

# **REPUBLIC OF FRANCE**

## **Public Administration Country Profile**

Division for Public Administration and Development Management (DPADM)  
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# France

[Click here](#) for detailed map



Source: [The World Factbook](#) – France

## Government type

Republic

## Independence

486 (unified by Clovis)

## Constitution

adopted by referendum 28 September 1958

## Legal system

civil law system with indigenous concepts; review of administrative but not legislative acts

## Administrative divisions

122 regions (regions, singular - region);

Source: [The World Factbook](#) – France

With 551,000 sq. km, France is the largest country in Western Europe (almost one fifth of the total area of the European Union), with a vast maritime zone (exclusive economic zone extending over 11 million sq. km). Since 1958, it has constructed a presidential democracy resistant to the instabilities experienced in earlier parliamentary democracies. In recent years, its reconciliation and cooperation with Germany have proved central to the economic integration of Europe, including the introduction of a common exchange currency, the euro, in January 1999. At present, France is at the forefront of efforts to develop the EU's military capabilities to supplement progress toward an EU foreign policy.

The most recent census was in March 1999. On 1 January 2000, Metropolitan and Overseas France had 60.4 million inhabitants, including 4 million foreign residents of whom 1.5 million were European Union nationals. France accounts for 16% of the European Union's population. In the space of ten years (1988-1998), life expectancy has risen by two years for men (74 years) and three for women (82 years).

France is also the world's fourth largest economic power in terms of GDP. The country's assets are varied and include its transport and telecommunications sectors, agri-foodstuffs and pharmaceutical industries, along with banking, insurance, tourism and the traditional luxury products (leather goods, ready-to-wear fashion, perfumes, fine wines and spirits, etc.) In 1999 France had a trade surplus of 18.9 billion euros; it is the world's fourth largest exporter of goods (mainly durables) and ranks second in services and agriculture (cereals and agri-foodstuffs in particular). It is the leading

producer and exporter of farm products in Europe. France carries out 63% of its trade with its European Union partners (50% within the euro area). France ranks fourth internationally for direct inward investment.

Source: French embassy in the USA (2005) & The World Factbook – France (2005)

# 1. General Information

<b>1.1 People</b>	<b>France</b>	<b>UK</b>	<b>Germany</b>	<b>1</b>
<b>Population</b>				a
Total estimated population (,000), 2003	60,144	59,251	82,476	
Female estimated population (,000), 2003	30,845	30,388	42,177	
Male estimated population (,000), 2003	29,299	28,863	40,299	
Sex ratio (males per 100 females), 2003	95	95	96	
Average annual rate of change of pop. (%), 2000-2005	0.47	0.31	0.07	
<b>Youth and Elderly Population</b>				b
Total population under age 15 (%), 2003	19	18	15	
Female population aged 60+ (%), 2003	23	23	27	
Male population aged 60+ (%), 2003	18	19	21	
<b>Human Settlements</b>				c
Urban population (%), 2001	76	90	88	
Rural population (%), 2001	24	10	12	
Urban average annual rate of change in pop. (%), '00-'05	0.58	0.25	0.17	
Rural average annual rate of change in pop/ (%), '00-'05	-0.34	-0.5	-1.55	
<b>Education</b>				d
Total school life expectancy, 2000-2001	15.4	16.3	15.3 <sup>i</sup>	1
Female school life expectancy, 2000-2001	15.7	16.7	15.1 <sup>i</sup>	1
Male school life expectancy, 2000-2001	15.1	15.8	15.4 <sup>i</sup>	1
Female estimated adult (15+) illiteracy rate (%), 2000	..	..	..	2
Male estimated adult (15+) illiteracy rate (%), 2000	..	..	..	2
<b>Employment</b>				e
Unemployment rate (15+) (%), 2000	8.8	5.5 <sup>ii a</sup>	7.9 <sup>ii</sup>	1
Female adult (+15) economic activity rate (%), 2000	48	53 <sup>ii a</sup>	49 <sup>ii</sup>	2
Male adult (+15) economic activity rate (%), 2000	62	71 <sup>ii a</sup>	66 <sup>ii</sup>	2

Notes: <sup>i</sup> 1998/1999, <sup>ii</sup> 2001, <sup>a</sup> Age 16+ years.

<b>1.2 Economy</b>	<b>France</b>	<b>UK</b>	<b>Germany</b>	<b>2</b>
<b>GDP</b>				a
GDP total (millions US\$), 2002	1,409,604 <sup>i</sup>	1,552,437	1,976,240	
GDP per capita (US\$), 2002	23,714	26,376	23,956	
PPP GDP total (millions int. US\$), 2002	1,554,483	1,510,997	2,171,624	
PPP GDP per capita(int. US\$), 2002	26,151	25,672	26,324	
<b>Sectors</b>				b
Value added in agriculture (% of GDP), 2003	2.7	1.0	1.1 <sup>ii</sup>	
Value added in industry (% of GDP), 2003	24.5	26.6	29.4 <sup>ii</sup>	
Value added in services (% of GDP), 2003	72.8	72.4	69.4 <sup>ii</sup>	
<b>Miscellaneous</b>				c
GDP implicit price deflator (annual % growth), 2004	1.2	3.2	1.1	
Private consumption (% of GDP), 2003	55.6 <sup>iii</sup>	65.6	58.6 <sup>ii</sup>	
Government consumption (% of GDP), 2003	24.3	21.1	19.3 <sup>ii</sup>	

Notes: <sup>i</sup> Data include the French overseas departments of French Guiana, Guadeloupe, Martinique, and Réunion, <sup>ii</sup> 2003, <sup>iii</sup> 1994.

