

I INTERNATIONAL CONFERENCE

QUALITY SYSTEM CONDITION
FOR SUCCESSFULL BUSINESS
AND COMPETITIVENESS
PROCEEDINGS



АСОЦИЈАЦИЈА
ЗА КВАЛИТЕТ И
СТАНДАРДИЗАЦИЈУ
СРБИЈЕ



**ASSOCIATION FOR QUALITY AND
STANDARDIZATION SERBIAN,
IN COOPERATION WITH
LOCAL GOVERNMENT OF KRUSEVAC CITY
AND COLLEGE OF BUSINESS ECONOMICS AND
ENTREPRENEURSHIP**

ORGANIZE

I INTERNATIONAL SCIENTIFIC CONFERENCE

**“QUALITY SYSTEM CONDITION FOR
SUCCESSFULL BUSSINESS AND
COMPETIVENESS”**

PROCEEDINGS

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P R E F A C E

*During the period from 28th to 30th November 2013th year will be held fifteenth anniversary conference **QUALITY SYSTEM CONDITIONS FOR SUCCESSFUL BUSINESS AND COMPETITIVENESS** organized by Association for Quality and Standardization of Serbia, with support of local government of Krusevac city and the College of Business Economics and Entrepreneurship from Belgrade.*

In addition to the jubilee of fifteen years, this collection is significant because this is our first international conference with higher level of organization which improvements of quality of infrastructure exceeds the boundaries of the Republic of Serbia

Through a multitude of papers covered the following topics : Food Safety Management , Knowledge Management , Occupational Health and Safety at Work , Improving quality infrastructure in the region; QMS in health , QMS in education, QMS in tourism and the quality of the Bologna process, quality in the automotive industry, Development of an integrated management system; Path to business excellence; Laboratory accreditation; Consumer Satisfaction Index, Establishing a QMS (from practice to practice);, Measurement;, Control and quality of production; Determining the quality of formal higher education, application of new technologies in the educational process; The impact of project management to quality management, Information system - function of the quality system , Quality system at banking and other financial institutions; Legal , economic and technical aspects of environmental protection; Influence of managers on competitiveness and quality of enterprises; The quality system of local governments, public and public utilities enterprises.

At this meeting would lead to the two round tables:

- *CONTRIBUTION METROLOGY COMPETITIVENESS AND SUCCESSFUL BUSINESS*
- *PRESENCE OF HARMFUL SUBSTANCES IN FOOD (MEAT, MILK, HONEY FOR HUMAN CONSUMPTION), FOCUSING ON LEGISLATION*

On behalf of the organizing committee XV scientific symposium to thank to all the authors and co-authors, co-organizers, all admirers of quality domestic and foreign, that contributed to this collection became internationalized.

Bearing in mind the above, we can proudly verify that the Krusevac city in the period 28-30.11.2013. will be the city of quality in the region.

President of the Organizing Committee

Professor Zoran Punoševac PhD

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COMPARATIVE ANALYSIS OF THE CAF MODEL AND THE INFLUENCE ON PUBLIC SERVICE QUALITY

Ph.D. Krešimir Buntak¹
Vesna Sesar, mag. oec.²
Ivana Droždek, univ.spec.oec.³

Abstract: Nowadays public administration is not efficient enough to respond to a political, economical and social challenges. Quantity and information transfer rate clear former boundaries within the public administration was effective. Until recent the relation between citizen as a consumer versus state as a provider was in favor of the state. Today this relation is changing and government has to create services and its supply considering customers need. Accordingly, public administration has to grow constantly and develop towards citizen need satisfaction by providing quality service on time. Public administration has to strive toward excellence. To manage that, government has to introduce mechanisms which will monitor realization of defined goals. This paper gives an comparative analysis of the CAF self assessment model(Common Assessment Framework) in public service. Analysis represents the version of the model and its characteristics from 2006 and new upgraded version of CAF 2013. The use of this model brings to a better public administration activity through a self assessment process and leads toward business excellence. The model itself uses total quality principles and the tendency is to create new public administration culture including stakeholder participation. This new culture is quality oriented and can respond to market challenges and create effective and efficient administrative service.

Keywords: public administration, efficiency and effectiveness, self-assessment framework, CAF model, business excellence

1. INTRODUCTION

The concept of business excellence in the public administration begins in a year 2000. At that time the 1st European quality conference in Portugal was held and the creators have intensively thought how to effectively reallocate scarce resources and satisfy all stakeholders. At that same Conference the CAF model (Common Assessment Framework) was represented for the first time. Since then the model was upgraded in a way to facilitate its implementation and use regardless in which public organization it is used and how it is organized. The model consists of nine criteria divided into so called "enablers" and "results". They represent the whole organization and are interconnected. Enablers with its performance affect final results which are manifested through organization employees, citizens and society in general. Those criteria are divided into sub-criteria and with their implementation in every segment of the organization bring better public organization quality and its society.

