



FOR A TRANSPARENT
AND COLLABORATIVE
GOVERNMENT:
FRANCE
NATIONAL ACTION PLAN
2015 - 2017

Foreword

"A Government of the people, by the people, for the people": such is the principle of our Republic. Living up to this ambition is a constant effort, one that each era should renew for the Republic to remain always faithful to its promise of progress.

Too many of our fellow citizens might doubt about our institutions, their leaders, in fact the capacity of the public sector to face the big challenges of our times. Only through the revitalization of our democracy will we be able to meet these challenges: the challenge of globalization, of the environment, of a more fraternal society, of a digital world in which on one hand everything goes faster, and on the other hand, involvement opportunities are multiplied.

An opened and connected world calls for modern institutions, simple decision-making processes, and a reinvented democracy. This is the ambition of the Open Government Partnership.

It builds on three principles:

- The integrity of public servants, guaranteed by further requirements in terms of transparency, because exemplarity is not only a moral obligation but also a crucial precondition when aiming at restoring public trust in institutions,
- The opening of public decision-making in order to have more cooperative, more publicly debated, more collective decisions and as a result, fairer more efficient and better understood: this is how we will revitalize democracy.
- The opening of public action, in order to involve civil society in the construction of common good, along with the State and public authorities.

France has come a long way in the opening of its democracy, since the citizenship of women in 1945 to the lowering of voting age to 18 years in 1974; by establishing representative bodies of civil society such as the Economic, Social and Environmental Council (CESE) in 1927 or the National Commission for Public Debate (CNDP) in 2002 and by creating institutions that guarantee an exemplary performance of the Republic such as the Commission for access to administrative documents (CADA) in 1978, the National Commission for the monitoring of campaign accounts and political finances (CNCCFP) in 1990, or the High Authority for Transparency in Public Life (HATVP) in 2013.

Through the Open Government Partnership, France intends to confirm its will to be at the avant-garde of public action modernization.

France is at the avant-garde thanks to the methodology used to open up the public sector to the comments and initiatives of civil society.

France is at the avant-garde through its practices, such as this action plan. Elaborated through consultation and trust, it proposes several tangible improvements and draws very ambitious perspectives that we will attain together with the Partnership's Independent Reporting Mechanism.

This document is a first step. Many more are to follow for the values of the Republic to continue to guide us towards a more inclusive and dynamic society, always more confident in its future.

François Hollande
President of the French Republic



Introduction

France joined the Open government Partnership (OGP) in April 2014. The OGP promotes public action transparency and openness based on participation and collaboration between the public sector and civil society.

This initiative complements the work done by the French government on State reform and simplification. In fact, at the heart of our project is the ambition to improve the relationship between the state and the citizens, between the state and businesses, to use technology to enhance efficiency and transparency and to reinvigorate our democracy. This reform has clear and ambitious goals: to renew trust in public action through increased transparency, to revitalize social dialogue with a collaborative approach that gives democracy means for greater proximity and a better quality of service for citizens, businesses and stakeholders.

The digital revolution offers an opportunity to give full meaning to the values of the Republic by reinventing public action for the benefit of all.

Thanks to our strong commitment to French citizens, we choose to raise this issue at the international level through this plan. France, thanks to its experience, aims to be at the forefront of this movement for a democracy renewed by transparency and collaborative dialogue.

This project is in line with our democratic tradition and our ability to renovate public action. It is also a very promising field for exchanging mutual experiences with partner countries. The OGP is a platform enabling us to act more and faster for these values and topics on which our republican pact is built.

This « National plan for transparent and collaborative public action » represents, for us, a major step.

It is the result of a long consultation process engaged with civil society, within government and the administration, and with independent authorities. It is based on five major chapters:

Ensure accountability to improve transparency, restore trust and make better public policies. Transparency is demanded from authorities through commitments relating to public decisions, local finances ([commitment 1](#)) and public procurement ([commitment 2](#)). It is also demanded from businesses, notably in order to effectively fight money laundering, tax evasion and corruption ([commitment 7](#)). This effort reaches the international realm with particular consideration to public development aid and international negotiations ([commitments 3](#) and [9](#)).

Consultation, debates and the co-creation of public action are based on renewed participatory mechanisms to involve citizens in the making of public action. In order to modernize and revitalize our democracy, we must create the conditions for constant exchange with citizens, organizations and businesses, for instance with new collaborative mechanisms to identify problems in a neighborhood ([commitment 10](#)) or to open the elaboration of the law ([commitment 12](#)). The citizen takes an active role in public policy evaluation ([commitments 13](#) and [14](#)). This is the application of collective intelligence to public action!

Open digital resources for economic and social innovation thanks to the sharing of data ([commitment 15](#)) and even calculation models themselves ([commitment 16](#)). Our aim is to go further on this path by transforming the State's technological resources into an open platform ([commitment 17](#)). Finally, digital administration is a remarkable mean to enhance proximity and efficiency in public action ([commitment 18](#)).

Opening up the administration itself will favor citizen engagement in support of the public sector, and in schools in particular ([commitment 19](#)). This openness implies assisting and supporting civil servants through the digital transition ([commitments 21](#) and [22](#)) and reinforcing their role and protection in the prevention of conflicts of interests ([commitment 23](#)).

Lastly, in the context of the COP21 conference that will take place in Paris in December 2015, the National Action Plan proposes to apply open government principles to **climate change and sustainable development**, as this challenge is particularly adapted to these new means and principles in governance ([commitments 24, 25, 26](#)).

Throughout this plan, France took a total of 26 commitments. In a year, a first assessment will be made. Lessons learned from this first plan will support the second version of the Action Plan. France will strive to make constant progress towards a government that is more open to consultation and citizen's contributions.

The collaborative democracy to which we aspire to fully involves citizens in public action. This plan is, for France, a major step enabling us to go further in the respect and promotion of our core values.

Clotilde Valter
Minister of State for State Reform and Simplification



Table of contents

1. ENSURE ACCOUNTABILITY	9
1.1 Improve transparency in public expenditures and accounts.....	10
Commitment 1. Enable citizens to consult, have a better understanding and reuse financial data and decisions of local and regional authorities.....	10
Commitment 2. Increase transparency in public procurement.....	13
Commitment 3. Improve transparency in international development aid	15
1.2 Opening public evaluations	17
Commitment 4. Open access to evaluations of public policies and to their conclusions.....	17
Commitment 5. Involve citizens further in the work carried out by the Cour des comptes	19
1.3 Increase transparency in public officials 'declarations of interests and assets	20
Commitment 6. Facilitate access to data regarding transparency obligations of public officials	20
1.4 Promote transparency in economic life.....	21
Commitment 7. Identify the beneficial owners of legal entities registered in france	21
Commitment 8. Strengthen transparency in payments and income from extractive industries	22
Commitment 9. Increase transparency in international trade commercial negotiations	24
2. CONSULT, DEBATE AND CO-CREATE	26
2.1 Promote participatory and collaborative public action	27
Commitment 10. Provide citizens new means to participate in public life by involving them in the identification of problems.....	27
Commitment 11. Co-produce with civil society the data infrastructure essential to society and economy	29
Commitment 12. Further expand the opening of legal resources & the collaboration with civil society on opening the law	30
2.2 Reform consultation and cooperation practices	33
Commitment 13. Leverage previous consultations & reform participatory mechanisms	33
Commitment 14. Strengthen mediation and citizens' ability to act in matters relating to justice.....	36
3. OPEN DIGITAL RESOURCES.....	38
Commitment 15. Strengthen government policy on the opening and circulation of data	39
Commitment 16. Promote the opening of calculation models & simulators.....	41
Commitment 17. Transform Government's technological resources into an open platform.....	42
Commitment 18. Strengthen interaction with users and improve public services through e-government.....	44

4. OPEN UP PUBLIC ADMINISTRATION 46

4.1 Empower citizens to support public authorities 47

Commitment 19. Empower civil society to support schools47

4.2 Open and diversify ways to access civil service 49

Commitment 20. Diversify recruitment within public institutions49

4.3 Grow a culture of openness within the civil service and promote innovation 50

Commitment 21. Grow a culture of openness, data literacy and digital technologies50

Commitment 22. Spread public innovation, and develop research on open government51

4.4 Demonstrate exemplary behavior in the civil service..... 52

Commitment 23. Instill a greater sense of responsibility and protect public agents regarding the prevention of conflicts of interests52

5. OPEN GOVERNMENT FOR CLIMATE AND SUSTAINABLE DEVELOPMENT 54

Commitment 24. Involve civil society in the COP21 conference and promote transparency regarding the agenda and negotiations55

Commitment 25. Open data and models related to climate and sustainable development57

Commitment 26. Initiate new collaborations with civil society to develop innovative solutions to meet the challenges of climate and sustainable development57

Appendix 1: Methodology for NAP Development 59

Appendix 2: Glossary 61

1. ENSURE ACCOUNTABILITY

France has for long built its democracy around the principles of accountability and transparency, already stated in 1789 in the Declaration of the Rights of Man and of the Citizen¹.

Guaranteeing transparency and citizens' access to information requires a strong ethical and legal platform, independent authorities and a culture of prevention of conflicts of interest. Historically, France has given itself strong institutions for these purposes, in the name of fundamental principles such as the independence of justice and the freedom of the press.

The sharing and opening of information and the open data policies outline a significant evolution of our democratic practices, implying a greater involvement of civil society. Opening public data is a strong lever to strengthen the relationship between citizens and public officials. As pointed out by the Council of State, it "provides all citizens and all groups with a right to see the methods and results of public policies, enabling them to denounce dysfunctions and even to help resolve them"².

France, its government and its regional and local authorities, have fully embraced this policy and many State-produced data are already available for all on the www.data.gouv.fr platform (see [Chapter #3](#)).

Nonetheless, progress in this area remains possible and desirable, while ensuring the safeguard of the Nation's fundamental interests and the protection of some information, which should be reconciled with the objectives of transparency and openness of the Government.

A greater traceability of public policy evaluation, decision and management of public funds responds to key democratic stakes. It also provides guarantees for public efficiency.

Some information, such as those related to international development assistance, will benefit from being published in global open standards, thus facilitating international perspectives and analysis.

Finally, echoing the improvements that have been undertaken regarding corporations' social and environmental responsibilities or through the banking reform, other progress will be made in the realm of economic life itself: transparency of extractive industries' activities; transparency on the beneficial ownership of legal entities registered in France, in order to effectively fight money laundering, fiscal fraud and corruption; and transparency on the conduct of international trade negotiations and their stake.

¹http://www.conseil-constitutionnel.fr/conseil-constitutionnel/root/bank_mm/anglais/cst2.pdf

²Conseil d'État, *Le numérique et les droits fondamentaux*, Étude annuelle 2014, p. 67

1.1 Improve transparency in public expenditures and accounts

COMMITMENT 1.

ENABLE CITIZENS TO CONSULT, HAVE A BETTER UNDERSTANDING AND REUSE FINANCIAL DATA AND DECISIONS OF LOCAL AND REGIONAL AUTHORITIES

i. Open Regional and Local Authorities' data

LEAD INSTITUTIONS: Ministry of the Interior; Ministry for Decentralization and the Civil Service

STAKES

To meet the citizens' legitimate expectations and considering the large proportion of public funds spent by local and regional authorities, the financial transparency of these local authorities must be improved.

CONTEXT & AIM

Numerous local and regional authorities have begun using digital tools to account for their financial management and to increase budgetary transparency. The Government wishes to support and encourage this movement, which will be enhanced by the **bill on the new territorial organization of the Republic (NOTRe)**. It will provide the legislative framework necessary to pursue this openness and data circulation policy, particularly regarding financial data.

Currently, all documents attached to the budgets and accounts of city governments, including documents substantiating the accounts, may be communicated to anyone requesting them, in application of article L. 2121-26 of the local and regional authorities' general code. The publication of budgets and financial statements in open data has already been implemented by various local authorities such as the [city of Rennes](#), the [city of Montpellier](#), the [city of Paris](#), the province of [Hauts-de-Seine](#), the [Provence Alpes Côte d'Azur region](#)...

Furthermore, the Public Finances Directorate-General already publishes local authority financial files summarizing the main financial and tax issues, making information easy to access. They can be found on the joint site DGCL-DGFIP: collectivites-locales.gouv.fr. Further progress is planned in this area. It is planned to soon publish this information in open data.

Lastly, since 2014 the financial jurisdictions³ initiated the opening of the first sets of public data, and now wish to go further with this approach, particularly by publishing more financial data.

³ Group made up of the Cour des comptes, the regional and local chambers of the Cour des comptes and the Court of budgetary and financial discipline

ROADMAP

⇒ **Allow citizens to better grasp the financial details of local and regional authorities**

- Publish in open data the general operating grant (*Dotation globale de fonctionnement*) which is the State's financial contribution to local and regional authorities
- Publish in open data, on data.gouv.fr, all of account balances of local authorities and groups with specific taxation, from 2013 financial year onward
- Make it compulsory for local executives and chairmen of EPCI to present a report to deliberative assembly (municipal, departmental or regional council) on the follow-up given to observations made by the regional chamber of the Cour des comptes

⇒ **Regularly provide the financial data of the financial jurisdictions such as:**

- The data used for the work on local finance
- Some data on financial jurisdictions activities, notably the updated list of publications from the Cour des comptes and the resources of the financial jurisdictions

⇒ **Strengthen open data in local and regional authorities: enshrine in law the requirement for local communities of more than 3500 inhabitants to publish their public information in open data format****SEE ALSO:**

- The national platform **data.gouv.fr** was designed to host and easily reference **local authorities open data**. These can either host their data on data.gouv.fr by creating their own page, or have their platform and data automatically referenced through APIs and web harvesting.
- Etalab has **also specifically made the platform territoire.data.gouv.fr available to local and regional authorities**. Registering for free, they can create a page dedicated to data issued from centralized and decentralized administrations relative to their community – population, housing, public accounts, employment, highways, social action, culture, environment, facilities, etc. These data sets can be automatically exported on the local authority's Internet site.
- The association **Open Data France** has established a list of "priority" data that may be made available by local authorities, and will provide support to those who wish to open these data : www.opendatafrance.net/2015/06/19/loi-notre-queelles-sont-les-donnees-publiques-a-ouvrir-en-priorite

ii. Publish the decisions and reports of municipal council meetings online

LEAD INSTITUTIONS: Ministry for Decentralization and the Civil Service

STAKES

The monitoring of decisions made by local authorities is essential for information and participation in public life.

