

Reform of the French National Solidarity Fund for Autonomy (CNSA)

Final Report

Technical Support Instrument

Supporting reforms in 27 Member States



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Executive summary

This project was steered by the European Commission and was managed by a consortium composed of the following consulting firms: EY, OpenCommunities and Bluenove. It aimed at supporting the French national solidarity fund for autonomy (CNSA) during an ambitious transformation into a new social security branch dedicated to long-term care policy.

The objectives of the project were to:

- 1) **Provide concrete support to the CNSA in implementing the changes** induced by the structuring of this 5th branch
- 2) Define and develop a **new framework for the collaboration** with the Departmental Councils (Conseils départementaux), MDPH (Departmental Houses for Disabled Persons) and ARS (Health Regional Agencies) to formalise reciprocal commitments
- 3) **Rely on interesting and transposable practices already implemented in other countries** concerning the relationships with partners in charge of implementing autonomy policies at the local level, and methods of monitoring widely decentralized multi-actor policies

Concretely, the project was mainly structured around the following endeavours:

- ▶ **A diagnosis** presenting our findings on the expectations regarding the transformation, the main risks identified and our recommendations
- ▶ **A European benchmark** consolidating inspiring inputs on autonomy policy governance and evaluation / monitoring systems from Sweden, Germany and England.
- ▶ **A strategy of internal reorganisation** focusing on new processes and practices in territorial steering, human resources, finances and statistics.
- ▶ **A new cooperation framework** between the CNSA and its territorial partners.

The stakeholders and partners of the CNSA have been widely mobilised to work alongside the CNSA and to contribute to the decisions that were taken regarding especially the new cooperation framework: many workshops were held, an online platform was allowing contributions for months and documents were regularly shared to communicate on the advances of the project.

On November 16th 2022, a **final conference** gathering all CNSA partners (including the Ministry of Solidarity, Departmental Councils, MDPH and ARS) was held to present the conclusions of the project and the new cooperation framework.

At the end of the project, the CNSA was delivered a **roadmap** (an action plan) to continue deploy the next steps which were identified for the implementation of its transformation.

1 Introduction

The Final Report (Deliverable 8 of the project) is the final deliverable for the Project which aims at summarising the delivery of a project aiming at supporting the reform of the French national solidarity fund for autonomy (CNSA) which is facing challenges linked to its transformation into the 5th branch of French social security, including its reorganisation.

Based on the tasks performed with the CNSA, this final report provides a comprehensive package that demonstrates the **objectives and overview of project deliverables**, the mobilisation of stakeholders (interviews and workshops that have taken place throughout the project) as well as the **key findings** and the **outcomes** of the project.

Moreover, this document contains an overview of the project management aspects of this project and recommendations to ensure the continuation of a sustainable transformation.

2 Programme Summary

2.1 Context and objectives

Ageing has accelerated in France over the last decade. In 2020, people aged 65 and over were representing 20.5% of the population. This age category has increased by 4.7 points in 20 years, while the 20-59 years old have decreased by 4.4 points over the same period. In addition, there is the arrival at age 65 of the large generation born after the 2nd World War. If these demographic trends continue, one person out of four in 2040 will be 65 years old or older. Even though French life expectancy is among the highest in Europe, it does not always mean ageing people are in good health.

Ageing is often correlated with an increase in chronic diseases, comorbidities and with a loss of autonomy requiring a specific long-term care (LTC). According to the Libault report in 2019, France is expected to have around 20 000 more elderly people losing their autonomy each year by 2030 and 40 000 more each year after that date. It is therefore essential **to ensure sustainability of the quality of services given to the growing elderly population**. On the one hand, social protection expenditure represents 34.3% of GDP in France, the highest level in the EU, where it averages 28.1% (this share is mainly divided between expenditure on elderly support care (*vieillesse-survie*) that represents 14.6% of GDP and health expenditure 9.2% of GDP). On the other hand, public spending on long-term care, which largely overlaps expenditure on the loss of autonomy of the elderly, was only 1.7% of GDP in 2016. Even if there is an increase in medical progress and prevention actions as well as an improvement in living conditions, the number of elderly people losing their autonomy will inevitably increase.

Since the introduction of a new law in 2005, the number of people recognised as having a disability (both children and adults) has increased considerably. Indeed, the new legislation introduced benefits and a one-stop shop through the Departmental Houses for Disabled Persons (MDPH). However, national statistics vary depending on the definition used (motor, autism, mental disability, psychic disorders, etc.). Therefore, the exact number of people with disabilities living in France is still not very precise today. A new way of looking at ageing and disability is currently in progress through the promotion of inclusion and autonomy. This implies an in-depth and long-term financial investment and steering of public policy.

In response to these demographic and economic trends, the French government wishes to guarantee an **adequate management of resources in order to ensure optimal care for its population**. A first answer is **the creation of a 5th social security branch to support and pilot the challenges of LTC in France** which will be administrated by the National Solidarity Fund for Autonomy (*Caisse Nationale de Solidarité pour l'Autonomie, CNSA*). By strengthening the CNSA's mandate, France hopes to promote and coordinate better policies in favour of autonomy. Article 32 of the Financial Law of 2021 and the adoption of a new convention on objectives and means (*Convention d'objectifs et de gestion*, hereafter COG) aim to strengthen and support the evolution of CNSA's scope of intervention.

Created in 2004, the CNSA is still a new and relatively small agency (with about 120 employees in 2020) compared to other French social security agencies (for example the National Health Insurance Fund (CNAM) that has 2200 agents (only in the central entity), the National Old Age Insurance Fund (CNAV) counting 3500 agents or the Employment Agency (Pôle emploi) with 54 000 staff members). This new approach leads to a profound evolution of the CNSA.

Through this evolution, the CNSA must move from a fund that coordinates, distributes specific funds and shares best practices to a new model of funding to manage in the future a new branch of services

and precisely monitor the financial resources allocated as well as the evolution of people's needs. All of this must be undertaken in a public policy context in which the competence to implement autonomy policies is still shared between the central State, the ARS and the CDs.

The project therefore aimed at providing operational support to the CNSA, both to enable the first steps required to implement its new missions and processes and, above all, at framing and establishing its relations with the local authorities (*Conseils départementaux*, hereafter CD), Houses for disabled people (hereafter MDPH) and Regional Health Agencies (hereafter ARS). Another aim was to identify interesting practices from other countries in order to help analyse with the main stakeholders (CDs, MDPHs and ARS) methods of cooperation and coordination that would enable the CNSA to carry out its steering function while leaving to local players their organisational and management autonomy.

Three key challenges / needs emerge from this transformation, and form the three main objectives of this project:

- ▶ **Support the CNSA in the implementation of its internal transformation**, in particular the significant increase in its workforce, the management of its new missions, as well as its relations with its partners and the general public. This milestone also includes the provision of support for the production of the commitments of the objectives and management agreement (COG) that the CNSA wrote and signed with French public authorities.
- ▶ **Define and develop a new framework of cooperation with local stakeholders** responsible for long-term care policies in France at different territorial levels, in order to formalise reciprocal commitments.
- ▶ **Study long-time care policies of other countries** comparable to France to observe inspiring and transposable practices, in particular with regard to the governance of long-term care systems.

The objective of this project was to support the CNSA in the various stages of its transformation, to allow the proper conduct of working meetings, and to study all the elements to propose recommendations and actions to be put in place to ensure the transformation of the CNSA into the fifth branch in the best conditions.

2.2 Methodology and work plan

The methodology of this project is presented in the figure below:

Figure 1 – Overview of the methodology

Deliverables	1. Inception Report	2. Detailed analysis report	3. International Benchmark on long term care best practices	4. Consolidated Reorganization Strategy for the CNSA	5. Consolidated framework of cooperation with the regions and departments	6. Action Plan	7. Final Conference	8. Final Report
Key phases and activities	<ul style="list-style-type: none"> First version of the Inception Report First meeting with the Project Team Kick-off meeting Inception Report validation 	<ul style="list-style-type: none"> Desk review and interviews for a 360° view of CNSA Benchmark with other Funds of Social Security in France Organization of a seminar with key stakeholders to present the main findings Final version of the report 	<ul style="list-style-type: none"> Preliminary analysis on five countries Selection of the three most relevant countries Key stakeholder Interviews Organization and facilitation of 3 workshops Benchmark report 	<ul style="list-style-type: none"> Preparation of a Consolidated Reorganization Strategy for the CNSA Organization and facilitation of the consultation process Seminar Workshops Report summarizing the main conclusions 	<ul style="list-style-type: none"> Configuration of the framework Identify stakeholder expectations through an online consultation platform and workshops Scenarii and impact analysis Seminar Consolidated Report Identification of the key elements that will structure the main objects of the cooperation 	<ul style="list-style-type: none"> Action plan preparation Presentation and discussion with the Project Team Complements regarding the action plan on statistics Final validation of the action plan 	<ul style="list-style-type: none"> Organization and co-animation of the Final Conference Validation of the final cooperation framework 	<ul style="list-style-type: none"> Overview of the transformation process of CNSA
Time-line	June/July 2021	September - November 2021	February - June 2022	December 2021 - September 2022	February 2022 - February 2023	June 2022 - February 2023	November 2022	March 2023

This work plan below summarises the deliverables timeline:

