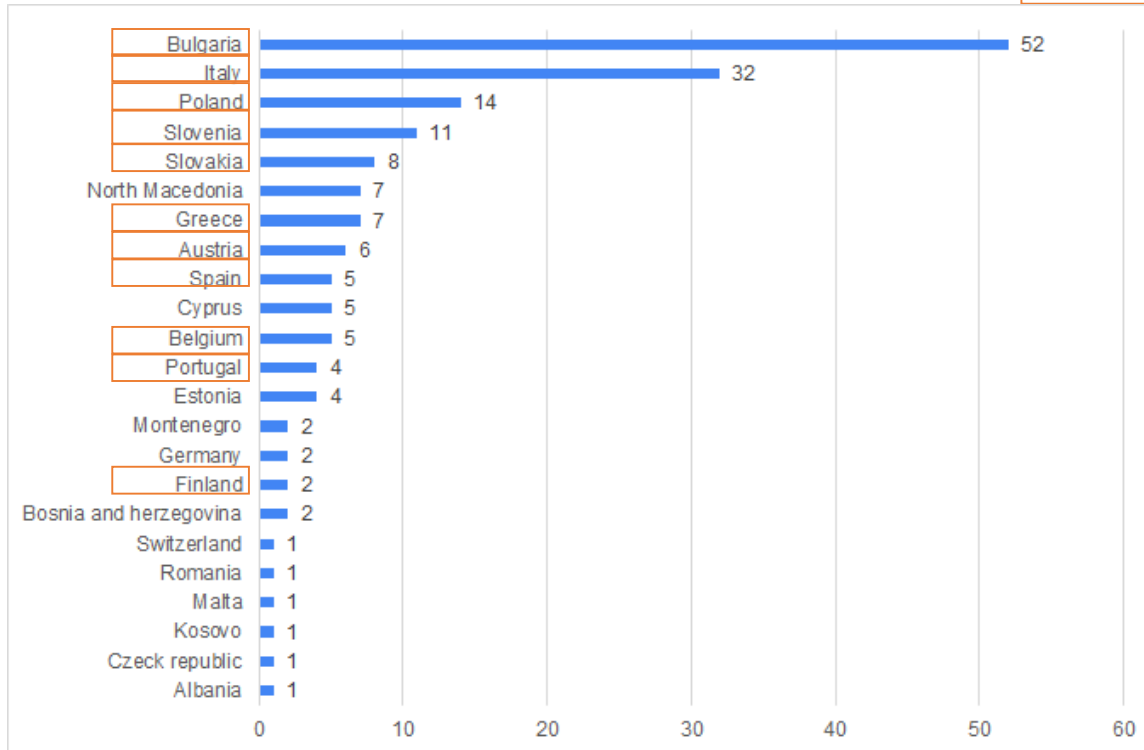# Executive summary

- Results show the **popularity and usefulness** of the CAF model for CAF users during the crisis. CAF users felt better prepared and were more prone to adapt.
- The crisis **has impacted all criteria** evidenced in the CAF model, particularly on people and processes.
- **People management** shows up as a clear focus area during the pandemic along with **digitalisation.** New practices were outlined on both areas, this will make the way organisations work evolve post COVID-19.
- Long-term priorities include **digitalisation, innovation, workforce management and resilience,** and have shifted compared to pre-crisis priorities.
- Organisations at the **local level** report the lowest levels of preparedness and adaptation. Smaller organisations had to adapt more.
- 2/3 respondents expects that the new work and service delivery practices can have a **positive impact on the sustainability and climate footprint** of the organisation.

1. Who are the respondents: overview by country
The survey recorded a relatively high response rate with 174 public organisations responding from 23 countries
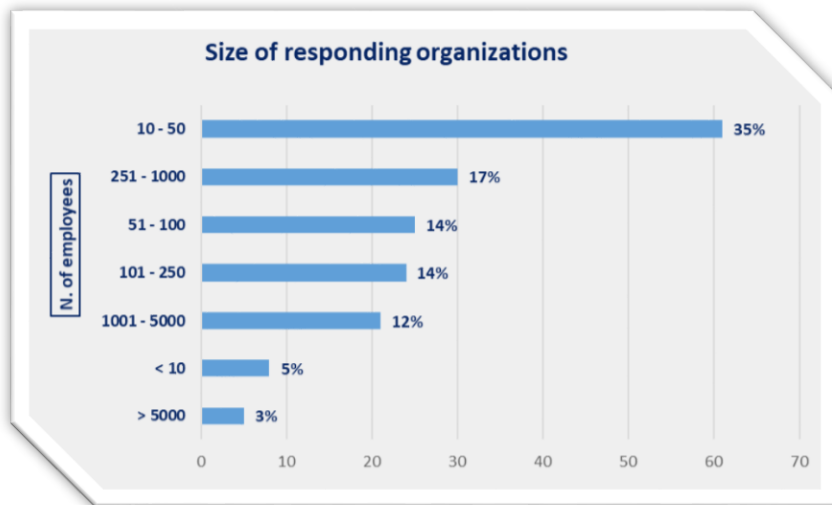
- **23 countries have answered to the survey**

- **Bulgaria and Italy are very represented – thanks for the effort!**

- **Nevertheless, after further investigations, this overrepresentation does not seem to have a distorting impact on results on most questions.**

Countries participating to the project

Country	Value
Bulgaria	52
Italy	32
Poland	14
Slovenia	11
Slovakia	8
North Macedonia	7
Greece	7
Austria	6
Spain	5
Cyprus	5
Belgium	5
Portugal	4
Estonia	4
Montenegro	2
Germany	2
Finland	2
Bosnia and herzegovina	2
Switzerland	1
Romania	1
Malta	1
Kosovo	1
Czeck republic	1
Albania	1

1. Who are the respondents: overview by size and level of government
The sample of responding organisations has a good balance of levels and size

Size of responding organizations

N. of employees

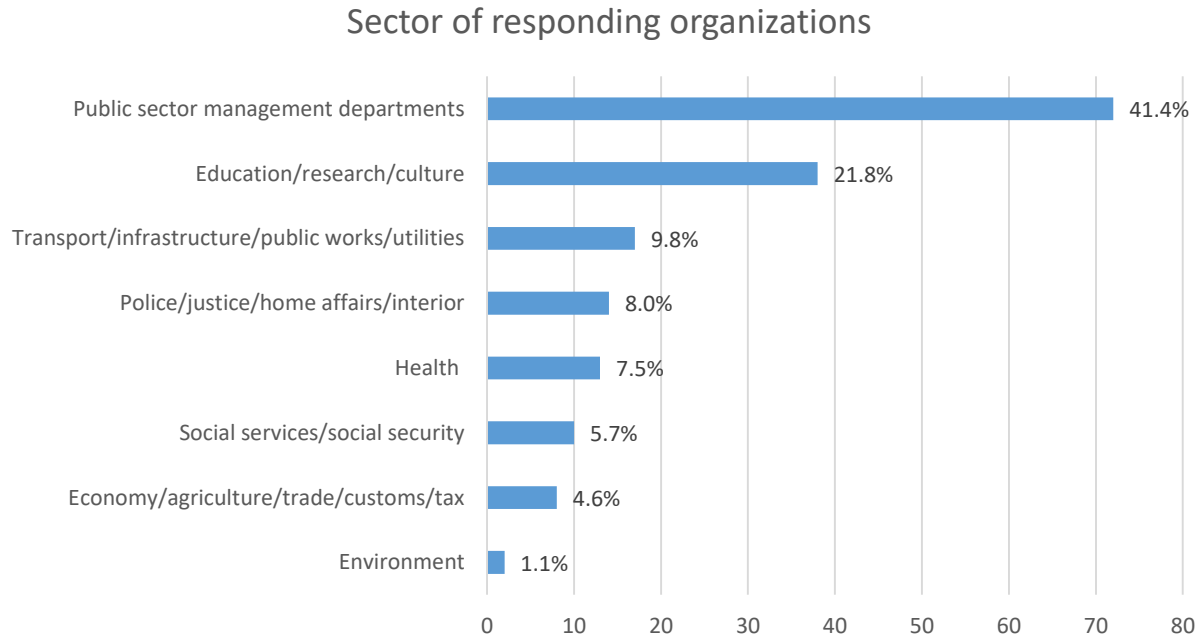| Category	Value
10 - 50	35%
251 - 1000	17%
51 - 100	14%
101 - 250	14%
1001 - 5000	12%
< 10	5%
> 5000	3%

Looking at size of responding organisations and the level of government, the results are overall balanced:
- The most represented organizations are small-sized organisations ones (1-50) – 40%
- Medium-sized (51-250) and large ones (above 250) are also well represented with close to a third each.