CONTEXT & AIM

Regulatory acts cannot be executed prior to their publication in full in the list of administrative measures or in any other municipal document, or before they are posted. This hardcopy publication can be accompanied by an additional publication in digital format. Said digital publication does not replace the hard copy version of the publication. Any individual or legal entity can also receive municipal by-laws under the conditions stipulated in Act 78-753 of 17 July 1978 and publish them under its responsibility.

To render information and local decisions more accessible, online publication will be reinforced as part of **the bill on the new territorial organization of the Republic (NOTRe)**.

ROADMAP

- ⇒ **Publish the list of administrative measures, deliberations, and local municipal by-laws in electronic format alongside a paper version, and provide permanent access free of charge**
- ⇒ **Post the minutes for municipal council meetings within one week after the municipal council meeting on the local government website (where it exists) for at least six years (as opposed to a one-off posting made within eight days for an indeterminate minimum period)**

iii. Publish information relative to building permits in open data

LEAD INSTITUTIONS: Ministry of Ecology, Sustainable Development, and Energy

CONTEXT & AIM

In accordance with Article L.2121-26 of the General Local Authorities Code, decisions relating to building permits can be provided to any person requesting said information. Said decisions must also be published in hardcopy format.

Certain aggregated data have already been provided by the Ministry of Ecology, Sustainable Development, and Energy and by some local authorities. Given that building permits contain personal data, significant efforts will be required to anonymize personal data in order to provide granular data.

ROADMAP

⇒ Start a working group with the stakeholders concerned to gradually arrange open data access to building permits data by 2017

- This collaboration could bring together Chief Data Officer, Etalab, the General Commissariat for Sustainable Development, and local authorities (via Open Data France, for example)

COMMITMENT 2.

INCREASE TRANSPARENCY IN PUBLIC PROCUREMENT

LEAD INSTITUTIONS: Prime Minister's Office; Ministry of Finance and Public Accounts; Ministry of the Economy, Industry and the Digital Sector

STAKES

According to data collected by the public procurement economic monitoring center, the amount spent on public contracts was **€71.5 billion in 2013**⁴.

The transparency and proper management of public procurement are essential issues for France. They are mentioned in the January 29th, 1993 Bill on the prevention of corruption and transparency in economic life and public procedures ("Loi Sapin") and in the Public Procurement Code⁵(CMP). From its first article, this code makes transparency one of the three fundamental principles governing public procurement.

- **The advertising of public calls for tenders** is covered by provisions of articles 26 and 40 of the CMP which includes the obligation of publishing public call for tenders for amounts over €90,000⁶, either in the Official Bulletin of Public Contract Declarations (BOAMP) or in a journal authorized to receive legal declarations, as well as on its buyer profile.
- **Disclosure on awarded public tenders** is covered by the provisions of articles 85, 131 and 133 of the CMP.

CONTEXT & AIM

A [public procurement economic monitoring center](#), under the responsibility of the Ministry of Economy and Public Finance, was created in order to collect and analyze data on economic and technical aspects of public procurement and to constitute a permanent body for consultation and exchange of information with economic operators.

Some data on awarded tenders is already available in open data on www.data.gouv.fr (notably data published by the State Procurement Service⁷ or by certain local and regional authorities), but this only gives a very partial view of whole public procurement.

⁴ <http://www.economie.gouv.fr/daj/oeap-differents-chiffrages-commande-publique>

⁵ <http://www.legifrance.gouv.fr/affichCode.do?cidTexte=LEGITEX000005627819>

⁶ €90,000 excluding tax

⁷ <https://www.data.gouv.fr/en/datasets/liste-des-marches-publics-conclus/>

This transparency must be further improved: in fact, it is as much an issue of accountability, demonstrating the proper management of public funds, as an economic issue, facilitating the fair access of companies to public procurement, and an issue of the public action efficiency, allowing better control of this policy by public managers.

The transposition of three European directives between now and April 2016 ⁸(two directives on public procurement and one directive on concession contracts) will improve this transparency. The directive 2014/24/EU on public procurement specifies the mandatory dematerialization of procedures above European thresholds. Electronic dispatch of notices to be published and online access to calls for tenders documents are already in effect since 2006. In January 2015, the economic and financial ministries have undertaken a public consultation on the draft ruling transposing the legislative chapter of the "public contracts" directives⁹.

Lastly, more resources can be made available through public procurement by publishing **open data collected during the execution of contracts awarded by public administrations**, taking into account specific conditions applying to the fields of defense and national security.



VERBATIM FROM THE "OPEN DATA" ONLINE CONSULTATION

"In many cases, contracts awarded by local authorities and administrations enable the collection and processing of data, which may then usefully made available within open data policies. To facilitate this opening, the law should specify the default inclusion of an open data clause in all public contracts or agreements, including those in public service delegation contracts."

OpenDataFrance association, online contribution [#2925](#)

ROADMAP

- ⇒ **Standardize the format of data of public call for tenders**
- ⇒ **Release in open data the Official Bulletin of Public Contract Declarations (BOAMP) or those from other publication entities, and publish buyers profiles**
- ⇒ **Encourage increased publicity of awarded public tenders**
 - Make this publication mandatory for tenders above regulation thresholds. Encourage and support buyers to do it also for tenders below regulation threshold and to make buyers profiles accessible.
 - Promote open data, particularly by standardizing advertising forms and presenting them in machine readable formats. Data to be opened in priority will be selected after a study phase that will not exceed one year
- ⇒ **Include open data clauses in contracts awarded by public authorities**

⁸ http://ec.europa.eu/growth/single-market/public-procurement/modernising-rules/reform-proposals/index_en.htm

⁹ <http://www.economie.gouv.fr/daj/lancement-dune-concertation-publique-sur-projet-dordonnance-transposant-volet-legislatif-des>

- Encourage service providers to open data produced during the execution of a contract by defining standard open data clauses specifying the requirements and that public authorities could include in contracts.



SEE ALSO:

- Public contracts of the **City of Paris** now contain an open data clause¹⁰: since 17 April 2014, each call for tenders includes provisions obliging the future contractor to release data produced while executing the contract.
- Local initiatives such as [My Breizh Open Data](#), supported by the Brittany region, have developed an open data platform for public procurement, to improve the visibility and legibility of local public procurement.

COMMITMENT 3.

IMPROVE TRANSPARENCY IN INTERNATIONAL DEVELOPMENT AID

LEAD INSTITUTIONS: Ministry of Foreign Affairs and International Development; Ministry of Finance and Public Accounts; Ministry of the Economy, Industry and the Digital sector; French Development Agency (AFD)

STAKES

Transparency in public development aid contributes to better management of public funds and efficiency of projects. Publication of data, feedback from the field and stakeholder control help to strengthen beneficiaries ownership and to fight corruption. The instructive approach of the web site www.transparence-aide.gouv.fr enables citizens to seek information on the destination and use of funds dedicated to development aid.

Transparency in public development aid illustrates a process of dialogue and accountability between administrations, public operators, NGOs and citizens. Opening data can facilitate this process, and thus improve targeting of this policy.

CONTEXT & AIM

Since 2014, the policy on the transparency of public development aid has been given a new impetus. The July 7th 2014 Bill on orientation and programming related to international development and solidarity policy sets an objective of data transparency concerning the **16 priority developing countries**¹¹.

Data on projects funded over 100,000€ and implemented in the 16 priority developing countries has gradually been published on www.data.gouv.fr in the International Aid Transparency Initiative (IATI) format. This was the result of a joint effort by the Ministry of Foreign Affairs and International Development and the French Development Agency, in

¹⁰ <http://opendata.paris.fr/page/les-marches>

¹¹ France has designated 16 priority countries within for its cooperation and development policy : <http://www.gouvernement.fr/partage/316-les-16-pays-pauvres-prioritaires-de-l-aide-au-developpement-francaise>

connection with the Ministry of Finance and Public Accounts. Data on food aid, humanitarian aid, external action of local and regional authorities, co-development and priority solidarity fund projects is also published on www.data.gouv.fr.

For the first time and simultaneously, France has also made this data accessible on www.transparence-aide.gouv.fr. Beyond displaying data on public development aid, this web site allows anyone to request information on funded projects. Initially focused on Mali, this web site is gradually being extended to the 16 priority developing countries covered by the French cooperation and development policy.

ROADMAP

The French Development Agency will gradually open data on funding granted to sectors under their responsibility in Sub-Saharan Africa, Mediterranean countries, Asia and Latin America. The Ministry of Foreign Affairs and International Development will then add data on projects funded in these zones to expand the site www.transparence-aide.gouv.fr. All this data will be published regularly in the IATI format and hosted or referenced on www.data.gouv.fr. The transparency threshold of €100,000 will be removed by these two stakeholders for projects run by NGOs. Transparency will be applicable whatever the amount from 2016. The Finance and Economy Ministry will continue to reference, on the site www.data.gouv.fr, the definitive declaration of data from France to the OECD, within the shortest deadlines compatible with maintaining the verification and control function for OECD statistical data.

⇒ **Continue the provision of data on public development aid by extending the scope of zones and the types of projects covered**

2015:

- Opening, in June, of the French Development Agency (AFD) data on funding granted within their sector of responsibility in the sub-Saharan African and Mediterranean countries.
- Gradual opening in the second half-year by the MAEDI (Ministry of Foreign Affairs and International Development) data for the African zone (countries to be determined)
- Publication of data relating to priority solidarity fund projects, humanitarian aid, food aid, co-development projects and actions of the DAECT (Delegation for External Action of Local and Regional Authorities) on the portal "data.gouv.fr"

2016:

- Gradual opening of the MAEDI data on Asia-Pacific, Latin America and the Caribbean (countries to be determined)
- Opening at the end of June, by the AFD data on Asia-Pacific, Latin America and the Caribbean (sovereign sector for the AFD)
- Publication of the AFD and MAEDI open data, in the IATI format, on projects run by NGOs (whatever their amount) in the countries already subject to the publication of this data

2017:

- Reduction, by the AFD and the MAEDI, of the publication threshold from €100,000 to €50,000 for all projects in the countries already concerned (except NGO projects, published whatever their amount)

All of these releases should be in open data, published regularly, in the IATI format and for projects of €100,000 or more.

1.2 Opening public evaluations

COMMITMENT 4.

OPEN ACCESS TO EVALUATIONS OF PUBLIC POLICIES AND TO THEIR CONCLUSIONS

LEAD INSTITUTIONS: Ministry of State for State Reform and Simplification attached to the Prime Minister

STAKES

Evaluation of public policies helps decision-makers make public action more relevant, effective and efficient and contributes to informing citizens. The stake of evaluation goes beyond those of its direct protagonists and concerns all citizens. Nevertheless, access to these various works remains complex due to the large number of players involved and the multitude of distribution media used.

CONTEXT & AIM

The Prime Minister's circular dated on February 23th, 1989, (10 May 1988/15 May 1991), on the renewal of public service, was an important step in the **affirmation of public policy evaluations as a tool for government modernization**.

Evaluating a public policy means judging its value with regard to a set of criteria, in order to improve and inform decision-making. According to the decree of [18 November 1998](#), it means "assessing, within an interministerial framework, the effectiveness of this policy by comparing its results to objectives assigned and resources used".

Today, public policy landscape is marked by numerous stakeholders: Parliament, Ministries, the Cour des comptes, the Economic, Social and Environmental Council (CESE), the Regional Economic, Social and Environmental Councils, local and regional authorities, State agencies, etc. The diversity of actors involved in evaluations and of media used for publication now raises questions about the legibility and impact of these evaluations in public decision-making. Furthermore, citizens aspire to get more involved in the evaluation and design of public policies.

The government will undertake a process involving all these actors so that, gradually, citizens will have more visibility on the work carried out, reports will increasingly be made public and contribution of evaluations in public decision-making will be more legible.

To do this, the government primarily relies on the best practices of its own approach. 59 evaluations have been launched since the end of 2012, covering numerous public policy fields (social affairs, national education, justice, ecology, housing, etc.). In June 2015, 43 reports were published on the web site of the Secretary-General for Government

Modernization¹² (SGMAP)(some evaluations are still ongoing). In the dedicated area, a gauge indicates the progress of each evaluation (by large milestones: launch, diagnostics, transformation scenarios, report, implementation), along with the related documentation. The methodology promoted by the SGMAP recommends to systematically involve users benefiting from the evaluated policy (through consultations, polls, ad hoc surveys and workshops), and for stakeholders to be invited to monitor the evaluation work as part of an "evaluation committee".

The SGMAP also provided its support and contributed to funding the project run by the French Evaluation Society (SFE), which has been developing, since 2012, a **Public Policies Evaluation Observatory**. The SFE gathers 300 members (230 individual members and 70 institutional members: State services, local and regional authorities, public institutions, associations and consulting firms). This observatory has already listed more than 1600 references for evaluations made since 2000, and published summaries of corresponding reports for half of them.

This initiative is a first step towards the creation of a resource center that will offer an easy access to all evaluation work, in order to help members of Parliament in their mission of drafting bills and controlling the government, as well as decision-makers, public administrators and citizens.

