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Public Administration: Responding to the COVID-19 Pandemic

*Mapping the EU member states' public administration responses to the COVID-19 pandemic
(for EU Enlargement and Neighbourhood countries)*

The United Kingdom

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Table of Contents

Centre of Government, policy co-ordination and decision-making process.....	3
1. How is the Government (Council of Ministers) functioning (organisation of virtual meetings, remote sessions etc.)?.....	3
2. How are the crisis management and external communications co-ordinated within the Government? What is the role of the CoG in this? Is there a central strategy/guidance?.....	3
3. Any arrangements (rules, working procedures) which aim to streamline and accelerate the Government decision-making process (as regards deadlines, public consultations, transparency, impact analysis)?.....	4
Public service and human resource management.....	5
1. What arrangements regarding teleworking? What is the share of civil servants teleworking? What is the share of civil servants still coming to the office?.....	5
2. What other flexible working arrangement (part time work, distribution of working hours over 7 days...)?.....	5
3. If civil servants cannot telework, how are they paid?	5
4. Are civil servants being sent on mandatory annual leave? If not, is use of annual leave recommended? Any other special arrangement on absence management?.....	6
5. Any new, special regulations for working overtime (removing limitations to overtime work e.g. for medical staff)?	6
6. Arrangement for paying for extra workload (health care)?.....	6
7. What measures have been introduced to create fiscal space to fund health care, economic measures etc. against COVID-19 (salary cuts, freeze of recruitment, promotions...)?.....	6
Accountability	6
1. How did you keep the national parliament operational? Any simplification of parliamentary procedures?	6
2. How about the Ombudsman (e.g. overseeing the situation in prisons)	7
3. Does administrative justice work? Have deadlines changed?	7
4. Any public debates on respect of principles of good administration (legality, proportionality, predictability) of protective measures?.....	8
Service delivery	8
1. Which services are being delivered (all, some, only the essential)?.....	8
2. Are there any modifications done to the obligations of:.....	9
3. Has the crisis initiated any simplifications or enhanced the use of alternative tools:.....	10
Public financial management.....	10
1. Are COVID-19 response measures being introduced within the framework of or with reference to existing fiscal rules (budget deficit or public debt ratio limits etc.).....	10
2. Are the cost of these measures being published?	11
3. Have budget users been asked to identify cost-saving measures to partially offset the cost of the response measures?	11
4. Are internal controls continuing to operate smoothly (electronic signatures)?.....	11
5. Does each budget user or at least ministry have a risk management strategy that envisaged emergency measures in response to a sudden crisis? How is staff and customer safety balanced against the need to deliver required services?.....	11

The United Kingdom (UK)

Centre of Government, policy co-ordination and decision-making process

1. How is the Government (Council of Ministers) functioning (organisation of virtual meetings, remote sessions etc.)?

The UK Cabinet continues functioning fully. It held its first-ever virtual meeting on 31 March 2020. This practice is likely to continue in the near future, considering that the Prime Minister (PM) and the Health Secretary are currently ill with COVID-19 and are isolated. The video connection was organised using the Zoom platform, and there followed reports in the media about risks to privacy and confidentiality (especially after the PM published a screenshot of the virtual Cabinet meeting, showing the Zoom meeting room number). However, as the meeting was password-protected, there were no subsequent issues.

Additional Cabinet committees have been established to deal with the current situation, with more frequent meetings. Daily briefings and advice are issued by the PM's Office/Number 10.

2. How are the crisis management and external communications co-ordinated within the Government? What is the role of the CoG in this? Is there a central strategy/guidance?