Level of government of responding organizations

Regional/State	Central/Federal	Local/Municipal
22%	37%	40%

The respondents show a relatively good balance between central and local levels of government.
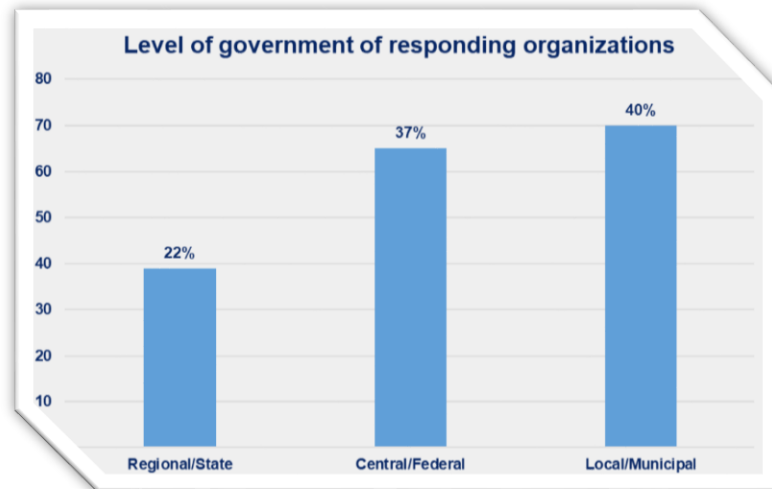
1. Who are the respondents: overview by sector
Public management departments and education are the most represented and most respondents are active CAF users

Sector of responding organizations

Sector	Percentage
Public sector management departments	41.4%
Education/research/culture	21.8%
Transport/infrastructure/public works/utilities	9.8%
Police/justice/home affairs/interior	8.0%
Health	7.5%
Social services/social security	5.7%
Economy/agriculture/trade/customs/tax	4.6%
Environment	1.1%

Public sector management is overrepresented due to the nature of CAF (model & target group) and to the fact that this category includes a lot of central and local administration

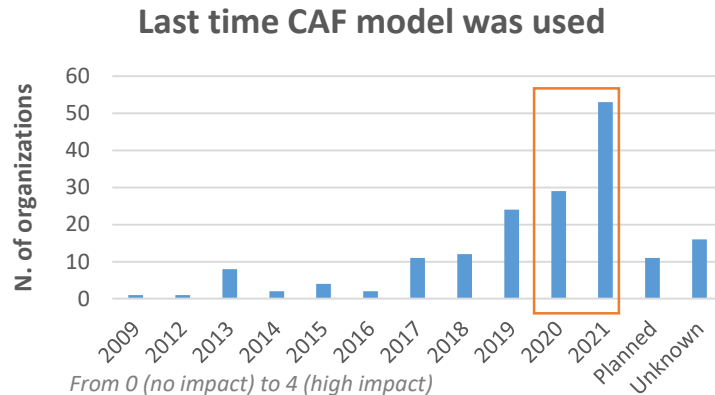**Education remains** relatively underrepresented compared to its user base

Most organisation used the CAF and 55% more than twice Many of them have received ECU label

2. The CAF model: usefulness during COVID-19
The CAF model has been used by multiple organisations during the crisis and has helped most of them
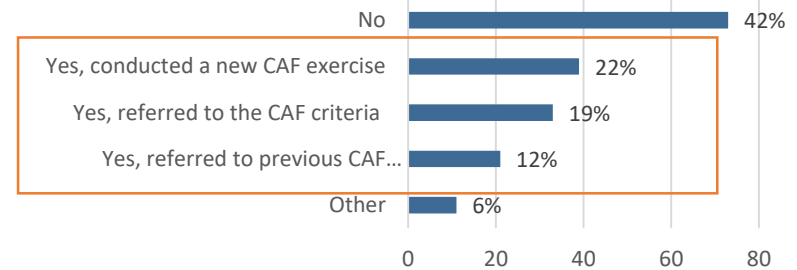
- **CAF has been massively used during the crisis: more than half of the respondents used CAF model during the crisis**

- **Among the respondents who didn't use CAF, most mentioned that they had other priorities during the crisis.**

The CAF model has been widely used during the crisis

Last time CAF model was used

From 0 (no impact) to 4 (high impact)

USE OF CAF DURING COVID-19 CRISIS
Share of responding organizations

- No — 42%
- Yes, conducted a new CAF exercise — 22%
- Yes, referred to the CAF criteria — 19%
- Yes, referred to previous CAF… — 12%
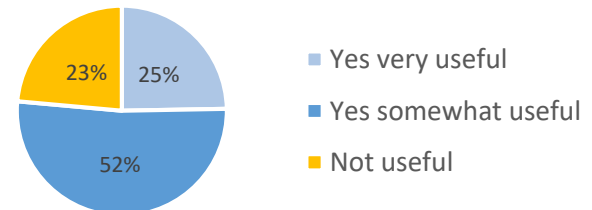- Other — 6%

### The CAF model has helped users during the crisis

- **77% of respondents confirmed that CAF helped during the crisis.**
- The criteria in which CAF model helped the most are **processes** and **people.**
- Previous use of CAF model and implementation plans have helped

Did CAF model help during the COVID?

- 25% — Yes very useful
- 52% — Yes somewhat useful
- 23% — Not useful

3. Impact of the COVID-19 crisis
CAF users have been impacted on all dimensions, especially people

Most impacted categories within the organization:
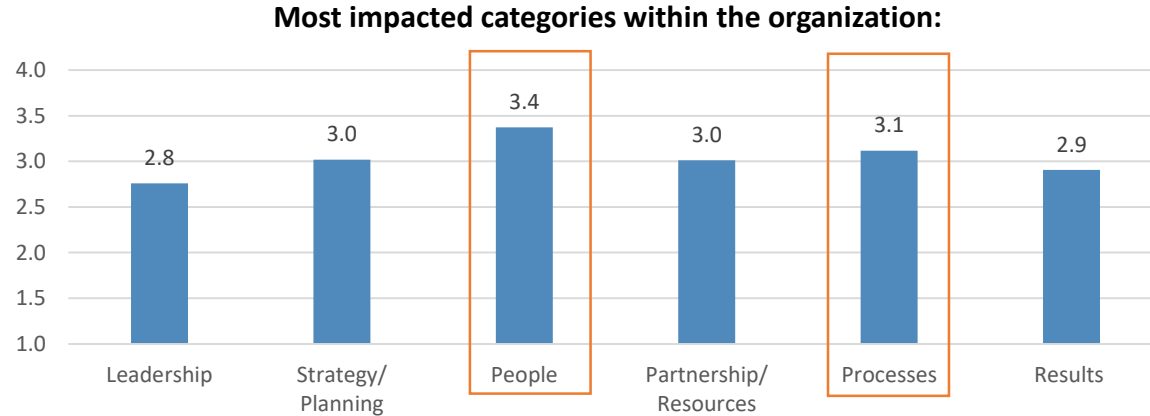
From 1 (no impact) to 4 (significant impact)

- Impact on all dimensions
- Most impact on people and processes
- Slightly less on leadership and results
- The impact has been rather homogeneous across levels of government
- The impact was higher for larger organisations

Focus area: People

- Most impacted category
- Highest rate of new adopted practices
- Area where CAF model helped the most
- Identified as a crucial strategic priority

4. Preparedness for the crisis
Most organisations were moderately prepared across levels of governments with limited specific plans or protocols

- There is not one sector where organisations feel much better prepared than others

- The economic, trade and agriculture sectors were the least prepared, followed by education and transport (most likely linked to the level of restrictions applied to them)