Figure 2 – Work plan

Phases and activities	2021												2022												2023		
	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.					
Phase 1 : Inception and kick-off	Inception and preliminary work																										
	Kick-off meeting																										
	Inception report validation																										
Phase 2 : Mirror Diagnosis	Synthesis and capitalization on previous work																										
	Internal interviews																										
	Stakeholders interviews (ARS, CD, fédérations, ...)																										
	National benchmark																										
	Diagnosis synthesis V1																										
	Sharing seminar																										
Phase 3 : International benchmark	Diagnosis validation																										
	Case studies (4 to 5 countries)																										
	Selection of 3 key countries																										
	Preliminary interviews																										
Phase 4 : Internal reorganization strategy	Organization of 3 workshops																										
	Benchmark report																										
	Structuration of the transformation projects																										
	Mobilization of the project teams																										
	Base projects workshops																										
Phase 5 : New framework of cooperation	Impacts and prerequisites workshops																										
	Online concertation																										
	Work seminars																										
	Formalization of the cooperation framework																										
Phase 6 : Action plan	Formalization of the target service catalog																										
	Formalization of the action plan																										
	Validation and complements																										
Phase 7 : Closing conference	Organization and co-facilitation																										
Phase 5 (follow up) : complement to the new framework of cooperation	Organization of 3 workshops																										
	Identification of the key elements that will structure the main objects of the cooperation																										
Phase 8 : Final report	Validation of the final report																										
	Steering committee																										
	Strategic committee																										

2.3 Stakeholders consulted for the project

For this project, it was decided to work as often as possible with the CNSA's stakeholders and to ensure a large mobilisation during key milestones of the collective work.



At the central level, the Directorate of Social Security and the General Directorate of Social Cohesion were included in a **constant dialogue** with the highest instances of the CNSA to review and approve the way forward. At local level, the Health Regional Agencies, the Departmental Councils and the Departmental Homes for the Disabled were also highly mobilised throughout the project tasks in a **collaborative and consultative approach**.

In addition to several **workshops** (see 3. Project deliverables overview), a **collaborative online platform** was set up to be able to receive at any time new contributions from stakeholders and the public regarding the way to improve cooperation on autonomy policy.

A **Strategic Committee** was also formed in order to regularly communicate the progress of the project and to submit key strategic arbitrages.

Table 1 Overview of members of the Strategic Committee

Stakeholders	
	CNSA Council
	CNSA
	Directorate of Social Security (DSS)
	Directorate General of Social Cohesion (DGCS)
	Secretariat General of the Ministry of Health (SGMAS)
	Directorate of Budget (DB)
	Directorate of Research, Studies, Evaluation and Statistics (DREES)
	National Association of Social Action and Health Directors (ANDASS)
	Association of Directors of Departmental Homes for the Disabled (ADMDPH)
	Health Regional Agencies (ARS)
	Other qualified persons
	European Commission

2.4 Management approach and governance

To ensure a qualitative steering of the project, allowing regular exchanges and good access to information and updates, a dedicated comitology was set up. The latter was both composed of regular instances, and *ad hoc* meetings, between the CNSA, the European Commission, EY, OpenCommunities and Bluenove.

Table 2 Overview of comitology for the project

Meeting (Stakeholders)	Frequency	Length of the meeting
Project team meeting (CNSA, EY, OpenCommunities, Bluenove)	Weekly	60'
Internal team meeting (EY, OpenCommunities, Bluenove)	Weekly	30'
Strategic synchronisation point (DG CNSA, EY)	Weekly	60'
European Commission synchronisation point (DG Reform, EY)	When needed	30'

The EY, OpenCommunities and Bluenove team also set up a shared documentation platform on the *Teams application*. Throughout the project, this repository was updated with all relevant documents and was accessible by all members of the project team.

3 Project Deliverables Overview

Throughout the Project, the following Deliverables were produced:

- ▶ **Deliverable 1:** Inception Report
- ▶ **Deliverable 2:** Detailed analysis report
- ▶ **Deliverable 3:** International Benchmark on long-term care best practices
- ▶ **Deliverable 4:** Consolidated Reorganization Strategy for the CNSA
- ▶ **Deliverable 5:** Consolidated framework of cooperation with the regions and departments
- ▶ **Deliverable 6:** Action Plan
- ▶ **Deliverable 7:** Final Conference
- ▶ **Deliverable 8:** Final Report

3.1 Deliverable 1 - Inception Report

Deliverable 1 was the foundation for the overall success of the project by establishing clear agreements on critical matters. This deliverable aimed at ensuring that all project stakeholders had reached a mutual understanding regarding the approach and methodology to be implemented for each task (including project management, the approval process of the deliverables, the monitoring of the project etc.), as well as regarding any data or information requirements for the proper execution of each of the deliverables of the project. It was critical to secure that the proper foundations were laid as early as possible in order to successfully deliver the project, minimise disruptions in the process, meet the expectations of all parties involved and ensure adherence to project delivery milestones and deadline.

This deliverable included a kick-off meeting with key stakeholders and members of the Steering Committee as well as a report summarising discussions, information gathered, and an updated detailed work-plan.

Within the context of Deliverable 1 the following tasks were performed:

- ▶ **Task 1.1.** Prepare, organise and contribute to a half-day kick-off meeting
- ▶ **Task 1.2.** Produce an Inception Report

For the purposes of Deliverable 1, the Project Team arranged a kick-off meeting with the Project Team (including the DG Reform) in July 2021. In addition to the discussion held during the Kick-Off Meeting, the project team proposed a list of key stakeholders to be interviewed during this stage in order to further frame the project and developed an exploratory interview plan. These stakeholders included members of the French national solidarity fund for autonomy, but also representatives of local entities, working in cooperation with the CNSA, such as Regional Health Agencies or Departmental Councils. The aim of these interviews was to gather the largest amount of information required for the delivery of the project and identify the obstacles that may affect it.

Based on the inputs received in the context of Deliverable 1, the project team drafted the Inception Report, which depicted the approach to be followed in each project task, a brief account of all the meetings that had been held so far, a list of documentation / data that had been reviewed so far, the roles and responsibilities of respective stakeholders, the project workplan and the risk management plan.

3.2 Deliverable 2 - Detailed analysis report

The objective of this deliverable was to conduct an organisational and maturity analysis of the CNSA and its relationships with external stakeholders in order to establish an appropriate action plan. This

assessment was conducted while bearing in mind the analysis previously done and released by the DITP (2021). This deliverable also played a major role in easing the onboarding process of the key stakeholders invited to contribute, inside and outside the CNSA.

Within the context of Deliverable 2, the following tasks were performed:

- ▶ **Task 2.1.** Produce a detailed analysis report
- ▶ **Task 2.2.** Organise a seminar with key stakeholders to present the main findings of the report
- ▶ **Task 2.3.** Integrate key findings of the discussion into the final version of the report

Using the stakeholder mapping and the interviews plan previously included in Deliverable 1, around 45 interview sessions were conducted with the aim of gathering the largest amount of information required, in order to ensure having a solid understanding of the current situation. Three quarters of interviewees identified were employees of the CNSA, with one quarter representing external stakeholders from various entities (such as other national Social Security funds DGs, LTC users and services providers, ...).

This large panel of interviewees enabled the project team to identify the expectations of the main actors towards the CNSA, but also the expectations of CNSA's members for its own evolution.

3.3 Deliverable 3 - International Benchmark on long term care best practices

To pursue the CNSA's objective of reforming the cooperation framework with the stakeholders of autonomy policies within the territory, the project team conducted a study to collect inspiring practices from European countries in terms of long-term care policies. The aim of the study was to present the modalities of governance of long-term care policies, the key stakeholders (agencies, authorities, associations...) and their interactions, as well as the mechanisms in place for monitoring and evaluating the policy and the services offered.

Through these learnings and observations, the CNSA wished to identify inspiring and potentially reproducible practices, to guide the reflections conducted around the reform of its cooperation framework.

Within the context of Deliverable 3 the following tasks were performed:

- ▶ **Task 3.1.** Produce an international best practices report
- ▶ **Task 3.2.** Organise and conduct workshops to share best practices
- ▶ **Task 3.3.** Produce a benchmark report

To identify best practices from other countries in the fields of governance and monitoring and evaluation, as applied to long-term care, the Project Team conducted five case studies focusing on five different countries. The selection criteria were the following: (i) different political and sociological cultures, (ii) different governance structures of LTC, (iii) proven track record of existing internal audit and evaluation mechanisms in LTC. Moreover, it was necessary to ensure the transferability of findings to the French context through an analysis of opportunities and challenges for the French context. In the light of all these selection criteria, and based on the preliminary research and EY's experience, England, Sweden, Norway, Germany and Portugal were chosen.

In the light of the case studies, and in consultation with the key stakeholders of the project (inside and outside the CNSA), 3 of these 5 countries were selected for further research, in particular for the organisation of workshops with LTC policy representatives from : Germany, Sweden and England. These workshops brought together representatives of the administrations and agencies of these countries, as well as a French working group composed of various profiles of representatives of French

administrations and agencies in charge of long-term care policies (including representatives of the Ministry, ARS, CD, MDPH, etc.).

To prepare for these workshops, the project team proposed a workshop agenda and an analysis grid, which was discussed at a kick-off workshop in the presence of the working group. During this meeting, the procedure as well as the list of questions to submit to the workshop participants was finalised and validated.