<sup>1</sup> [United Nations Statistics Division](#):

<sup>a</sup> [Statistics Division and Population Division of the UN Secretariat](#); <sup>b</sup> [Statistics Division and Population Division of the UN Secretariat](#); <sup>c</sup> [Population Division of the UN Secretariat](#); <sup>d1</sup> [UNESCO](#); <sup>d2</sup> [UNESCO](#); <sup>e1</sup> [ILO](#); <sup>e2</sup> [ILO/OECD](#)

<sup>2</sup> [World Bank - Data and Statistics](#):

<sup>a</sup> [Quick Reference Tables](#); <sup>b</sup> [Data Profile Tables](#); <sup>c</sup> [Country at a Glance](#)

1.3 Public Spending	France	UK	Germany	
<b>Public expenditures</b>				3
Education (% of GNP), 1985-1987	5.5	4.8	..	a
Education (% of GNP), 1995-1997	6 <sup>i</sup>	5.3 <sup>i</sup>	4.8 <sup>i</sup>	a
Health (% of GDP), 1990	6.7	5.1	5.9	
Health (% of GDP), 1998	7.3 <sup>ii</sup>	5.8 <sup>ii</sup>	7.9 <sup>ii</sup>	
Military (% of GDP), 1990	3.5	3.9	2.8 <sup>iii</sup>	b
Military (% of GDP), 2000	2.6	2.5	1.5	b
Total debt service (% of GDP), 1990	..	..	..	
Total debt service (% of GDP), 2000	..	..	..	

Notes: <sup>i</sup>Data may not be strictly comparable with those for earlier years as a result of methodological changes, <sup>ii</sup>Data refer to 1999, <sup>iii</sup>Data refer to the Federal Republic of Germany before reunification.

1.4 Public Sector Employment and Wages						
<i>Data from the latest year available</i>		France 1991-1995	France 1996-2000	European Union Average <sup>4</sup> 1996-2000	High income OECD average <sup>4</sup> 1996-2000	High income group average <sup>4</sup> 1996-2000
<b>Employment</b>						
Civilian Central Government <sup>5</sup>	(,000)	..	2,086			
	(% pop.)	..	3.6	4.1	..	2.8
Sub-national Government <sup>5</sup>	(,000)	..	1,374			
	(% pop.)	..	2.4	4.1	..	2.8
Education employees	(,000)	..	946			
	(% pop.)	..	1.6	1.2	..	1.3
Health employees	(,000)	..	908			
	(% pop.)	..	1.6	1.2	..	1.1
Police	(,000)	..	..			
	(% pop.)	..	..	..	..	..
Armed forces	(,000)	409	359			
	(% pop.)	0.7	0.7	0.5	..	0.5
SOE Employees	(,000)	..	..			
	(% pop.)	..	..	..	..	..
Total Public Employment	(,000)	..	..			
	(% pop.)	..	..	..	..	..
Total Central gov't wage bill	(% of GDP)	4.2	4.5	3.6	..	4.2
Total Central gov't wage bill	(% of exp)	16.3	15.9	12.8	..	16.4
Average gov't wage	(,000 LCU)	114	145			
Real ave. gov't wage ('97 price)	(,000 LCU)	..	145			
Average gov't wage to per capita GDP ratio		1.0	1.0	..	..	..

Source: World Bank - Public Sector Employment and Wages

<sup>3</sup> UNDP - Human Development Report 2002

<sup>a</sup> Data refer to total public expenditure on education, including current and capital expenditures.

<sup>b</sup> As a result of a number of limitations in the data, comparisons of military expenditure data over time and across countries should be made with caution. For detailed notes on the data see SIPRI (2001).

<sup>4</sup> Averages for regions and sub regions are only generated if data is available for at least 35% of the countries in that region or sub region.

<sup>5</sup> Excluding education, health and police – if available (view [Country Sources](#) for further explanations).

## 2. Legal Structure

Today a unitary semi-presidential Republic, France has developed strong local governments in parallel with central government branch offices at the local level, reflecting a mix of powers between local government and central government which could be a distinctive element of the French administrative organisation.

Source: The World Bank – French Administration Tradition (2005)

### 2.1 Legislative Branch

bicameral Parliament or Parlement consists of the Senate or Senat (321 seats - 296 for metropolitan France, 13 for overseas departments and territories, and 12 for French nationals abroad; members are indirectly elected by an electoral college to serve nine-year terms; elected by thirds every three years); note - between now and 2010, 25 new seats will be added to the Senate for a total of 346 seats - 326 for metropolitan France and overseas departments, 2 for New Caledonia, 2 for Mayotte, 1 for Saint-Pierre and Miquelon, 3 for overseas territories, and 12 for French nationals abroad; members will be indirectly elected by an electoral college to serve six-year terms, with one-half the seats being renewed every three years; and the National Assembly or Assemblée Nationale (577 seats; members are elected by popular vote under a single-member majority system to serve five-year terms)<sup>6</sup>

*Women in parliament:* lower house 70 out of 574 seats (12.2) and upper house 56 out of 331 (16.9%)<sup>7</sup>

According to Article 24 of the Constitution, Parliament shall comprise the National Assembly and the Senate. The two assemblies do not have the same electoral body: direct universal suffrage for the National Assembly and indirect, for the Senate, whose electoral college comprises approximately 150,000 persons (Article 24, paragraphs 2 and 3 of the Constitution).

The Senate is a permanent assembly which cannot be dissolved: its members are elected for six years, are renewed by half every three years. The deputy's mandate, which is normally for five years, can be interrupted by the dissolution of the National Assembly by the President. The senator has a six year mandate. The National Assembly is renewed fully; the Senate is renewed by half every three years. The President of the Republic can dissolve the National Assembly, but not the Senate.

The electoral Act currently in force, which reintroduced the majoritarian system in single-member constituencies, after a proportional episode, is Act no. 86-825 of 11 July 1986. There are 577 deputies broken down as follows: Metropolitan France 555, Overseas departments 15 (French Guiana, Guadeloupe, Martinique, Réunion), Overseas territorial units 2 (Mayotte, Saint Pierre and Miquelon), Overseas territories 5 (New Caledonia, French Polynesia, Wallis and Futuna).