ROADMAP

- ⇒ **Encourage all actors involved in evaluations to make their work available in the Public Policies Evaluation Observatory, to improve its comprehensiveness and facilitate research through its database (access by keyword, etc.)**
 - Make the Public Policies Evaluation Observatory available to all, as the reference database for public policies evaluations
 - Systematize the publication of public policies evaluations launched in the context of government modernization programs (when not prevented by legal considerations)
- ⇒ **Systematize and improve citizens' participation in evaluations coordinated by the SGMAP, for example through opinion surveys, workshops for citizens' juries, etc.**
- ⇒ **Improve the traceability of impact on public action of public policies evaluations launched under government modernization programs**

¹² <http://www.modernisation.gouv.fr/laction-publique-se-transforme/en-evaluant-ses-politiques-publiques/evaluer-les-politiques-publiques>

COMMITMENT 5.**INVOLVE CITIZENS FURTHER IN THE WORK CARRIED OUT BY THE COUR DES COMPTES****LEAD INSTITUTIONS:** Cour des comptes**STAKES**

The Constitution states that the Cour des comptes is responsible for making a free, independent and collegial assessment of the use of public funds. It is a key institution of the French Republic. It is an independent jurisdiction situated midway between the Parliament and the Government, which provides assistance to both. It plays an essential role in the functioning of our democracy and government modernization.

The Cour des comptes further undertaking on opening its own data, on promoting analysis based on data sciences, on developing citizens' involvement in its work, contributes to the institution's commitment to the French process of open government.

CONTEXT & AIM

Every year, the Cour des comptes, the regional and local chambers of the Cour des comptes and the organizations that are attached to it (High Council on Public Finances, Court of Budgetary and Financial Discipline, Council of Compulsory Levies, etc.) publish judicial decisions, reports and notices on the Cour des comptes's website.

Articles 14 and 15 of the Declaration of the Rights of Man and of the Citizen, which provide the legal bedrock for the missions of the Cour des comptes, have remained very modern: in a democracy, citizens have the right to ascertain, by themselves or through their representatives, the need for public taxation, to consent to it freely, to watch over its use, and to determine its proportion, basis, collection and duration. They have the right to ask a public official for an accounting of her administration.

These provisions are the first manifestos in favor of the opening of public information and more open and more transparent governance.

Following these principles, the financial jurisdictions took the initiative, from 2014, of opening first sets of public data. They will take this process further in the months to come. They will involve citizens more in their work, subject to the precautions inherent to the functioning of an independent jurisdiction, notably respect for secrets protected by the law.

ROADMAP

⇒ **Open some of the data collected during inspections and evaluations, as well as data specific to financial jurisdictions**

The Cour des comptes undertakes to regularly provide the following data sets:

- The budgetary data forming the basis of current or past analyses of State's budget execution
- When possible, the data forming the basis of current or past themed investigations of the Cour
- The data forming the basis of current or past work on local finances

- Certain data on activity of the financial jurisdictions, notably the update to the list of publications from the Court and the resources of the financial jurisdictions

The Cour des comptes will also study, together with the Prime Minister's Office, the establishment of a data portal "*data.ccomptes.fr*", listed on the government portal (*data.gouv.fr*), in order to systematize a strategy of data management and the opening of public information.

⇒ **Further involve citizens in the work of the Cour des comptes**

This involvement could take several forms:

- Opinion surveys in order to better identify the expectations of citizens in relation to the work of the Cour des comptes, both in form and content
- A contributory platform could be introduced to enable feedbacks from citizens' on their concerns

1.3 Increase transparency in public officials' declarations of interests and assets

COMMITMENT 6.

FACILITATE ACCESS TO DATA REGARDING TRANSPARENCY OBLIGATIONS OF PUBLIC OFFICIALS

LEAD INSTITUTIONS: High Authority for Transparency in Public Life

CONTEXT & AIM

Since the October 11th 2013 Transparency Bills, public life has benefited from a new impulsion. In particular, these bills state that the 10,000 highest-ranking public officials (elected or appointed) must declare their assets and interests to the **High Authority for Transparency in Public Life (HATVP)**, the body monitoring said assets and interests. One of the bills' objectives is to widely involve civil society in these controls.

Declarations of assets and interests of members of the Government, as well as declarations of interests by French and European members of Parliament and local elected representatives, are published and posted on the HATVP website. According to the Constitutional Council, the publication of this information allows "*each citizen to ensure the implementation of guarantees on the probity and integrity of these elected representatives, and to avoid and prevent conflicts of interest*"¹³. It also allows citizens to complement these declarations by passing on to the High Authority information they have and that is not contained in the declarations published.

Declarations can be sent to the HATVP in paper format or, since the decree of March 3rd 2015, via an online reporting tool. This new online reporting tool makes published declarations more accessible, notably preventing potential problems of interpretation associated with

¹³ Conseil constitutionnel, décision n° 2013-676 DC du 09 octobre 2013, Loi relative à la transparence de la vie publique, cons. n° 19.

handwritten declarations. This momentum must be maintained by supporting the circulation of information published in an open, easy-to-use format.

ROADMAP

- ⇒ **Publish public data contained in declarations of assets and interests made using an online reporting tool in an open, reusable format** (declarations of assets made by members of the Government and declarations of interests of members of the Government, members of Parliament, French representatives in the European Parliament and main local elected officials)
 - With the development of the online reporting tool (ADEL), it will be possible to circulate information in a reusable format within the 2016 year
 - Efforts by HATVP to convey the information about the online reporting tool to persons bound by reporting obligations will be stepped up. The aim is to ensure a high level of remote reporting and, as a result, a large volume of open-data information

1.4 Promote transparency in economic life

With transparency in company accounts available on Infogreffe, France has a strong framework for transparency in economic life. It is preparing to publish much of this information in open data after the adoption of the Bill on growth, activity and the equality of economic opportunities.

Other progress can nevertheless be considered, notably in specific sectors such as the extractive industries, whose influence is essential in economies, and on the beneficial owners of companies and legal entities registered in France.

COMMITMENT 7.

IDENTIFY THE BENEFICIAL OWNERS OF LEGAL ENTITIES REGISTERED IN FRANCE

LEAD INSTITUTIONS: Ministry of Justice; Ministry of Finance and Public Accounts; Ministry of the Economy, Industry and the Digital Sector

STAKES

Knowing clients and beneficiaries of financial activities is one of the pillars of the fight against money laundering, corruption and tax evasion. It enables to detect atypical operations that may be related to criminal transactions.

The beneficial owners of legal entities, as defined in Article L561-2-2 of the French monetary and financial code are "*the individuals who, directly or indirectly, control the client, or the individual for whom a transaction is executed or an activity is carried out*". Transparency on beneficial owners can improve the overall transparency of shell companies and trusts and fight against money laundering, corruption and tax evasion.

CONTEXT & AIM

On February 5th 2013, the European Commission presented a draft directive on preventing the use of the financial system for money laundering and terror financing, known as the “4th anti-money laundering directive”. It was officially published on June 5th 2015.

In the context of negotiating this directive, an agreement was reached on December 16th 2014 on the question of beneficial owners. It specifies the creation of a central register per Member State, with a gradual access (i.e. with no restrictions for competent authorities and financial surveillance bodies, in the context of their competencies relating to the fight against money laundering and terrorist financing for the obliged entities, and with the condition of a legitimate interest for third-parties such as NGOs and journalists).

According to the agreement of December 16th 2014, the text opens the possibility for a Member State, in its national regulation, to make the access to this central register fully open (recital #15 of the Directive, article 30 §3 which quotes a “public register” as an example).

Published on June 5th 2015, this Directive will have to be transposed within two years from its publication, with a choice of procedures for accessing the register for Member States.

In order to improve this transparency, it is proposed to make the identification of beneficial owners of companies and other legal entities registered in France mandatory, to centralize this information in a register and to make this information widely open.

ROADMAP

- ⇒ **Use a centralized registry, composed of various data, including data from the French central public registry for companies called *Registre du Commerce et des Sociétés (RCS)*, in order to keep and provide a widely open access to adequate, accurate and timely information on beneficial owners of companies and other legal entities, consistently with the new 4th Directive on the prevention of the use of the financial system for the purpose of money laundering and terrorist financing provisions**

COMMITMENT 8.

STRENGTHEN TRANSPARENCY IN PAYMENTS AND INCOME FROM EXTRACTIVE INDUSTRIES

LEAD INSTITUTIONS: Ministry of Foreign Affairs and International Development; Ministry of Ecology, Sustainable Development and Energy; Ministry of Finance and Public Accounts; Ministry of the Economy, Industry and the Digital Sector

STAKES

Transparency in the extractive industries aims to promote greater corporate social responsibility and better public governance, as well as to increase the trust of investors and the public in the mining sector.

It also fulfills the duty for exemplary behavior that France wishes to demonstrate towards developing and emerging countries, by strengthening standards that contribute to putting

international companies on an equal footing. It supports political will to develop a responsible mining activity in French Guiana and to promote the mining sector in metropolitan France.

CONTEXT & AIM

Since 2002, **the Extractive Industries Transparency Initiative (EITI)** has brought together, on a voluntary basis, States, extractive companies and civil society organizations wishing to promote, in countries that are rich in natural resources, greater transparency in the income from mineral exploitation. France has provided political, technical and financial support to this initiative since 2005. The main mining, oil and gas companies, such as AREVA, TOTAL, ERAMET and ENGIE officially support ITIE. Also, the international coalition "Publish What You Pay", a civil-society movement at the origin of the ITIE, has a French platform currently coordinated by Oxfam France. At the G8 summit in Lough Erne in June 2013, the President of the French Republic stated that France intended to apply the ITIE standard throughout its territory and become a "candidate country" for the initiative.

At the same time, France argued for **the adoption, at the European level, of a restrictive standard for transparency** (Chapter 10 of directive 2013/34/EU of the European Parliament and Council meeting dated June 26th 2013¹⁴, transposed in the Act No. 2014-1662 dated December 30th 2014 covering various provisions on the adaptation of legislation to European Union law in economic and financial matters¹⁵), which would oblige French companies to declare, per project and per country, the payments they make as part of their extractive activities from the 2015 tax year. This legislative provision was included in the French commercial code on December 30th 2014.

ROADMAP

⇒ **Join the Extractive Industries Transparency Initiative (EITI) and work on the accessibility of open data as part of ITIE and of the declarations of companies, according to chapter 10 of the European accounting directive**

- Summer 2015: designate a French high representative for ITIE and set up a project team with the necessary human and financial resources to prepare the French application to join ITIE
- September 2015: establish a national tripartite committee for ITIE
- March 2016: first declaration of companies as required by chapter 10 of the accounting directive
- Before December 2016: presentation of the French application to join EITI
- 1st half-year 2017: France becomes a "candidate country" for the EITI

¹⁴ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2013:182:0019:0076:EN:PDF>

¹⁵ www.legifrance.gouv.fr/affichTexte.do;jsessionid=9695573BDBD03373D5E2933841DBCCFB.tpdila24v_2?cidTexte=JORFTEXT000029999826&categorieLien=id

COMMITMENT 9.

INCREASE TRANSPARENCY IN INTERNATIONAL TRADE COMMERCIAL NEGOTIATIONS

LEAD INSTITUTIONS: Ministry of Ecology, Sustainable Development and Energy; Ministry of the Economy, Industry and the Digital sector; Ministry of the Economy, Industry and the Digital sector; Ministry of State for Foreign Trade, the Promotion of Tourism and French Nationals Abroad, attached to the Ministry of Foreign Affairs and International Development

STAKES

France is engaged in numerous cycles of multilateral trade negotiations which have a strong economic impact. **Establishing a dialogue with civil society and establishing transparency about French positions help companies, associations and citizens better understand the issues associated with these policies:** public services, preservation of collective preferences (health, social and environmental standards), cultural diversity, non-tariff barriers, access to public contracts, mechanisms for settling disputes, etc.

CONTEXT & AIM

Ministry of State for Foreign Trade, the Promotion of Tourism and French Nationals Abroad, attached to the Ministry of Foreign Affairs and International Development is committed to implementing an agenda for transparency in international trade negotiations.

A **committee for the strategic monitoring of trade policy subjects**, composed of two panels, one grouping civil society, non-governmental organizations, unions and professional federations, the second grouping members of Parliament (National Assembly, Senate and European Parliament), has been established in order to best respond to the democratic requirement for transparency in trade negotiations. In March 2015, this strategic monitoring committee was strengthened by the creation of a series of working groups covering a variety of trade policy subjects and open to all members of the committee.

On December 2nd 2014, at the initiative of the Ministry of State for Foreign Trade, the Promotion of Tourism and French Nationals Abroad, a series of documents (negotiating mandates, treaties, minutes of the strategic monitoring committee) relating to the *Comprehensive Economic and Trade Agreement* (CETA) and the *Transatlantic Trade and Investment Partnership* (TTIP) were published on a [dedicated page on diplomatie.gouv.fr](http://diplomatie.gouv.fr) and [as open data on data.gouv.fr](http://data.gouv.fr). They follow on from the declassification, by the European Commission, at French instigation, of its mandate for negotiation for the Transatlantic Trade and Investment Partnership (TTIP). This page is regularly updated and provides direct access to the position documents of the European Commission.

All of the minutes of the committee for the strategic monitoring of trade policy subjects will be made available to the public, together with the annual reports to Parliament on trade negotiations. Additional elements, such as mandates, may be added according to the declassification decisions taken by the European Union. The stock of elements concerning past international trade negotiations will be added to this corpus: these are mainly negotiating mandates from the European Commission made public, official position documents made available to the public and the text of trade treaties ratified and made public. Studies and elements for the analysis and evaluation of trade agreements *ex post* and *ex ante*, whether they are transverse or sectorial, will also be added to the corpus.

ROADMAP

⇒ **Increase transparency on the content of international trade commercial negotiations**

- The elements relating to each new international trade negotiation cycle will be made available to the public continuously on the dedicated page on diplomatie.gouv.fr and in open data format on data.gouv.fr
- Additional elements, such as mandates, may be added according to the declassification decisions taken by the European Union
- Elements from past international trade negotiations made available to the public will be added to this corpus, such as negotiating mandates from the European Commission, official position documents and the text of ratified trade treaties

⇒ **Ensure as much publicity as possible on evaluations and monitoring of international agreements**

- Studies and elements used for the analysis and evaluation of trade agreements *ex post* and *ex ante*, whether transverse or sectorial, may also be added
- The Parliament may be informed through the presentation of an annual report on international trade negotiations
- All of the minutes of the committee for the strategic monitoring of trade policy subjects will be made available to the public, together with the annual reports on trade negotiations

2. CONSULT, DEBATE AND CO-CREATE

Organizing an open dialogue with civil society, mobilizing collective intelligence and empowering citizens to participate in public decision correspond both to citizens' expectations in our democracy and to a formidable lever for government modernization.

