



**FOR A TRANSPARENT AND**

**COLLABORATIVE**

**GOVERNMENT**

**FRANCE NATIONAL**

**ACTION PLAN**

**2018-2020**



## Foreword

Digital technology provides great opportunity for a more open approach, greater transparency and wider civic engagement. It offers endless possibilities in terms of empowerment, expression, access to information and free movement of data.

**Until September 2017, France co-chaired the Open Government Partnership**, which currently brings together 75 participating countries alongside hundreds of civil society organisations, all committed to advancing democratic innovation worldwide. Within this wholly unique forum, institutions, public officials, project leaders, NGOs and associations share their best practices and learn from one another so as to improve the Government's accountability to citizens for its action, empower them as active stakeholders and public decision participants, and provide better services to users. At the heart of this partnership, to which we are contributing together, is a fundamental goal: build the democracy of the 21st century, an open, shared and accountable democracy.

France commitment to a more transparent and collaborative public action was upheld at international level through numerous collaboration with pioneering NGOs and public authorities, by strengthening ties between French-speaking countries and by forging partnerships with groundbreaking civic tech project leaders.

Within France, dozens of public institutions, government departments and local authorities have rallied to the cause – the very foundations of which form the cornerstone of our democratic tradition. Several projects have already been up and running since last May, geared towards transparency, openness, effectiveness and accountability: legislation for greater trust in political life, reform of the 2022 Programme for Public Action (*Action Publique 2022*), launch of a number of citizen consultations, on Overseas France, food, transport ... The French National Assembly has itself set a major reform in motion, as has the Economic, Social and Environmental Council (CESE), which had been created 25 years ago from now to become the chamber of civil society, and which, today, is being called to become one of the driving forces behind "open government".

If digital technology is an opportunity for opening our public policies and for wider citizen participation, we also need to provide guidance and a framework for this initiative, to protect ourselves against misuse of personal data or the spread of fake news. We need to coordinate our principles and values with this technological progress.

This 2<sup>nd</sup> National Action Plan for 2018-2020 renews our commitments towards transparent and collaborative public action. These are priorities for our government, citizens are pushing for change along these lines, and they represent the only possible solution to building a fairer society, guaranteeing fundamental freedoms, bringing public services closer to users, achieving more effective governance and thereby renewing our democracy in the digital age.

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**Minister of State for the Digital Sector, attached to the Prime Minister**

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## Introduction

As a member of the Open Government Partnership (OGP) since April 2014, France is required to publish and implement a national action plan every two years. An initial action plan, including 26 commitments, was published for the 2015-2017 period. Its implementation has been assessed by an Independent Reporting Mechanism (IRM).

The OGP Global Summit, organised by France in December 2016 and which brought together more than 4,000 participants from 140 countries, gave a boost to an array of open and collaborative initiatives at national and at international level. During the Summit, the Partnership announced a strategic refresh and endorsed the implementation of the Paris Declaration and the 20 collective actions adopted during the Summit.

These initiatives are in line with the projects initiated by the French government on the State's digital transformation and modernisation. The commitments within the National Action Plan (NAP) are complementary to the ministerial digital transformation plans announced in the context of the 2022 Programme for Public Action (*Action Publique 2022*).

This NAP is the outcome of co-creation process held throughout 2017: a consultation was organised in March and April 2017, followed by an extensive cross-government process, and a final online call for comments (see *Appendix*).

This new action plan for 2018-2020 comprises 21 commitments involving 12 ministries, 2 independent authorities or courts (*Cour des comptes*, the supreme body for auditing the use of public funds in France; High Authority for Transparency in Public Life/HATVP) and several government agencies (National Cybersecurity Agency/ANSSI; France's inclusive public development bank/AFD; French Environment and Energy Management Agency/ADEME and the French Agency for Biodiversity/AFB). It builds on the commitments made in the first action plan and goes even further in opening up digital resources and government administrations.

Five overarching parts underpin this new action plan:

- **Transparency, integrity and accountability in public and economic life:** accountability for public action and decisions is a fundamental principle which helps to enhance trust between political leaders and citizens and to craft more efficient policies more in tune with users' needs. This first part presents the commitments by which the international community, and the open government community in particular, sets significant store. They renew some of the commitments that formed part of the NAP for 2015-2017;
- **Open digital resources and open innovation:** action geared towards open data and open-source software in State programs as well as open innovation are driving the transformation of government administrations and enabling citizens to engage more actively in government decision-making and public action co-construction processes;
- **Enhanced participation processes:** democracy has progressed and the ongoing participation of citizens in public action must be enhanced;
- **Leveraging the benefits of open government to address the global challenges of our century: development, environment and open science.** France supports implementation of the open government principles to strengthen development policy in French-speaking Africa, environmental protection and the green transition as well as access to research findings and materials;
- **Opening up independent administrative authorities and courts:** the *Cour des comptes* and the HATVP are also committed to opening up their institutions.

# 1. Transparency, integrity and accountability in public and economic life

The principles of accountability and transparency in public action permeate France's judicial and institutional arsenal. Ever since Article 15 of the 1789 Declaration of the Rights of Man and Citizen, according to which, "Society is entitled to require every public servant to give an account of his administration", France has given concrete expression to this principle by investing courts and independent administrative authorities with powers to monitor and assess use of public funds and integrity in public life (*Cour des comptes* and High Authority for Transparency in Public Life).

The fact that the State intervenes in economic and social life in so many ways (public procurement, development aid, etc.) also requires that citizens be made aware of the use of public funds in such fields. Greater transparency helps prevent risks of conflicts of interest and cases of corruption, sometimes generated by international banking and financial mechanisms acting as vectors of major economic imbalances.

Recent legislative and regulatory developments at European and national level are speeding up application of these principles. Civil society now has greater access to information, which is made available in reusable open formats, so increasing its monitoring and interpellative powers, and its ability to "track" public decision-making processes and measure their effectiveness.

**These objectives are expressed by 6 concrete commitments.** In accordance with the standards set by the Open Government Partnership, they constitute "star commitments" and embody France's contribution to the [Paris Declaration](#)<sup>1</sup>.

- **Open data publication of essential data on public procurement** and France's participation in development of an international standard within the "Contracting 5" alliance – Commitment 1
- Improvement of **transparency in development aid**, with more data published and geographical areas covered – Commitment 2
- Setup of a register of beneficial owners of trusts and companies – Commitment 3
- **Availability of data and APIs** (Application Programming Interface) enabling access to work carried out by the *Cour des comptes* – Commitment 4
- **Opening of a digital repository of representatives of interests**, and availability of data on asset and **interest declarations** – Commitments 5 and 6
- **Transparency in public finances** – Commitment 7

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<sup>1</sup>[http://www.opengovpartnership.org/sites/default/files/OGP-Summit\\_PARIS-DECLARATION\\_EN.pdf](http://www.opengovpartnership.org/sites/default/files/OGP-Summit_PARIS-DECLARATION_EN.pdf)

## COMMITMENT 1

### Enhance transparency regarding the effectiveness and quality of public services working with users

**Lead institution(s):**

*Ministry of Public Action and Accounts*

**Other stakeholders:**

*Interministerial Department for Public Transformation (DITP)  
All ministries; all public services working with users*

**New commitment**

**OGP principles with which the commitment is associated:**

*Transparency, accountability*

#### Challenges

Few government departments publish satisfaction survey results. This lack of transparency regarding the quality of service provided does not make it possible to showcase the professional dedication of public officials or align improvement action with the situation on the ground.

#### Ambitions

**Between now and 2020, all government departments working with users will publish indicators bearing on service quality and results**, and especially user satisfaction, to be updated at least once a year, so as to give citizens access to transparent information.

Users will be able to voice their views. This will help to restore citizens' trust in government, to improve the quality of services provided to users – not least with a view to more effectively tailoring improvement action – and to cement the role played by public services in nurturing a culture of effectiveness. In this way, citizenry as a whole will have access to the same level of information.

#### The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>A first round will be organised for the display of quality indicators, involving: personal tax authorities, courts, consulates and social security funds</li> </ul>	<p><b>End 2018</b></p>

<ul style="list-style-type: none"> <li>• Promotion of methods and development of user satisfaction assessment tools</li> </ul>	<p><b>Efforts ongoing until end 2020</b></p>
<ul style="list-style-type: none"> <li>• Trial of digital mechanisms for gathering and processing users' suggestions and opinions</li> </ul>	<p><b>2019</b></p>
<ul style="list-style-type: none"> <li>• All public services working with users will be accountable for the quality of the services they deliver, by displaying the performance and satisfaction indicators in physical venues and on websites providing digital services</li> </ul>	<p><b>End 2020</b></p>

## COMMITMENT 2

### Increasing transparency in public procurement

**Lead institution(s):**

Ministry of Economy and Finance, Secretary of State responsible for Digital Technology

**Other stakeholders:**

Regional Council and General Secretary for Regional Affairs (SGAR) of Brittany, City of Rennes, Burgundy-Franche-Comté Region

**Commitment extending Commitment 2 of the 2015-2017 NAP “Increasing transparency in public procurement”**

**OGP principles with which the commitment is associated:**

Combating corruption, transparency

#### Challenges

**At national level, public procurement is estimated at 15% of the GDP.** It is an essential component of economic policies that helps sustain growth, fosters competitiveness and employment, and stimulates innovation. **There is room for greater transparency in this expenditure category:** it is an **issue for citizens**, with regard to accountability in public expenditure and countering corruption, as well as an **economic issue**, facilitating companies' fair access to public procurement and enabling greater transparency in economic life, and an issue as regards **effectiveness of public action**, enabling efficient management of the policy on the part of all public officials.

#### Aims

Open publication of essential data on public procurement, in compliance with an international standard (Open Contracting Data Standard) and including all stakeholders<sup>2</sup>.

Transposition of European directives has provided France with a judicial framework fostering increased transparency in public procurement. **Publication of essential data on public procurement (in particular on offers, candidacies and choices made) is now mandatory; in accordance with the procurement contract data repository and in compliance with the international “open contracting data standard”.**

Publication of data in compliance with a single standard guarantees its availability in a usable format, as well as facilitating data interoperability and reuse. Such standardisation should finally cover all public purchasers (State, local authorities, hospitals, public institutions, etc.) and enable development of a “single flow of public procurement data”. The Brittany Region is already very much committed to this aim and provides a useful testing ground for implementation of this Commitment.

Transparency in public procurement is also an issue as regards the fight against corruption and effectiveness of public action at international level. During the Open Government Partnership World Summit held in Paris in 2016, France undertook to promote transparency in

<sup>2</sup> Apart from the exceptions provided for in [Decree no.2016-361 of 25 March 2016 bearing on defence and security procurement contracts](#)

public procurement at international level. It set up the “Contracting 5” (“C5”) alliance with four other countries (Colombia, Mexico, the United Kingdom and Ukraine), with the Open Contracting Partnership's support. C5 aims to share tools and best practices on the subject and develop the international “open contracting data standard”. France will be chairing C5 as from January 2018.

Complete transparency in public procurement cannot be achieved, however, without [an ambitious training and simplification plan](#).<sup>3</sup> This being so, [development of a policy ensuring support to and training of those involved in digital transformation of public procurement](#) is in the pipeline.<sup>4</sup> Similarly, simplification of procedures, of publication of national opinions in particular, and of processes, through their standardisation and interoperability, etc., is a major work focus.

