RÉFLEXES PUBLICS

Investigation-action
on public transformations
in times of crisis

Foreword

Is the future of public action being fabricated before our very eyes, in the multiple spontaneous innovations and other institutional tinkering caused by a crisis as brutal as it is unexpected?

We have been working patiently for several years on public transformation.
And here we are! From the very first confinement, in local authorities, State services and local authorities strive to innovate. In this critical context, the need for continuity of service has shaken up public management and transformed the way decisions are taken. New modes of cooperation have emerged, and the relationship between public institutions and users and citizens has been redefined. These in situ transformations have sparked our enthusiasm and curiosity. By their actions, they demonstrate the responsiveness of agents and the inventiveness of public organizations, which improvise responses and shake up modernization software that is all too often designed from the top down. And at the same time, these evolutions have raised the following questions for us. What about the intriguing items that (re)emerged with the crisis, such as the figure of the «public action reservist» or the notion of «essential activity»? What are partnerships between makers and local authorities, for example around the production of protective masks or visors, the sign of? What vision of the role of the public player and its intervention methods do these all-encompassing initiatives contribute to disseminating? Built to cope with the crisis, the multiple responses of the public player are renewing the visions of public action. Nevertheless, not all of them converge towards the same horizon.
So what trends are they echoing? Should we try to maintain them or emphasize their temporary nature?

Resilience:
A necessary course for
public transformation?

While the crisis seems set to last, the situation reinforces our conviction on the need to further interweave public transformation and resilience in order to provide relevant answers to these issues.

Resilience, for a territory, its inhabitants, its infrastructures, its institutions, imply being prepared to undergo shocks and longer periods of crisis, as we are now heading for, but also to reduce the effect of latent crises, or weaken it in the long run. If the reorganization of public action in the service of territorial resilience can not be ordered, public transformation can help to chart the path to achieve it.

How can design and innovation tools be used for territorial resilience? How can public innovation be solidly anchored in strengthening our collective capacity to live well, over the long term, well beyond the sole criteria of user experience and cost optimization? How can we build public capacity for the world to come? What work projects can be undertaken collectively to support the resilience of our territories in the face of future crises?

A collective investigation on the trail of transformations is underway

These are the questions we have been struggling with since March 2020. And the more distant the horizon for «coming out of the crisis» seems, the more essential it seems to be to understand what is at stake «during the crisis», both in terms of the questions it raises and the opportunities it seems to offer in terms of answers.

To work on these issues, we initiated last May, together with the Vraiment Vraiment and Partie Prenante agencies, the Public Reflexes project, a collaborative field investigation on public transformations in times of crisis. With the support of the Interministerial Delegation for Public Transformation (DITP), Bloomberg Philanthropies, and about twenty public innovation laboratories and partner local governments,

we have conducted more than fifty interviews, covering six major controversies and documenting a dozen administrative phenomena [9] born during the crisis. We spoke to Social centers, waste collection services, directors of elderly care homes, HR managers, Chief of staffs, childcare assistants reassigned to Nursing homes, participatory budgeting facilitators, social welfare directors, managers of the housing stock, etc., all of which made for a nice snapshot of this very special period.

We drew some twenty concrete prospective[17] leads, so that public transformation can usefully reveal and strengthen the resilience of territories.

Thanks to the City and the Social Center of Grenoble, the cities of Nancy, Brest, Mulhouse, Chelles, the City of Paris and the DASES, the Metropoles of Metz, Nantes, Lille, Rennes, Grenoble, the urban community of Dunkirk, the Regional governments of Pays de la Loire, Brittany, Occitania, Strasbourg, the Departments (County) of Seine Saint Denis, Val d'Oise, Isère, Puy de Dôme and to their agents for having investigated with us.

It is our hope that these leads can inspire communities to start transforming today.

– Louise Guillot, 27e Région

Towards «resilient by design» public action?

Cross interview with Noémie Fompeyrine & Louise Guillot

We are far from analyzing all the implications of the Covid crisis on local public action operations. But through the Public Reflexes approach, a first lesson emerges strongly: the importance of creating a dialogue between resilience and public transformation. Until now, these two approaches have followed two parallel leads, often driven by distinct players. The (de)confinement management came to demonstrate their necessary intertwining. To reveal their convergences and complementarities, we asked Noémie Fompeyrine (head of the Mission Résilience of the City of Paris) and Louise Guillot (La 27e Région) to compare notes to sketch out the effects of the crisis on public action.

Resilience and public transformation have so far led to two parallel leads in trying to adapt a public action to the challenges of the coming world. Why is it necessary to combine them nowadays? And what are their mutual contributions?

Louise Guillot : The concept of resilience allows us to bring the notion of purpose to the heart of the problem. In public transformation processes, we always end up shifting our focus to methodological issues. We focus on the «how? «with the mobilization of new tools and methodologies. By questioning the capacity of public action to deal with repeated crises, resilience provides a context and a direction. It provides us with a compass and helps us understand why we need to transform public action. This is also the condition to link innovation and evaluation, by committing ourselves to clarify the purposes of our actions.

Noémie Fompeyrine : Symmetrically, entering through public transformation invites us to specify, the more operational consequences of resilience diagnosis and strategies. By asking the question «how?» it leads to an interest in design and implementation tools. Anglo-Saxons talk about «resilient by design» public action, to emphasize that the production process (flexible, integrated, inclusive ...) is as important as the finish line.

And what about the Covid?

Louise Guillot : The crisis has highlighted the challenge of translating principles of resilience, such as continuous adaptation, into tangible proposals and mechanisms that work. We have seen this with the example of the reassignment of agents during confinement. This mechanism allows us to respond to several challenges at the same time: efficiency and responsiveness of local authorities, motivation of agents, agility of organizations and management... But its success and relevance are based on small implementation details, which are far from being trivial. Are those reassigned voluntary? How is their fresh perspective valued within the teams that temporarily welcome them? Has their return to their position been anticipated?

Noémie Fompeyrine : The Covid experience also puts us to the test on the imperative of inclusiveness. I am convinced that public action is only resilient if all stakeholders are involved. But how do you mobilize agents when everyone is working in a tight environment, with small teams? How to keep people on board in periods of confinement? These challenges remind us that caring and cooperation are part of the DNA of local resilience. Because there is a need for binders to reveal the existing expertise within the administration and on the territory, and to create bridges between the various players.

Is the crisis just a confirmation of what you were already doing?! How had this experience also transformed your mission?

Louise Guillot : In retrospect, one could say that the crisis is helping to shift the roadmap for public transformation. Confinement has been accompanied by an abundance of innovations in the field, at all levels and in all fields … The agents didn't need public innovation approaches to be creative and adapt to a new situation. This shifts our mission towards supporting these more or less spontaneous initiatives, to anticipate their externalities (positive and negative) and provide tools for their sustainability. Not all responses to the crisis are the same, however innovative they may be. And not all of them are to be kept. We have seen this with the use of personal data, which was sometimes on the limits of legality. Once the confinement period is over, the hard part begins: the challenge is to adapt our public organizations to transform these spontaneous tinkering into more stable mechanisms.

Noémie Fompeyrine : The crisis has also altered our relationship to constraint. The so-called «tactical» urban planning is a good illustration of this.For several years now, colleagues have been mobilized on this type of experimentation, and faced a whole lot of regulatory and organizational obstacles. The shock of confinement and the needs related to deconfinement last May, removed many obstacles! I remember when, four years ago, we held workshops with the departments and partners to imagine the actions of Paris' Resilience Strategy, we asked them: « set aside the obstacles to project yourself ». From this point of view, one could almost say that Covid has been a methodological ally! This is no coincidence: the crisis experience is essential to resilience. But by removing the obstacles to public transformation, the crisis also risks gaining momentum and creating new vulnerabilities.

Exactly, how do you see the resilience of public action over the last six months?

Louise Guillot : The Reflexes Publics approach highlights the value of the public transformations that have taken place on the ground during the crisis. But this enthusiastic re-reading of crisis management should not make us forget the vulnerabilities mentioned by Noémie. Crisis management worked because many agents and elected officials took risks. However, public action cannot be structurally based on the sole individual responsibility of each person involved. The confinement experience has made me change my view on standards: in terms of public innovation, we tend to always see them as obstacles; today we are aware of their importance. Ideally, the crisis should help to sort out, when the time comes to return to normality: which norms secure the work of agents and the resilience of public structures? And what are the unnecessary obligations that hinder the work and agility of organizations?

Noémie Fompeyrine : That's right. To be resilient, we also need a stable frame of reference that can be used as a benchmark.

Louise Guillot : In fact, the crisis and the notion of resilience help us to overcome the opposition between adaptation and resilience. We can't just be in fluidity and innovation. To take risks, we also need a secure framework.

Noémie Fompeyrine : It is no coincidence that this combination of adaptation and robustness can be found in the principles of public service: continuity and mutability. It is the addition of both - together with the principle of equality - that guarantees an unfailing presence of public services.

Louise Guillot : The same could be said of the status of civil servant, so often criticized. The role of agents in crisis management is reconfiguring the[5] debate about the meaning and the interest of such a status for local public action.

During the crisis, this specific status, which combines security and responsibility, appears to be a pillar of resilience for public action.

This is a good way to summarize the lessons of the Public Reflexes survey, as a double demonstration of the adaptability of public organizations… and their robustness!

Noémie Fompeyrine : What makes the link between adaptability and robustness is also ingenuity. Hence the importance of enhancing the engineering of public action. It is both a coherent block and an intricate web of diversity of the people who make it up.

Louise Guillot : I reach the same conclusion, but starting from the values. Local authorities and government services have succeeded in coping with the crisis as they rely on a very strong set of values. Most of the interviewees for Public Reflexes gave us the same answer: «We did it because we couldn't not do it. We had a duty to be there, even if it meant widening our scope of action if other players were faulty». This sense of collective responsibility rests on individuals, but it is also the result of a history and culture of public service. It has not always been easy to live up to these values on a daily basis. At times, this has even put some agents in a seceding situation with regard to their hierarchy. I am thinking of the agents who have temporarily left their position to come and help out in the field, distributing food aid or providing telephone assistance to the most vulnerable people, in particular. In such an emergency situation, to which authority should we respond? It's interesting. It shows that the situational awareness shown by many of the agents may also have led to them being out of line with their superiors.

Noémie Fompeyrine : It reminds me of the issue of engagement, which had been identified as a pillar within the group of «Transition Pilot» Peer Cities. Commitment is both a resource for resistance and resilience. Public service agents are also citizens. Their commitment can sometimes be a source of friction on a daily basis, but it proves to be

a determining factor in a crisis, in order to rise to the occasion, and in the long run, to transform practices.

Louise Guillot : There is a need to equip agents (and their managers!) on this issue of engagement. How can we make the most of this resource and make the best use of it, while at the same time setting up a framework that suits everyone? It is a question of capacitaty building.

How is this situation managed during the relative lull between the two confinements?

Louise Guillot : If we consider the first confinement as one of the peaks of a crisis in which we are still in, the results of the survey show that the post-confinement is even more difficult to manage than the confinement itself, as it raises many management issues. How can teams get back on track when several agents have been temporarily assigned to other missions and some have almost disappeared from service? How to deal with the feeling of helplessness or even uselessness of services that have remained on the sidelines of crisis management? How to accompany directors who have not been up to the task? The «return to normality» is likely to be difficult, because the crisis is also a traumatic experience for public organizations, which will leave its mark in the long run.

This gives us a great mise en abyme on our subject. Resilience is not only about public action in general, it also questions the reaction of public service agents…

Noémie Fompeyrine : It reminds me of a communication campaign of the New York City Hall after September 11th that spread the message «Feel free to feel better». It's true for the residents, but it's also necessary for the agents!

Louise Guillot : It refers to the issue of internal communication. In some territories, communication has remained focused on the outside world in a logic of transparency and/or valorization: «Look at everything we're doing to manage the crisis». But what is the message sent to the teams? How to formulate it and when? We don't have the answer, but we feel there is a need.

You talked about field public agents, public engineering, civil servant status… but nothing about elected officials. Were they so absent? How has the crisis transformed the way politics is grappling with these issues of resilience and public transformation?

Louise Guillot : During the first confinement, mayors and their closest deputies have been very often at the heart of crisis management, but for other elected officials the involvement varied significantly from one community to another. This can be explained by the special in-between period situation. It also stems from uneven skills in crisis management. We have seen it with the agents: some of them spontaneously took over crisis management without having the function, while others higher up in the organization chart gradually faded away. There are also more positive signals. With the new mandate, new and innovative delegations have emerged: deputy Mayor for the efficiency and transparency of public action, vice-president in charge of ecological accounting, etc. As if public transformation ceased to be a separate delegation (one more silo?) to become a transversal axis that permeate all executives.

Noémie Fompeyrine : The period of the first confinement was strange for the elected officials as well as for the administration, in particular because of the postponement of the second round of municipal elections and the extension of the reserved period. At the end of the confinement and to accompany the deconfinement, the elected officials were heavily mobilized. As a result of the elections, resilient elected officials emerged in several communities. We will see how they will build on the current experience of the crisis - and future crisis - to extend these virtuous links between resilience and public transformation!

– **Propos reccueillis
par Nicolas Rio, Partie Prenante**

THE FIELDS OF IN-VESTIGATION:

6 CONTROVERSIES AND 13 OBSERVABLE PHENOMENA

The first step of this project, identifying a series of tensions and the actual phenomena that put them at stake, helped us contextualize the profusion of innovations at work.
These elements serve as markers to guide our archaeological excavation in public administrations..

Controversy #1

Citizen participation as a collateral victim or strategic retreat?

The mechanisms of participative democracy seem to have been the first to be affected by the impact of the confinement (and the postponement of the second round of municipal elections). Put into an artificial coma for several weeks, will citizen participation manage to regain its rightful place once the emergency is over? What were the consequences of this temporary lack of consultation on the actions implemented during the crisis? How to give (back) a place to the debate when it comes to confronting Covid-19 and its consequences?

[Field 1.1]

The uses and future of participatory budgets.

While they were in the process of becoming an essential mechanism for involving citizens in public action, many participatory budgets were stopped dead in their tracks with the crisis. At the same time, others have seen their use converted into strategic tools for mobilizing the inhabitants. Enough to mark a sustainable evolution of this system?

[Field 1.2]

The place of consultation in tactical urban planning.

With deconfinement, local authorities have multiplied the reorganization of public spaces (new bicycle paths, pedestrianization of certain areas, etc.). These developments, even if they are often a continuation of previous policies, were implemented as a matter of urgency without always involving citizens in their design. How are they going to be received by the various users (pedestrians, motorists, cyclists, local residents...)? Are these solutions going to last? Is it necessary to imagine an ex-post citizen participation?

Contributive democracy, spontaneous mobilization of citizens or outsourcing of public action?

The crisis situation was accompanied by an abundance of citizen initiatives: from food distributions to the production of visors by the makers, through volunteering in the nursing homes, neighborhood solidarity groups or volunteer seamstresses. What place did communities give to these public policy contributions? How has the cohabitation between a bureaucratic structure (more or less efficient) and these (more or less) DIY collective actions? And above all, how has this episode reconfigured the co-production of public action?

[Field 2.1]

The creation of citizen reserves.

Many local governments used citizen volunteerism to amplify the response to health and social crises. How were these reserves built up? What was requested/ proposed to the volunteers? With what leeway and what counterpart? How has this distributed action been digested (or not) by the administration and elected officials? What do the usual players of volunteers have to say about it? In what way can the sustainability of such systems contribute to the resilience of territories, both in the face of acute crises and on a daily basis?

[Field 2.2]

Public-community partnerships.

A strong mobilization of makers in the production of protective equipment, food collection and distribution, involvement of intermediary places in solidarity actions ... the crisis reveals the ability of citizens to provide solutions to the crisis. But it also raises many obstacles to the integration of their contribution, often inconsistent with bureaucratic standards. What can we learn from the crisis about the proper articulation between the public and the common?

Administrative procedures, ultra-perso-nalization or new standardization?

By imposing the remote relationship, confinement has profoundly transformed the relationship between the administration and the user. It has forced local authorities to adjust administrative procedures to adapt to this new context and avoid weakening the situation of citizens already affected by the crisis. How have these changes been experienced on both sides of a digital counter? What will remain of these new forms of interaction?

[Field 3.1]

Modulations of access to social rights.

Due to distancing, many procedures have become 100% dematerialized during the crisis, requiring administrations to be more ingenious in order to maintain equal access. What does «extreme mediation» reveal, and what practices in the field does it outline? What dematerialization - more or less digital - does this entail? At the same time, what can we learn from the experience of local authorities that have implemented other solutions, such as automatic renewal of rights (minimum social security, residence permits,...)?

Internal management, reinforcing a common culture or widening the gap between professions?

Crisis management has put public organizations to the test. Whether or not they had a Administration Continuity Plan (ACP), they all had to tinker in a hurry to make the best use of the resources at their disposal. This has strengthened the group's cohesion, regardless of the sector or hierarchical level. At times, crisis management has led to a discrepancy between the burnout of public agents placed on the front line and the bore-out of other services that have been artificially shut down. How did/will these adjustments shake up the organizational charts? What do they tell us about the public servant's profession and its future?

[Field 4.1]

Mechanisms for reallocating agents.

In the most agile public administrations, crisis management has caused a large number of employees to change jobs, often on a voluntary basis. The crisis has also shaken up work patterns, their temporalities, the missions of the agents. New measures have been set up, such as the metropolitan civic reserves, allowing agents to carry out missions performed by associations during their working hours. What are the effects of these reassignments on agents, quality of service, organization? What to do with the demonstration of this collective capacity for versatility and adaptation, which contrasts with an often rigid view of organizational charts?

[Field 4.2]

The place of middle managers.

Between the decision-makers at the helm on strategic choices and the field agents on the initiative «on the front line», what role could middle management play? How do these missions fit together, and what kind of management culture(s) does this shape?

Institutional cooperation: withdrawal or intensification of connections?

Covid-19 revealed the extent of the interdependencies that exist between the various public institutions, whether horizontal (between local authorities in neighboring territories), vertical (between levels of local authorities and with the State) or diagonal (with other public operators). Like the industry, pharmaceutical or agri-food industries, public action value chains are made up of a multitude of links. But once the observation is made, several reactions are possible: a quest for autonomy or even self-sufficiency, even if it means disengaging from usual partners or competing (on the purchase of masks or assistance to companies); seeking the best role-sharing, playing differentiation and complementarity with other stakeholders. The reality lies somewhere in between, but with varying weightings!

[Field 5.1]

Resource pooling.

Patronage of skills with provision of agents, grouped orders to limit costs…   On the ground, the situation does not always correspond to the battle of egos and chapels favored by journalists. What were the preconditions for this rarely spontaneous cooperation? What are the benefits and obstacles? How can this cooperation be a response, beyond the sanitary crisis, to the social and environmental challenges we are facing?

[Field 5.2]

The exercise of nested skills.

Despite attempts to define distinct blocks of competences, many subjects straddle several institutions : school (Cities / Departments (Counties) + National Education ministry), support for companies (EPCI/Regional government + DIRECCTE/State), solidarity (Cities/Social centers + Departments (Counties) + State social support). Have these overlaps been a factor of disorganization or a lever of resilience? How can we explain that the crisis has produced confidence here and mistrust elsewhere?

Decision making : uncertainty planning or de facto centralization?

Covid-19 revealed the need to quickly and radically change practices, in a matter of days - sometimes even hours - shaking up the various decision-making levels of public action. On one hand, it appears that public action is ready to take quick decisions on incomplete data and on pragmatic logic of opportunity: In the face of uncertainty, the chains of decisions become clearer and the legitimacy of a decision comes more from authority figures. On the other hand, there is a severe lack of relevant data to address the crisis, and a retreat into existing data - and even a very strong tension to make the channels for producing health and social data work faster.

[Field 6.1]

Criteria for emergency prioritization.

During the crisis, public administrations reorganized around essential services and priority actions. Emergency decision-making practices (crisis units, regular meetings, delegations of signature) have been multiplied to simplify the daily life of agents on the ground. Beyond the provisional plans, how was the decision-making process organized in practice? Does this reshuffle the cards as to how an action, a profession, a public service mission is qualifying as a priority or not?

[Field 6.2]

Strategic data.

During the crisis, strategic data accessibility - and the use of available data had a strong impact on the capacity of local governments to act - and their ability to inform the public, diverting the use of «heat wave files» to target vulnerable groups, real-time reporting and sharing of data relating to deaths and the occupation of public places… At the same time, issues such as the routing of protective equipment, deployment of municipal agents, etc. have given rise to new needs in terms of territorial knowledge, and potentially specific data requirements. What data collection and sharing practices has this generated? What is the strategic use at the level of public decision making of this new data, sometimes partial or currently being collected?