#### Fact box:

*elections:* Senate - last held 26 September 2004 (next to be held September 2007);

National Assembly - last held 8-16 June 2002 (next to be held not later than June 2007)

*election results:* Senate - percent of vote by party - NA%; seats by party - UMP 156, PS 97, UDF 33, PCF 23, RDSE 15, other 7; National Assembly - percent of vote by party - NA%; seats by party - UMP 355, PS 140, UDF 29, PCF 21, Radical Party 7, Greens 3, other 22

Source: French National Assembly (2006) - edited

<sup>6</sup> Source of fact boxes if nothing else stated: [The World Factbook](#) - France

<sup>7</sup> [Inter-Parliamentary Union](#) - [Women in National Parliaments](#)

## 2.2 Executive Branch

cabinet: Council of Ministers appointed by the president on the suggestion of the prime minister  
elections: president elected by popular vote for a five-year term (changed from seven-year term in October 2000); election last held 21 April and 5 May 2002 (next to be held, first round April 2007, second round May 2007); prime minister nominated by the National Assembly majority and appointed by the president

In France, executive power is shared between the President of the Republic and the Prime Minister. The Head of State, the President, is elected by direct universal suffrage. He is responsible for the proper functioning of public powers and the continuity of the state. His functions and powers include promulgating laws, calling for referendum, dissolving the Parliament, negotiating and ratifying treaties, etc.

### Fact box:

chief of state: President  
Jacques CHIRAC (since  
17 May 1995)  
head of government:  
Prime Minister  
Dominique DE VILLEPIN  
(since 31 May 2005)

The President appoints the president of the Constitutional Council whose functions include examining the constitutionality of Bills before promulgation and decides whether certain legislation is within the competence of Parliament or the Government. The President also has the power to appoint the Prime Minister and, on the latter's recommendation, other Ministers. The President presides over the Council of Ministers (Cabinet). Normally, the President's official decisions have to be countersigned by the Prime Minister and the appropriate Ministers. The Government is headed by the Prime Minister and is responsible to a bicameral Parliament, comprising the National Assembly and the Senate.

The President can, after consulting with the Prime Minister and the Presidents of both Houses of Parliament, dissolve the National Assembly, unless a dissolution has taken place within the previous 12 months. There is no provision in the Constitution for the dissolution of the Senate. The Prime Minister is usually a person who has been a Member of the National Assembly.

Source: Legal Council of the Hong Kong Special Administrative Region – Delegation of the Panel of Constitutional Affairs /on duty visit to study the system of executive accountability in the United Kingdom, France and Germany (2001)

## 2.3 Judiciary Branch

Supreme Court of Appeals or Cour de Cassation (judges are appointed by the president from nominations of the High Council of the Judiciary); Constitutional Council or Conseil Constitutionnel (three members appointed by the president, three appointed by the president of the National Assembly, and three appointed by the president of the Senate); Council of State or Conseil d'Etat

The Constitutional Council was created by the Constitution of the Fifth Republic on 4 October 1958. It is a recent institution, without any institutional precedent. The Constitutional Council is not situated at the summit of a hierarchy of judicial or administrative courts.

The Constitutional Council is composed of nine members, one-third of whom are replaced every three years. The members of the Council are appointed by the President of the Republic and by the Presidents of each of the Parliamentary Assemblies (Senate and National Assembly). Former Presidents of the Republic are de jure life members of the Constitutional Council, provided they do not occupy a post incompatible with the mandate of Council member. The President of the Constitutional Council is appointed by the President of the Republic from among the members he nominates.

The members are appointed for a non-renewable nine-year term. However, where a member is appointed to replace another member who is unable to complete his term of office, the term of office of the replacement may be extended for the duration of a complete mandate if, on expiry of the mandate of the member who was replaced, his replacement has not occupied the post for more than three years. There are no age or professional qualifications for membership of the Constitutional Council. During their term of office, members of the Council cannot be appointed to public posts or be promoted on merit if they are civil servants.

Source: Constitutional Court of France (2006)

In addition to the constitutional court, there are two other types of courts : Civil courts (district courts, commercial courts, social security courts and the Conseils des prud'hommes for labor relations disputes between employees and employers) and criminal courts which distinguish three types of offence: (i) Contraventions (petty offences), tried by police courts; (ii) délits (misdemeanors), tried by criminal courts, (iii) Crimes (serious indictable offences) tried by the Assize Court (the only court with lay jurors and whose sentences cannot be appealed).

Source: French embassy in the USA (2005)

## **2.4 Local Government**

The decentralisation law of 2 March 1982 and the legislation completing it marked the Paris government's desire to alter the balance of power between the state and local authorities (regions, departments and communes). It gave far greater autonomy in decision-making by sharing administrative and budgetary tasks between central and local authorities.

In France there are three main tiers of local administration: the commune, department and region. These are both districts in which administrative decisions made at national level are carried out and local authorities with powers of their own. Legally speaking, a local authority is a public-law corporation with its own name, territory, budget, employees, etc. and has specific powers and a certain degree of autonomy vis-à-vis central government. In addition, there are France's overseas territories and regional bodies (collectivités territoriales) with special status (Paris, Marseille, Lyon, Corsica, Mayotte and Saint-Pierre-et-Miquelon).

The commune, which dates from 1789, is the lowest tier of the French administrative hierarchy. There are nearly 37,000 communes, many more than are found in the other countries of the European Union. In France the term commune is applied to all municipalities whatever their size – 80 per cent of them have fewer than 1,000 residents. This situation has led the government to encourage smaller communes to merge to form urban communities (communautés urbaines) or group together in associations of several communes (syndicats intercommunaux).

There are 100 departments in France, 96 in metropolitan France and four overseas (Martinique, Guadeloupe, Réunion and French Guiana). Established in 1789, the department has developed from a partially decentralised local authority to one with full powers of its own (since 1982). It has played a prominent role in the country's administrative and geographical organisation. The department essentially has competence in health and social services, rural capital works, departmental roads, and the capital expenditure and running costs of colleges. Regional department Prefects held the executive power in the departments, but the law of March 1982

modified their powers. Appointed by the government, the Prefect is still the sole person empowered to act on the state's behalf in the department. Prefects represents the Prime Minister and all the members of the government, has authority over the state's external services in the department and ensures the administrative supervision of the department's local authorities.

France has 26 regions, 22 in metropolitan France and four overseas. The latter have a special status, being at the same time departments and regions. Created in 1955 to provide a framework for regional town and country planning, the region became a local authority in 1982. Its main spheres of competence are planning, regional town and country planning, economic development, vocational training, and the building, equipment and running costs of schools (lycées).