## The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>• Designing a “single flow” of procurement contract data</li> </ul>	March 2017 to September 2018
<ul style="list-style-type: none"> <li>• Making the “contract flow” available on data.gouv.fr</li> </ul>	April 2018
<ul style="list-style-type: none"> <li>• Working on the scope of data incorporated into the “contract flow” in order to go beyond the “essential data” provided for by the Decree.</li> <li>• Such data may be identified in cooperation with the players concerned, through organisation of Open Labs with developers, public purchasers, software publishers, etc. An initial Open Lab was held on 25 September 2017.</li> </ul>	2 <sup>nd</sup> open lab S1 2018 On going work until end 2019
<ul style="list-style-type: none"> <li>• Developing and implementing innovative uses of public procurement data at public procurement observatories in the 2 “testing grounds”: Brittany and Occitania</li> </ul>	End 2018
<ul style="list-style-type: none"> <li>• Disseminating these practices across other territories: involvement of other territories in experiments underway and publication of their data in the same format</li> </ul>	From January 2018
<ul style="list-style-type: none"> <li>• Disseminating standards among the international community via Contracting 5</li> </ul>	From January 2018
<ul style="list-style-type: none"> <li>• Incorporating more countries into Contracting 5 and promoting use of international standards in those countries</li> </ul>	Early 2018
<ul style="list-style-type: none"> <li>• Developing a policy ensuring support for and training of those involved in digital transformation of public procurement</li> </ul>	2020

<sup>3</sup> <https://www.economie.gouv.fr/daj/plan-transformation-numerique-commande-publique-2017-2022-est-lance>

<sup>4</sup>

[https://www.economie.gouv.fr/files/files/directions\\_services/daj/marches\\_publics/dematerialisation/plan-transform-numeriq-cp/Feuille\\_Plan-Transfo-Num-CP.pdf](https://www.economie.gouv.fr/files/files/directions_services/daj/marches_publics/dematerialisation/plan-transform-numeriq-cp/Feuille_Plan-Transfo-Num-CP.pdf)

## Going further

### Documentary resources

- Directives [2014/23/EU](#), [2014/24/EU](#) and [2014/25/EU](#) of the European Parliament and the Council meeting of 26 February 2014
- Data repository on procurement contracts, consultable in the annex to the [Order of 14 April 2017 bearing on essential public procurement data](#)
- Open Contracting Partnership: <https://www.open-contracting.org/>
- Public purchasers' obligation to make their choices of tenders public ([Article 56 of Order no.2015-899 of 23 July 2015 bearing on procurement contracts](#))
- Public purchasers' obligation to provide free, direct and full access to essential data on procurement contracts, defence and security contracts and concession contracts, with the exception of information whose divulcation would be contrary to public policy ([Article 107 of Decree no.2016-360](#), [Article 34 of Decree no.2016-86](#) and [Article 94 of Decree no.2016-361](#))
- List of data to be made public on purchaser profiles and publication methods as from 1 October 2018 ([Order of 14 April 2017 bearing on essential public procurement data](#))
- Specifications for authorising officers with a view to development of the standard exchange protocol for procurement contract data enabling uploading of essential data on local public services <https://www.collectivites-locales.gouv.fr/protocole-dechange-standard-pes-0>
- Transparency in public procurement: France's challenges and commitments, from local to international, June 2017, <https://www.etalab.gouv.fr/la-transparence-de-la-commande-publique-se-transforme-au-service-de-lopen-data>
- Launch of the 2017-2022 Public Procurement Digital Transformation Plan <https://www.economie.gouv.fr/daj/plan-transformation-numerique-commande-publique-2017-2022-est-lance>

## COMMITMENT 3

### Improving transparency in public development aid

**Lead institution(s):**

Ministry for Europe and Foreign Affairs, Ministry of Economy and Finance, Agence française de développement

**Other stakeholders:**

*International Aid Transparency Initiative, Publish What You Fund*

Commitment extending Commitment 3 of the 2015-2017 NAP “Improving transparency in international development aid”

**OGP principles with which the commitment is associated:**

*Access to information, accountability*

#### Challenges

The conclusions reached by the 2011 Busan High-Level Forum on Aid Effectiveness call on donor countries to increase traceability and efficacy of development aid. For France, transparency in public aid, combined with its better foreseeability, meets a democratic need for accountability, understanding and legitimacy of French development cooperation policies. Such transparency is also beneficial as it improves aid effectiveness and limits cases of corruption.

#### Aims

Improving accessibility of data on public development aid and widening the scope of published data (geographical areas, players, etc.)

The Interministerial Committee meeting of 30 November 2016 highlighted France's commitment to “improving the transparency and accountability of French aid” (Focus V).

Information on operational deployment of aid is made available systematically in the Creditor Reporting System (CRS) managed by the OECD. Budgetary information and public development aid performance indicators may be consulted on the performance-publique.budget.gouv.fr platform.

In order to facilitate reuse, raw data on Ministry for Europe and Foreign Affairs (MEAE) and Agence française de développement (AFD) development projects are openly published on the [data.gouv.fr](http://data.gouv.fr) platform as well as on a single platform (<http://www.transparence-aide.gouv.fr/>), proactively compared with data published by the OECD.

This single platform provides better clarity of data, enabling users to view projects implemented by France on a map via a geolocation tool. Users can also find each project's characteristics (implementation date, description, type of aid and financial data) on the site.

France is therefore continuing its efforts and making further progress with regard to transparency and accountability in its development and international solidarity policy, in order to meet the highest standards, both in the Development Aid Committee and for other initiatives, the International Aid Transparency Initiative (IATI) in particular.

Complementing reports on accountability and information on France's action with regard to aid, the following actions are proposed:

- widening the scope of data currently published;

- publishing new data associated with transparency in public development aid;
- improving clarity of information on transparency in public development aid.

## The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>• Extending publication of data on public development aid to new geographical areas (MEAE)</li> </ul>	S1 2019
<ul style="list-style-type: none"> <li>• Publishing data on public development aid provided by new players such as Proparco (AFD)</li> </ul>	S2 2019
<ul style="list-style-type: none"> <li>• Merging publication of data on a single platform</li> </ul>	S2 2018
<ul style="list-style-type: none"> <li>• Publishing data on the impact and/or results of AFD projects</li> </ul>	S2 2018
<ul style="list-style-type: none"> <li>• Continuing to provide the OECD's Development Aid Committee with data for publication of quality data in compliance with the OECD's latest standards</li> </ul>	S2 2018 – S1 2019

## Going further

### Documentary resources

- <http://www.oecd.org/fr/cad/efficacite/quatriemeforumdehautniveauurlefficacitedelaide.htm>
- The Creditor Reporting System (CRS) contains statistical data on individual development aid projects. Such data is published in open data by the OECD at the following address: <http://stats.oecd.org/>
- Information provided in the Crosscutting Policy Document (DPT) and Annual Performance Report (RAP) bearing on the Public Development Aid (APD) mission: <https://www.performance-publique.budget.gouv.fr/>
- <https://www.data.gouv.fr/fr/datasets/l-aide-publique-au-developpement-de-la-france/>
- Single platform: <http://www.transparence-aide.gouv.fr/>
- <http://www.tresor.economie.gouv.fr/apd> (data for France in CRS++ format)

### Reports on accountability

- Crosscutting Policy Document on French policy on development: [https://bo-forum-performance.bercy.actimage.net/sites/performance\\_publique/files/farandole/ressources/2017/pap/pdf/DPT/DPT2017\\_politique\\_developpement.pdf](https://bo-forum-performance.bercy.actimage.net/sites/performance_publique/files/farandole/ressources/2017/pap/pdf/DPT/DPT2017_politique_developpement.pdf)
- Annual Performance Report on APD: [https://www.performance-publique.budget.gouv.fr/sites/performance\\_publique/files/farandole/ressources/2015/rap/pdf/RAP2015\\_BG\\_Aide\\_publique\\_developpement.pdf](https://www.performance-publique.budget.gouv.fr/sites/performance_publique/files/farandole/ressources/2015/rap/pdf/RAP2015_BG_Aide_publique_developpement.pdf)
- Biennial Report to Parliament: <http://www.diplomatie.gouv.fr/fr/photos-videos-publications-infographies/publications/enjeux-planetaires-cooperation-internationale/rapports/article/rapport-bisannuel-au-parlement-mise-en-oeuvre-de-la-strategie-francaise-d-aide>
- List of Interministerial Committee for International Cooperation and Development (CICID) decisions: <http://bit.ly/CICID2016>

## 2. Opening up digital resources, citizen participation and open innovation

[The Law for a Digital Republic](#)<sup>5</sup>, enacted in October 2016, established **the principle of opening public data by default** when it is communicable, including for communities with more than 3,500 inhabitants. It also provided for a number of open-data projects, including the **Public Data Service (SPD)**, and introduced the notions of “data of general interest” and “data whose publication is of economic, social, health or environmental interest”. Two major provisions were finally included in the Code on Relations between the Public and the Administration: **the principle of information on algorithmic processing** and the fact that **a source code becomes a communicable administrative document**.

Such advances stimulate economic and social innovation and guarantee citizens access to information adapted to the digital revolution's consequences. By doing so, they oblige administrations to develop strategic frameworks and operate efficiently. In short, they make quality data available and guarantee their reuse.

Making digital resources available goes hand-in-hand with opening up public action to citizen participation. Also, following on from actions initiated over the last few years – including consultations on bills of Law and action plans, hackathons, State startups and “Entrepreneurs of General Interest” – administrations are looking to take such experiments further by facilitating their implementation and perpetuating them. It is in this spirit that programmes opening up administrations to new skills and new practices developed by the digital culture have been launched and will be expanded.

The issues of digital inclusion of citizens and acculturation of administrations to the opportunities provided by digital technology will also be taken into account. These actions aim to increase citizen participation in digital consultations as well as to enable administrations to weigh up the opportunities provided by digital technology in the drafting and monitoring of public policies.

**This section's 4 crosscutting Commitments** first of all describe overall strategy and actions, and are then complemented by specific measures proposed by various administrations.

Actions to be carried out with regard to opening up digital resources, citizen participation and open innovation over the course of the two years of the Action Plan's implementation are as follows:

- **Open up data ever more actively by enriching the public data service** and in particular by identifying a new list of reference data - commitment no. 4
- **Mobilise means to make effective and monitor the opening of public data by default** with the appointment of ministerial data administrators and support for administrations and territories for the implementation of the principle of opening by default (commitment no. 5 and 7); support for administrations **in opening algorithms and public source codes** - commitment no. 6
- **Mobilize means to exploit data through the creation of an artificial intelligence laboratory** - commitment no. 8 ; open the administration to new skills and support open innovation initiatives within the State - commitment no. 9 ; create incubators for digital public services in each ministry - commitment no. 10 ; and improve data flow within the State with *FranceConnect-Plateforme* - commitment no. 11

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<sup>5</sup>

[https://www.legifrance.gouv.fr/affichTexte.do;jsessionid=A6EB730427AE37E14D236DBDADFA5C9B.tplgr33s\\_1?cidTexte=JORFTEXT000033202746&categorieLien=id](https://www.legifrance.gouv.fr/affichTexte.do;jsessionid=A6EB730427AE37E14D236DBDADFA5C9B.tplgr33s_1?cidTexte=JORFTEXT000033202746&categorieLien=id)

## 2.1 An always more proactive approach to open data

### Commitment 4

#### Enrich “public data as a service”: towards a new list of reference data

**Lead institution(s):**

*Minister of State for the Digital Sector, attached to the Prime Minister*

**Other stakeholders:**

*Ministry for the Ecological and Solidary Transition, Ministry for Europe and Foreign Affairs, Ministry of Culture, Ministry of National Education, Ministry of Agriculture and Food, Ministry of Higher Education, Research and Innovation*

**Commitment building on: commitment no. 11 Co-produce with civil society the data infrastructure essential to society and economy; commitment no. 12 Further expand the opening of legal resources & the collaboration with civil society on opening the law and commitment no. 15 Strengthen government policy on the opening and circulation of data of the NAP for 2015-2017**

**OGP principles with which the commitment is associated:**

*Access to information, accountability, innovation and technology for openness*

### Challenges

**Opening public data furthers democratic transparency and economic and social innovation.** It improves public action and develops new forms of public regulation.

The Digital Republic Act, promulgated in 2016, has made major headway with **the extension of the open data policy scope to new stakeholders** (including local authorities and industrial and commercial public services), introduction of the **open by default** principle and setup of a **public reference data service**.

### Ambitions

**Increase the impact of ministry-led policies to open up public data and build data infrastructure.**

**Implementation of these measures now needs to be monitored and supported, and the cultural barriers** that persist within government departments **must also be removed**. In order to advance the usefulness and impact for the economy and society of available APIs and data, and strengthen the link with the business ecosystems and communities of re-users, **sector-specific "verticals" are also set to be developed around geodata, corporate data and transport data for example**.

