency or an emergency situation. At the moment, an extraordinary epidemic situation continues to be declared in the country, and if necessary it will be extended, which means that the provisions for work from a distance are in force. The answer to the previous question describes the specific regulatory changes that were adopted in this direction.

c) *Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?*

Public organisations, which even before the crisis had had additional technical means of work (such as laptops, tablets, etc.) provided them to their employees for work from home. Because in most cases these funds are insufficient, a large number of employees work from home with personal devices. Digital infrastructure has enabled the active use of

videoconferencing and teleconferencing platforms for holding meetings, and this practice has significantly developed and strengthened in the work of public sector organisations.

4. Leave policies

a) *Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?*

Regulatory changes were adopted to regulate leave during a state of emergency and an emergency situation. In accordance with the amendments to the Labour Code, where, due to an declared emergency or an emergency situation, by order of the employer or by order of a public authority, the employer has the right to suspend the work of the undertaking, part of the undertaking or individual employees, the employer shall be entitled to grant the paid annual leave to the employee and without his consent, including to a worker who has not obtained 8 months of service. The employer is obliged to authorise the use of paid annual leave or unpaid leave in an declared state of emergency or declared emergency epidemiological situation at the request of persons who belong to groups defined by law (pregnant worker or employee, as well as worker or employee at an advanced stage of treatment in vitro, a worker or employee with a permanent reduced capacity of 50 and over 50 %; mother or adoptive mother of a child under the age of 12 or of a child with disabilities regardless of age; an employee who is a single father or adopter of a child up to the age of 12 or of a child with a disability regardless of his or her age, an employee in occupational rehabilitation or an employee suffering from a disease as defined in the Ordinance of the Minister of Health).

According to the changes to the Civil Servants Act, in the light of an emergency or a declared emergency situation and where no distance work can be introduced in a domestic environment, the appointing authority shall be obliged to authorise the use of paid annual leave or unpaid leave at the request of persons falling within the above risk groups. The period of leave shall be recognised as an official service.

Unpaid leave, which is considered as length of service and security length of service, has been increased from 30 to 60 days.

b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?*

Regulatory changes were adopted which obligated employers to allow the use of paid annual leave or unpaid annual leave of persons from the risk groups referred to in the

reply to point A (the question above). The effect on their remuneration is the same as for other persons who have taken unpaid leave.

When setting work schedules, the risk groups are taken into account; also, at the beginning of the emergency, risk groups were first to be allowed to work from home.

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

The following actions have been demonstrated as good and effective practices, which can be used in the future:

- Remote work, where possible and the drawing up of work schedules, where necessary;
- The use of videoconferencing platforms, and they are even currently used in the work of public sector organisations;
- Anti-epidemic measures related to disinfection and distance, placement of thermal cameras at the entrances of public buildings, etc.;
- The use of platforms for recruitment of volunteers;
- The implementation of lessons and trainings from a distance using the means of information and communication technologies, when necessary, etc.

b) *Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?*

It is planned to introduce the ability to work remotely whenever possible. In future crises, the mechanisms for informing the society currently in use – a centralised platform on which all information related to the crisis is published, and a Viber chatbot channel and other communication applications in order to timely inform users about statistics, most important measures and other important information, can be used.

Croatia

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

In Croatia, different levels of government were responsible at different points in time throughout the pandemic for managing the COVID-19 crisis. The pandemic began in the Istria region of Croatia, which is located closest to Italy. This area was the first in Croatia to introduce lockdown and implement different rules and regulations about restrictions in all areas. Once the epidemic reached other areas of Croatia, decisions were made at national level, such as decisions on the closure of schools and childcare facilities as well as the procurement of medical equipment. It was left to local management teams to decide on any increases in hospital capacities based on the epidemiological situation in their county (region). The Croatian Institute of Public Health created documents with recommendations for different sectors, from healthcare and social welfare to the private sector, on how to best protect themselves and their employees. Financial assistance was offered through national subsidies for small businesses and their employees. At the peak of the epidemic during the spring, many decisions were made at national level. After that phase, once the situation was back under control, many decisions about the needs for quarantine facilities, hospital capacities and school reopenings/closures were made at the county level by county epidemiologists and crisis management teams, while assistance from the national level was available where necessary.

- b) ***Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?***

The division of competences in place has proven adequate. In regard to COVID-19, although some decisions are made at national level, we feel that, in the future, it is substantially more adequate for local governments and epidemiologists/public health officials to make decisions in accordance with the local epidemiological situation, with the support of national bodies where necessary.

- c) Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?**

At the peak of the COVID-19 crisis, many central, regional and local administrations were closed, with as many services as possible made available online. Deadlines for public services which were not necessary, e.g. renewal of expired driving licenses and other documents, were extended, so people were not bothered with administrative obligations/problems. With the progress of time and this epidemic, many administrations continued to work using online platforms and other options which do not require physical contact.

2. Handling the COVID-19 workload

- a) Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.**

Additional staff from outside the public sector was not hired to assist the existing staff, but rather people and resources were reorganized to help manage the crisis.

- b) Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?**

- i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?**

- ii. If yes, were staff seconded without their consent? What was the role of staff councils?**

Yes, staff was relocated depending on the needs in different counties across Croatia. This was not limited to the same level of government. National authorities, specifically epidemiologists from the national institute, were sent to counties where the number of cases was increasing and more help was needed to trace contacts, help answer difficult questions about many aspects of the epidemic and make suggestions which can be made for the population in regard to their schools and jobs. Generally, staff was seconded with consent, but an order was issued by the central government for compulsory labour service of medical staff, which allowed for staff to be seconded when needed, to make sure the epidemic was under control in Croatia.

- c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?**
- i. If yes, were the units composed of staff from the same level of government (central, regional, local)?**
 - ii. If yes, how did you go about staffing those units?**

New work units were created across different authorities to specifically deal with the COVID-19 crisis in the form of Crisis Management Teams. At the national level, the team was composed of physicians with different specialties (infectious diseases, epidemiology) as well as the Minister of Health and the Minister of the Interior. Such teams were created at the local/county level as well, to manage the COVID-19 situation in their counties. The national team was composed of the existing staff of national authorities, and it was the same for the local level teams and local authorities. The teams were formed by nomination of existing experts.
- d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.**
- No, public administration staff was not ordered to work overtime. At the peak of the crisis, most of public administration was limited to essential functions only. No existing policies were changed with regard to voluntary overtime.
- e) Were bonuses or salary increases given to particularly strained staff?**
- No, bonuses or salary increases were not given to particularly strained staff. Overtime was paid where it was necessary.
- f) How were military forces involved in the COVID-19 crisis management?**
- The military in Croatia has their appointed epidemiologist, who also helped at the time of crisis. The military built and equipped additional COVID-19 units for the isolation of individuals with uncomplicated symptomatic infection, turned stadiums into potential centers for COVID-19 patients, and built additional structures for hospitals in case there was a need for increased capacity.

3. Experiences with remote working

- a) ***Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?***

Yes, public administration staff were ordered to work from home, and, essentially, staff from all sectors and areas worked from home where and when possible for as long as it was possible. Essential functions to be performed in person were not defined formally, although crisis management teams and epidemiologists in public health institutions continued to work from their offices. The staff of hospitals, pharmacies and other essential jobs, where work from home is not possible, did not telework.

- b) ***Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?***

Policies on remote working were not clearly defined prior to this epidemic, and therefore we have not formally adjusted this in light of the lockdown easing.

- c) ***Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?***

Public administration staff working from home were provided with the necessary technical equipment, some people opted to use their private devices, but options were given to employees to allow them to complete their tasks from home. Ways in which we perform day-to-day tasks has changed with the emergence of this new virus, and it has led to progress in the digital infrastructure to help with telecommunication, meetings and conferences, which allowed us to continue completing our standard work.

4. Leave policies

- a) ***Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?***

Public administration staff was required to use the remaining part of annual leave for 2019 during lockdown (the part which was not used up before the measures were introduced, in order to mitigate the effects of the Covid-19 pandemic, such as telework). This had no

negative impact on remuneration, as public administration staff, along with other employees in Croatia, is entitled to salary compensation during the use of annual leave.

b. *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?*

Public administration staff with care obligations and those especially vulnerable to the coronavirus were granted the possibility of working from home for a prolonged period.

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

Croatia will continue to use the system of Crisis Management Teams created specifically to deal with the COVID-19 crisis for the duration of the pandemic, with a tendency of further decentralisation of their work.

b) *Do you plan to implement new policies with a view to future crises (e.g. standardised workflows, plans for more flexibility in the allocation of staff)?*

At the moment, there are no fixed plans for implementing new policies, as the existing ones have provided an adequate framework for managing the Covid-19 pandemic.

Cyprus

1. Structural Information

- a) Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).**

Central Government was responsible for the COVID-19 crisis management and specifically the Ministry of Health, which was aided by the Ministry of Finance and the Ministry of Labour, Welfare and Social Insurance.

- b) Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?**

The division in place was very competent and acted immediately and effectively to every issue raised. More specifically the Ministers of Health, Finance and Labour, Welfare and Social Insurance, took measures with regards to the self-protection, the health and safety in the workplace, the protection of the job positions, business reinforcement, as follows:

- Special Leave for parents who have the responsibility of caring for children up to the age of 15 years old or disable children irrespective of age for employees in both the public and the private sector.
- Special grant schemes for full or partial suspension of work in companies for the purpose of jobs protection.
- Special grant schemes for the self-employed.
- Special sickness allowance for people belonging to vulnerable groups, to people who are in self-confinement following instructions by the Ministry of Health, for people infected by COVID-19 and to people between 63 and 65 years' old that do not receive pension.
- Payment of Special Unemployment Allowance to employees whose enterprise they worked for, was on full suspension of works.
- Extension of the deadline for payment of contributions to the Social Insurance Fund by businesses.
- Special Allowance Plan for support of the unemployed.

The Ministry of Health had put in place a call centre used in order to provide the public with information regarding COVID-19, by calling a 4-digit number.

For the future, the decision making must remain central as it was up until now, due to the fact that this worked faultlessly in the past, but also for acting on time and to the point

and having one point of call and mixed information from different bodies. In any case, by Law, only the Minister of Health has the authority to issue Decrees for the regulation of urgent matters that arise due to COVID-19.

- c) ***Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?***

The central, regional and/or local administrations with direct or not services to the public never closed, even during the period when a lockdown was imposed, with the exception of schools of all levels. However, different methods of working were adopted in order to accommodate both the vulnerable groups as well as the parents who have the responsibility of caring for children up to the age of 15 years old or disabled children irrespective of age, who had to stay at home due to the fact that schools were closed

2. Handling the COVID-19 workload

- a) ***Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.***

No such arrangements were made, apart from the medical and nursing staff.

- b) ***Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?***

In some ministries staff were called to help in units that had to manage the crisis but without being seconded.

- i. ***If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?***
- ii. ***If yes, were staff seconded without their consent? What was the role of staff councils?***

- c) ***Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?***

In the Ministry of Health there were specific units formed in order to face and give solutions to matters with regards to managing COVID-19.

- i. If yes, were the units composed of staff from the same level of government (central, regional, local)?*
 - ii. If yes, how did you go about staffing those units?*

- d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.*

Overtime rules and payments did not change

- e) Were bonuses or salary increases given to particularly strained staff?*

No

- f) How were military forces involved in the COVID-19 crisis management?*

The military forces were not involved in the COVID-19 crisis.

3. Experiences with remote working

- a) Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?*

All government employees who were parents of children up to the age of 15, as well as vulnerable groups that belonged to categories with specific illnesses as listed by the Ministry of Health had the right to work remotely, as long as their duties allowed them to do so. Otherwise, they either had to receive annual leave or Special Leave of Absence that was created especially for the lockdown period in the cases of parents or for the cases of vulnerable groups they could receive either annual leave or sick leave and could not work remotely with teleworking

- b) Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?*

At the moment the Laws and Regulations do not permit remote working. This exception was made only for the lockdown period.

- c) **Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?**

The staff working from home had to use private devices as well as devices provided by the Government. However, specific arrangements were made in order for the staff to have access to their work systems and work email from home. This worked efficiently and no technical problems appeared.

4. Leave policies

- a) **Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?**

Compulsory leave was received only by employees who travelled abroad to a high risk country or came to contact with confirmed case(s) of COVID-19. In this case the employees were obliged to receive annual leave. The receiving of annual leave does not result in remuneration loss. This type of loss can only take place in the case where the employee does not have annual leave to his credit (for the running year and/or accumulated) and in order to stay at home has to receive unpaid leave not for reasons of public interest.

- b) **Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?**

There were two categories of staff that were entitled to receive leave, which were the following:

- Vulnerable groups - In their case, they were entitled to receive annual leave or if they could not work remotely they could receive sick leave by submitting the appropriate certificate from their doctor stating that they belong to a vulnerable group.
- Parents who have the responsibility of caring for children up to the age of 15 years old or disabled children irrespective of age, if they could not or wished not to work remotely, they could receive annual leave or Special Leave of Absence, which was submitted to the employee's Department Director and was granted under to following Terms and Conditions:

- o The beneficiary received allowance equal to 60% of their salary for the first 1.000 Euros and 40% for the remaining 1.000 Euros.
- o For single parents the aforementioned percentages changed to 70% and 50%, respectively.
- o If one parent received the Special Leave of Absence, the other parent could not receive it for the same period.
- o The Special Leave of Absence was granted only if the parents could not work remotely or did not wish to work.
- o For the period that the allowance was going to be granted, the employer was exempted from their obligation to pay the salary of the employees who received the Special Leave of Absence.
- o The Special Leave of Absence period was considered as pensionable service and as service for purposes of granting salary increments, 13th salary and promotion.

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

The practice of remote working, which is not currently allowed to the employees, is a policy that the Government is considering to institutionalise.

b) *Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?*

For the moment the model as applied up to this point worked very efficiently. Therefore, for the time being there are no other policies or plans of action that are considered to be applied.

Czech Republic

Public administration In the Czech Republic includes wider range of employees (civil servants, employees of self-government units, teachers etc.). Civil Service Section collects data on civil service; therefore, we filled in only data for civil service and general COVID-19 response.

1. Structural Information

- a) Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).**

The central level (i.e. the government or respective ministries) was responsible for all different aspects of COVID-19 crisis management. It approved a whole set of measures such as compulsory use of face masks, limited free movement of persons, closure of schools and all non-essential stores, conditions of quarantine orders, procurement of medical equipment etc. Coordination bodies (emergency task forces) were established mainly at the Ministry of the Interior, Ministry of Health and Ministry of Defence with the aim to coordinate the supplies and distribution of protective equipment (face masks, disinfection etc.). In compliance with the Act on Health Protection the regional hygiene offices publish measures applicable for respective region.

- b) Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?**

The central decision making was effective.

- c) Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?**

The government has ordered all public authority and administration bodies to switch to limited operations consisting of executing only essential business, limiting personal contacts with the public or clients and between employees as such and reducing the number of employees in the workplace to the strictly essential minimum. The direct services weren't closed, however they were available only for limited opening hours.

2. Handling the COVID-19 workload

- a) ***Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.***

Ministry of Industry and Trade hired new employees to ensure a call centre for COVID loan programme for SMEs, on temporary basis (they don't have the status of a civil servant). The financial Incentives weren't offered. As from 1st July, the regional hygiene offices and Ministry of Health started to recruit new employees because of the additional workload, mainly for the project of Smart Quarantine. It is a system that leads to early detection, testing and isolation of potentially infected people. In case of a high number of simultaneously infected people, this approach helps regional sanitary stations to speed up and refine their procedures. It extends a traditional epidemiological contact-tracing process.

- b) ***Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?***

Yes.

- i. ***If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?***

Some employees were transferred (seconded) within the same service authority and also to another service authority within the central level of government.

- ii. ***If yes, were staff seconded without their consent? What was the role of staff councils?***

According to the Civil Service Act, a civil servant may be, for a period necessary which shall be determined in advance and shall not exceed 60 days in a single calendar year, transferred to perform service in a different field of service than their current post, to another service authority, or to another unit under the organisational structure of the service authority, even without their consent. We don't have the data available for all Individual transfers.

- c) ***Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?***

Yes.

i. If yes, were the units composed of staff from the same level of government (central, regional, local)?

Each service authority coordinated the specific personnel management response and establishes its coordination body for crisis management in case of state of emergency. Usually, it concerned the central government.

At the regional level, president of respective region establishes regional security council and regional crisis management body. The regional president coordinates all necessary measures to be taken within the respective region.

ii. If yes, how did you go about staffing those units?

In general, members of these units are employees of respective service authorities in charge of crisis management.

d). Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

Yes, some civil servants were supposed to work overtime to ensure the necessary business tasks linked to measures against COVID-19. There is no policy on voluntary overtime. In general, overtime service shall be ordered to a civil servant in writing by the appointing authority in compliance with the Civil Service Act.

e) Were bonuses or salary increases given to particularly strained staff?

Yes, some of the service authorities provided bonuses to particularly strained staff.

f) How were military forces involved in the COVID-19 crisis management?

Military forces helped to ensure the testing of COVID-19 together with hospitals and regional hygiene offices; they helped with distribution of medical material (face masks etc.). The Army also helped the police forces with the temporary reintroduced controls at the state borders.

3. Experiences with remote working

a) Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?

Yes, the most of the civil servants worked remotely (from home) - they were given the opportunity.

The government has called on employers to make maximum use of home-based work for their employees, to accommodate to the maximum extent any holiday or paid-leave requests and to limit any work that is not essential to maintaining the employers' business activity.

Definition of essential functions to be performed in person depended on decision of each service authority and respective superior; in general, such functions were quickly analysed and respective superiors decided whether it is necessary to perform them or not.

b) *Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?*

Yes, the existing central policies prove feasible without the need of change. Each service authority could adapt their policies on remote working according to its need, approx. 40% did a minor change in existing policy, 13% did a bigger change or published new policy, 46% didn't have to change anything.

c) *Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?*

Some of the staff were provided with the necessary technical equipment, but not all the service authorities could provide it, therefore other staff used private laptops for remote work. Some of the service authorities used videoconferences, others not.

4. Leave policies

a. *Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?*

Some of the civil servants were obliged to have the mandatory annual leave (remaining from 2019). They didn't suffer a loss of remuneration.

In addition, impediments to service on the part of the service authority were applied for some civil servants at some of the service authorities because of the impossibility to perform service from home. These employees didn't suffer a loss of remuneration either.

b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?*

Employees who had to look after their children used a special leave for caretakers or worked remotely. Civil servants especially vulnerable to COVID-19 prioritly worked remotely, they benefited from remote work also during June (after the end of state of emergency). If these civil servants worked remotely, they received full remuneration. If they benefited from a special leave for caretakers, their remuneration was lower than a standard pay (until the 31 March it was 60% of average contribution basis, after 1st April it was 80% of average contribution basis).

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

It will depend on the decision of service authorities, at the central level we don't intend to introduce new practices that didn't exist before the pandemic (e.g. possibility of remote work existed before the pandemics). Currently, stricter health protection measures were re-introduced such as compulsory wear of face mask in the public administration institutions and in the public transport. In case of second pandemic, more measures will be taken (similar to these taken during the first pandemic).

b) *Do you plan to implement new policies with a view to future crises (eg.standardised workflows, plans for more flexibility in the allocation of staff)?*

In general we don't plan to implement it at the central level.

Denmark

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

The Covid-19 crisis has overall been managed by the Government with close cooperation with the national parties in parliament, which also reflects the responsibility of the COVID-19 crisis management, which e.g. was:

Quarantine orders: The Government

Closure of schools and childcare facilities: The Government

Restrictions in retail and gastronomy: The Government and regional level

Procurement of medical equipment: The Government (Ministry and Danish Medicine Agency)

Increase of hospital capacities: The Government (Ministry and Danish Health Authority) and Regional management

Mandatory use of face masks: The Government (Ministry and Danish Health Authority)

Financial assistance to individuals and companies: The Government

- b) ***Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?***

The crisis management in Denmark is currently being evaluated, and therefore there are at the moment no plans on different division of competences for future crisis-management.

- c) ***Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?***

Public services were in general not closed, but employees at central, regional and local public administration were ordered to work from home. However, employees with critical functions at e.g. Hospitals were still physically at their jobs.

2. Handling the COVID-19 workload

- a) ***Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.***

This isn't registered at a central level.

- b) ***Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?***

Yes.

- i. ***If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?***

Secondment was made possible between local and regional levels through collective agreement. Secondments at central level were limited to the same level.

- ii. ***If yes, were staff seconded without their consent? What was the role of staff councils?***

No.

- c) ***Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?***

The Government has created a committee which handles subjects related to the COVID-19 crisis. The committee is represented by the Ministry of Health, Ministry of Justice, Ministry of Finance, Ministry of Foreign Affairs, Ministry of Industry, Business and financial Affairs and Ministry of Culture.

- i. ***If yes, were the units composed of staff from the same level of government (central, regional, local)?***

- ii. ***If yes, how did you go about staffing those units?***

- d) ***Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.***

This isn't registered at a central level.

- e) ***Were bonuses or salary increases given to particularly strained staff?***

Not to our knowledge. [However, this could be a part of the annual wage negotiation between the employee and the local employer]

f) How were military forces involved in the COVID-19 crisis management?

The military has to some extent been represented at the Danish borders.

3. Experiences with remote working

a) Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?

Yes, they were, however essential functions to be performed in person were formally defined at central level.

b) Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?

This is a local matter handled by the local employer, therefore there isn't a knowledge of this at central level. At central level the Danish Employee and Competencies Agency is in continuous dialog with the employee organisations regarding Issues at the workplace related to covid-19

c) Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?

This is a local matter handled by the local employer, therefore there Isn't a knowledge of this at central level. At central level the Danish Employee and Competencies Agency is in continuous dialogue with the employee organisations regarding issues at the workplace related to Covid-19 At central, level the majority of all employees have laptops and smart phones that have been used when working from home. In addition to this, it has at many units been possible to rent equipment (e.g. larger computer screens, keyboard etc.) to improve the conditions for office at home.

4. Leave policies

a) Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?

Not to our knowledge. However this a matter for the local employer.

- b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?***

Public administration staff were allowed to work from home. If working from home wasn't an option the employer has the option of exempting the person from the work obligation and paying full salary in return for reimbursement of sickness benefits.

5. Looking back - and to the future

- a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?***

On 12 March 2020, the Danish Parliament adopted an amendment to the Danish Epidemic Act authorising the Minister for Health to impose restrictions and orders on citizens, associations as well as private and public institutions etc. in respect of internal and external activities. However, the restrictions must be temporary and proportional and may be restricted to specific areas based on specific assessments. The crisis management in Denmark is currently being evaluated, and therefore there are at the moment no plans on different division of competences for future crisis-management.

- b) *Do you plan to implement new policies with a view to future crises (eg.standardised workflows, plans for more flexibility in the allocation of staff)?***

There are at the moment no plans for general regulations for workflows or plans for more flexibility in the allocation of staff. However, individual regulation at institutions at both central, regional and local government is possible and is expected to develop further as a consequence of the crisis.

European Commission

1. Structural Information

- a) *Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).*

N/A to the European Commission

- b) *Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?*

N/A to the European Commission

- c) *Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?*

N/A to the European Commission

2. Handling the COVID-19 workload

- a) *Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.*

The European Commission took a number of measures in order to better equip itself in terms of staff for the fight against the pandemic and its effects on the economy and the society at large.

In particular, two College decisions have been taken in 2020:

- One decision which allows, in exceptional cases, the hiring of specialists as temporary agents at higher grades than usual, in areas directly linked to the fight against the economic and societal effects of the pandemic. On those basis, four recruitments were made in different DGs at grades higher than the normal entry level, for specialists called upon to lead various teams;

- One decision which allows for the speedier recruitment, and at higher grades than usual, of specialists to work on a newly-created task force - the Recovery and Resilience Task Force (RECOVER). Six recruitments of temporary staff were made on that basis so far.

Among all the recruitments made over the period, it is not in all cases possible to identify which external recruitments were specifically linked to the pandemic, but we can mention three temporary agents recruited in DG SANTE to work on pandemic-related issues. In addition, there may have been internal redeployments in the DGs the most concerned with the management of the crisis (in DG SANTE in particular).

b) Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?

i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?

No external staff was seconded to the European Commission to deal directly with COVID-19. Secondment cannot take place to internally reallocate staff within the Commission. One secondment of a Commission staff member dealing with European semester took place to a prime minister's office, to work on the country's recovery plan.

ii. If yes, were staff seconded without their consent? What was the role of staff councils?

They have been seconded with consent and there was no role for staff councils.

c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?

A task force was created based in the health and consumer protection DG, working with European Agencies.

i. If yes, were the units composed of staff from the same level of government (central, regional, local)?

European Commission's level.

ii. If yes, how did you go about staffing those units?

Using staff already working in the area of health and organising internal calls for expression of interest for staff working in all Commission's departments.

- d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.**

All administrator level (AD) staff and most assistant and secretary level (AST) staff in the Commission can be required to work overtime without financial compensation. Overtime is limited to 150 hours over a six-month period. Where necessary, staff worked overtime during the crisis.

- e) Were bonuses or salary increases given to particularly strained staff?**

No, as this is not possible under the Staff Regulations governing EU staff.

- f) How were military forces involved in the COVID-19 crisis management?**

N/A to the European Commission

3. Experiences with remote working

- a) Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?**

All staff - excluding critical staff whose presence at the office was necessary to ensure business continuity - was required to work from home during the lockdown. Then, two shifts of one week each were established in each unit to allow 10%-20% of staff to work from the office. Critical staff was still allowed to work from the office without shift where necessary.

- b) Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?**

The existing telework policies, regulated by Commission Decision of 17.12.15 on the implementation of telework in Commission Departments, provided the administration with a possibility to adopt ad hoc measures in case of force majeure. On this basis, specific rules were adopted by derogation and adapted the policies throughout the different stages

of the crisis. The recent COVID-19 pandemic crisis demonstrated that there is still a margin for teleworking expansion and introducing further work flexibility. The European Commission will thus reflect on adjusting its legal framework, based not only on the experience of the last few months of crisis, but also on the last few years of teleworking in the organisation.

- c) ***Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?***

The administration provided technical equipment (laptop with the applications to make calls and hold video-conferences and headphones). The digital infrastructure's capacity was enlarged and proved to be sufficient for teleworking and videoconference solutions. Almost all staff was already issued with a laptop, headphones and mouse before the crisis. Those that did not have a corporate laptop had to use their private devices. All staff had to use their own desk and chair. If they wanted their own separate screen and keyboard, they had to provide this themselves also.

4. Leave policies

- a) ***Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?***

During the period of confinement, staff whose tasks were not compatible with teleworking, were covered by special leave without the loss of remuneration. Also, staff with a dependent child with disability at home were able to request special leave if and as far as they were unable to telework due to the care they need to provide to their child with disability and the unavailability of usual schooling/care arrangements.

- b) ***Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?***

Staff having a condition that increases the risk of adverse outcomes of COVID-19 were never required to come to work, even if they were critical staff. They were either teleworking or, if their tasks were not compatible with teleworking, they were covered by special leave without the loss of remuneration. In addition, staff with children under the

age of 12 who were entitled to parental leave under the rules in place, has been allowed to take it with a shortened notice period.

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

The European Commission is analysing the possible changes to its decision on telework. The massive use of tools for on-line meetings has proved effective. We expect to expand our use of on-line collaborative tools and reduce the number of business trips. Remote working has proved effective, so we expect the level to remain higher than before, even after the pandemic is over.

b) *Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?*

The European Commission is looking at more flexible ways of organising ourselves in order to respond rapidly to changing priorities in the future. The Commission is also planning to update its business continuity framework to take into account the lessons learnt from the COVID crisis. This will include, for example, mass-scale telework as a prominent mitigation measure, better business continuity planning for pandemics, rethinking the notion of critical staff, distinguishing more clearly between critical functions that require presence in the office and those that can be carried out remotely, etc.

Finland

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

Due to the COVID -19 pandemic the Finnish Government, in cooperation with the President of the Republic, declared a state of emergency on 18 March 2020 (ended on 16 June 2020). The measures proposed by the Government aimed to prevent the spread of the virus in Finland, to protect the capacity of the healthcare system and to shield and protect people, especially those who are most at risk. The Government and the competent authorities implemented the decisions and recommendations in accordance with the Emergency Powers Act, the Communicable Diseases Act and other legislation. The competent authorities issued further instructions in accordance with their responsibilities. Regarding the implementation of the decisions and recommendations, many responsibilities in Finland lay on the municipalities.

In Finland, the Prime Minister's Office (PMO) is responsible for government situation awareness, preparedness and security services. It also coordinates the management of different incidents and emergencies. The PMO houses the Government Situation Centre, which produces real-time reports and situation analysis on the basis of information provided by the competent authorities.

(<https://valtioneuvosto.fi/en/information-on-coronavirus>)

The Security Committee assists the Government and ministries in broad matters pertaining to comprehensive security. The Committee follows the development of Finnish society and its security environment and coordinates proactive preparedness related to comprehensive security. The Security Committee is not, however, responsible for the management or steering of incidents and emergencies.

In addition, each of the twelve ministries has a Head of Preparedness, a Preparedness Committee and a Preparedness Secretary. The Heads of Preparedness coordinate the measures between the ministries in all security situations.

Ministerial committee, meetings of Permanent Secretaries, meetings of the Heads of Preparedness, and other permanent inter-ministerial cooperation bodies may participate

in the preparations to manage incidents. Depending on the kind of incident, the Security Committee may also be consulted.

In Finland the Ministry of Social Affairs and Health is responsible for the general planning, guidance and monitoring of the prevention of infectious diseases. Finland's preparedness measures are based on a national preparedness plan for an influenza pandemic. The Government Decree on Communicable Diseases was amended by adding the infection caused by the novel coronavirus on the list of generally hazardous communicable diseases. The amendment entered into force on 14 February 2020. The Ministry of Social Affairs and Health cooperates with various authorities to prevent the spread of the novel coronavirus disease.

The Finnish Institute for Health and Welfare (THL) studies, monitors, and develops measures to promote the well-being and health of the population in Finland, also in this case of COVID 19 (<https://thl.fi/en/web/infectious-diseases/what-s-new/coronavirus-covid-19-latest-updates>)

Important partners in material preparedness include the Finnish Medicines Agency Fimea (pharmaceutical services) and the National Emergency Supply Agency (security of supply). The Ministry has issued guidance for municipalities, joint municipal authorities, hospital districts and regional state administrative agencies regarding preparedness for the coronavirus situation.

The COVID-19 Coordination Group was set up in February. Initially it consisted of the Permanent Secretaries and Heads of Preparedness of the ministries responsible for handling the coronavirus situation but was expanded to cover the Permanent Secretaries of all ministries. The emergency management organisation within the Prime Minister's Office was also strengthened. The task of the Government COVID-19 Coordination Group is to implement the decisions made by the Government to curb the coronavirus epidemic and to coordinate cooperation between the ministries.

The Situation Centre, which operates permanently in the Prime Minister's Office, is now primarily focused on monitoring the coronavirus situation and its effects. The Situation Centre is in charge of maintaining the situational picture and communicating it to the President of the Republic, the Government and other authorities.

An Operations Centre has also been established under the Prime Minister's Office to maintain an overall picture of the progress made in implementing the Government's decisions. Communications are managed and coordinated by the Prime Minister's Office.