In this context, it is time to work with all forces, intermediary bodies and the country's dynamic forces, to fully renovate participation and decision making processes.

France has key institutions fully dedicated to the dialogue with civil society, such as the Economic, Social and Environmental Council (CESE), a consultative assembly established in 1927 and the National Commission for Public Debate created to guarantee a strong public debate around development projects of national interest.

Participation and open debate gradually imposed themselves as key public action principles, in particular in the environment, urban and regional planning and, more broadly, in the management of public resources.

Many participative and civil society-focused listening mechanisms and tools have been implemented across the different administrations and Ministries.

More than 150 texts a year are being posted for consultation on government websites.

In this domain even more than others, the new environment created by a large diffusion of Internet, digital tools and a culture of dialogue and co-creation have given way to new expectations.

Digital tools allow for new possibilities to gather numerous and diverse opinions, to give visibility to all perspectives, to make the memories of debates and their evolutions more readable and accessible to all and mostly to trigger useful and efficient collective action mechanisms. Thanks to the digital resources shared by the public authorities, open government allows for unprecedented opportunities for cooperation. For each citizen a new opportunity to influence and shape public policies emerges, with stakes such as:

- Include citizens in the identification of problems to be resolved,
- Build together with civil society the essential data infrastructure to society and economy,
- Facilitate the law making process thanks to innovative tools and applications.

2.1 Promote participatory and collaborative public action

COMMITMENT 10.

PROVIDE CITIZENS NEW MEANS TO PARTICIPATE IN PUBLIC LIFE BY INVOLVING THEM IN THE IDENTIFICATION OF PROBLEMS

i. "Fix My Neighborhood"

LEAD INSTITUTIONS: Ministry of State for the Digital Sector, attached to the Ministry of the Economy, Industry and the Digital Sector; Ministry of State for Urban Policy, attached to the Minister of Urban Affairs, Youth and Sport

STAKES

Beyond the consultation of citizens, open government is also based on other forms of participation: **platforms enabling citizens to report problems and incidents** or enabling them to contribute to the knowledge of certain phenomena. Such platforms lead the government to deal with problems that are effectively noticed, verified and reported by citizens.

These forms of *crowdsourcing*¹⁶ relate to concrete issues: reporting problems and incidents on public roads, reporting undesirable effects of medicines on www.medicaments.gouv.fr, which will include soon the possibility of reporting undesirable effects of any products and activities related to health, the practice of participative sciences ([SPIOLL](#) project, etc.), development of "citizens' sensors" to share environmental measurements, etc.

CONTEXT & AIM

Numerous towns throughout the world allow citizens to report urban malfunctions from mobile terminals: graffiti, bulky objects abandoned, dangerous crossroads, maintenance of roads, pavements, trees and gardens, connectivity, defective traffic lights and public lighting... Once a problem is identified, the user selects the type of incident in the application, takes a photo that the GPS will geo-locate to complete the description, and automatically sends it to the relevant service. It is then the town services' responsibility to provide a solution to the problems reported.

There are a large number of initiatives and platforms throughout the world (FixMyStreet, PublicStuff, ConnectedBits, ClickSeeFix, etc.) and in France: [Beecitiz](#), [Jaidemaville](#), Dansmarue (City of Paris), [Fixmaville](#), [Tellmycity](#), Openmap, proxibuzz, GRC-Mobile (Localeo...)

Amongst the 60 measures decided by the Interministerial Committee for Equality and Citizenship on March 6th, 2015, was the launch of a call for projects for "**Fix My Neighborhood**"

¹⁶ Crowdsourcing Definition: Mode of implementing a project or a product calling for the contributions of a large number of persons, generally Internet users.

(*Fix-It Des Quartiers*): a crowdsourcing platform dedicated to problems encountered by inhabitants and local associations¹⁷.

The objective is to provide municipalities with a simple digital solution for reporting (through web or smartphone) incidents and monitoring their resolution (back office). The municipalities that decide to implement this solution will be supported and trained.

Funded as part of the "Programme d'Investissements d'avenir" (Investments for the Future program), the "Fix My Neighborhood" call for projects will launch "innovation challenges" for start-ups. While working on the response to the challenge, the start-up will include a young innovator in its team. Depending on the subject they choose to address, participatory funding may supplement public funding.

ROADMAP

- Launch the "Fix My Neighborhood" call for projects in June 2015
- Make a first version of the digital solution for reporting incidents available in September 2015 (objective: 100 municipalities involved before the end of the year)
- In mid-2016, launch the solutions that may be generalized

ii. Digital Fix-it

LEAD INSTITUTIONS: Prime Minister's Office

CONTEXT & AIM

In the digital realm, contributive and crowd sourced efforts to identify problems is a good approach to ensure strong cyber security. Citizens will be offered the possibility to contribute to the identification of incidents (various cyber security incidents, notably website defacement). Named "**Digital Fix-it**", this project, conducted by Agence Nationale de la Sécurité des Systèmes d'Information (the French Cybersecurity Agency), will focus on state-controlled and semi-public websites.

ROADMAP

- An experimental reporting platform will be put in place during 2016
- The platform will be open to the public by the end of 2016

¹⁷ http://www.territoires.gouv.fr/IMG/pdf/06.03.2015_dossier_de_presse_comite_interministeriel-egalite-citoyennete-la_republique_en_actes.pdf

COMMITMENT 11.

CO-PRODUCE WITH CIVIL SOCIETY THE DATA INFRASTRUCTURE ESSENTIAL TO SOCIETY AND ECONOMY

LEAD INSTITUTIONS: Ministry of State for State Reform and Simplification attached to the Prime Minister; Ministry of State for the Digital Sector, attached to the Ministry of the Economy, Industry and the Digital Sector

STAKES

The **new forms of collaboration between administrations and civil society** enable to create new common goods, necessary to public service, society and economy, in faster, more efficient and more cost effective ways than in the past.

CONTEXT & AIM

With the diffusion of digital power in society, citizens are becoming more and more committed to producing resources that, until now, only public authority could produce. This situation could be a key opportunity for public authority to learn working with civil society. It is not only a source of democratic progress and a resource for improving the quality of public service, but also a means of retaining, in the public area, common assets which could eventually be threatened by the emergence of new de facto digital monopolies.

For example, in April 2015, the National Institute of Geographical and Forestry Information (IGN), the La Poste Group, the Secretariat-General for Government Modernization and OpenStreetMap France inaugurated a **collaborative national address database containing 20 million open data addresses**¹⁸. It was released under a "share-alike" license by the French Postal Services (La Poste Group) and the IGN and under an ODBL license by the OpenStreetMap association. This agreement initiated a new chapter in the government's open data policy and the policy of open government, which goes beyond access to administrative documents. It involves supporting the creation and maintenance of major collaborative common assets to serve the economic dynamism, the efficiency of public service and the autonomy of citizens.

This effort is continuing with the development, still under ODBL license, of a database including all establishments open to the public, along with their characteristics.

ROADMAP

⇒ **Increase cooperation between public players and civil society in constituting essential data infrastructure and key registers**

¹⁸ http://modernisation.gouv.fr/sites/default/files/fichiers-attaches/lancement_ban_cp_150415.pdf



SEE ALSO:

France is experimenting innovative means of policy regulation through data platforms: the Bill No. 2014-1104 dated 1 October 2014 **concerning taxis and chauffeur-driven transport cars¹⁹ instituted (article 1) the creation of a public registry** which lists information on the identification, availability and geolocation of taxis. Operated by Etalab in connection with the Ministry of the Interior, its purpose is to improve access to taxis by promoting the development of innovative services. It is based on an API allowing taxi geolocation operators and mobile search engines to improve their services. It will be available at the end of 2015.

COMMITMENT 12.

FURTHER EXPAND THE OPENING OF LEGAL RESOURCES & THE COLLABORATION WITH CIVIL SOCIETY ON OPENING THE LAW

LEAD INSTITUTIONS: Prime Minister's Office; Ministry of the Economy, Industry and the Digital Sector; Ministry of State for State Reform and Simplification attached to the Prime Minister

STAKES

Understanding of law and access to justice are the pillars of the Rule of Law. In a digital era, this ambition is not restricted to diffusing content of the law but requires also accessibility to jurisprudence, the possibility for all citizens to develop innovative tools or services based on this content (thanks to its availability in open data), and the ability to stimulate and successfully mobilize citizens' expertise and contributions.

CONTEXT & AIM

France already has created in 2001 a major **public service for the dissemination of law** over the Internet. According to the terms of decree No. [2002-1064](#) dated on August 7th, 2002 amended, on the public service for the dissemination of law over the Internet, the site [Légifrance](#) is intended to facilitate public access to texts in force as well as to jurisprudence. It already provides free, universal access to all sources of law (legislative and regulatory texts, treaties, codes, jurisprudence of the Constitutional Council, the Council of State and the French Supreme Court, etc.).

The open-data provision of legal data and data relating to a legal bill or its preparation allows citizens to better understand the entire legislative process, develop tools or applications from this data and participate actively in the democratic debate.

The opening of legal data is thus at the core of governmental action, with the open-data publication of the databases of the Legal and Administrative Information Department (DILA) of the Prime Minister's Office, and the establishment of the "[Open Law](#)" program. This program has given rise to numerous innovative applications developed by start-ups, researchers and companies, which were then rewarded. The publication in open data of the Official Bulletin of Public Contract Declarations (BOAMP), the Civil and Commercial Announcements Official

¹⁹ <http://legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000029527162&categorieLien=id>

Bulletin (BODACC) and the Mandatory Legal Notices Official Bulletin (BALO) will complement this approach.²⁰

Lastly, the **consultation of citizens on government bills or before their preparation** enables the construction of effective public decisions may revitalizes democracy. When preparing the Digital Bill, the French Digital Council coordinated an [online consultation](#) over six months (see details and data in the "[methodology](#)" [appendix](#)). It demonstrated the extent and ability of administrations and civil society to commit to these processes.



VERBATIM FROM THE "OPEN DATA" ONLINE CONSULTATION

Carrying out a study on an opening of digital management tools for the meeting could make available the text of the articles voted at all stages of the procedure. Standardization of publication with the services of the Senate and with the SGG and Légifrance, for example by considering opening projects of the SOLON type, would open very interesting prospects."

"Regards Citoyens", online contribution [#2848](#)

Numerous systems for document version management are precisely intended to monitor changes to text documents, such as Acts. The most widely known and used is the "Git" system. The use of such a system for registration of Acts, and its dissemination, would allow the subsequent tracking of the origin of each subparagraph (its author). Each amendment could thus be represented as a "commit" (a change), proposed by Member of Parliament. The results of votes may be added, as metadata, to each amendment. Citizens could also participate by submitting "pull requests" (changes to be validated) which could be examined by the Parliament. This repository should present a standard technical interface (Git), and a website allowing non-technician citizens to participate (such as <https://github.com/> or <https://www.penflip.com/>)

Online contribution [#1221](#)

ROADMAP

- ⇒ **Continue the open-data provision of legal and legislative resources that already exist**
 - Continue the opening of legal data in reusable formats
- ⇒ **Continue the collaborative process with civil society for the production of innovative services and open source tools facilitating the understanding of texts and their preparation**

²⁰ <http://www.dila.premier-ministre.gouv.fr/actualites/actualites/ouverture-des-donnees-economiques-bodacc-boamp-et-balo>

- ⇒ **On the Digital Bill, continue the participative process in collaboration with civil society by opening the draft bill (“avant projet de loi”) to consultation for citizens to comment it and suggest amendments**



SEE ALSO:

The opening of this data and these tools allows innovative initiatives from citizens. For instance, "[The Legal Bill Factory](#)" enables the monitoring of the entire Parliamentary procedure for the texts of Acts. It also contributed to the development of open software, such as "[the French civil code under git](#)" or [Archéo Lex](#), which provide consolidated versions of each legislative text (Act, code, constitution, etc..) in a single file, tracking the complete history of modifications to the legislation.

2.2 Reform consultation and cooperation practices

COMMITMENT 13.

LEVERAGE PREVIOUS CONSULTATIONS & REFORM PARTICIPATORY MECHANISMS

LEAD INSTITUTIONS: Prime Minister's Office; Ministry of Ecology, Sustainable Development and Energy; Ministry of State for State Reform and Simplification attached to the Prime Minister; National Commission for Public Debate

STAKES

The **informed participation of citizens in the process of public decision-making** is based on the ability of administrations to facilitate the understanding, by each of them, of the functioning of institutions and their activity, to open resources that can be used by them and to effectively mobilize their contribution.

As emphasized by France Stratégie in the report on *Tomorrow's Public Action*²¹: "Society is willing to endow citizens' decisional bodies with real powers, in addition to representative democracy". Participative arrangements have become numerous, in very diverse formats. "Properly run, these approaches contribute to rebuilding trust within the population because they embody the principle of questioning citizens".

Public stakeholders should then be able to capitalize on consultations already carried out, and be able to easily mobilize tools for dialogue and consultation, and effectively integrate them into the process of the development of public decision-making.

Also, citizens expect, in return for their commitment, greater openness of consultations to a renewed set of actors, with the terms of the debate clearly explained, and clear and transparent information on the rules for the consultation, particularly on the use and consequences of their contributions.

CONTEXT & AIM

French citizens have access, via the portal www.vie-publique.fr, which is produced, published and managed by the Legal and Administrative Information Department (DILA), to useful resources and data to understand the main subjects that are driving public debate. Organized under three sections, "actualités (news)", "repères (points of reference)" and "ressources (resources)", it provides a vast amount of information on public life, the functioning of institutions and topical subjects being debated (government projects, current arrangements, developments of society or institutions, etc.).