17. PROSPECTIVE LEADS FOR RESILIENT PUBLIC ACTION

The following proposals are articulated around 7 orientations and 17 leads. The first, set out directions to guide our public transformations in order to build resilience. The second, is about tangible ideas to implement these changes at different points in the administration and thus, like an acupuncturist, transform the entire machine.

Some of the leads are in line with several orientations. To simplify the reading, we grouped them by orientation, and therefore sometimes had to make a decision. You can therefore navigate in this document in several ways: in a linear way, by reading alternate orientations and leads, or by navigating through the orientations, where you will find on each presentation, references to all the relevant leads.

Table of Contents of the Orientations

Orientations 1

Diversify sources of influence

- **Citizen Liaison Committees** [22], to avoid self-decision making in times of crisis, whether brutal or long lasting
  #Influence #Contact
- **Indicators of medico-social aid** [32], to better value the expenses that count and invest in the right levers#Influence
- **The whistleblower** [28], to enlighten foresight and forecasting with perceptible evolutions on the ground
  #Influence #Intendance

Orientations 2

Thinking data through its uses

- **Les data lab** [44], to make the available data more effective
  #Données
- **Les communautés de confiance de la donnée** [40], pour penser les conditions techniques et éthiques de l'exploitation des données sensibles.
  #Données #Contact #Communs

Orientations 3

Take the habit to do things in common

- **The Civic Engagement Platform** [50], to stimulate, support and connect territorial initiatives
- #Commun #Contact
- **The public-common portage** [56], to better share the risk and burden between public players and civil society partners #Commun
- **The Common Chambers of Resilience(CCR)** [60], to pool resources and decide together on their management
  #Commun #Influence

Orientations 4

Strengthen the reallocation of resources

- **The professional micro-mobility policy** [66], to adapt human resources management to rapidly changing needs
  #Ressources #Intendance
- **Public sponsorship in kind** [72], to make available talents and untapped material resources for the players of the territory
  #Ressources #Commun

Orientations 5

Keeping in touch with citizens & users

- **The essential service of citizen dialogue** [78]**,** to continue taking into account the inhabitants' opinion on future projects
  #Contact
- **Proactive counters** [84]**,** to keep abreast of the residents' needs in terms of emergency assistance and social services
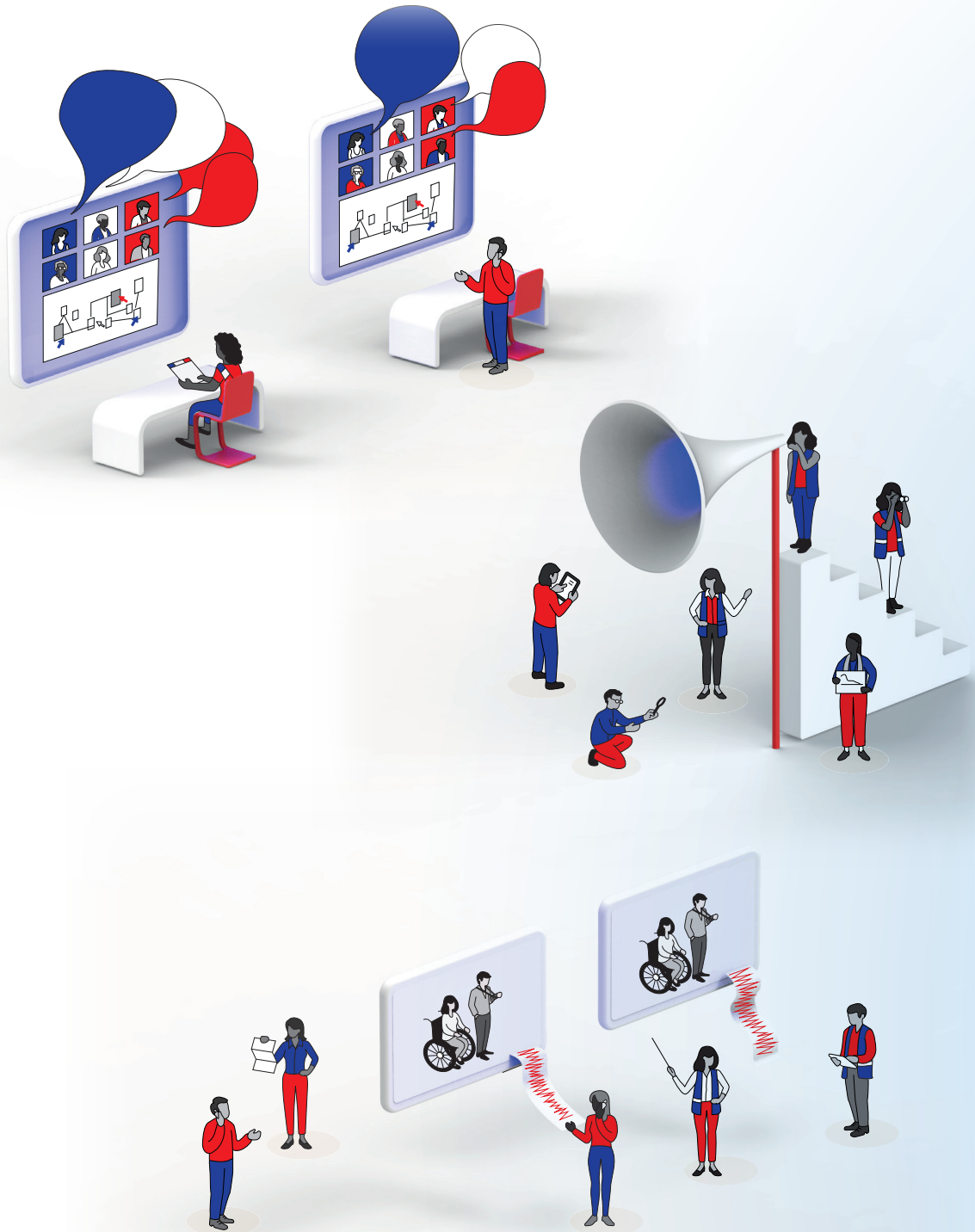 #Contact

Orientations 6

Trusting Stewardship

- **Subsidiarity management** [90]**,** to empower coaches to take action #Intendance
- **HR «as a service»** [94]**,** to accompany this support service in a facilitator role
  #Intendance
- **Frugal initiative porting without prior permission (PIFPP)** [98]**,** to think of a secure framework for agent initiatives
  #Intendance

Orientations 7

Taking care of rituals

- **Declaration of engaged agent** [104]**,**to flesh out and strengthen the polyphony of public service employee commitments
  # Rituels #Intendance
- **Psychoanalysis of services** [108]**,** to forgive each other and move forward
  #Rituels

↗

Orientation 1

Diversify sources of influence

The leads #influence are:
- Citizen Liaison Committees[22]
- The whistleblower [28]
- Indicators of medico-social aid [32]

and also:
- The Common Chambers of Resilience (CCR) [60]

Crystallized around the crisis unit figure, new decision logics emerge during the crisis.
Symptomatic of narrowing of decision making to the smallest circle, these new power spaces test the usual (or expected) modalities of decision making.

The administration's natural authorities (chief of staff, mayor) are not absent from the process, but rarely occupy the central place. At the same time, atypical profiles and citizens' voices have found their way into the decision-making process, some of them legitimized by proven skills in crisis management, others by the desire not to disconnect with citizens.

The strategic information was not as expected. Those who played a decisive role in anticipating the crisis were sensitive and located (rather than big and clustered). Data produced in an artisanal way (rather than automatically) in response to collectively defined indicators (rather than predetermined data) were the best way to judge the quality of a response and to adjust its form.

Crisis units centralize decision making, but these practices diversify the sources of influence. How to give them more voice and make them **bulwarks in the decision-making process?**

Lead • citizen liaison commitees
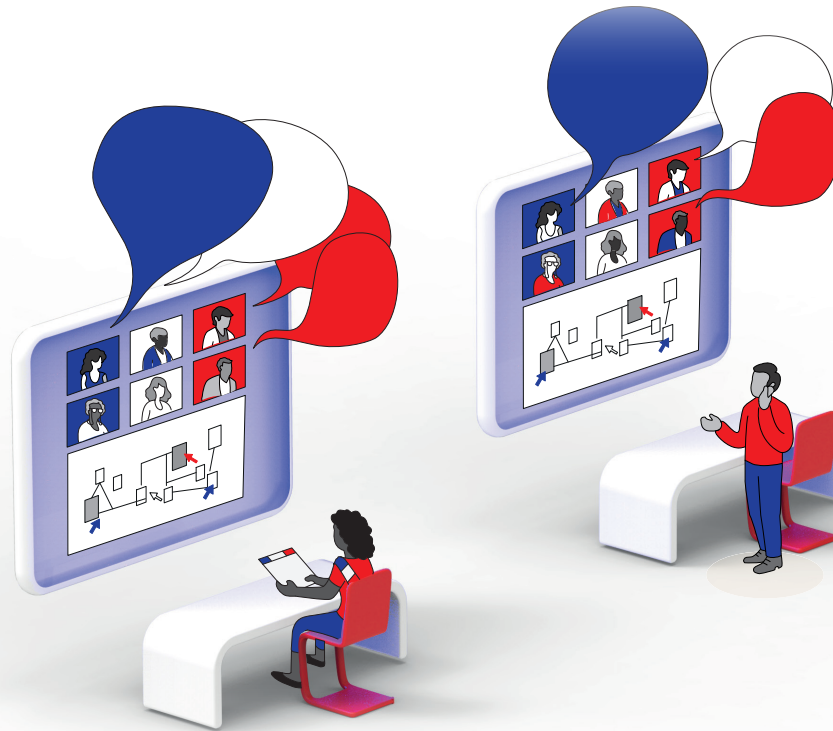
Since the beginning of the crisis, we have witnessed a strong need for public debate, accelerating the emergence of deliberative formats. Surveys and platforms, allowing residents to report on how they are coping with the crisis have been set up (in Melbourne and Sidney, for example), transforming the way the future of their city is shaped.

Moreover, local authorities are imagining ways to get residents more directly involved in the decisions taken during and after the crisis. Inspired by the French Citizen's Climate Convention, some are imagining local versions, investing in citizen panel formats, and watching with interest the digital platforms for debate.

Lever

The aim is to draw on the experiences of direct democracy and citizens' assemblies to rethink the public decision-making circuit, and thus guarantee «360°» crisis management. Liaison committees are also forums for exchange, ensuring a more shared understanding and broader ownership of rebound and resilience strategies.

Details

- **At the height of the crisis, a format of crisis units opens to citizens**
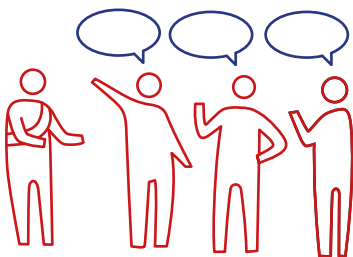
How to integrate citizen participation in emergency management? In Grenoble, the city has established a steering committee with the citizens [26] to discuss the decisions taken at the height of the crisis. Communities could also rely on their elected officials - particularly those who are simply city councilors - to imagine ways to «democratize» emergency management.

-

- **Citizen convention for resilience**
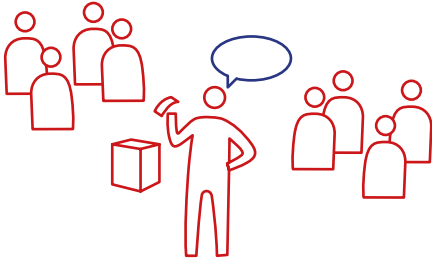
In addition to the French citizens' conventions, there are other experiences of citizens' assemblies have been tested in Europe [25] and elsewhere, which could inspire post-crisis resilience citizens' chambers. If they bring together citizens who are often randomly chosen, they do so over a specific period of time: the crisis period - as in Medellin, for example; the time of producing a strategy - as in Barcelona [25] ; for one mandate - as for the Bürgerversammlungen of the German-speaking community in Belgium. It seems crucial to precisely identify the work items subject to the citizen convention of resilience: «Maintaining social ties is too broad. Everyone agrees that it's important, it doesn't make sense to make a statement on a globality. These are not decisions, they are objectives, and it is the implementation that counts» (a director of citizen participation in a metropolitan area).

- **A right to follow up on proposals**

Finally, the commitment of the local government to really take into account the outputs of the resilience chamber is crucial: what is the status of the ideas and proposals put forward? One might imagine a contract between the traditional institutions and this committee, which engages the responsibility of both in the forms of implementation, but also a right of follow-up and evaluation.
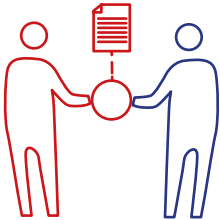
Inspirations

The Covid citizens' convention in Grenoble

It is a joint and an experimental consultative body, set up by the City of Grenoble in October 2020 to adapt and improve decision-making by involving citizens. It is made up of 120 citizens randomly selected and consists of about ten sessions, based on the model of the Citizens' Climate Convention. They dealt with subjects as diverse as the opening-up of markets, the maintenance of social ties, the protection of women in violent situations, etc.

----
https://www.grenoble.fr/1950-convention-citoyenne-covid-19.htm

The Barcelona Pact

In July 2020, the city of Barcelona developed a major city pact with the entire social, cultural and sports fabric (a total of 200 civil society organizations). The aim was to reflect on the best response to the crisis and to the economic, social, urban and cultural challenges affecting the city, and to define the key measures to be implemented and the budgets to be mobilized for this purpose. 4 working groups were organized: Economy, urban model, social rights, and culture & sport. The recommendations led to concrete measures such as deferring the payment of city taxes, cancelling daycare and other fees, strengthening municipal services in some particularly impacted neighborhoods, etc.

----
https://covidnews.eurocities.eu/wp-content/uploads/2020/05/barcelona_bestpractices_may2020.pdf

Other citizen assemblies in Europe

Various countries have experimented, with a more or less sustainable way, with randomly selected citizens' assemblies. Ireland has organized citizens' assemblies on two occasions, in 2012 and again between 2016 and 2018, to work on modernizing its constitution around major issues: Parliamentary reform, an aging population, legalizing abortion, global warming, etc. The citizens were randomly selected according to a method that guaranteed a representative society and benefited from expert interventions to inform them. A digital platform has been set up to collect proposals and testimonials from citizens, and to feed the debates.

In Belgium, in a context of democratic crisis and representation crisis, the German-speaking community has set up a permanent citizens' assembly, the Bürgerversammlungen: The German-speaking Parliament is assisted by a council composed of 24 citizens (the German-speaking Parliament has 25 deputies) randomly selected to make recommendations on specific work themes for the Parliament, where they sit for 18 months.

↗

Lead • The whistleblower
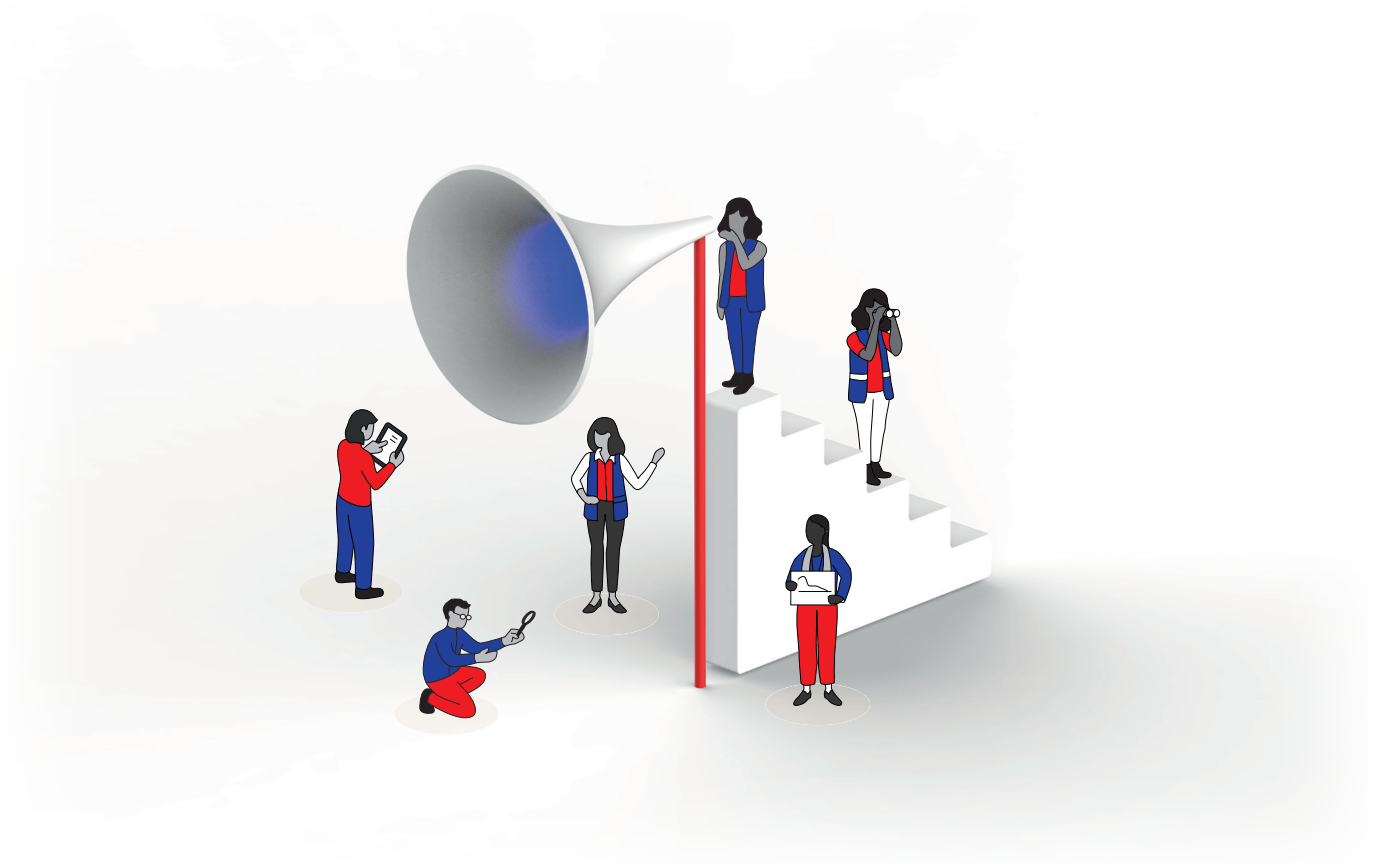
During the crisis, the first alerts came from the field. A more informed agent, a peer capturing important information (increase in the number of hospitalizations, changes in the international situation, etc.). These signals are strategic for anticipating, preparing for the onset of a crisis and reducing uncertainty; knowing how to see them and mobilize them in public decision-making is therefore central.

Through The whistleblower, it is about organizing a monitoring of these weak signals by leading a network of agents chosen for their motivation, and their diversity of profiles and professions. These agents are mandated to build together a snapshot of the evolving situation through the evolution of daily realities that often escape the classic foresight exercises.

Lever

The aim here is to rely on a principle of diversity of information sources in order to minimize bias (confirmation, focus, etc.).

Upstream of crises, it allows **weak signals to be sent back from the territory** well before structured data gives the alert (rise in incivility, increase in poverty...) During the crisis, it allows **sensitive data to be collected for the development of a situation.**

And in normal times, these spokespersons promote a better flow of information, and greater **empathy from decision-makers** for the realities of agents' jobs. This also allows the **expertise used by agents to be relayed and valued** at the highest level of decision-making.

Details

- **A group of whistleblowers agents**
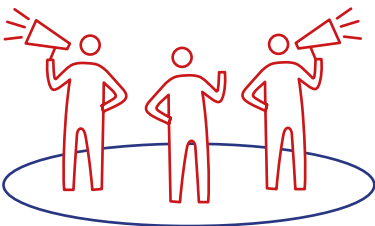
This means, in part, **decentralizing the «monitoring and foresight» function**, by relying on a diversity of surveillance profiles. These spokespersons can be agents of all categories and trades, as long as they have an appetite and bring diversity. We saw during the crisis that the **first alerts often came from agents with no particular mandate**: a partnership manager worried about the feed backs from local NGOs, a director of solidarity had her own practice of horizon scanning, a QSE manager trained in crisis management. To enrich this diversity of profiles, why not articulate it with a recruitment strategy for activist agents with double responsibilities that encourages the circulation of information, in any circumstances.