In April 2020, the Prime Minister's Office appointed a working group tasked with preparing a plan for Finland's way out of the COVID-19 crisis and deciding on measures to deal with the aftermath of the crisis. The preparation group consists of the Permanent Secretaries of the ministries, with Permanent Secretary from the Ministry of Finance as Chair and Permanent Secretary from the Ministry of Social Affairs and Health as Vice-Chair. The group is supported by a secretariat whose members are appointed by the ministries.

b) *Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?*

In the event of a pandemic, the central government instructed the regional government authorities to take administrative decisions within their territorial competence. From the point of view of national control measures, the policy can be assessed as effective. However, local or regional factors and competent authorities were not always taken into account or could not be taken into account with the measures. There is a risk here in terms of the quality and consistency of information management and thus also the equal treatment of citizens. Coordination between regional government agencies worked effectively. In crises, it is important that action is also more strongly based on a joint cross-administrative procedure between central and regional government, in which actors at the operational level are involved in the preparation already at the planning stage.

c) *Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?*

In mid-March schools and universities were shut down. This did not apply to nurseries and day-care centres, but parents were advised to keep their children at home if possible. Primary and lower secondary schools were reopened on 14 May. Many public services (e.g. museums, theatres, libraries, youth centres, sports facilities, many rehabilitation services etc.) were reduced or completely shut down.

The operation of many services supporting well-being, health and functional capacity changed and became more difficult during the crisis. Central to well-being, however, was finding flexible and new ways of operating and delivering services digitally as well. For example, the transition to early childhood and pre-primary education and distance learning went mainly well. Urgent social and health care services were canceled or converted to remote connections - according to experts, too early. In addition e.g. employment services switched almost overnight to providing services by telephone, via

remote connections and digitally - the availability of services could be considered good. The reduction in face-to-face service and the deliberate and justified shift of focus to new customers affected the services of people in a weak labor market position and are reflected in the aftercare of the crisis.

The negative effects of the restrictive measures were particularly severe on those who needed support and help in their daily lives. Multi-problem customers in particular suffer from a change in services.

2. Handling the COVID-19 workload

- a) ***Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.***

Additional staff was hired on temporary basis to especially do covid -testing (e.g. students of different health care professions or trained health care professional currently not working in the field of health care). The salary was based on the professional qualification of the individual in question. No specific incentives were offered.

Additional temporary staff was also hired to the Finnish social security institution KELA due to growing number of social benefit applications.

- b) ***Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?***

- i. ***If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?***

Civil service legislation makes it possible to transfer personnel within organisations and across the government (central, regional and local state administration) if needed. There are some examples of that, e.g. 50 staff members of the Ministry for Foreign Affairs, who normally handle visa applications, moved temporarily to the Finnish social security institution KELA, to help with the growing number of social benefit applications.

Also staff from the HR and financial service center, who normally handle travel costs, moved first to Centre for Economic Development, Transport and the

Environment and then to State Treasury to handle applications for financial support to firms.

On municipal level there was also some secondments e.g. from youth care (the youth centres being closed) to the home care services of the elderly (persons over 70 years of age being refrained from contact with other persons to the extent possible in quarantine-like conditions).

ii. If yes, were staff seconded without their consent? What was the role of staff councils?

The secondment was based on the consent of each person

c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?

i. If yes, were the units composed of staff from the same level of government (central, regional, local)?

No.

ii. If yes, how did you go about staffing those units?

d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

The Government issued a decree that allows employers to respond to a shortage of personnel caused by the virus outbreak. Employers were temporarily able to derogate from working hours and annual holidays arrangements in healthcare and social welfare services, rescue services, emergency response centres and police service.

Some agencies expanded their flexible working hours.

e) Were bonuses or salary increases given to particularly strained staff?

No.

f) *How were military forces involved in the COVID-19 crisis management?*

On 25 March 2020, the Government decided to restrict traffic between the Region of Uusimaa and other regions as of 27 March. The restrictions were in force until 19 April 2020. The purpose of the restrictions was to prevent coronavirus infections and to slow the spread of the epidemic from Uusimaa to other parts of Finland. The residents of Uusimaa had to stay in the Uusimaa region. Residents of other regions were not allowed to visit Uusimaa. The Defense Forces assisted the police in supervising the movement restrictions in Uusimaa. In addition, the Defense Forces provided official assistance to, among others, the Border Guard for border security inspections and maritime rescue readiness, and the health care authorities for personnel and material.

3. Experiences with remote working

a) *Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?*

On 16 March 2020 Government made a recommendation on extensive remote work and public-sector employers were to instruct public-sector employees to work from home if their duties make it possible to do so. Most of the government personnel started to work from home (80% to 100% in expert work, however, understandably less in the security sector).

Employees made list of staff members carrying tasks which might need to be performed in person.

In August 2020 Government gave a new recommendation on remote work, which is implemented on regional bases, as the Covid 19 situation differs from region to region. The aim is to avoid locking down the economy and also public services in the areas where that is not necessary. At the moment the recommendation is applied in 5 hospital regions. The situations is assessed regularly and new decisions will be made if needed.

b) *Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?*

Already before the pandemic remote working was widely used (based on instructions on the principles and terms of employment of telework issued by the Ministry of Finance in 2015). During the pandemic teleworking has worked well and there was no need for ad hoc changes. Only ad hoc type change was that at the very beginning, Remote working has

worked well during the pandemic and agencies hope to increase the amount of working during “the normal times” after COVID-19. In addition to the shared guidelines given by the Ministry of Finance, individual agencies can provide more detailed instructions based on their operational needs.

- c) ***Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?***

Basically the staff moving to remote work already had lap-tops and mobile phones provided by the employer before the covid 19-situation.

The digital infrastructure withstood the growth of the load well, including the use of tele- and videoconference solutions, and proved to be mainly reliable.

4. Leave policies

- a) ***Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?***

Within the government organizations: No.

In municipalities lay-offs were possible.

- b) ***Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?***

As a general rule, a person belonging to a risk group did not have to be absent from work during an epidemic, but attention was/is paid to reducing the risk of infection and, if necessary, to protecting oneself. However, the risk of work-related exposure, the possibility of using protective equipment and the personal health of the worker must always be assessed in this situation. Each case is unique and there is no one-size-fits-all solution. Solutions to the situation are planned in cooperation with the supervisor, occupational health care and the personnel unit.

5. Looking back - and to the future

- a) ***What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?***

Many practices can be further developed in the future, in addition to what has been learned from widely applied remote working. For example in August, the project “Proactive State Guidance and Supporting Systemic Change in Society” was launched in Finland with EU funding in co-operation with the OECD. The findings of the Covid crisis will be closely linked to the work.

The Ministry of Finance is also launching a project on leadership. The Covid crisis has shown that the ministry needs an even greater capacity to act as a cohesive whole, without automatically implying a more centralized operations. The aim of the project will be to assess and implement measures to actively reform management systems to better support the co-operation between the Government and the state administration.

b) Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?

The promotion of "location independent/detached work" has been set as an objective in the Government Programme even before the corona crisis. During the crisis, very good results have been achieved regarding telework: telework has been successful both resultwise and technically. The skills of personnel have developed rapidly and the staff have been widely satisfied with telework.

As a result of the crisis, Finland will take a major development step towards location independent expert work in central government.

The digitalisation of work boosts the productivity and flexibility, and staff can work in different administrative units regardless of their place of residence.

France

1. Structural Information

- a) Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).**

Most of the decisions regarding COVID-19 have been taken by the government (lockdown and lockdown easing process; restrictions/closure, financial assistance, rules regarding the mandatory use of face masks in public places or at work...) and declined at local level in association with local authorities.

Since lockdown easing on May 11th, several classification have been used at local level taking into account the circulation of coronavirus.

Current classification is based on four level, each of them with specific rules.

Moreover, the local representant of the state (Préfets) has the power to adopt specific rules, for example regarding public gathering, the opening of public spaces, or the mandatory use of face masks outside (rules regarding the use of face mask inside are the same everywhere in france), in consultation with local authorities.

- b) Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?**

We are currently sharing the lessons of current crisis at national and local level, including as regards the sharing of competences.

On the 30th of July, the Prime Minister and the representatives of regional authorities (Régions) signed a partnership agreement to work together on the economic recovery.

In the future, the government intend to introduce a bill regarding territorial differentiation and decentralisation.

- c) Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?**

Yes but public administrations offered online services or hotlines to keep their services available.

2. Handling the COVID-19 workload

- a) **Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.**

No

- b) **Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?**

Yes: secondment/provisions of volunteer staffs were mainly used for the benefit of health institutions/health care facilities according to the rules defined by the status of public service.

- i. **If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?**

No: according to status of public service, the provision/secondment of staffs is possible between different levels of government.

- ii. **If yes, were staff seconded without their consent? What was the role of staff councils?**

The requisition of staffs by the local representants of the state (Préfets) has been allowed but the mobilization of volunteer staff has been privileged

- c) **Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?**

At national level, a cross-ministerial unit has been created to deal with the crisis. Most of public administrations also created dedicated crisis unit.

- i. **If yes, were the units composed of staff from the same level of government (central, regional, local)?**

Yes.

- ii. **If yes, how did you go about staffing those units?**

- The cross ministerial unit was staffed with experts from several ministries.
- Each administration/public service adopted a continuity plan which defined the rules for the continuation of its activities and organised its own crisis unit.

d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

No changes

e) Were bonuses or salary increases given to particularly strained staff?

Two decrees have been adopted to allow the attribution of a specific bonus for :

- health workforce (1 500€ maximum) ;
- soldiers and public servant working for the state or local authorities (1 000€ maximum).

f) How were military forces involved in the COVID-19 crisis management?

The dedicated military operation "résilience" was launched in March 2020; military assets were deployed to offer support in the fields of health, logistics and protection where needed.

3. Experiences with remote working

a) Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?

Continuity plans were adopted for each administration to identify essential activities and public servant responsible for them.

Teleworking became the rule for public servants.

b) Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?

The legal framework for teleworking in public service in France have been developed in 2 steps:

1. Decree n° 2016-151 of February 11th 2016 implementing the law n° 2012-387 of March 12th 2012 ;
2. Decree n° 2020-524 of May 5th 2020 implementing the law n° 2019-828 of August 6th 2019 and adapting decree n° 2016-151.

COVID-19 crisis led to a massive development of remote working: before the crisis, only 6.4% of state public servants teleworked at least once a week - during national lockdown period (from March 17th to May 11th), around 50% of state public servants (except teachers) worked from home (full time for most of them). Dealing with technical constraints, such as the lack of technical tools to be used while teleworking, in particular laptops or access to professional application, was the main challenge. Moreover, in most of the cases, neither public servant nor managers were prepared for massive fulltime home office.

Before crisis, the law of August 6th 2019 on public service transformation already planned a reform of teleworking in public service. This reform has been implemented by decree n° 2020-524 of May 5th 2020, which defines the following rules :

- Teleworking is defined as every work organisation in which functions which could have been performed from the office are performed outside of the office using information and communication technologies;
- Teleworking can be performed at home, in a private place or in every other professional place;
- Except in particular circumstances (illness, pregnancy, crisis, etc) teleworking can't exceed 3 days a week (fixed or floating days). Yet, a flexibility is offered to calculate this limit for a month.
- Teleworking is submitted to a writing request by the public servant. On this basis, an authorisation is delivered to the public servant which defines organisation of teleworking (place, number of days). The organisation defined by this authorisation can be stopped by the public servant or by the administration.
- While teleworking, public servants are submitted to the same rules as from the office ;
- the employer should cover the costs directly linked to teleworking, in particular hardware, software, subscriptions, communications and tools as well as their maintenance. Yet, the employer is not required to cover the cost of renting a space for teleworking.

This legal framework has been or will be declined for each ministry, local authority or administrative body by a ministerial decree, a deliberation or a decision (activities eligible for teleworking ; rules regarding work duration, security and health preservation ; coverage of costs ; etc).

- c) ***Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources***

sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?

According to a cross ministerial survey led by the directorate general for administration and public service, technical constraints have been important for state public servant: technical tools were not always available for public servants and, in some cases, state public servants had to use personal laptops or phones.

As regard videoconferences, rules for data and privacy protection doesn't allow the use of private tools, such as Zoom, with professional equipments. The cross-ministerial digital direction developed or promoted safe tools for videoconference or collaborative work.

As european and international unit, we faced specific constraints while trying to keep in touch with our international and european partners, such as the organisation of videoconference with interpretation or the use of different videoconference platform by our partners. Using common tools and sharing good practices could be a way to keep the link between european partners, despite pandemia.

4. Leave policies

a) Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?

According to order number 2020-430 adopted on April 15th 2020, public servant who could not work from home and were placed to special leave ("autorisation spéciale d'absence") were required to take 10 days compulsory leave without loss of remuneration. The possibility was also given to managers to impose compulsory leaves to teleworking staffs.

b) Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?

Public servants who could not work from home benefited from special leave (autorisation spéciale d'absence), without consequences for their remuneration.

5. Looking back - and to the future

a) What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?

Our first conclusions on the consequences of the crisis and the lessons to be learnt from new practices have led us to identify potential changes, as regard:

- the use of NICT: increased use of videoconference, when physical meeting are not essentials or during recruitment process; development/ implementation of new tools for cooperative work; online services...;
- agility and adaptability: simplification; faster decision making process...;
- balanced work organisation, including teleworking;
- prevention of crisis and adaptation of continuity plans to prepare for massiv sanitary risk.

More other, the directorate general for administration and public services published guidelines on crisis management which may be usefull for potential crisis in the futures.

b) Do you plan to implement new policies with a view to future crises (eg.standardised workflows, plans for more flexibility in the allocation of staff)?

We are currently leading a cross ministerial work on the consequences of the crisis. The first step have led us to learn every lessons from crisis, which we will take into account while achieving the implementation of the law on public service law of August 7th 2019 on public service transformation, taking into account the following priorities:

- to insure the resilience of public services;
- to improve our organisations by keeping new practices which have proven to be efficient (cf. point a.);
- to implement our new legal framework on teleworking.

Germany

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

The COVID-19 crisis management in Germany was and is conducted on different levels of government. Legal basis for most of the main measures to contain the pandemic is the Infection Protection Act (Infektionsschutzgesetz) – a federal law. Responsible for the individual measures in this circumstance such as quarantine orders, closure of schools, restrictions in retail and gastronomy and the mandatory use of face masks are the federal states (Länder) and local authorities. During the pandemic different measures were taken by the Länder. Some Länder have been stricter in their actions than others have. Even though the respective Länder were responsible for the measures, the Federal Government and the governments of the Länder met on regular basis to seek uniform regulations nationwide.

Since 28 March 2020, the Robert Koch Institute (RKI), a federal authority for infectious diseases, has been coordinating the collaboration between the Länder and between the Länder and the Federation as well as other relevant authorities and agencies. In addition, the RKI is in charge of collecting important data such as infection numbers.

- b) ***Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?***

In Germany there have been discussions about whether the federal system with its different competences needs to be reformed, in order to contain the pandemic more effectively. Some politicians have argued that it is not understandable that in some Länder the measures were stricter than in others. From their point of view, uniform regulations are needed, since the virus does not know any borders.

Nevertheless, since Germany has been able to fight the pandemic quite successfully, the decentral system has proven its advantages. The competition among the Länder and the possibility to learn from each others mistakes and successes helped to contain the pandemic effectively.

- c) ***Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?***

Some local administrations were briefly closed at the pandemic's climax. It varies from local authority to local authority, whether the respective services were offered online.

2. Handling the COVID-19 workload

- a) ***Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.***

In principle, the German public sector and its staff have coped with crisis-related tasks without additional support from outside the public sector. However, there have also been exceptions in certain areas, in which an extra amount of work force was needed: The local health authorities have temporarily hired additional staff to trace so-called chains of infection more effectively and to advise citizens on corona information hotlines; in some places, the German military supported the local authorities to conduct corona tests.

- b) ***Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?***

No information is available on this.

- i. ***If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?***

- ii. ***If yes, were staff seconded without their consent? What was the role of staff councils?***

- c) ***Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?***

- i. ***If yes, were the units composed of staff from the same level of government (central, regional, local)?***

In order to cope with the pandemic, many authorities, especially the ones in charge of COVID-19 crisis related measures, created special task forces to fight the pandemic. In Germany, the competences for the different levels of government are split which makes it difficult to implement uniform rules across the different levels of government. This is why such crisis management groups were generally composed of staff from the same level of government.

- ii) ***If yes, how did you go about staffing those units?***

The way such units were composed varied among the different authorities. In principle, the respective staff were either already responsible for the respective tasks

or voluntarily joined the new units. In some cases staff were temporarily ordered to be part of the new crisis management groups.

- d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.**

In order to cope with the corona crisis, some staff were asked to work overtime. These overtime hours were remunerated accordingly.

- e) Were bonuses or salary increases given to particularly strained staff?**

In general, public servants and public service employees were not granted bonuses or salary increases. However, nurses and doctors received bonus payments.

- f) How were military forces involved in the COVID-19 crisis management?**

See answer to question 2 a.

3. Experiences with remote working

- a) Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?**

The majority of public administration staff were asked to work from home during the climax of the crisis, if it was possible. On the other hand, staff whose presence was essential for the effective fight against the pandemic were requested to work from the office, in order to ensure essential public services, which needed personal presence.

- b) Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?**

Before the crisis the number of days that staff were allowed to work from home were limited in some authorities. These limits were canceled during the crisis, in order to permit staff working unlimited days from home. It is not yet decided and also depends on the respective authority, if after the crisis the pre-crisis regulations will come into effect again.

- c) Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?**

Public administration staff were provided with laptops to work from home. In most authorities, the technical resources were sufficient for a larger number of staff working from home. At the beginning of the crisis the digital infrastructure tended to be overstrained, but after a while most of the problems were properly fixed.

4. Leave policies

a) *Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?*

Neither civil servants nor employees were required to take a compulsory leave and therefore no public administration staff suffered any loss of remuneration during the pandemic.

b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?*

At the pandemic's peak, schools and day care centers in Germany were closed. Public administration staff with children under the age of thirteen who were affected by the closures and were not able to work remotely were allowed to take a special leave for a maximum of 34 working days. This had no negative impact on their remuneration.

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

First of all, it is very likely that the number of days public administration staff are allowed to work from home will increase after the crisis compared to pre-crisis times.

Furthermore, even though personal meetings will never completely be replaced, it can be assumed that the number of tele- and videoconferences will significantly increase as well.

b) *Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?*

No information is available on this.

Greece

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

By Prime Minister's decision, the general coordination of all relevant authorities responding to the pandemic has been assigned to the General Secretariat for Civil Protection.

The General Secretariat for Civil Protection cooperates closely with all competent authorities, depending on the nature of each issue.

Quarantine orders are issued by the General Secretariat for Civil Protection for instances, such as geographical areas/ communities and special installations (elderly care structures etc).

The local government authorities (Municipalities and Regions) cooperated with the General Secretariat for Civil Protection, when quarantine restrictions were imposed in communities within their area of competence.

As far as financial assistance to individuals and companies is concerned, the respective measures were implemented at central government level (Ministry of Finance). The only economic response measures implemented at local level were the ones that referred to that level of government by design. For instance, levels imposed by local governments were temporarily abolished for companies that had to suspend their operation by decree. With regards to the operation of school units, the following actions took place by the competent Ministry of Education and Religious Affairs or in cooperation with other authorities:

- The responsibility for the suspension of operation of school units of each type and level, at the beginning of the pandemic, belonged exclusively to the Ministry of Education & Religious Affairs and the Ministry of Health, following the opinion of the National Committee on Public Health. Since, mid-September the decision to suspend the operation of Departments of the School Unit or the entire School Unit is taken by the Director of Primary or Secondary Education, after the opinion of the Head of the Department of Public Health and Social Welfare of the relevant Regional Authority.
- A Joint Ministerial Decision(JMD) of five (5) Ministries (Development and Investment, Education and Religious Affairs-Health-Interior-Infrastructure and Transport) defines the operation of all educational units. The obligation to use a mask is defined by article 2 of the above mentioned JMD. The government provides free masks to all

students and teachers in public and private schools. The masks are distributed by local authorities.

- The operation of canteens and dining areas in school units, is defined in article 5 of the above JMD and the Principal/Head of the school unit and the Teachers' Association are responsible for the correct and uniform application of the guidelines and measures.
- Daily meals are distributed to 185,311 students, with strict hygiene standards, safely and in accordance with anti-coronavirus protocols and instructions issued by the National Public Health Organization (EODY). The Ministry of Education and Religious Affairs and the Ministry of Interior are cooperating closely on that issue. - The supply of schools with antiseptics, soaps etc., and the cleanliness of the schools are under the responsibility of the local authorities and the Ministry of Interior.
- The Ministry of Education and Religious Affairs has ensured 4,500 mobile devices available in June 2019. Schools have now been equipped with more than 70,000 additional electronic devices (tablets, laptops, etc.). Similar support measures were also introduced in special education.

b) *Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?*

Despite the complex network of competences and tasks, the unprecedented nature of the outbreak and the urgency of the situation, the division of competences proved adequate for an efficient response to the crisis. Authorities have not only taken all the necessary measures to contain the spread of the virus, but they have also excelled in superb communication management since day one, building social trust and persuading citizens to embrace the imposed measures. For the future and if necessary- on the basis of pandemic spread status, at local, regional, and national levels- division of competences in place might be re-evaluated. A case of decentralization is that since mid-September the decision to suspend the operation of Departments of the School Unit or the entire School Unit is taken by the Director of Primary or Secondary Education, after the opinion of the Head of the Department of Public Health and Social Welfare of the relevant Regional Authority

c) *Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?*

No central, regional and local administrations were closed during the height of the COVID-19 crisis. However there were restrictions regarding the citizens' physical presence (phone or digital services).

Also, over the course of the pandemic, a plethora of public sector educational services was successfully digitized as part of an effort of the Ministry of Education and Religious Affairs. For example, the extended use of e-protocol services or electronic student enrollment applications is both successfully applied.

2. Handling the COVID-19 workload

Since the outbreak of the pandemic in Europe and especially in Greece at the end of February 2020 the Ministry of Interior and specifically the General Secretariat for Human Resources Management in the Public Sector in cooperation with the Ministry of Health and the General Secretariat for Civil Protection, have issued a series of legislative measures and circulars which vary depending on the phase of the pandemic and the number of COVID-19 cases in the country or in specific areas of the country.

a) *Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.*

According to Greek law, any recruitment, on a permanent or temporary basis, requires the issuance of an approval decision by the Ministers of Interior and Finance, according to the Act 33/2006 of the Council of Ministers.

In order to manage the COVID-19 pandemic within 2020, it was decided and approved to initiate procedures for the recruitment of nine thousand four hundred seventy four (9,474) people in cleaning staff positions with a fixed-term private contract lasting as long as the school year, in primary and secondary schools (including minority schools). It was estimated that the effective cleaning of school units will contribute decisively to stopping the transmission of the virus and safeguarding public health.

In addition, initiation was approved of the procedures for filling four hundred (400) vacancies of positions of specialized Doctors, as permanent staff, for the staffing of the extra beds of the Intensive Care Units (ICU) of the NSS Hospitals.

Furthermore, the recruitment of 655 persons (including bus and train drivers) in two transport legal entities was approved in order to increase public transport routes and hence reduce traffic congestion, in order to prevent the transmission of the virus.

Also, in order to immediately deal with the emergency of the COVID-19 pandemic, hence without the issuance of the aforementioned approval, an additional eleven thousand five

hundred eighty three (11583) personnel were hired (on a temporary basis). Of these, nine thousand four hundred (9400) are financed from the state budget while two thousand one hundred eighty three (2183) from other sources (these data concern staff employed until 30.8.2020).

Finally, the Ministry of Education and Religious Affairs recruited additional part-time working teachers. Part-time teachers are expected to fill operational vacancies that may arise from the absence of teachers belonging to high-risk groups.

b) Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?

There were no secondments as described in the question but there were two measures taken in order to manage the crisis: i) Auxiliary staff (cleaners, technicians etc.) was disposed to services (local government) when the services where they work were temporarily suspended and ii) all the staff of healthcare services (Ministry, hospitals etc.) was not allowed and is still not allowed to be seconded as long as the COVID-19 crisis exists.

- i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?*
- ii. If yes, were staff seconded without their consent? What was the role of staff councils?*

c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?

No new work units were created to specifically deal with the COVID-19 crisis/

- i. If yes, were the units composed of staff from the same level of government (central, regional, local)?*
- ii. If yes, how did you go about staffing those units?*

d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

There was no central order to the staff to work overtime or any change to the existing policy regarding the payment of overtime work except for the Ministry of Health.

e) *Were bonuses or salary increases given to particularly strained staff?*

Staff working in hospitals, health centers and other organizations involved in the management of the pandemic (National Organization for Public Health, National Organization for Medicines, National Centre for Blood Donation, Health Regions, National Centre for Emergencies etc.) were granted an allowance equal to the half of their monthly basic salary as long as they worked during the period from December 15th 2019 until April 15th or May 31st (depending on the organization concerned).

f) *How were military forces involved in the COVID-19 crisis management?*

The military forces were not involved in the COVID-19 crisis management but the police forces were actively involved in order to control the implementation of the relevant measures and impose the fines set for violations for each case.

3. Experiences with remote working

a) *Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?*

Concerning the experiences with remote working, we inform you that according to the legislative measures and the circulars of the Ministry of Interior the civil servants who were given the opportunity to work remotely were:

- During the first stage of the pandemic (March, April, May), employees of the public sector were working remotely on a rotating basis, in order to avoid overcrowding and interaction in public buildings, but also during their commuting with the public transport. Each organization issued a working plan defining, among other things, the number of employees of each unit who needed to go to work and those who could work remotely and according to this plan employees worked remotely on a rotating basis. On June 1st all the employees were ordered to return to work due to the fact that at the time the cases of COVID-19 were few. The employees who continued working remotely were those who were on special leave according to the following.
 - o Employees of the public sector who have children that belong to increased risk groups for infection of COVID – 19, according to the National Public Health Organization and for whom the National Public Health Organization has suggested a long term absence from school and the use of distance learning.

- o Employees of the public sector who belong themselves to an increased risk group for infection of COVID – 19 and can work remotely depending on their duties.
- o Employees of the public sector who are obliged, following the National Public Health Organization’s recommendation, to be confined, either because they have signs and symptoms of the disease, or because they had contact with other persons who are sick with COVID-19.

b) *Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?*

There were no existing policies on remote working for the public sector and for that reason all the aforementioned measures were introduced ad hoc. There is an ongoing project in order to establish remote working in the public sector permanently in cooperation with Expertise France, but until then remote working is introduced ad hoc depending on the development of the pandemic.

c) *Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?*

The majority of civil servants were obliged to use their private devices to work from home. However, there were cases where necessary technical equipment was provided. The Ministry for Digital Governance provided an e- tool by the name e-presence.gov.gr, with which civil servants had the possibility to participate in tele-conferences in order to avoid in person meetings.

4. Leave policies

a) *Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?*

Up to the present, no civil servant has suffered any loss of remuneration because of compulsory leave during the pandemic period.

b) Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?

A special purpose leave for employees of the public sector who have children attending nurseries and schools, whose function is temporarily suspended on the basis of relevant ministerial decisions and in particular children attending C class of secondary school (15 years old). In accordance with the relevant provisions, the employees have the possibility to be absent from their service for the period of closure of the education units attended by their children. More specifically, for every four (4) days of absence for the above purpose, three (3) days are recorded by the competent service as a justified paid absence and one (1) day of absence counts as normal leave. The duration of the special-purpose leave was determined by the factors which made its granting necessary, (i.e. the reopening of nurseries and school units) and is granted either continuously for four days or intermittently up to the limit of four days, with the fourth one being counted as normal leave. Then, the calculation begins again. Regarding the conditions for the granting of the said leave depending on the employment of the spouse of the public sector employee, the above mentioned circulars provided implementation guidance to the various public services. More specifically, following the gradual reopening of the school units on June, instructions were given on how to grant such leave in case the children of the employees are not obliged to attend school daily based on the operation of each classroom.

- Instead of the use of special-purpose leave as described above, public sector employees falling within the scope of the provision had the possibility, upon request, to reduce their daily working hours up to 25%, without a corresponding reduction in their salary. In case this facility is used, the employee is obliged, after the removal of the temporary suspension of operation of nurseries or school units, to work the corresponding hours of reduction in working hours beyond his working hours without overtime pay, in which case that time shall be calculated as an actual service.
- The reduced working hours up to 25% and exceptionally the special purpose leave, if approved on the basis of the service needs by the competent body, was also granted until the end of July, under the same conditions to parents of children up to 4 years old who do not attend nurseries.
- On September, when the schools reopened for the new school year new provisions came in force according to which, employees of the public sector who have children that belong to increased risk groups for infection of COVID – 19 according to the National Public Health Organization and for whom the National Public Health Organization has suggested a long term absence from school and the use of distance learning, have the following options: a) special purpose leave as above, b) reduced working hours up to 25% as above, c) full time work at different working hours and d) remote working.

It is noted that the aforementioned facilities for parents were granted under stricter conditions to the staff of public services directly involved in the fight against the pandemic such as hospitals, health centres, services dealing with immigration issues, public transport.

- Special leave for employees vulnerable to the coronavirus:
As it was mentioned above, employees of the public sector who belong to an increased risk group for infection of COVID – 19, are given the opportunity to be absent from the workplace and work remotely, provided that their duties allow it, so as their health is not exposed in danger because of coronavirus.
- Employees who belong to increased risk groups for infection of COVID – 19, but cannot work remotely due to their duties, can also be absent from the workplace but for every four days of absence the fourth day counts as normal leave.
- Employees of the public sector who are obliged, following the National Public Health Organization’s recommendation, to be confined, either because they have signs and symptoms of the disease or because they had contact with other persons who are sick with COVID-19, are granted a special sick leave, during which they can work remotely if their health allows it.

All aforementioned leaves had no consequences on the employees’ remuneration. The scope of the above provisions includes civil servants employed in public services, decentralised administrations, local government agencies of first and second degree and their legal entities, legal entities of public and private law within the General Government with any employment relationship. However, taking into account the need for the full and uninterrupted operation of specific services in the context of the pandemic, provision was made for the exclusion of employees serving in specific categories of bodies, such as the Ministry of Health, the entities providing health care services, the Ministry of Immigration and Asylum and its entities, the uniform staff as a whole (military, police, navy etc.), the welfare agencies, detention facilities, public transport means, Civil Aviation Authority. For the staff of the entities mentioned above, the granting of the special-purpose leave requires a reasoned decision of the competent body of the entity. In particular, it was established that for the granting of the facilities to employees serving in the above mentioned entities, the competent bodies shall decide whether the granting of the provisions is possible or, in case both parents work in such entities or belong to uniform staff, which of the two parents may benefit from the facility, on the basis of their position and the duties they perform.

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

Working remotely is a new practice for public sector which must be improved in order to be used widely with safety and sufficiency.

Working remotely is a new practice for public sector which must be improved in order to be used widely with safety and sufficiency.

b) *Do you plan to implement new policies with a view to future crises (eg.standardised workflows, plans for more flexibility in the allocation of staff)?*

The present crisis has certainly revealed the need to further examine possible emergency work plans and introduce more flexibility in procedures regarding the staff of public services as well as the need for HR Managers to have the possibility to implement measures adjusted to the needs of each organization.