Source: city mayor Government – A complex system aims to bring French local government closer to the people (2006)

## 3. The State and Civil Society

### 3.1 Ombudsperson

The Ombudsman is known as the mediator system in France. The mediator receives complaints through the "filter" of a National Assembly Deputy or Senator rather than directly from the citizens. The mediator's competence extends to all areas of administration. The mediator can request any information from administrative agencies which he considers pertinent and can initiate proceedings against malfeasant civil servants. He submits an annual report to the President of the Republic and Parliament which contains a summary of the cases dealt with and the recommendations for reform.

Source: Legal Council of the Hong Kong Special Administrative Region – Delegation of the Panel of Constitutional Affairs on duty visit to study the system of executive accountability in the United Kingdom, France and Germany (2001)

### 3.2 Civil Society

France has a quite sizable nonprofit sector that is heavily supported by the French state. However, this development is relatively new and is in part the product of social policies introduced by the Mitterand government in the early 1980s. During the 1960s and the 1970s, the French nonprofit sector grew mainly within a context of state provided welfare. More recently the Decentralization Acts, passed in 1982 and 1983, provoked a reappraisal of the role that central and local governments traditionally played in relation to public and private human service organizations.

This push toward decentralization induced a break with the two hundred-year Jacobin tradition, thus encouraging closer contact between the third sector and local authorities. Because funding and other limitations of the state have reduced its capabilities to cope on its own with the social welfare, culture, education, and environmental challenges of our time, citizens have sought to take a more direct part in social problem-solving and public affairs. Due to this shift away from state-directed action, nonprofit organizations have grown in importance. In present-day France, between 60,000 and 70,000 associations are created every year.

Figure 1.1 (see next page) illustrates the overall importance of the three major sources of income for the French nonprofit sector: public sector funding, private earned income, and private giving. Public sector payments, comprising 58 percent of the total income, are the dominant revenue source, allocated primarily from social security, secondarily from central government, and lastly from local government. Central government subsidies and payments are highly concentrated in education and research, while local government money is more widely dispersed: culture and recreation, light social services, development and housing, professional and civic organizations rely on local government subsidies or contracts. These local government funds also have become a growing resource for education since decentralization in 1983. Private earned income represents a little more than one third of total resources: commercial resources, i.e. fees, charges, and sales are the main component; membership dues make up a smaller constituent; and finally, at a very low level, investment income contributes minimal resources. Private giving is nominal, comprising only 7 percent of the total revenue; half comes from individual contributions, and the other half from corporate giving or sponsorship.



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Sources of nonprofit sector revenue in France, 1995

Source: John Hopkins University Institute for Policy Studies – Center for civil Society studies – The comparative non-profit sector – France (2006)

## 4. Civil Service

The French public service consists of three main sections – State civil service (central administrations, regional and departmental services of the State, public establishments of the State), – territorial civil service (civil servants of the municipalities, departments and regions), – hospital civil service (administrative and nursing staffs of the public hospitals). The total number of public agents is approximately 4.8 million (officials, contractual agents, magistrates and military), of which 2.3 million for the State civil service, 1.1 million for the territorial civil service and 800,000 for the public hospital civil service. The remainder corresponds to the personnel of public establishments or Agencies, like the National Agency for Employment, the National Centre of the Scientific Research, Offices for housing, etc.

The structure of the French civil service is characterised by its fragmentation, due to several factors. First, the large range of hiring bodies (ministries, local governments, health facilities, branch offices, établissements publics) and the existence of three different sections of civil service (State, Local governments, Health). Second, within the State civil service stricto sensu (i.e., with tenure), corps, grading and hierarchy are precisely defined and strengthen the esprit de corps, while contract employees belong to another structure (see section 4.6 for more details).

Source: Labor relations in the Belgian, French, German and Dutch public services (2001), the World Bank – French Administration Tradition (2005) and The European Union – Information on the Structure of the civil and Public service of the EU Member States and Applicant States (2005)

### 4.1 Legal basis

The current French civil service system is based on four civil service laws. Together these form the general civil service statute. The statute consists of a basic law providing for the rights and obligations of all civil servants as well as of three laws that relate to the three civil service groups. These laws concern the French State civil servants (la Fonction publique de l'Etat), the public servants working in regional and local government (la fonction publique territoriale) and the public servants working in the public hospitals, in particular nursing staff (la fonction publique hospitalière). Civil service law consists further mostly of government decrees.

Source: Labor relations in the Belgian, French, German and Dutch public services (2001)

The central legal text that organises the career of civil servants in France is the Civil Service General Statute (CSGS). The CSGS applies to all civil servants. It embodies the rights and obligations of civil servants and emphasises the concepts of career and hierarchy. Furthermore, particular statutes have also been developed for each corps, each a complement to the CSGS. They aim at organising the career of civil servants within a corps. Dispositions include details about categories, classes and steps, promotion, performance evaluation disciplinary, etc. for that corps. Only few particular statutes derogate to the rules of the General Statute.

Source: The World Bank – French civil service General Statute (2005)

## 4.2 Recruitment

The first competitive entry exams were organised in the 1850s, for the grands corps. Competitive examinations take place each year. They are widely advertised, as well as the number of positions available. Two types of exams are organised: external exams, open to everybody, provided they fulfil the requirements (age, nationality, degree) and internal exams, for public-sector employees who seek promotion and meet the criteria (age, seniority). Application criteria and exam content depend on the given corps for which the exam is organised.

The very high selectivity rate of competitive exams demonstrates the power of attraction of the civil service in France, for varied reasons, notably, job security. The number of candidates (and female candidates in particular) to civil service entry exam appears to be significantly influenced by the unemployment rate amongst young people. Candidates with high qualification may also be attracted by higher salaries in the civil service at the beginning of the career, compared with private sector. As a consequence of this high selectivity, there is an increase in over-qualified candidates and then, personnel, which implies real difficulties for less qualified persons to pass entry exams, and later, internal promotion exams.

It is worth noting that entry to French civil service is open to all nationals of the European Union member States. However, French nationality is required to fill positions linked to the exercise of national sovereignty and prerogatives of public power (e.g., Foreign service or Army), whereas no nationality restrictions exist for other positions such as high-school teacher or hospital doctor.