- **Switching to a monitoring unit**
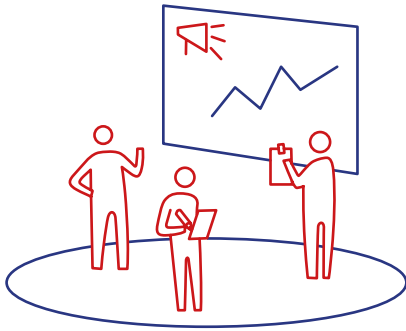
But these whistleblowers can only be effective if they have the ear of decision-makers. Because of the distance from the decision-making circle and the low legitimacy given to their issuers, alerts issued before the epidemic accelerated have not always been heard or taken seriously (6.1.2, 6.1.4). In contrast, the more **integrated forms of feedback have saved weeks of preparation time**. This was the case, for example, in a social action department, where a field monitoring unit attached to the director, which existed beforehand, was able to alert on a change in the situation two months before the confinement: «As early as January, when we felt that something could happen, we suggested that we go to a monitoring unit. The entire month of February was a special situation, we could anticipate the impacts of the crisis.» This allowed to build evolution scenarios, to make an inventory of resources (e.g., to test old stocks of masks to know if they were still functional) and to identify weak points to be urgently improved (e.g., the organization of remote working).

↗

Inspirations

The defense innovation agency's red team

In 2019, the Defense Innovation Agency (DIA) has launched a public call for tenders for the creation of the Red Team. The mission of this Red Team is to imagine and create futuristic and disruptive scenarios to benefit defense innovation. It is inspired by Team Ignite of the US Army Futures Command. This team is thinking about future conflicts and working on ideas to help the U.S. Army equip, organize, and train for these conflicts. This ad hoc team works in conjunction with the Futures and Concepts Center (FCC) and the Combat Capabilities and Development Command (CCDC).

Lead • Indicator
of medico-social
aid
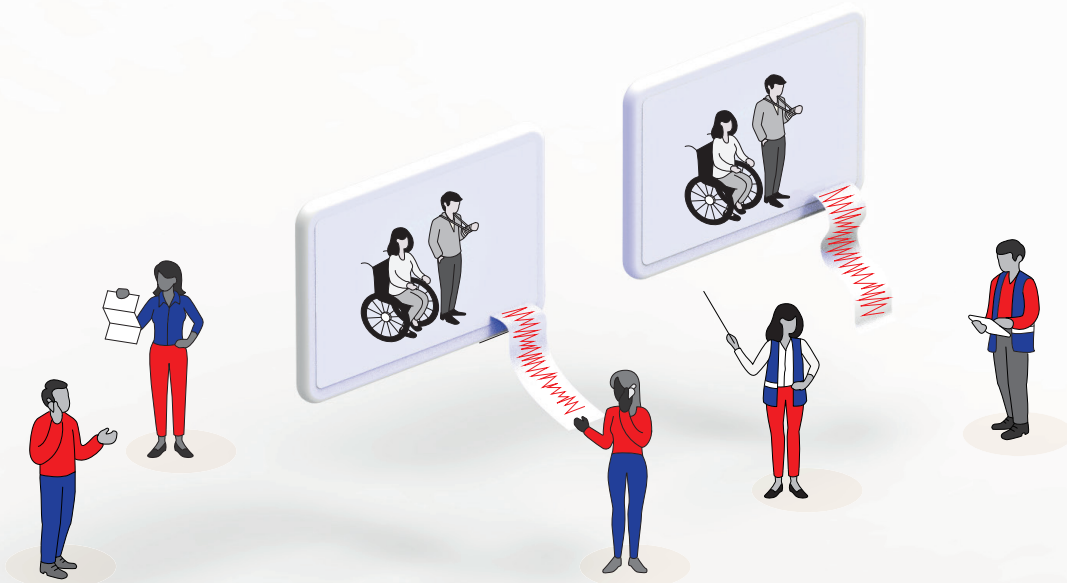
Support platforms for fragile users, deployment of support units for institutions with fragile populations, emergency support to associations or the provision of public agents... all this, «how much does it cost?". In times of crisis, local government «didn't count» and financial statements are difficult. While the post-crisis period is likely to be just as demanding on social services, resources will be more measured. In order to establish new organizations and new modes of service delivery inspired by the reaching out approach, we need to assess the value of the investments made and the costs saved. How can we build indicators of medico-social savings?

Lever

The crisis is marked by debates on the choices made between the economy, health and the environment... If the public player cannot carry out a purely cost/benefit analysis of his choices, a large number of impacts to be taken into account in the implementation of medico-social support systems ultimately have no market, and therefore no price: human life, well-being, etc. It is therefore necessary to reintegrate them **into a more political system of public accounting** (what matters?), reconsidered in the light of the issues at stake (what are we prioritizing?), in order to ultimately equip ourselves with steering tools that are suited to the transitions to be made (where are we going?).

Rethinking our accounting tools also means defining our indicators. If the difficulty of implementing complex indicators and dashboards (such as Sustainable Development Objectives) leads to the use of relatively light evaluation grids, the real question is 'who determines these indicators?» We are therefore also interested **in systems that seek to define collectively indicators** that are likely to make them more transparent and widely appropriable, from the political level to front-line agents and users themselves.

Details

- **Health as a capital to be preserved**
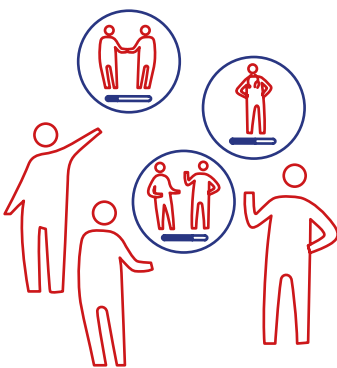
The CARE accounting [35] (Accounting Adapted to Environmental Renewal) attempts to respond to the need to integrate indicators other than just financial capital into the accounting of organizations by combining the concern for the conservation of this financial capital with the preservation of other capitals: environmental capital and human capital. To this end, it involves a preserving cost of these two types of capital. An organization is therefore profitable only if the three capitals are preserved (natural, financial and human), therefore if the resources are maintained or renewed; there is no possible compensation between the different capitals, each capital must be preserved individually. This is what makes the care system so interesting and radical: the idea of carbon compensation, for example, is excluded. One could imagine testing this public accounting approach on a given territory, in a field of public policies (health, old age, family, assistance to people in precarious situations, etc.), or on a piece of equipment. In the field of human capital, one could for example, draw assets to be preserved such as physical and mental

health (including avoidance of psycho-social risks), knowledge and skills, sociability, etc..

• Collectively define key indicators
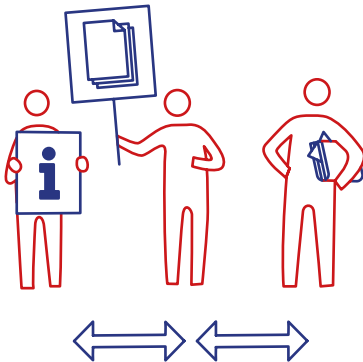
An important dimension of the CARE system and many of the alternative indicators is to focus on the collective definition of the assets to be considered and maintained. On this dimension, one could be inspired by the way the city of Amsterdam has grasped the Donught economy [35] of Kate Raworth, to turn it into a development tool with local stakeholders on the challenges and thresholds of sustainability, through portraits of the city that combine local and global dimensions, issues of health, capacities, interconnection and the power to act of the inhabitants.

Another inspiring approach is the Community Chartering network in Scotland [36] which has enabled various local communities in Scotland to collectively identify what matters for their lives and the lives of future generations, and to transform the process into a legal document.

In this regard, it would be important to involve, in order to define 'medico-social savings indicators', the various players in the chosen field of public policy, or the partners and suppliers of the equipment concerned, in order to define and measure the evolution of capital, with indicators relating both to users and to the workers of the relevant organizations.

Inspirations

The CARE accounting

Developed in France by Alexandre Rambaud (AgroParisTech (CIRED) & Université Paris-Dauphine), the CARE model uses the principles of traditional accounting to extend it to natural and human capital. To achieve a profit that incorporates the costs of sustainable development, CARE generalizes the concept of profit, whereby profit represents the maximum amount that can be spent over a period of time while maintaining capital. CARE thus aims to design a profit that does not degrade the natural, human and financial capital of the organization. This approach has already been tested by several French players: the Paca region, a network of child care centers, the Terres d'Avenir collective, and is also of interest to players such as Territoires Zero chômeurs.

Doughnut Economics and Sustainability Indicators

Economist Kate Raworth created this visual framework for sustainable development combining the complementary concepts of global and social boundaries. It is about considering the performance of an economy by the extent to which people's needs are met without exceeding the earth's ecological threshold. The central hole of the model represents the proportion of people who do not have access to the essential elements of life (health care, education, equity, etc.) while the outer edge represents the ecological thresholds (global limits) on which life depends and which must not be exceeded.

In April 2020, the Amsterdam City Council stated that its strategy is based on this economic model to «make the city's economy completely circular by 2050, starting by halving the use of raw materials in 10 years». The economist is now focusing on the territorial application of this model, in particular through the Doughnut Action Lab and its community.

In France, Kate Raworth's work has also inspired the work on the definition of indicators of sustainable well-being (IBEST) carried out by the Grenoble metropolitan area.

----
https://www.weforum.org/agenda/2017/04/the-new-economic-model-that-could-end-inequality-doughnut/

Scottish Community Chartering

In 2013, the communities of the town of Falkirk set up a community charter to prevent the extraction of coalbed methane. Residents came together to list what they felt was important to preserve their health, lifestyle and the future well-being of their children and grandchildren. This charter has been one of the tools for the recognition of the community's rights and local civil society. It has since been networked to promote this shared planning process as a new model of collective commitment to the essential rights and responsibilities. It offers expertise in planning, environmental law, and group facilitation to communities that feel disempowered by local planning processes, threatened by adverse developments and/or wish to ensure that their health, well-being, economy and natural environment are preserved for future generations.

----
https://www.communitychartering.org/community-charters/

↗

↗

Orientations 2

Think the data through their uses

The (given) tracks #données are :

- Trusted Communities for Sensitive Data [40]
- The data lab [44]

Whether it involves analyzing the health situation, identifying new current and future needs, anticipating the effects of new measures or improving care for the most vulnerable populations, the need for reliable, localized data that can be used by decision-makers and field workers alike has been critical throughout the crisis.

While the period has generally highlighted the weakness of the production and use capacities by administrations of the data needed to act in an unprecedented and uncertain context, it has also led to the development of more or less do-it-yourself practices for the production and use (sometimes diverted) of these data by agents.

All these observations highlight the strategic and democratic dimension of the consolidation, publication and use of essential data.

They open up new opportunities for work at the crossroads of improving information systems and the challenges of inter-territorial cooperation and governance of a resource. These relate to the **sharing of information between public and private data holders,** but also **to improving the use of data for action management purposes.**

It also involves working on **the governance and security of user data, to encourage the sharing of data** between administrations, and also to meet the need for «exceptional» use of this data that may arise during a crisis.

Lead • Communities of trust for sensitive data
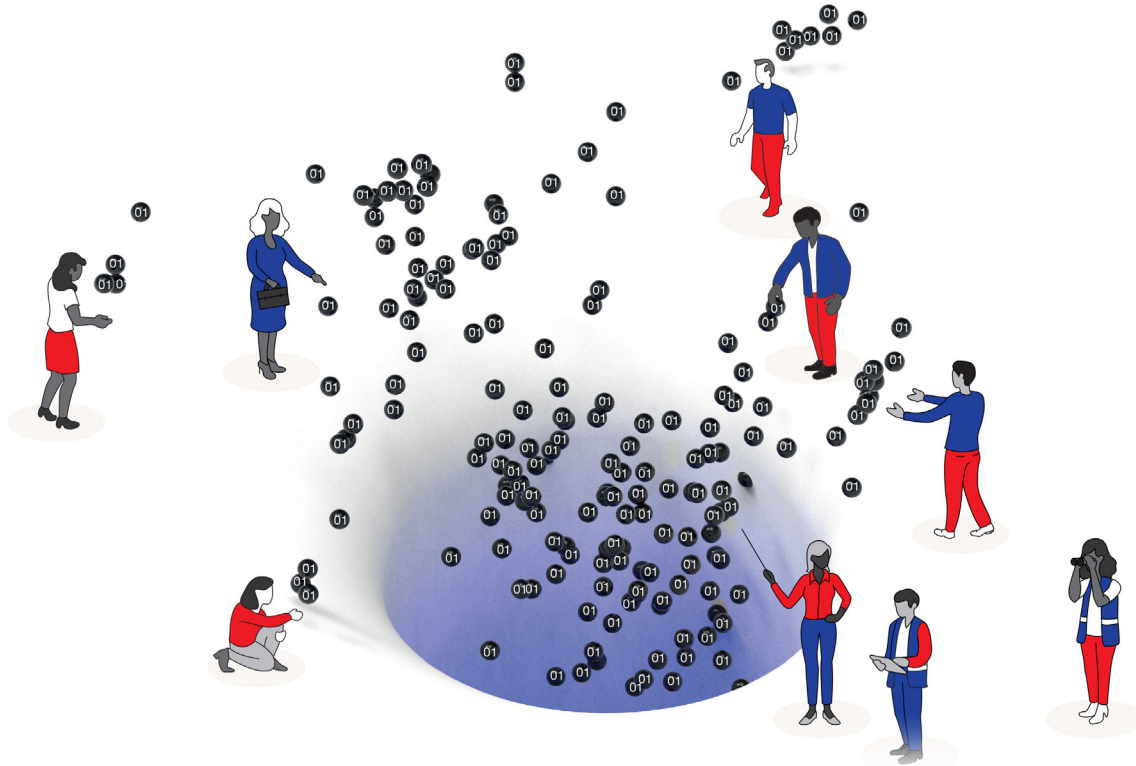
Recognizing the increased difficulty for users to express their needs and the risk of a «flood wave» of post-confinement, social services, communities have taken a proactive stance in identifying needs. And this requires access to more or less sensitive user data. In the departments, there has been a re-use of the social minima records (recipients of discounted transportation fares, recipients of APA (aid for loss of autonomy). In the cities, heat wave files are especially mobilized. Often devised by field agents to meet needs, these do-it-yourself practices work in the crisis thanks to «good faith».

The sustainability of these practices, which were tolerated in the context of the crisis and have proven their effectiveness, is questionable in a context of accelerating crises. Indeed, the quality of the support is directly correlating to the quality of the files. This search for quality could lead to a centralization and consolidation of personal data in a trans-service and inter-administrative user database. Is this a desirable horizon?

Lever

The use of user files challenges our ability to provide an ethical framework for these practices, which are likely to increase in the event of repeated crises (heat waves, pollution peaks, etc.).
The management of sensitive user data, from a forward-looking perspective, confronts local authorities with major challenges in terms of data governance (who decides that we can use this sensitive data?) and security (what technical solutions and frameworks should be in place to limit the risks?). The following ideas suggest considering data as a common resource, and not as a resource belonging only to the private player, where the community of users (public administrations, citizens, etc.) defines the common rules of use, so as to keep this resource

Details

- **Technical and governance guarantees**

By using technical leverage, it might be possible to imagine giving back to the user the management of his data «portfolio», while technically giving him a guarantee of compliance with his choice of whether or not to communicate certain sensitive data to the administration. This could be accompanied by a more global instance of open governance, greater transparency and a space for deliberation on the « off-framework » uses of user data.

- **The interoperability clause between public players**
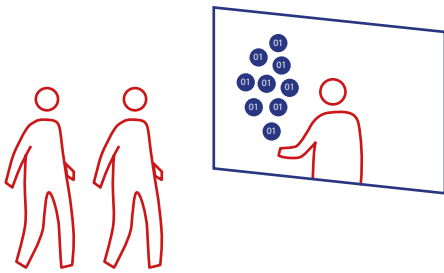
The crisis has revealed the interdependencies between administrations and players in the same territory, but also the gaps and inter-institutional cooperation often based on «good will», without real tools, for example on the subject of information and data: *«We don't have the building plans, for example (the communes have them), we broadly calculated the capacity of certain schools. This can only be done with the town halls if there is fluid dialogue, and for some it is not a priority»* (inspector at the Rectorate of an academy). This question the frameworks for access by public players to data produced by public service operators, and the framework for sharing between players. To do so, the public player could rely on the right of portability[43] of citizens. Working on the interoperability of data and systems between public players is a central lever for improving cooperation in terms of data sharing.

Inspirations

Right to portability - CNIL studies

The European regulation on data protection introduces a right of portability that favors the re-use of personal data from a new data controller, without the initial data controller being able to obstruct it, under the exclusive control of the data subject. In its publication IP 5, the French information science and liberties commission foresight laboratory (LINC) explores a scenario in which *"communities of users could exercise their right to portability with respect to a service in order to make their data available to a public player, for a specific purpose related to a public service mission. The public actor would become a data controller, and would therefore have to comply with data protection principles [...]. Such a process would allow, in a more prospective vision, to lead to the bottom-up creation of an informational «common», built by individuals for the benefit of the general interest. It would then be a matter of building the means of governance of this informational pool, for example by data boards".*

----
https://linc.cnil.fr/fr/ip5-engager-un-reequilibrage-privepublic-par-les-donnees

MesInfos of FING

The MesInfos approach, led by Fing, explores Self Data: the production, use and sharing of personal data by individuals, under their control and for their own purposes. In 2018- 2019, MesInfos is focused on territorial Self Data with three cities, Greater Lyon, La Rochelle and Nantes Metropolitan, each with the ambition to implement Self Data locally.

----
http://mesinfos.fing.org/wp-content/uploads/2018/11/Selfdata_slides_28mars_V4.pdf

Lead • Data Labs to operationalize the data
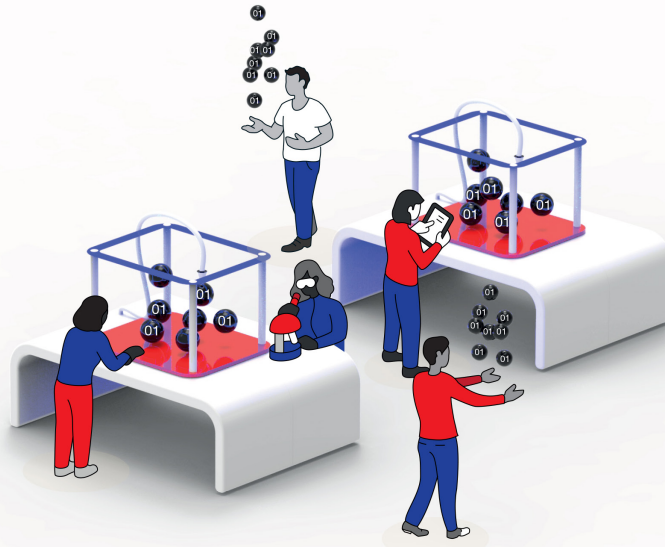
Figures on stocks, hospitalization trends... before and during the crisis, access to and use of key data was a definite advantage in order to adjust optimally. Has the crisis led to a much-promised «data-driven steering»? Our interviews rather reveal practices that are more akin to **strategic information craftsmanship**: «home-made» covid case data collection, field informant cell, PowerPoint report on the director's desk. Enough to **question the maturity of our organizations in the use of this high-potential resource.**

Lever

This involves a **shift in data functions: moving from a data culture based on the resource** (capturing, storing and sharing data) to a **culture based on use** (in decision-making and in the production of services).

Details

- **A support function: project leaders**

Here are several elements that could make up the data labs, to operationalize the available data:

 Data departments could move to a more service-oriented approach to data by experimenting with a support offer at the start of new public policies or projects. They could draw inspiration from the operation of public innovation laboratories to set up a protocol:
- to «seize» the datalab (the datalab could be seized to feed an evaluation, to create a digital service, to make a diagnosis...),
- training assistance of the need (how can the data help?)
- operational support (development of the right data «mix», creation of ad hoc data sets, etc.).
- This function, in order to be truly grasped by the agents, could be designed with them, based on «use cases», and by experimenting with accompanying protocols, such as for example the protocol for the assembly of public innovation laboratory La transfo [47].