Prior interviews were then conducted with the representatives of each country to discuss the different elements proposed by the case studies, as well as to present the questions and subjects to be addressed and to organise their participation to the workshop.

At the end of these preliminary phases, three workshops were conducted by videoconferencing, to allow as many participants as possible to participate. They brought together the project team, the members of the French working group, as well as representatives of the institutions and administrations of the studied countries. These workshops allowed for meaningful and informative exchanges, giving each participant the opportunity to ask or answer questions. For this purpose, a real-time translation was set up to allow all participants to follow and participate in all discussions.

Information gathered during these workshops, in addition to lessons learnt previously gathered in the case studies, allowed the production of an informative synthesis document, offering a number of inspiring findings and lessons learnt which could contribute to the creation of the fifth branch.

These findings were then presented largely to the CNSA's employees during a one-hour conference, which allowed for a question-and-answer sequence.

3.4 Deliverable 4 - Consolidated Reorganization Strategy for the CNSA

Our approach was based on three major steps:

1. Define the level of ambition and expectation for the future 5th Branch on the given perimeter,
2. Identify needs currently not covered and the necessary means and prerequisites to address this level of expectation,
3. Consequently, design a new way of proceeding, propose an action plan and recommendations.

This deliverable focused on the internal transformation of the CNSA, but the work undertaken in the context of this deliverable was in close link with the tasks performed under Deliverable 5 (the new cooperation framework), in particular in relation to the work on territorial steering.

Within the context of Deliverable 4 the following tasks were performed:

- ▶ **Task 4.1.** Prepare the consolidated reorganisation strategy for the CNSA
- ▶ **Task 4.2** Organise and facilitate the consultation process
- ▶ **Task 4.3.** Prepare a report summarising the main conclusions drawn

In a transversal manner, in addition to the specific support on human resources, territorial steering, finances and statistics (presented below), the project team worked on several deliverables that have supported the prefiguration and deployment of the new organisation and the new practices:

- ▶ The presentation, for all CNSA employees, of the **rationale for the reorganisation**, the pursued objectives, and the concrete changes to be expected.

- ▶ The **presentation of the CNSA's new organisation**, of the departments' purpose and missions, of the activities of services.
- ▶ The **mapping of the main subjects and projects delivered in each of the CNSA's departments**, communicated to all CNSA employees to improve their understanding of "who does what?" within the new CNSA.
- ▶ The **mapping of the current internal comitology and recommendations for rationalisation**.

The EY team also supported thoroughly the prefiguration of new processes and practices in the context of four main CNSA functions: (i) human resources, (ii) territorial steering, (iii) finances and (iv) statistics.

3.4.1 Human Resources

In the context of an increase of 80% of the CNSA's workforce, with the creation of no less than 80 new positions, it was crucial to address in-depth through the project the new challenges for human resource activities. The objectives of this line of work were numerous:

- ▶ Capitalising on the work previously carried out as part of the psychosocial risk prevention plan (plan RPS), by adapting the conclusions and recommendations to the new challenges in relation with the increase of the workforce.
- ▶ Identifying the main needs that are currently uncovered in the field of human resources and the pain points felt by the employees of the CNSA, in order to target the evolutions and improvements of the HR policy to be implemented.
- ▶ Among the priorities were the following targets:
 - Anticipating the arrival of new employees by rethinking the integration process within the CNSA, to promote cohesion and the sharing of values.
 - Pursuing the support to the CNSA's managers by clarifying the expectations regarding the management function, and by specifying skill development processes.
 - Adapting the career paths and the skill development processes.
 - Improving social policy and social dialogue.

This line of work allowed for **four different plans** to be constituted, which in the end composed **the CNSA's new HR strategy**:

1. Psychosocial risk prevention plan: Identification of the main issues in terms of psychosocial risks and provision of answers to improve well-being at work.
2. Support to transformation plan: Building of the mission/means alignment trajectory and HR support to the internal transformation of the institution.
3. Career-paths support plan: Identification of targeted actions to be implemented on high-stakes HR issues.
4. Managerial development plan: Mapping of the needs of managers and building of the managerial support plan (tools, follow-up and support methods to be improved, professional development).

The work on the Career-paths support plan and the Managerial development plan was particularly collaborative. For the Career-paths support plan, three workshops were held between March and May 2022. For the Managerial development plan, three workshops were also held between April and June 2022, supported by the organisation of an online consultation of managers.

The deliverables for this line of work were:

- ▶ A **Synthesis of the HR strategy**, presenting the productions on each of the four plans, including the census of needs for improvement of the HR policy and the thorough analysis of the managers' consultation.

- ▶ A **Strategic HR roadmap** presenting 85 actions to be implemented by the HR services in the next two years, with a precise share of responsibility and a clear implementation agenda.

3.4.2 Finances

In the context of the transformation of the CNSA, some of its key activities were meant to evolve due to the CNSA taking on a new role with regard to the 5th branch. Among these key activities were the financial processes linking the CNSA to its stakeholders.

Three processes in particular were identified for evolution:

1. The **CNSA's contribution to the preparation of the Social security financing bill project (PLFSS)**.
2. The **CNSA's financing of the functioning of the tarified offer of the ARS**: the preparation, distribution and monitoring of the General spending objective (OGD).
3. The **CNSA's financing of the departmental support to the elderly and the disabled (concours)**.

The objective of this line of work was then to define the new RACI (responsible, accountable, consulted et informed) model for these three processes, and identify the next main steps to implement the new practices.

Six workshops were organised to pursue this objective:

1. Launching of the line of work, validation of the processes to be analysed, first modelisation of the Concours process (April 2022).
2. First modelisation of the PLFSS process (April 2022).
3. First modelisation of the OGD process and validation of the shareable version of the three processes (April 2022).
 - Iteration between the Directors of the perimeter to reach a reliable version of the processes (a list of activities and the RACI).
4. Enrichment of working versions with operational experts (May 2022).
5. Finalisation of the enrichment of working versions with operational experts (May 2022).
6. Validation of the 3 processes and formalisation of the action plan (June 2022).

The final deliverable consisted in the **presentation of the precise activities to be conducted along the three processes, their calendar, the tools to be used, the activities' outputs, and the share of responsibilities (RACI)**.

3.4.3 Territorial steering

The redesigning of the framework of cooperation between the CNSA and its stakeholders (Deliverable 5) and the new objectives and management agreement with the State (Convention d'objectifs et de gestion, COG) both implied consequences on the CNSA's activities and processes.

The objectives of this line of work were to:

- ▶ Identify how the current missions of the CNSA should evolve to integrate the expectations of the new COG
- ▶ Define the roles and responsibilities expected in the future
- ▶ Build the action plan allowing for the implementation of these new principles

Five workshops were organised to pursue this objective:

1. Launch of the line of work, validation of the objectives, of the methodology, definition of the new principles to be integrated in the new territorial steering process, definition of the main phases of the territorial steering process (April 2022)
2. Design of the territorial steering process and definition of the share of responsibilities (May 2022)
3. Strategic arbitration on 15 substantial changes in the territorial steering process (June 2022)
4. Capitalisation on the outputs of the workshops of deliverable 5, integration of their consequences on the process, and definition of the 11 strategic priorities for the 5th branch (June 2022)
5. Validation of the strategic priorities of the 5th branch and of the process for territorial steering (June 2022)

The workshops gathered the CNSA's top management: the Director General, the Deputy Director General, as well as most of the CNSA's Directors.

The final deliverable for this line of work consisted in a **Synthesis of the workshops** (including the strategic priorities of the 5th branch) and of the **precise mapping of the process for territorial steering**.

3.4.4 Statistics

The Objectives and Management Agreement (COG) prioritised the collection and provision of data, as well as the publication of statistical studies by the CNSA. In this context, and in order to ensure the proper capacity to conduct this work, the CNSA expressed the need to create a dedicated team for the processing of data and the conduct of statistical studies. The project team thus supported the creation of this new team within the Foresight and Research Department (DPE).

The composition of this new team is based on two processes:

1. **Recruitment of new elements**, in particular that of the new director of the entity
2. **Reallocation of members** from other teams to this new team. These are mostly profiles in charge of statistical studies within the other pre-existing teams.

A number of challenges were identified in relation to the creation of a Statistics Team:

- ▶ To meet the needs of the CNSA in terms of studies, prospective work and evaluation of autonomy public policies, as written in the COG
- ▶ To adhere with other public statistics producers (DREES, DARES, INSEE, other social insurance funds, ...)
- ▶ To contribute to data-driven practices
- ▶ To be clearly identified, inside and outside the CNSA, as the one responsible stakeholder for statistics (collecting, analysing, retrieving, advising)

This line of work was thus deployed around three main milestones:

1. **Framing workshops with Departments Directors.**
2. **Bilateral meetings** in order to deep dive with each department on the list of statistical activities and an estimate of the associated workload.
3. **A review phase**, with an analysis of what the other departments wanted to entrust to the new Statistics entity (~17 FTEs) and what is possible to do in terms of "corrective and preventive actions" (i.e. only 6 FTEs).

As part of this line of work, workshops were conducted in the presence of representatives of the different teams impacted by the creation of this entity within the CNSA. The latter were able to

express their vision on potential identified difficulties, particularly concerning the transfer of activities.