*The UK Government published its **strategy on fighting COVID-19** in an [Action Plan](#) released in early March 2020. In addition to essential information about the pandemic and the response plan, the Action Plan also sets out the roles and responsibilities of various Government bodies, primarily in the health sector, for organising and leading the pandemic preparedness and response. (Source <https://www.gov.uk/government/publications/coronavirus-action-plan>). The Coronavirus Action Plan itself is building on the advice and information included in the **UK Influenza Pandemic Preparedness Strategy** (2011). The strategy sets out the Government's strategic approach for responding to an influenza pandemic. It helped refine and reshape the Government response to the current pandemic, providing clinical, scientific and health advice and information about influenza pandemic. Additionally, UK has a Strategy/Concept of Operations for [Central Government Response during emergencies](#). The Strategy sets out the main principles of emergency response and roles and responsibilities of various government bodies in co-ordinating and leading the Government response during crisis situations. The availability of these strategic documents and guidance even before the start of the crisis have helped preparatory work.*

The Cabinet Office, including the PM's Office/Number 10, is the main centre-of-Government (CoG) institution with an objective to support the PM and ensure the effective running of Government. It supports policy co-ordination across various departments and agencies and has a particular role during emergencies and crisis. External Communication of Government is led and co-ordinated directly by the PM's Office/Number 10. There are daily media briefings held by the PM, Chief Medical Officer and Chief Scientific Officer. The briefings do take place with a video connection (no physical presence of journalists).

*The PM has set up **new ministerial structures** to co-ordinate, prioritise and respond to COVID-19. In particular, four new implementation committees were established (**health, public sector preparedness, economy and international response**). The committees will regularly meet with key representatives from relevant sectors to inform their decision-making. The Committee on Public Sector Preparedness will look at preparedness across the rest of the public and critical national infrastructure, excluding NHS. They will provide input on a daily basis to Government C-19 meetings. (Source: [Government Press Release](#)). These committees are in addition to regular meetings of the*

Civil Contingencies Committee (COBRA), which focus on national strategy and overall progress in the efforts against COVID-19.

Some departments that are heavily involved in COVID-19 response, for example the Department for Business, responsible for various schemes supporting businesses, labour markets and the energy industry, have created **new co-ordination teams**. The teams provide a policy co-ordination hub, respond to Ministerial requests, co-ordinate actions from COVID-19 Ministerial committees and provide project management for reporting on implementation of the departmental response.

3. Any arrangements (rules, working procedures) which aim to streamline and accelerate the Government decision-making process (as regards deadlines, public consultations, transparency, impact analysis)?

In terms of the normal policy-making procedures and rules, so far there have been no changes introduced to the Impact Assessment and public consultation processes in order to speed up the introduction and application of new measures. There are internal discussions within the Department for Business (Better Regulation Executive) to introduce easements and more formal changes in the existing rules. However, nothing has been decided and announced yet. In any case, most of the regulations and measures considered by Departments relate to the COVID-19 and the impact of any simplification in this area would be possible to observe later. Current procurement rules for public sector organisations were relaxed, after the Cabinet Office issued a guidance to recognise the current situation as an exceptional circumstance. This allows normal rules for buying goods and services to be bypassed.

*The UK Parliament passed the [Coronavirus Act 2020](#) (it became a law on 25 March 2020) to provide a legal and regulatory basis for more effective response to the crisis. The Law grants the Government additional **temporary powers** to handle the pandemic more efficiently. It contains temporary measures designed to either amend existing legislative provisions or introduce new statutory powers, which are designed to mitigate these impacts. New measures can include: suspension or limitation of public gatherings, detaining individuals suspected of being infected by COVID-19, and to intervene or relax regulations in a range of sectors to limit transmission of the disease, ease the burden on public health services, and assist healthcare workers and the economically affected. The Coronavirus Act 2020 was **fast-tracked** (passed through all the normal stages of passage in each House, but on an expedited timetable) through Parliament in just four sitting days (Source: [UK Parliament](#)). This resulted in weaker scrutiny as it reduced the time available for MPs and Peers to deliberate on a bill and propose changes, thereby increased the likelihood of legal errors or of the legislation having unintended consequences. No impact assessment was done either. Under the Coronavirus Act 2020, directions/decisions made by a minister relating to potentially infectious people and limitation of events and gatherings do not need to be put before Parliament. Other measures must be taken by statutory instrument – requiring parliamentary scrutiny and approval.*

*The Coronavirus Bill gave the Government new powers to tackle the spread of COVID-19. This was in addition to several emergency powers already available to the Government under existing legislation (Source: [UK parliament](#)). Before the Coronavirus Bill was introduced, the Government introduced **emergency regulations** to prevent the spread of COVID-19 - the Health Protection (Coronavirus) Regulations 2020 (Source: [UK parliament](#)). Emergency legislation is not subject to the better regulation rules.*

Public service and human resource management

1. What arrangements regarding teleworking? What is the share of civil servants teleworking? What is the share of civil servants still coming to the office?