Source: The World Bank – French civil service Management (2005)

## 4.3 Promotion

A majority of employees of central or local administrations are civil servants who are guaranteed a career in the administration. Civil servants start their career as trainees (*stagiaires*), generally for a period of one year. At the end of this probation and on-the-job training period, if they properly filled their duties, they are granted confirmation (*titularisation*) and tenure.

In the course of their career, civil servants may access to superior grades, corps or jobs; or within the same grade or corps, they may take up different jobs. In all cases, they are guaranteed to climb the steps within a grade, on the basis of seniority. Civil servants are given a grade within the corps hierarchy. As a rule and as a practice, grade (assigned to the individual and confers him/her rights) and job (the function) are different and independent from each other. The career system is valued as protection against political changes.

Source: The World Bank – French civil service Management (2005)

The system of career progression within the civil service is based on automatic mechanisms and merit-based selection. There is step progression and class progression. Step progression are particular statutes define the minimum seniority required, though flexibility may apply. Most are automatic, every x year. In most corps, time spent in a step can either be shortened, as a good performance reward,

or increased, as a sanction for bad performance. Class progression consist of civil servants who wish to be promoted in the superior grade are registered, each year, in the promotion roster, in order of merit, as agreed within the corps. Merit appreciation is at the discretion of managers, with the joint administrative committee as an appeal court. Some corps can also require a professional exam. Finally, an internal competitive exam can be necessary to access the last class of a corps. As a general principle, class progression means change of job.

For civil servants who wish to change of corps, they may opt for mobility procedures such as secondment (*détachement*) or reassignment out of one's administration (*mise à disposition*); in practice only, civil servants of Category A use these. There is always the possibility to pass an internal competitive exam, such as the entry exam to civil service schools.

Source: The World Bank – French civil service Management (2005)

#### **4.4 Remuneration**

Each year, the government and civil service unions negotiate salary levels, based on a wage framework. Bonuses have been the answer to the issue of how to increase salaries without increasing the pensions and how to attract highly qualified individuals in a corps. All State civil servants are classified in a unique salary scale (see section 4.6). The different elements used to calculate the total pay consist of a basic index in euros, a multiplier corresponding to the civil servant's corps and grade, diverse benefits and indemnities relating to family situation (e.g., housing), as well as deductions, such as contributions to pension and taxes, and bonuses varying by corps.

This egalitarian system entails that civil servants at the same hierarchy level receive the same basic pay, within the same corps in the same Ministry, irrespective of the quality of their individual work. It is a global system, in which each group pay is related to all other groups' pay. These patterns make the system difficult to reform.

Source: The World Bank – French civil service Management (2005)

#### **4.5 Training**

France has an elaborated network of civil service schools. These schools are higher education institutions separate from public universities. Each of them is run under the supervision of the Minister whose competence. The most well know is the Ecole Nationale d'Administration (ENA) and is supervised by the Prime Minister (but managed by the Ministry of civil service).

Source: The World Bank – The civil service schools: A distinct recruitment and training system (2005)

The ENA was created in 1945 by the interim Liberation government headed by Charles de Gaulle, in order to rationalize and democratize the recruitment of personnel for the grand corps and higher civil service. ENA organizes three kinds of competitive entry examination every year: external exam, open to holders of a university degree or equivalent (many are first graduated from the Institute of Political Studies); internal exam for civil servants in activity wishing to get promoted; and a third competitive exam for people with work experience or holding elective functions. Selectivity is high: only 15% of the candidates sitting at the entry exam were accepted in 2004. Each promotion consists of about 100 students.

Source: The World Bank – The civil service schools: A distinct recruitment and training system (2005)

In addition, there is the right to in-service training is defined by the corps statute; it is managed by the personnel service, or the corps itself. As a general rule, it is optional, but may be mandatory in specific cases. Traditionally, in-service training was the prerogative of technical corps. However, in 2002, 55% of the training expenditure went to personnel working in the fields of youth, education and research. Every State civil servant has spent, on average, 3.5 days in continued training in 2002, against 4.1 in 2001. In-service training mainly aims at developing and improving skills; 17% of training is dedicated to preparing for internal competitive exams.

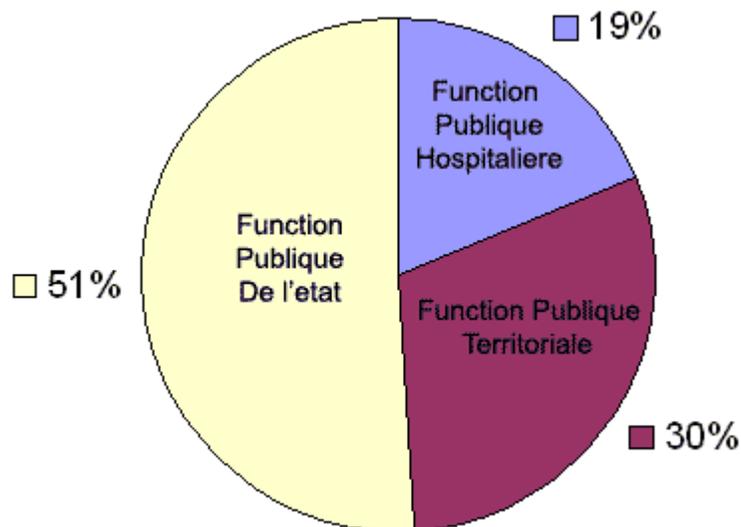
Source: The World Bank – The civil service schools: A distinct recruitment and training system (2005)

#### 4.6 Gender

Source:

#### 4.7 Civil Service structure and organization

The notion of civil service is commonly understood in France as personnel in general administration, education, hospital, police. Technically, it also refers to personnel of military status, as well as of judiciary status. Nonetheless, they are usually counted separately, as they have their own statutory law, different from that of the Civil Service General Statute (statut général de la fonction publique, CSGS). Legally, it refers to public sector employees ruled by the CSGS and contract employees ruled by public law. There are three sections of the civil service. Each of them has its own national statute that is established on the basis of the CSGS.