Subsequently, a **RACI** was developed to enable the emergence of a multidisciplinary vision of the production of statistical studies within the CNSA.

Interviews were also conducted with all the relevant departments to draw up an exhaustive list of projects impacted by the statistical team, with an assessment of the workload for each of them.

Taken together, these elements enabled the **identification of the resources to be mobilised** in each team in the effort to reinforce this new statistical team, as well as the **projects to be transferred**. Also, the project team supported the production of an **action plan** with recommendations for the organisation of this new team.

3.5 Deliverable 5 - Consolidated framework of cooperation with the regions and departments

The French State has entrusted the CNSA with the role of leader of the 5th branch of Social Security. The 2022-2026 agreement on objectives and management (COG) signed between the CNSA and the State on 14 March 2022 defines the branch's guidelines for the next five years.

The Project team supported the CNSA in designing and conducting a very large collaborative approach to conceiving the framework within which the CNSA and the other stakeholders of the 5th branch would work together in a more transversal manner from now on.

Within the context of Deliverable 5 the following tasks were performed:

- ▶ **Task 5.1.** Prepare the consolidated Framework of Cooperation
- ▶ **Task 5.2.** Organise and facilitate the consultation process
- ▶ **Task 5.3.** Prepare a report summarising the main conclusions drawn

To pursue this line of work, the project team put into place the following methodology:

- ▶ **Two face-to-face workshops** in Bordeaux and Lyon, bringing together different participants each time, and including representatives of the CNSA, ARS, CDs and MDPHs
- ▶ **Two online workshops**, bringing together representatives of the CNSA, ARS, CDs and MDPHs, to allow the participation of less mobile participants
- ▶ The incremental development of the cooperation framework: brick by brick, building on what has been done previously (at each workshop, sharing of the state of progress to date and focus on the complements to be worked on)
- ▶ Calls for contributions on the **online platform "Together towards autonomy"** dedicated to the stakeholders of the cooperation framework of the 5th branch, in reaction to the outputs of the workshops and to feed the reflections
- ▶ A consolidation of the elements resulting from the co-construction and a highlighting of the points to be arbitrated
- ▶ A **sharing seminar** for finalisation

In this spirit of collaboration, the stakeholders of the cooperation framework were keen to affirm common values and principles of action. They also adopted their strategic priorities, which are intended to serve as compasses for steering the sector together. Finally, they formalised a charter of commitments.

Complementary work was undertaken between December 2022 and February 2023 in order to share this new framework of cooperation with the middle management of the CNSA and to identify how this new framework would change their current relations and programme of activities with the regions and departments. This led to a final workshop with all stakeholders on the 14th of February 2023.

The deliverables for this line of work were the **Synthesis of the workshops and of the online consultation**, the **Cooperation framework**, a **Short communication on the cooperation framework and a report on the operationalisation of this new framework** (including a list of key elements and indicators that will structure the future single report of the 5th branch and a list of all local committees that should be replaced by the ITA).

3.6 Deliverable 6 - Action Plan

As a conclusion of Deliverable 4 (the Consolidated Reorganisation Strategy for the CNSA), a consolidated Action Plan was put together to present the priorities for the implementation of the CNSA's transformation.

Specific actions were identified as the next steps for the implementation of the changes implied by the work conducted on the perimeters of HR, Finances, Territorial steering and Statistics, through additional workshops organised with each working group.

The consolidated transformation Action Plan was officially presented to the Committee of Directors of the CNSA in October 2022, including the Director General and the Deputy Director General, and was fine-tuned and validated during the meeting.

Some extra working sessions were necessary to finalise the action plan on data structuring at the end in January 2023. They led to a proposal of data structuring methodology that was included in the action plan of the new DPE (*Direction de la Prospective et de l'Évaluation*).

3.7 Deliverable 7 - Final Conference

A final conference was organised on ¹⁶ November 2022 to present the work carried out throughout this project, and especially to submit the finalised version of the cooperation framework to all 5th branch stakeholders: the CNSA, the Council Departments (CD), the Regional Health Authorities (ARS), the Social Security Directorate (DSS), the Social Cohesion General Directorate (DGCS), the Departmental Homes for Disabled (MDPH), LTC organisations and associations, and other qualified persons.

The event took place in the studio of UCANSS (Union of national social security funds) on 16 November 2022. The introduction was dedicated to the presentation of the CNSA transformation process supported by DG Reform. It took place around the successive speeches of Nathalie Berger (Director for Support to Member State Reforms at DG REFORM, by videoconference) and Stéphane Corbin (Deputy Director General of the CNSA). The cooperation framework itself was then presented as a motion design lasting a few minutes (prepared by the project team). This was subsequently followed by two roundtable discussions led by a professional journalist. The first was entitled: "A cooperation framework for what?" and brought together Raphael Glabi (Director of Autonomy at ARS Auvergne Rhône-Alpes), Caroline Roussé (Director of the Meuse MDPH), Anne Troadec (Deputy Director General Solidarity of the Department of Savoie and President of ANDASS) and Bénédicte Autier (Director of access to rights and pathways at the CNSA). Its purpose was to discuss the concrete difficulties encountered by day-to-day players and to illustrate how this framework of cooperation will respond to them (better meeting people's needs, better coordination, working more fluidly and

efficiently ...). The 2nd round table was entitled: "And now?" and brought together Jean-Benoit Dujol (Director General of the Directorate Social Cohesion), Virginie Magnant (Director General of the CNSA), Marie-Hélène Lecenne (Director General of the ARS of Corsica and referent on medico-social for the college of CEO of ARS) and Philippe Pichery (President of the Departmental Council of Aube and Vice-President of the CNSA). Its purpose was to discuss the priorities for action to be implemented and the collective commitments to be made to succeed in the challenge of the 5th Branch. Each roundtable was followed by a survey that allowed viewers to give their feelings on the subject discussed, and a question-and-answer period that allowed them to obtain answers to more specific questions. A specific speech, recorded by the Minister of Solidarity, Autonomy and Disabled People (Jean-Christophe Combe), was broadcast between the two roundtables. Finally, the last segment of the event was devoted to the presentation of the new CNSA visual identity and concluded with a speech by the Chairman of the CNSA Board (Jean-René Lecerf).

This event was broadcast live on Teams and on the CNSA Youtube channel. It was a great success since it brought together more than 800 people at certain peak viewing times. The event obtained the third best audience for events broadcast by UCANSS. The conference raised 53 questions that could either be addressed live or were the subject of a post-broadcast written response.

3.8 Deliverable 8 - Final Report

Within the context of Deliverable 8, the present final report was produced, to gather all the relevant information about the project, and to give an overview of the transformation process of CNSA.

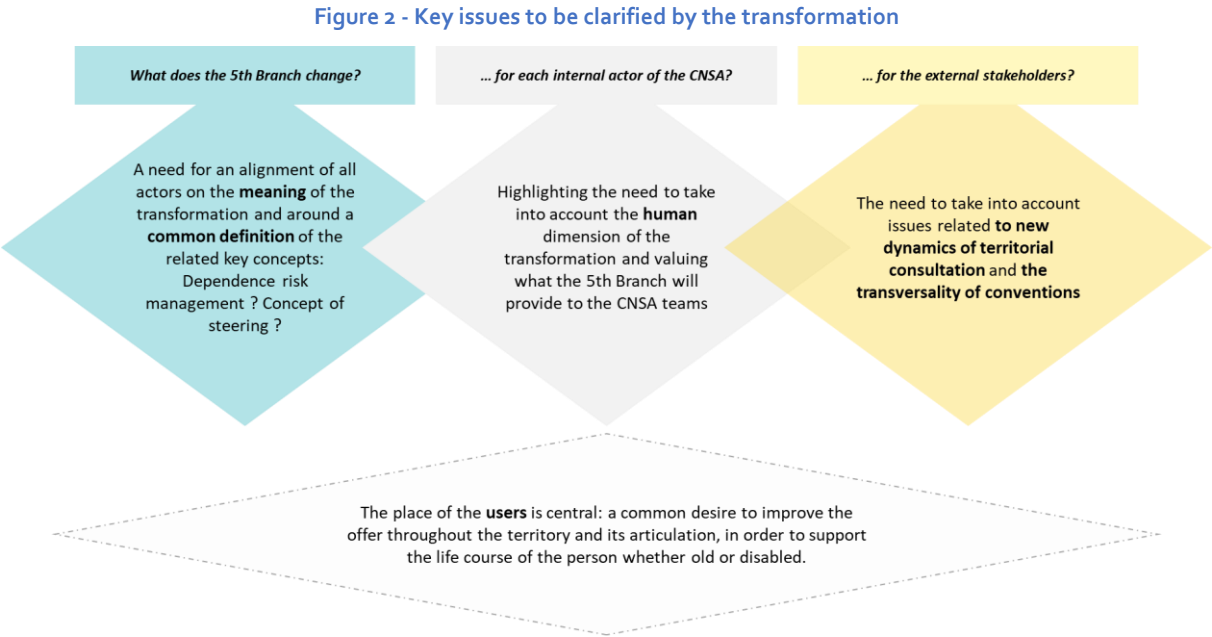
4 Project Outcomes

The project allowed for many advances, throughout the year of deployment. They are synthesised in the subsequent sub-sections below.

4.1 Diagnosis

In the early stages of the project, the project team conducted a diagnosis analysis which allowed to target the priorities of the support to be offered to the CNSA and calibrate the methodology.