Teleworking/working from home arrangements is and has been very common within the UK civil service for several years already. This has helped build up the necessary IT capacities and knowledge. In recent years, the IT equipment has been upgraded to allow remote working, and many civil servants have access to e-mail through laptops and smart phones. The guidance on working remotely has already been in place so staff know how to work remotely.

The unprecedented requirement for the majority of people to work remotely due to COVID-19 has resulted in certain new IT features being rolled out earlier than planned, for example Microsoft Teams (a secure, accredited service to assist video conferencing for small, private meetings, as well as large, collaborative meetings), and more guidance focusing on physical and mental health as well as online security being created.

Although working from home is now the default Government position, there are still some staff performing critical roles working in the office. The number is determined on a case-by-case basis and there is no central guidance on how many people should be in the office. Departments introduced new guidance on working in the office focusing on social distancing and workplace hygiene.

2. What other flexible working arrangement (part time work, distribution of working hours over 7 days...)?

The flexible working policy has already been in place in the UK for many years and there are regulations on this providing flexibility especially to parents and carers. This includes arrangements such as only school term-time working, compressed hours, job sharing and part-time working. The flexible working policy has not changed and it is expected that many officials could easily apply and use them in the current crisis situation.

There are other arrangements being tested and introduced within the health system and hospitals to make sure medical services for other critically ill patients (e.g. Cancer) can be continued. Non-priority surgeries are all cancelled. At the same time, doctors whose services are not needed/used are being retrained to run critical services (e.g. manage the ventilator machines).

3. If civil servants cannot telework, how are they paid?

In theory, everybody should be able to work from home. If somebody does not have access to Wi-Fi at home, they can “tether” – turn their work smart phone into a mobile hotspot or portable Wi-Fi router, which creates a small-localised wireless internet connection that can be used to get on-line with their work laptop. Staff can also purchase supporting kits for working remotely, such as, a laptop riser or a chair or a big screen and ask for reimbursement (within set budget limits). A special budget is allocated to NHS/Health Service staff to buy supporting kits to work flexibly, where needed.

However, if there are circumstances not allowing people to work from home such as childcare responsibilities because of school closure, they can request to take special leave with pay (paid at normal full pay). This is to be reviewed regularly but can continue for the entire period of the school's closure. The usual limits of special leave do not apply in those cases.

Government has recognised certain professions/sectors as being critical, and children of those critical employees can still go to school. This also helps manage the pressures within NHS given the shortage of staff.

4. Are civil servants being sent on mandatory annual leave? If not, is use of annual leave recommended? Any other special arrangement on absence management?

No one is being sent on mandatory annual leave because of the current situation. Furthermore, it is not recommended to use annual leave in the current situation. However, it is emphasised that it is important to feel able to take annual leave, if needed. There are discussions within some departments/ministries about a possibility of relaxing the rules on annual leave to allow staff to carry forward their leave days for up to 2 years, but there is no final decision on this yet. All absences due to COVID-19 must be recorded in the usual way. However, directorates within Department/ministers often keep their own records and ask employees to record regularly if they work or are absent (and the reasons for that) to manage absence and resources.

5. Any new, special regulations for working overtime (removing limitations to overtime work e.g. for medical staff)?

As a response to COVID-19, staff are expected to work flexibly. For some sectors, like health, this may result in working overtime. However, there is no special overtime rules as the guidance for payment for working overtime already existed. However, the scope and number of staff claiming for overtime payment can expand.