With respect to the cross-cutting actions to be carried out, the focus will be on:

Facilitating and encouraging the application of the open by default principle;  
 Fostering the re-use of open public data, not least that which are of strong economic and societal value (such as the public data service, *sector-specific open data*);  
 Assessing the impact of opening up and re-using public data.

## The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>• Enrich the "public data service" (SPD) with new databases, by leading SPD-oriented governance:               <ul style="list-style-type: none"> <li>➤ Work with the community on identifying 2 to 3 high-impact datasets per ministry</li> <li>➤ Define a timescale for opening up these datasets</li> </ul> </li> </ul>	<b>2019</b>
<ul style="list-style-type: none"> <li>• Develop "verticals" (sector-specific data, APIs, openlabs and dedicated community management, etc.) depending on the theme (e.g.: transport, energy and so on) in connection with the data.gouv.fr platform</li> </ul>	<b>From semester 2 2018</b>
<ul style="list-style-type: none"> <li>• Push on with the development of data.gouv.fr and build in new features:               <ul style="list-style-type: none"> <li>➤ Improve data quality and create links between data (enrich metadata)</li> <li>➤ Allow citizens or businesses to ask for data to be opened up</li> </ul> </li> </ul>	<b>Semester 2 2018</b>

## 2.2 Implementing and monitoring the opening of public data by default

### COMMITMENT 5

#### Appoint ministerial data administrators and support the implementation of the “open by default” principle

**Lead institution(s):**

*Minister of State for the Digital Sector, attached to the Prime Minister*

**Other stakeholders:**

*All ministries*

**Commitment building on: commitment no. 11 Co-produce with civil society the data infrastructure essential to society and economy; commitment no. 12 Further expand the opening of legal resources & the collaboration with civil society on opening the law and commitment no. 15 Strengthen government policy on the opening and circulation of data of the NAP for 2015-2017**

**OGP principles with which the commitment is associated:**

*Access to information, accountability, innovation and technology for openness*

### Challenges

Public data can be leveraged for improving the running of government departments, enhancing transparency in public action and boosting the economic sector.

To step up the momentum already under way and recognised at international level in terms of opening up and harnessing data, all of the ministries across the board now need to get involved in putting data policy well and truly into practice. This data policy must combine open data with the personal data protection requirements, in compliance with the French Code on Relations between the Public and the Administration and the General Data Protection Regulation (GDPR).

### Ambitions

**Appoint a ministerial data administrator within each ministry:** s/he will be tasked with coordinating data policy, within his/her ministry, in liaison with the Secretariat General: inventory of existing data and data in use (mapping), identification of reference data coming within the ministry's purview, data movement (API strategy, participation in the national policy to open up public data, protection of personal data, data anonymisation or pseudonymisation projects), data use for the ministry's specific needs (particularly through data science and artificial intelligence).

**Oversee the network of ministerial data administrators: the general data administrator will be tasked with overseeing this network** to make it easier to share experiences and pool interministerial resources (setup of API, data sharing platforms, anonymisation and so on).

**Support the implementation of the open by default principle:** so as to help government departments to honour the legal obligations enshrined in the Digital Republic Act (including the open by default principle), a series of resources (practical guide, training for officials) will be produced in conjunction with the network of ministerial data administrators and re-users.

## The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>• Appoint a ministerial data administrator within each ministry</li> </ul>	<p style="text-align: center;"><b>Semester 1 and 2 2018</b></p>
<ul style="list-style-type: none"> <li>• Oversee the network of ministerial data administrators (together with the general data administrator at the Interministerial Department of the Government's Digital, Information and Communication Systems (DINSIC)</li> </ul>	<p style="text-align: center;"><b>Semester 1 and 2 2018</b></p>
<ul style="list-style-type: none"> <li>• Support government departments and bolster dialogue on opening up public data:               <ul style="list-style-type: none"> <li>➤ Publish an educational practical guide on opening up public data, which particularly gives a reminder of the new legal framework (Digital Republic Act, GDPR)</li> <li>➤ Offer training to officials</li> <li>➤ Involve data re-users in drawing up future open data policies (through hackathons, consultations or training for example)</li> </ul> </li> </ul>	<p style="text-align: center;"><b>Ongoing</b></p>
<ul style="list-style-type: none"> <li>• Assess the impact of opening up public data:               <ul style="list-style-type: none"> <li>➤ Organise a study day for understanding the impacts of opening up public data</li> <li>➤ Develop tools (indicators, data science, etc.) for measuring the impact that instruments opening up public data have on the economy, democratic life and other areas</li> <li>➤ Set up an international working group on the impact of opening up public data for discussing feedbacks from other countries</li> </ul> </li> </ul>	<p style="text-align: center;"><b>Ongoing</b></p>

**In addition to these cross-cutting actions, the following ministries have made specific commitments to anticipate the open by default requirement and facilitate re-use of public data:**

#### **THE MINISTRY OF THE INTERIOR UNDERTAKES TO**

- Publish, in a reusable format and in the form of a single file, the data on *dotations globales de fonctionnement* (DGFs – Current Expenditure Block Grants)<sup>6</sup>.

#### **THE MINISTRY FOR THE ECOLOGICAL AND INCLUSIVE TRANSITION UNDERTAKES TO**

- Create a hydrometric access point for forecasting of and information on floods:
  - APIs for the hydro.eaufrance.fr database
  - frictionless access to data;
  - reurbanisation of digital services producing and consuming this data.
- Create a data lake for dissemination of public data on General Directorates, DREAL, main operators and statistical services by “API-fication” of databases:
  - *Répertoire du parc locatif social* (RPLS – Rented Social Housing Repository);
  - Sitadel (building permits);
  - Energy (local energy data).
- Provide a national access point for transport data, with multimodal information and ticketing.
- Facilitate sustainable spatial-planning and building projects via integrated access to all parameters involved (land, legal framework and environment) via an Urban-planning Geoplatform.
- Develop the housing offer through setup of a land data platform.
- Facilitate control of energy consumption and costs by creating a national access point to data (including crowdsourcing of data on supply and oil prices).
- Facilitating the open Mining Registry making data and digital services available on mining titles.

#### **THE MINISTRY FOR EUROPE AND FOREIGN AFFAIRS UNDERTAKES TO**

- Set up an Open Data team attached to its Secretariat General.
- Publish the following data:
  - statistical data from consular applications serving French citizens abroad;
  - anonymised data from the application for management of foreign student candidacies (mainly from countries requiring a visa) for registration at French universities and higher education institutions;
  - the Ministry for Europe and Foreign Affairs' photograph collection;
  - the digitised collection of foreign policy statements (50 years old in 2016).
- Organise a new hackathon based on the opening of data collected by the Ministry bearing on reception of foreign students in France.

#### **THE MINISTRY OF CULTURE UNDERTAKES TO**

- Provide and formalise educational support on the specificities of opening, dissemination and reuse of cultural content.
- Assist public operators in the opening and dissemination of their public information.

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<sup>6</sup> As it appears on the website <http://www.dotations-dgcl.interieur.gouv.fr/consultation/accueil.php>

### THE MINISTRY OF NATIONAL EDUCATION UNDERTAKES TO

- Open and publish new datasets on the subjects covered by school education.
- Open spaces dedicated to Open Data in school districts on the ministerial platform: 6 in February 2018 with extension in 2018-2019.
- Assist National Education operators in the opening of their data: 2018.
- Organise events '(Open Data Challenge and hackathon) and "Open Data midday" rendezvous: 1 per quarter in 2018, with a view to acculturating staff to the open data initiative.

### THE MINISTRY OF AGRICULTURE AND FOOD UNDERTAKES TO

- Publish in open data, via the National Institute for Origin and Quality (INAO), georeferenced data on the boundaries of *Appellations d'Origine Contrôlées* (AOCs – Controlled Designations of Origin) and *Indications Géographiques Protégées* (IGPs – Protected Geographical Indications).
- Develop, with assistance from the French Agency for the Development and Promotion of Organic Farming (*Agence Bio*), a new system for provision of information on organic farming, enabling:
  - geolocation of organically farmed lands, with data from certification bodies on organic producers and the lands they farm included in the same information system;
  - simplification of information reported by certifying bodies: definition of a single data format for certifying bodies, for regulatory information sent to the INAO and economic data that they send to *Agence Bio*;
  - testing out, in two or three regions, feedback on economic data on certified organic farmers;
  - incorporating market data (volumes produced and turnover) at national level into the information system, along with consumption data.

### THE MINISTRY OF HIGHER EDUCATION, RESEARCH AND INNOVATION UNDERTAKES TO

- Increase availability of aggregated microdatasets on the main milestones of higher educational pathways: post-baccalaureate guidance, success and professional integration.
- Open a series of datasets on the financial situations of higher education institutions.
- Open data on higher education and research institutions' built and unbuilt heritage (2018-2019).
- Provide a help service for ensuring data quality in order to lift constraints on opening data (2018).
- Develop *dataESR*, a theme-based data hub facilitating use of HER data (2018-2020).
- Organise periodic "dataCamps" on HER data in order to develop users' appropriation of such data (as from 2018).
- Use digital tools (crowdsourcing) and communication actions to promote stakeholders' achievements with regard to open government and opening data (2018).

## COMMITMENT 6

### Improving transparency of public algorithms and source codes

**Lead institution(s):**

*Minister of State for the Digital Sector, attached to the Prime Minister*

**Other stakeholders:**

NA

**New commitment**

**OGP principles with which the commitment is associated:**

*Access to information, accountability*

#### Challenges

Algorithms have an ever greater part to play in implementation of public policies – in the fields of education and public finances, for example. Their transparency is of key importance in providing citizens with information on administrative decisions.

The [Law for a Digital Republic](#), enacted on 7 October 2016, introduced two major provisions fostering greater transparency into the Code on Relations between the Public and the Administration. The first extends the principle of information to algorithmic processing: any person who is the subject of an individual administrative decision taken on the basis of an algorithm must be informed of the fact and may demand access to the algorithm's main operational rules (its contribution, data used, etc.). The second includes source codes in the list of communicable administrative documents.

Furthermore, [Article 16](#) of the same law provides for administrations encouraging use of free software and open formats during development, purchase and use of all or part of such information systems.

#### Ambitions

##### Accompanying the opening of public algorithms and source codes

Implementation of these new provisions requires accompaniment of administrations and, more generally, better understanding of the issues, potentialities and risks involved in the use of algorithms in management of public action.

It is for this reason that Etalab has undertaken to develop a methodology in collaboration with administrations for opening algorithms and codes contained in their information systems. Such assistance is already underway with the General Directorate of Public Finance ([DGFIP](#)) (opening of the tax calculator's source code) and the Ministry of Higher Education, Research and Innovation (mission on conditions for opening the Admission Post-Bac system). In addition, the Interministerial Directorate for Information and Communications Systems ([DINSIC](#)) has undertaken composition of a guide on how to open administrations' source codes, starting with a consultation on an initial version of the guide carried out from December 2017 to January 2018<sup>7</sup>.

<sup>7</sup> <https://disic.github.io/politique-de-contribution-open-source/>

The specific issues connected with learning algorithms will also be taken into account in work on use of algorithms in public action.

## The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>Producing 5 public algorithm monographs in order to identify technical, legal and organisational issues. Getting civil society to participate in their study.</li> </ul>	2019
<ul style="list-style-type: none"> <li>Making recommendations to administrations on essential information on public algorithms, in compliance with the principle of algorithmic transparency</li> </ul>	1 <sup>st</sup> half 2018
<ul style="list-style-type: none"> <li>Drafting a guide to opening public source codes for use by administrations</li> </ul>	1 <sup>st</sup> half 2018
<ul style="list-style-type: none"> <li>Organising hackathons based on opening public algorithms</li> </ul>	2 <sup>nd</sup> half 2018 – 2 <sup>nd</sup> half 2019

## An application case of the opening of models and source codes: OpenFisca

Since 2014, Etalab has been developing and making OpenFisca available to public administrations and civil society. OpenFisca is an open computation engine and API. It makes it possible to model the socio-fiscal system, to simulate the impact of reforms, and to develop citizen-oriented services.