Source: DGAFP, 2003.

State civil service (fonction publique d'Etat). It covers the State's central administrations and their branch offices, at the region and département level. This also refers to employment within public services structures such as établissements publics in the field of education and research (universities, research institutes), as well as établissements publics directly under Ministries' responsibility.

Local government civil service (fonction publique territoriale ). It was created in 1984, as part of the decentralisation process. It includes all employment in local governments: (commune, département and regions) as well as in their établissements publics. Public health civil service (fonction publique hospitalière ). It includes all employment, except medical staff (doctors, biologists, chemists and orthodontists), in public hospitals and other public structures in the sectors of health and social care, such as pension homes, shelter homes, etc.

In regard to organisation of the civil service, the categories described below are not only used for hierarchical purpose, but also for clarifying employment conditions, as well as calculating salaries:

Category → Corps/employment framework → Grade → Class → Echelon

First, civil servants are split on the basis of level of responsibility and of education. There are three categories, from A to C, in decreasing order of educational knowledge theoretically required: civil servants in Category A occupy highly skilled or managerial positions, and have a higher education degree; Category B comprises agents in mid-level management tasks and requires a *baccalauréat* (end of secondary school degree); Category C includes personnel dedicated to day to day administrative tasks. Within each category, every civil servant belongs to a corps. Corps consist of civil servants ruled, managed and promoted according to the same own particular statute, supplementing the general statutory rules. Corps refer to a job family and qualification. For example, there is a corps of tax inspectors (Category A) and a corps of police officers (Category B).

Source: The World Bank – French civil service Management (2005)

#### **4.8 Higher Civil Service**

Higher civil service (HCS) consists of personnel who plays an active role in policy design and management, rather than interacting directly with public service users. They constitute a heterogeneous group whose members are difficult to identify. A common definition of French HCS (haute fonction publique) is: civil servants belonging to the *grands corps* or in higher management positions. Indeed, future HCS is mainly selected very early, by recruitment at the entry level through competitive examinations, with a very small proportion entering in the course of their career through promotion. This means that even if they are junior in civil service, these people will be considered higher, or senior, civil servants.

HCS has no specific statute; the distinction comes from the position they hold. They are appointed to a management position for a specific duration, and if not satisfactory, go back to their own corps. The major part of higher civil servants passed the entry exam of and was trained at prestigious highly selective civil service training schools, mainly ENA and Ecole Polytechnique. Top positions in the civil service include also these few posts for which recruitment is left at the discretion of

Government (Cabinet's appointment). However, appointees are picked among members of the ENA and Ecole Polytechnique graduates too. Thus, it is very difficult not only for highly qualified persons outside government, but also for high performers from other cadres/services, to get selected for top positions.

Mobility is another feature of the HCS. As a rule, top executive staff based in central government organisations rotate every three to six years. As a result, many of them have moved within the administration, more rarely abroad, although there are legal opportunities to switch between the civil service and private and public industry such as secondment (détachement), temporary and liberal posting out of one's administration (mise à disposition), leave without pay (mise en disponibilité).

Higher civil servants, and members of grands corps in particular, have often taken a leave to go work in State owned enterprises or private sector firms (called by a derogatory/slang word *pantoufler* based on the French word for slippers). It is not surprising knowing that high-level administrative positions have constantly been, until the mid- 1990s, paid much less than the equivalent positions in private firms, but also that further career opportunities become scarcer and scarcer as the individual climbs up the scale. This custom has implied too close interrelations and conflict of interest between financial, industrial, political and administrative circles which were highlighted by scandals, among which the Crédit Lyonnais bankruptcy is the latest.

Source: The World Bank – The French civil service (2005)

## 5. Ethics and Civil Service

### 5.1 Corruption

2003 CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt).

Corruption Perceptions Index							
Rank	Country	2003 CPI Score	Surveys Used	Standard Deviation	High-Low Range	Number Inst.	90 percent confidence range
1	Highly clean	9.7	8	0.3	9.2 - 10.0	4	9.5 - 9.9
23	France	6.9	12	1.1	4.8 - 9.0	8	6.3 - 7.4
133	Highly corrupt	1.3	8	0.7	0.3 - 2.2	6	0.9 - 1.7

Source: [Transparency International - Corruption Perceptions Index 2003](#)

**Surveys Used:** Refers to the number of surveys that were used to assess a country's performance. 17 surveys were used and at least 3 surveys were required for a country to be included in the CPI.

**Standard Deviation:** Indicates differences in the values of the sources. Values below 0.5 indicate agreement, values between 0.5 and c. 0.9 indicate some agreement, while values equal or larger than 1 indicate disagreement.

**High-Low Range:** Provides the highest and lowest values of the sources.

**Number Institutions:** Refers to the number of independent institutions that assessed a country's performance. Since some institutions provided more than one survey.

**90 percent confidence range:** Provides a range of possible values of the CPI score. With 5 percent probability the score is above this range and with another 5 percent it is below.

Civil servants are banned from any involvement in a company under the auspices of their department which would compromise their impartiality. Members of the French Government are required to make declaration of personal assets and submit it to the Commission for Financial Transparency in Politics.

The Court of Accounts, or Cour des comptes, has responsibilities with respect to central government departments, ministries and agencies, etc, covering regularity and management audits. The Court is presided over by a Premier président who is appointed by a decree of the Council of Ministers and enjoys security of tenure.

Inquiry commissions (or investigative committees) gather information and carry out investigation on a given issue. They are created by a vote in the Chamber concerned, and they may carry out investigation for a period of six months. A report is made public after completion of investigation. The hearings of the commissions are open to the public. Government activities can also be monitored by means of temporary information assignments, which may involve more than one committee. Information missions can seek information, hold hearings, and publish reports prior to the consideration of a policy or a Bill. They are smaller in scale than inquiry commissions. They touch on a variety of subjects, and serve as a forum for discussion, confrontation and conciliation.