6. Arrangement for paying for extra workload (health care)?

No new formal procedures have been introduced for paying extra because of the current situation. There are already provisions for paying extra for work.

It should be noted that over half million people have volunteered to support NHS/health services, and these people will not get paid at all. In addition, the military is also helping the health sector, especially to set up and run temporary hospitals (e.g. London ExCel exhibition centre has been turned into a hospital with over 4000 beds, supported by the military).

7. What measures have been introduced to create fiscal space to fund health care, economic measures etc. against COVID-19 (salary cuts, freeze of recruitment, promotions...)?

No changes have been introduced or announced yet, but there are simplifications introduced in recruitment within the health sector. A lot of administrative process-related rules have been suspended within the NHS, in particular. For example, recruitment of health staff that normally takes 3+ months, is being done within 1 week by shortcutting the process, or reducing the reporting requirements on the front-line (e.g. hospitals, GP surgery etc.). Additionally, the Government is considering introducing re-deployment schemes so that staff from other departments can move to the sector/department for temporary support, maintaining their link to parent department.

Accountability

1. How did you keep the national parliament operational? Any simplification of parliamentary procedures?

Based on the Government's advice, Parliament started the Easter vacation a few days earlier than planned (on 26 March 2020, after adopting the Coronavirus Act 2020). However, the work of MPs, committees and parliament administration continued during the break. At the same time, working arrangements are being changed on the advice of the Government to minimise the risk of transmission. Parliament has adopted special rules to allow remote working so that Government work can be scrutinised by select committees during the crisis times (Source: [Letter from the Speaker of the House of Commons](#)).

Parliament's [first ever remote oral evidence session of one of the Committees](#) was held on 26 March (Source: UK parliament). Parliament's digital services is currently working hard to expand the IT platform to allow more remote work using technology.

2. How about the Ombudsman (e.g. overseeing the situation in prisons)

There are many Ombudsman offices and schemes in the UK, who deal with complaints from ordinary citizens and consumers about most public bodies and some services in the private sector. [Ombudsmen Association](#) advises that all Ombudsmen are working from home and continue providing normal service as much as possible under the current circumstances. Some ombudsmen cover the private sector - they handle financial and consumer complaints. Others cover the public sector - they mainly look into complaints about a Government department, local council or organisation – and include the [Parliamentary and Health Service Ombudsman](#), the [Local Government and Social Care Ombudsman](#), the [Housing Ombudsman](#) and the [Prisons and Probation Ombudsman](#).

All of them have changed their ways of working and service delivery to respond to the current situation. For example:

All offices of the **Parliamentary and Health Service Ombudsman** are closed, and staff work remotely; postal service of any legal documents is not accepted; only e-mails. There are also changes to the service delivery. New health complaints are not being accepted for investigation and the existing ones, which involve contact with the health service, are not being processed. The Ombudsman still carries on investigations involving Government departments but continues to monitor the situation. (Source: [Parliamentary and Health Service Ombudsman - Coronavirus update](#)). The **Local Government and Social Care Ombudsman** suspended all casework activity that demands information from, or action by, local authorities and care providers. (Source: [Local Government and Social Care Ombudsman - Coronavirus update](#)). The **Prisons and Probation Ombudsman** ceased all visits to prisons. As a result, its investigation of fatal incidents are affected – the Ombudsman continues to be informed of all deaths and will open new investigations as normal, but it is likely that timetables will be extended, or cases suspended until the Ombudsman is able to gather information and investigate safely. (Source: [Prisons and Probation Ombudsman - PPO COVID-19 – March 26 Update](#))

3. Does administrative justice work? Have deadlines changed?

The Government Coronavirus Action Plan envisages that the Ministry of Justice's HM Courts & Tribunal Service (HMCTS) will have well-established plans to deliver key services to protect the public and maintain confidence in the justice system. Additional powers were also provided by the Coronavirus Act. It has been recognised that it is impossible for HMCTS to maintain a full complement of courts open to the public at this time. In some courts, it is very difficult to organise matters to ensure that people can maintain social distancing. In these circumstances, HMCTS is making some changes to working procedures. The system is focusing on priority cases, changing working practices and introducing new procedures to minimise risks to the judiciary, staff and all those who use courts and tribunals. This includes consolidating the work of the courts in fewer buildings, introducing new security, cleaning and social distancing arrangements and new procedures for more use of telephone and video hearing.