OpenFisca made it possible to build [my-aides.gouv.fr](http://my-aides.gouv.fr), a social assistance simulation platform, thanks to which more than 100,000 simulations are carried out each month.

Today, OpenFisca is used by many actors - parliamentarians, public officials, researchers - to assess the impact of future reforms. For example, in 2018, a team from the working group "Access to rights and services, fight against non-recourse" used OpenFisca to simulate different scenarios for simplifying the calculation of social benefits and their impact on typical family situations.

OpenFisca uses the income tax calculator made available in 2016 by the DGFiP to perform some of these simulations.

### **OpenFisca illustrates the opportunities created by the openness and sharing of algorithms and source code of the administration.**

- It enables citizens and public decision-makers to understand, evaluate and improve public decisions in social and fiscal matters.
- It also makes it possible to pool calculation models that coexist within multiple administrations, and a fortiori, to improve their quality and reduce their costs.

### **To further these actions in the area of social and fiscal transparency, the DINSIC commits to:**

- Encourage the opening of existing models, data and source codes in the socio-fiscal field, in order to accompany administrations in the evaluation of reforms. This work will

be carried out in consultation with the producing administrations (Budget Directorate, Treasury Directorate, Public Finance Directorate, social security bodies, etc.) and may include those involved in the drafting and monitoring of reforms (parliamentary assemblies, Court of Auditors, etc.);

- Improve citizens' understanding of social and fiscal rules in order to stimulate the creation of services based on OpenFisca, as is the case of the mes-aides.gouv.fr platform. These services could be developed both by administrations and by civil society;
- Develop collaborations with partner countries to support them in their initiatives to open up data and algorithms around socio-fiscal transparency and citizen participation in reforms.

**In addition to these crosscutting actions, the following ministries have made commitments of their own:**

**THE MINISTRY OF NATIONAL EDUCATION UNDERTAKES TO**

- Open various of its algorithms and source codes.

**THE NATIONAL AGENCY FOR INFORMATION SYSTEM SECURITY (ANSSI) UNDERTAKES TO**

- Take part in the composition of a guide to opening public source codes for use by administrations and focusing particularly on questions connected with best development and security practices.
- Open the source code for the CLIP secure exploitation system ([CLIP OS](#)).

## COMMITMENT 7

### Support local areas in implementing the open data by default principle

**Lead institution(s):**

Minister of State for the Digital Sector, attached to the Prime Minister

**Other stakeholders:**

Ministry of the Interior, Local Government Directorate-General (DGCL)  
Opendata France

**Commitment building on: commitment no. 11 Co-produce with civil society the data infrastructure essential to society and economy; commitment no. 12 Further expand the opening of legal resources & the collaboration with civil society on opening the law and commitment no. 15 Strengthen government policy on the opening and circulation of data of the NAP for 2015-2017**

**OGP principles with which the commitment is associated:**

Access to information, accountability, innovation and technology for openness

#### Challenges

The Digital Republic Act introduces a requirement for local communities with more than 3,500 inhabitants to publish their public information in open data format, from October 2018. To get a head start in laying the groundwork for this new requirement, in 2017 the Government backed **the Opendatalocale programme** led by the *Opendata France* association. **By getting nine pilot local areas up and running**, this programme enabled a **set of tools and resources** to be defined for local communities. This commitment is aimed at **expanding on these initial efforts** by supporting *Opendata France*'s initiatives.

#### Ambitions

**Support local areas in implementing the open by default principle governing public data by keeping the Opendatalocale initiative going and raising the profile of the progress local authorities are making in terms of opening up data.**

Through the *Opendatalocale* project, a number of local areas have been able to embark on opening up their public data by creating a common database for all local areas and a range of teaching aids.

There are clear signs, though, that the legal framework is changing, and that political ambitions are growing steadily in this respect. **So the Opendatalocale project has been continued for 2018** to keep supporting the many local authorities involved, **by bringing all of the national stakeholders on board and offering various teaching aids and training programmes for local areas.**

With a view to providing national and local public stakeholders, media observers, advocacy groups, researchers and economic specialists with precise information on the progress being made in terms of open data in local authorities, *Opendata France* has set up a [community open data observatory](#) tasked with producing indicators bearing on the committed local authorities, datasets made available and uses made possible through the publication of data for example.

## The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>• Maintain and add to the educational and methodological resources for local areas</li> </ul>	<p><b>Semester 2 2018</b></p>
<ul style="list-style-type: none"> <li>• Perpetuate and add to the training provision for local areas by capitalising on new partnerships and setting up a network of training leaders</li> </ul>	<p><b>Semester 2 2018</b></p>
<ul style="list-style-type: none"> <li>• Continue to support and update the common local database</li> </ul>	<p><b>Ongoing</b></p>
<ul style="list-style-type: none"> <li>• Set up a community open data observatory producing various summary indicators from the data collected on publication platforms:               <ul style="list-style-type: none"> <li>➤ Local authorities publishing information in open data format (number, type, geographic distribution)</li> <li>➤ Sets of open data (number, date, theme, access conditions, etc.)</li> <li>➤ Publication platforms (number, type, technical solutions, etc.)</li> <li>➤ Uses (re-use, traffic)</li> <li>➤ Local area coordination (stimulation of re-use and support options for local authorities)</li> </ul> </li> </ul>	<p><b>Semester 2 2018</b></p>

## 2.3 Exploiting the data

### COMMITMENT 8

## Set up an open artificial intelligence (AI) lab for the State

**Lead institution(s):**

*Minister of State for the Digital Sector, attached to the Prime Minister*

**Other stakeholders:**

*Artificial intelligence institute, all ministries*

**New commitment**

**OGP principles with which the commitment is associated:**

*Innovation and technology for openness*

### Challenges

Promoting the movement of data between the public and private spheres requires the necessary skills for making use of this data. A network of distributed skills is therefore the ultimate aim, beginning with a cluster within a more centralised *AI lab*. Ideally, there would be a mix of public sector and external skills.

### Ambitions

**Lay the groundwork for the open AI lab for the State, define the intended organisation of the team and set the trial processes in motion with the ministries.**

The intended organisation of the team is as follows:

A core team made up of data science specialists and public reformers;

For each project, dedicated recruitment modelled on the General Interest Entrepreneurs (EIG) competition for attracting specialists, who will be given the opportunity of embarking on pathways of excellence.

### The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>• Publication of the ministries' AI and digital road maps</li> </ul>	<p><b>Semester 1 or Semester 2 2018</b></p>
<ul style="list-style-type: none"> <li>• Calls for AI proposals for the attention of government departments</li> </ul>	<p><b>Semester 2 2018</b></p>
<ul style="list-style-type: none"> <li>• Setup of the AI lab</li> </ul>	<p><b>Semester 1 2019</b></p>

## COMMITMENT 9

### Opening the administration to new skills and supporting the Government's open innovation initiatives

**Lead institution(s):**

*Minister of State for the Digital Sector, attached to the Prime Minister*

**Other stakeholders:**

*Ministry of the Interior; Ministry for the Ecological and Inclusive Transition; Ministry for Europe and Foreign Affairs; Ministry for Territorial Cohesion; Ministry of Economy and Finance; Ministry of National Education; Ministry of Culture*

**New commitment**

**OGP principles with which the commitment is associated:**

*Participation, Innovation and technology for openness*

#### Challenges

Numerous entrepreneurs, developers and data scientists working within digital ecosystems **are ready to work with and within the State** in order to improve public services by making use of the potential provided by the opening and circulation of public data, new uses of digital technology and working with communities of civil society contributors.

In addition, when they are looking to implement innovation projects requiring recourse to uncommon skills and expertise, **administrations have to cope with a whole range of difficulties**, including binding procurement contracts that take time to implement (even though the changes underway with regard to public purchases are bringing about greater flexibility in the processes involved), salary scales that hold little attraction for experts in digital technology, and lack of visibility as to methods developed within the entrepreneurial world.

#### Ambitions

**Bringing administrations alongside digital ecosystems, perpetuating open innovation initiatives in the administration and disseminating such practices, including the "Entrepreneur of General Interest" programme, ministerial incubators and hackathons.**

Public action is increased and improved by interaction between administrations and external players. Such exchanges enable identification of new problems connected with public action, introduction of new work methods, development of digital projects open to contribution, and assistance with startup development.

Various models have already been put to use by administrations as ways of getting more closely involved with digital ecosystems:

- the "Entrepreneur of General Interest" programme, which brings external talents into the administration in order to resolve digital challenges within ministries;
- the digital public services incubator, which provides public officials with the opportunity to develop effective digital products that better meet users' needs;
- incubation of projects promoted by private players, bearing on public problems or connected with a given sector's digital transition.

Public events designed to encourage collaboration between administrations and external players on a specific theme (hackathons, dataCamps, design workshops etc.). The “Entrepreneur of General Interest” (EIG) programme developed by Etalab favours such encounters between external talents and public officials wishing to introduce new problem-solving techniques. **EIGs work in selected administrations for a 10-month period in order to resolve challenges connected with digital technology.** The success met with when the experiment was first tried out in 2016 resulted in a second year’s trial. Its initial success must now be capitalised on if the initiative is to be perpetuated. The programme also enables identification of constraints that need lifting and opportunities to take advantage of in order to **develop genuinely extended public services** that would enable the State to work more simply with startups and transform public policies.

It is also a matter of promoting and facilitating setup of ministerial incubators and disseminating agile methods in the implementation of projects.

### The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>Perpetuating the “Entrepreneur of General Interest” programme:</li> <li>launching the 2nd and 3rd EIG years;</li> <li>perpetuating programme funding over the longer term.</li> </ul>	2018
<ul style="list-style-type: none"> <li>Creating a network of EIG alumni providing feedback on the initial years in order to help improve the programme’s effectiveness</li> </ul>	2018
<ul style="list-style-type: none"> <li>Using such feedback as a basis for proposing legislative and regulatory changes with a view to improving technological public innovation within the administration</li> </ul>	2019

### In addition to these crosscutting actions, the following ministries have made commitments of their own:

#### THE MINISTRY OF THE INTERIOR UNDERTAKES TO

- Create an ecosystem by making best use of open data and developing data co-production initiatives through projects and organisation of events

#### THE MINISTRY FOR THE ECOLOGICAL AND INCLUSIVE TRANSITION AND THE MINISTRY FOR TERRITORIAL COHESION UNDERTAKE TO

- Launch the first season of *Fabrique Numérique* (6 projects), a digital services incubator for development of new uses contributing to implementation of public policies
- Mobilise Entrepreneurs of General Interest to foster use of data in order to prevent maritime accidents
- Implement new data-science projects on the open innovation model:

- protection of whistleblowers: developing an information system accessible to whistleblowers that would guarantee traceability of information and their protection
- optimisation of roadside checks: better identification of zones in order to carry out more pertinent checks
- optimisation of examination of building permit applications: development of artificial intelligence software for urban planning which would assist individual applicants in examination of building-permit applications and eventually automate such examination.
- Organise a workshop open to producers and reusers of data on waste (BarCamps / hackathons)
- Launch a new call for *Green Tech Verte* (ministerial incubator) “*Jeunes Pousses*” projects aimed at small-scale startups

#### THE MINISTRY FOR EUROPE AND FOREIGN AFFAIRS UNDERTAKES TO

- Continue support for work on redesigning and modernising services provided to French citizens travelling abroad and residents (the present *Conseil aux Voyageurs* and *Fil d’Ariane*). The project was winner of the January 2017 hackathon organised by the Ministry in partnership with the Interministerial Directorate for Information and Communications Systems (DINSIC) and the General Union for Public Purchases (UGAP).
- Set up a ministerial incubator designed as a facility where Ministry staff (Information System Directorate developers and intrapreneurs) and external players (developers, startups, young innovative companies, etc.) work on innovative projects.