- Larger organisations were slightly better prepared

Most organisations were moderately prepared, even more so at the local level
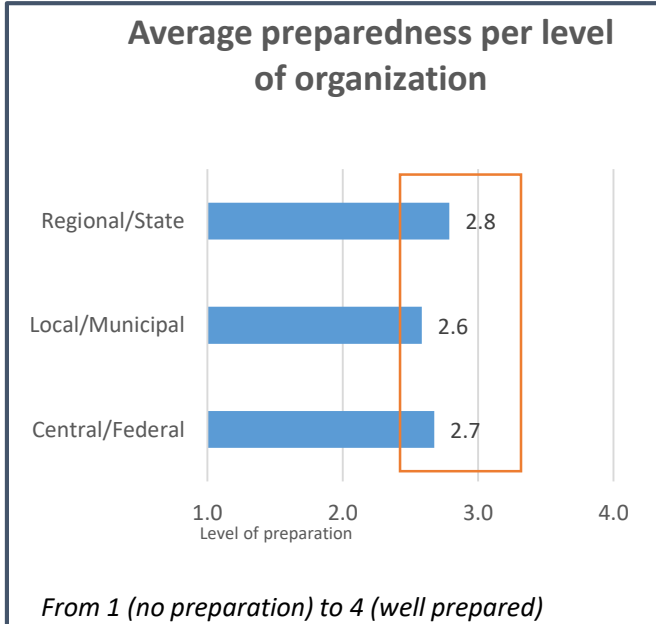
Around half of organisations had a crisis management plan or some relevant protocols in place

Average preparedness per level of organization

- Regional/State: 2.8
- Local/Municipal: 2.6
- Central/Federal: 2.7

Level of preparation: 1.0 – 2.0 – 3.0 – 4.0

From 1 (no preparation) to 4 (well prepared)

Presence of previous strategy/plan/protocol
Share of responding organizations

- UNKNOWN: 10%
- YES: 25%
- SOME RELEVANT PROTOCOLS OR PREPARATIONS IN PLACE: 28%
- NO: 36%

0 – 20 – 40 – 60 – 80

Share
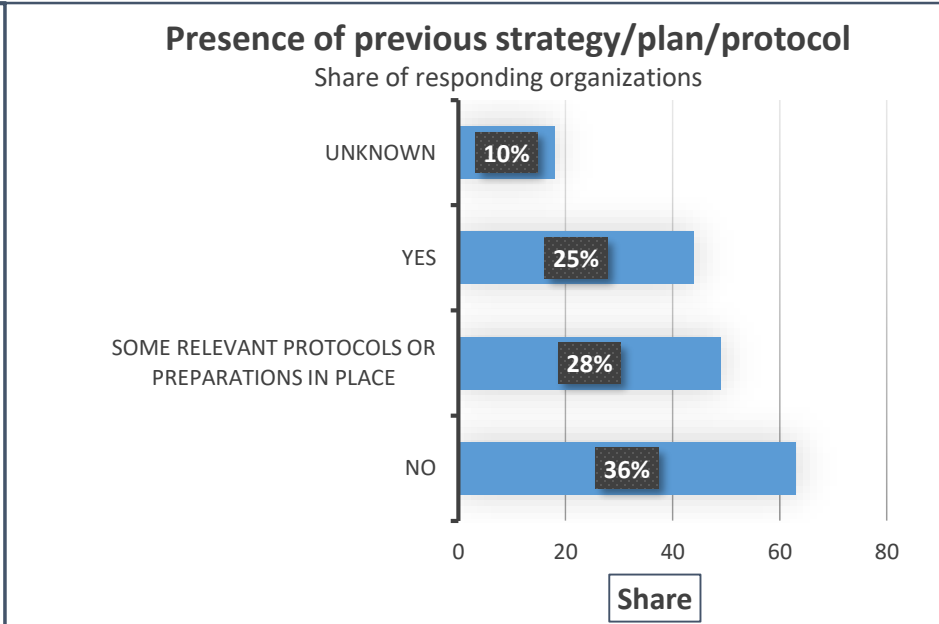
5. Adaptation to the crisis (1/2)
All organisations reported a high level of adaptation on all CAF criteria, especially People, and smaller organisations had to adapt more

AVERAGE ADAPTATION

Category	Leadership	Strategy/ Planning	People	Partnership/ Resources	Processes	Results
Level of adaptation	3.2	3.1	3.3	3.1	3.2	3.0
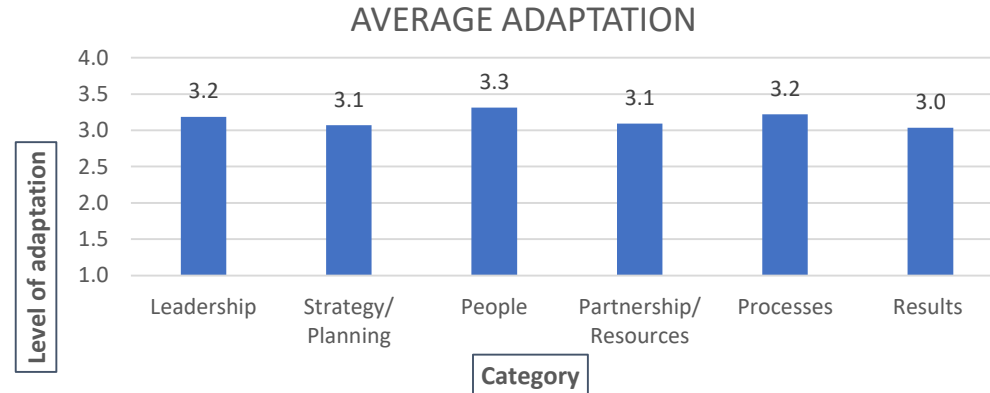
Average Adaptation on size of the organizazion

Size of the organizations	Level of adaptation
> 5000	2.8
1001 - 5000	3.1
251 - 1000	3.2
101 - 250	3.0
51 - 100	3.3
10 - 50	3.1
< 10	3.1

People was the most impacted for all organisations, especially larger ones

Leadership was the highest impacted criteria for small organisations (10-50)
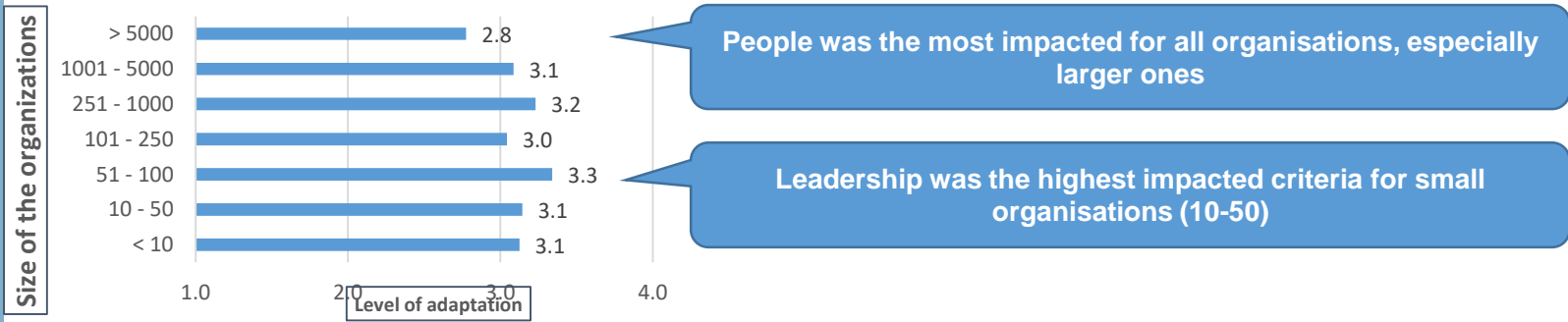
5. Adaptation to the crisis (2/2)
New, innovative practices have been adopted by CAF users, particularly on people and processes

- **A number of CAF users reported new innovative practices during the COVID-19 crisis, especially on digitalisation, remote working and simplified procedures**

NEW PRACTICES BY CRITERIA

Criteria	Value
Results (measurements)	8%
Processes	28%
Partnerships and resources	12%
People	32%
Strategy and planning	17%
Leadership	20%