Hungary

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

In January 2020 the Government established the Operational Group responsible for the control of the coronavirus epidemic. According to the 286/2020 (VI. 17.) Gov. Reg. on the tasks of the Operational Group contains the main rules of the tasks and functions of the body. The Operational Group

- makes proposals, discusses the proposals and submits them to the Government, initiates and organizes the coordinated activities of the members of the Government involved in the area of responsibility, prepares policy proposals and reports, and initiates a general government task,
- enforces the aspects arising from epidemiological preparedness during the preparation of government decisions and the implementation of Government decisions,
- performs other tasks within its competence, specified by law.

Based on the professional recommendations of the Operational Group, the Government also makes proper measurements in connection with managing the crisis (financial assistance to Individuals and companies etc.).

- b) ***Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?***

The central management of handling the COVID-19 crisis was approved to be efficient.

- c) ***Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?***

Yes, customer service places (direct services to the public) were closed at all level in the public administration. The services were made available online or there were possibility for personal appointment but with only previous registration and strict compliance with health regulations.

2. Handling the COVID-19 workload

- a) ***Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.***

No, public administration didn't hire additional staff from outside the public sector (but there was temporary reallocation of staff from one ministry to another). In the health care sector there were temporary staff reallocations to COVID hospitals.

- b) ***Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?***

No.

- i. ***If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?***

-

- ii. ***If yes, were staff seconded without their consent? What was the role of staff councils?***

-

- c) ***Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?***

Yes.

In January 2020 the 1012/2020. Gov. Decree established the Operational Group responsible for the control of the coronavirus epidemic. The Operational Group is managed by the Minister responsible for law enforcement with the involvement of the Minister responsible for health. There are several members of the Operational Group, for example: state secretaries from ministries, the national chief medical officer, the Director General of the National Directorate General for Disaster Management.

According to the 286/2020 (VI. 17.) Gov. Reg. on the tasks of the Operational Group set up in the COVID period contains the main rules of the tasks and functions of the body. The Operational Body

- makes proposals, discusses the proposals and submits them to the Government, initiates and organizes the coordinated activities of the members of the Government involved in the area of responsibility, prepares policy proposals and reports, and initiates a general government task,
- enforces the aspects arising from epidemiological preparedness during the preparation of government decisions and the implementation of Government decisions,
- performs other tasks within its competence, specified by law.

i. If yes, were the units composed of staff from the same level of government (central, regional, local)?

The Operational Group is managed by the Minister responsible for law enforcement with the involvement of the Minister responsible for health. There are several members of the Operational Group, for example: state secretaries from ministries, the national chief medical officer, the Director General of the National Directorate General for Disaster Management.

ii. If yes, how did you go about staffing those units?

-

d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

There was temporary reallocation of staff from ministries to the Ministry of Interior to contribute to the work of the Operational Group.

e) Were bonuses or salary increases given to particularly strained staff?

Yes, especially for workers in the health and education sector.

f) How were military forces involved in the COVID-19 crisis management?

The military force was responsible for central inventory management, controlling of curfew restrictions, delegation of hospital commanders.

3. Experiences with remote working

a) *Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?*

The public administration staff were not ordered to work from home. Nevertheless, the Act CXXV/2018 on Governmental Administration determines the rules of telework and home office:

- Paragraph 125: Remote working/telework
Telework is a regular activity carried out by means of an information technology or computer device and its results are transmitted electronically, excluding work from home (in a place separate from the employing government administration organisation or the usual place of work).
Telework may be performed on the basis of an agreement, at a place specified by the employer.
Unless otherwise agreed, the means of work and communication shall be provided by the employer.
The detailed rules for teleworking shall be laid down in a Government decree, on the basis of which the person exercising the employer's authority shall lay down the special conditions and rules in regulations.
- Paragraph 126: Home office
In case of an agreement between a government official and an employer exercising the authority of an employer, a government official may perform his or her work at his or her place of residence or stay, using his or her own means, differently from the usual place of work.
Home office may be carried out if the nature of the work to be performed so permits and if the ordering or allowing of home office does not cause a disproportionate harm to the government administrative body or government official.
The agreement on home office shall specify the time of work at home, the tasks to be performed individually, and the manner and date of contact and delivery of the work performed. The detailed rules of home office shall be established by a Government decree and, within the framework thereof, by the head of the official organization in the public service regulations.

The permission of home office and telework depends on the decision of employer based on individual request, it is not managed centrally.

There was no formally defined essential functions to be performed, but the managerial level was expected to work from the workplace.

- b) Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?**

Yes, the legal institution of remote working proved feasible during the COVID-19 crisis and there wasn't any need for changes.

- c) Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?**

According to the Act CXXV/2018 on Governmental Administration in the case of telework the means of work and communication shall be provided by the employer.

In case of an agreement between a government official and an employer exercising the authority of an employer, a government official may perform his or her work at his or her place of residence or stay, using his or her own means, differently from the usual place of work (home office).

4. Leave policies

- a) Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?**

No.

The Act CXXV/2018 on Governmental Administration determines the rules of telework and home office:

- Paragraph 125: Remote working/telework
Telework is a regular activity carried out by means of an information technology or computer device and its results are transmitted electronically, excluding work from home (in a place separate from the employing government administration organisation or the usual place of work).
Telework may be performed on the basis of an agreement, at a place specified by the employer.
Unless otherwise agreed, the means of work and communication shall be provided by the employer.
The detailed rules for teleworking shall be laid down in a Government decree, on the basis of which the person exercising the employer's authority shall lay down the special conditions and rules in regulations.
- Paragraph 126: Home office

In case of an agreement between a government official and an employer exercising the authority of an employer, a government official may perform his or her work at his or her place of residence or stay, using his or her own means, differently from the usual place of work.

Home office may be carried out if the nature of the work to be performed so permits and if the ordering or allowing of home office does not cause a disproportionate harm to the government administrative body or government official.

The agreement on home office shall specify the time of work at home, the tasks to be performed individually, and the manner and date of contact and delivery of the work performed. The detailed rules of home office shall be established by a Government decree and, within the framework thereof, by the head of the official organization in the public service regulations.

The permission of home office and telework depends on the decision of employer based on individual request, it is not managed centrally. During the COVID period, in the central administration hardly anybody suffered a (partial) loss of remuneration.

b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?*

No, there weren't such special leaves but the Act CXXV/2018 on Governmental Administration determines the rules of telework and home office:

- Paragraph 125: Remote working/telework
Telework is a regular activity carried out by means of an information technology or computer device and its results are transmitted electronically, excluding work from home (in a place separate from the employing government administration organisation or the usual place of work).
Telework may be performed on the basis of an agreement, at a place specified by the employer.
Unless otherwise agreed, the means of work and communication shall be provided by the employer.
The detailed rules for teleworking shall be laid down in a Government decree, on the basis of which the person exercising the employer's authority shall lay down the special conditions and rules in regulations.
- Paragraph 126: Home office
In case of an agreement between a government official and an employer exercising the authority of an employer, a government official may perform his or her work at

his or her place of residence or stay, using his or her own means, differently from the usual place of work.

Home office may be carried out if the nature of the work to be performed so permits and if the ordering or allowing of home office does not cause a disproportionate harm to the government administrative body or government official.

The agreement on home office shall specify the time of work at home, the tasks to be performed individually, and the manner and date of contact and delivery of the work performed. The detailed rules of home office shall be established by a Government decree and, within the framework thereof, by the head of the official organization in the public service regulations.

The permission of home office and telework depends on the decision of employer based on individual request, it is not managed centrally. During the COVID period, in the central administration hardly anybody suffered a (partial) loss of remuneration.

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

Regular on-line meetings, more flexible employment frameworks, health protection in the workplaces.

b) *Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?*

More regular on-line meetings, more flexibility in the allocation of staff.

Iceland

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

The Prime Minister's Office, Ministry of Health, Ministry of Finance and other ministries joined forces leading responses to the pandemic, in close co-operation with The Directorate of Health and the Department of Civil Protection and Emergency Management.

All the crisis management was decided by the the Minister of Health after discussions within the government, as proposed of the Directorate of Health (Communicable Disease Control).

- b) ***Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?***

Competences have proven adequate but dealing with the crisis is an ongoing project.

- c) ***Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?***

Many public entities worked from home, but none closed their operations completely. Most or all were able to use online services that were already in place.

2. Handling the COVID-19 workload

- a) ***Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.***

Yes, in relatively small numbers. Hospitals, healthcare and retirement homes hired doctors, nurses, assistant nurses and other health care staff on a short-term basis during the height of the pandemic. It was considered a success.

b) Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?

No, at least not in a centralised way.

i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?

ii. If yes, were staff seconded without their consent? What was the role of staff councils?

c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?

There was/is a group of ministries and agencies working together, task force style, but no new unit(s) created.

i. If yes, were the units composed of staff from the same level of government (central, regional, local)?

See answer 1a.

ii. If yes, how did you go about staffing those units?

d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

Overtime was needed but no public order was necessary to fulfill that. State agencies manage working hours and schemes by themselves.

According to the state personnel law, it is mandatory to work up to 1/5 of one's normal working hours in overtime if considered necessary.

e) Were bonuses or salary increases given to particularly strained staff?

The government decided to pay a total of 1 bn. ISK "Covid bonus payment" to front-line staff in healthcare.

f) How were military forces involved in the COVID-19 crisis management?

N/A (No military forces.)

3. Experiences with remote working

- a) ***Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?***

Each agency decided the work arrangement. The whole society was urged to stay at home from late March until middle of May. Those who could work from home were given the opportunity. No formal definition was made on which functions needed to be performed in person.

- b) ***Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?***

There was little culture for remote working when the crisis started, but no policies blocked the possibility. The ad hoc changes were rather towards a more positive attitude.

- c) ***Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?***

Most were provided or already had the necessary equipment (laptops etc.)

Technical resources were sufficient.

Digital infrastructure proved well.

4. Leave policies

- a) ***Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?***

No, none were required to take leave.

Changes in remuneration are all related to changes in workload (either more work or less).

- b) ***Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?***

All who needed to go to quarantine (by order by health officials) kept their pay unchanged. Generally, managers showed parents considerable consideration; either by allowing to work from home, with flexible hours and longer time frames to deliver work.

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

Remote and hybrid work is now and will be the norm. Also, digital services will be the fundament of public service where possible. It is not that it wasn't possible before, but attitudes have changed and are generally positive instead of being sceptic or negative.

b) *Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?*

It is both healthy and necessary to learn from reaction to the pandemic, but to date no plans have been set to implement new policies that can be directly linked to the current crisis. The positive lessons will be used to administer to current strengths and foster resilience.

Ireland

1. Structural Information

- a) *Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).*
- b) *Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?*
- c) *Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?*

2. Handling the COVID-19 workload

- a) *Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.*
- b) *Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?*
 - i. *If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?*
 - ii. *If yes, were staff seconded without their consent? What was the role of staff councils?*
- c) *Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?*

- i. If yes, were the units composed of staff from the same level of government (central, regional, local)?*
 - ii. If yes, how did you go about staffing those units?*

- d) Did you order public administration staff to work overtime? No Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? No Please elaborate.*
No.

- e) Were bonuses or salary increases given to particularly strained staff?*
No.

- f) How were military forces involved in the COVID-19 crisis management?*
Not involved.

3. Experiences with remote working

- a) Were public administration staff ordered to work from home? Yes If not, were they, in general, given the opportunity to work from home? N/A Did you formally define essential functions to be performed in person?*
Essential work/workers were indentified by each Department/Organisation and some of these were required to work in the office.

- b) Did your existing policies on remote working prove feasible during the COVID-19 crisis? No remote working policy in place Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?*
No remote working policy in place.

- c) Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?*

In most cases staff were provided with the necessary equipment, however when that was not available staff were asked to use their own.

4. Leave policies

- a) ***Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?***

No

- b) ***Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?***

During the initial lockdown staff as described were able to take special leave, however when this leave ended these staff commenced working from home.

Special leave with pay.

5. Looking back - and to the future

- a) ***What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?***

Improved collaboration both internally and with external stakeholders. Increased resilience in relation to business continuity and sustainable service deliver through remote/home working and improved technology usage. Increased flexibility and improved work-life balance for employees through remote/home working.

- b) ***Do you plan to implement new policies with a view to future crises (eg.standardised workflows, plans for more flexibility in the allocation of staff)?***

Plan to introduce a remote working policy to facilitate remote working post COVID-19

Luxembourg

1. Structural Information

- a) Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).**

The state structure of Luxembourg only comprises two levels of government: the central level and the local level (municipalities). The overall responsibility for management and organizational questions related to COVID-19 was taken over by the central government, which was responsible for all legislation and management aspects at the national level (e.g. closure of schools, financial assistance to companies, quarantine orders). Measures taken over by the municipalities included the distribution of masks to the population as well as the implementation and organization of the re-opening of schools, which also included nursery schools according to the sanitary measures adopted by the central level. At the beginning of the crisis, municipalities were called upon by the minister of the Interior, under whose supervision they are located, to establish a municipal emergency plan. The objective of such a plan is to identify priority activities upon which the municipalities should focus during the crisis and to which the organization of services should adapt.

- b) Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?**

The division of competences proved adequate. After some initial bumps, the cooperation functioned rather well. It is however to be added that municipalities were rather challenged by the fact that they had to work with limited staff due to the different kinds of leave (e.g. family leave, leave for vulnerable staff). According to their opinion, they coped well with the challenge during the whole crisis.

It is to be expected that Luxembourg will rather stay with centralized decision-making, which is partly also due to the small size of the country.

- c) Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?**

Direct services to the public were also made available during the height of the COVID-19 crisis. This was possible, because all public officials continued working during lockdown and the great majority via telework. Some of their services were made available online (e.g. requests for family leave, requests for short-time work and job applications via the one-stop shop as well as many HR applications for public officials via the plateforme myRH). Face-to-face services had more limited opening hours and were often only available after prior appointment. It is however not known, whether new online services were offered to the public and as an effect of the pandemic.

2. Handling the COVID-19 workload

- a) ***Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.***

The Luxembourg government hired medical staff from outside the public sector. All professionals with a medical diploma, medical students, retired medical staff and doctors on annual leave were called upon to register for a reserve list via a platform. These health professionals could under certain conditions have a 2 month fixed-term contract as a state employee – these people could also be required to support and to help the health entities. Medical students and nurse-students could also have such contracts to help.

The Government had also launched on its official job portal (<https://govjobs.lu>) a call for volunteers (without a profile in medicine) to support the staff in the health and care structures. This call included for instance profiles such as administrative and HR profiles, profiles for technical staff etc.

- b) ***Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?***

Yes, public officials from different ministries were seconded to the health ministry and this particularly during the height of the crisis. In such a way, the ministry of Civil Service (MCS) seconded for instance IT staff to the ministry of health to support the collection and management of data in the context of the pandemic (e.g. statistics and follow-up of infections).

Staff from the ministry of Civil Service supported as well the planning and management of the advanced care centres for COVID-19 patients and

the COVID-19 hotline. The mission of the hotline was to provide answers to citizens to all kind of questions, worries related to COVID-19. Hence, the psychological service of the MCS was also involved in the management of the hotline.

There were also other ministries, which seconded staff to the hotline such as the ministry of Labour, Employment and the social and solidarity Economy, the ministry of Economy, the ministry of Foreign and European Affairs and the ministry of the Interior. Experts from these ministries supported the hotline in case of specialized questions related to their function.

The Post Office of Luxembourg provided the hotline with its buildings and equipment.

i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?

Secondments were handled in a rather informal and flexible way and according to the needs. Public officials from the municipalities were also involved in activities from the central state level. In such a way, municipal officials, whose tasks decreased due to Covid-19, supported for instance the logistics unit set up by the central state level.

ii. If yes, were staff seconded without their consent? What was the role of staff councils?

c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?

According to the status of the civil servant, staff can be seconded to another position 'if it is in the interest of the service'.

Many new work units with staff from different public organisations were created in the context of the COVID-19 pandemic, such as for instance the crisis unit with all its working groups (e.g. on primary care, monitoring, sanitary reserve, logistics).

i. If yes, were the units composed of staff from the same level of government (central, regional, local)?

These new units were composed of staff from central level as well as from staff from the municipalities.

ii. If yes, how did you go about staffing those units?

d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

Under the pressure of the crisis, staff often did overtime in order to finish urgent tasks. In times of crisis, a greater availability is expected from staff to make overtime. Existing policies with regard to voluntary overtime were however not yet changed, although there exists plans to do so and to make working hours more flexible. Maximum working hours per day are 10 hours and 48 hours per week.

e) Were bonuses or salary increases given to particularly strained staff?

No bonuses nor salary increases were paid to any public officials.

f) How were military forces involved in the COVID-19 crisis management?

Military forces contributed to the COVID-19 crisis management mainly through the following activities:

- Coordination of the missions and tasks of the logistics unit ('cellule logistique'), whose major task was to acquire and distribute the medical equipment such as masks, medicine, tests etc,
- Distribution and packaging of protection masks
- Participation in the setting up of the advanced care centres and other infrastructures
- Taking over of transport missions and supply missions for the benefit of the advanced care centres
- The members of the military music, the medical staff of the army and of the Directorate of the Defense ministry reinforced the hotline COVID-19 of the 'Fire and Rescue Corps' of Luxembourg
- The members of the military music also reinforced the unit of contact tracing
- Different tasks in the context of equipment storage
- Access control to the building of the ministry of health
- Supply and installation of equipment such as tents to care for COVID patients as well as other equipment

3. Experiences with remote working

a) Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?

All public officials for whom it was possible to work from home were encouraged to do so. Yes, some essential functions were performed in person.

b) *Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?*

No. In order to enable work from home for a large group of public employees, the regulation on teleworking from 2012 has been abolished since it excluded a whole category of public employees (e.g. middle managers, top managers, trainees) from teleworking.

c) *Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?*

The IT department did a great effort to provide staff from the whole public service as fast as possible with the necessary equipment so that they had not to use their private equipment. Just to give you an example: From February 2010 to April 2020 VPN connections nearly doubled and increased from 4600 to 9742. The digital infrastructure was adapted to the needs.

4. Leave policies

a) *Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?*

No public official was required to take compulsory leave und suffer a loss of remuneration.

b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?*

Extended and more flexible options to make use of family leave have been introduced to allow parents of young children to take care of their children at home since the schools were closed.

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

Telework, the multiplication of virtual meetings.

b) *Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?*

In view of future crises, what matters even more than new policies is a smooth functioning of coordination between the different actors. Hence, in Luxembourg, this coordination functioned rather well. This is due to a large extent to the fact that the country is characterized by a manageable civil service with short and informal decision-making channels. Very often, key people know each other in person and whom to contact in case of urgency to solve the problem.

Montenegro

1. Structural Information

- a) Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).**

Government of Montenegro has established the National coordination body for infectious diseases. It's a intersectoral body led by Vice Prime Minister and consisted of Ministers of Health, Internal Affairs, Finance, Economy, directors of clinical center, public health institution, various inspectorate divisions and other relevant experts. This body is in charge of crisis management and introduction of all Covid measures in the country.

- b) Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?**

Well, by introducing timely measures, especially lockdown during the first wave, Montenegro actually managed to become a corona free country in June. Nowadays the situation is getting worse. It should be even more centralized in order to establish full control and discipline.

- c) Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?**

It is vital for governments to provide accurate, useful and up-to-date information to people, particularly during times of crisis. During the COVID-19 pandemic, governments, and Montenegro is no exception, has started to provide all relevant information on their national portals, mobile apps or through social media platforms. Digitalization and provision of e-services has been in the focus of all governments. Information and communication technologies (ICTs) plays a vital role in promoting health and safety of people and keeping economies and societies working during the ongoing COVID-19 crisis. Digital government technologies through either sharing information or online services have kept governments and people connected during the outbreak.

Although there is no central policy on providing e-services in times of health crisis, similar to COVID-19 pandemic, Montenegro has made rapid adjustments having in place internal

ICT procedures and legal framework that allows the transformation of business into the digital world.

In that case Ministry of public administration firstly provided secure communication channels to all public servants, bearing in mind that MPA is responsible for information infrastructure and key online collaborative platforms for public administration.

Teleworking was priority in first days of crisis, primarily due to the fact that it was necessary to provide communication with citizens and the economy.

This enabled us to make adequate policy decisions based on real-time data and analytics, to enhance the capacities of local authorities for better coordination and to deploy evidence-based services to those who need them most.

MPA has also developed a new official website for communicate the public about the crisis with corona virus in Montenegro in the cooperation with Government and National coordination body for communicable (NCB) diseases. This Portal contains official information about NCB's orders and decisions, guidelines for economic measures and instructions. Also all information on the current situation with COVID-19 with statistics about the outbreak. These include the total number of cases in a country, total fatalities, as well reporting people in isolation. An important part of the website is information about the e-services offered in Montenegro public administration but also some less formal information about living and working from home, dealing with the stress etc.

In this regard, this site and all e-services have been promoted through media appearances, social media posts. During this period, it was extremely important to guide citizens how to realize their obligations and rights without leaving their homes.

Policymakers need to further embrace the future of digital government, even when the crisis is over.

The COVID-19 pandemic has emphasized the importance of technology, but also the crucial role of an effective, inclusive and accountable government.

The COVID-19 crisis has also brought new needs for digital government services and more demand on existing services. Software developers in public administration were mobilized and engaged in designing new apps and services to help in the fight against COVID-19.

During this crisis we recorded an increase in the usage of online services such as request for documents ID card, Birth certificate, Change of address etc. Some institutions allowed online requests for some documents via e-mail, to facilitate the application process.

Ministry of health has developed new e-services for citizens, in addition to those already in place. Ministry of education has developed the e-learning system "Uči doma" and open different channels for communication between children and teachers like National TV, Google classroom, Viber groups etc.

Also, Ministry of economy in cooperation with Chamber of commerce, set up web portal in the spirit of the Digital Solidarity movement, which entails business community providing free services in the period of COVID 19 crisis. Digital solidarity aims to support business continuity in the challenging environment created by the pandemic of the new coronavirus, especially the micro and small businesses that need it most.

Ministry of science, together with UNDP, organized CORONATHON-hackathon. The goal of online hackathon was to identify solutions that would help Montenegro adjust to, respond to and recover from the consequences caused by new coronavirus – COVID-19. Success of this event has been confirmed by the involvement of dozens of Hackathon teams.

The new situation certainly conditioned the use of digital platforms as the only option for the smooth continuation of the administration's operation, and thus contributed to the simplification of the procedures for applying. On the other hand, Ministry for public administration suggested to all public administration to offer e-mail and e-services as channel for providing services and all kind questions. Telephone line was introduced for technical support and many institutions followed this example.

Ministry of interior offered special e-mail for citizens which was of high importance since this institution deals with ID documents which are of high importance in civil rights Montenegro Post and some commercial banks has developed an electronic or online payment slip, where citizens can pay bills, taxes, fees, fines, kindergarten, schools, maintain entry and many other services through the platform. The payment can be obtained by all credit cards.

2. Handling the COVID-19 workload

- a) ***Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.***

There was no need for hiring additional staff.

- b) ***Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?***

- i. ***If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?***
- ii. ***If yes, were staff seconded without their consent? What was the role of staff councils?***

- c) **Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?**
- i. **If yes, were the units composed of staff from the same level of government (central, regional, local)?**
 - ii. **If yes, how did you go about staffing those units?**
- d) **Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.**
- e) **Were bonuses or salary increases given to particularly strained staff?**
Bonuses were given to the employees in the health and inspection sector.
- f) **How were military forces involved in the COVID-19 crisis management?**
Military was involved in terms of logistics while delivering food to the houses during the lockdown in some cities.

3. Experiences with remote working

- a) **Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?**
Teleworking was priority in first days of crisis, primarily due to the fact that it was necessary to provide communication with citizens and the economy.
This enabled us to make adequate policy decisions based on real-time data and analytics, to enhance the capacities of local authorities for better coordination and to deploy evidence-based services to those who need them most.
- b) **Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?**

Although there is no central policy on teleworking and providing e-services in times of health crisis, similar to COVID-19 pandemic, Montenegro has made rapid adjustments having in place internal ICT procedures and legal framework that allows the transformation of business into the digital world.

- c) *Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?***

In that case Ministry of public administration firstly provided secure communication channels to all public servants, bearing in mind that MPA is responsible for information infrastructure and key online collaborative platforms for public administration. Technical resources were not sufficient.

4. Leave policies

- a) *Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?***

No.

- b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?***

Employees who have children under the age of 11 are entitled to take a paid leave.

5. Looking back - and to the future

- a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?***

- b) *Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?***

The COVID-19 pandemic is forcing governments and societies to turn toward digital technologies to respond to the crisis in the short-term, resolve socio-economic repercussions in the mid-term and reinvent existing policies and tools in the long-term.

In the long-term, governments need to accelerate the implementation of innovative digital technologies such as AI-powered technology, block chain, and drones.

Investments in these technologies can tremendously support the future resilience of the health economy and the public services delivery.

The crisis with the corona virus confirmed that the previously realized activities in the field of digitalization have created a quality and sustainable framework, both in the normative, and in the infrastructural and application sense. It was also confirmed that there are quality and usable electronic services in the public administration of Montenegro. We have witnessed that citizens turned to the use of these e-services very quickly, although in the previous period they did not recognize them as useful and important. In the coming period, the main for Ministry of Public Administration and all other institutions, at the state and local level, is to take advantage of this positive trend in the use of e-services, but also to improve them and enable the completion of the complete process of providing services electronically.

The use of ICT has been dominant in all aspects of life and especially in the last 7 weeks, so we are witnessing its use in finance, health, education, commerce and many other aspects of life, which is a powerful mechanism leading to digitization.

Conclusions from latest online panel on “Digital Transformed Tomorrow” showed that both, private and public sector, perceive increased use of digital technologies. They also pointed out to further trends and developments that may to accelerate the reduction of the economic and social gap, which is inevitable after the COVID 19 pandemic crisis.

The coronavirus pandemic has already had a profound effect on how we leverage and continue our societal digital transition. Remote working has become the default in this period, and it also showed some new channels of communication. Video communications have been embraced at a scale that is unprecedented. And a larger suite of digital solutions helping us manage our teams, our processes, our communities is being discovered at a level that only few of us could have imagined just months ago.

Public administration has to follow this new wave and set goals in the direction of principles:

- From optimisation of old models to digital by default
- Upgrade its infrastructure, upgrade its networks
- Digitalisation we can trust
- New e-services new era

In order to achieve these goals, the first task is to develop a Digital Transformation Strategy and an accompanying action plan that will identify the most important short-term and long-term goals in the field of digitalization of Montenegrin society. At the same time, the Ministry plans to implement the new projects, i.e. to enable the citizens to fully implement the Law on Administrative Procedure through further valorisation of the Unified system for electronic data exchange. This will eliminate the numerous paper as

authorities will exchange relevant data from other institutions, electronically. Also, we plan to implement a system for electronic payment of administrative fees and thus enable citizens to pay administrative fees in accordance with legal obligations via the Internet, without going to the bank.

The application of the electronic identification system with the use of new ID cards with a digital certificate will enable citizens not only easier and cheaper use of services, but the signing of documents will be facilitated by the use of electronic signatures on these ID cards.

In that way, the complete provision of services and all procedures for their implementation, from home, using information and communication technologies, will be completed.

Existing services, as well as a number of new e-services, will be realized on new e-government portal that we plan to implement this year. Also, the new website of the Government of Montenegro will bring a modern and user-oriented environment in which citizens and the economy will be able to get all the information about the activities of public administration. The new site will also offer a catalog of all services provided by one institution.

Norway

1. Structural Information

a) Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management:

After 13th March the Government took over the authority which was previous given to the Norwegian Directorate of Health. The Ministry of Justice took the role as leading ministry (which is common when crises occur).

The Norwegian Directorate of Health has made decisions after the Act of Infection Control.

- quarantine orders: The Government
- closure of schools and childcare facilities: The Government
- restrictions in retail and gastronomy: The Government and the Directorate of Health after the Act of Infection Control
- procurement of medical equipment: The Government after 28th of February. The Directorate of Health delegated the responsibility for buying equipment to "Sykehusinnkjøp" (Agency for buying equipment to the hospitals).
- increase of hospital capacities: Increase in capacity was made by change in type of activity done by order given through public enterprise meeting with authority given to the Directorate of Health
- mandatory use of face masks: Advice was given by the Directorate of Health and the Norwegian Institute of Public Health. A possible mandatory use must be given by the Government.
- financial assistance to individuals and companies: Financial support was given to Individuals and enterprises through Norwegian Labour and Welfare Administration and the Ministry of Finance.

Government decisions were sanctioned by the Parliament.

b) Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?

Dealing with Covid-19 has been managed by the Government. The Parliament has been kept Informed by the Government.

How the Government (public administration) has dealt with the Covid-19 crisis will be evaluated. It is too early to decide if there will be need for changes in the decision-making process later on. The Government is prepared for continuing present way of organising the process.

- c) Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?**

After 12th March most employees in public administration were ordered to home office. The hospitals constrained their remaining activity for being able to take care of Covid-19 patients. By late September the waiting periods are the same as before Covid-19. There have been and are still more online based consultations than before the epidemic. The County Governors have had a coordinating role between central and local authorities.

- d) Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?**

The Government considered the solutions that have been chosen with centralized control have been appropriate. The Government is prepared to continue this practice.

- e) Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?**

After 12th March every employee in public administration was ordered to home office except those who had to be physically present at work. The functions were largely maintained through home office arrangements and online solutions, like medical service.

2. Handling the COVID-19 workload

- a) Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks?**

Yes

If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.

Health staff which for the time being was not engaged in health care was asked to take part in assisting against Covid-19. Elderly and retiree were not asked due to danger of Infection.

- b) Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?**

Trainees from The Ministry of Foreign Affairs and Ministry of Health and Care Service were used in the Directorate for exchanging experiences and ensuring communication and common understanding

i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?

Personnel from the directorate and health enterprises were used, not personnel from the municipalities.

ii. If yes, were staff seconded without their consent? What was the role of staff councils?

The personnel were recruited among volunteers and on request.

c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?

There was a group for handling the crisis among the ministries but there was no new unit to deal with Covid-19.

i. If yes, were the units composed of staff from the same level of government (central, regional, local)?

There was a unit within the ministry of Health and Care Service with participants from the whole ministry

ii. If yes, how did you go about staffing those units?

Through assignment

d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

In state sector, it's up to the individual agencies to manage schemes for its own employees. However, an agreement was negotiated centrally, for socially critical functions. In the agreement the time to rest between work periods was reduced from 11 hours to 8 hours, while the upper limits for overtime were slightly increased. It was made a list of which socially critical functions and key personnel were included in the arrangement. The agreement was applied from March 12 to May 31.

- e) **Were bonuses or salary increases given to particularly strained staff?**
No centrally negotiated bonuses or salary increases. Handled if necessary, at the individual agencies. Probably rarely used.
- f) **How were military forces involved in the COVID-19 crisis management?**
To some extent at some airports and at the borders shortly after 12th March.