#### THE MINISTRY OF ECONOMY AND FINANCE UNDERTAKES TO

- Create a “business innovation kit” in collaboration with the *Agence du Patrimoine Immatériel de l’Etat* (APIE – Agency for Public Intangibles in France) (mock-up: <https://innovmetieretat.github.io/>). The kit will enable easy setup of an online platform making administrations’ knowledge and communicable tools and/or resources available to users. It is designed as an open-access software module that can be incorporated, for example, into the “*Comment Faire*” public innovation toolbox (<http://comment-faire.modernisation.gouv.fr/>) provided by the Interministerial Directorate for Public Transformation (DITP, formerly the Secretariat-General for Government Modernisation [SGMAP]). The kit is disseminated in free format for kit content and the kit itself, and the source code is available at a repository (<https://github.com/InnovMetierEtat/innovmetieretat.github.io>). It uses the Git system and its online version Github as infrastructure, adding a simple user-friendly interface. Content is provided by public innovators for use by other public innovators and may also be of interest to members of civil society (citizens’ associations and innovative operators).

#### THE MINISTRY OF NATIONAL EDUCATION UNDERTAKES TO

Open a ministerial innovation “lab” dedicated to acculturation to innovation and support for innovative projects within the Ministry: constitution of a team and a range of services in 2018.

### THE MINISTRY OF CULTURE UNDERTAKES TO

- Continue support for administrations and cultural operators in formalisation of projects for the call for EIG projects. In 2018, with Ministry support, two EIGs will be developing a platform for indexing and presentation of *Mobilier National* collections.
- Support development of innovative digital services via the “State startups” scheme managed by Beta.gouv.fr, including the “Pass Culture” project, a mobile app providing young people with access to local artistic and cultural education with a dedicated digital portfolio.

### THE MINISTRY OF PUBLIC ACTION AND ACCOUNTS UNDERTAKES TO

- Set up a **library of human resources initiatives** in order to capitalise on successes and failures.
- **Support recognition of the right to make mistakes** by organising seminars, events and feedback on the right to make mistakes, risk taking and the search for innovation.

### Going further

- <https://entrepreneur-interet-general.etalab.gouv.fr/>
- <https://beta.gouv.fr/>

## COMMITMENT 10

### Set up digital public service incubators in each ministry

**Lead institution(s):**

*Minister of State for the Digital Sector, attached to the Prime Minister*

**Other stakeholders:**

**Ministries:** *Pôle Emploi (France's public employment agency) Ministries of Social Affairs – Ministry for the Ecological and Solidary Transition – Ministry of the Interior.*

**Local public stakeholders:** *City of Paris – Département of Pas de Calais – Département of Calvados*

**New commitment**

**OGP principles with which the commitment is associated:**

*Innovation and technology for openness*

#### Challenges

**The services we obtain from the digital economy enable simple, intuitive interactions that are changing users' expectations.** "Startups d'Etat" (State Startups) are setting out to solve specific problems in users' relations with the public authorities by offering an experience at the cutting edge of technology, as defined by the digital startups.

These new public services are developed by independent, frugal teams working with their users. Well-versed in Lean Startup and agile methods, these teams are introducing new practices into public organisations.

Such services normally build APIs, or reusable software bricks, which form the backbone of the "Government as a Platform" concept.

These teams are focused on their impact on reality and the value they deliver to their users. After six months, the aim is to have achieved satisfaction among early users. Only those teams with convincing early results to show for their efforts after six months are maintained, which means that investment is channelled solely towards projects having had a tangible impact; a new investment strategy in the information systems of the public sector.

Lastly, the services developed are open-source by default, and close attention is paid to the contribution terms.

#### Ambitions

To encourage uptake of these practices and this working philosophy across government, there are plans to **get ever more State Startups off the ground with new public partners** (ministries, operators, local authorities, etc.) **and to bring about incubators in the most advanced partners when the time is right.**

## The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>• Launch 3 to 5 ministerial incubators</li> </ul>	2018
<ul style="list-style-type: none"> <li>• Roll out incubators within each ministry</li> </ul>	2019

### In addition to these cross-cutting actions, the following ministries have made specific commitments:

#### THE MINISTRY FOR THE ECOLOGICAL AND SOLIDARY TRANSITION AND THE MINISTRY OF TERRITORIAL COHESION COMMIT, IN THEIR RESPECTIVE AREAS, TO

Fully empowering the "Fabrique Numérique" (internal digital services incubator, 7 projects) so as to develop new uses that contribute to the delivery of public policies.

#### THE MINISTRY FOR EUROPE AND FOREIGN AFFAIRS COMMITS TO

Creating a ministerial incubator destined to get the Ministry's officials (developers in the IS department, intrapreneurs) working with external stakeholders (developers, startups, young innovative enterprises etc.) on innovative projects.

#### THE MINISTRY OF NATIONAL EDUCATION COMMITS TO

Opening a ministerial innovation lab dedicated to innovation literacy and support for innovative projects within the Ministry: formation of a team and service range in 2018.

#### THE MINISTRY OF CULTURE COMMITS TO

Supporting the development of innovative digital services through the "Startups d'État" scheme run by Beta.gouv.fr, particularly the *Pass Culture* initiative, a mobile app which will allow youngsters to access the local artistic and cultural education provision with a dedicated digital portfolio.

## COMMITMENT 11

### Streamline data flows within the State with FranceConnect Plateforme

**Lead institution(s):**

*Minister of State for the Digital Sector, attached to the Prime Minister*

**Other stakeholders:**

*All ministries*

**New commitment**

**OGP principles with which the commitment is associated:**

*Innovation and technology for openness*

#### Challenges

By 2022, **all of the public authorities**, at national and local level alike, **will be using the components and services of the technical infrastructure FranceConnect Plateforme** to deliver secure, simple, personalised, completely digital services which guarantee procedural traceability and respect of fundamental freedoms. This platform is enabling the gradual, ongoing construction of a modular, reusable public information system designed to facilitate innovation and to be open to all State partners, whether public or private. It supports agile, low-cost developments, focusing efforts on the search for "business value".

**Thanks to its core range of basic services:**

Citizens, businesses and public officials can obtain e-identification means tailored to their needs via FranceConnect identité;

Data and services can be published with a view, on the one hand, to facilitating communication between public authorities and personalising relations with users (thereby avoiding repeat requests for supporting documents for example, applying the "*dites-le nous une fois*" (tell us just the once) rule), and, on the other, to enabling different developers, whether they are working within a State institution or externally, to create value-added services;

Trust can be enhanced by guaranteeing protection of data and privacy.

#### Ambitions

The FranceConnect Plateforme is organised into **two concentric circles**:

The 1<sup>st</sup> circle ("core"), comprising a **basic services provision** for guaranteeing the smooth running of the platform and swift delivery of the services for users and businesses (e.g. FranceConnect identité, data exchange service, data protection service);

The 2<sup>nd</sup> circle, comprising **common assets**: services and components characterised by their high degree of re-use by the other departments, and therefore by a high risk of disruption should the service be upgraded or become unavailable. These services include, for example,

the main APIs on the reference data (businesses, households, taxation, geodata, etc.) or the "public data service";

The *FranceConnect Plateforme* development pathway takes an **iterative approach with the user** (starting with a "minimum viable product"), enabling an incremental and collective development of services.

In this platform model, the ministries, operators and local authorities become stewards of the development of the modular public IS. They are responsible for presenting data and services for the attention of officials or the public. These services are either new modular-native services ("API First" approach) or services from legacy systems that have gone through API-fication processes.

*FranceConnect Plateforme* is **then expected to be opened to external developers and enhanced as and when they add new contributions**. It will also be possible to develop new services from available public services and data. Such services could, for example, allow user authentication via *FranceConnect identité*.

## The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>• <b>Develop the core services of FranceConnect Plateforme</b>, to guarantee the smooth running of the platform and swift delivery of the services for users and businesses:               <ul style="list-style-type: none"> <li>➤ The platform infrastructure;</li> <li>➤ The identification services based on FranceConnect identité (Household, Official or Business);</li> <li>➤ The data exchange functions: internal reference frameworks, API SEO, drawing up of contracts and authorisations, presentation and transmission of data;</li> <li>➤ The functions bearing on protection (integrity, confidentiality, access control, traceability and history of exchanges) and trust;</li> <li>➤ An access interface for users and local authorities publishing information in open-data format (number, type, geographic distribution)</li> </ul> </li> </ul>	<p><b>2 years for the first complete operational environment (followed by continuous improvement)</b></p>
<ul style="list-style-type: none"> <li>• <b>Develop the priority services of common interest</b> (minimum functional base, 2<sup>nd</sup> circle) to fast-track the development and provision of new online services, underpinning the "core" features of FranceConnect Plateforme.</li> <li>• In particular: APIs opening up the reference data, pooled components enabling the integration and ongoing roll-out of developments according to a DevOps mindset; universal payment "brick"; Vitam-as-a-Service (Vitam is a software program for developing a digital archiving base that can be re-used by government departments), etc.</li> </ul>	<p><b>5 years</b></p>

### 3. Strengthening participation mechanisms

Government, administrations, parliamentarians and local and regional authorities are increasingly using citizen participatory approaches: citizen workshops, open online consultations, participatory workshops, etc. There are numerous examples in recent years: consultation on the draft law for a digital republic, on the proposal for a law creating new rights for patients and people at the end of life, on the project of multiannual programming of the energy, the consultation on the digital strategy for AFD, the Food Foundation, the Public Action Program 2022, etc.

These participation procedures make it possible to better inform the public about public decisions, to rely on external expertise to the State, and thus to enrich the public action, strengthen the public service, make it more effective, closer to the needs of users; to better understand the obstacles and points of contention, to foster consensus.

From now on, the government wants to go further in these participation procedures, by generalizing their employment and making them more inclusive. It is a question of spreading this culture of openness within the administrations, of experimenting with new formats, which must be tested, improved, diffused, to create and animate ecosystems of actors, experts who can come to enrich the public decision.

It also involves supporting civic tech actors who develop solutions to mobilize citizen expertise and new modes of participation. The State must learn to rely on the skills and external actors, to do so in full transparency and to mobilize the means to increase the competence of these actors so that they can offer the necessary guarantees for the citizen.

This ambition is reflected in 4 concrete commitments:

- The development of **new formats for exchanging ideas with civil society**: the "Open d'Etat" Forum- commitment n° 12;
- The establishment of an **open and participatory dashboard of online procedures** - commitment n° 13;
- **Support for gov tech**, with the organization of a dedicated conference in the year - commitment n° 14;
- Provide the administrations with **the tools to associate citizens to public decision-making to better involve citizens in public** – commitment n°15

## COMMITMENT 12

### Develop new formats for exchanging ideas with civil society: the "Open d'Etat" Forum

**Lead institution(s):**

*Minister of State for the Digital Sector, attached to the Prime Minister*

**Other stakeholders:**

*Dataactivist and Vraiment Vraiment*

*The open government community (civil society organisation, startups, civic tech, researchers, think tanks)*

**New commitment**

**OGP principles with which the commitment is associated:**

*Accountability, opening of digital resources, civic participation, open innovation*

#### Challenges

Open government is grounded in the principles of accountability and dialogue between citizens and civil society. **The aim of the "Open d'Etat" (open government multi-stakeholder) forums is to offer an informal discussion space where citizens and State officials can discuss a given theme, share knowledge, practices and experiences.**

Their format was designed in liaison with citizens and public officials during an open participatory workshop on 12 March 2018.

"Open d'Etat" Forums are a community of stakeholders who meet to help expedite public action reform. This community brings together public officials working on innovative projects as well as civil society stakeholders with an interest in tangible projects aimed at transforming public action.

The intention is for this format to be improved in line with participants' feedback.

#### Ambitions

Set in motion the first cycle of "Open d'Etat" Forums on five main work packages of the National Action Plan;

Expand and consolidate the "Open d'Etat" community;

Develop an online dialogue space to enable progress on the work packages outside of the Forums;

Improve the format as and when results and feedback come in from participants, civil society and the authorities.