With the use of model and big effort of European research center for CAF and many CAF experts the CAF today is a widely used model in many EU members and countries outside EU.

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2. CAF MODEL APPLICATION

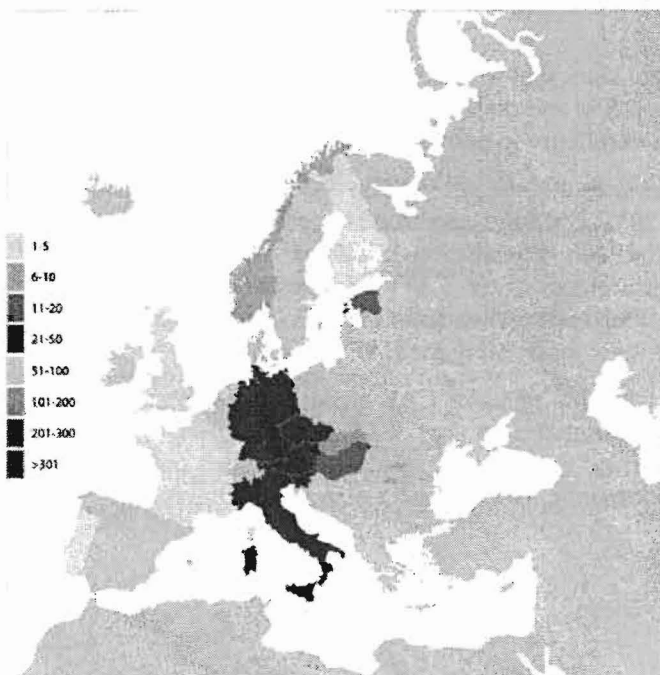
The intensity of using CAF model in practice is shown in the 2011 research done by European CAF Resource Centre at the European Institute of Public Administration (EIPA).

Before that there were done two researches in year 2003 and 2005. The contribution of this research is that it gives a valuable information about the countries that have been using the model for years. By this research it's easy to see the popularity of the model in EU countries and the stagnancy in some. The Expert team group was handling the research and the main goals were⁴:

1. To collect information on the use of CAF and the dissemination and support in the Member States.
2. To analyse whether there is a need to improve the CAF model itself.
3. To look for new opportunities to further spread its use.

The best indicator of successful CAF model application is a continuous growing number of its usage. As shown in pictures 1 and 2 in past five years the number of CAF users has grown up from 228 in 2005 to 2066 in year 2010. This enormous increase of CAF usage is a proof of its growing popularity.

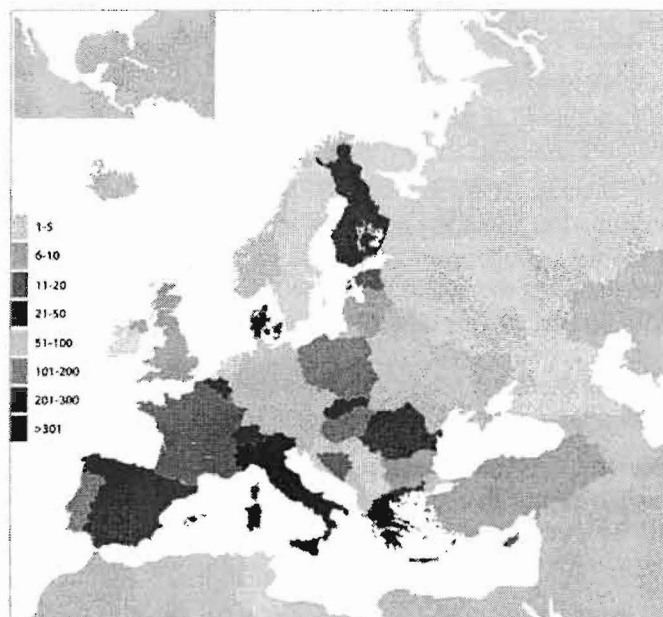
In picture No. 2 in the upper left corner it can be seen a Dominican Republic as an example of a new CAF user from 2010 outside the EU member countries. The CAF model is developed for the European market but there is also an interest from countries outside the EU to use it.



Picture 1: 228 registered CAF Users in February 2005⁵

⁴ European Institute of Public Administration, Staes,P., Thijs,N., Stoffels, A. and Geldof, S.: Five years of CAF 2006: From Adolescence to Maturity- What Next, pg.19.