3. Experiences with remote working

- a) **Were public administration staff ordered to work from home?**
Yes, especially during the first time after 12th March.
If not, were they, in general, given the opportunity to work from home?
In the months after and until today public administration staff is advised to use home office.
Did you formally define essential functions to be performed in person?
No central priorities on this. Handled in case at the individual agencies. In most agencies, parts of the management were physically present during working hours, but many managers also worked from home. In publicly oriented offices, some employees were probably physically present during "opening hours". But most worked from home.
- b) **Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?**
Only changes in the state sector is regulation regarding the "core period" - when employees must work (9:00-14:30) - was repealed. This repeal is currently valid through 2020. In Norway, the regulations of working from home, are from 2002. The social partners are now reviewing the regulations. The regulations of working from home is practiced by the individual agencies. There was probably a great need for ad-hoc solutions. The online employer portal "Arbeidsgiverportalen" - which has pages for employers, managers and HR in the state sector - have tips and input related to working from home. During the pandemic there was a close contact with the central employer function to clarify specific questions and/or develop key guidelines.
- c) **Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices?**

No permanent employees in the state sector were required to take a compulsory leave or suffered financial losses in terms of fixed pay. In some parts of the sector, employees may have received fewer additions, while employees in other parts may have received more additions (because of changes in tasks/workload). Some have significantly more overtime pay; Related to workload, etc.

d) *Were the technical resources sufficient for a larger number of staff working from home?*
Most employees have probably - after some time - got enough equipment to be able to work

e) *Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?*
No (not during the first months)

4. Leave policies

a) *Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?*
No permanent employees in the state sector was required to take a compulsory leave or suffered financial losses in terms of fixed pay. In some parts of the sector, employees may have received fewer additions, while employees in other parts may have received more additions (because of changes in tasks/workload). Some have significantly more overtime pay; Related to workload, etc.

b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?*
Changes in rules were introduced for employees with young children. These changes were applied to the whole working life. Most likely, state employers have a great understanding for toddlers and employees in risk group. Even though they could not work full time, there have be no deducted from their salary. No employees have therefore experienced reduced fixed salary due to the pandemic.

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

It's unclear whether there will be any new central regulations, agreements, administrative provisions, general conditions etc. because of the pandemic. But we expect that working from home will become a part of the new working life. Probably not every day, but as a combination with presence in the workplace. The social partners will in few months come up with a suggestion for new regulations for working from home.

b) *Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?*

It is not clear whether the central employer function in the state sector will make some new regulation for dealing with new crises. But we can expect that the individual agencies will have a greater awareness of this. And that there surely will be developed some locally customized plans.

Poland

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies)***

Most of them were centrally decided - mainly via the legislation: ACT on specific solutions related to the prevention, counteraction and fighting COVID-19, other infectious diseases and crisis situations caused by them (the first edition of the Specact, called anti-crisis shield, was Issued on March 2, 2020, however several editions/updates of it there were issued regulating different spheres depending of the needs and rapidly changing situation). These acts were accepted by the Council of Ministers.

- b) ***Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?***

It seems to function relatively well: central legal framework and implementation at the regional and local levels, with cooperation within the Council of Ministers reflecting views and challenges faced by the Ministers responsible for different spheres of life, affected by COVID-19, as health, economy, social policy, education etc.).

- c) ***Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?***

In general (at the beginning of pandemic) many offices used possibilities of remote work, introduced by the above mentioned Specact. However even though, most services were being delivered. Heads of offices, especially at the semi-local (poviat) level, decided on the top priorities of services delivered and limiting some others that were delivered online - in order to keep employees and citizens safe to fight against the spread of COVID-19.

Taking into account the competences of the Head of Civil Service (HCS, a central organ of government administration, competent in civil service issues) related to the civil service as a whole (governmental administration at the central, regional and semi-local levels) - since the introduction of the state of epidemic, in the interests of the security of citizens and members of the corps, he has encouraged the Directors-General (heads) of the offices

(DG) to use remote working as much as possible, while maintaining the continuity of the offices' work (more on recommendations of the HCS in point 3.b.). The HCS addressed his recommendations to the DGs, asking for it to be disseminated to the subordinated and supervised offices. Additionally, it was posted in the Civil Service Website. In April, the percentage of civil servants working remotely reached its peak - 42%.¹

Furthermore - during the COVID-19 pandemic, the implementation of human resources procedures in the civil service, including carrying out performance appraisals - both periodic and first appraisals in the civil service as well as recruitment processes, proved to be a major challenge. In order to help in getting useful information on how to deal with the procedures in this unprecedented time, a tab in the Civil Service Website was created, entitled "Coronavirus and the work of the office - recommendations and guidelines". It contains general and detailed information concerning:

- periodic appraisal,
- first appraisal and
- recruitment.

The last but not least - during the pandemic and sanitary restrictions in force, when it is not possible to improve competences in stationary training, the HCS has promoted e-learning courses, that have been made available free of charge in the civil service e-learning system. Thanks to the courses, despite remote work, members of the civil service can constantly develop knowledge and improve skills necessary for the professional performance of their duties. The system includes 45 e-learning courses in 6 thematic areas, including law and administration, analytics, management and interpersonal competences. Moreover, early March this year, we provided a course "How to protect yourself against viruses?", which was updated during the changing regulations (e.g. in terms of the obligation to wear masks).

¹ At the end of each month, on the initiative and at the request of the HCS we collected data on remote work from more than 1,800 offices in which the civil service operates. In the initial phase of application of this solution during the pandemic (March), remote work was provided by 27% of employees, in April it increased to over 42%, in May we recorded a decrease to about 29%. On the end of August 11% of employees in the whole civil service corps worked remotely. Remote working to the greatest extent is used by the ministries and the Chancellery of the Prime Minister (43%) and central offices (20%), and the least by the regional government administration (except voivodeship offices - 16%) and poviat (semi-local) offices (2%) and National Revenue, being a merger of tax administration, fiscal control and Customs Service (2%).

2. Handling the COVID-19 workload

- a) ***Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.***

The civil service system in Poland is rather decentralised in comparison with other European administrations - therefore the performance of the activities provided for in the labour law in the area of human resources policy is the competence of the Director-General/Head of Office. HCS does not collect data on this subject.

- b) ***Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?***

See point 2.a.

- i. ***If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?***
- ii. ***If yes, were staff seconded without their consent? What was the role of staff councils?***

- c) ***Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?***

At the levels of the Council of Ministers various task forces/committees devoted to the COVID-19 crisis could be established on an ad hoc basis, especially in ministries particularly involved in the COVID-19 crisis management (as e.g. Ministry of Health, Ministry of Economy, Ministry of Finance, Ministry of Education). HCS - the central authority competent in the civil service issues - does not collect data on this subject.

- i. ***If yes, were the units composed of staff from the same level of government (central, regional, local)?***
- ii. ***If yes, how did you go about staffing those units?***

- d) ***Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.***

See point 2.a. However it is worth mentioning that no legal changes were introduced as regards working time or overtime. Directors General and heads of offices have managed overtime in accordance with the situation, needs and resources. Decentralised civil service system has made it possible to be flexible and take appropriate decisions in each office, according to needs and circumstances.

e) *Were bonuses or salary increases given to particularly strained staff?*

Taking into account above mentioned decentralised HRM (see: point 2.a.), DGs/ heads of the offices have had possibilities autonomously use resources for such bonuses or increases - within the framework of the existing law and within the offices budget (e.g. by managing resources from an award fund, obligatory created with at least 3% of the remuneration resources).

f) *How were military forces involved in the COVID-19 crisis management?*

From the very beginning of the COVID-19 crises, the Polish Armed Forces have been supporting activities to control the situation and mitigate effects of the crises. Several thousand soldiers and military personnel are involved in the fight against the coronavirus every day. Soldiers, among others they protect borders, together with the police they patrol the streets, transport food and personal protective equipment, look after elderly citizens and families of medics being on quarantine or infected. 14 military hospitals and 5 centers of preventive medicine are on standby. The Center for Diagnostics and Combating Biological Hazards in Puławy of the Military Institute of Hygiene and Epidemiology (centre of Poland) performs tests to detect coronavirus every day.

Military task forces operate in all voivodships (16 regions), which provide support to the Ministry of Health. They have at their disposal, among others: several dozen sanitary vehicles and minibuses, disinfection task teams, mobile medical teams and medical personnel, a container field hospital in Wrocław (west Poland) with 100 beds for quarantine and providing aid to those in need, and a building with 200 beds for quarantine. There are 7 military laboratories across the country to perform coronavirus testing, including two mobile ones. The air force - if necessary - has planes and helicopters for medical evacuation. Chemical troops have an important task at this time, disinfecting hospitals, nursing homes, streets, bus stops and disinfecting military equipment every day. The tasks also include the disinfection of cargo arriving from Polish military contingents. Cadets, who support medical services every day, and in cooperation with Territorial Defence Forces, ensure the needs of the elderly also have their tasks. Among the important projects launched by the military is a psychological support line.

3. Experiences with remote working

- a) ***Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?***

Yes, see also point 1.c. The HCS recommended that the DGs and heads of offices use remote working in order to fight spreading of the pandemic, while ensuring the secure functioning of office and delivering services to citizens.

- b) ***Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?***

The HCS underlined in his recommendations on remote working that the one introduced by the Specact (see point 1.a.) is not the same as teleworking already regulated by the Labour Code, although the remote working has a lot in common with it. The Specact – in the opinion of the HCS – gives the employer the right to order the employee to perform work in such a form. This means that there is no need to obtain the employee's consent or initiative. Moreover, there is no need for additional remote employment contracts. This should be treated as a regular business/official order. The refusal of implementing of this order should be treated in the context of disciplinary reliability regulated in the Law on Civil Service². The remote work is much less bureaucratic procedure than teleworking. There are plans to amend the current labour law and to add to it regulations on the remote work.

The HCS also recommended DGs development of transparent rules of the remote working and communicating them to the employees. These should include in particular:

- determining the exact location in which the remote work is to be carried out with underlining the goal of introducing it, which is to fight and prevent COVID-19. The location should not be changed, and leaving it should be minimized,
- the general rule, that the time and work schedules used so far have not changed,

² According to the Specact, Remote work may be ordered if the employee has the skills and technical and local and capabilities to perform such work and the type of work allows it. The employer may at any time withdraw the order to perform remote work. At the employer's order, an employee performing remote work is obliged to keep a record of performed activities, taking into account in particular a description of these activities, as well as the date and time of their performance. The employee draws up a record of the activities performed in the form and with the frequency specified in the order.

- developing and applying methods for reporting to the employer the employee's readiness for work and possible breaks in work,
- determining the manner in which the manager will supervise the employee's work (communication methods / channels and orders for receiving work results, methods of co-acceptance of draft documents, etc.),
- defining information security rules, including rules for using official and private equipment.

c) *Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?*

The equipment and materials needed to perform remote work and logistics support for remote work are provided by the employer.

According to the rules specified in the Specact, when performing remote work, an employee may use equipment or materials not provided by the employer, provided that it allows for the respect and protection of confidential information and other legally protected secrets, including business secrets or personal data, as well as information the disclosure of which could expose the employer to risks and/or losses. Situation with the equipment might differ depending on the office and level (central, regional, semi-local). However taking into account the situation in the Chancellery of the Prime Minister, gradually in one-month perspective, all employees were provided with the necessary equipment, allowing for remote work, access to the offices files via VPN. Later, an application for online meetings and communication was purchased and provided to departments of the Chancellery.

4. Leave policies

a) *Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?*

See point 2.a. It might have happened but rather very rarely and with no effects on remuneration.

b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?*

Additional care allowance has been introduced by the Specact (see point 1.a.). Pursuant to the regulations, insured parents of children up to 8 years of age who do not have a certificate of disability or need for special education, are entitled to an additional care allowance in the case of:

- closure due to COVID-19 of a nursery, children's club, kindergarten, school or other facility attended by the child, but also in the event of opening these facilities during COVID-19, if the parent takes personal care of the child, or
- the inability to provide care by a nanny or the inability to provide care by a day babysitter due to COVID-19.

The same applies to the parents of children:

- up to 16 years with a disability certificate,
- up to 18 years of age who have a severe or moderate degree of disability,
- up to 24 years old who have a special education needs certificate.

This also applies to parents or guardians of adult people with disabilities released from work due to the need to provide care for such a person in the event of closure due to COVID-19 of a facility attended by an adult person with disabilities, i.e. a school, rehabilitation and educational center, support center, an occupational therapy workshop or other day-care facility of a similar nature.

This additional care allowance amounts to 80% of remuneration.

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

During the pandemic, remote working has become widespread in the Polish administration. At the peak in April remote work was provided by 42% of employees (see point 1.c.). It proved that many of the administration's tasks can be successfully carried out without being constantly at the workplace.

During the pandemic and sanitary restrictions in force, when it is not possible to improve competences in stationary training, the Head of the Civil Service has promoted e-learning courses, that are made available free of charge in the civil service e-learning system. In the period from March to May this year, there was a dynamic increase in the number of users of the civil service e-learning system. It amounted to over 33 percent at the end of May compared to February this year. Although e-learning cannot be as effective as full-time courses, this way of free, constantly available learning can also be a solution for increasing knowledge and competence in the future.

Remote recruitment, promoted broadly by the HCS in times of pandemic, can also be a good and longlasting practice in the civil service.

Moreover, in general electronic document circulation began to play an even greater role.

- b. Do you plan to implement new policies with a view to future crises (eg.standardised workflows, plans for more flexibility in the allocation of staff)?

In Poland, the Polish Labour Code regulates issues related to teleworking. However, so far, remote working have not existed in it.

Currently, issues related to remote working are regulated by the temporarily introduced COVID-19 regulations. According to the regulations in force, employees can work remotely during the pandemic and for three months after it ends.

A direct effect of the COVID-19 crises may be the permanent regulation of remote working in the Labour Code, which seems to be less bureaucratic procedure than telework allowing for its broader easier use (see also point 3 b).

Portugal

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

Covid-19 crisis management is the responsibility of central government and regional government entities, the latter considering the degree of autonomy granted to this level of government. However decisions and measures adopted are, as a rule, aligned with those adopted at central level.

Taking into consideration the matters in question, the responsibility for defining and adopting measures lies primarily with two ministries: the Ministry of Health and the Ministry of Labour, Solidarity and Social Security. However, and in addition, entities from other sector areas - Education, Internal Administration, Justice, Social, Labour, Economy, Tourism, among others - are also involved in the public health device, due to the necessary approach in all sectors of society.

Operational coordination in the field of health is ensured by a Task Force whose mission is to centralise all epidemiological information and scientific evidence relevant to risk assessment and risk management in order to issue guidelines and recommendations for risk containment, and which is also responsible for risk communication.

The coordination of this Task Force is the responsibility of the National Health Authority and inherent in the post of Director General of Health. The structure includes central institutions of the Ministry of Health, the five Regional Health Administrations of mainland Portugal, and the competent bodies of the Autonomous Regions, safeguarding their autonomy. At regional and local level, there is a network of Public Health Doctors and Health Authorities that articulates with the National Health Authority, thus covering the whole territory.

The Ministry of Health central institutions are: The Health System Central Administration; National Institute of Medical Emergency; National Authority for Medicine and Health Products; National Institute of Health Dr. Ricardo Jorge; National Institute of Blood and Transplantation, and The Ministry of Health Shared Service.

Both the competent Government body and the National Health Authority have the support of the National Public Health Council and the two specialized commissions that comprise it, the Epidemiological Surveillance Coordinating Commission and the Emergency Coordinating Commission, as well as of the Council of Health Authorities.

Regarding procurement of medical equipment, under the responsibility of the Shared Services of the Ministry of Health, the only change registered was at procedure level, in order to speed up the purchase of goods and services considered essential and urgent. Such changes were of an exceptional and temporary nature.

Operational coordination regarding financial assistance to individuals and companies is ensured by the competent social security entities.

b) *Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?*

The division of competences in place follows what has been established by law and up to now is considered adequate.

c) *Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?*

During the period of the state of emergency the functioning of attendance services (direct services to the public) at central, local and regional level was redefined. Attendance has been preferably carried electronically, to avoid unnecessary travel to physical spaces. The aim has been to ensure the functioning of public services. In this context, a slogan for PA was created: "We don't stop, we're on".

The one-stop shops were closed and face-to-face services in Citizen's Counters and Spaces were carried out only through pre-scheduling, being, as a rule, limited to services that could not be provided electronically and to acts qualified as urgent.

In order to better support the use of public digital services by citizens the ePortugal (<https://eportugal.gov.pt/>) portal response was strengthened, as well as the contact lines created for this purpose.

Under the period of the state of calamity and contingency that followed the state of emergency, direct services to the public reopened though the following general rules were applied: attendance made only through pre-scheduling (online or by phone for which dedicated lines were made available); adapted spaces with protective partitions and mandatory use of masks by both employees and users.

2. Handling the COVID-19 workload

a) Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.

From the outset, an exceptional human resources regime for Health has been in place that included: the simplification of employees hiring processes (approved by simple order of the Ministry of Health without the need of previous authorization from the Ministry of Finance); staff mobility, and the hiring of retired doctors, without being subject to age limits.

In order to respond to the pandemic the National Health Service (NHS) was strengthened with around 3,000 professionals, including doctors (125), nurses (over 900), diagnostic and therapeutic professionals (205) and support staff (over 1,350) that were hired on a temporary basis.

No specific financial incentives have been offered in this respect.

b) Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?

A transversal mobility programme of staff from central administration to the Social Security Institute entities was created, which intended to strengthen their capacity to respond taking into consideration the need to implement approved and exceptional social security support measures.

The mobility situations under this programme were temporary (30 days), with the possibility to be renewed twice, without the option of consolidation. Furthermore, the rules applying to the regular mobility system were to be considered such as:

- Mobility may not be operated for a lower category of the same career or for a career of a lower degree of complexity than that held by the employees;
- Mobility may operate by agreement between the services of origin and the Social Security Institute, with or without the employee's acceptance, in accordance to the law in force.
- Employees that integrated this programme were indicated by the senior managers of the respective services of origin, and by manifestation of interest of employees themselves, after communication to the government members responsible for Public Administration and Labour, Solidarity and Social Security areas by the government members responsible for them.
- For reasons of celerity, the remuneration was supported by the service of origin.

i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?

This mobility programme transversal to central government has taken into account the increased workload in several local services dependent on the Institute of Social Security.

ii. If yes, were staff seconded without their consent? What was the role of staff councils?

Mobility situations carried out under this transversal and temporary programme complied with the rules set for the mobility regime established by the general labour law in public functions.

Such regime states that mobility may operate by agreement between the services of origin and of destination with or without the employee's acceptance. The latter should only occur when the new place of work is located up to 60 km (or 30 km in the case of workers integrated in a career of functional complexity 1 and 2) from the employee's place of residence and provided that one of the following situations take place:

- a) The new place of work is located in the municipality of the employee's residence or in a neighbouring municipality;
- b) The new post is located in a municipality integrated in the Lisbon metropolitan area or in the Oporto metropolitan area or in a neighbouring municipality, when the employee's residence is located in one of those areas.

In the context of the pandemic, employees of the central government may be required to work in the local government, irrespective of their consent, by agreement between the local authority and the service to which it requests the employee transfer, provided that the employee is not older than 60 and does not belong to the groups subject to the duty of special protection.

The exercise of functions from central and local government staff may be determined, with their consent, in operating social responses of private welfare institutions or other institutions in the private or social sector, in support of the most vulnerable population, elderly people, people with disabilities, children and young people at risk, in residential structures, home or street support.

c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?

The task force set up to respond to the COVID-19 crisis (please see answer to the first question on structural information) has gathered different authorities from all levels of government.

i. If yes, were the units composed of staff from the same level of government (central, regional, local)?

Please see previous answer.

ii. If yes, how did you go about staffing those units?

The task force brings together entities where different health specialists and experts are included. However, other experts, either individually or as representatives of institutions, may be called upon to collaborate with it.

d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

Within the framework of the response to the epidemiological situation the limits on overtime work laid down by the law in force were suspended in:

- All bodies, agencies, services and other entities of the Ministry of Health; the security forces and services, the National Emergency and Civil Protection Authority, the Armed Forces Hospital, the Military Laboratory of Chemical and Pharmaceutical Products, the Institute of Social Action of the Armed Forces, the Directorate-General for Reintegration and Prison Services, the National Institute of Forensic Medicine and Sciences; the Authority for Working Conditions; the Institute of Social Security; Computing Institute; the essential services of local authorities;
- as well as private institutions of social solidarity, non-profit-making associations, cooperatives and other entities of the social economy that carry out essential activities in the social and health area, namely health services, residential or reception structures or home support services for vulnerable populations, the elderly and the disabled.

In our legal regime, the provision of voluntary overtime work is not foreseen.

e) Were bonuses or salary increases given to particularly strained staff?

The granting of bonuses to staff involved in the first line of response to the crisis was proposed and debated in Parliament but was not adopted.

f) *How were military forces involved in the COVID-19 crisis management?*

The legal regime of the state of emergency establishes, where necessary, the possibility of strengthening the powers of the civil administrative authorities and the Armed Forces' support to them during the exception period. Furthermore as from the state of emergency declaration, the Supreme Council of National Defence is permanently functioning.

The Supreme Council for National Defence issues an opinion on "the conditions of employment of the Armed Forces" during the period of the state of emergency when so required, according to the National Defence Law.

The participation of the armed forces in the fight against COVID-19 has been done in articulation with the Civil Protection and Health authorities, with various actions on the ground ranging from support to homes for the elderly (e.g. disinfection of facilities), provision of hospital treatment (more than 5,000 beds inside and outside military units), distribution of meals to the homeless, among others. Furthermore, this participation has also taken place under the operational coordination protocol between the Armed Forces and the Security Forces and Services.

3. Experiences with remote working

a) *Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home?*

Teleworking as the mandatory working modality for public employees was established, whenever compatible with the performance of duties, and regardless of the employment relationship form, under the state of emergency declaration scope.

Under the period of the state of calamity and contingency that followed the state of emergency mandatory teleworking was maintained until May 31 being replaced by partial teleworking or/and presential work to which special working time arrangements and conditions were applied as of the 1st of June.

Did you formally define essential functions to be performed in person?

Not considering here the functions performed by services deemed essential in this pandemic context, the following were considered essential functions that cannot be carried out remotely, within the remaining services:

- Those determined by the organization top manager, taking into account the need to provide technical or administrative assistance to managers or other employees who are in the performance of duties in person;
- Those necessary to ensure the normal functioning of the services and ensure fulfilment of essential duties and obligations such as, in particular, to processing of

employees' remuneration, fulfilment of financial obligations, the assistance and maintenance of computer equipment or other equipment essential for the performance of the tasks of the teleworkers;

- Those that required consultation of databases or other applications considered sensitive by the member of the government responsible for the respective government area and which should not, or could not be accessed out of the office; as well as those requiring consultation, analysis or treatment of undisclosed or confidential information where this was considered a security breach by the member of the government responsible for the respective government area.

b) *Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?*

Teleworking was already in place in Public Administration. The regime in force is based on the labour code and the general career collective agreement on public employment. It was mainly used as a reconciliation of work, private and family life tool. During the Covid-19 crisis, its use has been extended as far as possible, and it also proved to be appropriate and effective in making it possible for the majority of employees to continue to work and organisations to continue to provide public services. Thus, existing policies on remote work proved to be viable during the crisis.

The only change registered was the waiver of a formal written agreement for its implementation as set out in the general teleworking regime. This change was of a temporary nature, which was extinct with the end of the states of emergency and calamity.

c) *Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices?*

The regime in place stipulates that equipment should, preferably, be supplied by the public employer whenever possible, but does not exclude that it could be provided by the employee. Therefore, due to the urgency of the situation and the huge number of employees who from one moment to the next had to stay at home, it was not possible for organisations to provide laptops to all. Thus, many employees used their computers/devices and logged in to VPNs and Webmail.

Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?

Technical resources was strengthened to enable everyone to work as normally as possible from home. The digital infrastructure has been also improved to allow a comprehensive use of tele and videoconferencing solutions.

4. Leave policies

a) *Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?*

No, they do not. Employees who could not work in person or whose duties were not compatible with teleworking had online training. This period was used to update staff skills. However, situations have arisen where this has not been possible and exceptional measures of social protection nature have been taken, as described in the answer to the next question.

There were no situations of loss of remuneration in Portuguese PA.

b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?*

In the scope of the covid-19 pandemic situation the Portuguese Government has put in place several measures of a temporary and exceptional nature that aimed to contained the spread of the disease and protect those considered more vulnerable to the coronavirus, and provide the necessary support for families with care obligations.

Care solutions provision includes:

- In the event of prophylactic isolation of a child under 12 years of age or, irrespective of age, with a disability or chronic illness, the granting of the childcare allowance (child or grandchild) is foreseen and it is not dependent on a guarantee period. The number of days on which such allowance is to be granted shall not be taken into account when calculating the maximum period of entitlement in each calendar year.
- Situations arising from the supervision of prophylactic isolation for 14 days of a dependent child or other dependant of the employees of the convergent social protection scheme are considered justified and absences are treated as absences for the purpose of caring for a child, grandchild or member of the household.
- The situation arising from the supervision of prophylactic isolation for 14 days of a dependent child or other dependant of the employees of the general social protection scheme, motivated by situations of serious risk to public health determined by the Health Authority, is considered to be justified.

In these cases, the certification of isolation replaces the document justifying the absence from work, as well as for the purpose of granting the allowances to which the absence refers.

- If the situation of the child or grandchild less than 12 years of age or, regardless of age, with a disability or chronic illness, as well as other household members is due to an infection of COVID-19, the public employees absences are treated as absences for the purpose of caring for a child, grandchild or other household member under the terms of the regime provided by law for these eventualities. In such cases, employees receive the allowances already legally provided for the respective eventualities, that as from September 3 corresponds to 100% of the reference remuneration and no meal allowance will be paid.
- The suspension of teaching and non-teaching activities in a school establishment or social equipment to support early childhood or disability, when determined by a health authority, in the exercise of powers, or by the government entitles public employees to stay at home with children. In the case of children under 12 years old, public employees' absences are justified, as long as they do not coincide with school holidays. If the child is over 12 years of age, the public employee is only entitled to absences justification and support if he/she has a disability or chronic illness. However, the employee must inform the employer of the reason for his/her absence by means of appropriate form. Only one parent can enjoy this benefit at a time.
- If public employees cannot work remotely, they are entitled to a subsidy of 2/3 of their basic pay. The subsidy is fully supported by the public employer up to three times the minimum wage. In the case of the State business sector, it will be supported in equal parts by the employer and by the Social Security entity. The subsidy cannot be received simultaneously by both parents. The usual social security deductions apply, and no meal allowance is due. An additional condition is that the other parent cannot be teleworking.

Protection of the most vulnerable to the coronaviruses:

Immunosuppressed persons and persons with chronic disease who, according to the guidelines of the health authority, should be considered to be at risk, in particular cardiovascular patients, persons with chronic respiratory disease, cancer patients and persons with renal insufficiency, may justify their absence from work by means of a medical declaration, provided that they cannot carry out their activity in teleworking or other forms of activity.

However, such regime did not apply to workers of essential services, namely, health professionals, security and rescue forces and services, including voluntary fire-fighters,

and the armed forces, employees of essential public services, management and maintenance of essential infrastructure and other essential services.

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

Teleworking has proved to be an efficient regime. It is a government objective to increase its use in PA by the end of the legislature. To this end, the Economic and Social Stabilisation Programme aims to have at least 25% of central government employees with compatible functions in remote work by 2023.

Negotiations are currently underway with trade unions on teleworking. It is under discussion the possible need to take into account some specific teleworking aspects, namely those related to privacy, attendance or "right to disconnect", as well as the fulfilment of objectives.

b) *Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?*

At the moment negotiations are under way with the trade unions. Thus, there is no information available to answer this question.

Romania

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (eg quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

In Romania, the management of the COVID-19 crisis is ensured both at national and local level, depending on the regional epidemiological situation and the specifics of the communities.

At the national level, the central crisis management body is the National Emergency Committee. At the beginning of the health crisis, the National Emergency Committee was chaired by the Minister of Internal Affairs, and starting with May 14, 2020, the coordination was taken over by the Prime Minister of Romania.

The composition of this body also includes 3 vice-presidents - in the person of the Minister of Internal Affairs, the Minister of Public Works and the Secretary of State of the Department for Emergency Situations.³ The National Committee is an inter-institutional body composed of ministers or secretaries of state appointed by them and leaders of central public institutions or decision-makers appointed by them, depending on the types of risk managed within the National Emergency Management System.⁴ The National Emergency Committee proposes the state of alert at the level of several counties or at national level, as well as its extension or termination. In case of establishing the state of alert at national level, the decision is subsequently validated by the Government, by approving a Government Decision. The normative act declaring or prolonging the state of alert includes measures to increase the response capacity, ensure the resilience of communities and reduce the impact of the type of risk necessary to be applied, the concrete conditions of application and the recipients of these measures.

Considering the need to ensure a unitary coordination of all the necessary capabilities for the management of infection cases, the main measure adopted in the context of establishing the state of emergency throughout Romania (March 16 - May 14, 2020) was

³ Acc. EMERGENCY ORDINANCE no. 68 of 14 May 2020 for the amendment and completion of some normative acts with incidence in the field of emergency management and civil protection

⁴ EMERGENCY ORDINANCE no. 68 of May 14, 2020 for the amendment and completion of some normative acts with incidence in the field of emergency management and civil protection <http://legislatie.just.ro/Public/DetailsDocument/225585>

the operationalization of the National Intervention Coordination and Management Center. (CNCCI), in Ciolpani locality, starting with 18.03.2020.

In order to monitor the situation in real time and ensure optimal decision support for the action commander, CNCCI has made a continuous flow of information between the components of the National Emergency Management System and informing state authorities about the evolution of the SARS-CoV-2 virus, but also about the measures in place to manage the situation.

At county level, the County Committee for Emergency declares, with the consent of the Minister of Internal Affairs, the state of alert at the level of one or more localities in the county or at the level of the entire county, as well as its extension or termination.

At the local level, there is the Local Emergency Committee which declares, with the agreement of the prefect, the state of alert at the local level, as well as its extension or termination.

When declaring a state of alert and during it, the emergency committees decide to apply one or more measures to increase response capacity, to ensure the resilience of communities and to reduce the impact of the type of risk. ⁵

At the level of counties and the municipality of Bucharest, by order of the Secretary of State, Head of the Department for Emergency Situations, the County Centers for Coordination and Management of Intervention were operationalized, which ensured the analysis, assessment of the situation and coordination of COVID -19 pandemic missions, as well as ensuring the decisional support for the County Committees for Emergency (CJSU), respectively of the Bucharest Municipality Committee.

- quarantine orders

Quarantine can be established both centrally and locally. The regulation of quarantine is provided in an order of the Minister of Health, issued under Law 136/2020 on the establishment of measures in the field of public health in situations of epidemiological and biological risk, which establishes the criteria for quarantine or isolation of persons, as appropriate, and quarantine of localities. The quarantine / isolation of persons are carried out by the representative of the Public Health Directorate (DSP) who issues an administrative decision on the quarantine of the person in the certain space designated by the authorities. ⁶

Regarding the zonal quarantine, the National Institute of Public Health (NIPH) evaluates the local situation analysis proposed by the Public Health Directorate and, in case of

⁵ Idem 2

⁶ Order of the Minister of Health no. 1309/2020 on how to apply measures to prevent and limit diseases with SARS-VOC-2 <http://www.ms.ro/2020/07/22/the-minister-of-health-approved-the-way-of-applying-measures-to-prevent-and-limit-diseases-with-sars-cov-2/>

favorable approval, sends it to the county committee for emergency (CCES). The zonal quarantine is established by order of the head of the Department for Emergency or of the person designated by them, based on the CJSU decision (for example, the quarantine of Suceava municipality, Țândărei city).