Source: Legal Council of the Hong Kong Special Administrative Region – Delegation of the Panel of Constitutional Affairs on duty visit to study the system of executive accountability in the United Kingdom, France and Germany (2001)

## 5.2 Ethics

The law on the prevention of corruption and on the transparency of public life and public procedures (January 29, 1993, followed by a decree of February 15, 1995), has instituted a consultative committee charged with giving an opinion on the possibility of conflict of interest when a civil servant leaves his/her office to join a private firm. A ruling by the Council of State (12/06/96, Société Lambda") has imposed a very strict interpretation of the law, to the extent that it is now extremely difficult to get the authorisation to pantoufler in private companies with which the civil servant has had to deal in recent years.

Politicisation is very apparent within the administrative elite. A large part of higher civil servants constantly work closely with political managers, and serve periodically in the ministers' private offices (cabinets). Some may choose to join politics.

Source: The World Bank – The French civil service (2005)

Civil servants are banned from any involvement in a company under the auspices of their department which would compromise their impartiality. Members of the French Government are required to make declaration of personal assets and submit it to the Commission for Financial Transparency in Politics.

Source: Legal Council of the Hong Kong Special Administrative Region – Delegation of the Panel of Constitutional Affairs /on duty visit to study the system of executive accountability in the United Kingdom, France and Germany (2001)

## 6. e-Government

### e-Government Readiness Index:

The index refers to the generic capacity or aptitude of the public sector to use ICT for encapsulating in public services and deploying to the public, high quality information (explicit knowledge) and effective communication tools that support human development.

The index is comprised of three sub-indices: Web Measure Index, Telecommunications Infrastructure Index and Human Capital Index.

### Web Measure Index:

A scale based on progressively sophisticated web services present. Coverage and sophistication of state-provided e-service and e-product availability correspond to a numerical classification.

### Telecommunications Infrastructure Index:

A composite, weighted average index of six primary indices, based on basic infrastructural indicators that define a country's ICT infrastructure capacity.

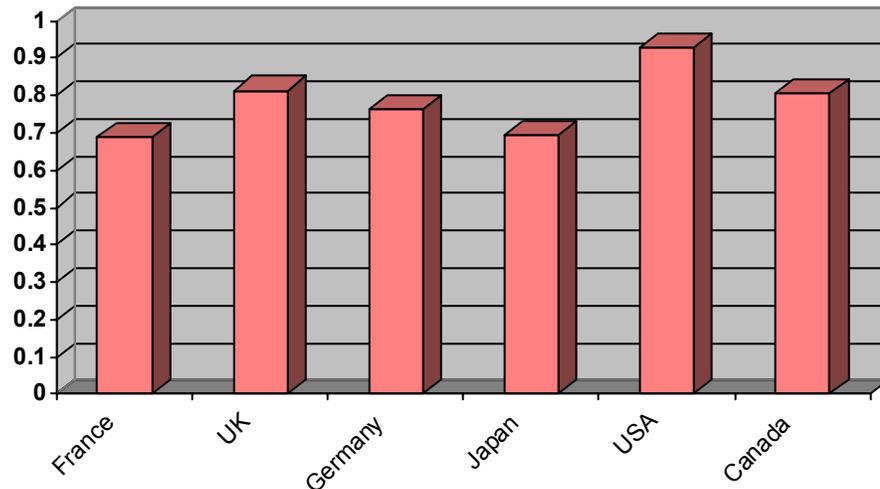
Primary indicators are: PC's, Internet users, online population and Mobile phones.

Secondary indicators are TVs and telephone lines.

### Human Capital Index:

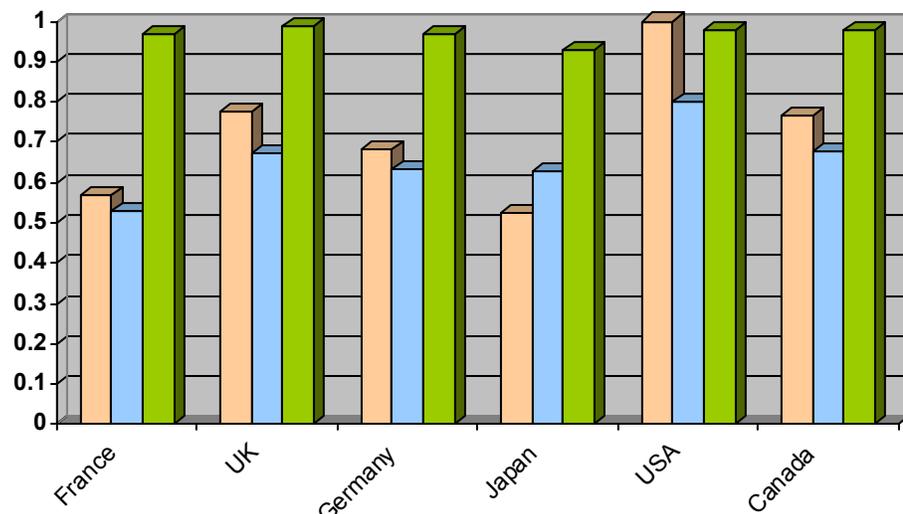
A composite of the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio, with two thirds of the weight given to adult literacy and one third to the gross enrolment ratio.