⁵ European Institute of Public Administration, Staes,P., Thijs,N., Stoffels, A. and Geldof, S.: Five years of CAF 2006: From Adolescence to Maturity- What Next, pg. 16.



Picture 2: 2066 registeredCAF Users in September 2010⁶

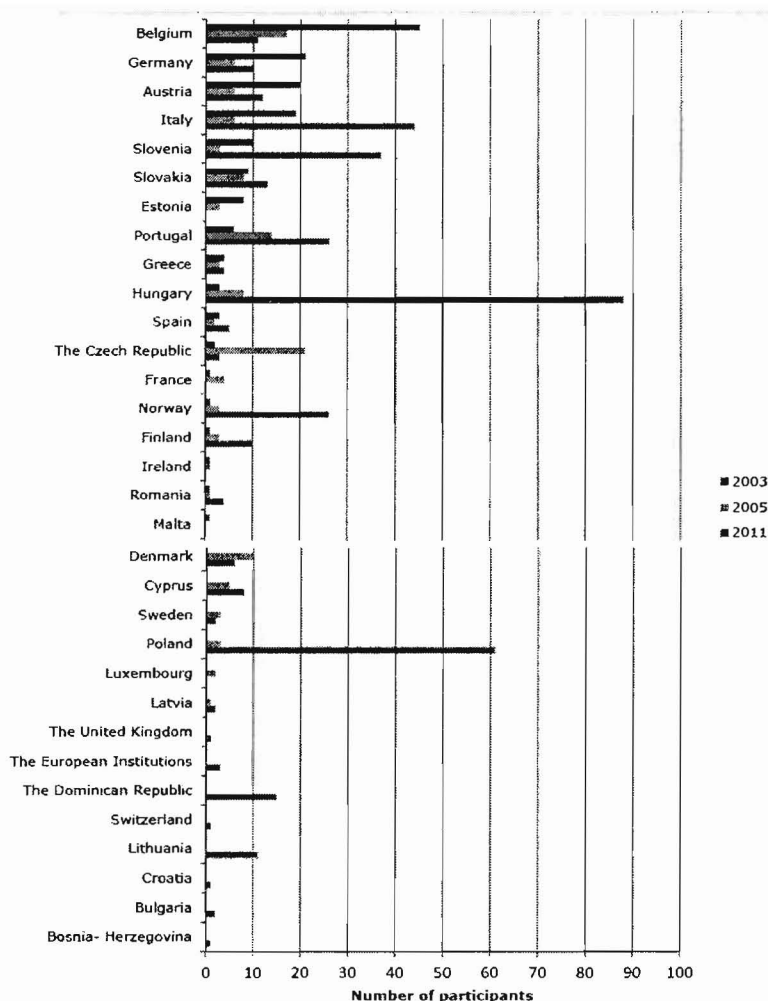
Until the end of 2011 the registered CAF user base counted 2382 registered CAF users inside and out of the EU boarders.

From this research it can be seen, that for example, Italy uses CAF model in the whole State. Italy has introduced the model in 2006 and today implications are that the culture is changing in public administration toward the excellence in public sector.

Graph 1 gives a list of countries and the information about the advancement and the stagnancy of CAF usage in 2003, 2005 and 2011. The big step ahead is done by Hungary that started using CAF in 2003. And in 2005 had less than ten organization using the model. But in 2011 Hungary grew to 88 registered public administrations using CAF. The research also showed some countries have abandoned using CAF model such as Estonia, France, Ireland, Luxemburg and Malta. To detect the problem why those countries stopped using the CAF model needs to be enclosed by another research.

Some countries indicate tendency of lesser CAF model usage due to observed year and others show significant progression. It's interesting that CAF model is developed for EU members public administration but the practice shows its popularity in countries outside the EU such as Bosnia and Herzegovina, Dominican Republic, Norway and Switzerland (Graph 1).