- **The «dashboard»
  as an awareness tool**
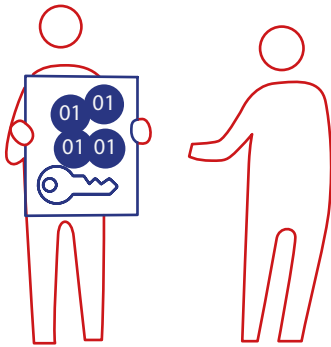
The use of «dashboard» formats by decision-makers is an interesting illustration of the misuse of data in times of crisis. Embodying the practice of steering by monitoring a series of key indicators delivered in real time, these dashboards seem to remain, for many decision-makers, phantasmagorical objects, but in the end they are not very effective in the decision making process. In one city that we interviewed, after ordering a dashboard to serve the data, the crisis unit finally opted for a much more traditional decision-support format, the «analysis note» in PowerPoint, adding analysis and recommendations for action to the presentation of the indicators.

In some interviewed local governments, policy-makers seemed to simply do without indicators that were objectively based on data. For example, in one region, the department in charge of the data, noting a lack of solicitation, finally took the initiative to set up a follow-up on key indicators (number of cases, number of deaths following returns home, number of beds available). In the absence of a sponsor, these data were «blindly» sent to decision-makers.

The data lab could develop a specific activity aimed towards decision-makers, elected officials or directors, which would consist of co-constructing the key indicators for monitoring their delegation or department, and supporting them in the appropriation of these data. More than just a dashboard assembly service, it would be a matter of using this demand to train and raise awareness of these tools among decision-makers.

- **A «user-oriented» open data**
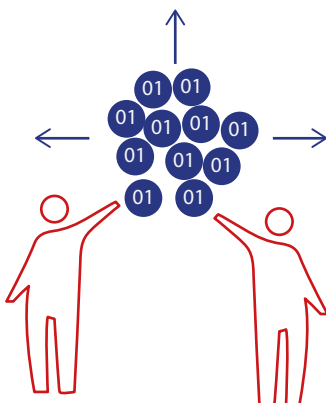
 During the 1st confinement, the daily cartographic tools (first of all google maps) did not work to show merchants' opening hours, those that were open or not. Cities have taken the lead and created their own datasets in a home-made format. Based on these datasets, some cities have developed platforms to make them accessible to all, as in the case of the site of merchants open in Paris [47]. We could draw inspiration from these practices to imagine an open-data function that is more oriented towards users, by associating communication more closely with it.

↗

Inspirations

Public innovation laboratories "transfo"

For nearly 10 years, local governments have set up public innovation laboratories. The aim of these laboratories is to support management, departments and project leaders in the creation of new public policies, or in the improvement of systems with innovative methods inspired by design, ethnography and popular education. By relying on immersion with users, collective intelligence and rapid testing, these laboratories are places where problems are reformulated, where an idea is confronted with the reality of use, where new services adapted to practices are designed. Between 2016 and 2020, the 27th Region supported a dozen local authorities in the creation of their own public innovation laboratory, based on the «La Transfo» protocol. Among the principles: a multidisciplinary team, a group of about twenty agents representing j professions of diversity involved in the laboratory choices of orientation, an approach to raise the awareness of the agents at the same time… In 2020 it opened up the source code so that other local governments could use it as inspiration for their own innovation team.

----
https://transfocodesource.la27eregion.fr

In Paris, visibility for open merchants

In Paris, the city has created a dataset of merchants open or offering delivery. The map is the result of the work of several departments in the city, between the communication department, which collects information from volunteer merchants, and the IT, which generates a map for the site, as well as a file for the open-data platform. It is also articulated with a communication approach on site (small poster to be printed for the shopkeepers), all composing a service thought out for the users.

----
https://www.paris.fr/pages/livraison-alimentaire-a-domicile-les-commercants-parisiens-mobilises-7685

Orientations 3

Getting the habit of doing things together

The leads #communs are :

- The Civic Engagement Platform [50]
- Public-common porting [56]
- The Common Chambers of Resilience [60]

and also:

- Public sponsorship in kind [72]
- Trusted communities for sensitive data [40]

The Covid crisis comes to enrich and shake up the lines of policies in terms of cooperation. Faced with the closure of distribution facilities, the sudden drop in the number of volunteers, the explosion of social needs, and a variety of partnerships have been forged between public players and citizens.

These new practices of cooperation deal with issues as important as emergency aid, shelter, management of protective equipment, and so on. They **bring together** certain aspects of public action and broaden the scope of the general interest beyond the players (public and parapublic) usually in charge. This pooling made it possible during confinement, to respond cooperatively to challenges related to the crisis. Tomorrow, these same mechanisms could provide a more effective alternative to address the major challenges (climate, societal, etc.) that await us.

These new practices open up new avenues at the intersection of **policies for linking with associations** (moving from the objective of development to sustainability, from a principle of delegation to hybridization, and above all broadening the types of players involved in these actions), and certain **policies for citizen involvement** (moving from participation to shared governance).

This means amplifying the effects of local mobilization by developing other forms of support and cooperation. In the medium and long term, this allows the structural reinforcement of these commitments, and thus avoids the disappearance of the partners in the area, on which the quality of many public service missions in the health, social and cultural field depends.

Lead • Civic Engagement Platform
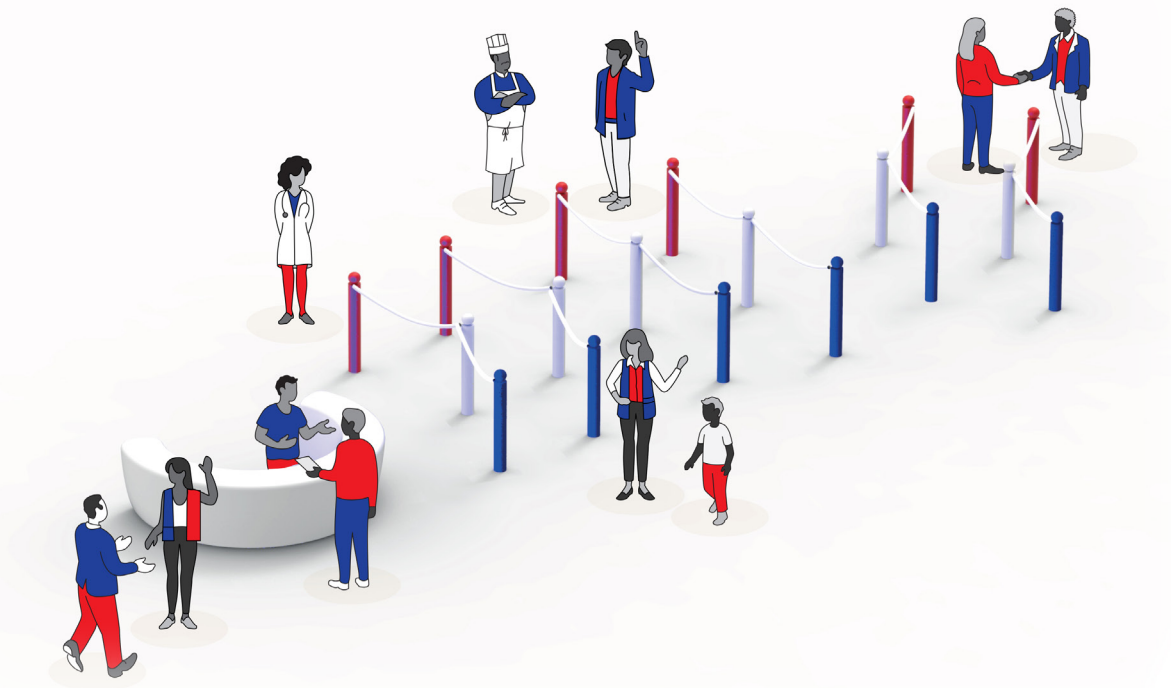
Faced with the explosion of social needs and the decline in the usual services (public, economic associations), other forms of commitment are emerging. Isolated or networked citizen initiatives, informal collectives that organize themselves, spontaneous neighborhood initiatives or large-scale territorial organization... there is an abundance of such initiatives. There has been a real broadening of the types of people mobilized during this crisis: strong mobilization of 20-30 year old, the initial commitment for a large part of the volunteers, very diverse profiles.

The Civic Engagement Platform is designed to **support the commitment of residents and stimulate social ties between individuals**. In order to support this citizen vitality, which is essential in times of crisis as well as in normal times, the public player could work to ensure that **proposals are better linked to the needs of the region.**

Lever

By playing an **intermediary role**, the public player supports all forms of engagement and promotes mutual aid between citizens. It contributes, without interacting directly, to the strengthening of the interpersonal ties within its territory. This link is essential for the resilience of a territory, and no public or private service can replace it.

This approach is based on **local resources and contributions rather than needs**: identify the driving forces, proposals, etc. and see how they can contribute to solving the problems of the territory. For the local government, this means

from then on, to function by opportunity (rather than by plan) by stimulating the will to act, to adopt a stance based on bringing people together (rather than prescribing) which does not predict either the needs of any or the offer of support to others.

Details

- **A one-stop shop for all t he willingness to commit**

The first step in this direction would be to set up a one-stop shop for engagement, drawing on lessons learned from mechanisms such as "Nantes entraide" [53] for example: a single, visible and legitimate entry point for all proposals and requests for contributions from local players of any kind (associations, collectives, individuals, etc.); positive and benevolent «Swiss Army knife» public servants, with the ability to take a 360° view of the territory and public policies; flexible, transversal, cooperative and decompartmentalized organization between the various departments of the administration, a bond of trust with the hierarchy and a capacity for initiative on the part of the agents; posture of the public player not seeking to position himself as a pilot but as a facilitator. This counter could be articulated with the devices of public sponsorship in kind [72], to link the needs of the players in the territory and the resources of the public player.

- **A matchmaker function (digital and physical)**

On the other hand, some cities have set up digital networking platforms. This is the case in Grenoble, with the Volontary Solidarity Platform [53]. These types of networking platforms have often been designed by local authorities, but have been totally driven by the citizens' initiative. These measures have made it possible to «decomplexify» citizen involvement based on the principle that any willingness to get involved can meet a need: a citizen is ready to share a cake? She will be put in touch with the mother-child home in her neighborhood! This function as an intermediary is crucial, and could be based, in addition to the digital platform, on a work of collecting requests from remote audiences (precarious audiences, illiteracy...), via for example a system of neighborhood coordinators inspired by the neighborhood managers in Gent [54].

- **A tangible recognition of this citizen micro-commitment**
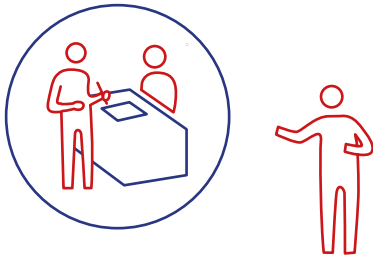
To support these actions, we could imagine logics of valorization of the citizen engagement, while however, avoiding falling into a relationship of subordination with the public player. Why not value these implications by relying on local currencies or local variants of the citizen engagement account [54]?

- **Bringing out 'together' a collective narrative**
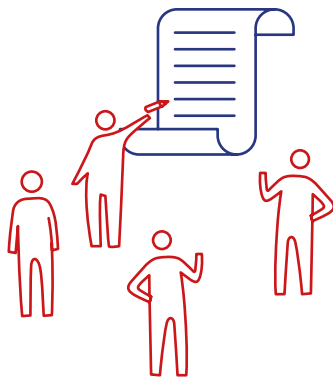
Making visible and enhancing the collective and citizen dynamics of the territory, showing the successes brought about by the diversity of its players, the usefulness of their action is both a form of recognition and a driving force for involvement. It also allows us to regain a form of confidence in collective action, to build a sustainable narrative beyond the crisis. Initiatives in this direction include, acknowledgment sent to all those who wished to get involved, the creation of podcasts to showcase the inhabitants and their mobilization… Furthermore, one could be inspired by jointly constructed narratives [54], such as the tales of social protection animated by the association Aequitaz, the Gohelliades, a cultural festival in Loos-en-Gohelle, or the Ateliers de l'Antimonde (Anti-World Workshops) to make a real place for citizen communication in public communication.

Inspirations

Mutual aid in Nantes

Since the beginning of the health crisis, many citizen and solidarity initiatives have flourished in Nantes. In order to help, facilitate and coordinate these initiatives in the best possible way, the City of Nantes has set up this citizen support network. The participation of numerous associative players, agents of the administration as well as the collaborative and agile work between directions made it possible to meet the needs of more than 1400 families, whether for help with shopping, homework, food distribution or the supply of masks. From an administrative point of view, the way of working adopted to implement this unit was a novelty: strong decompartmentalization of the organization, cross-functional work, level of trust and autonomy granted to the unit, working in project mode with the priority objective of identifying a solution, etc.

----
https://metropole.nantes.fr/entraide

Solidarity Volunteers of Grenoble

At the time of the first confinement, the City of Grenoble set up «Voisins Voisines», a site that allowed citizens to offer their help or to look for neighbors willing to provide often valuable assistance. Nearly 2,500 Grenoble residents had offered their help on this platform. Several categories enable you to easily find people close to you: remote homework support, remote conversation, essential errands or other suggestions. It is also possible to share «good tips». In the fall of 2020, the platform will become sustainable by broadening the scope of engagement: citizens can now participate in solidarity actions carried out by the public player, such as the platform for appealing to isolated people.

----
https://www.grenoble.fr/1700-volontaires-solidaires-de-grenoble.htm

Neighborhood manager in Gent

The policy participation unit is a transversal service of the municipality of Gent composed of 20 «Neighborhood managers», highly mobile field agents operating in one or two neighborhoods, creating links with and between associations and citizens, generating synergies in order to create new citizen dynamics. Each of them is in charge of a neighborhood in which they act as an intermediary between residents, the administration and politicians: they facilitate the involvement of those furthest away from public action, connect the players in the area and identify their needs, support emerging initiatives in all fields of public action, and decipher administrative processes for them.

----
https://ec.europa.eu/regional_policy/sources/conferences/udn_ghent_2016/background_ghent.pdf

The Citizen Engagement Account

Established by the law of August 8, 2016 called the «Labor Law», the Citizen Commitment Account (CEC) is a state instrument designed to recognize and value the voluntary commitment of highly invested association leaders. It allows, subject to eligibility conditions, to benefit from additional training rights credited to the personal training account.

----
https://www.service-public.fr/particuliers/vosdroits/F34030

Stories built together

The stories of social protection animated by the association Aequitaz aimed to approach the question of social protection in a way that goes beyond the technical and that allows to consider, even to rethink it, from the point of view of social justice; the document is thus the fruit of a collective citizen exploration realized in 2015-2016. The Gohelliades, a cultural festival in Loos-en-Gohelle aims to highlight the regional heritage so its inhabitants can draw strength from it to look towards a future full of hope; it takes the form of ambitious projects and performances built in a participative way with the inhabitants. Les Ateliers de l'Antémonde encourage the diffusion of new imaginations, and offer workshops for debate, writing and collective creation.

↗

Lead • The mission of partner Stakeholder Sustainability

#Commun
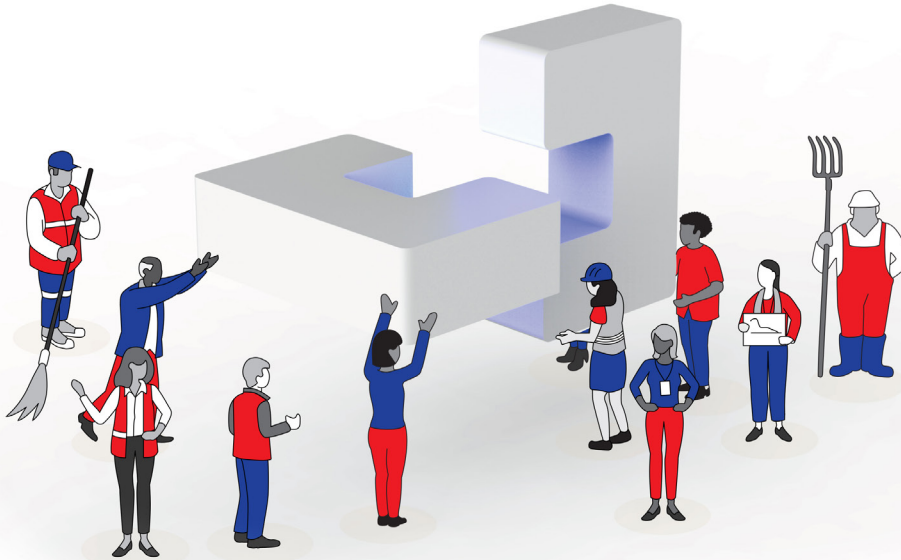
While the crisis has weakened all forms of commitment, local authorities have sought to **guarantee the continuity of solidarity actions that complement public intervention**. Since assuming responsibility for the action, mobilizing replacement volunteers, making resources available, positioning oneself as a leader... the successive changes and the intensity of interactions between associations and public authorities have shaken up the usual relationships between these players.

These clues c**hallenge the division of existing** roles between prescribers and service providers. Not very sustainable for the associative structure, it did not seem to resist the crisis. So how can we think of more durable and resilient relationships in times of sudden shock?

The Mission for the Sustainability of Partner Players is designed to **renew the partnership philosophy** between public players and associations with a mission to make actions in the general interest more robust. This new philosophy is based on innovative partnership frameworks (organizational, regulatory) that promote the maintenance and sustainability of the public player's partners' actions.

Lever

Sustainability is the ability to withstand the passage of time or to be able to support counter-arguments without being weakened. Sustainability induces notions of **durability and solidity**. The mission of sustainability recognizes the importance of associative partners, and gives a role to the public player in maintaining an associative vitality capable of acting in close cooperation with the public player.

In the event of a crisis, the **multiplicity of associative players** is a major factor of resilience because it allows, in the short term,

to set up with the simplicity of the forms of «relay circuit», in case of fragility of one or more players in the community.

Alternative human circuits play the same role as an alternative power supply circuit in the event of a main circuit failure.

In the longer term, this allows us to manage a multiplicity of responses, at different levels, to complex problems, and thus limit the «holes in the racket».

Details

- **A special plan from the emergency aid partners**
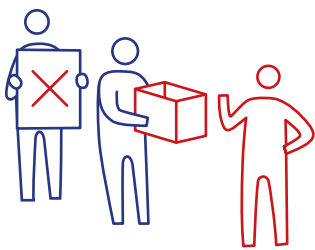
In most territories, the overwhelming majority of associations stopped their activities when the first confinement was announced, even though social demand exploded. This bottleneck phenomenon has caused the administration to take over momentarily and nimbly, evolving from day to day according to the needs and the resources that can be mobilized.

For example, in one surveyed social center, it all starts with the uncontrolled distribution of food leftovers from the central kitchen. Then, almost every day, the system evolves: volunteers and restaurant owners get together, the central kitchen refrigerators are mobilized for storage, the distribution point is moved to gain visibility and reach people who do not seem to be on the move, the rate of distribution is increased, and then, when demand is at its peak, the distribution point is moved to a vacant administrative building.

To provide a framework for these practices, one could imagine a special plan setting out the protocol for taking over public action momentarily. A review of the first six months of the crisis could be used to identify the handover

and those who are less successful. This exercise could lead to a framework document prepared by associations, elected officials, agents, beneficiaries and players involved, laying down the principles and modalities of a temporary support to the partner's action when the latter cannot ensure its action. This framework document sets out the conditions for triggering and the limits (particularly in terms of time) of this takeover in order to avoid situations of management return or interruption of activity. It could also specify the different modalities of support (material assistance, provision of an agent, ...) in conjunction with the public sponsorship in kind [72].

- **A minimum partnership to encourage bridges between public players and civil society**
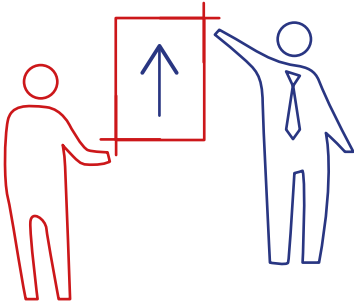
Beyond emergency management, these systems are also remarkable examples of common management, where everyone finds their place: *« at the Red Cross, the organization of the flow of beneficiaries was delegated to elected officials, the link with the municipal police to ensure the security of distributions, to volunteers «in the trade», front-line distribution, to citizen volunteers, supply management»* (partnership manager in a CCSB).

Associations and public players have sometimes played their complementarity perfectly, in an informal and trusting framework that facilitates cooperation: *«The Local Solidarity Service (SLS) could not deliver the packages but knew the people who needed them. So, they nicknamed us, the small district association»* (director of an association against isolation). In the end, players who sometimes did not speak to each other, strengthened their links and recognized their respective roles, forming articulated continuums of support for users: *«In 4 months we were more effective than in a year. We know each other better. It takes less time to share information. And we put the user at the heart of the system.»* (idem).
In a perspective of resilience, the public player could include an incentive principle of «minimum partnership» in projects dealing in particular with the issues of support and social inclusion. This principle will thus make it possible to build bridges between public and private systems.