## The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>• Trial a discussion forum format by organising 5 "Open d'Etat" forums so as to monitor implementation of France's National Action Plan for the OGP</li> </ul>	<p><b>Semester 2 2018</b></p>
<ul style="list-style-type: none"> <li>• Develop an online dialogue space to enable progress on the work packages outside of the Forums</li> </ul>	<p><b>Semester 2 2018</b></p>
<ul style="list-style-type: none"> <li>• Document the format of the "Open d'Etat" forums to enable the authorities to give feedback</li> </ul>	<p><b>2019</b></p>
<ul style="list-style-type: none"> <li>• Keep the "Open d'Etat" Forums going</li> </ul>	<p><b>Semester 2 2019</b></p>

## COMMITMENT 13

### Set up an open and participatory dashboard of online procedures

**Lead institution(s):**

*Minister of State for the Digital Sector, attached to the Prime Minister*

**Other stakeholders:**

*Ministries offering online services, associations of users of Public Service, Department for Legal and Administrative Information (DILA)*

**New commitment**

**OGP principles with which the commitment is associated:**

*Civic participation in drafting and assessing public policies*

#### Challenges

The State offers a wide range of services online. With a view to continuously improving the quality of service, the State is committed **to publishing the list of procedures that can be done online and to involving citizens in improving them.**

Feedback from users and their suggestions for improvement will enable the authorities to tailor the services more closely to their expectations.

#### Ambitions

This first involves providing users with **a dashboard of online procedures**, which will also allow them to give feedback on these procedures for the purposes of improving them: make complaints about the procedure, request changes, report malfunctions or omissions.

Furthermore, a **mechanism will be set up to help the authorities to take these requests into account.** Lastly, this mechanism will ensure that users' opinions are genuinely heeded in the implementation of the digitisation policy priorities.

#### The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>• Draw up a list of procedures that can be done online with all of the authorities concerned</li> </ul>	<b>Semester 1 2018</b>
<ul style="list-style-type: none"> <li>• Develop a tool which the authorities can use to add procedures to the online dashboard or update existing procedures</li> </ul>	<b>Semester 1 2018</b>

<ul style="list-style-type: none"><li>• Launch an online open and participatory dashboard of State public services for use by civil society</li></ul>	<b>Semester 1 2018</b>
<ul style="list-style-type: none"><li>• Process and share feedback from civil society on online procedures with the ministries and organise the feedback loop to ensure these comments and requests are taken on board</li></ul>	<b>Semester 2 2018</b>

## COMMITMENT 14

### Organize an international GovTech summit in France

**Lead institution(s):**

*Minister of State for the Digital Sector, attached to the Prime Minister*

**New commitment**

**OGP principles with which the commitment is associated:**

*Innovation and technology for openness*

#### Challenges

If we want the open government mindset to catch on, we need not only proactive efforts on the part of Government itself, but also support for the stakeholders who are busy working in this sense. For the past few years now, these stakeholders have included specialist startups referred to as *GovTech* and *civic tech*, which are cropping up all over France and promoting both the digital transformation of public entities and the betterment of democratic and civic life through digital technology.

#### Ambitions

The Government's ambition is to bring the *GovTech* ecosystem fully into the limelight by cementing France's position as a country of authority on the subject and by showcasing the success stories.

#### The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>Organise an international summit on open government and support for <i>GovTech</i> startups as early as 2018</li> </ul>	<b>Semester 2 2018</b>
<ul style="list-style-type: none"> <li>Hold the summit again in 2019 and beyond</li> </ul>	<b>2019 and beyond</b>

## COMMITMENT 15

# Provide the administrations with the tools to associate citizens to public decision-making

### Lead institution(s):

Minister of State for the Digital Sector, attached to the Prime Minister

### Other stakeholders:

Ministry of Public Action and Accounts, Ministry of Higher Education, Research and Innovation

**Commitment building on: commitment no. 13 “leverage previous consultations & reform participatory mechanisms” and no. 22 “spread public innovation, and develop research on open government” of the NAP for 2015-2017**

### OGP principles with which the commitment is associated:

Civic participation, Innovation and technology for openness

## Challenges

Numerous consultations have been organized in recent years by administrations on important public decisions, major reforms and draft laws: online consultation on the digital in schools (50,000 contributions) and in academies (150 events); online consultation on the draft law for a digital republic (20,000 participants, 8,000 contributions, 150,000 votes) etc. New consultative approaches have been launched: such as *Action Publique 2022* (Public Action Programme 2022), *Assises de la mobilité* (the Mobility encounters), *Assises de l'alimentation* (the Alimentation encounters), etc.

Among the many forms of participatory approaches (citizen workshop, forum, hackathon, public meeting, etc.), open consultations on the Internet are becoming increasingly important. Such consultations are one of the instruments of public consultation. A consultation can be more or less broad but the tools used on the Internet often allow everyone to participate. This consultation can take several forms: public inquiry by means of a register and an inquiry report, consultation procedures, formal consultation of voters, public meetings or consultations on the Internet, these different participation tools can be combined.

As indicated by the [COEPIA](#) in its November 2016 report on open internet consultations organized by administrations, these have 3 functions:

- **Informative:** to enrich the expertise of public decision-makers, but also to better understand the obstacles and points of discord;
- **Democratic:** to allow everyone to participate in these debates and in the elaboration of the public decision. Consultation is a direct relationship between public authorities and citizens;
- **Process-oriented:** to inform the public on an issue and to foster consensus.

However, the report also stresses that these consultations are only useful if they are organized according to certain "basic" rules and that they require a strong involvement of the organizers. Articles [L. 131-1](#) and [L. 132-1](#) of the code of relations between the public and the administration (CRPA) set the following principles: ensuring a certain publicity to the consultation, making public the modalities of the procedure, ensuring the information of the participants, conducting it during at least 15 days and carrying out a synthesis of the observations at the end, which is made public, in order to eventually announce the considered follow-up.

As these practices spread, administrations may be confronted with constraints in terms of timetable and budget, and legitimately question the tools to be used and the good practices to be implemented. Experience sharing and support thus prove to be useful in increasing the impact of these consultations, ensuring their loyalty and transparency, and effectively mobilizing contributors.

## Ambitions

Propose resources, tools and methods to facilitate the use of open online consultations and involve users and citizens in public decision-making.

Since 2016, Etalab has brought together civic tech actors, consultation experts and administrations to establish a common set of principles and practices around online public consultations. A platform - currently in beta version on [www.consultation.etalab.gouv.fr](http://www.consultation.etalab.gouv.fr) - has thus been developed in a co-construction approach with the ecosystem in order to:

- **Reference tools that can be used by administrations** and provide a number of facilities and guarantees to public actors, particularly in terms of transparency, dialogue between citizens and administrations, and management of personal data;
- **Share good practices** in open online consultation in government, based on respect for the public and the public interest<sup>8</sup>.

Etalab is committed to **continue the development of this platform** in conjunction with administrations mastering consultation or that are collaborating civic tech ecosystem stakeholders and solution providers, the research and expert community and civil society.

Etalab is also committed to **continuing to develop and test new formats for contributing workshops, forums, hackathons and other innovative formats, and to document them in order to share this experience and know-how with all public stakeholders.**

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<sup>8</sup> Methodology and ethics developed according to the recommendations of the [Report of the Orientation Council for Public Publishing and Administrative Information](#) "Open consultations on the Internet organised by administrations: an instrument for public participation that requires strong involvement of the organisers" (November 2016); and on the consultation of a panel of experts on citizen participation.

## The road map in detail

ACTIONS	CALENDRIER
<ul style="list-style-type: none"> <li>Improve and enrich the platform <a href="http://consultation.etalab.gouv.fr">consultation.etalab.gouv.fr</a> (offer of tools, good practices) in order to cover a plurality of needs and enable administrations to be more and more autonomous in the organisation of consultations</li> </ul>	S1 2018
<ul style="list-style-type: none"> <li>Develop a single platform for online public consultations</li> </ul>	S2 2019
<ul style="list-style-type: none"> <li>Continue organizing open events (hackathon, datacamp, barcamp, forum, open ministry...) with administrations and ecosystem stakeholders document these events and share feedback with all public stakeholders</li> </ul>	S1 et S2 2018

### In addition to these cross-cutting actions, the following ministries have made specific commitments:

#### THE MINISTRY OF PUBLIC ACTION AND ACCOUNTS UNDERTAKES TO

Support the major public transformation and reform projects in their citizen participation initiatives.

#### THE MINISTRY OF HIGHER EDUCATION, RESEARCH AND INNOVATION UNDERTAKES TO

Set up a crowdsourcing service that will allow the identification and improve the visibility of innovative initiatives that have positive results within the institutions where they are implemented in order to encourage local initiatives and develop direct contacts between field actors (use of the [OGPToolbox](#) developed by [Etalab](#), 2018).

## 4. Leveraging the benefits of open government to address the global challenges of our century: development, environment and science

Addressing the global challenges of our century (such as tackling climate change, the energy transition, development, research and science): this is where putting the principles of open government into practice – to advance transparency, civic engagement and the sharing of digital resources – comes fully into its own.

Indeed, in an increasingly global world, open government is a driving force to stronger enforcement of international policies and agreements and more effective public policies and services, through the involvement of the citizens concerned and greater accountability on the part of decision-makers, and by harnessing collective intelligence at international level.

France has particularly made convergence of the open government agenda and the sustainable development goals one of the priorities of its term co-chairing the OGP.

Committed to international advocacy aimed at promoting the principles and values of open government, through its Ministry for Europe and Foreign Affairs and inclusive public development bank, AFD, France has launched **the Support Programme for Open Governments in French-speaking Developing Countries (PAGOF)** to support the implementation of open government action plans in these nations – **commitment no.16**.

In this action plan, France is also underscoring its specific commitment to two other global challenges:

**The energy transition – commitment no. 17:** by empowering citizens to exercise scrutiny and get involved in public decisions on the energy transition and sustainable development – not least through mechanisms for monitoring international and national plans, re-using data and innovation – France is hoping to better anticipate the energy transition in a global context;

**Open science – commitment no. 18:** with digital technology, networks organised online and collaboration tools, the open science movement has gained traction and assumed global proportions. France has been keeping pace in this regard, particularly by developing an open science ecosystem.

## COMMITMENT 16

# Supporting the implementation of the principles of transparency and citizen participation at the international level

### Lead institution(s):

Ministry for Europe and Foreign Affairs, Agence française de développement (AFD)

### Other stakeholders:

Expertise France, French Agency for Media Cooperation (CFI)

### New commitment

### OGP principles with which the commitment is associated:

Access to information, participation, accountability, innovation and technology at the service of openness

## Challenges

One of France's objectives as co-Chair of the Open Government Partnership (OGP) was to extend the partnership to new countries, French-speaking countries in particular. OGP membership is both an acknowledgment of countries' efforts to foster greater transparency and a commitment to continuing to promote openness, with and for the population.

Becoming a member of the OGP also means joining a global network of public-action reformers that have already tested out a range of innovative reforms and tools affecting all areas of public life and sustainable development, including public officials' integrity, countering corruption, ecological transition and citizen participation. Each member benefits from and contributes to an ongoing dynamic of exchange between peers.

The OGP takes on special importance in such States as Tunisia and Burkina Faso, which have recently undergone major democratic transitions and whose citizens are demanding the right to participate in public life.

## Ambitions

### Support the French-speaking countries in implementation of the principles of transparency in public action and citizen participation

The Agence française de développement ([AFD](#)) has launched the **Projet d'Appui aux Gouvernements Ouverts dans les Pays en Développement Francophones (PAGOF – Project on Open Governments in French-speaking Developing Countries)**. The project aims to improve governance in several French-speaking countries that are OGP members or nearing eligibility for membership, by assisting them in implementing institutional procedures and frameworks for consultations that comply with Open Government principles.