For instance, it identified key issues to be clarified in the context of the transformation:



This phase also allowed for CNSA employees to share their expectations regarding the evolution of their internal organisation as well as the cooperation with external stakeholders.

Table 3 CNSA teams' expectations with regard to the transformation

Expectations regarding the internal organisation	Expectations regarding cooperation with external stakeholders
Strong expectations expressed by the teams on cross-functional dimensions, organisational fluidity , decision agility and reduced verticality	Evolution of the modalities of the animation of territorial governance around autonomy policies perceived as essential associated with the development of transversality and co-responsibility (alignment of visions, "interoperability" of public policies)
Pre-existing HR challenges to address and specific developments induced by the 5th branch (in particular, issue of integration of an HR policy for a social security fund)	Integration of the CNSA into the social security environment , strengthening of partnerships with all the funds and work on synergies and cooperations adapted to the management of dependence risk

<p>An informal transversal strategic management and steering process in the process mapping, echoing the IGAS findings on a very strong absorption of managers by highly operational issues</p>	<p>Strengthening of the CNSA's role as a "prescriber" (territorial equity, quality of service, access, etc.) and development of the associated management and control principles (shared indicators, contracting principles, monitoring and evaluation)</p>
<p>The expressed need to clarify "who does what" and to make better use of everyone's skills (legibility, subsidiarity)</p>	<p>Necessary development of the statistical and prospective analysis capacity in a double logic of supervision and anticipation of the adequacy of needs/responses (IS projects, statistical/prospective function)</p>
<p>A necessary reinforcement of the capacities of evaluation and prospective analysis of the needs</p>	<p>The need to preserve and strengthen the CNSA's historical position in support by working particularly on the homogenization of the intensity of the animation proposed by the CNSA on the perimeter of the MDPH, CD, ARS</p>
<p>Data governance may be insufficiently thought out as a business issue to date and positioned as an IS issue at the expense of its strategic dimension</p>	

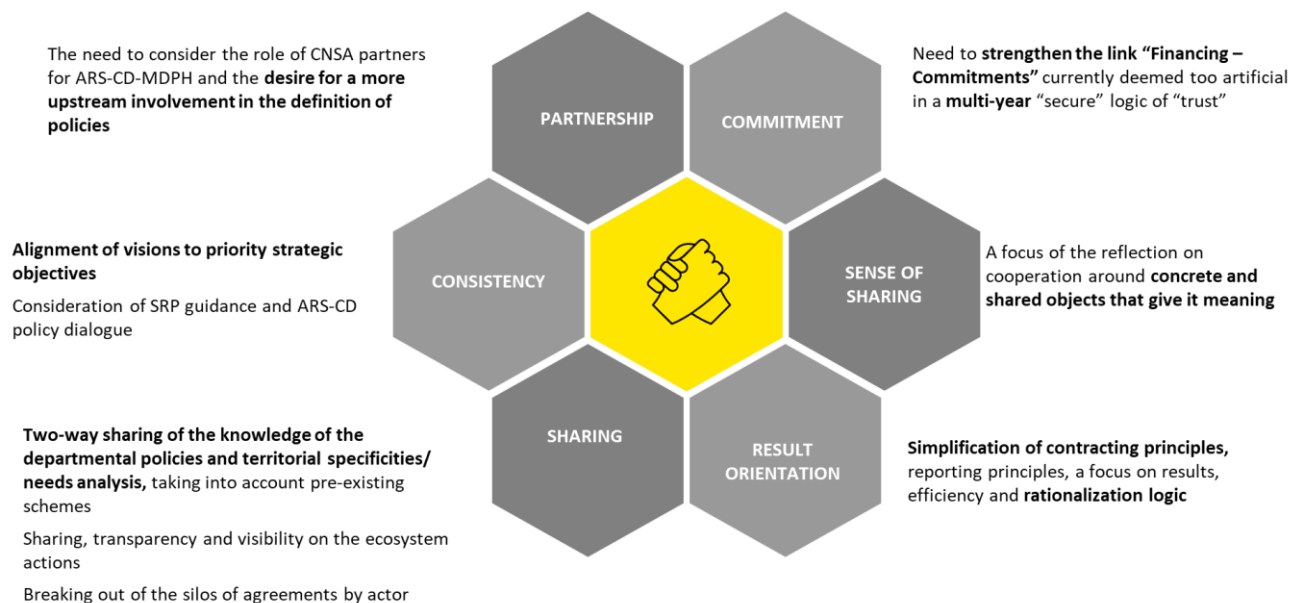
The main external stakeholders of the CNSA were also asked to give their views on how the CNSA should take the opportunity of the creation of the 5th branch to assume a new role towards them, as an integrator, a pathfinder, a methodological referent, a facilitator, and a pilot.

Figure 3 - External stakeholders' expectations regarding the role and positioning of the CNSA



The external stakeholders also expressed their wishes with regard to the evolution of the cooperation framework with the CNSA, asking for more transversality and sharing within the 5th branch.

Figure 4 - Stakeholders' expectations regarding the cooperation framework



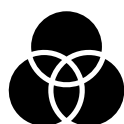
This input and analysis enabled the drawing of conclusions regarding the needs of the CNSA and the way to calibrate the transformative effort:

- ▶ The need to **define** (meaning, ambition) this transformation better to allow it to really exist
- ▶ A lack of alignment of the **expectations on the role** of risk manager and on the ambition to reach within 5 years
- ▶ Different perceptions according to the persons, with a **risk management approach focused on the financial aspect of the Branch** (compliance of expenditure, reliability) and another built on a more global approach of the **management of the dependence risk** (efficiency of expenditure, prevention of risk within the meaning of social security)
- ▶ A gap between the "noise" of the **communication** around the 5th branch and its perceived **impacts** to date
- ▶ A very high level of ambition and **very high expectations** regarding this 5th branch for external actors, with a **desire for fairly profound developments**

4.2 European benchmark

The European benchmark, conducted with regard to Sweden, Germany and England, permitted the collection of inspiring inputs for the creation of the 5th branch, on the themes of governance and policy evaluation / monitoring.

The main lessons learnt regarding **governance** are the following.



In order to ensure the good cooperation of the actors of the autonomy policy, it is crucial that they act within the framework of a **shared vision**. The same is true for those responsible for the various public policies that revolve around the policy of autonomy (education, housing, etc.).

- *In Germany, thematic conferences allow representatives of the different Landers to meet and share information on specific issues (especially concerning health and autonomy policies for the elderly).*



The **contractualisation** between the territorial and national levels is a success factor to execute the common vision of the policy and guarantee the principles of governance (e.g.: the inclusion of the experts of uses and people concerned in the key discussions).

- *In Sweden, contractualisation around specific objectives is frequently carried out at different levels (municipalities, regions, national, and even user or professional associations). In Germany and England, this is an important area of work, particularly in the context of current developments.*



The **municipal level** is identified as being the most capable of understanding the needs and challenges of users in its territory, by adapting the guidelines proposed by the national level. Thus, it can articulate the various public policies accordingly.

- *In Sweden, the municipalities, which are responsible for managing the supply of services in the country, are organized in such a way as to influence the national level and take a very prominent part in discussions on autonomy policy, via the "SALAR" association, which represents the municipalities.*



The **local levels have a great deal of autonomy**; they are in charge of managing supply and granting aid, sometimes with their own funding.

- *In Sweden, it is the municipalities that set the criteria for granting aid and are able to raise taxes to finance it.*



Although local levels are autonomous in the means of implementing, policy and trust is presented as one of the values governing local-national relations in the three countries studied, with the national level playing a crucial role in guiding the actors and standardising quality. It acts and reacts to guarantee the principle of equity of access to the law and the overall homogeneity of the support offer through the communication of guidelines and through monitoring actions (surveys, feedback of indicators, inspection visits, etc.) of the achievement of objectives.

- *In England, the trend is a movement towards a strengthening of the role of the national level, particularly in monitoring and controlling activities, whose inspection activities tend to extend from institutions to local authorities directly. Indeed, the current reform plans to strengthen the controls of these administrations in order to assess the quality of the management of autonomy policies locally.*

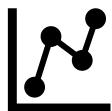


In the three countries studied, quality monitoring and evaluation is carried out by independent, dedicated entities at the national level, under the supervision of a ministry. Their purpose is to ensure that a satisfactory level of quality is maintained in both home and institutional care.

- *In England, the Care Quality Commission (CQC), the main regulatory authority, is responsible for ensuring the quality of care provided to older people and people with disabilities. The CQC collects*

data, carries out inspections (within facilities and local municipalities), conducts surveys of service users, caregivers and professionals, and reports on all of this learning in an annual public report.

The main learnings regarding **evaluation and monitoring** are the following.



The countries studied place great importance on the use of evidence and the implementation of a scientific approach to evaluation. The culture of evaluation seems to be more developed overall than in France. For these countries, it is a way of ensuring and guaranteeing equity between territories.

- *Sweden publishes comparisons between territories in terms of quality, thanks to the many registers kept by the municipalities, which allow objective monitoring of the impact of services.*



The indicators used to monitor and evaluate the offer are result-oriented. They make it possible to measure the impact of support on health and quality of life.