- **New sharing of responsibility, the local governments as an all-risk insurance**
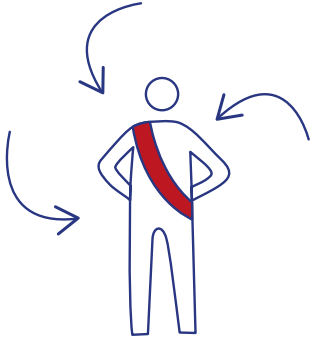
The pandemic has created new risks for welfare and emergency players. During the 1st confinement, the administration sometimes took over the civil liability of the associations, which feared, for example, the legal consequences of an opening : *«The decision to completely shut down everything was a fear of the volunteers, but above all a fear of those in charge to be punished for getting someone sick »* (founder of a food aid association). In the case we studied, it is a letter from the state local administration that specifies they will be responsible if someone is contaminated, which will allow the association to restart. This creates a public administration that is capable of pooling and absorbing the risk taken by local players rather than trying to prevent it at all costs.

- **A call for pooling to stimulate the development of common resources**
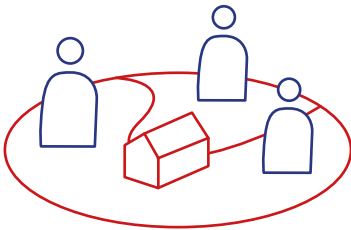
On the basis of existing actions on the ground, the public player could also launch a call for joint action that encourages collaboration between local players wherever possible, and breaks with the principle of competition. It could be inspired by the call for pooling of the mobilities factory [59], to bring the territory's players to cooperate with each other in the creation of common resources that the public player could then support.

Inspiration

Call for pooling Mobility Factories

The Mobility Factory is a booster dedicated to the transport and mobility sector, launched in 2015 and supported by the ADEME. It has launched a call for pooling, which aims to stimulate cooperation between mobility players in the development of common resources: technological platforms, open data, free software, knowledge, feedback, protocols of experimentation territories, etc., which it calls «pools».

----

https://wiki.lafabriquedesmobilites.fr/wiki/Appel_à_commun

Lead • The commons chambers of resilience (CCR)
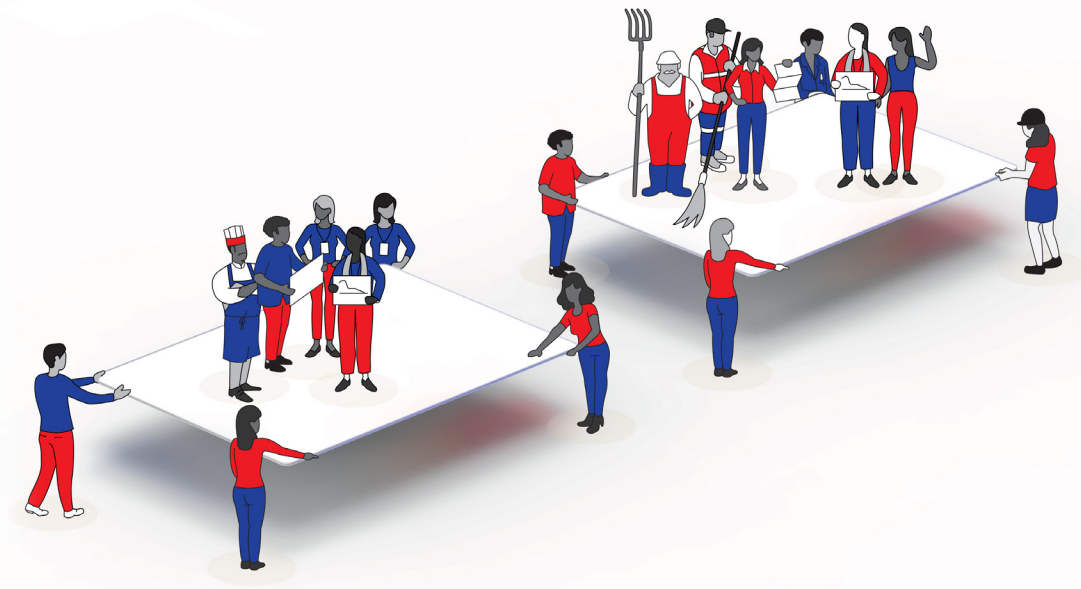
The crisis has highlighted cooperation practices involving a diversity of stakeholders and encouraging informal relationships and variable geometries. These include, for example, thematic working groups, inter-territorial cooperation areas such as metropolitan hubs… These spaces allow the creation of a fertile breeding ground for cooperation and inter-knowledge in crisis management.

This is even more true when these cooperation revolve around a common object that goes beyond administrative borders, such as food (via Territorial Food Plans).

Based on these observations, this approach offers to create a resilience chamber, designed as a **space for co-piloting and mutual assistance between players in terms of access to and management of key resources** (food, mobility, energy, water, etc.), particularly in times of crisis.

↗

Lever

The **shared governance of resources** normally allows to build a shared orientation and inter-knowledge and creates automatisms of cooperation between different players of the same system: public players, associations, companies. In times of crisis, as these automatisms are already integrated, players can easily use informal channels to deal with emergency situations.

In the longer term, it also enables better management of limited resources (water, forest, farmland, public spaces, health protection equipment, vaccines, blood, etc.).

Details

Unlike the Chambers of Commerce, these Common Chambers of Resilience are not another third party cooperation institution. They are rather articulated around territorial projects and specific mutual aid mechanisms.

- **Sectorial chambers to be built on the existing one**
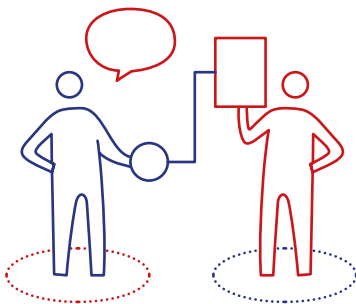
The crisis has had a magnifying glass effect on interdependencies: between territories where people live and work (for example, in the case of the Nancy/Metz region, where there is a lot of commuting between France and Luxemburg): who/where are the masks given); between metropolitan areas and rural territories (e.g., the City of Paris where we work, rural territories where we recharge and cultivate, etc.). Cooperation items such as territorial food projects [63] act on this interdependence and make it possible to collectively govern a policy or manage a resource, particularly as they integrate a wide range of stakeholders.

In Grenoble, for example, the leaders of the Territorial Food Project (active since 2018) emphasize that opening up its governance, particularly to citizens and civil society organizations, is a factor of resilience and efficiency in the crisis: *«the steering committee has been expanded to include three players: the agricultural chamber, the development inter-council and the Grenoble region's «food autonomy» collective; the background has helped in the ongoing crisis management and in rethinking the roles of each in the short and medium term».* The crisis has accelerated the implementation of tools designed to connect the diversity of players in the area: platforms for connecting retailers, producers, re-inventing food aid in the light of the fragilities created by the crisis, etc.

Can we imagine transposing such governance arrangements to other key subjects, such as health, or to the management of key resources? We could find inspiration for this in the management of Water as a common good» in Naples [63].

• Mutual aid pacts
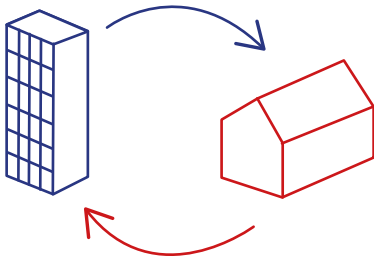
In certain territories, the crisis has also reinforced the necessity, not be alone in a context where the usual interlocutors in case of local crisis (State, European Union) were also overwhelmed. Systems of territorial solidarity have been invented horizontally, on the scale of inter-municipalities or between different levels of authorities (provision of agents and resources, etc.). These pacts of reciprocal solidarity could be an avenue to invest in, through the local reciprocity contracts [63]. One could imagine perpetuating these systems of mutual aid and reinforced solidarity by backing them up with forms of tax incentives, for example.

Inspirations

Territorial food plan in Grenoble

By forming a framework for cooperation between metropolitan areas, departments, natural parks, etc. but also among their local players: agricultural chamber, the inter council of development, collective of inhabitants, etc., which allowed a better reactivity in the crisis, and more creativity (sharing, testing, diffusion and continuous improvement of good ideas, even lobbying for example to allow the re-opening of food markets. In 2018, the Grenoble territorial food plan expanded its steering committee to include 3 players: agricultural chamber, inter council of development, and the «food autonomy of the Grenoble region» collective..

Aqua Bene Comune Naples, Italy

The governance of the water management company in Naples gathers the local government, workers, representatives of environmental organizations and civil society in charge of managing this resource for the benefit of users and future

Local reciprocity contracts

The idea of reciprocity contracts between metropolitan areas and rural territories was introduced by the Interministerial Committee to Rural Areas in 2015; the aim was to encourage the signing of joint contracts between a large city and a rural area (often based on the choice of the large city), without an assigned timeframe, in order to encourage the development of interactions, with a multi-thematic approach: economic development, health, mobility... By mid-2019, seven metropolitan areas had signed a reciprocity agreement.

Orientations 4

Strengthen the resources reallocation

Crisis management has put public organizations and their teams to the test. Whether or not they had a Business Continuity Plan (BCP), all of them had to tinker in a hurry to make the best use of the resources at their disposal.

In the most agile public administrations, crisis management has resulted in the **change of activity of a large number of agents**,
on a voluntary basis or not. Almost everywhere, agents have been reassigned to missions beyond their own, sometimes even outside their own administration, demonstrating an individual and collective capacity for versatility and adaptation, which contrasts with an often too fixed vision of job descriptions and organization charts.

The way they seem to be open to a **new thinking on the public servant's job and on public HRM adapted to changing contexts** and to reinforced stakes of cooperation with the other players of the territory, but also more attentive to the capacities and people's aspirations.

On the other hand, everywhere, communities have diverted the primary use of their public buildings (gymnasium, school, central canteen) to take advantage of emergency aid: sheltering the most deprived, mass production of hot meals, etc. Often made available by partner associations, these contributions raise questions about the ability of the public player to **reallocate its « dormant « material resources**, and, above all, to take advantage of actions carried out by external players. Thus, these leads also offer the possibility of reinvesting the **policies inspired by Corporate Social Responsibility (CSR)** from this point of view, by broadening the ways in which the institution produces the value of the territory.

Lead • The professional micro-mobility policy
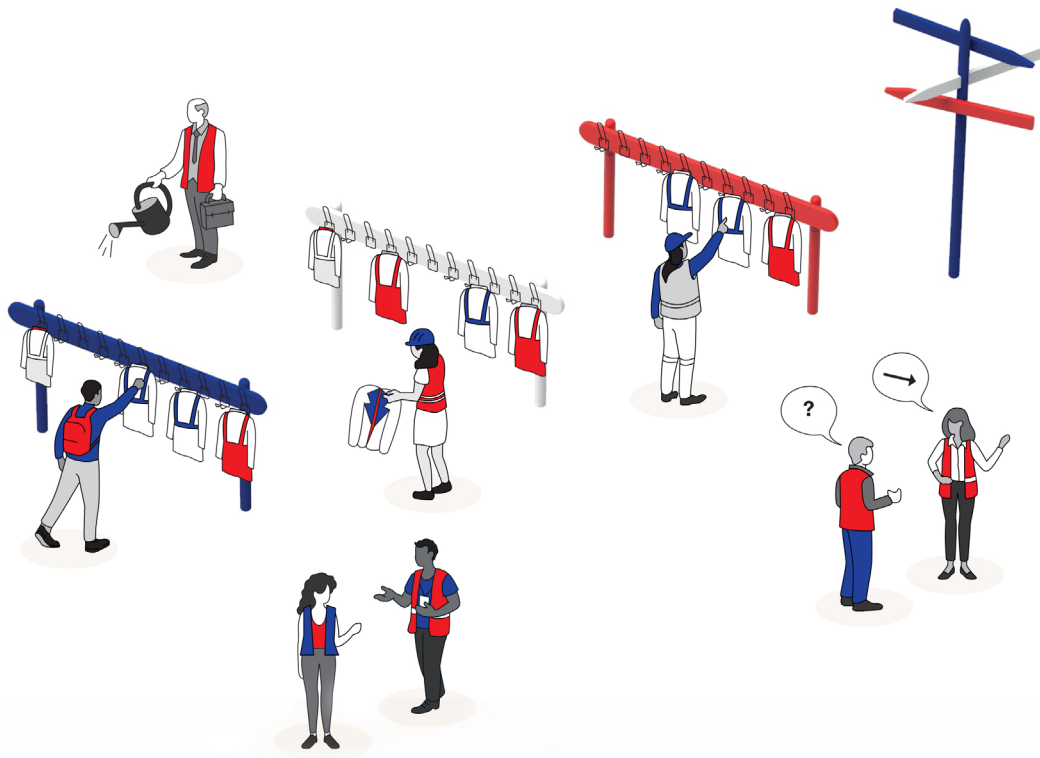
During the crisis, some agents were heavily mobilized on missions other than those they normally perform. Road workers assigned to waste collection, daycare staff redeployed in the nursing homes, agents made available to local associations, others «on the bridge» to the social services for food distribution, others finally in the crisis cells, to monitor, inform, coordinate. As diverse as they may be, each of these practices reflects the same challenge: to focus efforts on essential services and immediate health issues.

These practices call for the development of a **new HR culture**, based on **valuing versatility and agility in resource allocation**. This puts us on the road to a policy of professional micro-mobility, capable of supporting public agents and the administration in short-term redeployments due to sudden shocks, and longer-term reorganizations in the face of chronic crises.

Lever

Administration continuity plan (PCA) had not always been useful to communities. Micro-mobility policy is the **counterpart of risk planning and risk response**, which are the foundations of a PCA. Instead of the plan, it aims to cultivate the conditions, before and during the crisis, for reactivity and reallocation of human resources.

This policy reflects the shift from a **specialized approach to a versatile approach**, and the ability to adapt to changing contexts rather than to excel at a task. This new culture of versatility is central to the ability of administrations to reallocate human resources.

Beyond the human resources department alone, the profound cultural, organizational and managerial transformation brought about by this policy requires the strong involvement of all departments and employees to ensure that the objectives are shared and thus supported

Details

Inspired by the reallocation practices observed, the micro-mobility policy is intended to be **a more systemic response to reallocation needs**, improving the benefits of these measures for the agents, the departments concerned, and the services rendered to the population.

- **Human coordination of supply and demand**
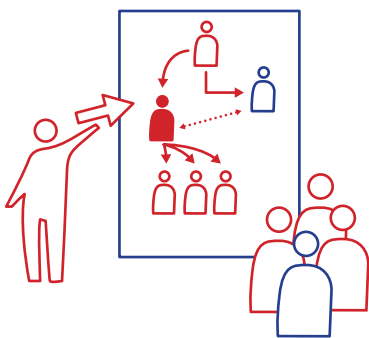
Although we did not encounter any cases of badly experienced reassignment, these practices may have generated confusion due to their lack of clarity, particularly with regard to the selection criteria for agents: *«Initially, the choice of agents [based on physical criteria and not on status criteria] was misunderstood, because the vast majority of young agents were contract agents»* testifies a head of department of a Metropolitan area, or when the consideration of certain requests is not followed up. *«I had asked not to work on weekends, it was not respected. I was a bit upset: I was a volunteer and my request was not taken into account»* revealed a childcare assistant reassigned to an EPHAD. Rather than allowing departments to manage their needs themselves, and thus create very strong inequalities from one department to another, the dedicated unit approach seems interesting in many ways. One could imagine an operation inspired by the

Metropolitan reserve of the European metropolitan area of Lille [70,] where a unit of 4-5 agents coordinated, throughout the crisis, the offer (the voluntary agents) and the needs (coming, in this specific case, from the associations). Entrusted to the department of user relations and citizenship, the mission was even more important since there was a significant gap between the professional framework in administration and work in associations. Its strength was based on the human dimension of mediation: making life easier for applicants to formulate their needs, regulating flows, playing a role of guarantor and reassurer for the agents... the unit was able to absorb all the particularities of such a system. By placing the agent and the reception structures at the heart of the system, this unit format could be particularly virtuous for coordinating internal reassignment.

- **Detecting, value and developing «secondary» skills**
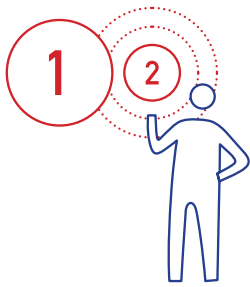
 At the individual level, these reassignment mechanisms can feed short and medium-term professional development projects:*»I've learned new skills and today I applied for a position at the collection site. Before the crisis, I hadn't considered this orientation»; «For the rest of my professional career, I would do a bit of both: a bit of a childcare assistant, a bit of a caregiver for the elderly»*..These «on-the-job» rises in competence could be anticipated and supported, by helping agents to identify their fields of interest and skills (valorization of non-required knowledge, expression of desires), by drawing up «personal reassignment plans» with agents, and by training managers to detect potential

- **Set up a system of «volunteer days».**
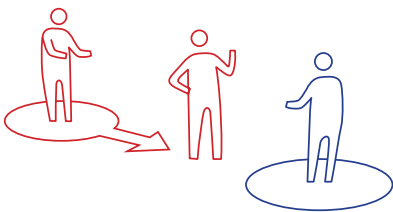
Designed to live during and outside periods of crisis, this system must provide a framework for seconding agents. To do this, we could imagine «volunteer days», valued and taken from the working time, so as to constitute a «pool of volunteer agents» open to the greatest number of people. These «volunteer days» would constitute a reserve for the agent and the local government, which could be used in targeted settings (for example the proactive counters[84]), or in custom-made missions in neighboring directions, or even in the context of a public sponsorship in kind [72] with an association.

- **Preparing managers to support reassigned agents**
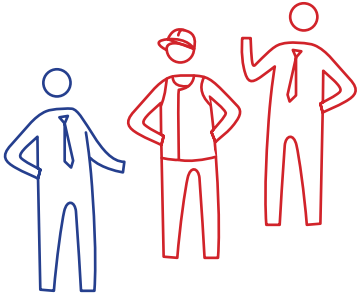
Again, some practices observed during the crisis seem to improve the experience of reassignments. The short training of reassigned agents and the creation of «technical mentoring» pairs to improve the agent's experience and facilitate rapid and effective reassignment.

The involvement of the original manager also seems to play an important role. For example, in the case of the reassignment of road workers to waste collection, there is a form of co-supervision of the reassigned workers: « *I was more in touch with K. (responsible for the collection) for the instructions and F. (road manager) for HR questions and support ».* The collective definition, with agents and managers, of good support practices, then the training of managers in these practices could be a central mission of this policy.

- **Develop partnerships between neighboring services**
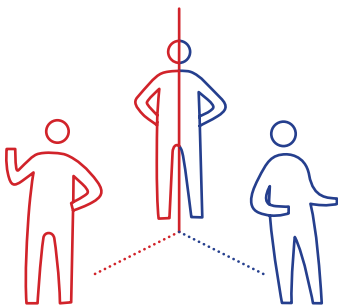
Reallocation practices have sometimes given rise to «crisis pooling» protocols in anticipation of future events impacting human resources. For example, as part of the heat wave and pollution plan, one local government anticipated a possible reassignment of trained road agents to collection to compensate for the absence of agents who could not come to work. We could thus imagine creating more permanent bridges between departments and directorates that are naturally close, because they have common missions (maintaining public spaces, assisting users in their procedures, etc.), by offering staff to spend a little time in these neighboring departments.

- **Hosting targeted programs**
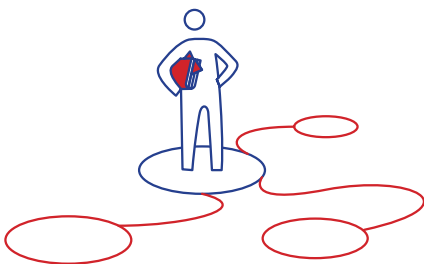
Par exemple, des dispositifs d'agent volants interinstitutionnels, permettant de naviguer entre différents niveaux de collectivités au sein d'un même ensemble territorial. Ces agents pourraient avoir dans leur fiche de poste un nombre de jours à mettre à disposition d'une autre collectivité du territoire, pour travailler sur un projet en coopération, répondre à des besoins ponctuels, tester des projets de mutualisation ou répondre à des objectifs de transfert de compétences.