### e-Government Readiness Index



Source: United Nations – World Public Sector Report 2003

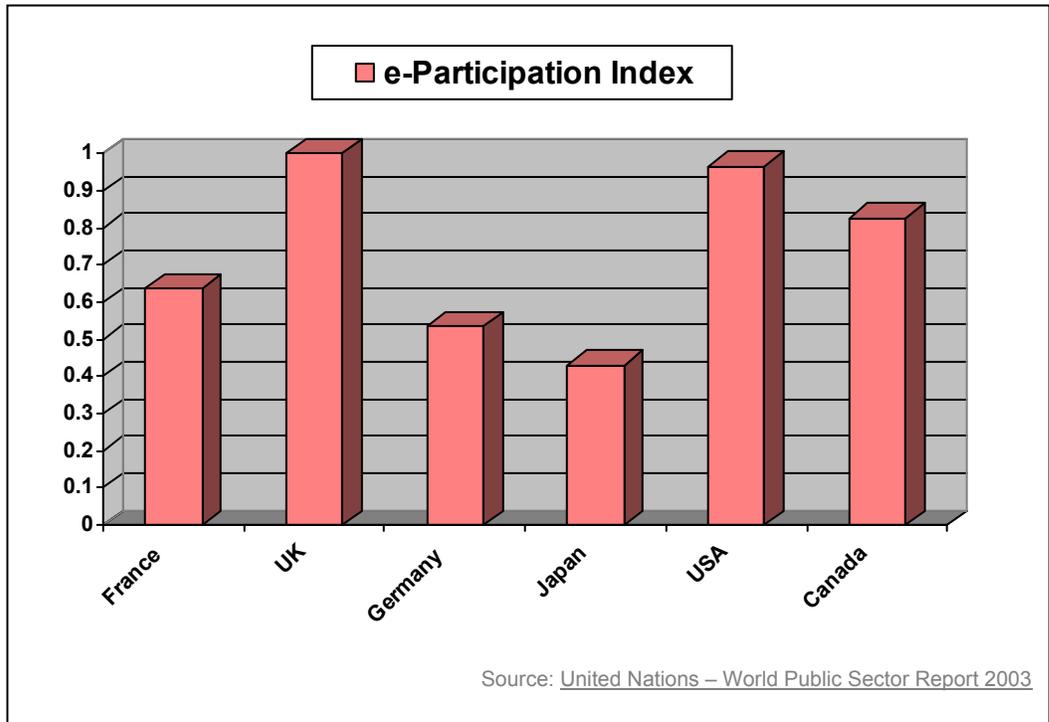
### Web Measure Index Telecom. Infrastructure Index Human Capital Index



Source: United Nations – World Public Sector Report 2003

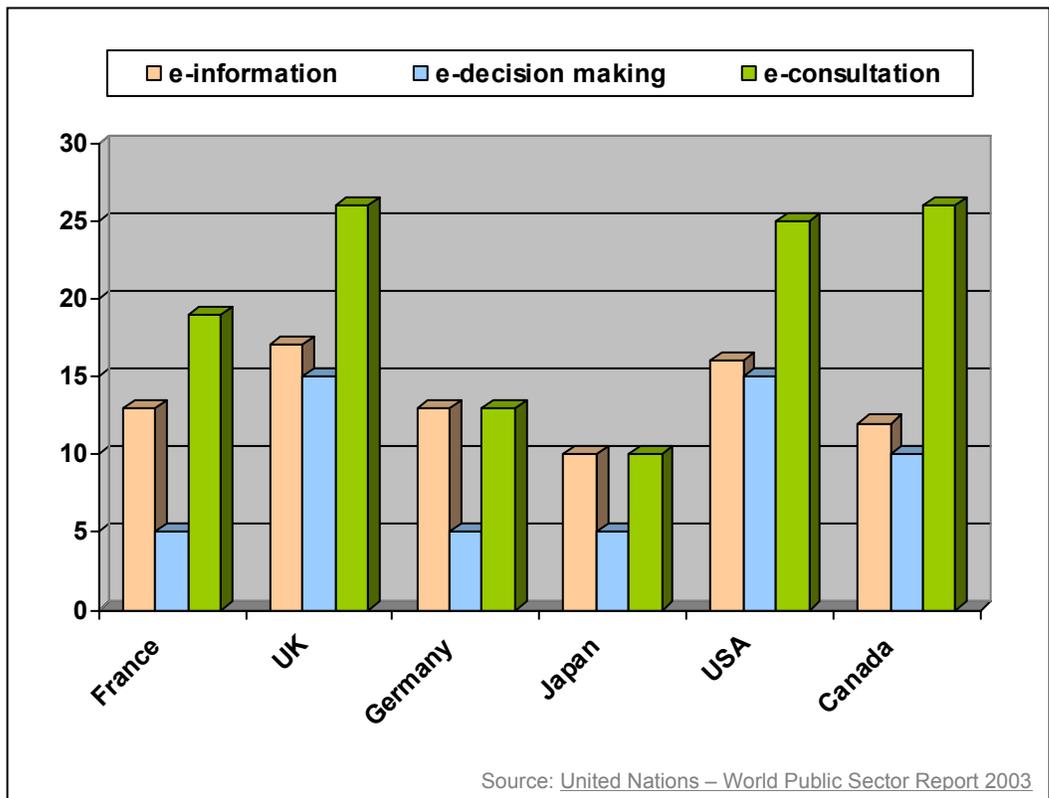
**e-Participation Index:**

Refers to the willingness, on the part of the government, to use ICT to provide high quality information (explicit knowledge) and effective communication tools for the specific purpose of empowering people for able participation in consultations and decision-making both in their capacity as consumers of public services and as citizens.



**e-information:**

The government websites offer information on policies and programs, budgets, laws and regulations, and other briefs of key public interest. Tools for disseminating of information exist for timely access and use of public information, including web forums, e-mail lists, newsgroups and chat rooms.



**e-decision making:**

The government indicates that it will take citizens input into account in decision making and provides actual feedback on the outcome of specific issues.

**e-consultation:**

The government website explains e-consultation mechanisms and tools. It offers a choice of public policy topics online for discussion with real time and archived access to audios and videos of public meetings. The government encourages citizens to participate in discussions.

## 7. Links

7.1 National sites	
Authority	Topic
French Prime Minister	<a href="http://www.premier-ministre.gouv.fr">http://www.premier-ministre.gouv.fr</a>
French Parliament	<a href="http://www.assemblee-nationale.fr">http://www.assemblee-nationale.fr</a>
French Senate	<a href="http://www.senat.fr">http://www.senat.fr</a>
French Constitutional Council	<a href="http://www.conseil-constitutionnel.fr">http://www.conseil-constitutionnel.fr</a>
French Auditor-General's Department	<a href="http://www.ccomptes.fr">http://www.ccomptes.fr</a>
French Parliamentary Ombudsman	<a href="http://www.mediateur-de-la-republique.fr">http://www.mediateur-de-la-republique.fr</a>

7.2 Miscellaneous sites	
Institution	Topic
OECD	<a href="http://www.oecd.org">http://www.oecd.org</a>
World Bank	<a href="http://www.worldbank.org">http://www.worldbank.org</a>
European Union	<a href="http://www.europa.eu.int">http://www.europa.eu.int</a>