Share of total respondents reporting new innovative practices
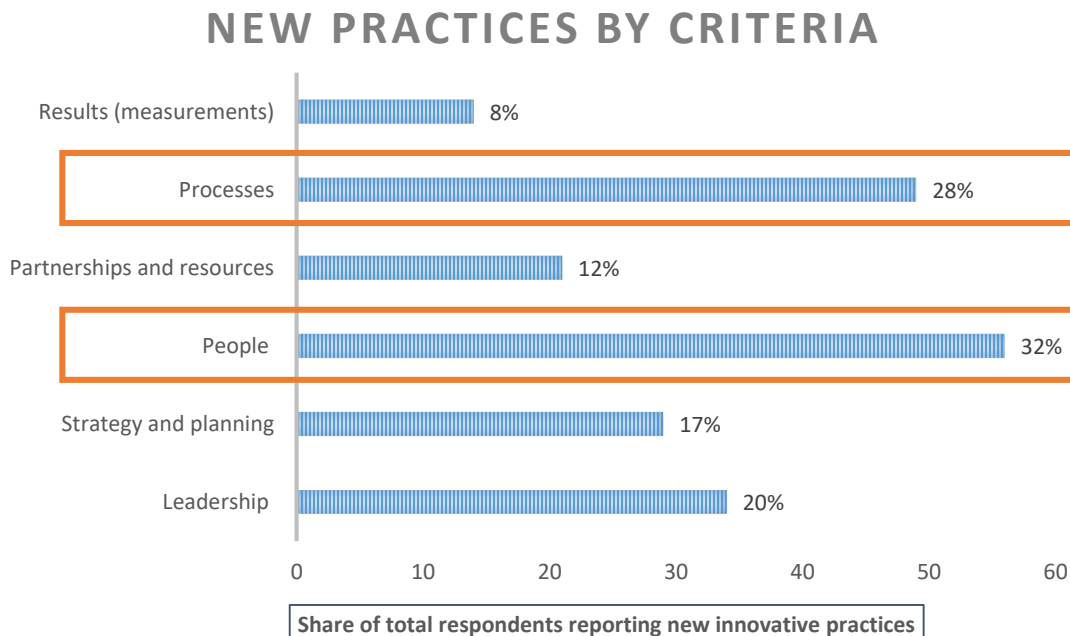
Digitalisation with new online tools and collaborative platforms

Teleworking requiring changes in people management, communications and digital tools

Processes were adapted to the situation though simplifications, emergency procedures and digitalisation

6. Non-CAF users
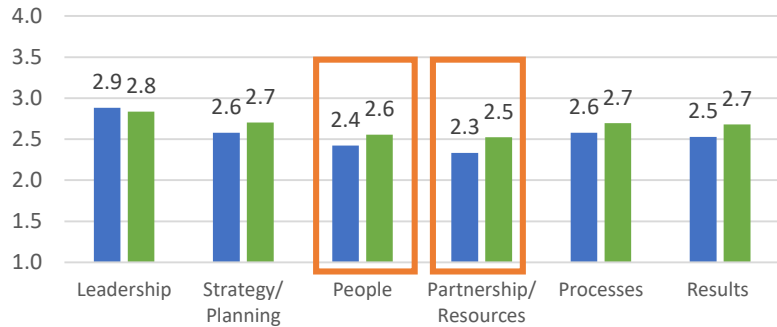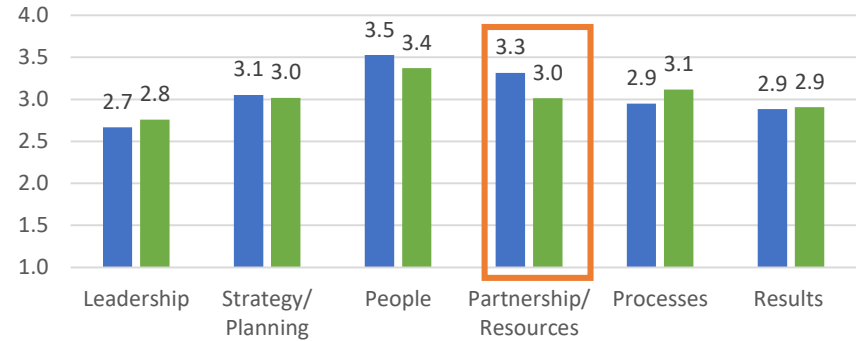## Non-CAF users reported to be slightly less prepared, were more impacted and were less able to adapt more on most dimensions, except leadership

AVERAGE PREPAREDNESS

Legend: Non-CAF user | CAF user

Dimension	Non-CAF user	CAF user
Leadership	2.9	2.8
Strategy/Planning	2.6	2.7
People	2.4	2.6
Partnership/Resources	2.3	2.5
Processes	2.6	2.7
Results	2.5	2.7

AVERAGE IMPACT

Dimension	Non-CAF user	CAF user
Leadership	2.7	2.8
Strategy/Planning	3.1	3.0
People	3.5	3.4
Partnership/Resources	3.3	3.0
Processes	2.9	3.1
Results	2.9	2.9

AVERAGE ADAPTATION

Dimension	Non-CAF user	CAF user
Leadership	3.3	3.2
Strategy/Planning	3.1	3.1
People	3.1	3.3
Partnership/Resources	2.9	3.1
Processes	3.2	3.2
Results	3.0	3.0

CAF users that ran the CAF model during the crisis also adapted better across all criteria, except leadership, than CAF users that did not

Average Adaptation (Level of adaptation)

Dimension	Blue	Green
Leadership	3.28	3.19
Strategy and Planning	3.03	3.07
People	3.33	3.32
Partnerships and Resources	3.04	3.09
Processes	3.15	3.22
Results	2.97	3.04

7. Focus on differences between the organizational levels
Preparedness, Impact, and Adaptation level differs between the organisational levels

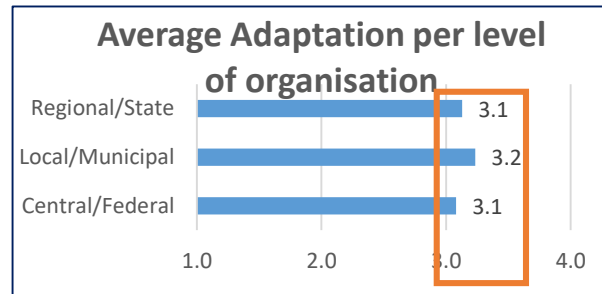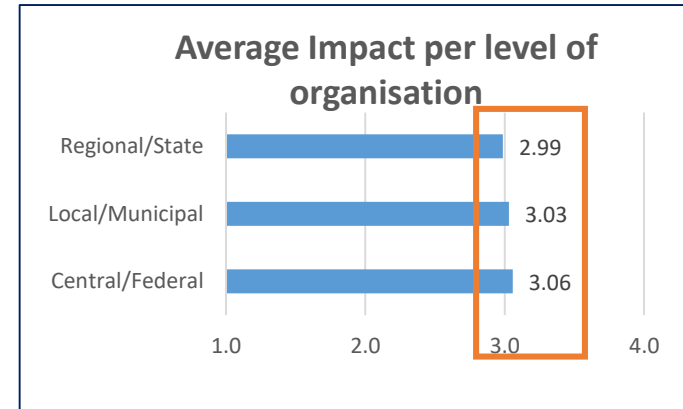- The Local / Municipal level was the least prepared, and experienced the highest adaptation level.

- The Regional / State level was the best prepared and experienced the lowest impact.