Since November 2014, the site **has also been listing the main debates, consultations and public forums across the territory, as well as the final summaries** when they exist. The "DebatesCore"²² standard, finalized for this listing, groups online public debates or those that provide documentation online, as well as consultations opened over the Internet by the State, its public institutions or local and regional authorities prior to the adoption of a legislative text.

²¹ <http://www.strategie.gouv.fr/publications/action-publique-demain-5-objectifs-5-leviers>

²² <http://www.vie-publique.fr/forums/debatescore/debatescore-3.htm>

Debatscore thus enables better debate traceability and individual tracking in consultations already carried out.

Attentiveness to citizens and users feedback and the use of consultative tools and mechanisms have been widely developed in the ministries. For example, the Ministry of National Education, Higher Education and Research has implemented, for the definition of the common foundation, the reform of the curricula and the national consultation on digital matters, consultation mechanisms involving the entire teaching profession as well as the stakeholders concerned by the various subjects (for example, in digital matters, local authorities, parents, civil society, the digital industries, etc.)

Despite such initiatives, citizens and users sometimes feel that they have been consulted too late, or have not really been listened to, causing many of them to refuse to get involved in further consultations. In its public report "*Consulter autrement, participer effectivement*"²³, the Council of State "*called for an administration qualified as "deliberative" because it seeks to develop, beyond formal consultations which should be simplified, new procedures characterized by transparency, openness, public debate and accountability*".



VERBATIM FROM THE "OPEN DATA" ONLINE CONSULTATION

"So that large numbers of citizens take part in a consultation, they must be given guarantees on the traceability and use of their contributions"

Contribution [#2707](#)

"Harmonise the details of the consultation procedures: deadlines sufficiently long and outside summer periods, publication of all contributions received and the list of organisations that took part in the consultation, choice criteria for analysis made transparent"

Contribution [#2875](#)

"Create obligatory recourse to a citizens' jury / consensus conference before any large project to reform the State. This citizens' jury, like juries in courts, would be composed of citizens chosen at random. After being informed and trained, they will participate in a debate on a subject of general interest and a consensus should emerge"

Associated contributions : [#1235](#) ; [#1208](#) ; [#1226](#)

ROADMAP

⇒ **Capitalize on previous consultations: improve listing and strengthen accessibility to public debates that took place in France**

- Continue the effort of listing public debates in France by extending the "DebatesCore"²⁴ standard throughout the whole territory, to facilitate collection and accessibility, at a single access point, for consultations performed

⇒ **Empower public actors to successfully lead public consultations**

²³ <http://www.conseil-etat.fr/Decisions-Avis-Publications/Etudes-Publications/Rapports-Etudes/Rapport-public-2011-Consulter-autrement-participer-effectivement>

²⁴ <http://www.vie-publique.fr/forums/debatescore/debatescore-3.htm>

- The Secretariat-General for Government Modernization is committed to proposing a simple and agile mechanism for consultation in the form of "Citizens' Workshops"
 - o Carry out trials, with pilot ministries, of this mechanism, which is more flexible and agile than conventional consultation formats
 - o Present, to partner administrations, the charter establishing the main principles of "Citizens' Workshops" and their implementation protocol
 - o Support partner administrations in implementing these workshops
- The Ministry of Ecology, Sustainable Development and Energy is committed to offering a "toolbox" to guide the institutions in choosing and implementing participative mechanisms



SEE ALSO:

Several practical guides for participative arrangements are already available:

- o [*Démocratie participative - Guide des outils pour agir*, Nicolas Hulot foundation](#)
- o [*Guide méthodologique, Dispositifs et outils pour le dialogue territorial*, Dialter \(engineering territorial dialogue\)](#)
- o [*La concertation en environnement. Eclairages des sciences humaines et repères pratiques*, Ademe](#)
- o [*Méthodes participatives, Fondation du roi Beaudoin : Guide méthodologique descriptif de la participation*](#)

COMMITMENT 14.**STRENGTHEN MEDIATION AND CITIZENS' ABILITY TO ACT IN MATTERS RELATING TO JUSTICE****LEAD INSTITUTIONS:** Ministry of Justice**STAKES**

Justice aims at being responsive to the needs of social relations. More effective justice, different avenues of appeal, and rules for amicable litigation, contribute to an open government. Nowadays, justice must be open to society in order to explain its operation, its constraints, and its priorities. Justice must also incorporate the needs and feedback of citizens in order to improve itself.

CONTEXT & AIM

The **"Justice of the 21st century" reform** is a commitment of the French Minister of Justice developed with magistrates, justice officials, the legal professions, academia, members of Parliament, local elected officials, and trade union organizations.

After 18 months of joint work, a national debate brought together close to 2,000 people on [January 10th and 11th 2014 at the head office of UNESCO](#) in Paris. Following these two days of analysis, scenarios for judicial reform were sent to legal jurisdictions and professions. On September 10th 2014, the French Minister of Justice presented fifteen actions to the Council of Ministers to ensure that justice is more accessible, more effective, and provides a greater protection.

One of the measures announced was the ability for citizens to help improve their access to justice by forming jurisdiction councils, which will include association representatives.

Another objective for improving the public justice system is to strengthen conciliation and mediation²⁵ across France, so as to allow citizens to settle disputes without automatically going to court.

Finally, results and information on decisions made by national courts will be made available to the public so that citizens can have greater autonomy in their relationship with the justice system and better assess the appropriateness of taking legal action.

ROADMAP**⇒ Opening up justice to society via the formation of jurisdiction councils**

- Create jurisdiction councils within courts of first instance and courts of appeal to facilitate a joint analysis of common issues such as jurisdictional assistance, access to the law, access to justice, conciliation, mediation, and assistance to victims. Chaired by jurisdiction leaders, these jurisdiction councils will bring together public prosecutors and magistrates, jurisdiction and prison management officials, judicial protection for young persons, local elected representatives and representatives from trade union

²⁵ The mediator is not a judge, arbitrator, or conciliator. The mediator acts as a neutral, impartial, and independent intervenor, in order to help parties arrive at a mutually acceptable solution to their dispute.

organizations, local government representatives, and representatives from the legal professions, local authorities, and associations

⇒ **Facilitate access to mediation and conciliation based on the report published by the interministerial mission for the evaluation of mediation and conciliation services in April 2015**

⇒ **Enable citizens to better assess their chances of success in taking legal action**

- In certain civil litigation cases (those relating to alimony, compensatory allowance, compensation for bodily harm, etc.), information on judgments usually handed down by national jurisdictions will be made available to the public
- On a local level, pilot jurisdictions have formed a partnership with universities in order to analyze their jurisprudence. Useful to magistrates to ensure that their judgments are consistent, these analyses will also provide lawyers and citizens with a document that facilitates their procedures and a possible amicable resolution to their dispute

3. OPEN DIGITAL RESOURCES

Sharing technological resources such as data, software or calculation models in an open and easy to reuse way is a great lever for social and economic innovation, allows a diversification of opinions and initiates new forms of collaboration with citizens.

Data sharing can only be conceived within a framework ensuring the respect of the right to privacy, for which France has equipped itself with a strong legal and institutional bedrock, notably with the bill n°78-17 from January 6th, 1978, on information technology, data files and civil liberties.

If there is a key teaching from the digital revolution, it is the ability of citizens to self-organize to address challenges and develop solutions together. It is fundamental for public authorities to encourage and foster this process by sharing the resources it can open to all, and by being able to forge new alliances with this multitude of potential contributors.

In an extension of its policy of openness and sharing of public data, which has already led to the deployment of an open

and contributory open data platform (www.data.gouv.fr), to the coproduction of data with citizens and to guaranteeing the availability of informational common goods, the Government will pursue this course of action:

- By working on the development and availability of essential resources, including reference data, as well as models for decision-making and public action,
- By developing a government technology strategy in accordance with the "government as a platform" approach, opening up IT resources of the State to make them easier to use, more progressive, and more efficient,
- By continuing the development of digital administration and the dematerialization of public services, pillars of the e-government which open up new channels for interaction with users and allow further improvements.

COMMITMENT 15.**STRENGTHEN GOVERNMENT POLICY ON THE OPENING AND CIRCULATION OF DATA**

LEAD INSTITUTIONS: Ministry of State for State Reform and Simplification attached to the Prime Minister; Ministry of State for the Digital Sector, attached to the Ministry of the Economy, Industry and the Digital Sector

STAKES

France, its government and its local and regional authorities are strongly committed to opening and sharing public data. This essential policy is both a driver of democratic vitality, a strategy for aiding economic and social innovation and a real lever for government modernization.

CONTEXT & AIM

The Government already shares numerous data pertaining at the core of the democratic, economic and social life: access to law, public statistics, transparency of public expenditure, meteorological data, geographical data, land-registry data, etc.

According to the OECD, France is now in the second rank of countries that have made most progress in matters of open data.

The Government has committed to a strong policy on data that favors the modernization of democratic practices and strengthens opportunities for innovation amongst public and private players.

Stakes and challenges relating to the opening of public data have now gone beyond the first stages of implementation (founding of the Etalab mission and the portal data.gouv.fr, creation of the function of Chief Data Officer...): public action should now be focused on building a right to public data, as world economies and governmental practices are evolving ever more rapidly thanks to the digital revolution.

These open data policies can also be extended to **local and regional authorities:** numerous local authorities, pioneers in the open data movement since 2008, willingly committed to opening and sharing public data. Some thirty of them came together in 2013 within the Open Data France Association²⁶, in order to support actors engaged in open data and encourage the promotion of this policy.

²⁶ <http://www.opendatafrance.net>



VERBATIM FROM THE "OPEN DATA" ONLINE CONSULTATION

"'Pivot data' or 'reference data' are data considered as identifying data, by the administration or according to custom, for naming or identifying products, economic entities or territories. These references are essential for linking databases of a heterogeneous nature and constructing any new service integrated with the web of data (Linked Open Data) (...) The GFII proposes, on its site, a first list of this pivot data, by sector:

http://www.gfii.fr/uploads/docs/GFII_Donneespivots.pdf

GFII contribution #1905

Redesign the governance of key data, particularly its funding model: the proper organization of a State is based on a set of basic data used routinely, primarily data on the organization of society, its territory, its individuals, its companies. (...) In France, there is still little connection between the key registers, which are not sufficiently reused. Most of them do not constitute a unique source of information. In the digital era, such a situation indisputably represents a significant obstacle to efforts to modernize the State."

Associated contributions: [#2693](#)

Work will continue on the opening of data of general interest: public actors currently covered by the scope of the CADA Bill of July 17th 1978 are not the only ones to hold data useful to society or the economy. The report ²⁷ presented by Francis Jutand as part of the themed debate on transport data highlighted the extent of information of general interest, defined as "produced in the context of services to the public, for which opening is considered of general interest, because it enables the implementation of new public services". The information on activities of general interest or with strong externalities could be made available as open data, while respecting legal secrecy, principles of free competition, protection of personal data and private life.

It is also to be noted that in September 2014, the Prime Minister established the function of **Chief Data Officer** at the national level. The State itself must learn to best use the data it possesses, in order to open data of high quality in the most relevant formats, define the forthcoming data which should be opened or produced, judiciously use this data to support decision-making and the public debate, treat the protection of privacy and the various legal secrets with the seriousness it deserves, and keep the promise of an improvement in the efficiency of public action through opening public data,

The Chief Data Officer must therefore oversee the quality of data produced by the State, define then gradually organize governance of the data, and initiate in the administrations a genuine ability to design and disseminate data-driven public policies as well as to use data in public policy assessments.

²⁷ <http://www.developpement-durable.gouv.fr/Remise-du-Rapport-sur-l-ouverture.html>

ROADMAP

- ⇒ **Continue the opening of data that have a strong economic and social impact, particularly "pivotal data"**
- ⇒ **Strengthen open data in local and regional authorities: Enshrine in law the obligation to publish the public information of local authorities of more than 3,500 inhabitants** (including municipalities and public institutions for inter-municipal cooperation)
- ⇒ **Enshrine in law the principles of default opening of public data (with closure being exceptional) and its unrestricted and cost-free reuse**
- ⇒ **Improve the opportunity study on the opening of " general interest data"**

COMMITMENT 16.

PROMOTE THE OPENING OF CALCULATION MODELS & SIMULATORS

LEAD INSTITUTIONS: Ministry of State for State Reform and Simplification attached to the Prime Minister

STAKES

Open data policies are supplemented by the opening of rules, algorithms and models that accompany it and support public decision-making. These algorithms and models are a powerful means of promoting independent points of view. When they are open (open source) and can be used through APIs, they also constitute a precious resource for developing numerous applications.

CONTEXT & AIM

Public officials routinely use numerous models to calculate social benefits, taxes, pensions, economic growth, etc. Some of these are made available to citizens for calculations on eligibility for benefits or evaluations of forthcoming contributions. Too often, these models coexist within administrations, without being shared. The use of open models, for which the code is accessible, reusable, applicable and can be improved by a community as well as by the administrations themselves, can break down barriers within the administration and contribute to a process of cooperation and open innovation.

In 2014, the Secretariat-General for Government Modernization and France Stratégie developed and made available to the community the [OpenFisca platform](#), an open search engine and an open API **allowing micro-simulation of the French tax and social benefit system**. This is the first entirely-open model developed by the administration: it encodes, in a tool accessible to everyone, the principles of open government, since it serves:

- Transparency: each citizen can see the rules and parameters of the legislation, the distribution that she receives and the breakdown of her contribution to the system
- The stimulation of diverse points of view and the efficiency in public decision-making, because administrations, researchers and journalists, among others, can simulate the impact of reforms

- Government modernization, because the tool could be adapted to themed simulators, to facilitate the action of the administrations themselves. For instance, the portal <https://mes-aides.gouv.fr/> was built from OpenFisca and provides a simulator on welfare and social benefits, which is particularly useful in ensuring all citizens can claim the benefits they are entitled to.

ROADMAP

⇒ **Extend the opening of models to other areas of public action**

- Continue to work with the different administrations to support them in opening their calculation and simulation models

⇒ **Produce simulators from existing open models**

- Leverage the OpenFisca platform to extend it to other areas of legislation and propose adaptations of simulators useful to citizens, economic players and public players. For example, simulation model for energy costs, extension of local taxation, pension calculations, etc.