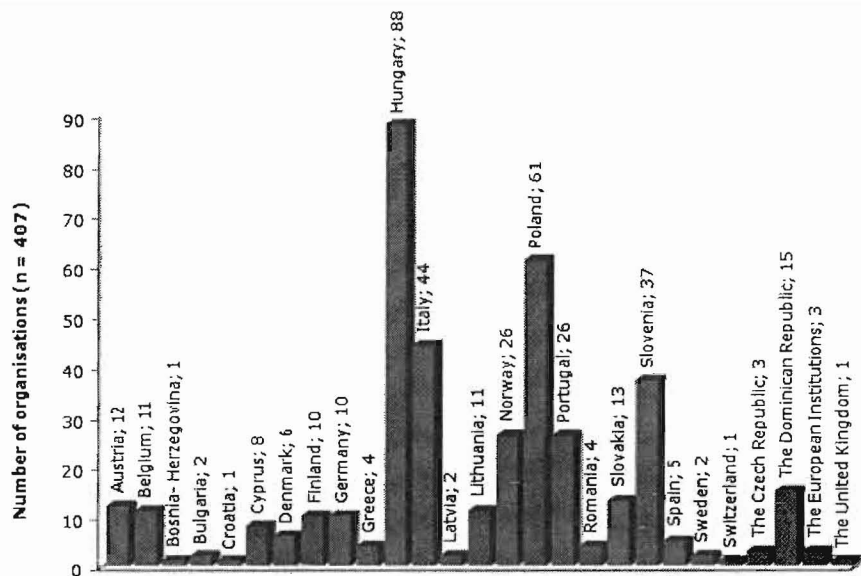
⁶ Ibid, pg. 16.



Graph 1: Comparison of the presence of the countries between the CAF studies 2003, 2005 and 2011⁷

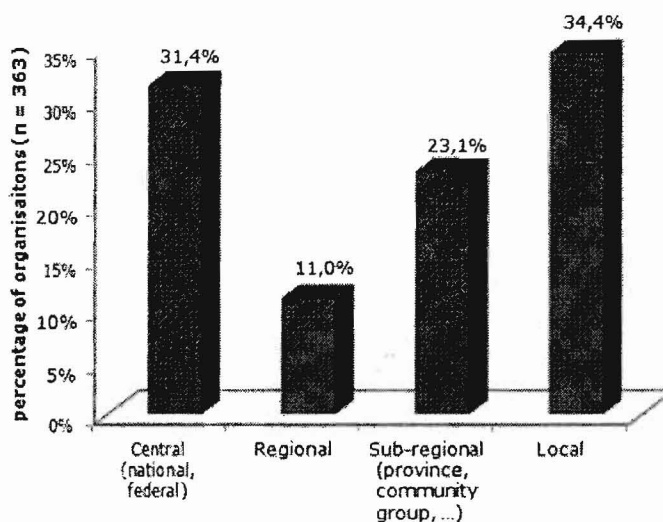
This research includes 27 countries. Graph 2 shows the number of public organizations per country that have completed survey. Hungary gave feedback from 88 public organization using CAF. This is the biggest response per country. In Poland 61 public organization completed survey, Italy 44 and United Kingdom only one public organization. Croatia has implemented CAF model in the city of Vukovar and is the only example of public organization using the model.

⁷ European Institute of Public Administration, Staes,P., Thijs,N., Stoffels, A. and Geldof, S.: Five years of CAF 2006: From Adolescence to Maturity- What Next, pg. 54.



Graph 2: Replies per country for the CAF study 2011⁸

Due to organization structure, CAF model is most often used in public organization on the local and central level of government while lesser on regional level and nonprofit sector. Graph 3 shows the type of organization and its level in which the model is most often used.

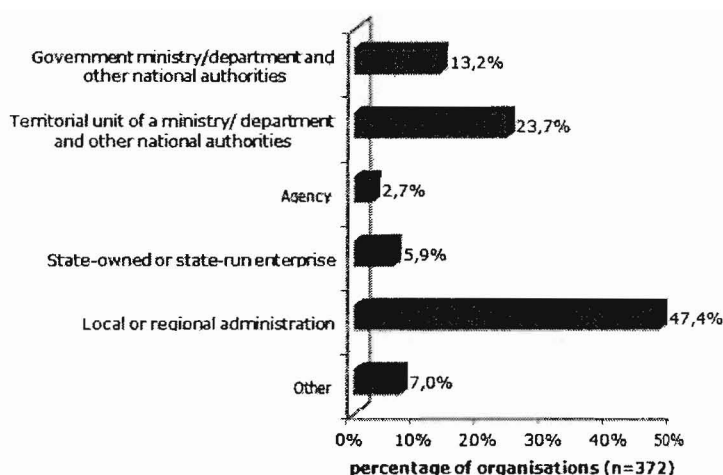


Graph 3: Level of government⁹

Analysing the type of administration 47.4% of local or regional organization use CAF model and then territorial units of a ministry/department and other state authorities.