HMCTS is publishing **daily operational summaries** explaining the new changes in procedures and places and also advising on the type of cases and court hearings to be heard during each specific date (Source: [Guidance coronavirus \(COVID-19\): courts and tribunals planning and preparation](#)).

4. Any public debates on respect of principles of good administration (legality, proportionality, predictability) of protective measures?

Public debate about whether the Government acts **in accordance with the law** focuses mainly around the use of emergency powers within existing legislation and whether there was a need to bring forward new legislation to deal with the COVID-19 crisis (the Coronavirus Act 2020). Media and think tanks seem to agree that the Government was right to bring forward new legislation because the existing one does not contain sufficient powers which are wide enough to make significant changes to the way that public bodies operate and public services are delivered as a result of the COVID-19 outbreak. Public debate about whether the Government acts **with regard to the rights of those concerned** focuses on the interference with individual liberty, how the lockdown is being policed, implications for the rights of people with disabilities and older people, the right to privacy and data protection and domestic violence and abuse.

(Source: For example: [Institute for Government - Emergency powers](#) ; [Guardian - Can people of colour trust the UK COVID-19 laws with the police's track record?](#) ; [Human Right Watch - UK: COVID-19 Law Puts Rights of People with Disabilities at Risk](#) ; [Human Right Watch - UK: Emergency Surveillance Law a Blow to Privacy](#) ; [Information Commissioner's Office - Data protection and coronavirus information hub](#) ; [Amnesty International UK - UK: Government's Coronavirus Bill explained](#))

In the early stages of the COVID-19 outbreak in the UK, the public debate was mainly around whether the Government was doing enough and in proportion to the crisis.. Most commentators expressed views that the Government's actions were not sufficient and not on time. There were also serious accusation about the initial strategy of "herd immunity". Now (in the later stage of the outbreak) it seems that the main issues are around whether criminal sanctions, for instance, for the failure to comply with self-confinement are **proportionate** and how the lockdown is being policed. Commentators stress that the exercise of powers to detain individuals on suspicion that they may be COVID-19 positive must be accompanied by sufficient safeguards in order to prevent abuse. There are also views that police are being too heavy-handed when enforcing the UK's COVID-19 lockdown. (Source: For example [BBC - Coronavirus: Some scientists say UK virus strategy is 'risking lives'](#) ; [Guardian - The UK's COVID-19 strategy dangerously leaves too many questions unanswered](#) ; [Express - 'Just after easy targets!' Police ARE being overzealous with coronavirus lockdown – POLL](#))

The Government has drastically changed its approach several times since the beginning of the COVID-19 outbreak in the UK (for example it abandoned the initial 'herd immunity' strategy and the strategy not to test widely) and received a lot of public criticism for that. Commentators expressed views that the change of strategy left far less time to plan the other steps known to be necessary; for example, the Government was slow to recognise that it was in a global race for medical equipment. (Source: For example [Financial Times – UK Government is finally coming to grips with coronavirus](#))

Service delivery

1. Which services are being delivered (all, some, only the essential)?

Most services continue to be available, but there are possible delays and changes in the way services are provided to citizens and businesses. The Coronavirus Act 2020 provides additional legal powers to adjust the provision of certain services, including the National Health Service, social care, schools, police, Border Force, local councils, funerals and courts. Central and local Government public services continue to be delivered but there are changes in prioritisation, timing and arrangements. Some services are also suspended. For example:

Healthcare. The changes include reconfiguration of hospital services, urgent discharge of all medically fit patients, and an end to general hospital visiting – with limited exceptions. Hospitals have

also postponed all non-urgent elective appointments in order to free staff up. (Source: [Department of Health - Next phase of emergency planning for COVID-19 surge](#))