Ou encore des dispositifs de micro-don de compétences à d'autres services, à l'image du volunteer language bank [70] développé à New York City…

Inspirations

The Metropolitan Reserve of the Metropole of Lille – MEL (FR)

#entraide #reallocation

Numerous solidarity actions towards the most fragile people are carried out by associations and municipalities of the European Metropolitan area of Lille (food and emergency aid, childcare for caregivers or security personnel, links with isolated fragile people, blood donation...). However, some of them have faced a lack of volunteers and difficulties in fully carrying out these priority missions.

This is why the European Metropole of Lille has experimented with a metropolitan civic reserve to allow its volunteer agents to intervene alongside municipalities and associations, close to their residence. This experiment was a response to a twofold demand: that of the Metropolitan area to pursue everywhere, a duty of solidarity to fight against the epidemic and its consequences, and that of the confined metropolitan agents who wanted to help the players in the area with their missions among the most fragile.

----
https://www.lillemetropole.fr/communique-de-presse/covid-19-la-metropole-europeenne-de-lille-cree-une-reserve-civique

The volunteer language Bank (NYC)

#reallocation

New York City's Volunteer Language Bank leverages the language skills of city employees to respond quickly to the needs of citizen-facing organizations in 70 languages. The tool allows organizations to request interpretation or translation assistance in a specific language, post a document to be translated, or leave information about the situation to be interpreted.
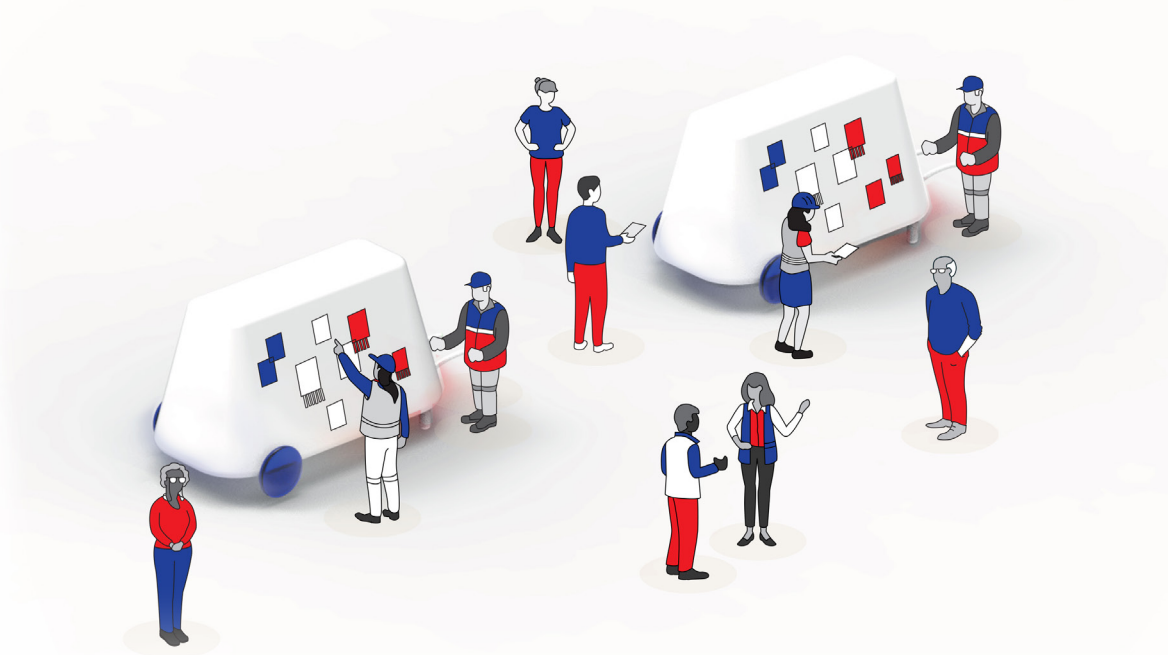
----
http://www.thegovlab.org/static/files/smarterstate/NYC-volunteer-bank.pdf

↗

Lead • Public sponsorship in kind

In many cases, there have been initiatives from the «bottom up», from users and citizens, often without any real formal authorization. Neighborhood radio stations, directories of available initiatives, shared food runs... These initiatives are part of public policies without any real or necessary intervention by the public authorities (self-organization of meal and drug deliveries, etc.) or even substitution: intervention of individuals on social work functions in the absence of a response from competent organizations (falls at home, distress calls).

 Public sponsorship in kind, proposes to support, through simpler, more flexible and more adapted to the needs, the initiatives that emerge from the territory.

Lever

Beyond subsidies, the public player could help by better **sharing the resources** (material, human, etc.) at its disposal. The aim here is both to improve the use of material resources in its possession, to strengthen the natural links between public authorities and local stakeholders and to develop forms of small-scale-public-citizen partnerships.

Details

This sponsorship in kind could be based on three types of action:

• **Micro-contracts for logistic support**
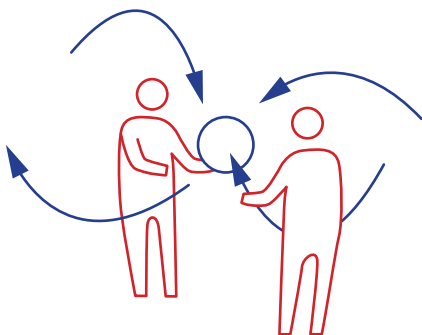
Most often in a position of letting things happen, the institution has sometimes intervened on the sidelines, helping logistically (lending equipment) or connecting people with similar initiatives.
When this is the case, it uses informal channels of validation (a call to collaborating agents from the commune), and there are few coordinated initiatives for logistical assistance. To perpetuate these very virtuous support practices, we could be inspired by the collaboration pacts, implemented in Bologna [75] since 2015. These pacts allow the local government to contract, in a simple and light way, with citizen initiatives contributing to the common good to support and help them. In Bologna, they rely on a unit in the administration that centralizes requests and manages the articulation with the various city services.

- **A skill-based sponsorship program**
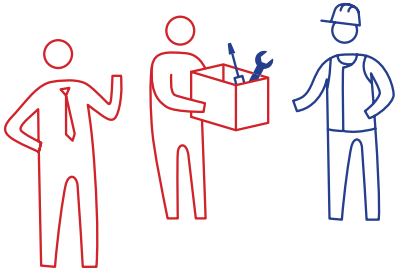
We could be inspired by the Metropolitan Reserve of Lille [75] to imagine a system of sponsorship of agent skills. Through an application platform, it offered interested agents the opportunity to register for major types of missions (two to choose from) and for niche markets. Missions are divided into half-days and agents are mobilized at the rate of two to three half-days per week. The freedom and the experimental framework made it possible to not necessarily settle all the questions beforehand, to speed up the validation process and to move very quickly into action. «Some association needs came back to us, but there were few candidate agents on the platform, so we called or wrote directly to the agents". These practices were a way of developing «field and sensitive» knowledge that could be re-injected by volunteer agents in public policy work sites (for example, a volunteer agent in a food aid association was then involved in a process of redesigning the Territorial Food Plan of the community of communes).

Well-articulated with professional micro-mobility policy [66] with regard to the «supply» of agents' time, this sponsorship of skills would be to be built with the players of the territory, to better understand the beneficiaries and their needs. To implement such a system the local government could rely on the implementation frameworks identified by the Fabrique RH [75], public innovation laboratory founded by the Prefecture of the Île-de-France region.

- **A program to reuse the local government's vacant space**

With the close involvement of the heritage / real estate department, the aim would be to identify vacant premises that can be occupied at low cost (purchase of a building for an urban project, former administrative premises), and to rely on conventions to make them available to stakeholders. The Dual Usa Infrastructure approach [75] of diversifying the uses of public buildings in Milan can be an inspiring example of how to think about a global approach in this area.

Inspirations

Sponsorship of skills as seen by the Fabrique RH

There are various mechanisms that can be used to support the implementation of skills, sponsorship within a public body. One can, for example, rely on the **availability of a public agent at the service of an association.** This will result in the reimbursement of the employee's remuneration and related dues and contributions. However, the public body may consider offsetting this cost with a grant or aid of an equivalent amount.

The **«Volunteer Leave»** or «Engagement Leave», the **Citizen Engagement Account** (CEC) included in the Personal Activity Account (PAA) or the Senior Planned Part-Time (SPPT) can also be interesting entries.

La Fabrique RH :
https://44529ced-0eec-4448-bfb7-3c5433aeb669.filesusr.com/ugd/43be71_af0992c3bc4b42ad820aee7476057eff.pdf

Collaboration pacts in Bologna

Light and flexible contractual frameworks, the pacts regulate the cooperation between the municipality and initiative bearers (inhabitants, NGOs...) to take care of the common urban assets with a view to transparency and cooperation. In France, the town of Loos en Gohelle has developed a similar system, allowing a citizen, group of inhabitants or other, having an idea to improve the living environment, to contact the municipality. They are committed to implementing it and ensuring its sustainability through compliance with an agreement. The municipality supports its development and implementation by providing financial and

----

http://enactingthecommons.la27eregion.fr/2019/05/02/bologne-a-lepreuve-des-communs/

The Dual Usa infrastructure in Milan

In the wake of the crisis, the City of Milan has included in its administration plan, the temporary reuse of its infrastructures and buildings as a lever for territorial resilience. More specifically, this objective is based on five axes: the reassignment of school buildings and courtyards in summer into public spaces and spaces for educational activities, requisitioning vacant apartments for hospitality purposes, publics pour la mise à l'abri d'urgence.

Orientations 5

Keeping in touch with citizens & users

The leads #contacts are:
- The essential service of citizen dialogue [78]
- Pro-active counters [84]

and also :
- Data trust communities [40]
- Citizen Liaison Committees [22]

With the closure of the counters, the confinement has weakened relations between users and administrations, leading to the risk of a breach of rights for many recipients. On the other hand, the mechanisms for dialogue with citizens have for the most part come to a halt, resulting in a discontinuity in citizen dialogue in the local government's ongoing projects.

In both cases, there was a risk of loss of contact, and in doing so, a risk for the public player of a poor consideration of the inhabitants' needs (in the immediate future in terms of care, in the future in terms of service development).

In the perspective of repeated episodes of crisis - as we are experiencing - or of continuing crisis, how can we be satisfied with this perspective? Proper consideration of needs is a necessity in order to design and deliver services that are truly adapted to the users. The crisis cannot justify breaking off the dialogue, unless it creates or reinforces new vulnerabilities (situation of non-recourse, increased democratic distrust, etc.). How can this requirement be met in times of crisis?

The following leads seek to make our dialogue tools, exchanges, listening, and consideration of the needs and users of the inhabitants more resilient.

They **question the forms and philosophy of the spaces of mediation and exchange** - the reception counter, the participatory workshop, the digital service - as we know. They outline alternatives inspired by experiments carried out during the crisis, which could usefully help us to **reduce the contextual and structural weaknesses of our systems.**

Lead • The essential service
of citizen dialogue

#Contact

The crisis has led to a temporary halt in citizen dialogue mechanisms: participatory budgets have been paused for the most part, citizen consultations have been postponed or switched entirely online, etc. The heaviest and most technically fixed systems are the most likely to be affected. However, the need for emergency management does not eliminate the need to consider the opinions, needs and uses of the citizens.To overcome this phenomenon of democratic discontinuity, local authorities could set themselves the objective of i**mproving the plasticity of their dialogue mechanisms**.

The essential service of citizen dialogue is a set of best practices to reduce the fragility of the arsenal of local citizen participation. These practices seek to **reduce our dependence to the context**, and therefore **our vulnerability to change**, in order to avoid the democratic pause becoming permanent.

Lever

The essential service of citizen dialogue articulates several principles of resilience. First the **redundancy** principle of dialogue channels. Rather than seeking their perfect complementarity, it is rather a question of developing circuits that take over when others are no longer operating.

On the other hand, rather than seeking to identify future risks and plan customized adaptations, this approach seeks to **train our capacity to adapt** in order to respond to the context of uncertainty.

The various elements that make up this essential service are not new: they are **variants of already existing tools.** They invite us to think about more frugal, lighter and therefore more **adaptable participatory engineering.**

Details

- **Digital-presential «dubbing» in participation formats**
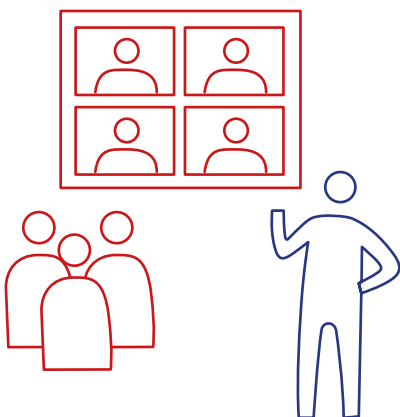
While investigating the future of participatory budgets in times of crisis, we noticed **another use of digital technology in the mobilization of stakeholders**. Social distancing has made it impossible to hold the events and workshops that often punctuate the participation process in addition to the digital platforms for debate and voting. The digital environment has allowed a **transposition, in a «gradient» version, of an activity usually held in a face-to-face setting** - debate, exchanges, co-construction - which implies both mediation and real-time exchange.

What can be done to accelerate the transition to 100% digital? Few local authorities are considering this scenario, which would reinforce inequalities in access to the system. On the other hand, the **mixed formats combining face-to-face and digital** experienced during the crisis

could find their way, even after a return to normality. This «doubling» could improve access to the systems for geographically remote participants. The same applies to internal meeting times, for departments located far from the administrative center: *«Some changes will remain, such as remote meetings on issues that require less travel on the ground. This lowers the cost of participation.»* (in charge of a participatory budget for a city of more than 200,000 inhabitants).

Continuing experimentation during the crisis, communities could **strengthen these practices** by acquiring relevant tools and training agents to participate in remote facilitation.

- **The permanent hack of the existing systems**
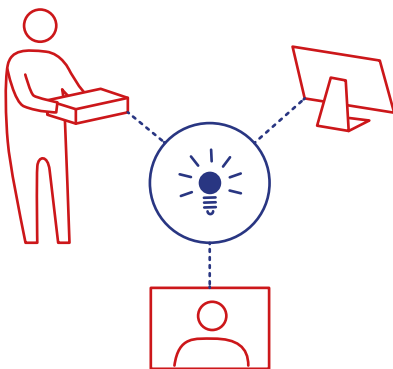
 In this adaptation exercise, local governments that are accustomed to changing their systems are the most comfortable. Thus, on the Gironde participatory budget [82], the Department has changed its format many times: thematization of participatory budgets, use of ODDs as a reference for project evaluation, targeting certain age groups, integration of project replicability criteria. These changes made to the same system, without the need for renewal from a year to the next, seem to have made it more plastic, and therefore more resilient to a sudden change of environment: «We allow ourselves time to see what it looks like. We would be willing to experiment with other forms of participation.». We could imagine to **improve the dialogue between citizen participation and innovation units**, in order to encourage experimentation, tests, and the multiple variables in the participation mechanisms. Why not imagine a «hackathon» on existing systems (participatory budgets, animation of citizens' councils), and the testing of a few variables each year?

- **When upstream**

participation is not possible
work on citizen responsiveness
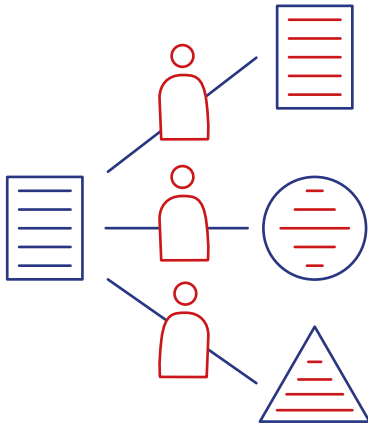
During the first confinement, we observed many cases of emergency development: deployment of bicycle paths, pedestrianization of some streets, extension of sidewalks and terraces The challenge was to support an immediate redesign of uses while guaranteeing a functional public space. But the need for rapid deployment of these facilities has not, however, eliminated the need for user involvement; the success of this tactical urban planning depends on it. Subsequent participation would make it possible to work, not on the specifications of this type of development, but on its multiple evolutions and its ability to change over time to be as close as possible to the users. Essentially, it is a question of integrating users in the continuous adaptations, specific to the logic of experimentation. Thus, inspired by the metropolitan area of Nantes [82], a subsequent evaluation could be deployed to consider the evolution of temporary facilities, in particular bicycle «corona-paths». Users could be mobilized on the definition of indicators (intensity of use, feelings, etc.), the design of a monitoring system and the way to adjust the facilities.

Inspirations

The subsequent evaluation of the Corona-paths in Nantes

In Nantes, during the first confinement, the temporary arrangement was, as in many cities, a solution to promote and secure soft travel, especially the bicycle "corona-paths». This tactical urban planning was part of a reflection already underway in Nantes, and the municipality had therefore been able to benefit from the support of associations upstream. But the emergency deployment did not allow citizens (residents, residents, shopkeepers) to be involved in the process. To address this issue, the municipality has implemented a participatory development assessment process to involve citizens in the reflection on the future of these developments. To do so, the metropolitan area set up a series of actions: collection of technical information (counting data, travel times, etc.), contributions from stakeholders (for example on the issue of accessibility), online questionnaire, animation of a community of about forty citizen evaluators who collected other contributions.

Gironde's participatory budget

The Department's Participatory Budget is part of an overall strategy of territorial resilience to adapt to environmental and societal changes. In 2019 for its first edition, the participatory budget has chosen to target applicants aged 11 to 30, and to look for ideas for resilient projects that have a positive impact on the living environment and promote the department's adaptation to change. To assess the potential for resilience, the department relied on the ODDs. For the next edition, the department could choose another format: far from being immutable, the participatory budget adapts to the challenges of the community and the territory.

↗

Lead • Pro-active counters

By imposing the remote relationship, confinement has profoundly transformed the interaction between administration and user. It has forced local authorities to adjust their administrative procedures to adapt to this unprecedented context and avoid weakening the situation of many people, already weakened by the crisis. To understand how the crisis is reconfiguring the relationship between beneficent and public action, we have explored two practices, in particular: the call platforms for fragile users set up by the Departments and social center, and deployment of support units for establishments catering to fragile populations. In both situations, it is a question of large-scale systems: more than 50,000 calls for a departmental platform, nearly 300 establishments supported for a social action department. On this scale, new work organizations are appearing, reinventing the counter as we know it. Proactive windows are points of contact between the administration and its beneficiaries that have been rethought in the light of the crisis: rather than waiting for the demand of their beneficiaries to come to them, these new types of windows are more responsive to needs.

Lever

These new counters represent a paradigm shift in the way demand is met. They are based on a **go-to principle** that can be found in the field of social action. Go-to mean a step that breaks with the idea that social intervention would systematically follow an expressed demand.

It allows for the integration into practices of situations where certain groups (not only vulnerable people) are not seeking help, and commits the players to be pro-active in order to enter into a relationship with these groups.

In times of distancing, this principle allows to recreate bridges between public players and beneficiaries, without anticipating their needs. In the longer term, "go-to» is a tactic to combat a chronic problem that undermines the population's capacity for resilience: non-use.

Details

These new counters could take the form of specific procedures for going to the beneficiaries, based either on permanent staff or on reassigned agents, such as those used during the first confinement. Where appropriate, these actions could be combined with the professional micro-mobility policy [66].

- **Reverse hotlines**

We could imagine a reverse hotline system based on the call platforms set up during the crisis, particularly in Seine-Saint-Denis [87]. Unlike toll-free numbers, this permanence would consist of regularly taking news from fragile populations for no other reason than to maintain contact and identify potential problems.

The implementation challenge is based on the good level of support for the agents involved, who often have little or no experience in the social sector, and on the quality of the link with the specific expertise and services required to address the needs.

- **Public action proximity brigades**
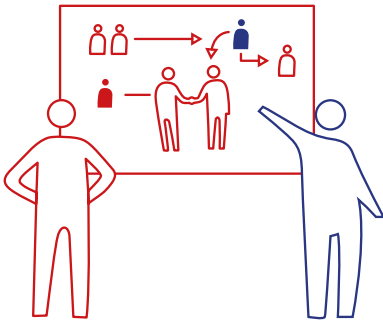
During the crisis, we observed cases of expertise recomposition already in place around small multidisciplinary units. They are associated with a micro-local territory of action, and offer an important capacity of reacting to the needs expressed in their geographical perimeter. This is the case, for example, at the DASES of Paris [87]. The challenge here lies in the proper articulation between the central administration, which sets out a doctrine for action and prioritizes, and the field units, which must have room for maneuver in order to be operational. The clarity of the protocols and the good transmission of information is central.