- closure of schools and childcare facilities

In Romania, this decision was taken at the central level. Based on the legislative changes, the physical presence of preschoolers, pupils and students in educational units and institutions was suspended, at the proposal of the National Committee for Special Emergency Situations (NCSES), during the state of emergency, the courses being continued online or remotely, until the end of the school year 2019-2020.

On September 14, 2020, in Romania the school year 2020-2021 began for preschoolers and students (kindergartens and pre-university education). The school year is organized based on three scenarios. The epidemiological criterion based on which the schools will follow one of the three scenarios is the cumulative incidence rate (the total number of new cases in the last 14 days per 1,000 inhabitants). Specifically, in the red scenario, in which students take courses only online, the localities with an incidence rate of over 3 are included. In the yellow scenario, in which students take courses both involving physical presence in class and online, the infection rate is between 1 and 3, and in the green scenario, which involves the presence of students in class, are the localities where it is more less than one case per thousand inhabitants, cumulated for the period of 14 days. The presence of students in classes is allowed only with the wearing of a sanitary protective mask, the observance of the physical distance measures and the disinfection measures.

The criteria on the basis of which the classification of educational units in one of the three scenarios is established was taken at national level, but the classification decision is decentralized at local level, depending on the evolution of the epidemiological situation.

- restrictions in retail and gastronomy

At the central level, the law on measures to prevent and combat the effects of the COVID-19⁷ pandemic also provided for measures such as limiting or suspending for a fixed period the activity of some institutions or economic operators, including retail and Horeca.⁸ The first such measures were applied by the military ordinance⁹, during the state of emergency.

⁷ Idem

⁸ Idem 2

⁹ Military Ordinance 2 of March 21, 2020 <https://www.mai.gov.ro/wp-content/uploads/2020/03/Ordonanta-militar%C4%83-nr.-2-2020-m%C4%83suri-preventive-COVID-19-1-1.pdf>

The activity of these commercial and dining units was partially resumed, gradually, in compliance with health protection rules: limiting the number of people at a table, wearing a mask when entering a restaurant and going to the assigned table, compliance with physical distance measures and disinfection. At the Government level, several consultations took place with HORECA representatives in order to prepare the sanitary protection measures and the resumption of the activity in safe conditions for the consumers.

- procurement of medical equipment & increase of hospital capacities

At the central level, the decision declaring or prolonging the state of alert also included measures to increase response capacity, which include the purchase of goods and services of immediate necessity in the management of the emergency situation for which the state of alert has been declared, by negotiation without prior publication; supplementing, by redistributing to the affected areas, the equipment and devices necessary for response actions, as well as the secondment on the national territory, in the affected areas, of the personnel with the appropriate skills to manage the emergency situation.¹⁰

Regarding the endowment with medical equipment, at central level, by Emergency Ordinance, ONAC (National Office for Centralized Procurement) has been designated as an institution authorized to organize and conduct award procedures for medical equipment, while emergency stocks are constituted, managed and administered by the General Inspectorate for Emergency Situations (IGSU)¹¹, a body subordinated to the Minister of Internal Affairs.

Also at the central level, the measures regarding the preparation of the hospitals were established. The Ministerial Order on the Plan of Measures for the preparation of hospitals in the context of the Coronavirus COVID-19 epidemic and the List of support hospitals for patients tested positive for SARS-COV-2 virus was developed and adopted. The plan of measures for the preparation of hospitals, framework document, provided the steps to be followed by the management of health units and the measures to be implemented for the isolation and treatment of COVID cases.¹² At the same time, the hospitals subordinated to the local authorities came under the coordination of the Ministry of Health.¹³

At national level, the necessary measures have been taken for Romania to host the EU's strategic reserve, RescEU, subsequently facilitating the delivery of essential equipment in

¹⁰ Law no. 55/2020 on some measures to prevent and combat the effects of the COVID-19 pandemic

¹¹ Acc. Government Emergency Ordinance no. 11/2020

¹² <http://www.ms.ro/2020/03/31/plan-de-mezuri-pentru-pregatirea-spitalelor-in-contextul-epidemiei-coronavirus-covid-19/>

¹³ Emergency Ordinance no. 40/2020 on strengthening the administrative capacity of the health system

the most affected areas, including to the EU neighbors (Italy, Spain, Montenegro, Northern Macedonia).

- mandatory use of face masks
The mandatory use of the mask was regulated, at central level, by the Joint Order of the Ministry of Health-Ministry of Internal Affairs on establishing the obligation to wear a protective mask, epidemiological triage and mandatory hand disinfection to prevent contamination with SARS CoV-2 virus during alert.¹⁴ At the same time, this decision to wear the mask in open public spaces was taken at the local level, by decisions of the County Committees for Emergency (this measure was taken in over 23 counties¹⁵).
- financial assistance to individuals and companies
The Romanian Government has taken a series of measures to support the economy, both with immediate applicability and in the future.
From the first category, interventions with immediate applicability, the most important measures with fiscal impact adopted by the Government to support the population and the business environment, in the context of the COVID-19 pandemic, are the following:
 - Support program for small and medium enterprises - SME INVEST ROMANIA;
 - Extension of the payment term for the building tax, the land tax, respectively the means of transport tax, from March 31, 2020 to June 30, 2020;
 - Interest and late payment penalties shall not be calculated and shall not be due for the fiscal obligations due during the state of emergency and for another 30 days from its termination;
 - Payment of the technical unemployment indemnity for the period of suspension of the employment contract;
 - Payment of the allowance for authorized individuals or other professionals who do not have the quality of employers and interrupt their activity;
 - Payment of the allowance for parents who stayed at home with their children during the state of emergency;
 - Granting bonuses to companies that pay corporate income tax or income tax;

¹⁴ <http://www.ms.ro/2020/05/20/obligativitatea-purtarii-mastii-de-protectie-a-epidemiological-triage-and-mandatory-hand-disinfection-to-prevent-contamination-with-sars-cov-2-virus-during-alert-status/>

¹⁵ <https://www.libertatea.ro/stiri/judetele-din-romania-unde-masca-va-fi-obligatorie-si-in-spatii-abriri-3080163>

- Postponement of customs duty on imports of medicines, protective equipment, other medical devices or equipment and medical devices that may be used in the prevention, limitation, treatment and control of COVID-19;
- Extending the VAT refund with subsequent control, in order to make available to taxpayers the money that the state owed, so as to support their business during this period;
- Bonuses for corporate taxpayers who have paid the tax due for the first quarter of 2020 until the due date of April 25, 2020 inclusive. The bonus was 5% for large taxpayers and 10% for medium taxpayers and other taxpayers; Taxpayers obliged to pay the tax specific to certain activities, according to Law no. 170/2016 on the tax specific to certain activities, for 2020, did not owe specific tax for the period in which they interrupted the activity totally or partially; If the single declaration on income tax and social contributions due by individuals has been submitted by June 30, 2020 inclusive, the following bonuses are granted: a) for the payment of income tax, social security contribution and social health insurance contribution, representing annual tax obligations for 2019, a bonus of 5% of these amounts is granted, if all these tax payment obligations have been extinguished by payment or compensation, in full until June 30, 2020 inclusive; b) for the submission of the single declaration regarding the income tax and social contributions due by individuals by electronic means of remote transmission, a bonus of 5% of the income tax, social insurance contribution and social health insurance contribution is granted.
- Flexibility of the conditions for accessing the restructuring of budgetary obligations, by adopting provisions to regulate: extending the deadline for submitting notifications on the intention to benefit from the restructuring of budgetary obligations until September 30, 2020, and the restructuring request can be submitted until 15 December 2020. Next, depending on the economic developments and the need to adopt new support measures for taxpayers, the advisability of promoting a debt rescheduling mechanism for a period of up to 12 months, without providing guarantees, is being considered. This tax facility is based on the submission of an application to the tax authority, accompanied by supporting documents showing the financial difficulty faced by taxpayers during the state of emergency, as well as the presentation of a recovery and sustainability plan for payment of installments and current obligations that will arise during the installment period.

In the future, the Government's most important and extensive program is the National Investment and Economic Recovery Plan worth over 100 billion euros, which is to be financed from both the state budget and European funds.

The specific short-term economic support objectives of the National Investment and Economic Recovery Plan are:

- The short-term priority of the Government remains to ensure the necessary working capital for the enterprises affected by COVID-19 as a result of the temporary closure of activities, reduction of consumption demand and supply chain interruptions, through access programs to financing for working capital and investments with state guarantees, grants and state aid schemes for new investments and for the resumption or reconversion of economic activities.
- Micro-grants granted from non-reimbursable external funds in the form of a lump sum (equivalent to 2,000 euros for working capital for companies without employees on 31.12.2019 and with a turnover of at least 5,000 euros in the previous financial year).
- Grants for working capital granted in the form of a lump sum and as a percentage of turnover (between 2,000 and 150,000 euro grant and maximum 15% of turnover on 31.12.2019 for activities directly or indirectly affected by the state of emergency / alert, activities detailed in Annex 2 to GEO 130/2020).
- Grants for productive investments granted from non-reimbursable external funds based on the evaluation of the submitted investment project (Investment grants are awarded per project and beneficiary and have a value between 50,000 and 200,000 euros, depending on the financing needs of the submitted investment projects, with a co-financing of at least 15% of the project value).
- In the same sense, new financial instruments will be developed that will lead in the medium term to a modern transformation of the Romanian economy by stimulating the capitalization of companies, ensuring liquidity in the economy through guarantee schemes of payment instruments, encouraging private investment in strategic economic areas, a private equity investment fund, supporting public and private investment projects through a Romanian development bank following the model of other European development banks.
- Also, in the field of labor and social protection, the measures adopted for the protection of jobs will continue, by paying the technical unemployment for the personnel in the fields whose activity has been temporarily interrupted as a result of the restrictions imposed by the authorities. Measures are in place to support employment through active support measures for companies and employees, to stimulate employment among young people and vulnerable people, as well as Romanians who have returned from abroad. Measures are already being prepared to support seasonal work and day labor in specific areas, and a flexible work program has been introduced for employees and employers whose pandemic activity is in the process of relaunching.
- Digital transformation policies will be further promoted to modernize operations and interaction with citizens in the provision of public services, as well as the internal workings of public institutions - processes that have already been launched as part of

the Government's response to the challenge posed by the effects of the COVID-19 pandemic.

- At the same time, the preparation of the economy for the Industrial Revolution 4.0 will be encouraged, through support programs for the digital transformation of the industry and the strengthening of competitiveness. Through state grant and aid schemes, entrepreneurial initiatives in the economic field will be encouraged and high value-added economic sectors with export potential will be stimulated, which capitalize on the results of innovation and research through the development of technological products and solutions entitled to intellectual property and industries that ensure domestic consumption demand from local production, contributing to Romania's energy, food and health security.
- It must also be borne in mind that the European Green Pact will become the European Union's main long-term economic growth strategy. Romania will have to make the most efficient use of the European resources made available, both the funds from the Multiannual Financial Framework 2021-2027 and those from the European crisis response programs COVID-19, so that the expected transformation of the economy will favor the transition to a sustainable economy.

The specific medium and long-term public investment objectives of the National Investment and Economic Recovery Plan:

- In the field of public investments in Romania's physical infrastructure, the short-term priority is to increase the pace of completion of works in progress and prepare major medium and long-term infrastructure projects in the fields of transport, energy, communications, agriculture, health, sports and education. On the medium and long term, the Government's objective is to start and implement a comprehensive public investment program with a budget allocation of European and national funds, repayable and non-reimbursable, of approximately 100 billion euros in the period 2020-2030. In the field of transport infrastructure, one of the Government's priorities is the completion of infrastructure works that are very delayed due to previous deficiencies in project preparation. They total 407.3 km of motorways and express roads, with a necessary funding of 4.3 billion euros. In the medium and long term, the Government aims to ensure the connection with highways of the historical provinces of Romania and with the pan-European transport networks, by starting the works on approximately 3,000 km of highways and express roads, with an estimated cost of 31 billion euro. To these are added investments in approx. 3,000 km of railway, with an estimated cost of about 18 billion euros, and investments in the naval and air field amounting to over 6 billion euros.
- The energy sector requires a huge volume of investment throughout the technology chain, from electricity generation to smart gas and electricity transmission and

distribution networks, as well as the reform of the electricity and gas market to meet a new model, based on energy efficient capacities, clean, flexible and innovative technologies. The value of the planned investments in the National Energy System for the period 2020 - 2025 is estimated at 12.48 billion euros, to which are added the development projects in the electricity and natural gas transmission sector, as well as the investment projects of the energy companies in new production and exploitation capacities, developed in partnership with other private companies.

- The current government managed in a very short time to sign contracts for the construction of the first 3 regional hospitals in Iasi, Cluj-Napoca and Craiova with a total value of 1.64 billion euros. The Government's priority for the national health infrastructure is the medium and long-term completion of these investment objectives, along with the construction, modernization and rehabilitation of 25 county hospitals and 110 city hospitals with a budget allocation of 17.5 billion RON in 2021 - 2027.
- Investments in educational infrastructure have as basic objective the reduction of the dropout rate, the increase of the safety of students and teachers in schools, the reduction of overcrowding of students in classrooms and ensuring access to free education, close to home, for each child. In this sense, the Romanian Government has scheduled for the period 2021-2027 an investment package for educational infrastructure that aims to modernize and rehabilitate 2,488 schools, build 346 kindergartens, 40 school campuses, build 30 dormitories and rehabilitation of 8 university centers, the total costs amounting to 14 billion RON.
- Investments in county and local roads, water and sewerage infrastructure, water treatment plants, expansion of the natural gas distribution network, construction of schools, medical centers and sports facilities amounting to 102 billion RON are planned for the modernization of local communities for the period 2021 - 2027.
- In the field of agriculture, a priority objective of the Government in the medium and long term is the elaboration and implementation of a Water Management Strategy that refers to the rehabilitation of the existing irrigation infrastructure, in the period 2021-2024, by putting into operation 138 irrigation arrangements, with an estimated budget of 3.4 billion euros. At the same time, it is planned to rehabilitate the drainage infrastructure that serves an area of 2.8 million ha, with a value of 1.1 billion euros, as well as to carry out works to combat soil erosion that serve an area of about 510 thousand ha, with a value of 500 million euros. Another strategic objective in the agricultural field is the development of a national network for collection, storage, sorting, packaging, processing and marketing of Romanian products.

Romania's main objective is to increase real convergence, by achieving a GDP per capita at the standard purchase parity of 87% of the EU 27 average, by 2025. The goal of achieving a

sustainable and sustainable standard of living in the European Union can only be achieved by applying an economic model based on increasing investment and competitiveness, which should place the Romanian economy on a sustainable path to reducing gaps and real convergence with living standards in more developed EU Member States. Both in the old programming period (2007-2013) and in the current one, Romania has been and is below the European average in terms of the absorption rate of funds provided by the EU, being constantly among the countries with the lowest percentage of funds used. Increasing the absorption rate and the efficient use of EU funds become imperative, so that Romania and its citizens can fully benefit from the advantages of EU membership. The implementation of structural and cohesion instruments must give priority to the positive socio-economic impact of the programs and not just the simple use of grants. Romania considers it important that by the end of the current programming period we complete in the best conditions the contracting and implementation of projects and make the reallocations of funds necessary to supplement the measures that need additional resources.

b) *Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central / decentral decision making?*

Yes, this system has proven to be appropriate. An efficient coordination of the central institutions with the county and local ones was achieved. This system and the measures taken at national and local level have proved their effectiveness, given that in the two months of emergency and during the alert period, the number of cases in Romania and the mortality rate caused by COVID-19 were kept under control. The ICU system was not overwhelmed, the measures were proportionate and effective. At the same time, from the economic point of view, the crisis period has been overcome, and the measures adopted at governmental level have contributed and continue to contribute to a faster and more sustainable recovery of the business environment, but also for the citizens of Romania.

c) *Were central, regional and / or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?*

Yes. As a measure to limit the risk of spreading coronavirus infection, there were specific situations in which, at regional / local level, in the case of certain public institutions, the program with the public was partially or totally suspended. These include central and local public administration institutions (town halls, local institutions with responsibilities in the social field, courts, public libraries, some public institutions). These decisions were taken both preventively (without registering cases of COVID-19), but also as containment

measures after cases of COVID-19 infection among employees or citizens who used those public services.

At the central and local level, the provision of online services was ensured, as far as possible, especially in situations where the public institution in question was already partially digitized. Some services, at central level, have become available online, but most have remained in physical format, requiring prior appointment to meet the requirements of citizens, in compliance with the rules of health protection and physical distance.¹⁶ For example, the Government has adopted a normative act which stipulates that public authorities and institutions have the obligation to receive from companies and the population the documents signed with electronic signature, and in this sense they will be able to use specialized services.¹⁷

Also, at the level of fiscal services, the Government, through the Romanian Digitalization Authority, has created various platforms to support citizens (for example, the <https://aici.gov.ro> platform - which allows the submission of the necessary documentation to access a certain type of financial aid, directly or indirectly to individuals or legal entities in a situation of financial difficulty) or extended the services offered by pre-existing platforms (use of the online platform <https://www.ghiseul.ro> a extended to legal persons).

2. Handling the COVID-19 workload

a) *Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.*

Yes. Additional employment has been made in the state health system, as well as in the institutions responsible for preventing and combating the Covid-19 pandemic (IGSU) and additional measures have been taken to implement staff in the field of education.

Additional staff were employed in the health system, including for a period determined according to an order of the Minister of Health¹⁸. According to the same procedure, a draft

¹⁶ <https://www.mai.gov.ro/modificari-privind-programul-de-lucru-cu-publicul-al-unor-structuri-mai-pentru-prevenirea-raspandirii-infectarii-cu-noul-tip-de-coronavirus/>

¹⁷ <https://www.profit.ro/povesti-cu-profit/it-c/pandemia-obliga-administratia-publica-sa-se-modernize-update-public-authorities-are-obliged-to-receive-from-companies-and-population-electronically-signed-documents-19319578>

¹⁸ Order approving the Methodology regarding the occupation, without competition, of vacant or temporarily vacant positions within the Ministry of Health and units subordinated, coordinated and under the authority of the Ministry of Health, including public executive and management positions,

law was drafted by the Government and adopted by the Parliament, which allowed competitions to be filled for vacancies in education¹⁹. Also, in the health system was applied the method of seconding staff from NON-COVID health units, in COVID health units, to cope with the volume of activity.

At the same time, monthly financial incentives were provided for front-line medical staff (all categories of healthcare staff at risk of COVID-19 infection, including community nurses and forensic network staff) who worked directly with patients confirmed with the new coronavirus, worth about 500 euros. The measure was included in Government Emergency Ordinance 43/2020 for the approval of support measures settled from European funds (Human Capital Operational Program), following the spread of coronavirus, during the state of emergency.²⁰

b) Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?

i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?

Yes, in the health system. They were not limited to secondments / delegations only at the same level of public administration - they also included the level of subordinated institutions, according to the needs existing at that time, in the targeted areas. In this regard, the head of the Department for Emergency Situations issued an order²¹ on establishing the manner of secondment / delegation of medical and auxiliary staff during the state of emergency. Thus, the specialized medical staff (primary doctors, specialists or residents), medical staff, medical auxiliary staff and medical staff with higher education, employees of public health units could be seconded / delegated to other public health units that have a major deficit of personnel. This also happened at the management level of the hospital units, in crisis

for a determined period, in the context of state establishment alert on the territory of Romania, according to art. 11 of Law no. 55/2020 on some measures to prevent and combat the effects of the pandemic of COVID-19 <http://www.ms.ro/2020/06/09/wire-to-approval-methodology-the-occupation-without-competition-a-job-vacations-and-temporarily-vacant-of-the-ministry-health-and-units-are-in-subordination-coordination-and-sub-a/>

¹⁹ http://www.cdep.ro/pls/proiecte/upl_pck2015.proiect?idp=18847

²⁰ <http://legislatie.just.ro/Public/DetaliiDocument/224714>

²¹ <https://lege5.ro/Gratuit/gm3dmnryha4a/ordinul-nr-74534-2020-privind-stabilirea-modului-de-detasare-delegare-a-personalului-medical-si-auxiliar-pe-perioada-starii-de-expedite>

situations (the case of the Emergency Hospital from Suceava which had, temporarily, military leadership).

Such a measure was necessary to prepare the medical system in the event of an exponential increase in cases of COVID and in the event of a shortage of staff in some areas. These measures were also maintained in the alert state (with the difference that the secondment, in the alert state, cannot exceed 30 days). Also, as a sign of solidarity, teams of medical staff were sent abroad to support medical staff in those countries - in Italy, the Republic of Moldova and the United States (Alabama). The teams sent to Italy and the Republic of Moldova also included representatives of the General Inspectorate for Emergency Situations who had roles such as: mission coordinator, liaison officer, logistics coordinator.

In order to address the challenges posed by the spread of the SARS-CoV-2 virus, the European Commission, by Implementing Decision (EU) 2020/414 of 19.03.2020, included among the capabilities of the RescEU reserve (defined by Decision No 1313/2013 / EU) storage of intensive care medical equipment and personal protective equipment.

Thus, on 25.03.2020, the Prime Minister of Romania, Mr. Ludovic Orban signed the Memorandum for approving Romania's participation in the development of a European reserve of medical countermeasures, intensive care medical equipment and personal protective equipment, designed to combat serious cross-border threats to health, Romania has applied for the establishment of the first such medical reserve of the European Union.

The General Inspectorate for Emergency Situations, together with the National Public Procurement Office (NPPO) have taken steps to establish the European reserve on the territory of the Romanian state, with 100% funding provided by the European Commission.

In this context, at the request of the European Commission, in order to ensure the cooperation and organization of transport actions to the countries affected by the pandemic, 6 transport missions with supplies from the RescEU reserve were carried out: in Italy, Spain, Montenegro, Croatia, Northern Macedonia, Serbia and Lithuania, where 285,000 FFP2 masks were delivered, using aircraft belonging to the Ministry of Defense and IGSU equipment.

ii. *If yes, were staff seconded without their consent?*

During the state of emergency, the medical staff could not refuse the secondment / delegation. If the secondment / delegation are made in other localities than the domicile ones, the territorial administrative units or the sanitary ones where staff is seconded / delegated have the obligation to ensure their accommodation and food.

Even during the alert state, medical and emergency personnel may be seconded without a license for a period of 30 days, according to Law 136/2020 on the establishment of public health measures in situations of epidemiological and biological risk.

c. Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?

i. If yes, were the units composed of staff from the same level of government (central, regional, local)?

ii. If yes, how did you go about staffing those units?

Yes, the following entities were created in the context of the coronavirus pandemic, in order to optimally manage the crisis generated by this pandemic and its consequences. They are created centrally and include dignitaries and experts in various fields.

- The technical-scientific support group regarding the management of highly contagious diseases on the Romanian territory²² - a technical support body of CNSSU, its decisions being submitted for approval to the National Committee for Special Emergency Situations. Its composition is as follows - President: Head of the Emergency Situations Department of the Ministry of Internal Affairs; Vice: Secretary of State in the Ministry of Health; members: a representative of the Ministry of Internal Affairs - Department for Emergency Situations, Ministry of Health, Ministry of National Defense, Ministry of National Education, Ministry of Foreign Affairs, Ministry of Transport, National Institute of Public Health, National Institute of Infectious Diseases "Prof. dr. Matei Balș" and the General Inspectorate for Emergency Situations; consultants: experts and specialists of some research institutes, institutions and public services with attributions in the field, according to the state of danger generated on the national territory.²³

²²

[https://gov.ro/fisiere/pagini_fisiere/HOT%C4%82R%C3%82RILE_nr.1_%C8%99i_2_ale_Grupului_de_suport_tehnico-%C8%99tiintific,_aprobate_prin_Hotararea_nr._d0_N0.ht.ro / fisiere / pagini_fisiere / HOT% C4% 82R% C3% 82RILE_nr.1_% C8% 99i_2_ale_Grupului_de_suport_tehnico-% C8% 99tiintific,_aprobate_prin_Hotararea_nr.1_a_CNSSU_din_data_de_20.20.](https://gov.ro/fisiere/pagini_fisiere/HOT%C4%82R%C3%82RILE_nr.1_%C8%99i_2_ale_Grupului_de_suport_tehnico-%C8%99tiintific,_aprobate_prin_Hotararea_nr._d0_N0.ht.ro/fisiere/pagini_fisiere/HOT%C4%82R%C3%82RILE_nr.1_%C8%99i_2_ale_Grupului_de_suport_tehnico-%C8%99tiintific,_aprobate_prin_Hotararea_nr.1_a_CNSSU_din_data_de_20.20)

²³ <https://www.libertatea.ro/stiri/cel-bigger-secret-crisis-covid-strategic-communication-group-3005199>

- Strategic Communication Group - is composed of communication experts from the following institutions: Government of Romania, Ministry of Internal Affairs, Ministry of Health, Ministry of National Defense, Ministry of Foreign Affairs, Ministry of Transport, Department for Emergency Situations, General Inspectorate for Emergency Situations, General Inspectorate of Romanian Police, General Inspectorate of Romanian Gendarmerie, General Inspectorate of Police Border, Special Telecommunications Service.
- Inter-institutional working group for economic, financial and budgetary impact analysis - is coordinated by the Presidential Administration and the Chancellery of the Prime Minister. This group includes representatives of the Ministry of Public Finance, the Ministry of Economy, the Ministry of Transport, the Ministry of Labor, the Ministry of Health and the Ministry of Foreign Affairs.

d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

No. No new regulations have been established at the level of public administration staff regarding the performance of overtime, dedicated to the activities carried out during the coronavirus epidemic, these provisions already existing in the legislation.

e) Were bonuses or salary increases given to particularly strained staff?

First-line staff in the treatment of coronavirus patients were most exposed during this period. Therefore, through Government measures, it was decided that several categories of employees in the health system, involved in the management of diseases with the new coronavirus, should receive an increase of up to 30% of the basic salary.²⁴ It is about the specialized medical-sanitary personnel and the sanitary auxiliary personnel from sanitary units, medical-social assistance units and medical institutions, regardless of the level of subordination or coordination; specialized staff from community pharmacies; specialized staff in family medicine practices; specialized staff in dental practices, as well as specialized staff in other health care or social care providers, directly involved in actions and missions related to the prevention, management and control of COVID-19 infections. It also benefits from a 20% increase in the medical-sanitary and medical auxiliary staff within the support hospitals, who provides medical assistance to patients suspected of

²⁴ According to the joint Order of the Ministry of Health, the Ministry of Interior and the Ministry of Finance no. 1070/94/2087/2020

having the SARS-CoV-2 virus, which involves direct contact with the patient. The same increase benefits, among others, the specialized medical-sanitary and auxiliary personnel within the ambulance services.

An increase of 15% will benefit the medical-sanitary and auxiliary personnel who carry out actions to carry out the clinical-epidemiological triage and / or to collect biological samples in order to identify the patients infected with the SARS-CoV-2 virus, as well as the which, in order to make a positive diagnosis of COVID-19, processes or transports for processing samples collected from patients suspected or tested positive for coronavirus. 10% benefit all the staff from the medical units dedicated entirely to the treatment of coronavirus, during the period when there is hospitalized in that unit at least one patient tested positive or suspicious with the SARS-CoV-2 virus. Finally, there is a 5% increase for all staff in medical units partially dedicated to coronavirus treatment and where there is at least one patient tested positive or suspected of coronavirus.²⁵

Also, the steering committees within the public health directorates benefit from an increase for special epidemiological conditions of 40% at the basic salary, and the health inspectors who carry out activities in the field of public health control by an increase of 30% of the basic salary , during alert.²⁶

Another category of civil servants benefits from an increase in the basic salary is that of the staff of the prefect's institutions, which is involved in activities to prevent and combat the effects of the pandemic. The increase will be 30% of the basic salary.²⁷

f) *How were military forces involved in the COVID-19 crisis management?*

The Ministry of National Defense and the Ministry of Internal Affairs (Romanian Gendarmerie, General Inspectorate for Emergency Situations) have allocated military and civilian personnel, military equipment and specialized units to implement measures to prevent and limit the spread of the new coronavirus SARS-COV-2.

During the state of emergency, the Romanian Army coordinated its actions with the forces of the Ministry of Internal Affairs - Romanian Police, General Inspectorate for Emergency Situations and the Romanian Gendarmerie, carrying out in support of central and local authorities over 7,200 missions, in which over 14,000 took part of military and civilian employees and about 1,500 technical means.

²⁵ <https://www.oradesibiu.ro/2020/07/08/sporuri-de-pana-la-30-din-salariu-pentru-medici-in-contextul-coronavirus/>

²⁶ <http://www.ms.ro/2020/08/07/the-government-of-romania-approved-the-emergency-ordinance-regarding-the-regulation-of-some-measures/>

²⁷ According to GEO no. 131/2020

On April 28, 2020, the largest number of soldiers was registered, over 3,200, simultaneously engaged in 600 missions with approximately 800 technical means. On average, every day of the state of emergency, 2,000 soldiers completed about 400 missions, using 500 technical means.

The Ministry of National Defense ensured the installation and management of field hospitals designed to support the national medical system in the management of COVID-19 diseases. The first of these, type ROL 2, operates within the National Institute of Gerontology and Geriatrics "Ana Aslan", from Otopeni, as an external section of the Central Military Emergency University Hospital "Dr. Carol Davila", having the capacity to treat 150 - 160 patients with mild and moderate forms of COVID-19. ROL 2 Hospital is mainly housed in medical containers, which include triage units, laboratory, radiology, anesthesia and intensive care, sterilization, decontamination area, as well as a quarantine and isolation area.

For the same purpose, in order to consolidate the resilience of the national medical network, two other military medical facilities were installed in Constanța and Timișoara - Modular Medical Isolation and Treatment Systems. They have all the necessary functions to provide the necessary medical care to 100-110 patients infected with the SARS-Cov-2 virus - triage, radiology, real time PCR testing devices, anesthesia and intensive care, sterilization, laboratory and decontamination.

Noted in the media and appreciated by the public were the interventions, support and activity of doctors, nurses and logistics specialists, seconded from the Ministry of National Defense to ensure the operational management of county emergency hospitals and public health departments in Suceava, Focșani and Deva, Arad and Timișoara.

The transport carried out with aircraft of the Air Force General Staff to bring to the country the medical protective equipment purchased from Turkey and Germany enjoyed a great media visibility. These were complemented by two shipments of medical equipment from South Korea. Carried out at the request of the Ministry of National Defense during the flight hours allocated to our country, these transports were carried out with C-17 Globemaster III aircraft by the NATO Multinational Strategic Transport Unit, to the establishment of which, in 2008, Romania contributed as Founding member.

The costs of the third transport of medical equipment brought from South Korea with a C-17 Globemaster III aircraft were covered by the United States of America, representing both a concrete support granted to the Romanian Government and one of the actions that give consistency to the strategic partnership between Romania and USA..

Subordinate to the same objective is the travel to the USA of a representative team of the Ministry of National Defense, consisting of ten military doctors and nurses and five specialists in the chemical, bacteriological, radiological and nuclear fields, who took part in an exchange of experience and concrete actions of cooperation with the Alabama authorities in the context of the COVID-19 pandemic control measures.