- The Central / Federal level experienced the highest impact, and shows the same adaptation rate as the Regional / State level

Average Preparedness per level of organisation

Level	Value
Regional/State	2.8
Local/Municipal	2.6
Central/Federal	2.7

Average Impact per level of organisation

Level	Value
Regional/State	2.99
Local/Municipal	3.03
Central/Federal	3.06

Average Adaptation per level of organisation

Level	Value
Regional/State	3.1
Local/Municipal	3.2
Central/Federal	3.1
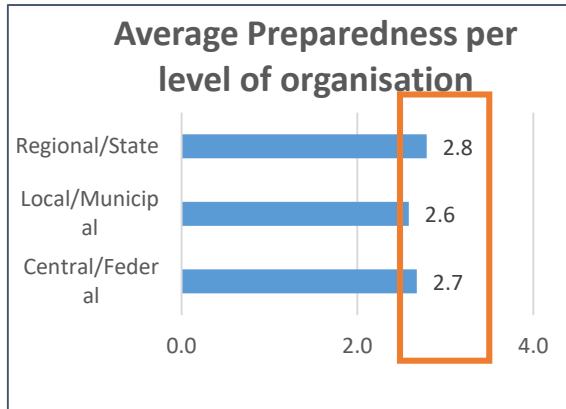
8. Long-term strategic priorities (1/4)
Priorities have shifted with most organisations identifying digitalisation and workforce management as top priorities after the crisis

- **Top priorities changed before and after the crisis**

- **Digitalisation has remained a key priority**

- **Workforce management has emerged as atop priority with the challenges related to remote working**

- **Innovation and resilience are some of the next priorities**

- **Organisational-related priorities are still present**

Priorities before and after the crisis
(participants had to select top 3)

■ Top three priorities prior to the crisis   ■ Top three priority for the COVID-19 recovery and the long-term
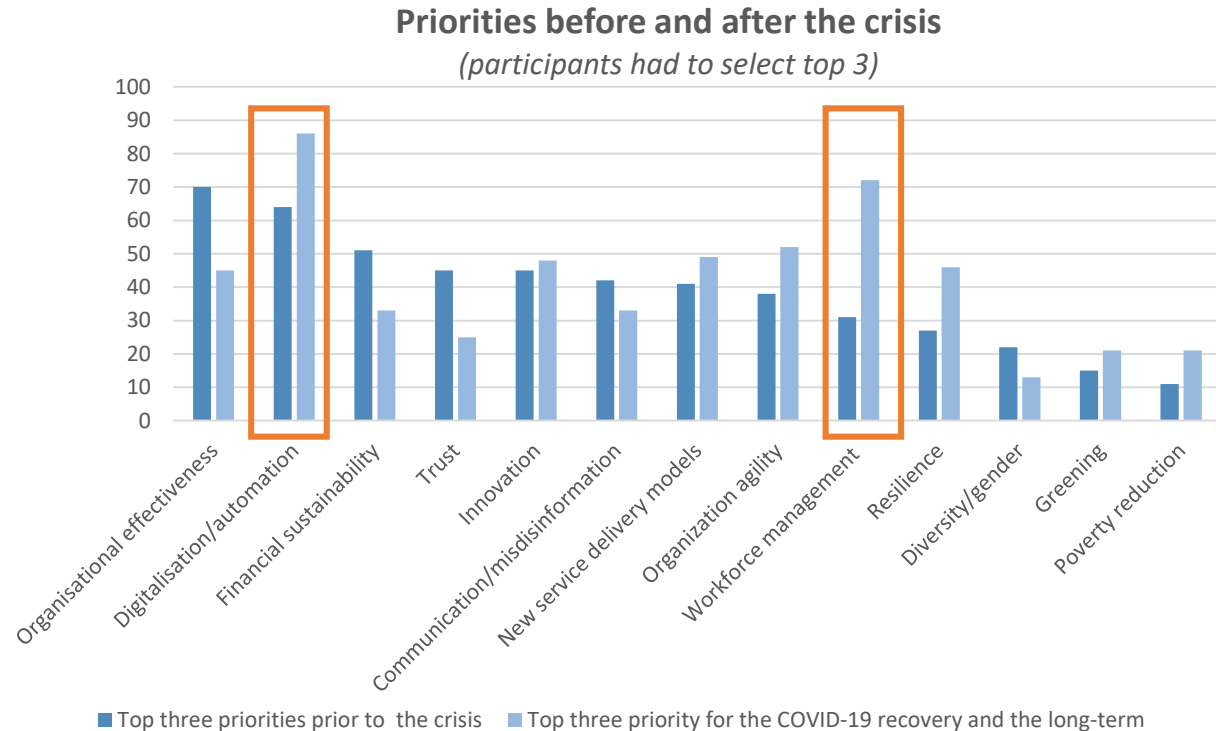
Priorities differ across sizes of public sector organisations, beyond digitalisation and workforce management

Digitalisation has become a priority for smaller organisations while other priorities have declined

Digitalisation is a constant priority, resilience and workforce management are new ones

Small orga : Top three before /after the crisis (10-51; 190 answers)
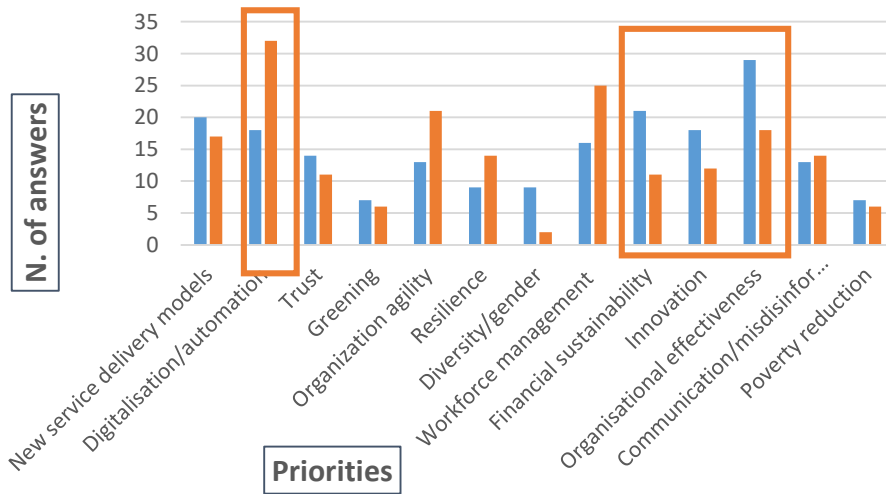
Large orga : Top three before /after the crisis (1001-5000, 55 answers)
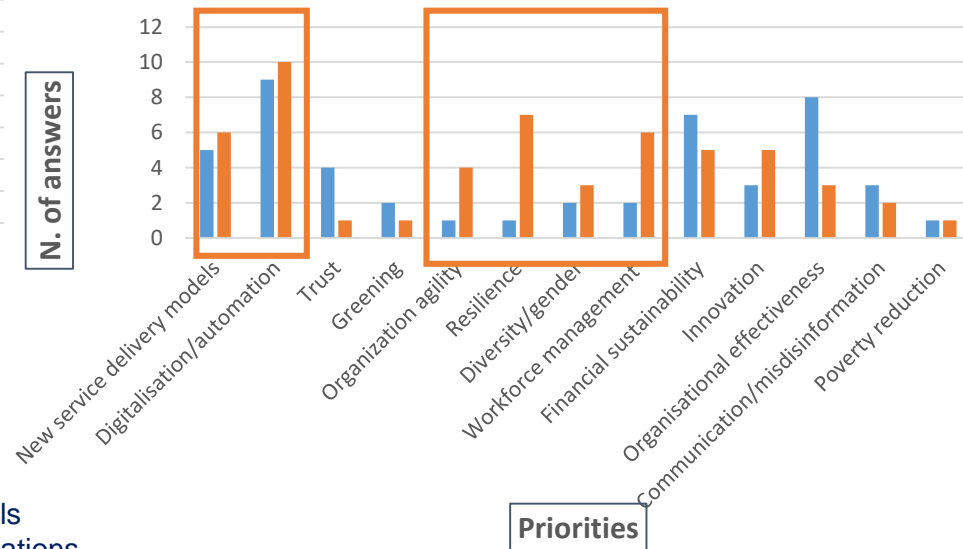
- **Workforce management** is a constant priority across levels
- **Resilience** has become a central priority for larger organisations
- **Trust** is not among the top 3 priorities - except for few local public management organisations

8. Long-term strategic priorities (3/4): by level of government
While dynamics differ across levels, priorities on digitalisation and workforce management are consistently observed