COMMITMENT 17.

TRANSFORM GOVERNMENT'S TECHNOLOGICAL RESOURCES INTO AN OPEN PLATFORM

LEAD INSTITUTIONS: Prime Minister's Office; Ministry of State for State Reform and Simplification attached to the Prime Minister

STAKES

Technological strategies of Internet giants demonstrate the benefits, for an organization, of approaches that are centered on openness, interoperability and agile systems that are focused on user-experience and on meeting users' needs, without hampering power and security.

Inspired by the principles of "*Government as a platform*", the "**Government as a Platform and France Connect**" strategy consists in undertaking a major technological transformation in order to facilitate access to data, the interoperability of systems and the reuse of developments made in the public sphere.

These principles offer new prospects because they unleash innovation in creating and designing new services, both for individuals and for companies.

CONTEXT & AIM

By working on the opening and interoperability of their own systems, administrations themselves become a resource for other administrations. This approach goes beyond central administrations: welfare governmental administrators and local authorities must be fully involved in this effort. Furthermore, other players from civil society – companies, the associative sector – may contribute to enhancing the range of services.

This strategy is notably carried out by combining the publication, in open data, of public information that is not re-identifying and not subject to legal secrecy, the application of user control over personal data and the generalized construction of interfaces (API) to provide access to data or services already made available.

The Secretary General for Government Modernization (SGMAP) has submitted this strategy for public consultation, notably in the context of the consultation organized by the French Digital Council and, on June 18th 2015, has opened the website Etatplateforme.gouv.fr. This platform encourages the creation of more open and collaborative public online services.

The **"France Connect"** module is an essential component of this strategy, respecting informational self-determination principle. It will allow users to choose a digital identity guaranteed by the State and associated with levels of trust aligned with the European eIDAS²⁸ regulation. Access to all digital public services, or even more, will be facilitated according to the principles of the "single-sign-on" (SSO). Above all, thanks to this recognized identification mechanism, users will also control their own data exchanged between the various administrations or civil society players involved. Following the example of the simplification program *"Dites Le Nous une Fois"* (DLNuF or "Provide it once"), the first corollary is that a user – as an individual or a representative of a legal entity – will no longer have to present substantiating documents already known and produced by public organizations.

The implementation of the Government as a Platform strategy will spread throughout each ministry. For example, as part of the digital plan for education within the Ministry of National Education, Higher Education and Research, the development of the digital ecosystem between teachers, pupils and parents will follow this platform strategy principle, in order to offer a reliable, easy-to use system facilitating cooperation between teachers, and to ensure that this ecosystem is open to all suppliers of digital content and services in an equitable manner, while guaranteeing the protection of students' personal data as well as the portability of their data and of their digital productions. Digital mechanisms implemented under this plan will follow these architectural principles, based on open APIs.

ROADMAP

- ⇒ **Validate the strategic framework "Government as a Platform and France Connect" and apply its main principles during the year 2015 in the general reference systems or standards documents issued by the DISIC (Interministerial Directorate for Information and Communications Systems)**
- ⇒ **Launch France Connect on the portal www.service-public.fr/langue/english/**
 - The France Connect project will hold first trials in autumn 2015, followed by a launch in January 2016 on the portal www.service-public.fr (several million users)
 - Generalization will take place from 2016
- ⇒ **Launch public forge on Etatplateforme.gouv.fr website, along with a repository of open API before the end of the 2015 year, in order to encourage the creation, in a collaborative manner, of new public services**
- ⇒ **Launch several cycles of awareness-raising for the development of APIs and the creation of new services amongst actors in the public sphere and its partners**

²⁸ eIDAS: European regulation on electronic identification and trust services for electronic transactions within the internal market

COMMITMENT 18.**STRENGTHEN INTERACTION WITH THE USER AND IMPROVE PUBLIC SERVICES THROUGH E-GOVERNMENT**

LEAD INSTITUTIONS: Prime Minister's Office; Ministry of State for State Reform and Simplification attached to the Prime Minister

STAKES

The digitalization of user services and administration's internal processes has become an essential element of public action.

The involvement of stakeholders in the conception or the evolution of these projects, the exploitation of data produced by digital services and the opening of new channels of interaction with the users constitute important axes of the open government project.

CONTEXT & AIM

In 2014, France was named by the United Nations the most advanced European country and the 4th most advanced in the world in terms of e-government²⁹.

The website impot.gouv.fr, for example, allows users to submit tax returns online and quickly, using pre-filled forms, and even to pay their council tax using a flash code system. The [website service-public.fr](http://website.service-public.fr) offers centralized access to all public services, with entries corresponding to life events: "I am moving", "I am looking for a job", etc. For each category of processes (family, documents, citizenship, transport, etc.), the website sets out the procedures to be carried out, provides the link to online procedures, and references texts. Since 2014, the faire-simple.gouv.fr website has allowed public agents and users to come together to build solutions to modernize public action. One of the co-construction workshops resulted in the creation of a form intended for disabled persons, designed by disability associations and the administrations concerned. Regular consultations are held with individuals and businesses in order to determine which administrative procedures should be simplified in priority. At the last brainstorming session, 2,000 suggestions were received online and 40 simplification measures were selected for implementation.

As part of its digital public services strategy, France has put in place a mechanism for listening to user requirements, measuring satisfaction, and ensuring constant adaptation based on user requirements. In particular, the Secretariat-General for Government Modernization (SGMAP) shares [a digital uses scoreboard](#) each year. It measures perception of online administrative procedures and the proportion of procedures carried out online.

Every 3-4 months, the SGMAP also brings together communities of practice where participants exchange and share experiences on listening to user requirements, rationalizing modes of contact and the service relationship, and the uses of online services.

The State must continue to equip itself with high-performance tools of analysis that will help it in its decision-making processes. Ongoing attention must be dedicated to the audience, the incorporation of websites into their ecosystems (deep hypertext links, inflows and outflows between public sites) and referencing. Using these tools, detailed diagnoses of difficulties encountered could be established and the actions required to correct them could be put in place.

²⁹ <http://unpan3.un.org/egovkb/en-us/Reports/UN-E-Government-Survey-2014>

ROADMAP

⇒ **Improve satisfaction measurement and take into account user feedback, involve stakeholders into services design and transformation**

- Launch the publication by each ministry of key figures on the use of public services on their various channels
- Map inflows and outflows, in order to measure the integration of various public sites according to theme or time of life, and, in doing so, detect websites that are not directly involved in assisting users with sufficient or relevant hypertext
- Extract statistical data from software common to government websites (around 650 sites, some of which have been monitored for over 10 years), and analyze them using data sciences methods
- Develop and roll out co-construction methods (OpenLab, design, user-civil service workshops...)

4. OPEN UP PUBLIC ADMINISTRATION

Over thirty years after the July 13th 1983 law on civil servants' rights and obligations, the Government intends to reaffirm the values of public service in a new bill. These values constitute one of the Republic's pillars, in the service of public action continuity and the enhancement of country cohesion. The Bill related to deontology and to the rights and obligations of civil servants will reinforce the links between citizens and the public service.

Adding the duty of integrity to the obligations of impartiality, dignity and probity that characterize public agents' functions, the bill will reinforce the role and the protection of public agents in the prevention of conflicts of interests.

The opening up of the administration also relies on citizens' engagement in support of public authorities. In an emblematic way, the civil service and the National Education's citizen reserve

offer an opportunity to bring their contribution to each citizen.

In order to reach its fullest potential, the Open Government policy should enable all public agent to become an actor of the modernization process, and should be anchored in an exemplary administration, opened to new talents and to innovative collaborations with civil society.

In that regard, the government is committed to facilitate the recruitment of diverse profiles that reflect French society, thanks to an evolution of the entry selection mechanisms and to new ways of accessing public service.

Growing a culture of openness and cooperation will also require awareness and training actions on the digital transition for all public agents throughout the territory.

4.1 Empower citizens to support public authorities

COMMITMENT 19.

EMPOWER CIVIL SOCIETY TO SUPPORT SCHOOLS

LEAD INSTITUTIONS: Ministry of National Education, Higher Education and Research; Ministry of Urban Affairs, Youth and Sport

STAKES

Schools are opening themselves to contributions from citizens to provide their support to the transmission of the Republic's values alongside public officials. This gives young volunteers for civic service an opportunity to participate in motivating and training actions amongst children and young people.

CONTEXT & AIM

On February 5th of 2015, the President of the Republic committed to making the **civic service program** "universal" by June 1st 2015. The Minister of National Education, Higher Education and Research, Najat Vallaud-Belkacem, and the Minister of Urban Affairs, Youth and Sport, Patrick Kanner, will launch in September 2015 a large "**service civique**" (**citizen service**) program devoted to public education. President Hollande also called for the establishment of a civic reserve and assigned to the vice-president of the Council of State, Mr Jean-Marc Sauvé and to the selector of the French handball team, Mr Claude Onesta, an expert mission on the matter.

On January 22nd of 2015, the Minister of National Education, Higher Education and Research Najat Vallaud-Belkacem stated that creating a **civic reserve for the public education** would be a key objective in the mobilization of schools for the values of the Republic. The program was launched on 12 May 2015, on the occasion of the national concluding summary of the schools forum for the values of the Republic ³⁰.

ROADMAP

⇒ Empower young people to get involved via new civic service missions within schools

The Ministry of National Education, Higher Education and Research has a recruitment objective of 5,000 young people for civic service at the beginning of the 2015-2016 school year and 10,000 volunteers in 2016-2017. By the beginning of the 2017 school year, the objective is to offer 37,000 missions including missions run by associations within the school and university field.

Civic service within schools is aimed at young people between 18 and 25 years old. It is a voluntary commitment that can last from 6 to 12 months (average commitment being about 8 months), from October/November 2015 to June 2016. The missions take place in elementary

³⁰ <http://www.education.gouv.fr/pid32003/la-reserve-citoyenne.html?gclid=C1bOie76hsYCFSoewwodhRIA5g>

schools, high school, information and orientation centers or local education authorities. Priority is given to missions in elementary schools, priority education and boarding schools.

The voluntary work is done in most cases by pairs of volunteers when the mission is carried out before pupils and aims to allow experience of social diversity and contact with the public and other volunteers of diverse backgrounds.

The nine main types of mission of volunteers for civic service are: contribution to educative, teaching and civic responsibility activities in primary school; support to projects for education in citizen matters; support to actions and projects in the fields of artistic and cultural education and sport; support to actions and projects for education in sustainable development; organization of the national education department's civic reserve; contribution to the organization of the free time of boarders in developing new activities; prevention of addictions; information and support to young people who are failing at school or who wish to resume qualifying training; help with providing information and orientation to pupils.

⇒ **Allow citizens to support schools in the transmission of the Republic's values: the national education department's civic reserve**

This new arrangement (as outlined in the circular dated May 12th 2015 ³¹) allows adults who desire to have the opportunity to dedicate their time and provide their experience to serve schools, particularly in the following fields of expertise:

- Education in citizen matters and secularism ("laïcité"),
- Education in gender equality,
- Education in the media and information,
- The fight against racism, anti-semitism and all forms of discrimination,
- The connection between schools and the professional world.

For schools, this is an opportunity to mobilize and benefit from civil society's strengths beyond the various components of the educational community and actors who also act in of associations, civic service or in the form of ad hoc intervention. Teachers may therefore regularly call upon external speakers to illustrate their teaching within classes.

The associations, and more generally, all people and legal entities wishing to promote the national education department's civic reserve can be associated as civic reserve's ambassadors. Several institutions are already involved in the national education department's civic reserve (National School of administration, Conferences of the university presidents, CDEFI, CEMEA, League of education, CNOUS, "les Francas", French network of educational cities, Association of members of the Order of Academic Palms).

Reservists are also called upon, if they wish, to intervene in extracurricular activities.

³¹ <http://www.education.gouv.fr/cid88876/au-bo-du-14-mai-2015-la-reserve-citoyenne-de-l-education-nationale.html>

4.2 Open and diversify ways to access civil service

COMMITMENT 20.

DIVERSIFY RECRUITMENT WITHIN PUBLIC INSTITUTIONS

LEAD INSTITUTIONS: Ministry for Decentralization and the Civil Service

STAKES

The civil service has a duty to be exemplary by reflecting the French society it serves, with its diversity and its evolutions.

CONTEXT & AIM

The State undertakes to facilitate the recruitment of diversified profiles that not only reflect French society, but also that are necessary to support the administrations through digital and open government evolutions.

ROADMAP

⇒ Develop new access channels to the civil service, to improve its opening to society

- In the Bill on ethics and the rights and obligations of civil servants, insert measures to renew access channels to civil service and open them a larger diversity of profiles
- Renew the preparatory classes mechanism for access to competitive examinations of category A in the three branches of the civil service, particularly by increasing by 25% the number of places offered in the integrated preparatory classes preparing candidates for the competitive examinations for entry to the civil service from 2015. The objective for 2016 is to double the number of students, to reach 1,000 places
- Develop apprenticeship in the civil service by multiplying by 10 the number of apprentices, to reach an objective of 4,000 by the beginning of the 2016 school year and 10,000 for 2017

⇒ Address discriminatory biases upon entry into the civil service

- Upon request from the Prime Minister, launch an expert appraisal mission on discrimination issues
- Modify the texts on juries and selection committee's composition for each ministry to open them to at least one member outside the recruiting administration
- Generalize training courses on discrimination prevention for all future members of juries and selection committees
- Generalize the procedures for the quality certification of human resources departments in order to evaluate all their procedures with regard to any discriminatory risks

4.3 Grow a culture of openness within the civil service and promote innovation

COMMITMENT 21.

GROW A CULTURE OF OPENNESS, DATA LITERACY AND DIGITAL TECHNOLOGIES

LEAD INSTITUTIONS: Ministry for Decentralization and the Civil Service; Ministry of State for State Reform and Simplification, attached to the Prime Minister; Ecole Nationale d'Administration (ENA)

STAKES

Public agents must be the actors of the changes enabled by the digital revolution, the open data policy and the open government policy.