At the same time, the military medical staff supported, at the beginning of the epidemic, the epidemiological triage procedure at the border crossing points at the southern, western and northwestern border of Romania. Thus, teams of military doctors and medical personnel performed the epidemiological triage together with the teams of specialists from the local Public Health Directorates at the border crossing points (road) from Borș, Calafat, Moravița, Iron Gates 1 and Gates of Fier 2.²⁸

During the state of emergency, at the request of the Ministry of Internal Affairs (MIA), the Ministry of National Defense (MApN) was given the mission to guard certain objectives previously held by the Gendarmerie. In addition, the Romanian Army also provided personnel and logistical means to ensure public order and to support the activities of the Border Police, at state border crossing points.²⁹

Last but not least, the product < <isolation pod> > was approved and a module was developed for the isolation of personnel contaminated with biological agents, both Romanian design projects. After approval, the isolation pods were introduced into manufacturing by SC STIMPEX SA, based on a contract with MApN of 100 equipments; they were distributed to the national medical system by the Ministry of National Defense. Also, at the level of the Ministry of National Defense, the following projects were completed: advanced human body temperature detection system, vehicle decontamination tunnel, disinfection robot with UV-C lamps, decontamination system in case of pandemic, "decontamination gate".

3. Experiences with remote working

a) *Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?*

With the onset of the COVID pandemic, measures have been taken in the central public administration so that employees can work from home, in the case of activities that can be carried out in this way. For example: employees divided into two groups, in each department, to ensure continuity. Teams changed every two weeks and so each member worked both at home and in the office.

These measures did not affect the good communication between colleagues or the results of the team's work as the employees were able to carry out their work from home, in

²⁸ https://www.defenseromania.ro/armata-romana-se-involved-in-ayuda-dsp-locale-in-epidemia-cu-noul-coronavirus_601976.html

²⁹ <https://www.dw.com/ro/cum-ne-ajuta-concret-armata-in-lupta-cu-coronavirusul-de-ce-armed-soldiers-came-and-with-tactical-cars-in-the-union-market-ziarecom/a-52938253>

optimal conditions, using different remote communication applications - Zoom, WhatsApp etc.

b) *Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?*

Current policies on working from home during the COVID crisis have proved feasible as the law has allowed the employee to carry out his work in optimal, safe, at home conditions. The law was not amended or adapted to the COVID pandemic, it was used as it was in force during this period.

During the pandemic (especially in the first 2 months after the outbreak, in the isolation period), the vast majority of public administration employees worked alternately at home / office.

Work at home is regulated by the Labor Code within Title II, Chapter IX, and the rules for carrying out the activity by the employee in telework regime are provided by Law no. 81/2018 on the regulation of telework activity.

- (Work at home represents, according to the title itself, the fulfillment of the specific attributions of a position at the employee's home, ie, according to art. 87 of the Civil Code, where he has his main residence.
- Telemunca is that form of work organization by which the employee, regularly and voluntarily, fulfills his duties specific to the position, occupation or profession he holds, in another place than the work organized by the employer, at least one day per month, using information and communication technology.)

c) *Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele - and videoconference solutions?*

Most public administration employees worked from home on their own devices using their own internet network. (Computers, tablets, phones etc.). There were exceptions, some institutions offered employees tablets or laptops (With internet) to make their work easier and save you from additional costs such as - buying a device, paying a higher bill online, etc.

4. Leave policies

a) *Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?*

The Public Administration was not forced to enter technical unemployment, but working from home meant a proportional reduction of income by cutting some bonuses during the period when employees also worked from home.

b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?*

According to of Law no. 19/2020 on granting days off to parents for the supervision of children, in case of temporary closure of schools, the allowance for each day staff stay at home with the child represents 75% of the salary corresponding to a working day. However, there is a limit: the parent cannot receive more than the daily correspondent of 75% of the average gross earnings used to substantiate the state social insurance budget. Also, vulnerable people, over 60 years old, were able to opt for work from home, day by day, during the state of emergency. (March 15 - May 14).

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

b) *Do you plan to implement new policies with a view to future crises (eg. standardized workflows, plans for more flexibility in staff allocation)?*

The public administration has adapted to the new requirements of society in times of pandemic, showing that it is possible otherwise, that in almost any field you can work remotely, given that Romania is one of the countries with the fastest internet speed in Europe. The government aims to continue promoting a more flexible program for the public administration employees and to offer them at least 2 days a week, flexible program, remote work, work from home or telework. This large program has been practiced in large companies in Romania for many years and the implementation of this model in the administration would bring benefits for both the employer and the employee.

For example, on the government's agenda, the main objectives are digitization of public administration - the use of electronic signatures at the level of civil servants, the migration

of public services in a government cloud, in order to reduce the costs of companies in interaction with the state. It is also desired to create or remake computer systems, so essential aspects of the interaction of companies with the administration will become digital.

In the field of education, the Government is implementing an ambitious project to connect as many schools as possible to the Internet, as well as supporting the Internet access of the most disadvantaged families, whose children attend or could attend online courses. In parallel with the joint project carried out with the mobile telephony operators, the Government is implementing, in an advanced stage, the endowment with tablets connected to the Internet of the students coming from disadvantaged families or environments.

Given these issues, the Government could easily implement the work from home, along with other initiatives in this regard:

- Employees of all public institutions to receive equipment for carrying out homework in the best conditions (Respectively - laptops, tablets, phones, etc.)
- Eliminate the reduction of bonuses as working from home entails additional costs for the employee (For example, in the private sector some companies have supplemented the budget within the company and offered extra money to employees to cover their extra expenses related to electricity, food, gas etc.)
- Encouraging employees to take training courses both professionally and in terms of adapting to work in the online environment because it represents the future.
- Digitization in public administration and the disappearance or reduction of papers and their movement from one office to another, the use of scanning and the introduction of electronic signatures.
- Creating a platform within each institution that the employees can access at any time, from their laptop, tablet or work phone and thus has access to the documents of their management and more. This way they can collaborate much easier both with colleagues from the structure in which they work, and with those from the institution.

Serbia

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

The highest formal degree of responsibility is on the Government of the Republic of Serbia, which passed bylaws with legal force during the state of emergency, and adopted all COVID-19 protective measures upon the abolition of the state of emergency.

Epidemiological measures are now being introduced under government decrees, on the recommendation of the Crisis Response Team.

Even before the state of emergency was declared, on 15 March 2020, the Government formed two crisis response teams, namely: 1. COVID-19 Infectious Disease Crisis Response Team, the so-called Medical Crisis Response Team and 2. Crisis Response Team to eliminate the economic consequences of COVID 19, the so-called Economic Crisis Response Team.

The Economic Crisis Response Team stopped working upon the adoption and approval of emergency economic intervention measures and upon providing financial assistance to the population, and the Medical Crisis Response Team is still operational.

The Medical Crisis Response Team has 4 co-chairs, one of whom is the Prime Minister, then the Minister of Health, the Provincial Minister of Health and the Director of the Health Insurance Fund. The Medical Crisis Response Team is comprised of ministers and doctors - experts in epidemiology, virology, infectology and public health.

The Medical Crisis Response Team makes binding recommendations for the Government, ministries and all other public authorities involved in the fight against COVID-19.

Crisis Response Operational Team, led by the Ministry of Health and the General Secretariat of the Serbian Government was formed under the Medical Crisis Response Team, at the operational level. This Operational Team is comprised of all ministries and services responsible for implementation of all measures (e.g. the Ministry of the Interior, Ministry of Defence, Ministry of Education, Science and Technological Development, etc.), and directors of COVID hospitals in Belgrade, Niš and Novi Sad.

The organization of the crisis response teams and the Operational Team is not formal, it is a consequence of the current decision-making, but it has proven to be extremely efficient.

Formally, in accordance with the applicable laws in Serbia, the situation is as follows:

All government levels are responsible in accordance with the regulations governing the competencies and remit of authorities, organizations and other entities.

The National Assembly of the Republic of Serbia passed the Law on Validity of Decrees passed by the Serbian Government during the State of Emergency with the Co-signature of the President of the Republic approved by the National Assembly: 65/2020-3; Law on Approval of Decrees passed by the Serbian Government during the State of Emergency: 62/2020-3; Law on the Protection of the Population from Infectious Diseases: 15/2016-31, 68/2020-4; and the Decision on the Abolition of the State of Emergency: 65/2020-4. To ensure smooth functioning of various areas such as the economy, finance, health, agriculture, labour relations, education, etc. during the state of emergency, the government passed regulations and acts (decrees, decisions, instructions, conclusions) and introduced appropriate measures, established crisis response teams, formed working groups, all with the aim of preventing the spread and suppressing COVID-19. Lockdown was introduced, and working hours of sales facilities, restaurants, etc. were limited. Due to the new situation, the ministries have issued regulations, orders, and instructions within their remit. The Ministry of Finance of the Serbian Government has issued Instructions for the payment of donations to help the fight against the epidemic of the COVID-19 disease caused by virus SARS-CoV-2.

The Office for IT and eGovernment opened data and made available statistics on the number of citizens infected with COVID-19 in self-isolation, tested, hospitalized and deceased in the territory of the Republic of Serbia.

The Digital Solidarity Portal, intended for everyone in lockdown due to the COVID-19 pandemic, has been launched. This portal aims to publish in one place all information about free platforms for distance learning, work from home, free online books, courses, movies, music, and television content during the COVID-19 pandemic.

The official website Covid19.rs, has been established to provide all information on COVID-19, and all valid regulations of the Republic of Serbia, which were published in the "Official Gazette of RS", can be accessed free of charge in the database Register and texts of valid regulations and other acts.

b) *Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?*

The division of competences, which is laid down in regulations issued for the needs of the new situation, turned out to be inadequate.

c) *Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?*

The administrative authorities provided services to citizens in the new circumstances stemming from the COVID-19 pandemic, face-to-face as well as electronically (via e-mail, telecommunication applications, etc.).

The Government issued Binding Instructions for public administration authorities and government services during the state of emergency due to the infectious disease COVID-19 caused by the SARS-COV-2 virus. The Instructions aim to prevent the spread of COVID-19, while simultaneously allowing for unhindered operation of public administration and the provision of public sector services to citizens and the economy in a state of emergency.

The Instructions govern: employee status, application of preventive measures against the spread of COVID-19 that are in line with modern standards of occupational safety during a pandemic, which are subject to amendments in accordance with the development of the epidemiological situation in the Republic of Serbia, in order to reduce risks to the economy and population, general preventive measures, preventive measures in case of symptoms, preventive measures during official meetings and special preventive measures.

Communication with parties and between public authorities via e-services (e-mails, conference calls, etc.) has been enabled.

On 26 March 2020, the General Secretariat of the Serbian Government instructed the public administration authorities how to submit draft acts for Government sessions in order to reduce contacts as much as possible and prevent the spread of the virus.

In addition, the Government of the Republic of Serbia has established a single contact centre "COVID-19" at number 19819. By calling this number, citizens can get advice and recommendations from experts in the fight against coronavirus, and contact competent professional services throughout the country.

2. Handling the COVID-19 workload

a) *Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.*

Numerous resources outside the public sector have been engaged, namely:

1. Medical students and young doctors without experience to enter medical data into the electronic system,
2. Chamber of Commerce and Industry of Serbia – to procure all supplies on demand,
3. Temporary facilities - temporary hospitals Sajam, Arena, etc.
4. Hotels to accommodate medical staff.

Individuals are paid for temporary and occasional work, i.e. under service contracts, and legal entities per invoices.

- b) Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?**
- i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?**
Yes.
Doctors were seconded to all levels of health care, while civil servants were seconded to the same levels of government, given that secondment to other levels was unnecessary. Inspections expressed the need for cooperation, however this is legally impossible at this moment (the number of sanitary inspectors is extremely low, while the local government has no competences in sanitary inspection).
- ii. If yes, were staff seconded without their consent? What was the role of staff councils?**
Staff were seconded without prior consent, since it was a work obligation for medical staff and employees in social accommodation institutions.
Staff councils did not play a significant role.
- c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?**
- i. If yes, were the units composed of staff from the same level of government (central, regional, local)?**
New work units have not been formally established, they have been established informally, at the central level.
- ii. If yes, how did you go about staffing those units?**
Under contracts for temporary and occasional employment, as well as under service contracts.
- d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.**

Sensitive categories of employees, as well as employees with small children, were sent to work from home, and the employer ensured conditions for working from home. All employees who worked overtime during the emergency situation were paid for overtime work, in accordance with the law.

e) *Were bonuses or salary increases given to particularly strained staff?*

Yes.

f) *How were military forces involved in the COVID-19 crisis management?*

During the pandemics caused by the SARS-CoV-2 virus, temporary facilities for accommodation and treatment of COVID-19 patients were opened as part of the military health system for the purpose of more efficient suppression of the disease and treatment of patients in the Republic of Serbia. The military health system is managed by the Ministry of Defence in a state of emergency in accordance with the law governing compliance with military, labour and material liabilities and decisions of the competent authorities relating to work in a state of emergency.

3. Experiences with remote working

a) *Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?*

All staff were enabled to work from home when the work process allowed it, while work in offices was organized (planned) in accordance with the schedule by internal organizational units.

Upon the introduction of the state of emergency, civil servants and state employees received decisions on performing their work outside the employer's official premises, i.e. from home, during the state of emergency declared by the decision of the competent authorities, due to the risk of spreading of the infectious disease COVID-19 (in accordance with the criteria concerning the employees' age and chronic diseases, parents with children aged under 12, etc.). Civil servants were to be available to immediate managers during working hours by means of electronic and telephone communication. Cases were distributed to staff in accordance with the rules of profession and returned to employers via e-mail. Civil servants' entitlements while working from home are the same to their entitlements while working in the employer's premises. They are entitled to their salary and all other rights related to work and based on work, in accordance with the law.

The staff regularly communicate with their superiors and associates via remote meetings. In accordance with the abovementioned Instructions, public administration authorities and government services are obliged to: be sure to monitor employee absences, and in case of a larger number of absences than usual, implement activities to enable continued and smooth performance of tasks within their remit; second staff if necessary for smooth performance of work; change work practices if necessary to maintain a smooth work process; do a mandatory check of the status of human resources to ensure compliance of policies and practices with public health recommendations and applicable decisions of the competent public authorities; comply with all measures aimed at combating the spread of COVID-19, and in particular the restrictions on public gatherings.

b) *Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?*

Working from home has proven to be a way to enable uninterrupted performance of tasks falling within the remit of this Secretariat. With the lockdown easing, the heads of authorities gradually allowed the staff to return to office. The staff aged over 60 returned first, then parents with children aged under 12, and finally the chronically ill.

At the time of compiling of this report, chronically ill and single parents of children aged under 12 are working from home.

The staff are no longer working from home; they are now working in the official premises of the Secretariat.

c) *Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?*

Public administration staff working from home were provided with the necessary technical equipment.

4. Leave policies

a) *Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?*

No. Civil servants' entitlements while working from home are the same to their entitlements while working in the employer's premises. They are entitled to their salary and all other rights related to work and based on work, in accordance with the law.

b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?*

In addition to being able to work from home, the staff were allowed to take their annual leave, in accordance with the law, during which they are entitled to their salary and all other rights pertaining to work.

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

Flexible response, both at the level of decision makers and at the level of implementation of those decisions.

b) *Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?*

Absolutely. A new Draft law on emergency situations is being prepared, bearing in mind that the current Law is incompatible with the crisis caused by the pandemic. The current Law is implementable when it comes to natural disasters, but not when it comes to pandemics/ epidemics.

Slovakia

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

The Slovak Republic has dual and decentralised system of Public administration divided to the state administration (central and regional authorities) and local self-government authorities with own competences.

The " pandemic first wave" was mainly addressed at the central government level. On the 12th March 2020 the Government of the Slovak republic approved by the resolution the declaration on the extraordinary situation in the Slovak republic, from the 15th March 2020 the emergency situation was declared, for the area of the health care the resolution has been extended from the 19th march 2020.

The resolution of the Government of the Slovak republic imposed a duty for medical staff to ensure the exercise of healthcare and prohibits the exercise of the right to strike.

The Public Health Authority centrally issued directives in cooperation with the Central Crisis Staff.

At the regional level some regional and local authorities closed schools a few days before the nationwide closure.

The ongoing "second wave" is mainly addressed at the regional and local level (local schools closures), however on the 30th September 2020 the Government is planning to adopt the resolution on declaration on emergency situation in the Slovak republic. Some nationwide restrictions are still in place - face masks, restrictions on mass events. Some restrictions are tightened at the regional level (limits on mass events) depending on the colour of the restricted area (green, orange or red zones).

- b) ***Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?***

Dealing with Covid-19 has been managed mostly by the Government with cooperation of the local authorities.

How the Government (public administration) has dealt with the Covid-19 crisis will be evaluated, but as a problem was identified the lack of staff on regional health authorities dealing with identifying contacts of positive people on Covid -19.

- c) ***Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?***

No, central, regional and local administrations with direct public services were opened during the "first wave" of the COVID-19 crisis. However, individual ministries introduced measures such as shortened office hours, restriction of personal contact (they gave preference on consultation via e-mail/telephone), limits for the number of customers who can meet face to face. For example, Ministry of Interior has introduced the obligation for citizens to order online on time for vehicle registration and foreign police services. In this way, ministry prevented the uncontrolled accumulation of citizens in client centers/one stop shops.

With regard to state institutions and civil servants, the measures were upon the level of recommendation for service offices to enable:

- a) work from home in the form of home office when the character of the agenda allows to do so
- b) the employee free day with wage compensation when there was no workload that could be distributed to the employee (obstacle from the side of the employer),
- c) other legal forms for civil servants as unpaid leave with no wage compensation, compensatory leave for overtime work or holidays can be applied.

2. Handling the COVID-19 workload

- a) ***Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.***

No additional staff were hired to address the situation. However, third-party volunteers have served thousands of volunteer hours, especially in state quarantine centers, without any pay.

- b) ***Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?***

Not that we know of.

- i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?*
 - ii. If yes, were staff seconded without their consent? What was the role of staff councils?*

- c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?**
 - i. If yes, were the units composed of staff from the same level of government (central, regional, local)?*
 - ii. If yes, how did you go about staffing those units?*

There are existing units on ministries and local authorities handling the crisis (departments for crisis management) but there was no new unit created to deal with Covid-19. The central Pandemic commission as an advisory body of the Government has been established. The members of the Pandemic commission are ministers, the chief hygienics of the Slovak republic, the heads of the self government authorities, the heads of health insurance institutions and experts in the fields of medicine, epidemiology and other heads of particular state organizations.

- d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.**

Overtimes were ordered especially for running a public information hotline. 24/7 shifts were in place for the newly created hotline.

See also the answer 1c.

- e) Were bonuses or salary increases given to particularly strained staff?**

Bonuses were announced by the government for particular groups of employees dealing with the COVID -19 in the „front line” (eg. doctors, police staff, firemen, military forces etc), but have not been given yet.

- f) How were military forces involved in the COVID-19 crisis management?**

Military forces played key role in handling the situation. First of all, they were keeping public order in mixed police units. They were also providing assistance with mass-sampling and using their CIMIC capabilities.

3. Experiences with remote working

- a) ***Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?***

Remote working was allowed only in justified cases, eg. small children or senior in common household, lack of public transport connection (connected to the shortage) etc. With regard to state institutions and civil servants, the measures were upon the level of recommendation for service offices to enable:

- a) work from home in the form of home office when the character of the agenda allows to do so
- b) the employee free day with wage compensation when there was no workload that could be distributed to the employee (obstacle from the side of the employer),
- c) other legal forms for civil servants as unpaid leave with no wage compensation, compensatory leave for overtime work or holidays can be applied.

- b) ***Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?***

The legislation differentiates between work from home and teleworking (as a work permanently performed from home) and home office (as a work performed by an employee on an occasional or exceptional basis with the consent of the employer or in agreement with him at home or at a place other than the usual place of work). The Government office of the Slovak republic implemented internal regulations specifying the conditions for homeoffice (eg. the civil servant was entitled for work from home when there were no serious obstacles or the reasons he was obliged to be present on the workplace and he had to be available on the phone and answer emails).

- c) ***Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?***

There was no HW equipment available for remote working. Some SW boundaries were removed. The specific conditions of teleworking and home office (including financing the suitable equipment for the employee) are established by particular employer.

The employees with service devices were allowed to use it during home office, others were using their own devices.

Some service offices provided the SW for tele and videoconference solutions (eg. MS Teams licence).

4. Leave policies

a) *Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?*

No, only if a doctor ordered so.

b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?*

During „pandemic first wave” civil servants had the right to undergo voluntary home isolation in the form of holiday, compensatory leave for overtime work or in the form of unpaid leave. The service office could allow so unless there were no serious operational reasons to prevent this, or if the staff member had urgent tasks to be performed.

Every measure was taken upon agreement of the civil servant with the employer while functioning of the institution is ensured.

With the regard of closure of the kindergartens and schools, parents were entitled to take care for the member of the family and were entitled for „pandemic pay” in the amount of 55% of the gross wage.

We did not have any corona-specific temporary supplements / allowances in wages in government working places. Already existing supplements / allowances are used when needed and are provided in accordance with the valid legislation. The civil servant is entitled for extra pay for civil service at night, salary for civil service for overtime, extra pay for civil service on Saturdays and Sundays.

See also 3.a.

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

Homeoffice, on line courses and e-learning in education of staff, videoconferences.

b) Do you plan to implement new policies with a view to future crises (eg.standardised workflows, plans for more flexibility in the allocation of staff)?

The crisis showed new challenges and possibilities how to deal with the challenge effectively. The e - learning courses and on line videoconferences appeared as an effective tool to save costs in some areas.

Slovenia

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

The decisions at the time of the declared epidemic were made by either the Government of the Republic of Slovenia or the competent ministries based on the recommendations of the Expert Group for Containment and Epidemic Control at the Ministry of Health.

- b) ***Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?***

The division of services proved adequate and functioned well. For the future, we will keep central decision making.

- c) ***Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?***

Almost all public sector institutions had an adapted way of doing business at the time of the declared epidemic (for example, the running of deadlines in administrative and other procedures was adjusted). State administration bodies provided all public services to citizens, but some to a limited extent. Most of the services, where this was possible in terms of content and way of working, were also provided online.

2. Handling the COVID-19 workload

- a) ***Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.***

We hired additional staff from outside the public sector for crisis-related tasks. There was no need for public notice of vacancy in the public sector for the employer to enter employment with civil servant due to urgent needs during the epidemic for the period up to 30 September 2020.

There was bonus for dangerous work and special workload up to 100 per cent of the basic salary for all employees who were exposed to an above-average risk of their health or excessive workload or were posted to work abroad during the epidemic.

b) Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?

- i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?**
- ii. If yes, were staff seconded without their consent? What was the role of staff councils?**

During the epidemic, the Government of the Republic of Slovenia adopted the Decree on the temporary transfer of civil servants due to urgent work needs, which regulated the conditions for temporary transfer of civil servants to ensure a smooth work process due to the COVID-19 epidemic within the same employer or another employer in the public sector.

Due to the situation related to the spread of the COVID-19 virus, employers in the public sector faced staff shortages, especially in health facilities and retirement homes, and therefore needed assistance. During the epidemic, it was possible to temporarily transfer civil servants to the same or another post within the same or another employer, but only to posts for which they met the prescribed conditions and were able to perform. Temporary transfer was also possible without the consent of the civil servant.

c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?

- i. If yes, were the units composed of staff from the same level of government (central, regional, local)?**
- ii. If yes, how did you go about staffing those units?**

No new work units were created during the COVID-19 crisis. The existing units had to perform the activities related to COVID-19 epidemic which became priority. We hired additional staff for crisis-related tasks with no need for public notice of vacancy due to urgent needs during the epidemic for the period up to 30 September 2020.

d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

The Act Determining the Intervention Measures to Contain the COVID-19 Epidemic and Mitigate its Consequences for Citizens and the Economy regulated overtime work. Notwithstanding the provisions of the Employment Relationships Act and other laws governing time limits for daily work obligations, daily and weekly rest and overtime, during the epidemic, when urgent tasks could not be performed in any other way, the superior could order the civil servant without their consent to complete the started task or perform urgent work without interruption of work which would enable the civil servant to rest, as provided by the Employment Relationships Act.

Imposing overtime referred to in the previous paragraph was permissible only for the shortest possible time, provided that the civil servant was able to have a relatively longer rest immediately after termination of reasons in accordance with regulations and collective agreements.

e) Were bonuses or salary increases given to particularly strained staff?

There was bonus for dangerous work and special workload up to 100 per cent of the basic salary for all employees who were exposed to an above-average risk of their health or excessive workload or were posted to work abroad during the pandemic.

Some public employees were significantly more exposed to potentially infected persons or were more likely to get infected and sick (especially medical staff and staff in nursing homes). If they were placed to preventive quarantine or were absent from work due to infection, they were entitled to 100 per cent salary compensation.

At the same time, functionaries (from the President of the Republic, Prime Minister, Ministers, ... to Members of Parliament) had during the pandemic their wages reduced by 30 per cent of basic salary.

f) How were military forces involved in the COVID-19 crisis management?

The National Protection and Rescue Plan in the event of an epidemic or pandemic of a communicable disease in humans was activated by the commander of the Civil Protection of the Republic of Slovenia. Thus, protection, rescue and relief forces (civil protection members, fire workers, police, military forces) were activated to perform duties under the command of the Civil Protection commander.

Military forces (Military Medical Unit), for instance, were involved in the work at the entry points where swabs were taken for COVID-19, they also set up a military hospital in Ljubljana.

3. Experiences with remote working

- a) ***Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?***

All public servants whose nature of work made it possible and who had the conditions worked from home (around 70% of civil servants worked from home).

It was not possible to order teleworking when the public servant was performing work that could not be performed at home or could not be performed at all. In this case, the employer proposed to the public servant to use the remaining 2019 annual leave, to use the 2020 leave (two weeks which is required by law to be used by the public servant in each calendar year) or to be placed on furlough with a salary allowance of 80% of the basic salary.

- b) ***Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?***

Before COVID-19 pandemic, remote working was not very common form of work in our public administration. However, the interest of civil servants for telework is significantly higher after the pandemic. Therefore, we are changing and simplifying the legal basis: during the pandemic, remote work was ordered, while after the pandemic, work from home is based on the agreement between worker and employer and depends on the nature of work, on the work post and worker's interest to work from home.

- c) ***Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?***

The public servants that were teleworking were provided with remote access and video conferencing system and instructions to comply with security requirements for teleworking. There was not enough necessary technical equipment therefore, they had to use also private devices.

4. Leave policies

- a) **Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?**

If it was not possible to order teleworking, the employer proposed to the public servant to use the remaining 2019 annual leave, to use the 2020 leave (two weeks which is required by law to be used by the public servant in each calendar year) or to be placed on furlough with a salary allowance of 80% of the basic salary.

- b) **Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?**

Public administration staff with care obligations was not allowed to take a special leave. There was bonus for dangerous work and special workload up to 100 per cent of the basic salary for all employees who were exposed to an above-average risk of their health or excessive workload.

5. Looking back - and to the future

- a) **What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?**

The Administration Academy which is the central training body in public administration adjusted quickly its training programme and offered distance learning by video content on current issues such as crisis communication, organising work from home, leadership in new conditions, conducting a remote meeting or phone communication from home, collaborative work, open data, IT tools for remote communication, information security and ensuring well-being. Articles and short e-trainings were also available.

Different short e-trainings and e-materials were being prepared to be used as a tool for independent learning or as part of blended learning.

Online language courses (webinars) were provided for groups or individuals.

All e-materials will be part of the open education resources of the Administration Academy.

- b) **Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?**

With a view to future crises, we are planning more flexibility in the allocation of staff and more telework.



Also, more emphasis will be put on crisis management training for civil service leaders (new ways of work and communication, delegation mechanisms, enhancing trust in employees, keeping track of results of their work etc.)

Moreover, as for the training programmes in public administration, there will be more distance learning and online materials provided for online and blended learning.

Spain

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

The Central Government regained all competencies (in the fields of health, security, education, etc.) during the worst period of the pandemic - period of the State of Alarm, in order to adopt common measures for the whole territory of Spain (the 17 autonomous regions and the autonomous cities of Ceuta and Melilla, located in the North of the African continent)

- b) ***Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?***

Yes. The Spanish legal system of territorial distribution of powers allows for emergency and temporary solutions to adapt the division of competences.

- c) ***Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?***

Reduced economic, administrative and social life during the peak of the COVID-19 crisis involved closing direct services (e.g.: attention to public offices; post offices), and setting up phone / app / website solutions.

2. Handling the COVID-19 workload

- a) ***Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.***

Additional staff for the public Health System was hired by the autonomous regions, and, after the peak, additional staff to manage the unemployment & social services providing for benefits. Members of the Army were also incorporated to civil services (cleaning, assistance to old people residences, etc.).

b) Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?

Yes, from the Army to the health & security services. Civil servants working in non-essential services could also ask, on a voluntary basis, to work in positions on crisis-related tasks (Ministry of Health, Public Services of Employment, etc.)

i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?

No, in order to ease the provision of the services.

ii. If yes, were staff seconded without their consent? What was the role of staff councils?

No.

c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?

YES

i. If yes, were the units composed of staff from the same level of government (central, regional, local)?

- Coordination at political level (Conference of Presidents)
- The Interterritorial Board for the HSH

ii. If yes, how did you go about staffing those units?

d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

Under extreme circumstances, the workers in the public health system did their best, including extension of working hours. Some regions are passing new regulation to compensate, on an economic basis, the extra work that has been carried out by workers of the Public Health System.

e) Were bonuses or salary increases given to particularly strained staff?

See reply in d.

f) How were military forces involved in the COVID-19 crisis management?

They were given instructions to operate together with the police in the deployment of traffic security controls, cleaning of residences for older people, distribution of food and health items, establishment of temporary hospital facilities such as the one in the IFEMA premises (Ferial Institution of Madrid), transport of medicines and food to people living in remote areas; etc. For more info on this topic:

[https:// www.thisistherealspain.com/en/latest-news/the-ifema-hospital-closes-one-of-the-greatest-symbols-of-the-battle-against-coronavirus/](https://www.thisistherealspain.com/en/latest-news/the-ifema-hospital-closes-one-of-the-greatest-symbols-of-the-battle-against-coronavirus/)

In the deployment of the armed forces, military doctors have also been called into action and the military pharmacy has been instructed to increase the production of hydroalcoholic disinfectant solution, as well as other generic medicines that may be required (for more info: <https://www.thisistherealspain.com/en/latest-news/the-armed-forces-join-the-fight-against-covid-19-in-spain/>)

3. Experiences with remote working

a) Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?

Each administration established similar systems to work from home in all the possible activities that could be carried out in this way.

b) Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?

Remote working was regulated only in several autonomous regions and cities.

A new regulation has been passed for the whole of the public administrations all over Spain - Royal Decree-law 29/2020, dated 29th September, on urgent measures for remote working in Public Administrations and human resources at the National Health System to fight against the sanitary crisis due to COVID-19:

<https://boe.es/boe/dias/2020/09/30/pdfs/BOE-A-2020-11415.pdf>

- c. ***Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?***

Devices such as mobile phones or laptops are only attributed by the public administrations to Senior officials. All the other staff had to work in general terms with their private ones (in some case were provided). Digital infrastructure (licenses of programmes, videoconference systems, apps, etc.) were developed in order to provide solutions for the new circumstances.