Digitalisation is a high priority with workforce management and innovation

At central/federal government level
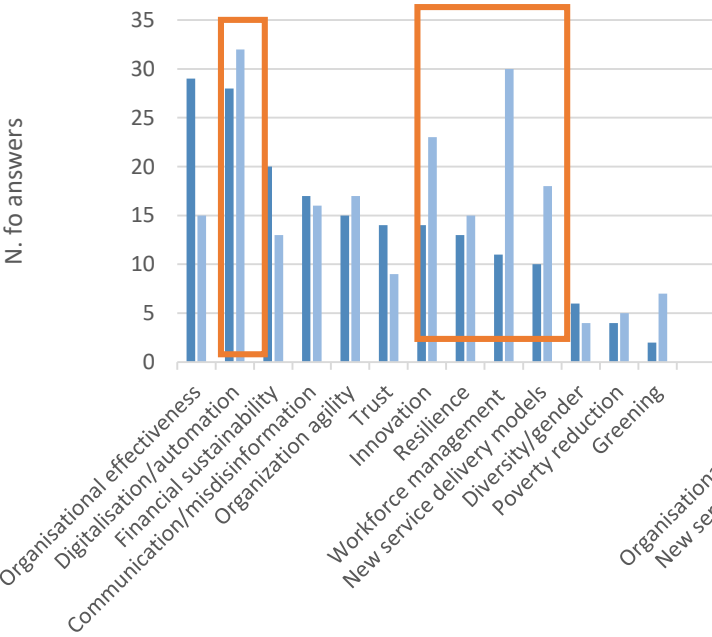
Digitalisation and workforce have become the top priority

At regional-state level
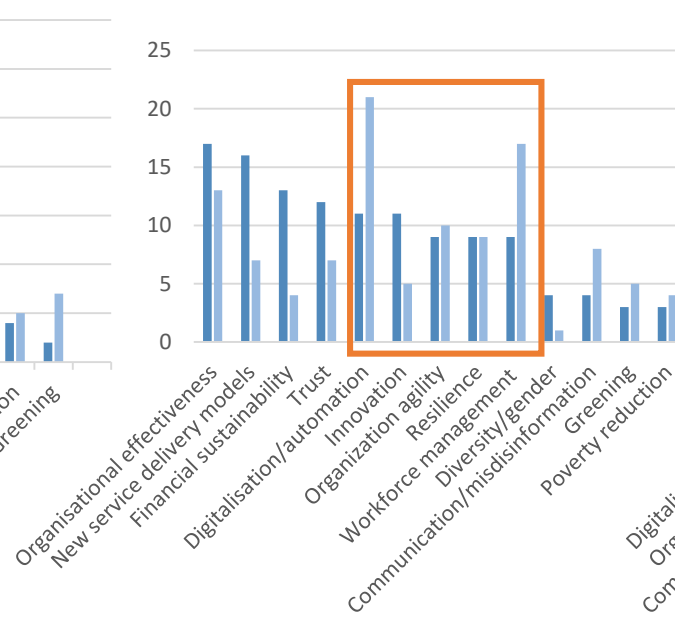
Digitalisation is a constant priority now followed by agility, workforce and resilience

At local/municipal level
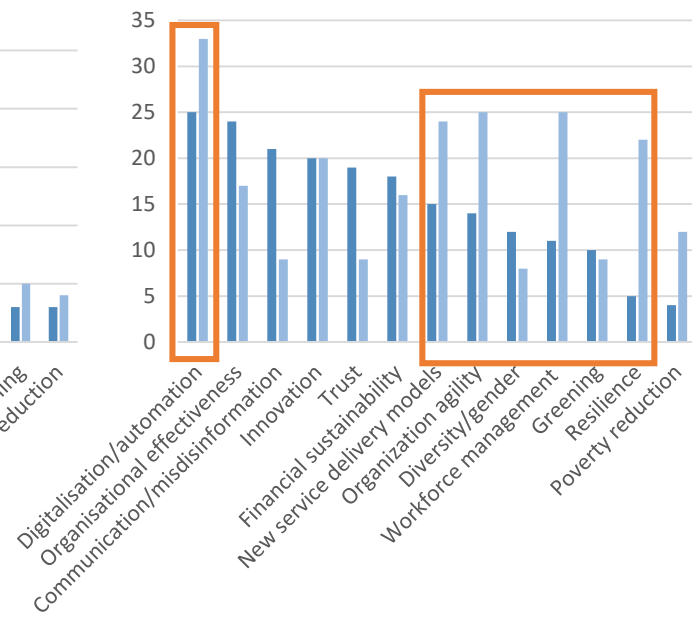
2/3 of respondents expects that the new practices can have a positive impact on the sustainability and climate footprint of the organisation

Positive impact of new work and delivery practices on climate footprint and sustainability

Share of responding organizations

Category	Share
Expect no/limited impact because the new work and service delivery models may increase the use of resources in other ways	6%
Do not know	9%
Expect no/limited impact because our work practices are going back to pre-crisis ones	18%
Expect a large impact	25%
Expect some impact	42%
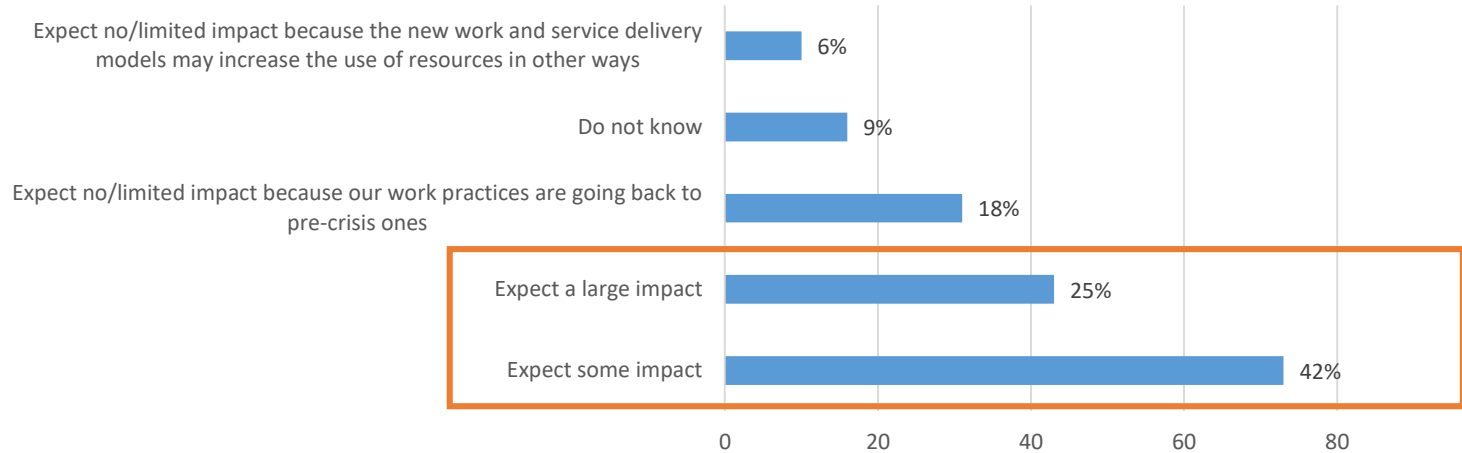
Several dimensions could deserve more importance in the CAF model according to users: innovation, digitalisation and resilience

• **Two thirds of respondents indicated that the CAF model could perhaps reflect more prominently innovation, digitalisation and resilience, which are also some of the long-term strategic priorities identified by organisations**

• **Financial sustainability, sustainability and environment and SDGs were felt to be already well reflected in the model**

CAF SHOULD REFLECT THIS DIMENSION PROMINENTLY

Dimension	Value
ETHICS AND COMPLIANCE	51
SDGS	43
TRUST	54
SUSTAINABILITY AND ENVIRONMENT	47
INNOVATION	70
FINANCIAL SUSTAINABILITY	33
DIGITALISATION	65
RESILIENCE	58
INCLUSIVENESS	35

CAF enablers criteria

1. Leadership
2. Strategy and Planning
3. People
4. Partnerships and Resources
5. Processes

1 Leadership
Priorities and challenges for leaders have been related to people and service delivery

Main challenges for the leadership during the crises

Challenge	Percentage
Lack of adequate communication or coordination channels with external stakeholders and partners	3%
Lack of co-ordination internally within the organisation	5%
Lack of adequate data and information to make timely decisions	9%
Lack of preparedness for crisis management (e.g scenarios, protocol, skills)	18%
Applying instructions or guidelines from political authorities / Ministry / controlling agency	31%
Keeping staff motivated and engaged to innovate and work in new ways	49%
Need to find new ways to deliver existing services safely / design new services	54%
Ensuring the safety and the work conditions of the organisation's workforce during the pandemic	84%