- *Germany has recently undertaken a reform of its autonomy policy, with the objective of a greater "result" orientation and a greater emphasis on measuring user satisfaction. The country is working to propose new indicators that can be used to assess the impact of policies and the quality of services on the health status and quality of life of the people supported.*



The increased practice of evaluation implies a strengthening of digital data collection and a greater interconnection of information systems. This should facilitate more frequent feedback, allowing real-time use of data to facilitate management and decision-making. The three countries studied have made this a priority issue for the coming years.

- *Sweden, for example, would like to offer a dashboard that integrates the data reported in real time. Germany would like to be able to monitor changes in supply on a daily basis via a single information system.*



The countries studied place great emphasis on measuring the satisfaction of users and their families as part of an evaluation process. This dimension is one of the means promoted to measure the impact of autonomy policies.

- *In the United Kingdom, an annual national survey is conducted (as part of the Adult Social Care Outcomes Toolkit (ASCOT)) to ask about the satisfaction of a sample of supported people. This survey presents indicators that focus on quality of life.*



The culture of evaluation in the studied countries is coupled with a strong promotion of experimentation and innovation. The fact that local authorities have taken control of supply management is a factor that facilitates practice experimentation in their territories (on their own initiative) before sharing and a possible national generalization.

- *England provides an annual budget of £30 million to support local authorities in experimenting new practices and innovative services (e.g. in one area, the recruitment of pharmacists in call centers for prescription requests in order to relieve overcrowding in emergency services).*



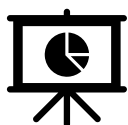
The system of rating the territories and their management of services and establishments aims to transcribe and integrate, as faithfully as possible, the realities of the territories and their characteristics. In this way, it is possible to integrate a dimension relating to the diversity of the territories into the analyses, and to make the comparative work more relevant.

- *In Sweden, the monitoring indicators for assessing the performance of municipalities include the disparities between territories. This makes it possible to conduct comparative studies between territories, and particularly between municipalities, and to give them the possibility of positioning themselves in relation to others in terms of performance.*



There has been a real professionalisation of the "evaluation" function: the inspectors/evaluators recruited are generally experts in their field and are required to undergo numerous training courses in evaluation methodologies and support for actors.

- *In Sweden, inspectors follow training courses that complement their knowledge, and focus on the inspector's activity as such (methodology for conducting an interview with an elderly or disabled person, communicating with certain disabled people, etc.)*



Finally, the three countries studied cultivate the transparency of the results and analyses concluding the evaluations, in a spirit of "open government". The data are publicly communicated, useful for users but also for all the actors of the autonomy policy, who are able to exploit them as well.

- *Sweden publishes an annual report ("Open comparisons") presenting all results and learning. This report allows the comparison of the supply and the results obtained, according to different themes, between municipalities.*

4.3 Cooperation framework

In a spirit of collaboration, the stakeholders of the cooperation framework were keen to affirm 6 common values and 6 principles of action. They also adopted their 11 strategic priorities, which are intended to serve as compasses for steering the sector together. Finally, they formalised a charter of commitments. Each of these elements are presented in turn below

4.3.1 Common values

The 6 common values defined through collaborative work are the following:

TRUST

- ▶ Trust in territorial actors
- ▶ Adoption of a posture of benevolent listening and mutual openness to better understand the needs and challenges of each party and to get to know each other better
- ▶ Respect for each other's role and mutual recognition

PARTNERSHIP

- ▶ Early involvement of stakeholders in the definition and design of autonomy policies
- ▶ Participatory method: co-constructing solutions from the design phase, testing and validating them in real-life situations before generalising them

COHERENCE

- ▶ Alignment of visions on strategic priority objectives and the means to achieve them
- ▶ Consultation and information sharing to avoid duplication and inconsistencies

CITIZENSHIP

- ▶ Relying on people's expertise in order to keep action focused and meaningful
- ▶ Use of a common vocabulary and objectives, development of a sense of belonging to the branch

TRANSPARENCY

- ▶ Knowledge of policies and territorial specificities
- ▶ Shared vision and analysis of needs
- ▶ Sharing, transparency and visibility of available funding

EFFICIENCY

- ▶ Simplification of contracting and reporting principles
- ▶ Focus on results, with a view to efficiency and rationalisation.
- ▶ Steering by continuous evaluation and results

4.3.2 Strategic priorities for the 5th Branch

The stakeholders developed 11 strategic priorities which will guide the action of all players of the 5th branch. They contribute to 3 main objectives.

I. IMPROVE THE SERVICE TO USERS

- 1) Ensuring equal treatment regardless of the person's situation and where they live
- 2) Ensuring and simplifying access to information, rights and citizenship for all
- 3) Promote the participation of people in improving the quality of the service provided and the life course
- 4) Preventing loss of autonomy and combating social isolation
- 5) Ensuring the effectiveness of rights and better continuity of pathways

II. ORGANISE THE SERVICE OFFER TO BETTER ANSWER THE NEEDS OF USERS

- 6) Supporting the movement towards independent living for people with disabilities (self-determination, cooperation with mainstream policies, inclusive shift)
- 7) Enable the elderly to live at home for as long as possible (thanks to the development of the housing offer: autonomy services, service platform, inclusive housing, territorial resource centre)
- 8) Invest to modernise the offer and support the attractiveness of the professions (human resources, property, training, etc.)

III. IMPROVE EFFICIENCY

- 9) Optimise the exchange of information to facilitate access to rights and the fluidity of career paths by using the branch's information systems.
- 10) Improve the management of supply through better knowledge of needs and supply (fill in the SI Collection/ via Trajectoire / ROR tools)

- 11) Maintain the financial balance of the branch (risk management + strengthening the efficiency and steering of spending in ESMS)

4.3.3 Principles of action

To pursue these priorities, the 5th branch stakeholders defined what the principles of their collective action should be, in order to be able to improve service to users, better answer their needs and improve efficiency.

- 1) **Getting to know each other better:** Better understanding of the needs and actions of other actors for more efficient management and collaboration
- 2) **Coordinate our actions:** Adopt a synchronisation of the timing of decisions and timetables with the ARS and departmental councils, through the co-construction of a common timetable taking into account the constraints of all and seeking possible mutualisations
- 3) **Territorialise:** Carry out a global territorial governance giving more room for manoeuvre to the territories to organise themselves and meet the national objectives
- 4) **Simplify:** Start a simplification process with a rationalisation of agreements, reduction and convergence of the number of coordination mechanisms and the number of commitments in the roadmap. Any proposal for the creation of a scheme must replace the existing one, and not add a new layer of complexity.
- 5) **Sharing data:** Promote the interoperability of IS and exchanges between actors and work to have real-time feedback on needs
- 6) **Measure our impact**

4.3.4 Charter of commitments

To subscribe to the new principles of the cooperation, the stakeholders (CNSA, ARS, CD and MDPH/MDA) wished to optimise their relations and operating methods within the framework of a commitment charter for the Autonomy branch. The stakeholders defined a new way of working and committed themselves to making their respective actions more fluid and consistent. The charter is oriented towards the service provided to users, the development of life paths and the transformation of the service offer, and is signed by the sector's players.

4.3.5 Governance and comitology

Finally, the cooperation framework compiles a **series of tools and gatherings** which will allow for the CNSA to steer the 5th branch and for all stakeholders to collaborate. Among them, are:

- ▶ A **branch annual report:** based on new unique departmental reports to share information on how the objectives are met in the territories.
- ▶ A **territorial framework convention** for CNSA, ARS and CD: defined collectively at national level, it would include, in addition to the common base (strategic objectives, shared indicators), local components as well as components associating the actors who contribute to the success of autonomy policies (National Education, DREETS, housing, transport, etc.)
- ▶ A **territorial forum for autonomy:** to define a shared strategy, steer and monitor its implementation, ensure coherence between the actions of local players and share data and funding.
- ▶ **National meetings:** bringing together all the players to share the major orientations and structuring projects of the branch and to review the achievement of the objectives and commitments.
- ▶ **Regional meetings:** to share results, projects and good practices on the territory.