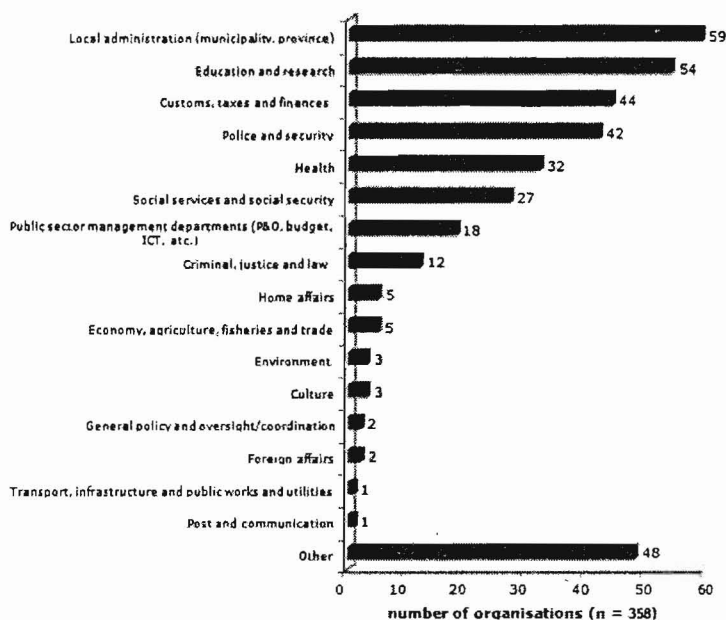
⁸ European Institute of Public Administration, Staes,P., Thijs,N., Stoffels, A. and Geldof, S.: Five years of CAF 2006: From Adolescence to Maturity- What Next, pg. 57

⁹ European Institute of Public Administration, Staes,P., Thijs,N., Stoffels, A. and Geldof, S.: Five years of CAF 2006: From Adolescence to Maturity- What Next, pg. 58



Graph 4: Type of administration¹⁰

The conducted reaserch shows possibility of using CAF model, besides in public administration, also in diverse sectors like education, taxes and customs, police and other (Graph 5).



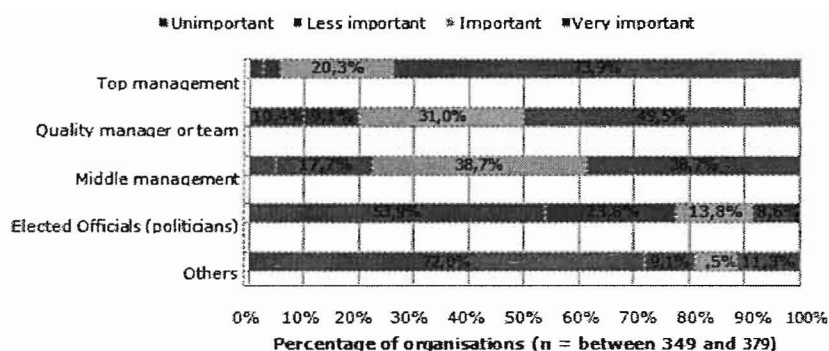
Graph 5: Sector of activity¹¹

Concerning the question of initiative to use the CAF model in more than 70% of organization, top management took this initiative. A devastating fact is revealed that in 54% of organization elected representatives (politicians) consider using CAF unnecessary (graph 6).

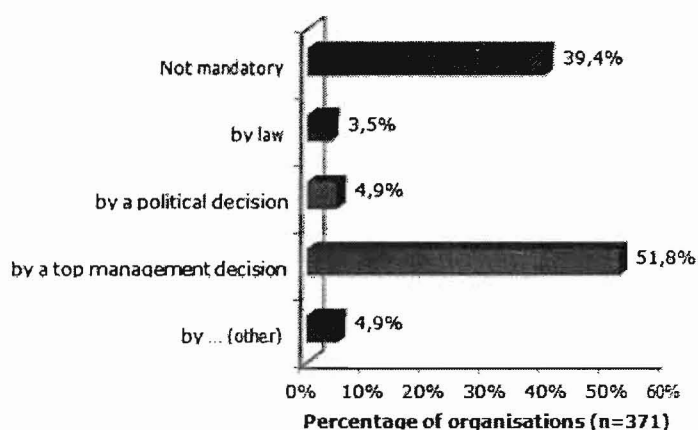
This information can be interconnected with the next question if the implementation of CAF model is mandatory in some countries (graph 7). Only in 3.9% of organization using the CAF model was mandatory by law. In over than 50% the use of CAF was mandatory by top management decision. Only 4.9% of organization said that implementation was a political decision.