CONTEXT & AIM

Actions to raise awareness and develop among public officials a data and digital literacy, such as those already implemented by Etalab (Vademecum on the opening and sharing of public data³², "Bonjour Data" events, open data camps...), by the Secretariat-General for Government Modernization (SGMAP), by ministries and by local and regional authorities, must be intensified.

The civil service schools are also committed to promoting the spread of culture of openness, data and innovation, by incorporating more training programs on digital matters and data.

ROADMAP

- ⇒ **Produce, jointly with civil society, training modules on open data, the use of data and open government, targeting public officials**
- ⇒ **Include more modules on the use of data and open government in initial and continuing training programs provided by national and regional civil service training schools**
 - Include these modules in the curricula of the Ecole Nationale de l'Administration (ENA), of the Ecole de la Modernisation de l'Etat (EME) and in any other schools that wish to support these programs,
- ⇒ **Increase awareness on digital issues for central administration managers and support the implementation of digital transformation projects**
 - Identify requirements, practices, difficulties and desires of central administration managers concerning digital transformation issues for society and public policies within their scope of action
 - Set up a first seminar in Autumn 2016, for awareness-raising, training and action on digital issues they have identified and wish to address

³² <http://www.modernisation.gouv.fr/sites/default/files/fichiers-attaches/vademecum-ouverture.pdf>

COMMITMENT 22.

SPREAD PUBLIC INNOVATION, AND DEVELOP RESEARCH ON OPEN GOVERNMENT

LEAD INSTITUTIONS: Ministry for the Decentralization and the Civil Service; Ministry of State for State Reform and Simplification, attached to the Prime Minister

STAKES

The administration must be able to work with the contributions of collective intelligence and develop a culture of innovation, an essential driver of government modernization. The co-construction of public action is nevertheless a still recent process, which applied research may contribute to improving.

CONTEXT & AIM

Each ministry has defined a ministerial program for modernization and simplification³³, in which innovation and the digital sector hold a central place. New ministerial roadmaps will be produced for the summer of 2015. Specific actions to support innovation and its diffusion in each ministry have also begun.

The Government has also put in place the "Futurs Publics" program³⁴, led by the Secretariat-General for Government Modernization (SGMAP), as well as the "Réacteur Public" program³⁵. These programs enable experimentation and testing, "in laboratory mode" and on a small scale, of new solutions to the challenges of public service, and the development, within the administration, of an open system conducive to innovation.

The "Investment for the future" program has also mobilized a "*Digital transition and government modernization*" fund of €126 million, dedicated to six large areas of innovation, including one on open data.

Several recommendations made in the report presented by Akim Oural to the Ministry for the Decentralization and the Civil Service on April 24th 2015 address the need for new collaborative and consultation practices, within administrations and with their environment. These changes to the administration's operating methods will facilitate the development of digital uses enabling a profound transformation in administrative culture, and instilling a process of openness. These collaborations must still be facilitated by tools, resources and tailored processes, and by the stimulation of an ecosystem of innovators active throughout the territory.

Recent years have seen an increase and newfound interest in research programs targeting public innovation and co-construction of public action. In Paris, the Interdisciplinary Research Center (CRI) has been carrying out research on the adoption, sharing and co-construction of

³³ <http://www.modernisation.gouv.fr/sites/default/files/fichiers-attaches/pmms-cimap3.pdf>

³⁴ "L'innovation au pouvoir ! Pour une action publique réinventée au service des territoires" (*Innovation needed! For redesigned public action at the service of the regions*), April 2015

<http://www.modernisation.gouv.fr/les-services-publics-se-simplifient-et-innovent/par-la-co-construction/futurs-publics-innover-pour-moderniser-action-publique>

³⁵ <http://www.modernisation.gouv.fr/les-services-publics-se-simplifient-et-innovent/par-la-co-construction/reacteur-public-etat-et-collectivites-unis-pour-mieux-innover>

knowledge, ideas and common goods; on the creation of public assets and on the ability to leverage collective intelligence to solve the 21st century's hardest challenges.

The Interdisciplinary Research Centre (CRI) was founded in 2005 in Paris, it is hosted by the Paris Descartes University and supported by the MENESR (Ministry of National Education, Higher Education and Research) and by the "La France s'engage" program. A research program dedicated to co-construction of public action and to open government will be established in order to continuously improve the definition and implementation of these policies.

ROADMAP

⇒ Drive the development of territorial public innovation

- Constitute a national network of "public accelerators": creation of territorial innovation platforms, "structures for sharing expertise and resources between administrations, elected representatives, State services, civil society and private organizations in a region, to accelerate innovative projects in the general interest". Prototypes are being implemented in several territories at the initiative of local authorities and private players
- Make the digital a driver for transformation in the territories through "territorial hackathons" modeled on Etalab's practices and intended for local authorities
- Develop a reference social network and national web platform for the projects and actors of regional and local innovation

⇒ Set up a program of applied research on open government

- In partnership with the Interdisciplinary Research Centre, organize collaborative events and explore the mobilization of collective intelligence and communities of citizens for the creation of public innovations, the co-construction of public action and open government

4.4 Demonstrate exemplary behavior in the civil service

COMMITMENT 23.

INSTALL A GREATER SENSE OF RESPONSIBILITY AND PROTECT PUBLIC AGENTS REGARDING THE PREVENTION OF CONFLICTS OF INTERESTS

LEAD INSTITUTIONS: Ministry for Decentralization and the Civil Service

STAKES

The importance given to public officials' exemplary behavior in their day-to-day actions for the general interest is an eminent element of the French republican model. The transposition of measures on the transparency in public life, to public agent, will further expand exemplarity within the civil service and obligations contained in the general statute of civil servants. A system will also be introduced to protect civil servants acting in good faith to report the existence of a conflict of interest.

CONTEXT & AIM

More than thirty years after the enactment of the July 13th 1983 Bill, the **bill on ethics and the rights and obligations of officials**³⁶, when adopted, will update and complement the main fundamentals of the general statute of officials.

In particular, it aims to apply to civil servants and members of administrative and financial jurisdictions, mechanisms on the prevention of conflicts of interests detailed in the bill on transparency in public life. The most exposed officials and administrative and financial magistrates will thus be required to complete **declarations of interests** before their appointments. Information on their assets will be passed on to the High Authority for Transparency in Public Life.

An obligation to prevent and to resolve any conflict of interest will also be instituted. An offset mechanism has been put in place and a “management mandate” system will become mandatory for agents particularly concerned.

Finally, a protection mechanism has been introduced in the general statute of officials to allow an agent acting in good faith to report the existence of a conflict of interest without fear of reprisals.

The bill thus consecrates the active role to be played by each official and non-permanent agent under public law in the **prevention of conflicts of interest**: each agent is to act as the first guardian of ethical principles inherent to a civil servant position. This accountability of each public agent in the prevention of conflicts of interest complements an approach which, until now, has been under the sole responsibility of higher authorities of agents exposed to risk.

ROADMAP

- ⇒ **Appoint an official, a service, or a legal entity under public law to provide agents under their authority with all relevant advice in respect of ethical obligations and principles**
- ⇒ **Introduce legal provisions to better prevent conflicts of interests and to protect civil servants**
 - Put in place a system for agents responsible for certain functions to declare their interests
 - Reinforce and widen the area of competence of the ethics committee, which will be expanded to include the prevention of conflicts of interest and reinforced in the area of the control of civil servant's transitions to the private sector
 - Introduce a protection mechanism in the general statute of officials, so as to allow an agent acting in good faith to report the existence of a conflict of interest without fear of reprisals

³⁶ http://www.assemblee-nationale.fr/14/dossiers/deontologie_droits_obligations_fonctionnaires.asp

5. OPEN GOVERNMENT FOR CLIMATE AND SUSTAINABLE DEVELOPMENT

In 2015, France will be hosting and presiding the 21st Session of the Conference of the Parties to the United Nations Framework Convention on Climate Change (COP21/CMP11), otherwise known as "Paris 2015". COP21 will be a crucial conference, as it needs to achieve a new international agreement on the climate, applicable to all countries, with the aim of keeping global warming below 2°C.

Based on the experience of its own commitment, France can actively contribute to changing the spirit of negotiations with the aim of a 2015 Paris Climate agreement. One way is by emphasizing the "Positive agenda", meaning an "Agenda of Solutions". This agenda illustrates the benefits, for the climate, for the economy and for the well-being of everyone, of numerous tangible initiatives that are increasing throughout the world, often at the initiative of towns and local authorities sharing their best practices in active and creative international networks.

During his address to the annual summit of the OGP in New York on 24 September 2014, the President of the French Republic François Hollande emphasized the importance of building new alliances with civil society in order to meet the challenges of the 21st century: *"we can make the climate conference a success if there is transparency, and if there is coordination between governments and civil society"*.

The commitments accepted therefore aim:

- i. To strongly associate civil society with the Conference and its preparation; to promote transparency concerning the agenda and negotiations: agendas of meetings, events, negotiating bodies represented...
- ii. To provide resources (data, models) regarding climate, before the COP21 conference. The opening and common availability of these data and models could serve to:
 - Educate and raise awareness of citizens concerning climate issues, with datavisualizations or applications which could illustrate the major challenges regarding climate (to be used by journalists...);
 - Provide data to support civil society representatives positions;
 - Allow third-party players to propose innovative solutions to climate challenges.
- iii. To launch a "Climate Challenge" – at the occasion of the COP21 – which will reward start-ups or innovators providing innovative solutions to climate challenges. A similar challenge will be developed similarly in Mexico

COMMITMENT 24.

INVOLVE CIVIL SOCIETY IN THE COP21 CONFERENCE AND PROMOTE TRANSPARENCY REGARDING THE AGENDA AND NEGOTIATIONS

LEAD INSTITUTIONS: Ministry of Foreign Affairs and International Development; Ministry of Ecology, Sustainable Development and Energy; National Commission for Public Debate

STAKES

The COP21 French chairmanship will aim to be exemplary in listening to civil society. The strong mobilization of citizens and non-governmental actors (local and regional authorities, private sector, NGOs, scientists, etc.,) in the action for climate is a priority.

Transparency on the preparation of the Conference and in its implementation is a corollary of civil society's commitment.

CONTEXT & AIM

In December 2014, the General secretariat in charge of preparing and organizing the COP21 launched a **consultation** intended for [all representatives of groups constituted from civil society](#). This consultation gathered opinions and recommendations concerning the implementation of the area dedicated to civil society on the [Le Bourget site](#), the overall organization of the event and its programming. This initiative, which closed in January 2015 and was the first in the history of the preparation of a COP, enabled the collection, far in advance, of suggestions from the [nine groups of "observers" that were constituted](#) as well as from the 117 organizations that took part in this consultation, including numerous international groups and coalitions (environmental and international solidarity NGOs and the business sector).

A **"village" dedicated to civil society** will thus be held at Le Bourget. It will be accessible without accreditation, in contrast to the official negotiation enclosures. Regular meetings will be organized with the representatives of civil society (NGOs, companies, unions...) in order to continue to gather all opinions and incorporate all good will participation to the success of the conference.

Furthermore, it is proposed to give greater visibility to the numerous initiatives run by civil society and non-governmental players, through a list of ["COP21 certified" projects](#) on the Conference's site.

Run by the Ministry of Ecology, Sustainable Development and Energy, the **global public debate**, involving 75 countries on the same day, on 6 June 2015, was also the greatest citizens' consultation ever carried out on climate and energy. This event enabled more than 10,000 citizens throughout the entire world to seek information, discuss, reach an informed opinion and give their views on the five key subjects of the negotiations in the 21st Session of the Conference of the Parties (COP21).

First elements contribute to provide transparency on the preparation of the conference and the progress of negotiations:

- The list of all observers accepted by the United Nations is accessible on the site of the United Nations Framework Convention on Climate Change (UNFCCC) ([non-governmental organizations](#) and [intergovernmental organizations](#))
- The [timetable of climate events](#) has been put online on the COP21 website

- A report on the content of the main international meetings on the topics of the environment and sustainable development is accessible via the [Earth Negotiations Bulletin](#) produced by the [Reporting Services of the International Institute for Sustainable Development](#), for which the Ministry of Foreign Affairs and International Development funded the French translation
- [The guide to information for civil society](#) is available on the COP21 site (French version)

This process of transparency and dialogue with civil society will be extended after the COP21 Conference.

ROADMAP

⇒ **Bring together civil society's representatives before each informal negotiating meeting**

- A first meeting was organized before the informal session on climate negotiations on 6-8 May 2015, with civil society (French and international NGOs, representatives of unions at the UN...) in order to present the work and the state of progress of negotiations and take part in the discussion
- New meetings will take place alongside the forthcoming negotiation sessions

⇒ **Create a participatory platform to mobilize civil society in preparation for COP 21, which may be extended to other consultations**

- Between June and November 2015, draft a first version, with the aim of:
 - o raising awareness of environmental dialogue and the main stakes of the energy transition
 - o organize a network involving inhabitants, action groups, project holders, companies, local authorities and stakeholders
 - o facilitate contacts and cooperation between the various players in environmental e-citizenship, including through online exchanges
 - o create decentralized cooperation and develop a community of players in environmental e-citizenship
 - o collect the suggestions and opinions of Internet users to allow the collaborative listing of local initiatives and constitute a broad database
- Develop of a second version of the platform in order to ensure that citizens' mobilization lasts beyond COP 21. This second version could be extended further to support future citizens' consultations led by the Ministry of Ecology, Sustainable Development and Energy

⇒ **Continue the consultation on climate issues in order to follow up on from the global citizens' debate on 6 June 2015, which assembled more than 10,000 citizens from 75 countries**

COMMITMENT 25.**OPEN DATA AND MODELS RELATED TO CLIMATE AND SUSTAINABLE DEVELOPMENT**

LEAD INSTITUTIONS: Ministry of Ecology, Sustainable Development and Energy; Minister of State for State Reform and Simplification attached to the Prime Minister

STAKES

Opening data and models related to climate and sustainable development will serve to:

- Educate and raise awareness of citizens concerning climate issues, with data visualizations or applications, which could illustrate the major challenges regarding climate (to be used by journalists, researchers and all interested actors)
- Support civil society representatives and NGOs positions
- Stimulate economic and social innovation and allow third-parties to develop innovative solutions to climate challenges.