In both cases, the ability to transform its organizational modes is based on the quality of the protocols and the role coordination of each: to articulate the local and the central (autonomous teams, centralized information center), the generalist and the specific (call «generalist» by volunteer agents, technical support by professionals in the sector).

Inspirations

The call platform of the Department of Seine-Saint-Denis

In the Department of Seine-Saint- Denis[PAGE], the agents are very well equipped for their missions: «In practical terms, the volunteers registered on a call platform with a conversation script and the contact details of the people they had to call», their intervention evolves according to a trajectory thought out upstream, taking into account the learning curve (for example, starting calls with elderly people, then moving on to more complex situations)

Where each person's roles are well defined, the local government is able to articulate these identification platforms with the traditional welfare professions and missions: « If the volunteer agent detects difficulties, he/she fills out a contact form with the difficulties formulated by the user. Afterwards, 'orientators', people who have mastered all the social skills of the Department, redirect the request to the right service, keeping a record in an excel file of the processing of each request». Technically frugal, but based on reinforced support for volunteers and a capacity for articulation with services, the platform clearly benefits from the transversal positioning of the mission that supports it.

The territorial units of Paris' social department (DASES)

To help the medico-social structures of its territory, the DASES toset up mixed units: "We set up teams with doctors, field agents, etc. to get in touch with the directors of nursing homes and see what they need: find hotel rooms to isolate people, find body bags, move beds, etc. «. These units had a clear link with the central administration. So, regarding the accompaniment of the nursing homes, «the idea was to test the occupants as much as possible. The units were tasked with finding tests, it was played out through micro-local negotiation. Then we sent teams to test on site. On the other hand, the test analysis unit was centralized at the central administration level: an entire floor was devoted to it. This allowed for daily reporting for the tests performed, we knew the positive, negative cases ... And it was on the executive's desk every day!"

Orientations 6

Trusting Stewar-dship

Major maneuvers to reassign human resources, high-speed adaptation of agents to new jobs, recomposition of managers' roles... During the first confinement, organizations and agents performed gymnastics all the more precious as it contradicts a popular cliché: the administration is not flexible.

In many cases, the success of these rapid adaptations has been due to highly committed agents.
But in the first days of the second confinement, the initiative (and risk) taking of the agents were weakened by six months of crisis exhaustion. Reliance on individuals alone for adaptive capacity is a risky strategy, either for individuals or for organizations. This is why we need to **think about empowering structures (managerial, organizational, business, values)** that allow and support the capacity to act without exhausting it.

By structures, we first think of those that pre-existed (the status of civil servant and more broadly the security of public employment; the obligation of essential service, the values of public service), and which during the crisis proved to be real allies in taking action.

We are also thinking of more emergent operating principles, sometimes already implemented in some organizations and which, during the first confinement, proved to be very effective: autonomy of supervisors, valuing commitment, versatility. These principles seem to be a serious basis for breaking with the legacy of New Public Management, for which the crisis has highlighted the many limitations.

The following are possible translations of this paradigm shift at the crossroads of **human resources management, managerial culture and internal innovation.**

Lead • Subsidiarity management
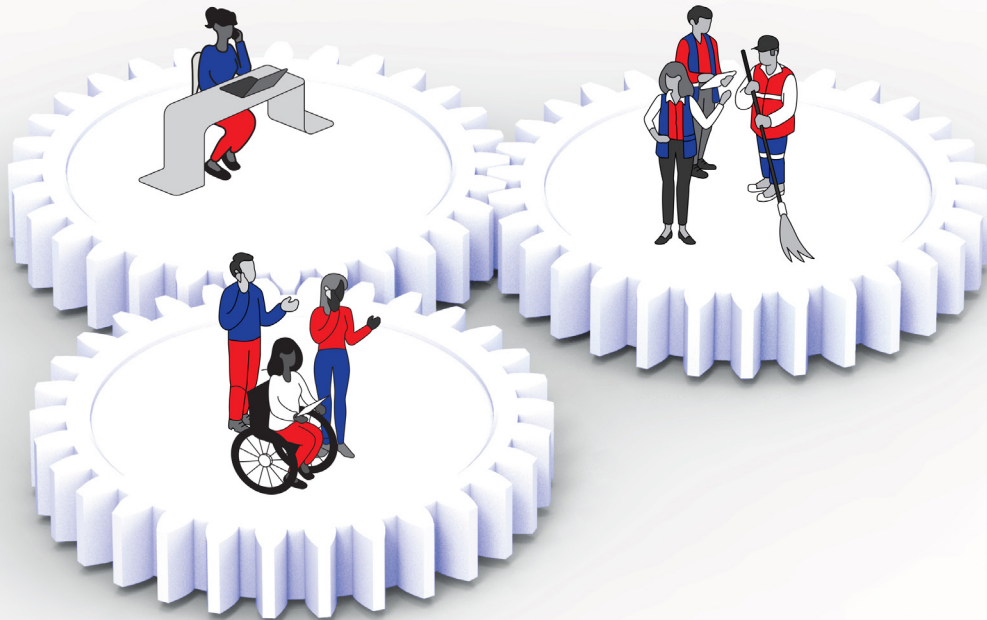
Management of remote working, implementation of health measures, day-to-day and customized adaptation... managers of all categories played a central role in the overall cohesion of crisis management. When managerial failures pre-exist, the crisis only amplifies the problems: lack of coordination, a feeling for the manager of being « hindered « in their operational role, loss of energy and increased mistrust between managers and employees.

But when the conditions were right, managers also benefited from unprecedented autonomy and room for maneuver: freedom to adapt the rule, reduction of reporting «noise», streamlining of validation processes...

Lever

Our approach is based on a more horizontal approach to public management, which **recognizes the key role of supervisors**, regardless of their category and direction, as a key cog in the wheel of public action, between «field» agents and management. The path we propose embodies a change in the relationship between the organization and its supervisors in order to increase the latter's ability to act and strengthen their professional identity.

Details

Several operating principles directly inspired by crisis management could feed a subsidiarity management:

- **A better articulation between decision-makers and supervisors**

Directors usually occupy a central position in public management. But during the crisis, we observed that they did not always appear, at least not all of them, to be indispensable to the proper functioning of the administration. The temporary disappearance of the weekly director's meetings (Codir), which we observed in many local governments, is a symbolic component. Considered too big, too heterogeneous, without a real agenda, the Codir rarely made it through the first few days. Instead, a tighter meeting format is preferred, associating DGS, cabinets, elected officials and particularly sensitive departments, and above all, communications addressed to all managers, which are considered more relevant. Subsidiarity management therefore invites us to rethink the role of the Codir, which would not be to ensure that the system works (this is precisely the role of managers) but to anticipate, to think about the next stage, to set the course for collective action - and to intervene in the operation only in the event of a system «jam».

- **«General principles» rather than specific instructions**
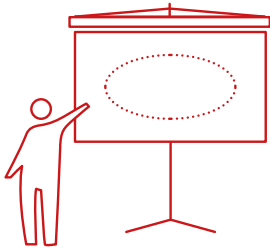
Communicating the spirit and the general framework while leaving room for adaptation seems to be a success factor in the overall coordination of crisis management: *«In the emails from the Chief of staff to the agents, we used to say 'this is the general framework, but it is up to your local managers to apply this framework. For instance, regarding resumption of work, the possibility of telecommuting for up to 3 days was mentioned, even if some managers felt that the framework was not clear enough»* (Modernization Director of a department).

- **Streamlining validation processes**
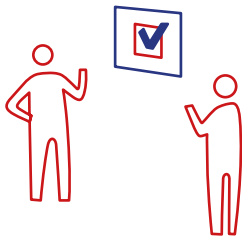
This streamlining would relate in particular to the internal organization of a service: *"On the new timetables, the choice of closing classes, etc., we made a decision within 1 or 2 days: the urgency crushed a certain number of validation circuits»* (Head of Colleges service of a Department)

- **Symmetry of information between management and supervisors**
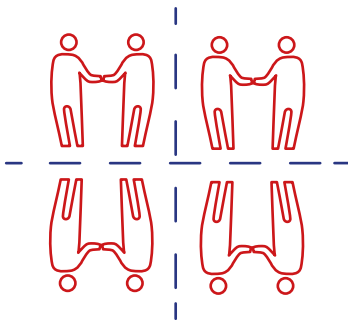
On one hand, this implies a more transparent communication towards supervisors of all categories.
Even with the best will in the world, some of them are caught in contradictory injunctions, with responsibilities and means to act but without access to information.

On the other hand, supervisors should be able to challenge management. Some participants shared the impression that decisions are disconnected from the realities on the ground.

The symmetry of information - from top to bottom and from bottom up - thus seems to have played an important role, both for the well-being of supervisors and for their ability to act, as shown in particular by the example of the Department of Calvados [93].
It was also facilitated by the digital tools imposed by distance working: in the absence of a «gauge», as in a meeting room, some supervisors were able to attend meetings to which they are not usually invited.

Inspirations

The support system for managers in the Department of Calvados

During the first confinement, the Department of Calvados implemented a series of actions aimed at listening to and supporting the Department's 250 supervisors. One of the strengths of the system, co-developed by the Human Resources Department and the Department for the Modernization of Public Action, was to address all managers (including categories B and C) in a transparent manner, rather than just managers (directors and department heads).

The system included a 7/7 telephone line dedicated to all managers (run by HR) and the organization of several «managerial» videoconferences alternating a speech by the DG and HRDs (and/or a multidisciplinary team to address a particular issue) and questions asked in a fluid manner, either verbally or in chat, breaking the usual verticality of relationships. These visio's had a high participation rate (up to 150 people). The Department plans to maintain them even outside times of crisis.

At the same time, the message sent by general management to managers was clear and supportive: no pursuit of efficiency at all costs, a desire for agents not to give up, no pressure on managers (message also relayed to all agents directly by the DG).

Lead • The RH
« as a service»

The crisis has revealed the difficult conciliation of two aspects in the position of manager: the operational management of the activity (daily) and the «project» management (weekly or even monthly), but also the complex division between manager and HR manager. Especially since these activities do not necessarily fall under the same competences.

For some managers, like this waste collection manager in a metropolitan area, the period was experienced as an idyllic interlude, because it allowed them to refocus on their role as **operators** (work planning, team management) and **placed the support functions in the role of accompanying the operational**

departments and not as principals: *«We were able to do a real job as an operator: the timing of the whole activity. The fact that we no longer have the support services on our back at all times has enabled us to move forward».*

↗

Lever

A local government that places HR «as a service» would have renewed the relationship between human resource management, service delivery and strategic vision.   It would have initiated a new movement of decentralization of support functions to put them at the disposal of the operational departments. It would have rebalanced its management and consulting missions, reactivity and expertise.

Details

- **Consulting HR**
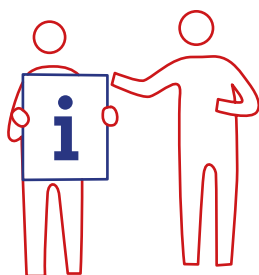
HR «as a service» combines three key functions, some of which have proved particularly critical in the context of the first confinement:

Firstly, in addition to carrying out basic administrative tasks (payroll, vacation counting and training...), the HR department is in a position to understand the needs of the professional functions and to produce added value, in a resolutely «user-oriented» approach (users here being the services).
To this end, it provides support and assistance in difficult managerial and HR cases and in the legal framework of the activity (labor relations, labor law). Beyond that, like a FAQ or a jurisprudence, it centralizes, capitalizes and shares the expertise necessary for the operational activity.

It also implies that it accompanies the increase in skills of managers in the areas of HR management or «first level HR» (recruitment, understanding a pay slip, how leave work, evaluation, prevention of psycho-social risks, management of departures, etc.).

- **Crisis HR**
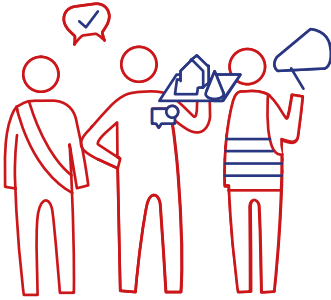
The aim here is to reconcile the two sides of the equation: continuity of public service on the one hand, obligation of protection due by the public employer on the other.
The crisis reveals more clearly than ever that human resources are producing standards, to inform, reassure, validate (that contracts are going to be renewed, agents paid etc.)... and thus avoid breakdowns and unequal treatment. To define the new rules needed in times of crisis, HR relies on circles of expertise and permanent monitoring, both internal and external (professional networks).

Crisis HR is organized to respond to all requests that come to it, and to inform and communicate with all agents, to maintain a working community and facilitate crisis recovery. It can start, for example, by setting up a «hotline» or a new «contact» mailbox to escalate problems.

- **Anticipation HR**
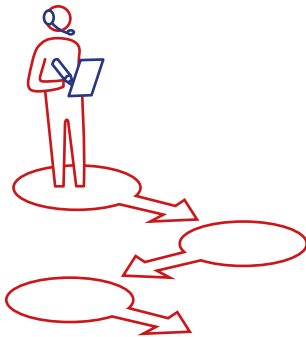
This is the «strategist» function of the human resources department, which aims to anticipate the future of work (more collaborative, transversal, agile...) and organizations (shortened processes, project mode...). With a more resilient public action perspective, it tracks down weak signals, identifies risks and accompanies the necessary changes in terms of management, professions, skills, work methods and organization...

↗

Lead • Frugal initiative porting without prior permission (PIFPP)

The Covid crisis gave rise to many cases of solitary heroes, these agents carrying out actions that are sometimes indispensable for crisis management, without always having the mandate to do so. Thus, emergency response systems have sometimes been **set up on the sole initiative of an agent whose «sense of duty»** and commitment well beyond the scope of their mission have been decisive: «I wouldn't have seen myself at home doing nothing»- (Head of partnerships in a CCAS).

Despite a consensus on the need to act and, in hindsight, on the positive impact of their involvement, **misunderstanding can be strong** between the «lone hero» and his hierarchy. This phenomenon is symptomatic of the tension in the administration in times of crisis **between the necessity to act in an emergency and the need for coordination.**

Frugal initiative portage without prior permission (PIFPP) is thought of as a framework to secure the taking of initiative by people who are in a good position to act, and to better think about (re)integration - of initiatives as well as agents - within the administration. It recognizes the value of versatile profiles, and gives them a space to express themselves without creating too much of a culture shock with their administration..

↗

Lever

The point here is to recognize **the bottom-up process** of innovation that has been so evident in the crisis: good ideas and solutions have come from the agents themselves. In times of crisis, this right of initiative is essential to take action and fill in the gaps left by a steering committee that is far away from the field.

Outside the crisis, support for **these initiatives enables continuous improvement** in administration, in a logic directly inspired by **open innovation**.

Each agent has the right to suggest an improvement of any element, however small, of the administration. If his proposal proves to be relevant, it will integrate the administration's source code.

Details

An approach that suggests a mechanism to reintegrate the best initiatives into normal operations by allowing other initiatives to benefit from their progress.

- **A more open version of intrapreneurship and initiative rights**
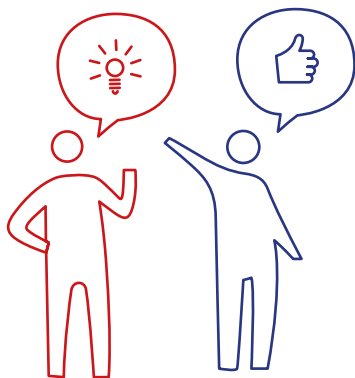
In relation to the professional micro-mobility policy [66,] the Frugal initative portage without prior permission (PIFP) would consist in allowing each agent to carry out a public-interest action (develop a new working tool or a new partnership to improve the use of a system) within a set number of days, in consultation with the innovation unit. Public administrations could learn from the Canadian free agent [101] pilot project, or the participatory innovation unit of the Gendarmerie Nationale (National Gendarmerie) [101]. These approaches would be supported by this innovation unit while the agent carries out his action or tests his idea if it is on a very large scale. It would therefore be normal, and even rewarding, for the PIFPP to contribute to the continuous improvement of the administration.

• **A «relay porting» function
by the innovation unit**
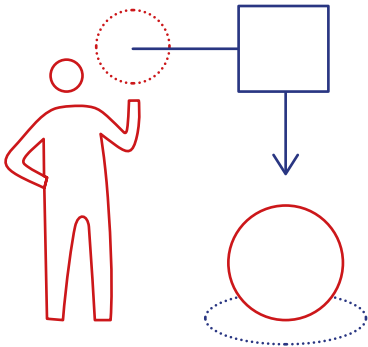
At the end of these days, the innovation unit would de facto become the relay of the action. Its mission would then be to associate and support the potential «final» carriers of the action so that they can take ownership of the approach. This «relay porting» function could be inspired from the tactics of the megotier project [101], urban devices to combat cigarette butt throwing incubated in the Mulhouse innovation laboratory, then definitively adopted by the relevant departments. This handover was then based on the growing involvement of the business departments, the follow-up of the idea's initiators (volunteer agents who had taken up the idea themselves) and the role of coordinator played by the laboratory.

Inspirations

Participatory Innovation Unit of the Gendarmerie Nationale (National Gendarmerie)

A pioneer in intrapreneurship, the Participative Innovation Unit (CIP) of the French Ministry of the Armed Forces and National Gendarmerie is committed to supporting innovation and encouraging agents to show initiative. It aims to encourage ideas from agents in the field to respond to daily operational problems or improve a situation. The Innovator goes directly to the CIP, which reviews the idea, identifies operational issues, technical and logistical constraints, HR and financial needs, and ensures that a notice of non-opposition to support the project is obtained from the Innovator's staff and management. The innovator remains the project leader, who may receive financial support to be prototyped. Projects with high stakes can be supported by the innovation Defense Lab for experimentation. If prototyping is successful, the project enters the generalization phase, which will lead to the industrialization, acquisition and operational deployment of the innovation within the armed forces

----
https://www.defense.gouv.fr/aid/actualites/la-cellule-innovation-participative-un-soutien-cle-aux-porteurs-d-innovation-du-ministere-des-armees-et-de-la-gendarmerie-nationale

The relay porting of megotiers, at the innovation laboratory of Mulhouse

Developed in 2018, as part of the Transfo in Mulhouse, the megotiers are a set of mobile ashtrays designed to fight against cigarette butts throwing. Designed and tested by City and Agglomeration Community agents between May 2017 and May 2018, these systems have proved their worth and are now being deployed throughout the downtown area. A destiny all the more remarkable as this project was born from the initiative of a group of agents, who had modelled
seven playful devices to work on the perception of the city center by the inhabitants. The lab then played a key role in bringing together the community's agenda and this initiative.

----
http://www.la27eregion.fr/deployer-linnovation-la-tactique-des-megotiers-13/

Canada's free agents program

This is a pilot project to test new models for talent mobility, aiming to provide a space for civil servants to take in hand their careers. « Free agents » can choose their own projects and establish their own career paths, be offered continuing education opportunities, have a forum to make connections and collaborate with other « free agents ».

----
https://wiki.gccollab.ca/Agents_libres_du_Canada/FAQ

↗
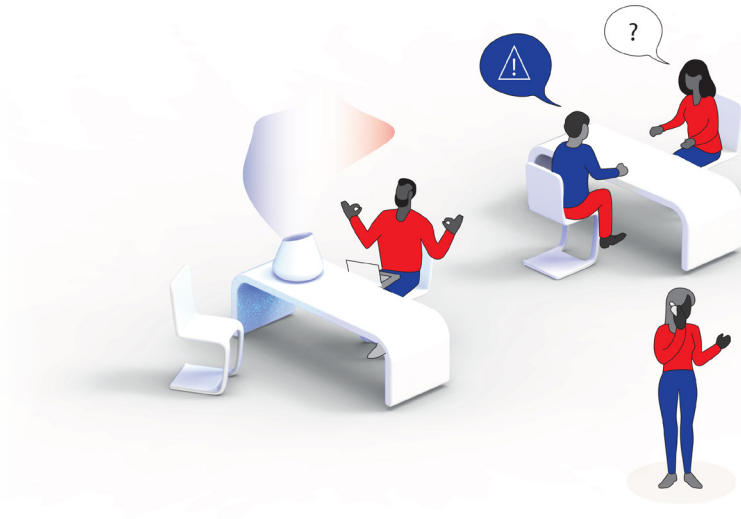
Orientations 7

Caring for Rituals

Beyond the burst of creativity, resourcefulness and adrenaline that we have tried to account for in these lines, the crisis is also a trauma.
This applies to territories, collectives and individuals.