¹⁰ Ibid, pg. 59

¹¹ Ibid, pg. 60



Graph 6: Who took the initiative to use the CAF or TQM¹²

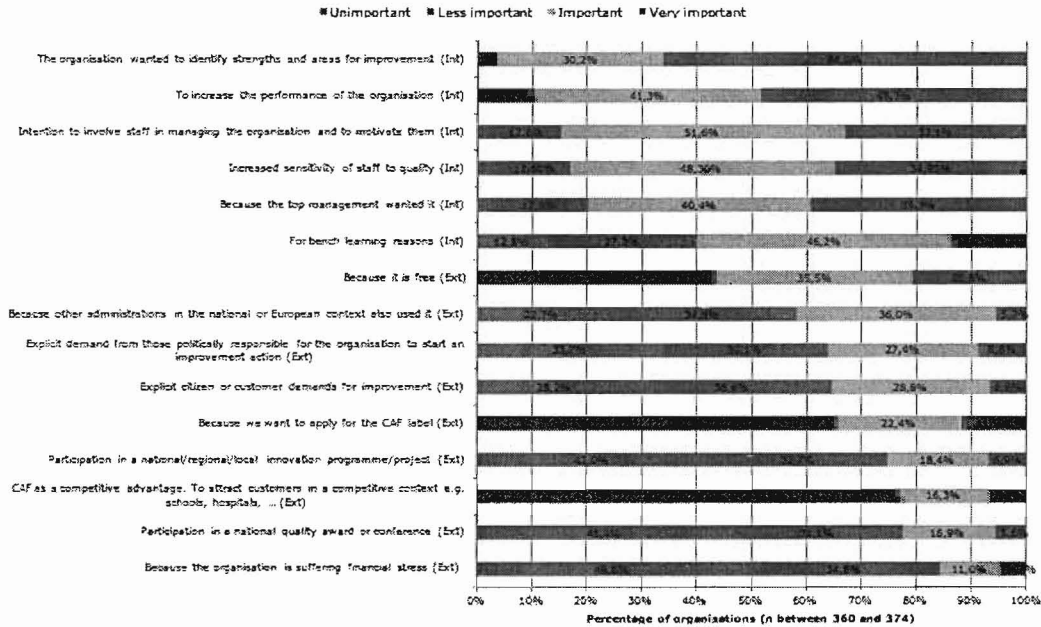


Graph 7: CAF is mandatory by...¹³

In 66% of the organization told the main reason for implementing the self-assessment process an aspiration for identifying organization strengths and areas of improvement (graph 8). Around 50% emphasized increase in organization performance.

¹² Ibid, pg. 66

¹³ Ibid, pg. 65



Graph 8: Reasons for using the CAF¹⁴

All information collected with conducted research give a clear picture of model popularity and show a need for its use and expansion. Using the model in one public organization cannot impact on changing the culture. Therefore model must be used in more than one or two public organization to start a process of changing toward excellence.

3. COMPARATIVE ANALYSE OF CAF MODEL REVISIONS

CAF model of excellence in public sector has few revisions since the its launching day. The most important revision was done in 2006 and the last revision was done this year. The last one brought smaller changes regarding CAF 2006.

Main model preferences remained the same as 2006. The version of CAF model 2006 was improved in certain areas. The main attribution of CAF 2013 was better defining and clarification of certain criteria and sub-criteria. The biggest improvement was done regarding the fifth “Enablers” criterion concerning organization processes. Two criteria from 2006 model where joined together and one new criterion was implemented.

First sub-criterion in CAF 2006 explains the need for identification, designing, managing and improvement of processes. This criterion was upgraded in CAF 2013 in a way that the continuous improvement concept was replaced with the continuous innovation process including stakeholders in the whole process (Figure 1).

This is an logical upgrade of CAF model if we give a look this from the side of theory X and theory Y. According to theory X the employees are persons who are interested only for their paycheck, unreliable and not enough devoted. According to theory Y the view on the employees is totally opposite, they are responsible grown-ups willing to work, continuously develop and contribute to the organization.

Taking into consideration a demand for process innovation, public organization need people defined in theory Y and theory X is unacceptable. Changing the working culture in public organization today is not optional it is highly needed to make progress. Among majority employees working in public sector it is generally accepted the mentality of inertia, not coming to work on time, high rate of sick-leave and other because of the attitude: “I can, I work in a public service.” This has to change and this change will be hard and graduate. According to Covey, 21st Century is the period of intellectual

¹⁴ Ibid, Pg.67

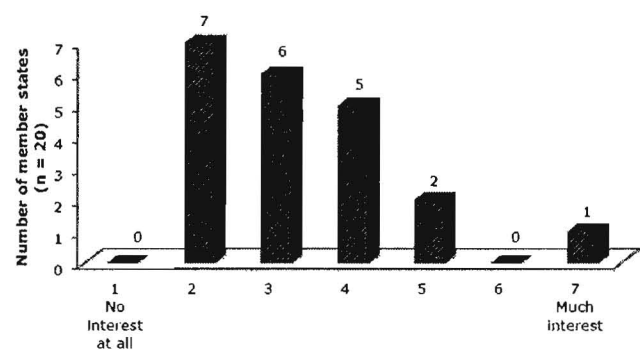
worker so a new trend toward new economy has started. The change must start today and it is needed to assure our society competitive strengths in a highly competitive market.