4. Leave policies

- a) ***Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?***

No.

- b) ***Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?***

There isn't a special leave, but the general sick leave.

5. Looking back - and to the future

- a) ***What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?***

On the one hand, development of remote working has proved a real need to enhance reconciliation of personal, family and working life. Also, to deter presential meetings (national or abroad).

On the other hand, videoconferences have proved very useful to continue working in group and also for on-line training.

- b) ***Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?***

Remote working conditions and flexibility in working hours will be points to improve. These will also be accompanied by new systems to evaluate productivity at work.



The use of videoconference systems will also be applied to reduce travels of civil servants and the associated costs to them, in line with the SDGs 2030.

Sweden

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

Many decisions were taken by the government and valid for all sectors in the labour market including the central government administration. Sweden has worked with recommendations concerning for example quarantine, from the Public Health Agency (Folkhälsomyndigheten) and has not had a total lock down and so far not mandatory use of facemasks. The recommendations concerning gathering of people has forced for example museums, theaters, music- and sports events to decide to cancel operations. Universities and upper secondary schools have practiced digital training only. Financial assistans covering both companies, municipalities and for example employees in furlough and employees in risk groups are in use.

The employers in the export industry have prolonged their collective agreements on pay to the last of September. To avoid being pay leaders both the central government sector and the regions and municipalities sector have followed and negotiated a prolongation of their collective agreements on pay to the last of October 2020.

The following answers are valid for the central government administration. For example, healthcare is mostly a responsibility for the regions and schools and childcare are responsibilities for the municipalities.

Swedish central government administration practice a positionbased career system and delegated employer policy, implying that many decisions due to covid-19 are taken by the agencies close to operations.

- b) ***Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decisionmaking?***

Several decisions were taken by the government to centralize decisionmaking for example for procurement and distribution of medical equipment.

There has been a great deal of questioning about the effects of having such a decentralised system that we practice in Sweden. The need for more national inventories of crucial equipment has been noticed.

- c) **Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?**

In the central government administration only museums closed in the beginning of the pandemic. Now they are usually open again with new booking systems that make it possible to distribute visitors over the day and to keep sufficient distance. Until Summer holiday universities and colleges have practiced digital training and examination only.

2. Handling the COVID-19 workload

- a) **Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? No, not in the central government sector. If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.**

- b) **Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?**

Yes.

- i. **If yes, were secondments limited to the same level of government (central, regional, local)? Yes. Why or why not?**

Redistribution at the same level was enabled by agreements between the employers. To ease competence supply to other levels, mostly for clinical care staff to health care, government agencies applied a benevolent attitude to granting leave for other work.

- ii. **If yes, were staff seconded without their consent?**

No, agencies applied voluntariness. What was the role of staff councils?

- c) **Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?**

No, not that we know in the central government sector.

- i. **If yes, were the units composed of staff from the same level of government (central, regional, local)?**

- ii. **If yes, how did you go about staffing those units?**

- d) Did you order public administration staff to work overtime? Yes. A temporary collective agreement was negotiated to allow for extra overtime. Now it has expired. Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)?**

No, but the Agency for Government Employers opened a special designed webb with FAQ on covid-19 related questions to help employers find solutions and take the right decisions. Please elaborate.

- e) Were bonuses or salary increases given to particularly strained staff?**

No, not that we know.

- f) How were military forces involved in the COVID-19 crisis management?**

Military forces helped building temporay hospitals and lended medical equipment like respirators to the regions.

3. Experiences with remote working

- a) Were public administration staff ordered to work from home? Yes, as far as possible. If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?**

Yes, if necessary decisions were taken on agency level.

- b) Did your existing policies on remote working prove feasible during the COVID-19 crisis?**

Yes. Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?

- c) Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices?**

Usually staff already had necessary technical equipment and software owned by the employer. Were the technical resources sufficient for a larger number of staff working from home? Yes. Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions? Yes usually, but many employers have supplemented with more reliable and powerful software.

4. Leave policies

a) *Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?*

No, on the contrary, the central government took over the responsibility for sick pay from all employers including the central government agencies, abolished the qualifying day for sick pay and extended the right to sick pay without a medical certificate from one week to up to three weeks. (Normally the employers finance sick pay the first 14 days in the sick period.)

Note that many of these changes made by the government in turn made changes necessary in the collective agreements negotiated by the social partners in the central government sector.

b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave?*

Not from the beginning, but after a decision in August 2020 the following apply from 2020-07-01 for staff especially vulnerable:

As of 1 July, the ordinance (2020: 582) on certain sickness benefits for preventive purposes and certain carriers' benefits due to the disease covid-19 applies.

The ordinance stipulates that anyone who belongs to any of the risk groups specified in section 2, items 1-7, may, under certain conditions, be able to receive sickness benefit for preventive purposes.

One of the conditions is that the Swedish Public Health Agency has recommended that the risk group to which the person belongs needs to refrain from gainful employment outside the home.

On 29 June, the Swedish Public Health Agency recommended by special decision that all the risk groups covered need to refrain from gainful employment outside the home for the time being. The recommendation applies from 1 July 2020.

However, there are several other conditions that must be met in order for the individual to be entitled to sickness benefit. In addition to the Swedish Public Health Agency's recommendation, it is required:

- that the individual is not able to perform his or her gainful employment at home, and
- that the employer has not offered other work tasks within the framework of the employment, or

- it has otherwise not been possible to adapt the work situation so that from an infection control point of view a suitable distance can be kept to others to avoid the spread of covid-19.

It is the Swedish Social Insurance Agency that decides whether the individual is entitled to sickness benefit according to the new regulation.

Under what circumstances? What were the consequences for their remuneration? Normal sickness benefit apply.

5. Looking back - and to the future

a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?*

It really is too early to answer this question, but many speculate in that there will be

- more digital meetings in the future due to increased digital competence and well-functioning software,
- more remote work due to individuals having made sufficient arrangements at home and noticed the advantages with no travels and the employers having found ways to manage remote leadership and recognized more operations suitable for remote work
- more studies of consequences on psychosocial effects due to upcoming negative effects both on wellbeing and work quality.

b) *Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?*

Upcoming plans discussed are

- tailoring the physical work environment to be more resilient for spread of infection,
- even more information security and ICT considerations linked to remote exercise of authority and for example risks with cross-talk.

Switzerland

1. Structural Information

- a) *Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).*

The Federal Council was responsible for the different aspects of COVID-19 crisis management.

- b) *Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision making?*

This still has to be analysed.

- c) *Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?*

No. The services were switched to online as needed.

2. Handling the COVID-19 workload

- a) *Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.*

No additional employees - but internal transfers were made.

- b) *Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?*

i. *If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?*

ii. *If yes, were staff seconded without their consent? What was the role of staff councils?*

We developed an app for the federal administration to allow for any such necessary secondments. It functioned as a job market exchange. It was developed for the federal administration, as we are responsible for the employees of the federal administration and not for the other levels of government. There are no secondments done without the consent of the persons concerned.

c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?

i. If yes, were the units composed of staff from the same level of government (central, regional, local)?

ii. If yes, how did you go about staffing those units?

No, but a nationwide task force of members of the scientific community was set up.

d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

No - there were, however, areas in which the workload was higher at short notice and overtime was necessary. Compensation was paid within the usual framework.

e) Were bonuses or salary increases given to particularly strained staff?

No.

f) How were military forces involved in the COVID-19 crisis management?

The army provided subsidiary support to civilian institutions (e.g. in hospitals, at the border, for transports).

3. Experiences with remote working

a) Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?

The staff was asked to work from home if it were possible. Each administrative unit defined the functions they found necessary to be performed in person.

See our FAQs Legal aspects

- b) *Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?***

Yes. They have been proven feasible. Our mobile working guidelines as published before the Corona crisis still apply.

- c) *Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?***

For the most part, the staff was provided with the necessary equipment. Yes, the technical and digital infrastructures were sufficient.

4. Leave policies

- a) *Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?***

Depending on the various administrative units

- b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?***

See our FAQs Legal aspects

5. Looking back - and to the future

- a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?***

Remote working will probably be put into place more often.

b) Do you plan to implement new policies with a view to future crises (eg.standardised workflows, plans for more flexibility in the allocation of staff)?

This still needs to be discussed.

Turkey

1. Structural Information

- a) ***Please indicate which level of government (central, regional (Land) or local (municipal)) was responsible for different aspects of COVID-19 crisis management (e.g. quarantine orders, closure of schools and childcare facilities, restrictions in retail and gastronomy, procurement of medical equipment, increase of hospital capacities, mandatory use of face masks, financial assistance to individuals and companies).***

Turkey has adopted multiple measures to address the pandemic at all government levels led by The Presidency and The Ministry of Interior.

- The Government
 - o unveiled measures to support labor markets (including a doubling of the part-time compensatory work scheme)
 - o announced a nationwide ban on prayer gatherings
 - o distributed free face masks and cologne
 - o set price ceiling for face masks
 - o either cancelled or postponed sports leagues
 - o banned picnics, fishing, exercising outside, barbecuing in gardens and parks
 - o announced ₺100 billion economic measure package (postponing tax liabilities, cash transfers, credit easing etc.)
 - o allowed remote and flexible working for civil servants
 - o lifted import tariffs on necessary medical equipment
 - o repatriated Turkish citizens from abroad
- The Ministry of Health
 - o set up the Coronavirus Scientific Advisory Board
 - o installed thermal cameras at the airports
 - o established field hospitals
 - o declared certain hospitals as pandemic hospitals
 - o paid additional fee on health sector workers' paychecks
 - o launched antibody tests
- The Ministry of Interior
 - o closed certain borders and terminated flights to and from certain countries
 - o quarantined citizens coming from abroad in state dormitories
 - o closed venues like pavilions, bars and night clubs, shopping malls, barbershops and beauty saloons, gyms, libraries, cafés, movie theaters,
 - o extended military discharge procedures
 - o announced curfews for those over the age 65, chronically ill and age under 20

- o announced entrance bans to certain provinces
 - o made using masks in public places mandatory
 - o subjected intercity travels to permission
 - o declared weekend curfewa
- The Ministry of Education
 - o closed schools and started online and tv based education
 - o postponed nationwide exams
- Municipalities
 - o carried out massive disinfection in public places, transit vehicles and other places which were demanded,
 - o provided free transportation and accomodation for health sector workers
 - o initiated social solidarity campaigns

b) *Did the division of competences in place prove adequate? For the future, do you see a need to allow for more central/decentral decision-making?*

The current organization of the government has enabled policy makers to take immediate action in terms of both decision-making and implementation. There was a strong coordination between central government and local governments. There has been a few cases where local governments stated that they did not have enough time to prepare for some restrictions of the government; however, the lessons are learned and coordination was enhanced.

c) *Were central, regional and/or local administrations with direct services to the public closed during the height of the COVID-19 crisis? If yes, were (some of) their services made available online?*

Central or local administrations with direct services to the public have not been closed. Yet all the necessary measures have been taken to encourage people to use e-government services and to protect the public personnel. Turkey has been providing many services via e-government portal and statistics show that there has been significant increase in the use of e-government services (e.g. unemployment benefit applications).

2. Handling the COVID-19 workload

a) *Did you hire additional staff from outside the public sector to assist existing staff manage crisis-related tasks? If yes, were the staff hired on a temporary basis? Did you offer financial incentives? Please elaborate.*

Additional health professionals and employees under service contract have been employed in Ministry of Health hospitals to meet rising healthcare demand. For existing health professionals as well as newly hired ones supplementary payments and bonuses have been given. Moreover, for the health professional several public services have been offered free until the end of 2020.

b) Did you second staff from within the public sector to other authorities to assist existing staff manage crisis-related tasks?

NO

- i. If yes, were secondments limited to the same level of government (central, regional, local)? Why or why not?*
- ii. If yes, were staff seconded without their consent? What was the role of staff councils?*

c) Did you create new work units across different authorities to specifically deal with the COVID-19 crisis?

NO

- i. If yes, were the units composed of staff from the same level of government (central, regional, local)?*
- ii. If yes, how did you go about staffing those units?*

d) Did you order public administration staff to work overtime? Did you change your existing policies with regard to voluntary overtime (offer payment or defer cap limits)? Please elaborate.

The public administration staff work overtime and the public administration staff working in Ministry of Health and university hospitals have been offered supplementary payments.

e) Were bonuses or salary increases given to particularly strained staff?

The bonuses and salary increases have been given to the health professionals working in Ministry of Health hospitals and university hospitals, and performance payments in those hospitals have been made from the performance cap.

f) How were military forces involved in the COVID-19 crisis management?

No, military forces were not involved in the COVID-19 crisis management. However, gendarmerie units have helped to provide basic necessities of elderly in some rural areas.

3. Experiences with remote working

a) Were public administration staff ordered to work from home? If not, were they, in general, given the opportunity to work from home? Did you formally define essential functions to be performed in person?

On March 22, by Presidential mandate remote and flexible working schemes were allowed provided that there are no interruptions in the public services. Personnel with reported chronic illnesses, pregnancy condition and aged over 60 are considered to be on administrative leave. There was a considerable effort before the epidemic to conduct all possible public services electronically. Thanks to these efforts and infrastructure, public personnel could easily accommodated with remote working conditions.

b) Did your existing policies on remote working prove feasible during the COVID-19 crisis? Was there a need for ad hoc changes? If yes, have you changed them back in the light of the lockdown easing?

There has been no interruptions in the public services, existing policies proved feasible.

c) Were public administration staff working from home provided with the necessary technical equipment or did they have to use private devices? Were the technical resources sufficient for a larger number of staff working from home? Did the digital infrastructure allow for a comprehensive use of tele- and videoconference solutions?

IT departments were able to handle the needs of public administrations in terms of providing online meeting services, document sharing and online service providing. Most of the public administration staff have access to laptops and electronic signatures.

4. Leave policies

a) Were some public administration staff required to take a compulsory leave and suffer a (partial) loss of remuneration?

NO

- b) *Were public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave? Under what circumstances? What were the consequences for their remuneration?***

The public administration staff with care obligations and those especially vulnerable to the coronavirus allowed to take a special leave. In this regard, elderly staff who is older than age of 60 years-old, pregnant and nursing mothers, staff with specified chronic diseases, and staff with disabilities were given paid leave (administrative leave). Those deemed on administrative leave have been deemed to fulfil their duties in this period; their financial and social rights and benefits and other personal rights have been reserved.

5. Looking back - and to the future

- a) *What new practices introduced during the pandemic have proven so efficient that you plan to stick to them in the future?***

Although there is no concrete plan regarding new practices introduced during the pandemic, the new practices regarding streamlined application processes and access to public services using information technologies will be used in the future.

- b) *Do you plan to implement new policies with a view to future crises (eg. standardised workflows, plans for more flexibility in the allocation of staff)?***

Although there is no concrete plan, after evaluation of the performance of the new policies and practices, some of them will be used with a view to future crises.

Annex C:

Covid-19 Questionnaire – Presentation during the Directors General Meeting on 17 November 2020



Forschungsstelle öffentlicher Dienst



**Public Administrations' Reaction
to the COVID-19 Crisis**
Presentation for the workshop at the
EUPAN Directors General Meeting
November 17th, 2020

Gisela Färber



Structure

1. Introduction
2. The COVID-19 pandemic in Germany – some data
3. Assignment of competences in German federalism to manage the pandemic
4. Public sector actors and intergovernmental relations
5. The role of civil service to manage COVID-19
6. Some problems of COVID management

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2. The COVID-19 pandemic in Germany – some data

- First COVID-19 case January 27th, 2020
- local hot-spots after carnival sessions and strong beer events
- First lock-down March 25th, 2020



- Second wave since mid of October
- November 12th, 2020: 738,094 infections (888 per 100,000 inhabitants) , 460,000 recovered (564), 12,007 death cases (14)
- 7-days-incidence: 130,189 (157 per 100,000 inhabitants)

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3. Assignment of competences in German federalism to manage the pandemic

- ▶▶ Germany is an executive federalism: centralization of legislation, decentralization of execution/administration
- ▶▶ Federal law for protection against infections since 2001
 - ▶ base of state and local management of the first local hot-spots
 - ▶ was specialized in March 25th, for COVID-19 and started first nation-wide lock-down
 - ▶ has no executing administrations, only specialized agencies, here: Robert-Koch-Institut (RKI)
- ▶▶ States (Länder)
 - ▶ transfer federal law into state laws and decrees within a large scope of action,
 - ▶ regulate in policy fields of own competences (part. schools, kindergartens, details for hotel accommodation etc.),
 - ▶ 'delegate' the execution of a certain share of federal and state law to their local governments and 'control' the execution of law of local governments
- ▶▶ Local governments (county free cities, counties, cities and villages within cities) are the lowest level of public administration
 - ▶ administer regulations of upper levels of government
 - ▶ have the right of 'self-administration' for all local concerns
- ▶▶ decentralized executive competences allow specific management according to diverging infection rates!

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4. Public sector actors and intergovernmental relations

- ▶▶ Central decision-making: Conference of the Minister-Presidents: State Minister Presidents meet Federal Chancellor
- ▶▶ Federal Ministers of Health, of the Interior, of Finance, of Economic Affairs, Labour + Chancellors Office ('Corona-cabinet') + staff of the Ministries
- ▶▶ Conferences of States Ministers of Health, of the Interior, of Finance, Education + staff of ministries
- ▶▶ Federal and State Chancelleries for coordination of decision-making and communication
- ▶▶ Lord Mayors and Heads of County Administrations
- ▶▶ Local agencies:
 - ▶ Local Health Agencies: collecting infection data and transfer to RKI, organizing COVID tests, tracing contacts of infected citizens, prescribe quarantines for infected people and citizens returning from high risk countries
 - ▶ Local regulatory agencies (which include local auxiliary police) control the observance of COVID regulations (hygienic concepts, nose-mouth-protections, distance rules, quarantine, ...) and give permits for local events
- ▶▶ State-local 'conferences' including all authorities to manage the daily challenges of the pandemic

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5. The role of civil service to manage COVID-19

- » extremely high tension and workload of civil service since mid of March
- » during first lock-down even closing of local citizens' office
- » teachers und university staff had to organize virtual lessons often without the necessary equipment
- » many worked from home-office and had mostly virtual contacts
- » civil servants with chronic diseases ('high risk patients' in case of a COVID infection) have the right of home office
- » reduction of travelling activities
- » continued pay for parents who needed to stay at home to care for their children who were restricted to home learning too
- » only very few local governments decided for short-time work for the staff with lower occupation during the lock-down
- » Additional staff for special local agencies: local health and local regulatory agencies
 - » local health agencies had job vacancies before COVID and were not able to hire enough qualified personnel; support from temporarily hired students; special support from military forces! Rhineland-Palatinate: temporary transfer of state staff to local governments!
 - » local regulatory agencies get support from state and – most recently – federal police; they often hire private security services for the 'not so public' tasks

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6. Some problems of COVID management in Germany

- » deficiencies of digitalization (local health agencies governments, schools, universities)
- » conflicts between goals of
 - » health protection and avoidance of further damages for regional and local economy
 - » necessary restrictions and citizen's basic rights
- » disastrous situation of public sector budgets
 - » biggest decline of tax revenues ever recorded
 - » high losses of federal, state and local enterprises (public transport, cultural institutions, local government owned hospitals, airports, fairground enterprises, ...)
- » 'explosion' of expenditures
 - » Bund 'replaces' lack of regulatory and executive competences by a 'flood' of expenditures
 - » Bund undertakes a Keynesian fiscal policy in order to stabilize economic development ('unavoidable')
 - » intergovernmental transfer payments aim at supporting local governments which have not the financial means to cover the COVID caused deficits
- » 'second wave' was unexpected for many politicians and citizens
- » not only citizens, but also civil service must continue exceptional efforts and patience to reach the 'state of vaccination'

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Annex D:

EUPAN Summer School – Directors’ General Decision on 17 November 2020

General Considerations

1. The European Public Administration Network will establish a EUPAN Summer School.
2. In principle, the EUPAN Summer School shall be held each year on the initiative of one or more Member State(s) or the European Commission or an observer of EUPAN.
3. The EUPAN Summer School shall deal with all topics relevant in the EUPAN network. It can be concentrated on specific issues of the EUPAN network.
4. The EUPAN Summer School shall be organised and financed by the Member State(s) concerned or the European Commission or an observer of EUPAN on a voluntary basis.
5. The organiser may implement the Summer School in collaboration with a university or a different external institution.
6. The EUPAN Summer School shall be open to participants from all Member States, staff of the European Commission and staff of the observers of EUPAN. Each EUPAN Member shall be eligible for nominating at least one participant.
7. The main focus of the EUPAN Summer School will be on mid-career civil servants. The host of a Summer School session may however decide to organise it for another target group.
8. A decision to hold a session of the EUPAN Summer School shall be made at the EUPAN DG-meeting.

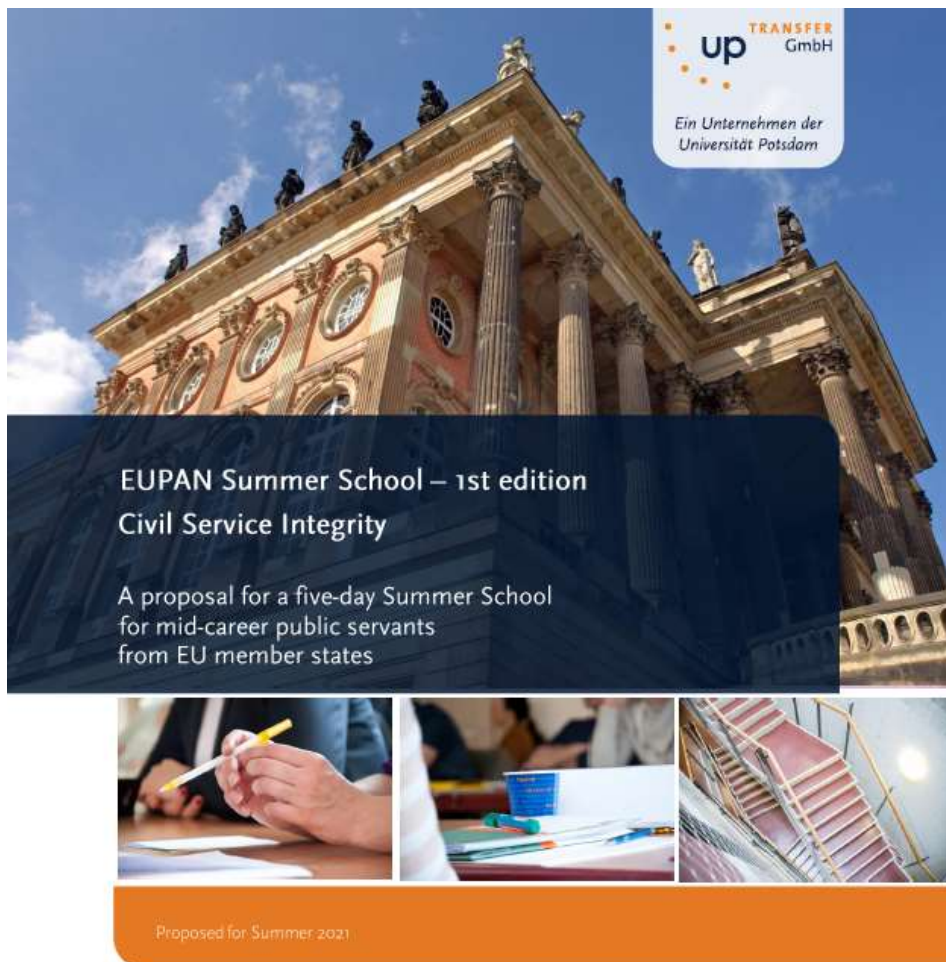
Pilot Meeting 2021

1. DGs welcome Germany's offer to organize a pilot EUPAN Summer School in Berlin and its surroundings from 5 to 9 July 2021.

2. DGs agree that the focus should be on identifying common subjects for future cooperation after the covid-19 crisis.
3. They suggest that the issue of integrity would be a good starting point for testing the format.
4. DGs acknowledge Germany's commitment to cover the 2021 Summer School's accommodation costs for a maximum of 30 participants.

Annex E:

EUPAN Summer School – Proposal for the First Edition



The main graphic features a large photograph of the Brandenburg Gate in Berlin. In the top right corner, there is a logo for 'up TRANSFER GmbH' with the text 'Ein Unternehmen der Universität Potsdam'. A dark blue semi-transparent box is overlaid on the bottom left of the image, containing the following text:

EUPAN Summer School – 1st edition
Civil Service Integrity

A proposal for a five-day Summer School
for mid-career public servants
from EU member states

Below the main image, there are three smaller inset images: a person writing with a yellow highlighter, a desk with papers and a blue folder, and a staircase with a red carpet.

Proposed for Summer 2021

UP Transfer GmbH Executive Education
Public Policy & Management



Imprint

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1. Objectives of the EUPAN Summer School

Against the background of EU integration and in resonance with increasingly transnational administrative action, this summer school sets out to create a space for exchange for a group of mid-career public servants from all EU member states, the EUPAN's observer states and the European Commission (up to 30 participants). With a combination of "food for thought" from administrative sciences and other disciplines as well as opportunities for (self-) reflection, its aim is to provide knowledge and exchange on prerequisites and circumstances of the administration's responsibilities within the respective context of the participants, transcending the challenges of day-to-day tasks and current projects.

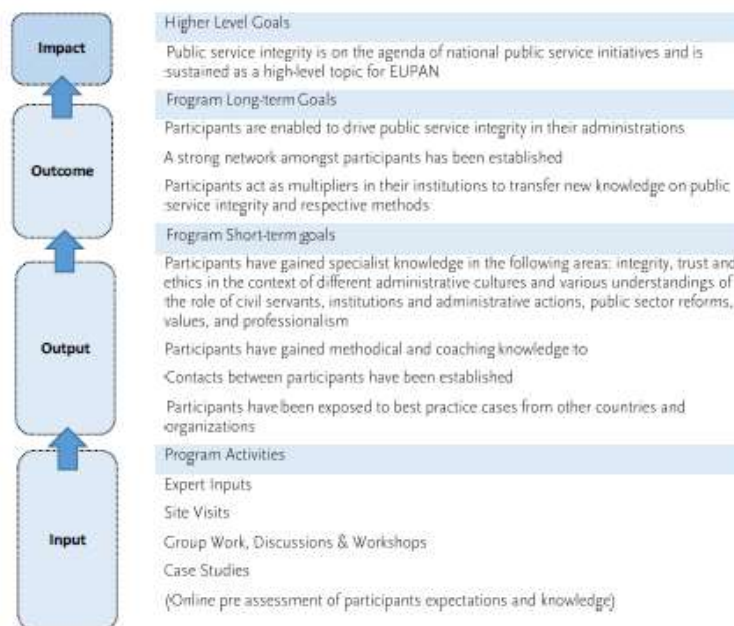
Civil Service Integrity is the connecting factor for the first edition of the Summer School. In the academic literature dedicated to this topic, integrity has been defined as the quality of acting in accordance with relevant moral values, norms and rules (Huberts, 2018). Thus for individuals an integrity judgement always raises a moral dimension. In the professional context, the integrity of each individual is inter-linked to the ethos of the whole profession. The ethos is a system of interiorized values, which remains most of the time implicit. In the literature, ethos has been opposed to ethics, defined as a coherent system of explicit moral principles that can be identified at individual, organizational and societal level (Larat/Chauvigné, 2017 and Salminen, 2010).

The distinctions between implicit and explicit values as well as between the individual, organizational and societal level are relevant when it comes to the question of integrity in the civil service. On the individual level, integrity in the civil service relates to implicit and explicit values determining the behavior of the public agents. On the organizational and societal levels, the notion extends to encompass processes and procedures thus relating to the concept of good governance. Governance is about addressing collective problems or interests; it presupposes support and legitimacy of the concerned organization. With regards to the question of civil service integrity, good governance refers to the policy process itself (from the agenda-setting to the implementation and evaluation) and not to the policy output (Huberts, 2018).

This quick overview of the notions closely linked to the question of integrity in the civil service shows that the concept should be employed in the broad sense, going beyond the literal notion of "incorruptibility". We will therefore understand integrity as a general principle to determine the institutional and personnel-related requirements towards the public service, thus, holding a key role for the aim of a "good administration".

During the summer school, the participants, speakers and facilitators shall jointly elaborate on possibly different understandings of the topics in the EU member states and how Civil Service Integrity may serve as a joint standard for transnational administrative action.

From a project management perspective, we conceptualize the effect logic of the summer school as following:



2. Course Structure: Topics and Methods

2.1 Topics

Historically, the first aspect of civil service integrity which has been addressed by practitioners and researchers is the corruption of public servants. A definition of corruption has been agreed upon: the abuse of entrusted power for private gain. Based on this common understanding, states, international organizations and NGOs combined their efforts to tackle corruption. As a result, a set of laws and regulations (hard and/or soft, depending on the country) was designed and implemented. Despite awareness and informed action, corruption still exists and the fight against it is still a priority at international and national level. In this regard, the grey zone between the political and administrative spheres, which constitutes a structural problem inherent to the administration in democracies, remains at the center of attention when it comes to corruption in the civil service.

Major developments in the political and administrative structures of the EU Member States in the last decades gave rise to new questions on the meaning and extent of civil service integrity. One of these developments is New Public Management (NPM). This doctrine, which originated in the Anglo-Saxon world, introduced values from the private sector, such as efficiency, results-based obligation or entrepreneurship spirit, in the public sector. On this basis, management practices in the administration were reformed. Due to the difficulty to reconcile these sometimes contradictory values in the practice (Behnke, 2006), public agents, and in particular managers, are facing moral conflicts. Another consequence of NPM is the breaking down of the traditional demarcation between the public and private sphere. At individual level, this can take the form of smoother career mobility between the public and

private sector. At an organizational level, the breaking down of the traditional demarcation materializes through the constant expansion of private public partnerships (PPP), in part to new sectors formerly reserved to the public sphere. In PPP projects, a balance between public and private values and objectives must be struck and constantly adjusted as the project progresses.

Another development which had a major impact on the administrative organization in the last decades is the deepening—or increased integration—of the EU. Nowadays the number of policy fields in which the decision-making process includes the European level (in its supranational or intergovernmental form) is significant. As a consequence, the number of public servants dealing with issues on a European level increased. When they are directly involved in the European decision-making process, these public servants may find themselves in situations in which their understanding of integrity is challenged by a disruption of the traditional administrative loyalty chain. From a societal point of view, this interlinking of the European and national level makes the understanding of the decision-making process more complex. This, in turn, exacerbates bureaucracy critic towards national and European bureaucracy.

In recent years, the critics of citizens mutated in a general distrust towards the political and administrative systems in place. This phenomenon is observable in large parts of European societies. Various factors influenced it, from the global availability of information, the rise of disinformation and social media – opening the way for the "post-truth era" – to difficult and uncertain economic situations. Populist or extreme political parties all over Europe successfully used the citizens' distrust in order to establish themselves in the political landscape. These parties challenge the existing European and national political and administrative structures, thus destabilizing the basis of their support and legitimacy.