**The project has been granted a €4.5-million subsidy** and will assist French-speaking countries in two ways:

- **Extending administrations' and civil society's capacities** (NGOs, associations, media, digital community, etc.) in target countries, through sharing knowhow, funding external expertise, networking players and building on successful experiments.
  - Expertise France and Canal France International (CFI) will be the expert operators responsible for implementing this part of the project, for a total of 3.5 million euros.
- **The AFD's participation in the Multi-Donor [Trust Fund](#)** set up in the context of the OGP and managed by the World Bank. The fund will be used to **finance projects** and technological assistance enabling implementation of Open Government reforms in OGP member countries, **accompany countries that do not yet meet the criteria for OGP membership**, and support research on Open Government. This part of the project has been allocated 1 million euros.

**The Ministry for Europe and Foreign Affairs is supplementing this financial support to innovative projects on transparency with an “innovative digital solution” prize.** Awarded in partnership with *Transparency International*, the prize is meant to reward three projects bearing on opening of data or digital solutions that facilitate interaction between the Government and citizens or help combat corruption. It will encourage emergence of digital tools in support of democratic governance as well as make best use of and motivate the network of French-speaking “civic tech” players to collect and disseminate best practices. The prize is set to be awarded every other year.

### The road map in detail

ACTIONS	CALENDRIER
<ul style="list-style-type: none"> <li>• Provide technical and financial support, via the PAGOF, to achievement of OGP member countries' National Action Plans (Tunisia, Burkina Faso and the Ivory Coast) and network countries intending to join the OGP</li> </ul>	<p><b>December 2017 to December 2020</b></p>
<ul style="list-style-type: none"> <li>• Participate in the OGP's Multi-Donor Fund through the PAGOF, funding projects enabling better implementation of Open Government principles, in particular in countries that have just become eligible for OGP membership, and research projects on open government</li> </ul>	<p><b>December 2017 to December 2020</b></p>
<ul style="list-style-type: none"> <li>• Perpetuate the “innovative digital solution” prize rewarding 3 projects on countering corruption to the tune of 10,000 euros per project, and monitor their implementation (first edition in 2017)</li> </ul>	<p><b>September 2017 to December 2020</b></p>

## COMMITMENT 17

# Empower citizens to exercise scrutiny and get involved in public decisions on energy transition and sustainable development

### Lead institution(s):

Ministry for the Ecological and Solidary Transition

### Other stakeholders:

National Council for Ecological Transition (CNTE)  
 Ministries contributing to the 17 goals: all ministries  
 Public institutions, particularly: National Institute of Statistics and Economic Studies (Insee), France's inclusive public development bank (AFD)  
 Decentralised government departments

### Commitment building on commitment no. 26 of the NAP 2015-2017

"Initiate new collaborations with civil society to develop innovative solutions to meet the challenges of Climate and Sustainable Development"

### OGP principles with which the commitment is associated:

Accountability, participation

## Challenges

**The energy transition and sustainable development are key issues, and there has been a groundswell of support for them among civil society.**

Implementation of the road map charted following the April 2016 environmental conference particularly includes "Launching the revision of the National Plan for Adaptation to Climate Change (PNACC-2) by calling on all of the stakeholders".

What is more, an action plan on the 17 sustainable development goals adopted by the United Nations in September 2015 needs to be set up in France for the period running until 2030. Work towards these goals must not only prompt the ministries to uphold and draw up the action plan together, but also include civil society, businesses, local authorities and citizens in shaping, promoting and delivering the action plan.

## Ambitions

**Empower citizens to get involved in public decisions on the energy transition and sustainable development.**

The Ministry for the Ecological and Solidary Transition (MTES) would like to press on with the efforts already under way to provide digital tools and involve citizens in drafting the plans to implement international agreements and public policies and monitoring them, not least:

- The National Plan for Adaptation to Climate Change, by getting all of the stakeholders to contribute to recasting the previous plan;
- The inclusive drafting of the Action Plan for the Sustainable Development Goals (SDGs)

#### Enhance the opening up of public environmental data.

- Open up new datasets produced by the two ministries, and encourage their re-use;
- Give the departments a basic grounding in data and data science;
- Build an infrastructure for environmental data: define the reference data and publish them, including documentation

### The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>• Based on the operating arrangements determined by the CNTE, incorporate citizens' proposals in the opinions on the monitoring and assessment of the National Plan for Adaptation to Climate Change (PNACC-2) written by the members of the CNTE, and particularly the Specialised Advisory Committee of the National Observatory on the Effects of Global Warming (ONERC)</li> </ul>	<p>2018 - 2022</p>
<ul style="list-style-type: none"> <li>• Organise cross-government coordination to address the challenges of the PNACC-2, inform and educate all the public stakeholders in the SDGs to encourage their uptake</li> </ul>	<p>Action programme 2015 - 2030</p>
<ul style="list-style-type: none"> <li>• Inform, educate and mobilise civil society across the board to play a part in the action plan and make their own contribution to achieving the SDGs</li> </ul>	<p>-</p>
<ul style="list-style-type: none"> <li>• Undertake an inventory of the data produced by the two ministries and their operators and make all of this data accessible via Github: <a href="https://mtes-mct.github.io/dataroom/">mtes-mct.github.io/dataroom/</a></li> </ul>	<p>March 2018</p>
<ul style="list-style-type: none"> <li>• Open up the data: <ul style="list-style-type: none"> <li>➤ Of the platform <a href="#">SINOE@ déchets</a><sup>9</sup> and encourage re-use.</li> <li>➤ Bearing on sale of plant protection products<sup>10</sup> at the most micro-scale possible and add them, in a map format in particular, to the EauFrance website.</li> <li>➤ Of the building permit database Sitadel in an open data format, so that it is easy to re-use and process by an automated processing system (subject to approval from the French Data Protection Authority/CNIL)</li> </ul> </li> </ul>	<p>From summer 2017 to end 2018</p>

<sup>9</sup>. A consolidated and secure database, [SINOE@ déchets](#) has data records on the management of domestic and similar waste going back ten years. The data is entered by users then subjected to an advanced validation and scrutiny process at the source.

<sup>10</sup>. Plant protection products come under the same category as pesticides. [Directive 91/414/EEC](#) defines plant protection products.

<ul style="list-style-type: none"> <li>• Provide citizens with access to environmental impact assessments<sup>11</sup> via a co-design approach: <ul style="list-style-type: none"> <li>➤ Make sure that each environmental public consultation clearly states the possibility of accessing impact assessments via the dedicated display interface.</li> </ul> </li> </ul>	<p><b>From January 2017 to January 2018</b></p>
<ul style="list-style-type: none"> <li>• Geolocate environmental compensatory measures<sup>12</sup> in order to reduce the accumulation rate of compensatory measures</li> </ul>	<p><b>2017 - 2018</b></p>

### Going further

- CNTE members: [www.developpement-durable.gouv.fr/sites/default/files/CNTE\\_Composition.pdf](http://www.developpement-durable.gouv.fr/sites/default/files/CNTE_Composition.pdf)
- [PNACC-1 evaluation report](#)

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<sup>11</sup> "Environmental impact assessments" (EIAs) are prerequisites to any planned development or engineering work which, because of its scale or impact on the natural environment, could adversely affect the latter.

<sup>12</sup> A compensatory measure is aimed at compensating for or offsetting the environmental harm caused by a planned development or project that is bound to or could potentially prove disruptive. In theory they must restore a situation which is of an overall similar, if not better, quality compared to the previous situation, or an environmental state that is considered functionally *normal* or *ideal*.

## COMMITMENT 18

### Developing an “open science” ecosystem

**Lead institution(s):**

Ministry of Higher Education, Research and Innovation

**New commitment**

**OGP principles with which the commitment is associated:**

Transparency; accountability; innovation and technology at the service of openness

#### Challenges

**Open science is a movement in which research materials and results are disseminated without technical, legal, geographical or commercial obstacles, and ideally with no unnecessary delay.**

It draws on the digital transformation of our societies in order to develop open access and open data, and, more generally, open scientific processes. It includes openness of assessment procedures, indicators, reuse licences, source codes and digital practices.

**It seeks to develop an ecosystem in which science will be more cumulative, more effectively backed up by data, more transparent, more integrated, more rapid and more universally accessible.** It leads to a democratisation of access to knowledge useful to research, training and society as a whole, and also provides an opportunity for participatory science. It fosters scientific advances, unforeseen advances (serendipity) in particular, along with economic and social progress in France and Europe, in developed and developing countries alike.

#### Ambitions

##### Developing an “open science” ecosystem

In France, open science is making very unequal headway, its level of maturity depending very much on branch, players, organisations and territories. The 2016 Digital Republic Law constituted a major advance, with provisions promoting open access along with [text and data mining](#) (TDM).

There is still much to be done, however, if open science is to come fully into its own in scientific practice.

## The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>Setting up a “Committee for Open Science” to promote open national and international exchange on questions relating to open science (Access, data, metrics, codes, participatory science, etc.).</li> </ul>	2018
<ul style="list-style-type: none"> <li>Setting up a system for quantitative monitoring of the state of progress of open-access dissemination of national scientific literature.</li> </ul>	2019
<ul style="list-style-type: none"> <li>Setting up a system for rapid, transparent monitoring of expenditure on “article processing charges” and “book processing charges”.</li> </ul>	2020
<ul style="list-style-type: none"> <li>Setting up a system for transparent (public) monitoring of expenditure on electronic acquisitions in university libraries. Open-data dissemination of expenditure on the Ministry in charge of Higher Education’s <a href="#">open-data portal</a> (Electronic Resources Survey [ERE]).</li> </ul>	2018
<ul style="list-style-type: none"> <li>Creating an open dataset on funding of research projects selected following calls for projects, and its beneficiaries (2019).</li> </ul>	2019
<ul style="list-style-type: none"> <li>National membership of ORCID (Open Research and Contributor ID – a single system for identification of researchers, enabling users to find out, more simply and with greater certainty, what scientific contributions any given researcher has made).</li> </ul>	2018 or 2019
<ul style="list-style-type: none"> <li>Speeding up development of the national open archive, HAL, with investment on simplicity of use and interoperability by increasing its resources.</li> </ul>	2018 - 2020
<ul style="list-style-type: none"> <li>Expanding the scanR R&amp;D search engine and the Isidore research platform providing access to digital data on human and social sciences (HSS), raising awareness of their existence and developing their use, in particular to nourish public debate on research results</li> </ul>	2018 - 2020
<ul style="list-style-type: none"> <li>Communicating to scientific communities on the digital law’s implications with regard to openness of publications and data.</li> </ul>	2018 or 2019
<ul style="list-style-type: none"> <li>In the context of public support for reviews, recommending adoption of a policy on open data associated with articles and development of data papers.</li> </ul>	
<ul style="list-style-type: none"> <li>Providing support for progressive universalisation of data management plans in calls for research projects, and encouraging the opening of data produced by funded programmes.</li> </ul>	2019 and so on

### Going further

France has joined Germany and the Netherlands in supporting the **GO FAIR International Support and Coordination Office (GFISCO)**. **GO FAIR's objective** is the progressive opening of existing research data held in scientific and academic institutions in all research fields and beyond national borders, to constitute a springboard to creation of the European Open Science Cloud:

<https://ec.europa.eu/research/openscience/index.cfm?pg=open-science-cloud>

## 5. Opening up independent administrative authorities and courts

The culture of openness must be embraced across all of the institutions forming the backbone of our democracies if we are to reform the latter in keeping with these digital times. All of the institutions of the French Republic are concerned by the digital transition. **As such, the National Assembly (see the National Assembly's action plan), independent administrative authorities and courts in France are also adopting a more open approach and have made commitments**, in consultation with civil society, to increasing transparency and civic participation:

The supreme body for auditing the use of public funds, the *Cour des comptes*, is committing to closer involvement of citizens in its work – commitment no. 19;

The High Authority for Transparency in Public Life (HATVP) is committing to greater transparency of interest representatives' activities – commitment no. 20 – and to increased access to public information concerning public leaders and elected representatives – commitment no. 21.