ENABLERS	
CAF 2006	CAF 2013
Criterion 1: Leadership Consider evidence of what the organisation's leadership is doing to...	Criterion 1: Leadership Consider what the organisation's leadership is doing to...
Sub-criterion 1.1 Provide direction for the organisation by developing its mission, vision and values	Sub-criterion 1.1 Provide direction for the organisation by developing its mission, vision and values
Sub-criterion 1.2 Develop and implement a system for the management of organisation, performance and change	Sub-criterion 1.2 Manage the organisation, its performance and its continuous improvement
Sub-criterion 1.3 Motivate and support the people in the organisation and act as a role model	Sub-criterion 1.3 Motivate and support the people in the organisation and act as a role model
Sub-criterion 1.4 Manage the relations with politicians and other stakeholders in order to ensure shared responsibility	Sub-criterion 1.4 Manage effective relations with political authorities and other stakeholders
Criterion 2: Strategy and Planning Consider evidence of what the organisation is doing to...	Criterion 2: Strategy and Planning Consider what the organisation is doing to...
Sub-criterion 2.1 Gather information relating to present and future needs of stakeholders	Sub-criterion 2.1 Gather information on present and future needs of stakeholders as well as relevant management information
Sub-criterion 2.2 Develop, review and update strategy and planning taking into account the needs of the stakeholders and the available resources	Sub-criterion 2.2 Develop strategy and planning taking into account the gathered information
Sub-criterion 2.3 Implement strategy and planning in the whole organisation	Sub-criterion 2.3 Communicate and implement strategy and planning in the whole organisation and review it on a regular basis
Sub-criterion 2.4 Plan, implement and review modernisation and innovation	Sub-criterion 2.4 Plan, implement and review innovation and change
Criterion 3: People Consider evidence of what the organisation is doing to...	Criterion 3: People Consider what the organisation is doing to...
Sub-criterion 3.1 Plan, manage and improve human resources transparently with regard to strategy and planning	Sub-criterion 3.1 Plan, manage and improve human resources transparently with regard to strategy and planning
Sub-criterion 3.2 Identify, develop and use competencies of the employees aligning individual and organisational goals	Sub-criterion 3.2 Identify, develop and use competencies of the employees aligning individual and organisational goals
Sub-criterion 3.3 Involve employees by developing open dialogue and empowerment	Sub-criterion 3.3 Involve employees by developing open dialogue and empowerment, supporting their well-being
Criterion 4: Partnerships and Resources Consider evidence of what the organisation is doing to...	Criterion 4: Partnerships and Resources Consider what the organisation is doing to...
Sub-criterion 4.1 Develop and implement key partnership relations	Sub-criterion 4.1 Develop and manage partnerships with relevant organisations
Sub-criterion 4.2 Develop and implement partnerships with the citizens/customers	Sub-criterion 4.2 Develop and implement partnerships with the citizens/customers
Sub-criterion 4.3 Manage finances	Sub-criterion 4.3 Manage finances
Sub-criterion 4.4 Manage information and knowledge	Sub-criterion 4.4 Manage information and knowledge
Sub-criterion 4.5 Manage technology	Sub-criterion 4.5 Manage technology
Sub-criterion 4.6 Manage facilities	Sub-criterion 4.6 Manage facilities
Criterion 5: Processes Consider evidence of what the organisation is doing to...	Criterion 5: Processes Consider what the organisation is doing to...
Sub-criterion 5.1 Identify, design, manage and improve processes on an ongoing basis	Sub-criterion 5.1 Identify, design, manage and innovate processes on an ongoing basis involving the stakeholders
Sub-criterion 5.2 Develop and deliver citizen/customer-oriented services and products	Sub-criterion 5.2 Develop and deliver citizen/customer-oriented services and products
Sub-criterion 5.3 Innovate processes involving the citizens/customers	Sub-criterion 5.3 Coordinate processes across the organisation and with other relevant organisations

Figure 1: Analysis of CAF 2006 structure versus CAF 2013 structure toward „Enabler“ criteria i sub-criteria¹⁵

¹⁵ European Institute of Public Administration (2013) *CAF 2013 Improving Public Organisations through Self-Assessment*, pg. 77-78