4.4 Transformation action plan

As a conclusion of the work on the CNSA's internal transformation (Deliverable 4)

4.4.1 4.4.1 Human resources

Among the 85 actions composing the HR strategic roadmap, it was decided to highlight **10 main actions** to be implemented in the coming months:

- ▶ Clarify the organisation by updating the job descriptions
- ▶ Communicate annually on the CNSA's work programme and its adjustments
- ▶ Renovate the tools of the recruitment process (templates, analysis grids) and develop a remuneration doctrine
- ▶ Update the welcome booklet and enrich the welcome seminar for newcomers, particularly for managers
- ▶ Design a manager's guide (including recommendations for regular evaluation of activities and teams)
- ▶ Supporting employees with disabilities
- ▶ Enrich the training plan with priority topics for both staff and managers
- ▶ Strengthen the support arrangements for staff in an emergency situation (define an alert process)
- ▶ Drawing up and negotiating agreements related to the evolution of social dialogue
- ▶ Implementing convergence actions in terms of social action between the different statutes

Table 4. Action Plan for Human Resources

Ressources humaines						
Contribuer à la structuration d'une organisation lisible et d'un fonctionnement efficace de la CNSA	Clarifier l'organisation en actualisant les fiches de poste	1	Virginie Magnant	Aurore Collet	Mars 2023	En cours
	Communiquer annuellement sur le programme de travail de la CNSA et ses ajustements	1	Virginie Magnant	Huges Fievet Nadia Arnaout	Récurrent	En cours
Structurer un plan de recrutement et travailler à l'attractivité de la CNSA	Rénover l'outillage du processus de recrutement (trames, grilles d'analyse) et élaborer une doctrine de rémunération	1	Nadia Arnaout	Romy Koe Effala	Mars 2023	En cours
Soutenir les processus d'accueil et d'intégration des nouveaux collaborateurs	Mettre à jour le livret d'accueil et enrichir le séminaire d'accueil des nouveaux arrivants, notamment pour les managers	1	Nadia Arnaout	Stéphanie Trevit	Mars 2023	En cours
	Concevoir un guide du manager (en intégrant des recommandations d'évaluation régulière des activités et des équipes)	3	Nadia Arnaout	Sandrine Baumgarden	Juillet 2024	A initier
Construire des parcours de carrière cohérents et adaptés	Accompagner les salariés en situation de handicap	3	Nadia Arnaout	Anne Millet	Juillet 2024	A initier
Accompagner le développement des compétences de chacun	Enrichir le plan de formation en prévoyant des thématiques prioritaires à la fois pour les agents et pour les managers	1	Nadia Arnaout	Anne Millet	Récurrent	En cours
Améliorer la politique sociale et l'action sociale	Renforcer les modalités d'accompagnement des agents se trouvant dans une situation d'urgence (définir un processus d'alerte)	2	Nadia Arnaout	Stéphanie Trevit	Décembre 2023	A initier
	Elaborer et négocier les accords liés à l'évolution du dialogue social	2	Aurore Collet	Nadia Arnaout	Décembre 2023	En cours
	Mettre en place des actions de convergence en matière d'action sociale entre les différents statuts	1	Nadia Arnaout	Sandrine Baumgarden	Récurrent	En cours

4.4.2 Finances

The work on the new financial processes of the CNSA enabled the identification of the next main steps to deploy in order to implement the new practices.

- ▶ Specify the contours of the Annex "Financial situation of health care and medico-social institutions financed by health insurance and subject to an expenditure target" (indicators, availability of data, level of analysis, contribution of other departments, etc.)
- ▶ Carry out the RACI of the Annex "Financial situation of health care and medico-social establishments financed by health insurance and subject to an expenditure target"
- ▶ With a view to the presentation of the branch balance table, propose a more regular working process with the DSS during the summer to refine the N and N+1 financial projections (2 to 3 meetings with the SDs concerned), working in particular on a common budget programming medium (Excel)
- ▶ Set up a process dedicated to the referral of funds to the PLFSS N+1 between the DG and the Council (and possibly work on a new method of exchange between the Council and the DSS), in conjunction with the DFO and the SG (e.g. present the branch's budget in parallel with the PLFSS to align the calendar)

- ▶ Formalise the accounts closing process with the Accounting Department
- ▶ Review the modalities of validation and notification of the drawing right and the availability of the ARS (budgetary surveys of the management dialogue)
- ▶ Formalise the FIR management process
- ▶ Develop tools for collaboration between directorates on the FIR
- ▶ Steering the drafting of the contribution procedure dedicated to the offer (who does what?)
- ▶ Contribute to the definition of the main lines of reorganisation of aid to the departments, in conjunction with the Finance Commission
- ▶ Study the opportunity to improve the IS tools for the transmission of contribution data, in conjunction with the IT Department (translation into the collection information system of the changes planned in the competitions)
- ▶ Steer the drafting of the MDPH contribution procedure

Table 5 Action Plan for Finances

Finances						
Contribution de la CNSA à la préparation du PLFSS	Préciser les contours de l'Annexe "Situation financière des établissements de santé et des établissements médico-sociaux financés par l'assurance maladie et soumis à un objectif de dépenses" (indicateurs, disponibilité des données, niveau d'analyse, contribution des autres directions...)	1	Olivier Paul	Romain Sibille	Décembre 2022	En cours
	Réaliser le RACI de l'Annexe "Situation financière des établissements de santé et des établissements médico-sociaux financés par l'assurance maladie et soumis à un objectif de dépenses"	1	Olivier Paul	Romain Sibille	Décembre 2022	A initier
	En vue de la présentation du tableau d'équilibre de la branche, proposer un processus de travail plus régulier avec la DSS durant l'été pour affiner les projections financières N et N+1 (2 à 3 rdv avec les SD concernées) en travaillant notamment sur un support commun de programmation budgétaire (Excel)	2	Virginie Magnant	Aurore Collet	Mai 2023	A initier
	Mettre en place un processus dédié à la saisine des caisses sur le PLFSS N+1 entre la DG et le Conseil (et possiblement travailler une nouvelle méthode d'échange entre le Conseil et la DSS), en lien avec la DFO et le SG (ex : présenter le budget de la branche en parallèle du PLFSS pour aligner le calendrier)	2	Virginie Magnant	Stéphane Corbin	Mai 2023	A initier
Financement du fonctionnel de l'offre tarifée par les ARS (préparation, répartition et suivi OGD)	Formaliser le processus de clôture des comptes avec la Direction comptable	1	Jean-Luc Belda Laurent Mathis	Olivier Paul	Décembre 2022	En cours
	Reviser les modalités de validation et de notification du droit de tirage et du disponible des ARS (enquêtes budgétaires du dialogue de gestion)	1	Olivier Paul	Romain Sibille	Novembre 2022	En cours
Financement du FIR	Formaliser le processus de gestion du FIR	1	Olivier Paul	Romain Sibille	Décembre 2022	A initier
	Développer les outils de collaboration entre les directions sur le FIR	1	Olivier Paul	Romain Sibille	Décembre 2022	En cours
Financement des concours	Piloter la rédaction de la procédure des concours dédiés à l'offre (le qui fait quoi ?)	1	Olivier Paul	Romain Sibille	Janvier 2023	En cours
	Contribuer à la définition des axes de refonte des concours aux départements, en lien avec la Commission Finance	2	Virginie Magnant	Stéphane Corbin	Mai 2023	En cours
	Etudier l'opportunité d'améliorer l'outillage SI pour la remontée des données des concours, en lien avec la DSI (traduction dans le SI collecte des évolutions prévues dans les concours)	2	Virginie Magnant	Olivier Paul	Décembre 2023	A initier
	Piloter la rédaction de la procédure des concours MDPH	1	Jean-Luc Belda	Poste vacant	Janvier 2023	A initier

The design of a new process for territorial steering, in line with the conception of the cooperation framework, led to the drawing of several actions meant to embark stakeholders and CNSA employees in a new way of proceeding together.

- ▶ Finalise and validate the cooperation framework with stakeholders (conference on 16 November 2022)
- ▶ Define the objectives and indicators of the branch's territorial partners, by CNSA business line, on the basis of the branch's strategic priorities
- ▶ Validate the operational action plan for the structuring of territorial steering
- ▶ Identify, together with the central administration directorates, the impact of the new cooperation framework on the working arrangements with the deconcentrated services
- ▶ Draft a transverse framework agreement CNSA / ARS-CD (2024)
- ▶ Mobilise pilot ARS-CD-MDPH/MDA on the design of a transverse territorial strategy and a territorial cooperation framework (programming tools on the territory - scheme + PRS)
- ▶ Define the tools necessary for cooperation between actors (format, scope)
- ▶ Map precisely the documents or data that will be replaced or fed into the single departmental activity report
- ▶ Design a guide to the organisation of the Territorial Autonomy Instances
- ▶ Define the scope of the regional meetings
- ▶ Define the scope of national meetings
- ▶ Define the animation actions by directorate
- ▶ Lay the foundations for cooperation at territorial level on the ATPS (including the national specifications of the territorial autonomy service) and lead the implementation
- ▶ Define the financial indicators of the management dialogue and integrate the departmental indicators
- ▶ Establish the principles for the evolution of the management dialogue with the ARS-CD pair (e.g. format of meetings) between September 2022 and the effective implementation in November 2023
- ▶ Define the right format of the exchange statements in the framework of the management dialogue (target: 101) and agree on the way to exploit this substantial material
- ▶ Communicate with territorial partners on the objectives and business monitoring indicators
- ▶ Define the modalities for data feedback by territorial partners (in parallel with the definition of indicators)
- ▶ Define the methods of data collection and analysis within the CNSA (in parallel with the definition of indicators)
- ▶ Define the format of the Branch Report, the timetable for its production and its impact on existing reports