## COMMITMENT 19

### Involving citizens further in the work carried out by the Cour des comptes

**Lead institution(s):**

*Cour des comptes*

**Other stakeholders:**

High Council of Public Finance ([HCFP](#)), Budgetary and Financial Discipline Court ([CDBF](#)), and Council of Mandatory Contributions ([CPO](#))

**Commitment extending Commitment 5 of the 2015-2017 NAP “Involving citizens further in the work carried out by the Cour des comptes”**

**OGP principles with which the commitment is associated:**

Access to information, participation, accountability

#### Challenges

Tasked by the Constitution and the law to provide free, independent and collegial assessments of the use of public funds, the *Cour des comptes* is one of the Republic's key institutions. It is an independent court situated midway between Parliament and the Government, and provides assistance to both. It plays an essential role in the functioning of our democracy and transformation of public action.

The *Cour's* continued efforts to open up public data, encourage analysis based on data sciences and involve citizens more closely in its work, in accordance with its principles and procedures, evidence its commitment to the French open government initiative.

#### Objectives

**Publication of more data on financial courts and innovation in ways of involving citizens in the Court's work.**

In the context of the first National Plan for an Open Government, financial courts undertook to involve citizens more closely in their work, in particular by making available **growing numbers of quantitative datasets used or produced in the context of their controls, investigations and assessments, along with data bearing on their own activities**. This major commitment was an extension of initiatives already undertaken by financial courts (some of them longstanding), through publication of their work and, in 2014, making the first datasets available.

2016 and 2017 saw further opening of data, which became normal practice for financial courts, with the publication of several hundred datasets on [data.gouv.fr](#). Two “datasessions” were held in 2016 and 2017 to encourage reuse of data. An *Entrepreneur d'Intérêt Général* (EIG – Entrepreneur of General Interest) spent ten months at the Court working on opening up the work carried out by financial courts to citizens.

By renewing the commitment made in the context of the 2017-2019 National Action Plan for an Open Government, the *Cour des comptes* seeks to **continue and bolster the ongoing momentum**. Wishing to ensure continuity and because the aim of the commitment made for

2015-2017 still applies, the original commitment and the two actions it encompassed have been retained in the same form.

They will be accompanied, however, by fresh or increased efforts, for example:

- in order to increase dissemination of certain data in an open format: **diversification of types of data** and their channels of dissemination, and encouragement of its reuse;
- in order to further develop citizens' interest in the Court's work: deployment of new ways of informing and consulting citizens, **in accordance with financial courts' principles and procedures**;
- the new ways of informing and consulting citizens **will take account of the digital divide and try to adapt to the various uses** to which citizens may put digital tools.

## The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>• Disseminating certain data resulting from work carried out by financial courts in opening data, reinforcing data quality and diversification requirements at the same time;</li> <li>• Diversifying data dissemination channels and encouraging reuse, in particular by:               <ul style="list-style-type: none"> <li>➤ organising open events;</li> <li>➤ developing tools and applications (APIs) facilitating reuse.</li> </ul> </li> </ul>	<b>2017-2019</b>
<ul style="list-style-type: none"> <li>• Further developing citizens' interest in the Court's work, in accordance with the institution's principles and procedures, by trying out new ways of informing and consulting citizens</li> </ul>	<b>2018-2019</b>

### Going further

- Datasession 2016 : [www.etalab.gouv.fr/datasession-a-la-cour-des-comptes-une-premiere-brique-vers-louverture-des-decisions-de-justice](http://www.etalab.gouv.fr/datasession-a-la-cour-des-comptes-une-premiere-brique-vers-louverture-des-decisions-de-justice)
- Datasession 2017 : [datasession.strikingly.com/](http://datasession.strikingly.com/)

## COMMITMENT 20

### Ensuring greater transparency in representatives of interests' activities

**Lead institution(s):**

High Authority for Transparency in Public Life (HATVP)

**New commitment**

**OGP principles with which the commitment is associated:**

Access to information, participation, accountability, transparency

#### Challenges

As the OECD stresses in its "[Recommendation on Principles of Transparency and Integrity in Lobbying](#)" published in 2010, "**information and communication technologies**" should "**enable stakeholders** – including civil society organisations, businesses, the media and the general public – **to scrutinise lobbying activities**". Also, **open publication of data from the repository of information on representatives of interests would enable** (when, for example, it is confronted with other data on parliamentary deliberations) **improved clarity in production of standards**.

Enacted in December 2016, the law bearing on transparency, the fight against corruption, and modernisation of economic life ("[Sapin 2](#)") entrusted the High Authority for Transparency in Public Life with **creation of a digital repository of data on representatives of interests**. For the first time in France, this aims to **provide citizens with information on representatives of interests and their relations with public officials when public decisions are made**.

#### Objectives

##### Ensuring transparency in the digital repository of representatives of interests.

The scheme will be implemented in three phases:

- 1 July to 1 September 2017: registration of representatives of interests in the repository (type of organisation, contact details, identity of directors, customers, activity field, etc.). A breaking-in period has been allowed for up until 31 December 2018;
- 1 January to 30 April 2018: publication of reports on representation of interests actions carried out over the second half of 2017 (interests represented, actions carried out, public officials targeted, related expenditure, etc.);
- as from 1 July 2018: extension of the system to relations between representatives of interests and local authority and central administration officials.

During 2018, the High Authority will also facilitate exploitation of and additions to the repository of representations of interests by:

- making the repository's source code available
- opening data on identities of representatives of interests

**It will also call upon civil society to contribute** to thinking on making data on representation of interests actions available, with a view to its **publication in open data during the first half of 2018.**

### The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>Organising one or more workshops in order to associate civil society with thought on criteria for making the data repository available and its enrichment</li> </ul>	1st half 2018
<ul style="list-style-type: none"> <li>Opening the repository's source code</li> </ul>	2nd half 2018
<ul style="list-style-type: none"> <li>Publishing, in an open and easily reusable format, data from the repository of information on representatives of interests</li> </ul>	1st half 2018
<ul style="list-style-type: none"> <li>Publishing, in an open and easily reusable format, the list of public officials regarding whom a communication may constitute an action of representation of interests</li> </ul>	2nd half 2018

### Going further

- <https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000033558528&categorieLien=id>
- <http://www.hatvp.fr/le-repertoire/>

## COMMITMENT 21

### Improving access to public information on elected representatives and public officials

**Lead institution(s):**

High Authority for Transparency in Public Life (HATVP)

**Commitment extending Commitment 6 of the 2015-2017 NAP “Facilitating access to data regarding transparency obligations of public officials”**

**OGP principles with which the commitment is associated:**

Access to information, participation, accountability, transparency

#### Challenges

As it undertook to do in the context of the National Action Plan for 2015-2017, **the High Authority now publishes, in XML format under open license, the [content of public officials’ asset and interest declarations](#)**. In a context of strict transparency and accountability requirements, opening such data greatly facilitates its exploitation by citizens and enables the development of innovative tools which, by crossing them with other datasets, provide a more accurate picture of political staffs and their ecosystem.

In addition, as can be seen from the High Authority’s contribution on open data and public integrity published in December 2016 on the occasion of the OGP Summit in Paris, **opening such data enables better interaction between institutional monitoring and actions on the part of citizens’ watch bodies**. A number of foreign examples (United States of America, Argentina, Croatia, etc.) evidence the new potentialities provided by digital technologies.

#### Objectives

**Improving accessibility of data contained in public officials’ asset and interest declarations.**

Faced with the challenges connected with citizens’ appropriation of information contained in declarations, the High Authority plans both to add to published data and to stimulate and encourage its exploitation.

As from 2018, the High Authority will develop data visualisation tools and produce analyses likely to arouse public interest in these complex findings. It will associate civil society with such work, above all with a view to widening possibilities of data reuse.

On 24 May 2017, the High Authority organised **a workshop devoted to the opening of data contained in public officials’ asset and interest declarations**. It brought together participants with a wide range of profiles (including data journalists, developers, researchers in the social sciences and engineers) and provided an opportunity to explain the institution’s approach to open data and get to know the reuser community’s expectations.

## The road map in detail

ACTIONS	TIMESCALE
<ul style="list-style-type: none"> <li>Improving clarity of data provided to the public by accompanying its publication with production of data visualisation and analyses</li> </ul>	<p><b>1<sup>st</sup> half 2018</b></p>
<ul style="list-style-type: none"> <li>Widening the choice of exportable formats by also publishing declarations in CSV format</li> </ul>	<p><b>2nd half 2018</b></p>
<ul style="list-style-type: none"> <li>Organising a “datasession” on transparency in public life in order to associate the reuser community with exploitation of declaration data. The event could be held in collaboration with other public institutions working in the same field.</li> </ul>	<p><b>2nd half 2018</b></p>

## Going further

- <http://www.hatvp.fr/open-data/>
- Feedback on an HATVP workshop on opening data contained in public officials' asset and interest declarations: <http://www.hatvp.fr/presse/opengov-retour-sur-latelier-ouvert-organise-par-la-haute-autorite/>

## 6. Appendices and useful resources

### Methodology and schedule for drafting the National Action Plan

The drafting of the 2<sup>nd</sup> Action Plan was launched on 28 February 2017 at the Ministry of State responsible for State Reform and Simplification, during an Open Ministry<sup>13</sup>.

**An initial online consultation phase was held from 15 March to 21 April 2017<sup>14</sup>. This “ideation” phase enabled collection** of contributions, based on feedback from the first Action Plan and new priorities identified by civil society. Etalab published a summary<sup>15</sup> of the online consultation.

**Contributions came from a varied community of stakeholders** (civil society, the digital technology sector, individual contributions and the public sector) and **focused on a series of common themes**, including extension of the first Action Plan's commitments, expansion of the open data policy, and dissemination of open government principles among new players and at various levels.

On the basis of these contributions, the operations departments of administrations that promote open government oriented actions and that are responsible for implementation of commitments drafted proposals for actions to be incorporated into the National Action Plan.

Etalab then worked with administrations to consolidate commitments and construct an Action Plan, which was approved at an interdepartmental meeting.

**A “call for comments” phase followed, open from 30 November to 18 December 2017<sup>16</sup>** and providing contributors and other interested parties with an opportunity to comment on commitments and identify warning points. These contributions were submitted and incorporated into the Action Plan before its final validation by the administrations concerned.

### List of organizations that participated in the development of the National Action Plan

- 97
- Agence Open Gov Algeria Lab
- BLOOM
- Bordeaux Métropole
- Café Débat
- Coordination SUD
- Dataactivist
- EGOV-Solutions
- Fabernovel
- Greenpeace

<sup>13</sup> <https://www.etalab.gouv.fr/ministere-ouvert-retour-sur-les-ateliers-initiant-la-mise-a-jour-du-plan-daction-national>

<sup>14</sup> <https://gouvernement-ouvert.etalab.gouv.fr/pgo-ideation>

<sup>15</sup> <https://www.etalab.gouv.fr/planopengov-synthese-de-la-consultation-ideation>

<sup>16</sup> <https://gouvernement-ouvert.etalab.gouv.fr/pgo-concertation>

- HAPPS
- *Juris marchés*
- *Koz Conseil*
- *La 27<sup>ème</sup> région*
- Liegey Muller Pons
- *Lille Métropole*
- Linagora
- Need consult
- OE Consortium
- ONE
- Openbudget.fr
- Open Data France
- Open Democracy Now
- Open Education Consortium
- Open Source Politics
- Oxfam
- *Renaissance numérique*
- *Secours Catholique*
- Sopra Steria
- Synacor
- *Syntec numérique*
- Tech in France
- Transparency International France
- *Villes Internet*

## List of public administrations and institutions with commitments in the National Action Plan

- Ministry of State for the Digital Sector
- Ministry of the Interior
- Ministry for the Ecological and Inclusive Transition
- Ministry of Justice
- Ministry for Europe and Foreign Affairs
- Ministry for Territorial Cohesion
- Ministry of Economy and Finance
- Ministry of Culture
- Ministry of National Education
- Ministry of Agriculture and Food
- Ministry of Public Action and Accounts
- Ministry of Higher Education, Research and Innovation
- National Commission for the Public Debate
- *Cour des comptes*
- High Authority for Transparency in Public Life (HATVP)
- National Cybersecurity Agency of France
- Environment and Energy Management Agency
- *Agence française de développement (AFD)*
- French Agency for Biodiversity