Education. Primary and secondary schools and further education colleges are closed. Exceptions apply to children of so-called “critical employee” (Source: [Government Guidance - Closure of educational settings: information for parents and carers](#))

Law enforcement. It is advised to use police online services instead of calling 999 if the matter is not an emergency or urgent. (Source: For example [Metropolitan Police - Coronavirus](#))

Prisons. HM Courts & Tribunals Service (HMCTS) is making some changes to working procedures, focusing on priority cases, changing working practices and introducing new procedures to minimise risks to the judiciary, staff and all those who use courts and tribunals. Consolidating work of courts in fewer buildings, introducing new security, cleaning and social distancing arrangements. Introducing new procedures for more use of telephone and video hearing. Prison visits are suspended and there are special arrangements for that. (Source: [Government Guidance - Coronavirus \(COVID-19\) and prisons](#))

Driving and transport. Driving theory tests are suspended for one month, and driving tests are suspended for up to 3 months but tests are available for critical workers. (Source: [Government Guidance - Coronavirus: driving tests and theory tests](#))

Local Government services. Some services, such as, for example, recycling and rubbish collections may be delayed as a result of staff shortages due to sickness. (Source: For example [Tandridge District Council - Coronavirus](#))

2. Are there any modifications done to the obligations of:

- i. the administrations towards citizens/businesses (e.g. freezing of deadlines)?

The Government attempts to speed up benefit payments to eligible citizens. New measures were announced to support eligible people on low income including an increase of the level of benefits – the Universal Credit allowance – and further support for Universal Credit claimants affected by COVID-19 such as delivering the first payment more quickly and extending benefits to migrants who are not usually allowed to claim them. Thousands of staff within the Department of Work and Pension have moved to handle the surge in Universal Credit. However, speeding up all the benefit payment arrangements for those affected by COVID-19 may be operationally unfeasible (Source: [Work and Pensions Committee questions Secretary of State on DWP response to coronavirus](#)). A dedicated website has been established which provides guidance to businesses how to apply to various benefits/schemes introduced by the Government in response to COVID-19 (<https://www.gov.uk/Government/publications/guidance-to-employers-and-businesses-about-COVID-19/COVID-19-support-for-businesses#support-for-businesses-paying-tax-time-to-pay-service>). UK regulators have granted listed companies an extra two months to publish their annual accounts (Source: [Joint statement by the FCA, FRC and PRA](#)).

- ii. citizens/businesses towards public administration (reporting, payments of taxes, contributions, fees...)?

The package of measures to support businesses through the period of disruption caused by COVID-19 includes several modifications of the business obligations:

- A 12-month business rates holiday for all retail, hospitality, leisure and nursery businesses in England.
- Deferring Valued Added Tax payments for three months.
- Deferring Self-Assessment payments on account until January 2021.

- *The HMRC Time To Pay Scheme - All businesses and self-employed people in financial distress, and with outstanding tax liabilities, may be eligible to receive support with their tax affairs through HMRC’s Time To Pay service. Time to Pay is an existing service but HMRC is increasing resources dedicated to it to handle the expected higher volume of requests.*

Moreover, some regulations have been amended to ease pressure on businesses. For example, regulations have been temporarily suspended to fast-track supplies of Personal Protective Equipment to NHS staff and protect companies hit by COVID-19, rules on alcohol duty have been relaxed for manufacturers of hand sanitising products and insolvency laws have been amended to give company directors greater confidence to continue to trade during the pandemic emergency, without the threat of personal liability should the company ultimately fall into insolvency (Source: [Government Press Release](#)). New measures are being announced on a daily basis across different sectors/areas.

3. Has the crisis initiated any simplifications or enhanced the use of alternative tools:

- i. *in the internal procedures of the Government (e.g. acceptance of formal approvals over e-mail)?*

Use of electronic signatures and other electronic systems for approval have been already in place in many sectors of the UK economy and in public sector. Therefore, there are no special tools or simplifications introduced, apart from the health sector.