Table 6 Action Plan for territorial steering

Pilotage territorial						
Cadre de coopération	Finaliser et valider le cadre de coopération avec les parties prenantes (conférence du 16 novembre)	1	Virginie Magnant	Stéphane Corbin	Novembre 2022	En cours
	Décliner les objectifs et indicateurs des partenaires territoriaux de la branche, par direction métier CNSA, sur la base des priorités stratégiques de la Branche	1	Stéphane Corbin	Directeurs métier CNSA	Mars 2023	En cours
	Valider le plan d'action opérationnel pour la structuration du pilotage territorial	1	Stéphane Corbin	Isabelle Massou	Janvier 2023	A initier
	Identifier, avec les directions d'administration centrale l'impact du nouveau cadre de coopération sur les modalités de travail avec les services déconcentrés	1	Virginie Magnant	Stéphane Corbin	Décembre 2022	A initier
	Rédiger une trame de convention cadre transverse CNSA / ARS-CD (2024)	2	Stéphane Corbin	Isabelle Massou	Juin 2023	A initier
Formalisation du cadre opérationnel des coopérations territoriales de la branche	Mobiliser des ARS-CD-MDPH/MDA pilotes sur la conception d'une stratégie transverse territoriale et d'un cadre de coopération territoriale (les outils de programmation sur le territoire - schéma + PRS)	2	Virginie Magnant	Stéphane Corbin	Juin 2023	A initier
	Définir les outils nécessaires à la coopération entre les acteurs (format, périmètre)	2	Stéphane Corbin	Isabelle Massou	Juin 2023	A initier
	Cartographier précisément les documents ou les données qui seront remplacés ou viendront nourrir le rapport d'activité départemental unique	1	Stéphane Corbin	Isabelle Massou Aurélien Fortin	Janvier 2023	A initier
Animation stratégique du cadre de coopération	Concevoir un guide de l'organisation des Instances territoriales de l'autonomie (ITA)	3	Stéphane Corbin	Isabelle Massou Virginie Hoareau Gautier Caron	Janvier 2024	A initier
	Définir le périmètre des réunions régionales	3	Virginie Magnant	Stéphane Corbin	Janvier 2024	A initier
	Définir le périmètre des réunions nationales	3	Virginie Magnant	Stéphane Corbin	Janvier 2024	A initier
Animations opérationnelles avec les acteurs du cadre de coopération	Définir les actions d'animation par directions	2	Directeurs métier	Responsables de pôle	Janvier 2023	A initier
	Poser les bases d'une coopération à l'échelle territoriale sur le SPTA (dont le cahier des charges national du service territorial de l'autonomie) et animer la mise en œuvre	3	Bénédicte Autier	Virginie Hoareau	Décembre 2024	En cours
	Définir les indicateurs financiers du dialogue de gestion et y intégrer les indicateurs départementaux	2	Olivier Paul	Romain Sibille	Juin 2023	En cours
	Poser les principes de l'évolution du dialogue de gestion avec le binôme ARS-CD (ex : format des réunions) d'ici la mise en œuvre effective en novembre 2023	1	Gaël Hilleret	Fanny Thiron	Janvier 2023	En cours
	Définir le bon format des relevés d'échanges dans le cadre du dialogue de gestion (cible : 101) et acter la façon d'exploiter cette matière conséquente	2	Gaël Hilleret	Fanny Thiron	Juin 2023	En cours
Suivi et évaluation	Communiquer auprès des partenaires territoriaux sur les objectifs et indicateurs métier de suivi	2	Stéphane Corbin	Isabelle Massou	Septembre 2023	A initier
	Définir les modalités de remontée des données par les partenaires territoriaux (en parallèle de la définition des indicateurs)	2	Virginie Magnant	Directeurs métier CNSA	Juin 2023	A initier
	Définir les modalités de collecte et d'analyse des données au sein de la CNSA (en parallèle de la définition des indicateurs)	2	Virginie Magnant	Directeurs métier CNSA	Juin 2023	A initier
	Définir le format du rapport de Branche, le calendrier de sa rédaction et son impact sur les rapports existants	2	Virginie Magnant	Marine Boisson-Cohen	Juin 2023	A initier

4.4.4 Statistics

The work line around the creation of the Directorate for Prospective and Studies was concluded by the design of a thorough action plan, within which were extracted the following main priorities:

- ▶ Implement the upgrading of the skills of PAPS agents, through continuous training and recruitment
- ▶ Represent the CNSA in the group of producers of data on autonomy by devoting the necessary time to this activity
- ▶ Identify existing series of statistical interest
- ▶ Produce and adjust existing series of statistical interest, and make them available
- ▶ Be involved (at least informally) in the construction and development of any IS to ensure that PAPS can access and understand the data produced
- ▶ Develop an action plan to allow direct and rapid access (i.e. without intermediaries) to all the Fund's databases
- ▶ Ensure the heavy involvement of the PAPS for requests that really require the manipulation of data in an original and/or complex way, either to carry out the work or to provide methodological support, depending on the need
- ▶ For recurring and/or simple requests that do not really require technical skills, limit the use of PAPS agents by developing access to the trades either through internal training (maps, simple graphs) or through the creation of tools allowing easy access to the data (thanks to PAPS, thanks to a decision-making tool, or thanks to the ISD)
- ▶ Inform the public (general public or specialised public) and provide input to the Council's committees through original use of the data
- ▶ Analyse an important business theme, or even create tools that can then be used by the business departments
- ▶ Contribute to the review process of existing publications on the basis of statistical relevance
- ▶ Coordinate and contribute to the drafting of the industry report

Table 7 Action Plan for Statistics

Statistiques						
Prérequis	Mettre en œuvre la montée en compétence des agents de PAPS, par voie de formation continue et par voie de recrutement	1	Marine Boisson-Cohen	Aurélien Fortin	Continu	En cours
Production de statistiques ou recherche de représentativité	Représenter la CNSA au sein du groupe des producteurs de données sur l'autonomie en consacrant à cette activité le temps nécessaire. Cette intégration de la CNSA dans l'écosystème statistiques, jusqu'ici faible et discontinu, est un prérequis pour atteindre les engagements n°15 (contribuer au croisement des données et leur analyse) et n°16 (enrichir et faire connaître les travaux d'études, d'évaluation et de prospective à destination des professionnels et du grand public) de la COG.	1	Marine Boisson-Cohen	Aurélien Fortin	Continu	En cours
	Identifier les séries d'intérêt statistique existantes	1	Marine Boisson-Cohen	Aurélien Fortin / PAPS (collaboration des DM)	Décembre 2022	En cours
	Produire et redresser les séries d'intérêt statistique existantes, et les mettre à disposition	2	Marine Boisson-Cohen	Aurélien Fortin / PAPS	Décembre 2023	En cours
L'appui à la construction de systèmes d'information	Être impliqué (a minima à titre informatif) dans la construction et le développement de tout SI pour s'assurer que PAPS pourra accéder et comprendre les données produites	1	Aurélien Fortin	DSI + DM	Décembre 2022	A initier
	Elaborer un plan d'action pour permettre un accès direct et rapide (i.e. sans intermédiaire) à toutes les bases de données de la Caisse	1	Aurélien Fortin	DSI + DM	Décembre 2022	A initier
L'appui à la réponse à la demande via l'exploitation de données	Pour les demandes nécessitant réellement de manipuler de la donnée de façon originale et/ou complexe, forte implication du PAPS, soit pour réaliser, soit pour l'appui méthodologique selon le besoin.	1	Aurélien Fortin	PAPS	Continu	En cours
	Pour les demandes récurrentes et/ou simples ne nécessitant pas réellement de compétences techniques, limiter le recours aux agents du PAPS en développant l'accès aux métiers soit via la formation interne (cartes, graphiques simples) soit via la création d'outils permettant un accès facile à la donnée (grâce à PAPS, grâce à un décisionnel, ou grâce à la DSI)	1	Aurélien Fortin	PAPS	Continu	En cours
La réalisation d'études quantitatives	Informers le public (grand public, ou public spécialisé) et alimenter les commissions du Conseil via une exploitation originale des données.	1	Marine Boisson-Cohen	Aurélien Fortin / PAPS	Continu	En cours
	Analyser une thématique métier importante, voire créer des outils ensuite utilisables par les directions métiers.	1	Marine Boisson-Cohen	Aurélien Fortin / PAPS	Continu	En cours
Une direction transverse	Contribuer au processus de revue des publications existantes sur le critère de pertinence statistique.	3	Marine Boisson-Cohen / Aurélien Fortin	Poste COG 2023 (en collaboration avec DIPCOM et DM)	Juin 2023	A initier
	Coordonner et contribuer à la rédaction du rapport de branche	3	Marine Boisson-Cohen / Aurélien Fortin	Poste COG 2023 (en collaboration avec DIPCOM et DM)	2024	A initier

5 Next steps for the implementation of the reform

The major next steps to be undertaken can be summarized in three points:

5.1 Consolidation and implementation of the HR plan

As stated before in the risk analysis, the evolution of the CNSA is closely linked to a very ambitious HR plan, namely on the recruitment aspect. Furthermore, the CNSA has always experienced a certain level of turn-over that is still the case in this period of change. Therefore, the need to consolidate and to carry out this plan is very important at the moment as many Directorates are suffering a lack of staff to fulfill adequately their missions. In March 2023, a large part of the actions is already underway (62%) and nearly 70% of the expected recruitments are achieved or close to being.

5.2 Implementation of the action plan and transversal animation

The CNSA has an ambitious action plan to fulfill, and each new Directorate knows what it has to consolidate and develop. The Direction committee is following each of these plans. The main challenge at the moment is the capacity issue to fulfill this plan and the proper identification of the new processes to be implemented. Another challenge we identify is the effectiveness of cross-direction cooperation in this implementation.

5.3 Change management

In the current context, each directorate has to make choices between pursuing the current processes and missions as they existed before, making them evolve and integrating the new processes and tools that are expected due to the creation of this 5th Branch. These are very difficult choices to make for the CNSA middle management and agents. The Directors will have to continue supporting change management throughout their directions in order to help identifying the correct priorities, analyze what processes should continue, those that have to change and those that have to be abandoned.



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