Not all agents are equal in the face of the crisis. Some come out damaged by the first confinement: those who felt useless or not up to the task, those who are bitter about an unsatisfactory management, those who are drained of their energy, those who have lost track and have been absent since.

On the other hand, the collective is put to the test: between essential services on the bridge and agents on ASA (special leave of absence), between upgrading jobs and the feeling of being downgraded, between burn out and bore out... the gaps within the same administration are widening. While the prospect of a « back to normal «, both dreaded and hoped for by agents, seems to be fading away, how can we collectively (re)do it?

Internal culture can serve as a safeguard to give a sense of meaning to the work and recreate the collective. But in the wake of the crisis, we need to cross it with the need for a collective catharsis. Administration, more than ever, needs rituals. At the crossroads of internal communication and management departments, the following points suggest exploring this observation.

Lead • The Public Commit-ment Statement

Before the crisis, the engagement value in the territorial public service was sometimes undervalued. However, the crisis has been a strong vector for reaffirming the values of public service and the pride of being an agent. This sense of commitment, expressed by many agents, allows for the inevitable last-minute adjustments in times of crisis. In quieter times, it is a central element of the service quality provided.

But not all agents have developed this common set of values: *« We realized that many agents, including tenured ones, were not aware of public service values, particularly the obligation of continuity. Tenured in the public service implies duties, that was not clear for everyone»* (Director of Human Resources for a CCAS).

Public commitment is not decreed, it is built and updated over the years. So how can we work on the appropriation of public service values without imposing them? What if the public commitment was not the terms of a contract, but a personal thinking? Rather than mimicking other public sectors - such as the army and the medical sector - by developing a clear message of commitment, how can we embrace diversity (in terms of job commitments and career paths) and turn it into a source of wealth?

This approach suggests introducing a personal declaration of public commitment throughout the career, updated over the years by the agents.

## Lever

This document does not aim at an evaluation or a contract: it is a tool for collecting a **«bottom-up public commitment»**, formulated by the agents, and is thus the embodiment, under multiple facets, of this principle. This system allows, in times of crisis, to express and take note of the impact of the crisis on the relationship of agents to the public service. In the longer term, it allows the main principles of public action to be updated in the light of the agents that make up the local authority.

Details

- **An annual exercise to be disconnected from individual assessment processes**
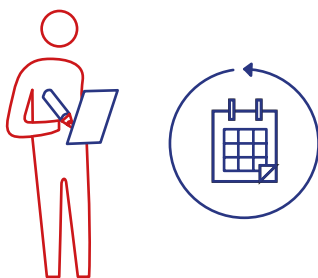
This declaration of commitment could be made at the beginning of the recruitment process (but without being a discriminatory element of the recruitment process), in order to initiate this ritual.

- **A symbolic approach involving human resources, internal communication and trade unions**

-
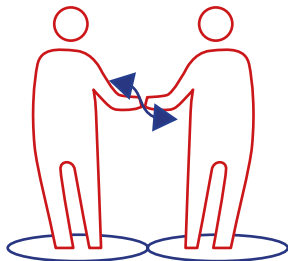
Before, during and after the crisis, the reappropriation of the internal cultural tools (communication towards the agents, events...) by the agents is important.

During the covid crisis, many local authorities developed communication practices aimed solely at residents, with political aims and without any particular address for agents. This may have contributed to a sense of disregard and lack of consideration. Added to this are rarely satisfactory attempts at social dialogue on crisis management. Many areas of exchange have been set aside. In order to rebuild the links - and give new meaning - to the internal culture systems, the declaration of public commitment could be a system co-piloted by the local government and the social partners. This would guarantee confidence in the pursuit of objectives and the use of these declarations.

- **A reflexive exercise to be articulated with a tangible practice**

This exercise could, in conjunction with the public sponsorship in kind [72], rely on a systematic volunteer involvement in a territorial structure for each new agent, like the community based engagement [107] set up by the city of Islington.

↗

Inspirations

The community based engagement in Islington

In Islington, when a new agent is recruited, the agent commits to a «community based engagement», a project carried out by the local community, which allows for the development of a cooperation practice with the community, and thus constitutes a common base for all agents

La 27e Région • Vraiment Vraiment • Partie Prenante 107

Lead • Psychoanalysis of services
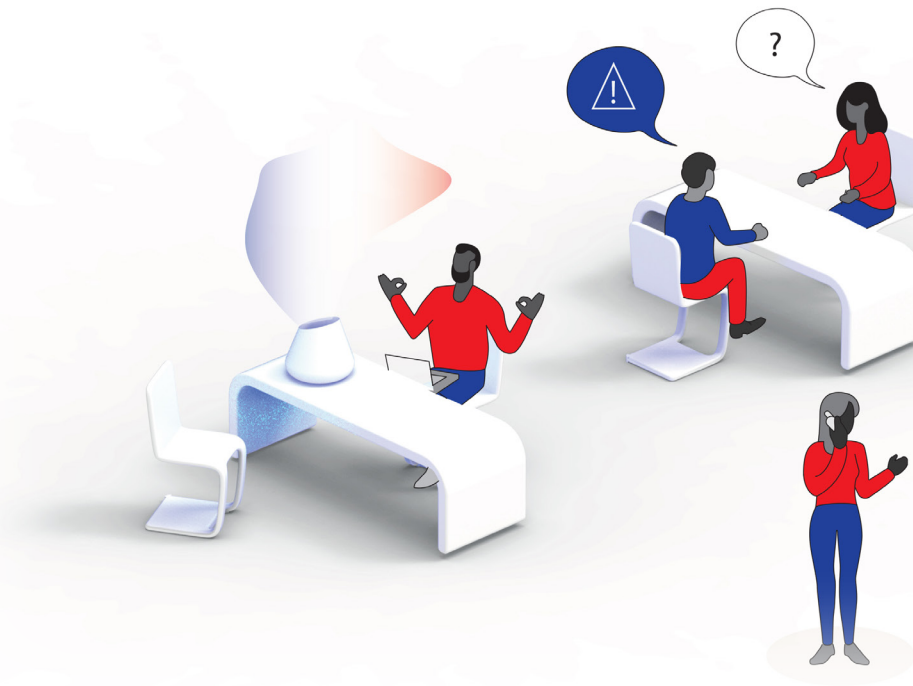
Individuals do not experience uncertainty in the same way. Territories accustomed to climatic disasters and confronted with chronic threats are experiencing a rise in anxiety among individuals and groups. The covid crisis is no exception. At the level of a public administration, the collective of agents is exposed. The need for continuity of service and permanent adaptation in environments usually quite rigid contribute even more to pressure on individuals at all levels of responsibility. Individual psycho-social risks are accompanied by a risk, weighing on a collective scale, of loosening inter-individual bonds.

How to recover from an experience perceived as violent at all levels? Once the urgency of crisis management is over, what frameworks can be devised to improve individual and collective resilience?

Lever

The crisis, even when it extends over a long period of time, is made up of multiple sequences. Marking the transitions from one state to another can help to reconstruct collective reference points. For example, the release from confinement, which marks an important stage in the crisis, was a sensitive moment in the collective. The change of state is not clearly marked (no speaking out or formalization, no clear evolution of the organization modes) and commonly shared allows for respite, gives the perspectives of prejudicial evolutions for individuals. Hence the importance of **sequences and rituals of passage**. The track we suggest seeks to establish and formalize rituals that allow us to collectively recognize changes of state, and to build together a meaning to this.

Details

- **A communication of the change of state**
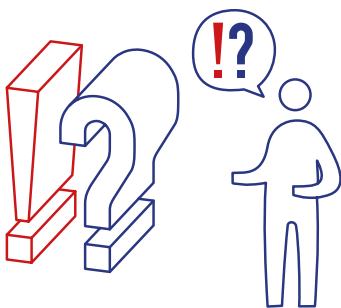
In some cases, exiting confinement has been equated with exiting the crisis. During the re-introduction of distancing measures at the resumption of the epidemic, this generated a very strong feeling of disappointment and psychological exhaustion among the agents. In contrast, communities that organized their exit from the crisis in stages, explaining what changes and what does not change at each stage, reduced uncertainty among agents. Rather than being in the register of relief from the crisis, they worked on a register of progress in the face of the crisis. These conditions allow us to better take advantage of breaks in the weather and to be ready for remobilization, if necessary.

What messages should be addressed to collectives acting in times of uncertainty? How to mark sequences without giving the impression of a return to normal? What signal should be sent to make crisis periods lasting over a long period of time habitable? The public administration could draw inspiration from the

Liberty Project [111] to build messages and specific support for public agents. In the wake of the attacks of 9/11, the program had sent a series of messages to the people of New York State urging them to come out of the post-crisis state of shock.

• Moving from Feedback to Family Therapy

Among the rituals of coming out of the crisis, feedback seems to have been widely acclaimed by local authorities. It allows to listen to agents who have lived singular experiences and feel the need to share them.

For the collective, it formalizes an awareness that a significant part of the work of local public service employees could have been done differently (remotely, with different shifts, in layered mode, with no decision delay, etc.), and offers a framework for collective work to build extensions of this experience. In practice, the use of retex is often disappointing. Poorly allocated resources, very superficial approaches (focused for example only on remote work) or not completed, untapped interviews, transformed into an exercise of internal valorization, results not problematized and with no prospect of sustainable transformation of organizations ... internal retex is a difficult exercise. In some local governments, the results of internal investigations and retexts have been reported, disseminated and discussed, but in most cases it seems that they have been used in « black box » mode, without the agents feeling involved in exploiting the lessons of the crisis.

The full potential of this exercise could be deployed by using methods that would allow a better understanding of perceptions and possible dissent or critical views on crisis management. On the other hand, it would be better to link it to the administration plan, which remains one of the most concerted rituals. Why not draw inspiration from the exercise carried out in the Brittany region of couple therapy schemes [111], as part of the development of its Regional land use plan.

↗

Inspirations

Couple therapy schemes in Brittany

Based on the premise that there were strong differences between the different schemes (water, mobility, infrastructure, etc.) that were to be brought together in a single document, the region organized several workshops to stage the differences. This is in order to bring those responsible for these public policies to build compromises together.

----

http://memoires.scd.univ-tours.fr/EPU_DA/LOCAL/2016stg_ DA4_Rennes.pdf

New York City's Liberty Project

Project Liberty is a disaster-recovery program created by the New York State Office of Mental Health to provide free and immediate counseling, education and referral services to people affected by the World Trade Center disaster. Funded by the Federal Emergency Management Agency, the program included accompaniment at the neighborhood, organizational, and individual levels. It was based on messages that were widely visible in the public space and medias, including «Now it is time to feel free to feel better»

----

https://www1.nyc.gov/assets/doh/downloads/pdf/liberty/lib1.pdf

Moving from «good reflexes» to public capacity development

The hypothesis underlying resilience has never been more tangible: «crisis» is increasingly recurrent and increasingly protean. Whether they are punctual or chronic, the shocks are going to multiply and overlap. The current situation is a good illustration of this: monopolized by the economic and social crisis that continues to grow, public organizations must manage a second pandemic wave faster than expected and intensify their vigilance in the face of the terrorist risk. All this without forgetting the ecological shock, the repercussions of which are becoming more and more massive and immediate.

Stop thinking of crisis management as a non-standard situation

What consequences can be drawn from this dreadful observation? We must stop thinking of «crisis management» as an exceptional situation or a state of emergency. This non-standard operation has short-term advantages: it facilitates the responsiveness of public authorities, encourages collective mobilization and reassures about the outcome of the crisis. But it's a single-shot rifle, with undoubtedly delayed effects. A rereading of the first confinement underlines it: for public organizations as well as for their agents, this non-standard operation has also been a factor of exhaustion, risk-taking and disorganization. This observation is supported at the national level by the analysis of Henri Bergeron, Olivier Borraz and Patrick Castel, sociologists from risk specialist organizations. The setting up of ad hoc structures and the hasty reconfiguration of decision-making circuits also leads to the destabilization of the functioning of organizations and the reduction of their available resources to respond to the crisis.

Rather than considering each crisis as a unique and unprecedented situation, it would therefore be wiser to draw lessons from these adaptations in times of crisis in order to better understand how they challenge the «normal» functioning of public action. This is the ambition of the Public Reflexes initiative carried out during the six months following the spring 2020 confinement.

We analyzed containment as a stress-test of the organizations and public agents' resilience, in order to reveal its strengths but also to identify its weaknesses. Conducted in the midst of uncertainty and doubt, this survey restores hope: despite multiple difficulties, public action has held up (very) well! The public services continued to function, the agents responded with enthusiasm and humility, and the measures put in place helped to alleviate the economic and social difficulties caused by confinement… Far from being inert and impotent machinery, public action has proven its robustness and adaptability.

A Few More Steps Towards public action Resilience

Of course, when we look in detail, the situation is more nuanced and contrasted. Not everything was a success and not everyone was equipped to deal with it. By mobilizing the lessons learned from a decade of practice and reflection on public transformation, the Public Reflexes survey allows us to take four more steps towards the resilience of public action.

The first step consists of work for the empowerment of agents and the sustainability of relevant initiatives, closest to the field. This is, for example, the case of the participatory evaluation methods set up by certain local authorities for their temporary developments (creation of corona trails, ephemeral pedestrianization, extension of terraces in public spaces, etc.), to compensate for the suspension of consulting practices during the first few weeks of confinement. This more agile approach to involve citizens/users should be generalized, even if it must be based on a culture of citizen dialogue that works over time. Another example: our survey highlights the role of field agents in anticipating difficulties in implementing public action, identifying new needs and guaranteeing continuity of service in a disrupted context. The importance of these sensors demonstrates once again the need to move away from a top-down and pyramid-shaped transmission of information. It shows that the agents were able to show great ingenuity in the face of an unprecedented situation, but these emergency responses deserve to be better equipped for the upcoming crisis.

The second step is highlighting the leeway for public action, the reverse of the false accusations about the inertia and powerlessness of public players. The ability of communities and the State to act is higher than we think, provided that we know how to activate this potential. As such, public/citizen partnerships appear to be a promising avenue for amplifying collective responses in times of crisis, whether for food aid, mask making

or support for isolated people. In many territories, confinement has reinforced habits of cooperation, going beyond institutional posture games to tend towards greater fluidity. Last spring's crisis management also revealed the importance of public resources, which are not just financial resources. The contributions of public intervention have often relied on the provision of premises, human resources and/or engineering, whether for local associations, neighboring communities or more spontaneous citizen groups. Here again, the crisis has accelerated a process of mutualization that is already under way.

Combining distance and attention to detail

The third contribution of this survey deals with taking a step back from all the «spontaneous innovations» that emerged during the first confinement. Feedback shows that responses in times of crisis never come out of nowhere; they are the result of a culture of experimentation and a habit of co-production. The analysis also calls to anticipate the difficulties of scaling up and the potential perverse effects of DIY projects set up as a matter of urgency This is for example the case on the use of data. Data has played a crucial role in crisis management, but rarely where expected. This shows that it's not enough to set up databases and compile big data, it's above all necessary to work on their interoperability. It also raises questions about the conditions of use of, data produced for other purposes. Participatory budgeting mailing lists have been a valuable tool for mobilizing engaged citizens, just as the heat wave alert registers have kept in touch with isolated elderly people. But by diverting these data from their initial purpose, we also run the risk of betraying the trust of those who had transmitted their data. The uneven success of citizen reserves is another illustration of the scaling up challenge. To successfully catalyze citizen energies, public stakeholders still need to clarify the «contract» agreed with citizen volunteers, and work further on the allocation of resources to organize the right match between volunteers and

needs. From this point of view, public organizations could undoubtedly draw on NGO's experience in their ability to stimulate and guide the will to act.

«The devil is in the details» (on top of being paved with good intentions). These popular sayings sum up the survey's fourth contribution, which aims to show that not all innovations are created equal. Some are more efficient or more ergonomic than others, and all of them have (often unconsciously) a political dimension regarding the role of public action and the place of agents. The first containment was accompanied by an accelerated digitization of public services, in an attempt to keep in touch with users. But this use of digital technology does not have the same implications when it is based (or not) on complementarity with face-to-face support, or when it is accompanied (or not) by field support in terms of increasing the skills of agents. The importance of implementation details is reflected in the agent reallocation mechanism implemented in many jurisdictions to optimize the allocation of human resources when faced with the re-composition of needs in times of crisis. The intent is relevant, but many elements determine its meaning... and its chances of success: are the agents voluntary? Has the role distribution been established within the services that receive these ad hoc reinforcements? Has the return of agents to their initial function once the crisis has passed been anticipated? All these issues demonstrate the imperative of resilience: if the reallocation of resources is an essential lever for crisis management, it must be prepared beforehand to have the right reflexes when a new crisis occurs.

To cope with future crises, work on one's ability to improvise

As public authorities seem once again to be overwhelmed by the magnitude of the second wave, what should be done with this feedback from the first confinement, which seeks to analyze the contours of a public transformation in times of crisis? The mistake, in our opinion, would be trying to establish an additional, more «agile» and «inno-vative» crisis management protocol. The material gathered during this survey is not intended to be translated into procedures. On the contrary, it underlines the ingenuity of the agents in a situation and their reactivity to structurally unprecedented problems. The challenge is then to articulate crisis management planning with the improvisational capacity of public organizations and their agents on the ground.

Jazz enthusiasts know it very well: improvisation may be spontaneous, but it is a practice that requires a long-term commitment, both in its rigor and in its intuition. The approaches presented in this document should therefore be taken as daily gymnastics to make public action more resilient, as reflexes to be trained regularly in order to strengthen public capacities. For the public player, this implies imagining frameworks and structures that amplify this capacity to act, at all scales:

Capabilities at people level - agents, managers, engaged citizens. The transformations brought about by times of crisis are not as spontaneous as we might think. They are also (especially?) the result of a managerial culture within public organizations. The structural operation of each administration plays a decisive role in freeing (or locking in) people's capacity for invention and initiative. It is a matter of giving permission to act inside and outside the administrations, but also by giving the means to act: making resources available, increasing competence, etc. To accept the risk-taking involved in any improvisation, it is necessary to have the guarantee of a safe and secure framework that supports and empowers initiative.

Organization-wide capabilities. In particular, by managing its resources in a sustainable manner. Communities have many resources at their disposal, but they sometimes tend to underestimate them for lack of knowledge about their use. Working on our resilience and our ability to improvise also means a better knowledge of our resources and identifying the levers to ensure their proper use.. Reallocation of staff, provision of premises and engineering, anticipation of support needs and the energies that can be mobilized… It is also in this respect that each crisis makes it possible to prepare for the next one. It is also a matter of

training one's capacity for continuous adaptation. Experimentation encourages it, by accustoming agents (their managers and elected officials) to this trial-and-error process, which requires constant adjustment to changing contexts and the effects produced by the action taken. What if organizing a «car-free day» was also a way to better prepare for future crises?

Ability to articulate between bottom-up initiatives and collective organization.. Just as musical improvisation is played without a partition, it would be futile to try to predict each agent's roadmap in response to a situation that remains unknown. Through practice, it is rather a matter of establishing cooperation habits: methods of transmitting information, the role of middle management in accompanying agents, organizing the reception of volunteers in order to direct them to the right place at the right time, etc.

Working on one's ability to improvise also involves the importance of peer dialogue and networking, in order to capitalize on others' experiences. This logic of a learning community, long supported by "la 27e Région" and from which this survey stems, has once again proven its effectiveness during the spring 2020 confinement.

«The future of public action is being made before our very eyes,» as we wrote on May 2020, torn between astonishment at the scale of the crisis and enthusiasm at the diversity of responses on the ground. These six months of investigation and reflection have reinforced this initial conviction: the «next» public action is already in its infancy. And although it is still only a minority in public organizations (or at least in their management), the need for resilience demonstrates its relevance.

The health crisis and the first confinement shed harsh light on the flaws of the dominant model of «new public management» and the «modernization of public action». Both the crisis situation and its management have revealed the limits of solutionism, the perverse effects of a just-in-time operation resulting from the desire to optimize financial resources (often at the expense of other public resources), the rigidity of validation chains incapable of being recomposed to deal with the emergency, the limits of the hyper-specialization of agents... The list would be long and well known. Meanwhile, the crisis reveals credible alternatives to these practices and reinforces the need for a new paradigm of public transformation. Alongside other works, the orientations and prospective leads that we suggest here, could draw paths to make it happen. And now, let's take action?

- Nicolas Rio, Partie Prenante