Number of responses

1 Leadership

Leadership had to adapt fast to the immediate new challenges for the organisation and workers, with the needs to protect and innovate

- **Leaders had to step up fast and consider immediate, crucial priorities on health employment and finding innovative solutions to adapt**

- **New coordination mechanisms within the organization were adopted to respond to new and immediate needs**

Leadership and managerial structures adaptation

Category	Implemented during the crisis	Expected to remain in place after the crisis	Not applicable/Not implemented
Leadership increased focus on employee health/wellbeing in the org.	99	93	66
Leadership took steps to encourage innovation within the org.	69	87	42
New tools for co-ordinating the leadership of the org.	68	69	58
New data collected/used to help management…	77	63	52
New strategy/directions/vision set for the org.	63	63	66
New tools for co-ordinating/communicating with ext. stakeholders	41	50	25
New leaders were appointed during the crisis	37	23	117

Number of responses

■ Implemented during the crisis ■ Expected to remain in place after the crisis ■ Not applicable/Not implemented

2 Strategy and planning
Most organisations experienced a lack of preparedness and had to adapt fast, posing challenges for workforce and for delivery

- **CAF users reveal to lack the necessary tools to face a situation of crisis and emergency, such as COVID-19**

- **Higher scores go to the difficulties to:**
  - **Workforce management**
  - **Lack of preparedness to develop new plans a**
  - **Interaction with users**

- **Reinforcing crisis management and protocols could help**

Main challenges in achieving strategic priorities during the crisis

Challenge	Number of responses
Difficulties to organise workforce management	65
Difficulties to develop new strategies/plans because of uncertainties	65
Difficulties to capture the needs of users/to deliver services to users	62
Lack of relevance of existing strategic priorities	51
Insufficient financial resources/uncertainties on their evolutions	41
Insufficient preparation/or contingency planning	41

Number of responses — axis: 0, 10, 20, 30, 40, 50, 60, 70

The lack of technological infrastructure for employees has been an immediate challenge, but the use of digital tools has expanded fast and is expected to remain
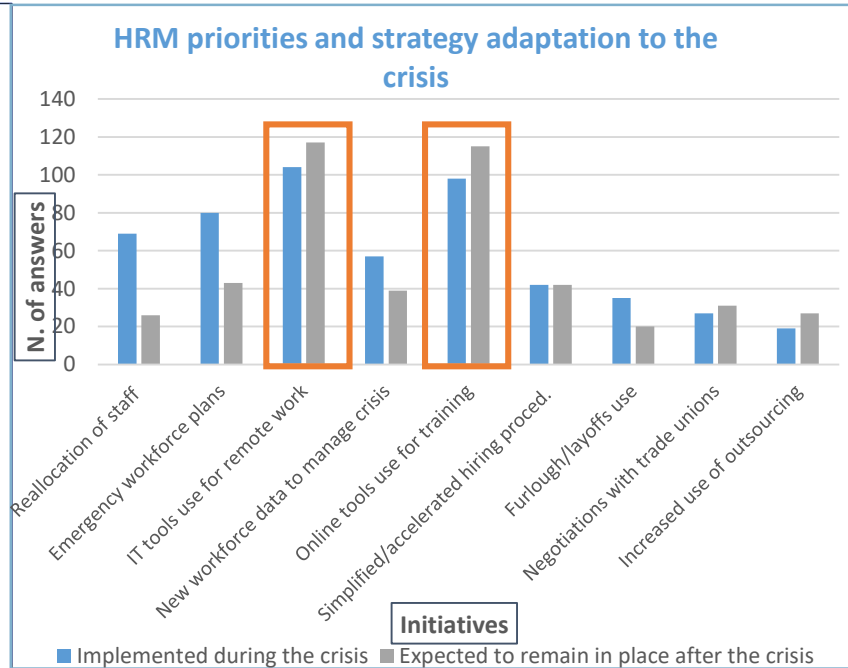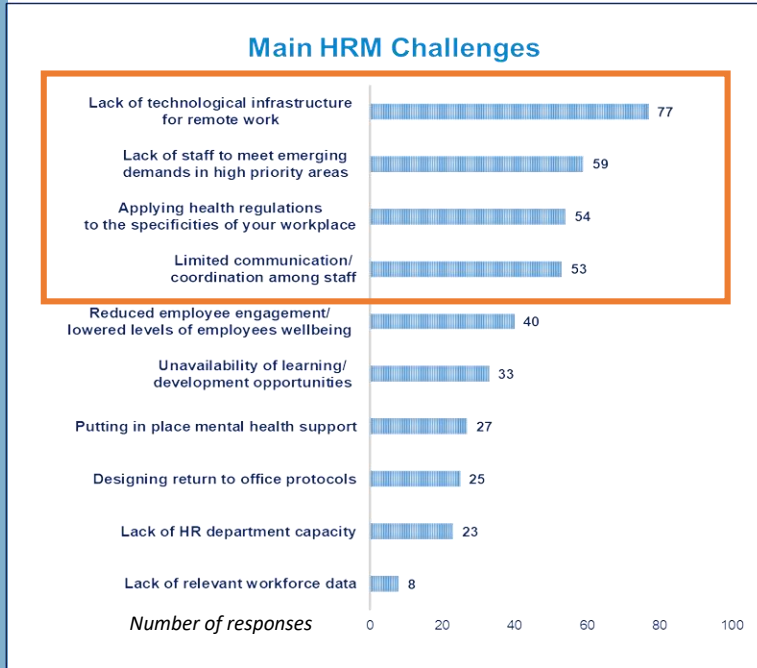
- **Workforce practices and allocation had to be adapted fast, but case and constraints hamper reallocations**

- **Priorities on digital tools and infrastructure for remote work and HRM has become a top priority**

- **Emergency plans were developed in half of the organisations**

Main HRM Challenges

Challenge	Number of responses
Lack of technological infrastructure for remote work	77
Lack of staff to meet emerging demands in high priority areas	59
Applying health regulations to the specificities of your workplace	54
Limited communication/coordination among staff	53
Reduced employee engagement/lowered levels of employees wellbeing	40
Unavailability of learning/development opportunities	33
Putting in place mental health support	27
Designing return to office protocols	25
Lack of HR department capacity	23
Lack of relevant workforce data	8

Number of responses

HRM priorities and strategy adaptation to the crisis

N. of answers

Initiatives:
Reallocation of staff, Emergency workforce plans, IT tools use for remote work, New workforce data to manage crisis, Online tools use for training, Simplified/accelerated hiring proced., Furlough/layoffs use, Negotiations with trade unions, Increased use of outsourcing

■ Implemented during the crisis   ■ Expected to remain in place after the crisis

Public sector organisations have moved from an office-based working pattern to more remote… that will not necessarily stay

- **Most organisations worked office-based before the crisis**

- **They have largely moved to remote or equally remote/office-based during the crisis**

- **This working pattern will not stay in many organisations after the crisis, that are planning to go back to office-based**

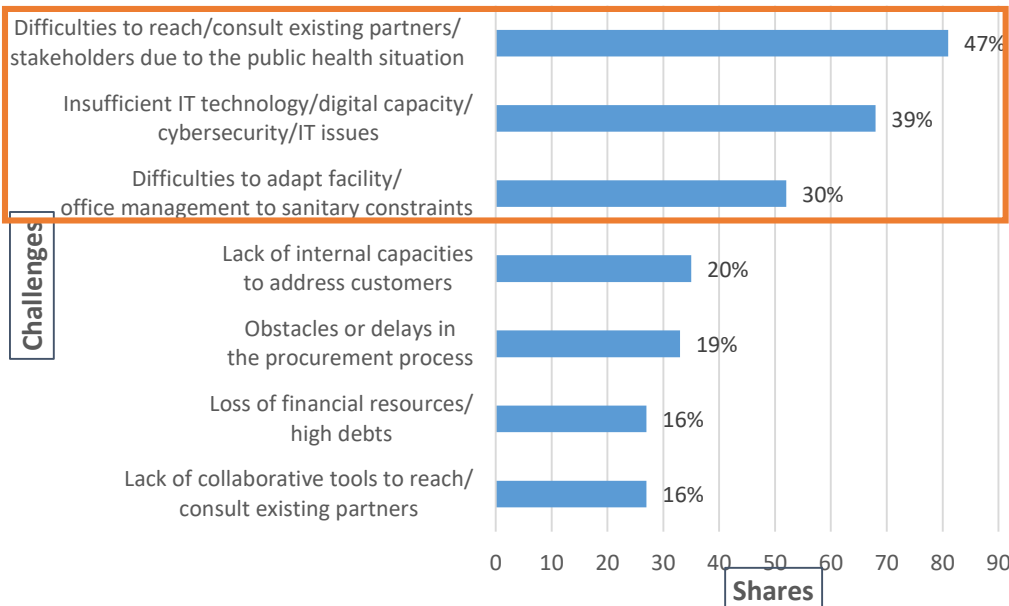- **A third are expected to keep an equal basis on the long term**