The Royal Mail has decided not to use hand-held devices to take signatures from individuals, but this was more intended to minimise the risk of virus transmission to their staff.

- ii. *in the administrative procedures with citizens and businesses (e.g. replacement of handwritten signature with scanned copies or simple exchange of mails)?*

Many administrative procedures were already being done electronically. The Coronavirus Act provides for greater use of video/audio during court hearings. Use of electronic communication and video links are being expanded across several systems. For example: most correspondence from the Office of the Traffic Commissioner issuing operator’s licences are now delivered via e-mail (Source: [Traffic Commissioners require electronic communication during coronavirus COVID-19 outbreak](#)). The Planning Inspectorate cancelled all previously arranged site visits, suspended all hearings and enquiries and issued a new guidance on utilising technological solutions (Source: [Coronavirus \(COVID-19\) - Planning Inspectorate guidance](#)).

Public financial management

1. Are COVID-19 response measures being introduced within the framework of or with reference to existing fiscal rules (budget deficit or public debt ratio limits etc.)

The Government has announced a wide-ranging economic package to help support UK public services, businesses and households. The [Institute for Fiscal Studies](#) estimates that the total package of additional spending would cost more than £50 billion, or 2.3% of GDP in 2020–21. A new package of measures was announced on 3 April, and more measures are expected.

The Government did not issue any official statements suspending the fiscal rules. The [Office for Budget Responsibility](#) stated that “the fiscal rules approved by Parliament in the January 2017 - Charter for Budget Responsibility - remain in force for now – and the Government is not on course to meet them”.

However, breaking the fiscal rules is not a concern for the Government at the moment. The Chancellor (Minister of Finance) promised to “do whatever it takes” to support the economy through the crisis (Source: [Speech: Chancellor of the Exchequer/Minister of Finance on COVID-19 response](#)). The Head of the Office for Budget Responsibility said that “now is the time to spend without regard for the national debt”, (Source: [link](#)) and the Department of Health and Social Care received ministerial approval for spending which, at the end of the 2019-20 financial year, could lead to the department exceeding its expenditure limits (Source: [Matt Hancock’s letter](#)).

2. Are the cost of these measures being published?

The Government has not published one overarching estimate for the total package of additional spending. However, HM Treasury/Ministry of Finance has quantified or monetised several parts of the package. For example, it has estimated that about 3m people, or 10% of the private sector workforce, would be laid off temporarily and thus their employers would be able to take advantage of the Job Retention Scheme and that the Self-employment Income Support Scheme would cost £9bn for the first three months (Source: [Financial Times](#) and [Financial Times](#)). Several think tanks have also published their estimates; for example the [Institute of Fiscal Studies](#).

3. Have budget users been asked to identify cost-saving measures to partially offset the cost of the response measures?

There have been no official announcements regarding cost-saving measures to partially offset the cost of the response measures. Departments have not been asked to look for savings. However, the Chancellor hinted at changes to the way the self-employed are taxed once the crisis is over to ensure “all pay is equal in the future” (Source: [Speech: Chancellor outlines new coronavirus support measures for the self-employed](#)).

The Cabinet Office has issued **procurement guidance, advising central departments and executive agencies** that the COVID-19 crisis qualifies as an exceptional circumstance that allows normal rules for buying goods and services to be bypassed (Source: [Procurement Policy Note 01/20: Responding to COVID-19](#)).

4. Are internal controls continuing to operate smoothly (electronic signatures)?

An electronic system of internal controls and approvals have been in place before the crisis in most Departments/ministries, and they continue being used in central departments and agencies.

5. Does each budget user or at least ministry have a risk management strategy that envisaged emergency measures in response to a sudden crisis? How is staff and customer safety balanced against the need to deliver required services?

The UK has a strong risk management system and strategies in place to deal with the current crisis situation. Special rules/measures are introduced in the health sector/NHS and the procurement rules are being relaxed by recognising the crisis as an exceptional circumstance.

Most organisations prioritise their staff safety and health and adjust working arrangements and service delivery to minimise risks to their health as much as possible.