CONTEXT & AIM

A document was published in November 2014 on the occasion of the **Environmental Conference** to prepare the 2015 roadmap that the Government will use to define the national application of the contribution of the European Union to the universal agreement on climate. This document states (Point 56) that *"in order to mobilize players of digital civil society, researchers and media, the government will open datasets relating to the topics debate. They will be published on data.gouv.fr several months before the 2015 Paris Climate Conference. It will encourage its foreign partners to do likewise"*.

ROADMAP

- ⇒ **Provide on the platform data.gouv.fr data, models and simulators regarding climate, energy transition and sustainable development**
- ⇒ **Release and publish data from impact assessment studies realized by the Ministry of Ecology, Sustainable Development and Energy**

COMMITMENT 26.**INITIATE NEW COLLABORATIONS WITH CIVIL SOCIETY TO DEVELOP INNOVATIVE SOLUTIONS TO MEET THE CHALLENGES OF CLIMATE AND SUSTAINABLE DEVELOPMENT**

LEAD INSTITUTIONS: Ministry of Ecology, Sustainable Development and Energy, Ministry of State for State Reform and Simplification, attached to the Prime Minister; Météo France; Institut national de l'information géographique et forestière (IGN); Centre National d'Etudes Spatiales (CNES)

STAKES

In addition to the international agreement expected in Paris, concrete initiatives bringing together governments and non-governmental actors could be developed. This "Agenda of Solutions"³⁷, aims to support and intensify the commitments of States in reducing greenhouse gases, in adapting to the impact of climate disruption and in funding these actions.

CONTEXT & AIM

Numerous initiatives will be promoted in this agenda. Amongst them, a major innovation process has begun in France, the C3 or "Climate Change Challenge" (<http://c3challenge.com>) initiative. C3 aims to stimulate the emergence of innovations promoting the use of data and services. The program seeks to create a lasting effect over time, stimulating and organizing collaboration between entities owning information and know-how and data reusers (public and private economic actors, regions, general public) in order to:

- Bring forward innovative solutions related to understanding, prevention and adaptation to climate change;
- Raise public awareness on climate change and turn the public into actors involved in the challenge;
- Open and organize the dialogue between stakeholders in climate change in a participatory approach;
- Allow the collaborative involvement of everyone in the search for solutions to the problems and opportunities caused by climatic change;
- Discover and test new strategies for the provision of data, knowledge and know-how

ROADMAP

⇒ **Launch and organize the first stages of the C3 operation throughout 2015**

⇒ **Reward the winners of the C3 operation during the COP21 Conference**

- Laureates of the C3 challenge organized in parallel by the Mexican government will also be present in Paris

⇒ **Continue the operation in 2016 and 2017**

- Monitor and support the best innovative projects capitalize on the best challenges to issue new calls for proposal, perpetuate online tools for expression by citizens

³⁷ <http://www.cop21.gouv.fr/fr/mobilisons-nous/l-agenda-des-solutions>

Appendix 1: Methodology for NAP Development

The building and preparation of the National action plan for open government provided an opportunity for a vast consultation with civil society, within the government and the administration as well as with independent authorities.

Coordinated by [Etalab](#) within the Secretariat-General for Government Modernization, this action plan's preparation began with the Paris conference "From open data to open government", organized in April 2014, which brought together more than 400 participants (representatives of governments, experts and academics, administrations and representatives of civil society) and allowed the outlines of the French project for open government to be sketched out.

This initial work laid the basis for the composition of the action plan, its preparation was specified from October 2014. The ideas identified were drawn up from:

1. **An important online consultation**, carried out from October 2014 to March 2015, and coordinated by the French Digital Council (CNNum): This consultation collected **17,678 contributions from more than 5,000 participants**. All of the data in this consultation, as well as the summaries – which were themselves submitted for comments during a period of one month – are available on the CNNum³⁸ site.

Within the topic dedicated to the transformation of public action, **two consultations were entirely devoted to "Open Data" and to "Open Government"**. The contributions published in the other consultation subjects (notably "[Technological strategy of the State and public services](#)") also fuelled the discussions on open government.

2. **Bilateral interviews and work sessions** with some [fifty associations, experts and groups of experts](#). The list of organizations and personalities met was published on [Etalab's blog](#).
3. **Workshops and contributory events, open to all** in different towns in France, by Etalab or third parties (associations, NGOs, local authorities, etc.) in the form of relay workshops. Networks of students were also contacted: Audencia Nantes and Lille Institute of Political Studies, Sciences Po Paris and Strasbourg, Compiègne University of technology.

Workshop Example

Event	Workshop / Debate	Organisation
 Audencia Nantes and Lille Institute of Political Studies On 20/11/14 in Lille	Open government <ul style="list-style-type: none"> • the patient in the digital era • the budget and citizens' participation • digital technology: a tool for internal security? 	Organisation by the students of the masters' degree course on Management of Public Policies at Audencia, Nantes and the Lille Institute of Political Studies
 Compiègne University of Technology On 21/01/15 in Compiègne	How to renew the public debate in the digital era?	Organisation by the teachers at the University, the National Commission for Public Debate and Etalab .

³⁸ <http://contribuez.cnnumerique.fr/actualite/les-6-mois-de-la-concertation-nationale-%E2%80%99Cambition-num%C3%A9rique%E2%80%9D-en-data>

Event	Workshop / Debate	Organisation
 On 11/12/14 in Paris	Renewal of modes of cooperation between the State and the citizen	Co-organisation by Etalab and the National Commission for Public Debate
 Relay-workshop On 16/12/14 in Brest	"Open gov": how to improve transparency of public action and citizens' participation	Organisation by Brest métropole océane and the City of Brest, in partnership with Mégalis Bretagne and La Cantine numérique Brestoïse
 Relay-workshop on Open Data On 18/12/14 in Paris	Open data: towards a more open democracy?	Organisation by the association Décider Ensemble
 Contributive day #3 On 19/01/15 in Bordeaux	Open government in the regions	Co-organisation by Etalab and the French Digital Council
 Contributive day #3 On 19/01/15 in Bordeaux	Opening of data and public models	Co-organisation by Etalab and the French Digital Council
 Relay-workshop On 26/01/15 in Paris	"Open gov": how to improve transparency of public action and citizens' participation	Organisation by France Stratégie

4. **From the mobilization of Etalab's network of experts:** Composed of qualified personalities from civil society, from the worlds of research, business, open data or civic associations, this network is intended to inform governmental action in matters of the opening of data and of open government. Three meetings were devoted to the Action Plan
5. Proposals made in **recent reports, as well as proposals from research institutes and think tanks:** Nadal report, Lemoine report, Oural report, Bouchoux report, France Stratégie report on the public action of the future, reports from the Economic, Social and Environmental Council (CESE), as well as Work carried out by Renaissance Numérique, Terra Nova and the Montaigne Institute on "[Updated democracy](#)"...
6. **Presentations, interviews and inter-services meetings with all the ministries**

All of these actions enabled:

- raising awareness and communicating on open government and the preparation of the plan
- collecting new ideas, submitting proposals to civil society and working on commitments
- providing information on the progress of work and reiterating the content of the plan.

From the emergence of the first ideas, **progress report meetings open to everyone** (and accessible remotely by videoconference) were organized every month from December 2014. The media were always published on [Etalab's blog](#).

This intense consultation enabled the identification of numerous aspirations and ideas for improving democratic functioning.

Under the aegis of the Prime Minister the proposals concerning government action were validated by the ministries concerned and formally accepted in an interministerial meeting. Other commitments were contracted by independent authorities.

Above all, this work initiated a process of dialogue and contribution that should be maintained and developed in order to ensure the implementation of this plan and prepare subsequent versions of it.

Appendix 2: Glossary

API (Application Programming Interface)

For data, this is usually a way provided by the data publisher for programs or apps to read data directly over the web. The app sends the API a query asking for the specific data it needs, e.g. the time of the next bus leaving a particular stop. This allows the app to use the data without downloading the whole dataset, saving bandwidth and ensuring that the data used is the most up-to-date available.

Source : <http://opendatahandbook.org/glossary/en/>

Commons

« Commons » are resources that are managed by a community which defines usage rights, organizes its own governance, and works to protect resources devoted to collective usage against private propriety. It can be a local community managing hard resources (ex: shared garden) or a global community managing soft resources (ex: Wikipedia). The "commons" approach can be an alternative governance mode to the one offered by the State or private actors.

Source : *Conseil national du numérique*

Crowdfunding

Crowdfunding is the practice of funding a project or venture by raising monetary contributions from a large number of people, typically via the internet

Source : <https://en.wikipedia.org/wiki/Crowdfunding>

Crowdsourcing

Dividing the work of collecting a substantial amount of data into small tasks that can be undertaken by volunteers. For example, Wikipedia is a crowd-sourced encyclopedia

Source : <http://opendatahandbook.org/glossary/en/>

Data portability

Data portability is the ability for people to reuse their data that have been created through their own use of a service. Thus, it is the ability for people to be able to control their identity, media and other forms of personal data. Their data can then be used for their personal purposes or can be given to another organization through interoperable applications.

Source : <https://en.wikipedia.org/wiki/DataPortability>

Data Science

Data Science is the extraction of knowledge from large volumes of data that are structured or unstructured. Data science employs techniques and theories drawn from many fields within the broad areas of mathematics, statistics, information theory and information technology, including signal processing, probability models, machine learning, data mining, database, data engineering, pattern recognition and learning, visualization, predictive analytics, etc..

Source : https://en.wikipedia.org/wiki/Data_science

Data visualization

Data visualization refers to the techniques used to communicate data or information by encoding it as visual objects (e.g., points, lines or bars) contained in graphics. The goal is to communicate information clearly and efficiently to users.

Source: Michael Friendly (2008). "Milestones in the history of thematic cartography, statistical graphics, and data visualization".

Forge

In the Open Source development community, a forge is a web-based collaborative software platform for both sharing computer applications and developing them.

For users, a forge is repository of computer applications. The purpose of a forge is to both share the source code and provide an avenue for the voluntary donations of time and money that enable software projects to move forward at

their natural rate. Software forges have become popular, and have proven successful as a software development model for a large number of software projects.

For software developers it is a place to host their projects documentation, history, status and sourcecode. While the developer will depend on a software forge to integrate their web-based services and other project management needs, they will also need their own local integrated development environment.

Source : https://en.wikipedia.org/wiki/Forge_%28software%29

Hackathons

An event, usually over one or two days, where developers, subject experts and others come together to create apps, visualizations and prototypes that aim to address problems in a particular domain, usually making heavy use of data. The hackathon is a popular format in the open source community.

Source : <http://opendatahandbook.org/glossary/en/>

Interoperability

Relating to systems, especially of computers or telecommunications, that are capable of working together without being specially configured to do so

Source : <http://www.thefreedictionary.com/interoperability>

Machine Readable

A machine-readable format can be understood by a computer that can extract, transform and process the information and data

Source : https://en.wikipedia.org/wiki/Machine-readable_data

Metadata

Information about a dataset such as its title and description, method of collection, author or publisher, area and time period covered, license, date and frequency of release, etc. It is essential to publish data with adequate metadata to aid both discoverability and usability of the data.

Source : <http://opendatahandbook.org/glossary/en/>

Normative footprint

The normative footprint is the fact of attaching to a regulatory text the list of persons that were heard or that contributed to the drafting or introduction of a legal text.

Source : « Renouer la confiance publique » Jean-Louis Nadal, January 2015

Open data

Data is open if it can be freely accessed, used, modified and shared by anyone for any purpose – subject only, at most, to requirements to provide attribution and/or share-alike. Specifically, open data is defined by the Open Definition and requires that the data be A. Legally open: that is, available under an open (data) license that permits anyone freely to access, reuse and redistribute B. Technically open: that is, that the data be available for no more than the cost of reproduction and in machine-readable and bulk form.

Source : <http://opendatahandbook.org/glossary/en/>

Open Data Camp

An event where people with different competences (civil servants, developers, innovators, researchers...) collaboratively work, on a specific project or problem (apps creation, public policy analysis...) using open data. See examples : <https://www.etalab.gouv.fr/tag/open-data-camp>

Source : *Etalab*

Open Database License (ODbL)

The Open Database License (ODbL) is a "Share Alike" license agreement intended to allow users to freely share, modify, and use a database, for public or commercial purposes, while maintaining this same freedom for others, and mentioning the database when it generates new creation.

The Open Database License is a product of the opendatacommons.org project from the Open Knowledge Foundation.

Source : *internal*

Open Lab

Open labs are spaces open to everyone, for collaborative and creative work, aiming at promoting the culture of experimentation and open innovation. In the public sector, open labs intend to gather civil servants and external actors (from the private sector, designers, researchers...) to work on collaborative projects. These labs function with agile methods where anyone is free to contribute the way he wants.

Source : *Conseil National du numérique*

Open Source software

Software for which the source code is available under an open license. Not only can the software be used for free, but users with the necessary technical skills can inspect the source code, modify it and run their own versions of the code, helping to fix bugs, develop new features, etc. Some large open source software projects have thousands of volunteer contributors. The Open Definition was heavily based on the earlier Open Source Definition, which sets out the conditions under which software can be considered open source

Source : <http://opendatahandbook.org/glossary/en/>

Referential data

Referential data (or « pivot data ») are data that are used to name or identify entities (for example products, economic entities, locations, stakeholders, legal entities...). These reference systems are necessary to link together datasets that are not configured to work together, and to build unified information architecture.

Source : *Conseil national du numérique*

Contact:

Mission Etalab – Secretary-General for Government Modernization

gouvernement-ouvert@data.gouv.fr