The next significant change was done at the eight result criterion regarding its definition. CAF 2013 makes a clear definition of this criterion that is significant to public sector. In CAF 2006 the eight criterion was called Society results and it was more past oriented. This criterion looked what society has already accomplished without thinking what really wants to achieve in the future. There was no clear vision of this criterion in the future, but with the CAF 2013 this has significantly changed. The same criterion was called “Social responsibility results” and its more future oriented looking what the organization is achieving (continuously) today to influence changes in society tomorrow. Sub-criterion 8.1 and 8.2 are oriented on measurement perception and performance. Eight and sixth criterion is interconnected with the External Feedback Procedure created in 2010. This procedure measures the level of organization maturity and was built on a demand of organization about the aspiration to see how well are they doing in a sense of effectiveness and efficiency. With this feedback organization discover where they really are, what have they done till today and what more is left to be done on a way toward business excellence. This procedure is significantly stressed in CAF 2013. The research in 2011 showed that few organization use this Procedure in certain countries.. This procedure is expected to be used more often in the future which can be seen in graph 9. “Graph 9 shows the interest in using External Feedback Procedure scoring form 1 (not interested at all) to 7 (much interested). The score is 3,29 out of 7 which means that CAF users have not yet shown interest in the Procedure.”¹⁶ This can be explained with the short period of new procedure existence that was created in 2010 and the research was done just a year later. Also some countries are using the CAF model for a very short period so the model is still in a phase of implementation and feedback cannot be measured.



Graph 9: Interest for the CAF External Feedback Procedure in member States¹⁷

¹⁶ European Institute of Public Administration, Staes,P., Thijs,N., Stoffels, A. and Geldof, S.: Five years of CAF 2006: From Adolescence to Maturity- What Next, pg. 46

¹⁷ Ibid, pg. 46

RESULTS	
CAF 2006	CAF 2013
Criterion 6: Citizen/Customer-oriented Results Consider what results the organisation has achieved (in its efforts) to meet the needs and expectations of citizens and customers through...	Criterion 6: Citizen/Customer-oriented Results Consider what the organisation has achieved to meet the needs and expectations of customers and citizens, through the results of...
Sub-criterion 6.1 Results of citizen/customer satisfaction measurements	Sub-criterion 6.1 Perception measurements
Sub-criterion 6.2 Indicators of citizen/customer-oriented results	Sub-criterion 6.2 Performance measurements
Criterion 7: People Results Consider what results the organisation has achieved to meet the needs and expectations of its people through...	Criterion 7: People Results Consider what the organisation has achieved to meet the needs and expectations of its people through the results of...
Sub-criterion 7.1 Results of people satisfaction and motivation measurements	Sub-criterion 7.1 Perception measurements
Sub-criterion 7.2 Indicators of people results	Sub-criterion 7.2 Performance measurements
Criterion 8: Society results Consider what results the organisation has achieved in respect of impact on society, with reference to...	Criterion 8: Social responsibility results Consider what the organisation is achieving in respect of impact on society, with reference to the results of...
Sub-criterion 8.1 Results of societal measurements perceived by the stakeholders	Sub-criterion 8.1 Perception measurements
Sub-criterion 8.2 Indicators of societal performance established by the organisation	Sub-criterion 8.2 Performance measurements
Criterion 9: Key performance results Consider the evidence of defined goals achieved by the organisation in relation to...	Criterion 9: Key performance results Consider the results being achieved by the organisation, in relation to...
Sub-criterion 9.1 External results: outputs and outcomes to goals	Sub-criterion 9.1 External results: outputs and outcomes to goals
Sub-criterion 9.2 Internal results	Sub-criterion 9.2 Internal results: level of efficiency

Figure 2: Analysis of CAF 2006 structure versus CAF 2013 structure toward „Results“ criteria i sub-criteria¹⁸

4. CONCLUSION

Government that invests into efficiency and effectiveness of administrative machinery, produces competitive employees that bring new value to public organization and overall productivity of the state and its citizens. The vision of every government should be building an competitive administrative machinery which can respond to current and future market demand and provide attractive surroundings for its citizens.

The CAF model research from 2011 has shown that public organizations who really use this model are beginning its transformation toward excellence. The change of business culture has started and they build competitive service in which the final user (citizen) is satisfied. This is a two way relationship in which public administration delivers its values to citizens and carry out its purpose and citizens have benefits from service quality. In order for the model to be successful the organization has to have a strong leadership oriented toward goal realization. At the same time stakeholders need to have a good will to see the model in a holistic way and manage public organization to realize quality that leads to a business excellence.

LITERATURE

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