Predominant working pattern

Legend: ■ Before the start of the pandemic   ■ At the peak of the pandemic   ■ Anticipated in two years Beginning of 2024)
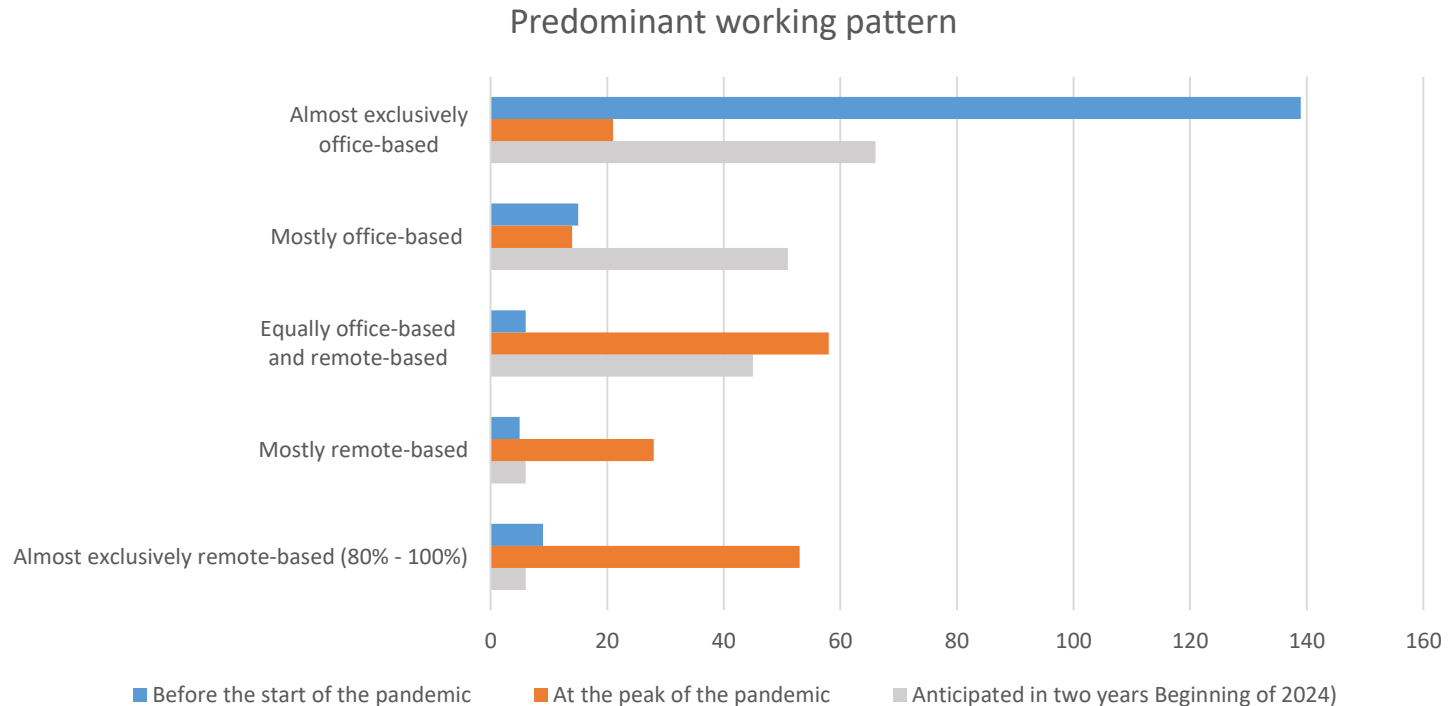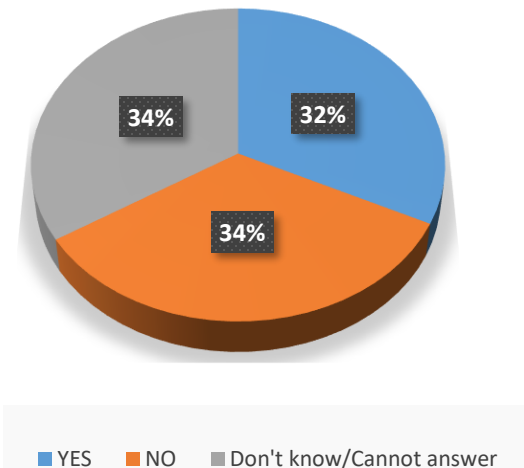
4. Partnerships and Resources
The health situation has limited the capacity to reach partners, partly due to the lack of digital tools

- **Difficulties to reach partners was a key constraint, and the lack of digital capacity was a key obstacle**

- **Not many organisations implemented new partnerships with suppliers, civil society or other types of external stakeholders, relying a lot on internal capabilities**

Main challenges on partnerships and resources during the crisis

Bar chart — Challenges (y-axis) vs Shares (x-axis):
- Difficulties to reach/consult existing partners/ stakeholders due to the public health situation: 47%
- Insufficient IT technology/digital capacity/ cybersecurity/IT issues: 39%
- Difficulties to adapt facility/ office management to sanitary constraints: 30%
- Lack of internal capacities to address customers: 20%
- Obstacles or delays in the procurement process: 19%
- Loss of financial resources/ high debts: 16%
- Lack of collaborative tools to reach/ consult existing partners: 16%

New partnerships implemented during the crisis

Pie chart:
- YES: 32%
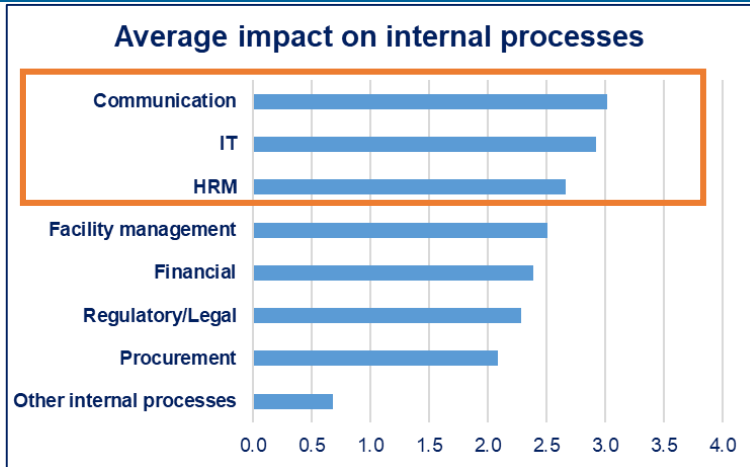- NO: 34%
- Don't know/Cannot answer: 34%

5 Processes
Digitalisation has been a key trend for internal processes and for service delivery, and should remain after the crisis

- **The impact of the crisis was important on most internal processes, particularly those in need for digitalisation**

- **Service delivery models needed to turn digital to collaborate, communicate and deliver, and should stay digital after the crisis**

Average impact on internal processes

- Communication
- IT
- HRM
- Facility management
- Financial
- Regulatory/Legal
- Procurement
- Other internal processes

(scale: 0.0 — 4.0)

Service delivery model adaptation

- Digital tool to work collaboratively
- Digital communication channels
- Digitalised service delivery with users/citizen
- Online consultation of key stakeholders
- Cybersecurity solutions
- Simplified administrative and legal procedures
- Use of Artificial Intelligence

(scale: 0 — 140)

Legend:
■ Used during the COVID-19 crisis ■ Expected to remain in the recovery period ■ Not used