The summer school will address these questions thereby looking into the topics of integrity, trust and ethics in the context of different administrative cultures and various understandings of the role of civil servants, institutions and administrative actions, public sector reforms, values, and professionalism. The discussion should revolve around the way to build a culture of integrity based on a common understanding, ethical leadership, an appropriate training for the civil servants as well as new measuring tools and methods. The common thought process should lead the group to the central question of how civil service integrity may serve as a joint standard for transnational administrative action.

2.2 Learning Objectives

Against the background of the above-stated topics and project impact logic, the Summer School shall intend to achieve learning objectives on three levels (Gebhardt, 2020):

- **Knowledge:** Deepening participants' understanding and increasing their knowledge gains on concrete concepts on integrity, trust and ethics in the context of different administrative cultures and various understandings of the role of civil servants, institutions and administrative actions, public sector reforms, values, and professionalism ("content reflection")
- **Skills:** Enabling participants to develop innovative solution approaches to current civil service integrity challenges and to apply respective methodical and coaching knowledge; strengthening participants' collective creativity and network ("process reflection")
- **Attitude:** Fostering participants' openness and ability to observe and change oneself, i.e. self-reflective reasoning and ability to change overall basic assumptions and attitudes ("premise reflection")

2.3. Key Principles

In accordance to international standards of adult learning we suggest that the Summer School should emphasize the following key learning principles:

1. **Peer-to-peer learning.** Each participant will bring a wealth of experiences, perspectives and ideas to a Summer School which should be utilized for working in the large group as well as in smaller and diverse peer groups. International diversity will be another asset from which to create international and cross-sectoral dialogues that foster collaboration and innovation.
2. **Integrating the Work Context.** The Summer School should integrate the work context of participants and aim at fostering change within the organization the participants are embedded in. Before departing, participants may be assisted in a reflection of key challenges that they face in their daily work towards civil service integrity (see below). Reflections shall then be further supported in the Summer Schools by inputs of experts and lecturers as well as the discussion of selected cases in peer groups and through peer coaching.
3. **Learning Tandems.** We recommend that two participants from two different countries build a tandem throughout the duration of the Summer School (and prospectively beyond). Inputs and exercises can thereby be constantly challenged by two different perspectives and feedback among the tandem partners. More importantly, the tandem system may allow participants to invite creativity and "wild ideas" and to develop low-key prototype-solutions or initiatives for similar civil service integrity challenges. The tandem can thus become a nucleus for transformative change.
4. **Process Orientation and Openness.** Hardly anyone changes his or her practices of professional life after reading a great book or listening to a sharp lecture. From our perspective, much depends on the social field with which adult learners immerse that may trigger change. Though the summer school shall have clear objectives (see project logic above) and apply an overall design (see U-movement below), its formats shall intentionally involve a high degree of openness. This openness allows the facilitators and participants to adapt flexibly to needs and changes that may emerge, to generate and hold an open space for transformation and innovation throughout the summer school.
5. **Integrated Approach.** As indicated by the former principle, the Summer School shall intend to go beyond the cognitive bias of conventional didactics that favors the brain and rational knowledge. As neuroscience has shown, deep personal learning and the search for profound innovation may take place when its subject is not only meant to be externally given (i.e. changing conditions under which we operate) but rather deals with the subject of appropriation of an "interior reality", that is changing the inner place from which we operate (Arnold 2012, pp. 157). Therefore, the summer school shall balance and enrich cognitive learning with activities and learning experiences that address intuition and emotions as well.

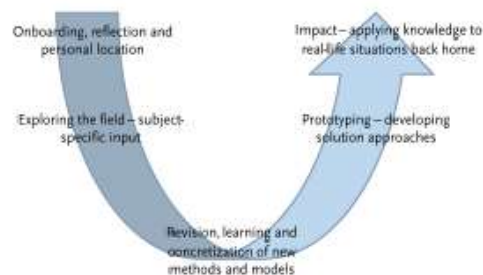
2.4 Methodology

We recommend that the Summer School employs a modern mix of knowledge transfer and exchange formats such as generative or spotlight interviews, lightning talks, panel and fishbowl discussions, gallery walks and global cafés. Thereby input sessions with experts on the abovementioned topics will be embedded in a system of over-arching interactive workshop sessions. All sessions shall be professionally facilitated to provide time to discuss lessons learnt, reflect on different backgrounds, traditions and narratives, establish connections to the participants' own context e.g. regarding values, and professionalism, and develop concepts and ideas for the future.

¹ This section on key principles draws heavily on Akademie für Internationale Zusammenarbeit (2013; pp. 15).

In orientation to the "Theory U" project management paradigm (Scharmer, 2016), the Summer School's learning journey could follow a U-movement:

1. The first movement (moving down the left side of the U) is about opening up and connecting horizontally. At this stage participants should be invited to suspend habits of judgment and putting themselves into the modus of observing and listening with their minds wide open.
2. The second movement (at the bottom of the U) is about connecting more vertically with the topic of civil service integrity and deeper knowing and self-knowing. This stage is about deep reflection and about allowing one's deeper collaborative knowing to emerge.
3. The third movement (moving up the right side of the U) is about acting : that is using rapid-cycle prototyping to explore emerging possibilities by doing something together, which then generates feedback that helps generate new iterations of the initial prototype until it reaches a form that all stakeholders feel good about.



More precisely, we suggest a chronological structure of the Summer School program as follows²:

1. The **first part** of the Summer School might have two interlinked sections with the first taking place before the on-site seminar:

While still in their home countries, participants of the upcoming summer school are assisted in reflecting civil service integrity challenges that they as individuals, their organizations, or country face in the moment. Use a web-based tool for an online pre-assessment of the participants' expectations and knowledge with questions as such:

- If we were to call civil service integrity a "solution", what is the problem that it solves?
- Suppose, the number 1 stands for no value at all for civil service integrity in your administration and the number 10 for the greatest possible value that one assigns to this concept, where do we stand in my country/administration?
- Whereby would you recognize that you make progress on that scale in your administration, or for example moving from 5 to 7? Who would benefit most by such development?
- What needs to happen during the summer school that you would say it was fully worth it in the end? What needs to happen for you to call it a failure at the end?

The second part of onboarding would take place on-site, mainly on the first day of the summer school. After welcome addresses by the hosting institution, the German Federal Ministry of Interior (BMI) and the Summer School organizers (providing an overview on summer school), we suggest

² The description of tools in this section on methodology draws on Presencing Institute (2020).

a "zooming out" to widen perspective, that is a key note by a renowned (and likewise inspirational) expert, a high-ranking practitioner or scholar.

This input should serve as a common background against which to reflect on the status quo of Civil Service Integrity in participants' home countries, using the format of mutual appreciative inquiries, for example. This exchange may be followed by impulse talks on administrative cultures (from selective comparative perspectives). The evening may be reserved for networking facilitated by Summer School organizers.

2. The **second and third phase of the seminar** go hand in hand to allow participants to "explore the field", receive subject-specific input and reflect the experiences in interactive formats. On the second day, we suggest to start with a World Café, a format that activates participants to collect diverse ideas on key subjects (such as three cafés on 1. objectives of Civil Service Integrity, the "What"; 2. its added value for PA, the "what for", and 3. respective measures to attain objectives, the "how").

As this would explore the field from the very administrative experience of participants, it could nicely set the stage for external views: A session on "What does research say?" may provide impulses otherwise not being paid attention to and create a space for resonance. Such session shall be organized by way of short (and, yes, entertaining) impulse or lightening talks to grant a variety of perspectives and to assure a good degree of intellectual enlightenment (and irritation). The day may be closed by a fishbowl or panel discussion of researchers and participants. Learning tandems (see above) may receive a reflection task for the evening.

3. The **third day's** focus shall be on site visits in the hosting region, Berlin and Brandenburg. This "deep dive" into administrative practice and "best practice" examples usually carries a high learning potential and allows participants to digest "real cases" in direct comparison with their own practice. Content and processes which are observed during the site visits could be reflected by "dialogue walks" which engage the interviewees in a reflective and generative conversation. As the third day marks the middle of the Summer School, we recommend a socializing event in the evening as a closure of the day. This could be a boat trip on the river Spree (with a dinner) or a reception on rooftop overseeing Berlin or Potsdam (including a fire-site chat by high-level speaker).
4. The **fourth day** of the Summer School may take a full workshop setting: Awareness of values, public service ethos and professionalism shall be introduced through one or two impulse talks which reactions of participants. Then, the Summer School shall focus on lessons learnt so far. Experiential skill learning shall be supported via guided "case clinics": Those small-group settings (also known as "reflecting team" or "peer coaching") shall be used to access the wisdom and experience of peers and to help a member of the group see new ways of responding to a challenge that matters deeply to that person.

Furthermore, participants shall be invited to work on prototypes (moving the group or the tandems up the right side of the U). Prototyping translates an idea or a concept into concrete action. Prototypes are an early draft of what the final result might look like, which means that they often go through several iterations based on the feedback generated from stakeholders.

5. The **fifth and final day** shall be devoted to crystallizing further the lessons learnt as well as innovative ideas: Results and applications from group or tandem work could be presented by an improvised poster sessions (using the "bar camp" or the "practice gallery" format) or short presentations in the plenum (using the "Pecha Kucha" format, for example). A "Joint Concept of Integrity" (or a first draft of it) could be an outcome of the Summer School, which is likely desired (if not expected) by participants. We recommend to foster that process with professional "graphic recording" on the last day. Such graphic recording will literally illustrate the results of the Summer School and help a (new) EUPAN Public Service Integrity narrative to emerge.

Furthermore, the last day shall strengthen the collective network of all participants and will allow them to network with one another one more time. The Summer School shall end with a future-pacing session to help participants to sustain participants' professional development and lessons

learnt as well as to encourage them to work on their prototypes once they returned to their home countries. Only then, participants may be able to create the kind of impact that they may wish for (and that have placed at the end of the simplified effect logic above). Also, the EUPANetwork will be strengthened further and allow for future collaborations that tackle civil service challenges.

3. Proposed Schedule

Against the background of the considerations above (and all conditions still to be confirmed and subject of change), the schedule of the Summer School could be as follows:

Day 1	Day 2	Day 3	Day 4	Day 5
Opening Workshop Exploring the territory - traditions, narratives, stereotypes	Current developments from the academic perspective	Excursion	Values and Professionalism	Closing Workshop "New concepts - A joint narrative?"
Key Note Workshop Reflection Sessions on the Status Quo of Civil Service Integrity Impulse Talk on Administrative Cultures (from comparative perspectives) Discussion	Impulse Talks and Discussions Trust, Ethics and Integrity - Impulses from (Comparative) Research Projects Possible formats: Impulse Talks, World Cafés, Group Discussions, Fishbowls etc.	"Field Trip" to a Public Sector Institution in Berlin/Potsdam (possible destination to be determined according to participants' profiles)	Workshop Lessons Learnt from Days 1, 2, 3 Joint Reflection, Case Critique Impulse Talk on Professionalism Interactive Sessions/ Experiential Learning Awareness of Values in Professional Context	Workshop Interactive Sessions/ Experiential Learning A Joint Concept of Integrity free afternoon
				Joint Evening Event

4. Possible lecturers and facilitators

The overall success of the Summer School will much depend on the quality of proposed speakers, discussant and participating experts. They should not only meet the general criteria of a solid record of expertise (and/or publications) and of public speaking assignments (in English language) but must prove to "fit" with the specific target group of committed and experienced civil servants from the EUPANetwork. Therefore, we still need recommendations for speakers from the BMI (and possibly from other EUPAN members?).

Those recommendations still pending, we suggest to take the following people/institutions into account (list to be expanded):

4.1. High profile experts

- Prof. (em.) Dr. Werner Jann, Potsdam University (Renowned scholar and expert of administrative science, former EGPA President and IIAS Vice President, excellent speaker)
- Prof. Alina Mungiu-Pippidi, Hertie School of Governance (Chair of the European Research Centre for Anti-Corruption and State-Building (ERCAS))
- Prof. Nathalie Behnke, TU Darmstadt (published numerous academic publications on the topic of ethical measures in the civil service)
- Jann Jakobs, Potsdam's mayor 2010-2018 (contact through BMI?)
- Christian Chauvigné, (Consultant and associated professor with a background in social psychology. His most recent work focuses on the modes of social regulation through norms and values and the activity of leaders in this regard. He published the article "Vivre les valeurs du service public" together with Fabrice Larat.)
- Julio Bacio Terracino, Acting Head of the Public Sector Integrity Division, Directorate for Public Governance, OECD

4.2. Relevant public and private institutions and international organizations

- European Anti-Fraud Office (contact through the European Commission's Representation in Berlin?)
- Federal Police headquarter based in Potsdam, Division 3 Fight against criminality (contact through BMI?)
- BMI Referat DG I 3 Integrität, Korruptionsprävention, Sponsoring (contact through BMI)
- France's "Haute autorité pour la transparence de la vie Publique" (this independent institution controls the integrity of the highest-ranking French public officials and manages a public register of lobbyists. They published a practical guide for public managers and Ethics Officers.)
- Romanian National Integrity Agency (the National Integrity Agency is an autonomous administrative authority and legal figure operating at the national level since 2007.)
- Transparency international Germany (contact through Isabelle Proeller)
- Chief Compliance Officer from a (German?) company or law firm (e.g. Siemens, Hogan Lovells...)

4.3. Prospective facilitators

Under the condition that the organization of the Summer School will be assigned to UP Transfer GmbH, we suggest the following team of facilitators (who are also the authors of the present proposal):

- **Thomas Gebhardt** is Head of "Executive Education - Public Policy and Management" at UP Transfer GmbH, the non-profit knowledge transfer firm of the University of Potsdam. Before joining the University of Potsdam in 1999, Thomas worked as a Research Fellow at the Center for Social Policy Research (ZeS) of the University of Bremen. Thomas holds a Master's degree from the New School for Social Research, New York (1993), a doctorate in Sociology from the Free University Berlin (1997) and has received deep-systemic training (Artop, Berlin; Simon, Weber and Friends, Berlin). Thomas Gebhardt is "Professional Coach" of the German Federal Association of Executive Coaching (DBVC). Recent consultancy assignments include work for the Federal Ministry of Defence; German International Cooperation (GIZ), the German Foreign Office (AA) and the Bosch-Foundation. Thomas Gebhardt would take the project lead in facilitation. He has vast experience in organizing innovative learning formats in an international context.
- **Lucile Tronel** is Program Manager at the German Consortium Office of the Master of European Governance and Administration (MEGA) at UP Transfer GmbH. Lucile has been coordinating the MEGA program – which is state-funded by the Federal Academy of Public Administration (BAKöV) in the Federal Ministry of the Interior, Building and Community (BMI) and the École Nationale d'Administration (ENA) – since February 2018. Previously, Lucile worked as an analyst at Hering Schuppener Consulting Corporate Affairs & Public Strategies GmbH in Berlin and in the area of political communication in Paris and Brussels. Lucile holds a double master's degree from Sciences Po Paris and the Free University of Berlin (Political Science - Affaires Européennes) and a Bachelor of Arts from King's College, London.

5. Venue

This section is still in progress. Here, we will make up to three suggestions where to hold the EUPAN Summer School in August 2021.

6. Manual / Guide to operational implementation

This section is still in progress. Here, we intend to propose an operational project plan (one page) which could be used as an implementation guide for the assigned project partner.

7. Further Information on prospective organizer of the Summer School: UP Transfer GmbH and Potsdam Center for Policy and Management (PCPM)

The University of Potsdam has earned itself a reputation as one of the leading competence centers for Governance and the Public Sector. A reputation study by the German Association for Political Science has declared the University of Potsdam one of the three most important German universities and research institutions in the area of policy research and administrative sciences. Based on this expertise, the Potsdam Center for Policy and Management (PCPM) was set up by a group of professors researching, teaching and consulting in the field of "policy and management" at the University of Potsdam. PCPM focuses its activities on research and consultancy projects as well as academic education programs for policy-makers entrusted with political or societal responsibilities.

These postgraduate and externally funded programs are coordinated and operated the branch "Executive Education – Public Policy & Management" at the university's non-profit firm UP Transfer GmbH and include

- interdisciplinary postgraduate study programs such as the international *Master of Public Management (MPM) Program* (accredited without restrictions by the European Association for Public Administration Accreditation, EAPAA),
- the German-French *Master of European Governance and Administration (MEGA)* with the Universities Paris 1 Panthéon-Sorbonne, Humboldt-Universität zu Berlin, German University for Administrative Sciences Speyer and the Ecole Nationale d'Administration (ENA),
- *customized executive training courses and seminars*, collaborating with partners in Germany and internationally such as GIZ, the European Fund for the Balkans, the Thai Office of the Civil Service Commission, the King-Baudouin-Foundation (Brussels), and many more.

The Spokesperson of the PCPM board is Prof. Isabella Proeller and the Academic Manager for UP Transfer GmbH "Executive Education – Public Policy & Management" is Dr. Thomas Gebhardt.

For more information:

PCPM: www.uni-potsdam.de/pcpm

MPM: www.mpm-potsdam.de

MEGA: www.mega-master.eu

Consultancy and Coaching: www.up-transfer.de/en/consultancy-coaching/

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Annex F:

Diversity and Inclusion – Presentation during the Directors General Meeting on 17 November 2020



Ministerie van Binnenlandse Zaken en
Koninkrijksrelaties

A Journey to an inclusive organisation

EUPAN
17 November 2020

Directorate-General for Public
Administration
Ministry of the Interior and Kingdom
Relations, The Netherlands

1

A small square logo with a white background and a blue border, containing the letters "EUPAN" in a stylized font.

Warming up

Go to www.menti.com

2

A small square logo with a white background and a blue border, containing the letters "EUPAN" in a stylized font.

Agenda

1. Introduction
2. The Dutch context
3. Strategic HR policy 2025
4. Inclusive Leadership
5. Sharing experiences


 Ministerie van Binnenlandse Zaken en Koninkrijksrelaties

1. Introduction

4 Dutch Women
Academic
Non-profit
Public work environment
Average age 41



Marieke van Wallenburg
 Economics
 Local & National government
 Zeeland



Tanachia Ashikall
 Public Administration
 Professor
 Surinam/India
 family



Dian van Erp
 Organisational Sciences
 Former teacher
 Brabant & Flemish



Nicole Donkers
 Social Sciences
 Artist
 International
 (with Brabant roots)

4


 Ministerie van Binnenlandse Zaken en Koninkrijksrelaties

Marieke van Wallenburg

"Making use of each other's differences and connecting on similarities"



5



2. Diversity & Inclusion

Goals & measures in Dutch context

6



Relevant external developments

1. Ageing population
2. Rising levels of education
3. Increasingly flexible labour market
4. Growth of technology
5. Globalisation (and its effects)
6. Tight labour market

7



A brief history of the policy debate in the Netherlands

- > Awareness: some groups stay behind
- > Focus on targets groups
- > Make intentions clear: Diversity charter
- > Disappointment: getting them is hard, keeping them even harder.
- > Current debate:
 - Do quotas work?
 - Everybody within the organisation needs attention, but how?

8



Why an inclusive organisational culture is important

- > Representation
 - Government should reflect society
- > Fairness:
 - Equal opportunity for each group.
- > Performance
 - Diverse teams function better.
- > Economy:
 - Expensive if people who are able to work stay at home.

9



3. Strategic government human resources policy 2025

Working for the public good

10



7+1 focal points



1. Attractive employer
2. **Inclusive organisation, diverse teams**
3. Employee first
4. Agile organisation, flexible employees
5. Life long learning
6. Importance of experience of work
7. Leadership
8. HR-analytics

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Wat do we want to achieve?



Strategic government human resources policy 2025:

"We value an **inclusive organisational culture** in which all employees are actively involved in the group, free to be themselves and express their opinions, feel valued and respected, and can develop in a safe learning environment. **This culture does not tolerate exclusion, discrimination, bullying, or harassment.**

"If the government is to function well, it must bring together people with different perspectives, backgrounds, orientations and knowledge. **The more variation in visions and solutions, the greater the creativity and innovation, and the better the results in terms of policy.**

This means that working in diverse teams and in an inclusive organisational culture must be promoted.

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Some facts and figures



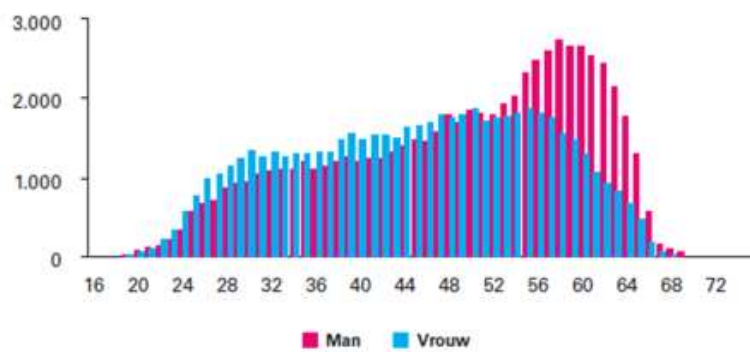
Ministerie van Binnenlandse Zaken en Koninkrijksrelaties



13



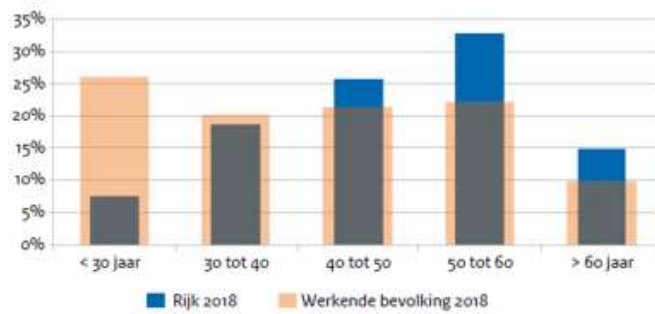
Number of men and women by age



14



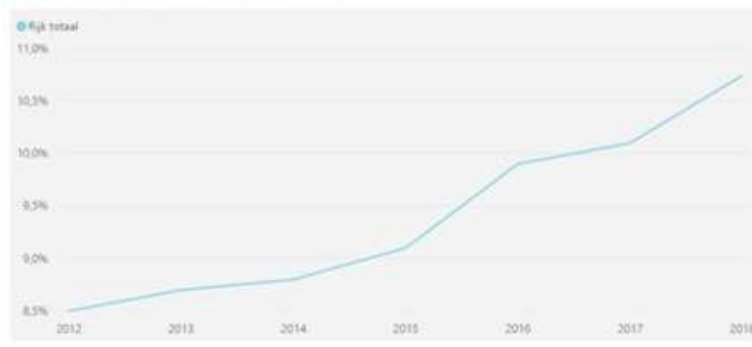
Age distribution compared to total labor force



15



Share of employees with a non-Western immigration background



16



Dilemma: how to change organisational culture?

Options:

- > Leadership
 - Future leaders
 - Practice what you preach
- > Share experiences/story telling
- > Develop instruments:
 - Monitoring
 - Measuring effects
 - Team interventions
- > Government level versus departments

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Current actions



- › Improve selection interviews (no bias)
- › People with occupational disabilities: quota, projects with market parties
- › Assessing gender pay gap
- › Management Development
 - Part of management courses
 - Talent programma
- › Accelerated promotion
- › Topic in exit interviews

And overall:
Promoting inclusive culture

18

Other developments that help

- › Digitized personnel system: a shared recruitment system for the whole government.
- › Programme for digital inclusion aimed at simplifying digital systems and texts from the government. And to improve skills of people who have difficulty accessing government apps, systems and websites.
- › Debates on institutional racism keep the subject on the agenda.
- › Report of the Social Economic Council 'Diversity at the top'

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Example: Social Economic Council

There are still less women and people with a non-Western migration background in top positions at Dutch companies. The proportion of women in top positions is growing, but it is behind its objectives. The Social Economic Council (SER) has now advised the Dutch government on an integrated approach with more robust measures. The advice has been presented in the Dutch publication: [Diversiteit in de top, tijd voor versnelling](#) [Diversity at the top, time for acceleration].

Part of the advice is a proposed statutory quota for the supervisory boards of listed companies to promote gender diversity to have at least 30% women and 30% men on the supervisory boards of these listed companies (approx. 100 companies in The Netherlands).

In addition, 'large' companies (almost 5,000) are required to set their own ambitious targets to promote gender diversity and will have to communicate actively and openly about both gender and cultural diversity. The SER advocates, a good supporting infrastructure will be needed for companies to actively implement and monitor their plans. This fits a Dutch labor market of diversity and inclusion.

According to the SER, proportional representation of men and women (50-50) and of people with a non-Western migration background at the top of business and society must become the new norm. In this way talent is better used, innovation and creativity are stimulated and social cohesion is increased.

For companies developing policies on diversity, attention should not only be focused on the top as there is no "one size fits all" solution. It requires measures aimed also at improving the labour market position of women (for example by investing in childcare) and people with a non-Western migration background (for example by handling of discrimination on the labour market). To achieve diversity and inclusion in society and in companies, a broad, integrated approach is required.

A majority in the House of Representatives voted in favor of three motions to comply with recommendations in the SER advisory report on December 3th, 2019. The Council of Ministers approved the proposal on February 7, 2020. The SER is pleased with the broad support and approval to promote gender diversity and cultural diversity.

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Ministerie van Binnenlandse Zaken en
Koninkrijksrelaties

4. Scientific knowledge

Dr. Tanachia Ashikali, Institute of Public Administration, Leiden University

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Scientific knowledge

Diversity and inclusion

Inclusive leadership

Antecedents and (organizational) barriers

22

Diversity

Surface-level and deep-level

Representation and heterogeneity

Single vs. Multiple social identities (intersectionality)



13 januari 2021 | Voorttekst



Inclusion framework

	Low Belongingness	High Belongingness
Low value in uniqueness	<p>Exclusion</p> <p>Individual is not treated as an organizational insider with unique value in the group, but there are other employees or groups who are insiders.</p>	<p>Assimilation</p> <p>Individual is treated as an insider in the group when they conform to organizational/dominant cultural norms and downplay uniqueness.</p>
High value in uniqueness	<p>Differentiation</p> <p>Individual is not treated as an organizational insider in the group but their unique characteristics are seen as valuable and required for group/organization success.</p>	<p>Inclusion</p> <p>Individual is treated as an insider and also allowed/encouraged to retain uniqueness within the group/organization.</p>

Source: Shore, L. M., Randel, A. E., Chung, B. G., Dean, M. A., Holcombe Ehrhart, K., & Singh, G. (2011). Inclusion and diversity in work groups: A review and model for future research. *Journal of management*, 37(4), 1262-1289.

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Inclusive leadership

"A set of behaviours that are focused on facilitating group members feeling part of the group and retaining a sense of individuality"



25



Inclusive leadership

“As a supervisor [...]”

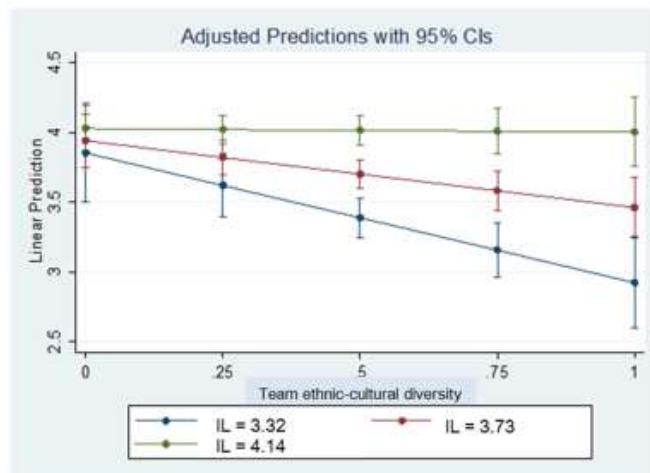
1. I stimulate team members to discuss diverse viewpoints
2. I facilitate that each team member can voice their perspectives in the team
3. I stimulate team members to learn from the different (cultural) backgrounds of colleagues
4. I make sure each team member is treated as an equal member of the team
5. I try to prevent team members forming sub-groups that could exclude other colleagues
6. I make sure all team members can be themselves in the team
7. I communicate to team members the benefits diversity has for the team

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Study results 1

- Quantitative team study (293 individuals clustered in 45 teams)
- 4 Dutch public organizations
- Controls: sector, team size and team task
- Higher team ethnic-cultural diversity does not result in higher inclusive climate
- Inclusive leadership is an important moderator





Study results 2

- Qualitative interview study
- 30 public managers across two public organizations and across different levels
- What contributes to inclusive leadership?

	Low IL	Medium IL	High IL
Antecedents			
Diversity perspectives	Colorblindness	Discrimination & fairness Access & Legitimacy	Integration & Learning
Leader humility	Low	Medium	High
Organizational culture	Hierarchical culture (Focus on stability and control, internal)	Rational culture (Focus on stability and control, external)	Group and developmental culture (Focus on flexibility internal and external)



Dilemma's

How to include multiple social identities?

How to deal with organizational barriers?

How to account for contextual differences?

How to cope with greater distances between teams and teamleaders?

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5. Sharing experiences

Annex G:

EUPAN Ministerial Meeting – Joint Proposal by Portugal and the European Commission

Prospects for organising a ministerial meeting in EUPAN in 2021

Briefing note for the preparation of DGs meeting on 17.11.2020

As emphasised in the EUPAN Handbook, the public administration ministers, with their experience and political influence are **essential for improving the performance and quality of public administration in Europe**. They can provide **political guidance to EUPAN and steer EUPAN's work on specific topics**. These meetings are also an **opportunity for ministers to exchange and share views, experience, tools and best practices**.

The EUPAN Handbook envisages that the ministerial meetings should take place **preferably at least every 3 years**; however, the last meeting in this format took place in 2014 in Rome. The opportunity for meeting again in this format in 2021 should therefore be foreseen.

Some **first potential topics**, which could be discussed by the ministers, are as follows:

New ways of working further to the COVID-19 crisis

- The COVID-19 crisis has had a decisive impact on the ways of working in public administrations. Public organisations are looking for more flexible ways to respond rapidly to changing priorities in the future. In particular, new policies emerge with regard to teleworking and offices' organization.

Fostering exchanges of high public servants and collaboration networks

- Exchanges of public officials between national administrations, including with the European Commission is an important tool for promoting a shared culture in Public Administration, enhance mutual understanding, enable the creation

of strong professional networks, and ultimately contribute to foster a truly European spirit.

Gender balance in management positions

- Reaching gender balance in management posts represents a challenge for all public administrations. Best practices, measures and policies to promote gender balance and linked to diversity could be shared among participants.

Digital transformation and interoperability; European Cloud and security.

- Digital transformation of public administrations fosters more open, innovative and collaborative governments. The current COVID pandemic has emphasized how pressing it is to have more digital savvy people, infrastructure and interoperability for IT services and solutions which work together as well at home as across borders. It brings huge opportunities to: increase participation and partnerships with civil society, co-create human-centric public services, build 24/7 services relying on cloud, foster data-driven decision-making. But it also brings challenges and threats: cyber-attacks are frequent, fake news and disinformation erode trust in governments, ethical questions around technology use in the public sector particularly AI need to be addressed.

EUPAN ministerial meetings are informal and ministers can freely discuss their opinions and ideas, while focusing on their experiences to conclude the most efficient and reliable solutions. Ministerial meetings usually conclude having **declarations/conclusions/resolutions/recommendations**, commonly adopted by the ministers and the commissioner in charge with public administration. Further technical work could follow-up in EUPAN in putting into practice some of these conclusions, where appropriate.