

**SUMMARY**

1. Overview of the French administrative system
2. Civil service in France
3. The Directorate General for Public Administration and Civil Service
4. Current challenges
5. Recent achievements
6. Main upcoming projects

## SUMMARY

### 1. Overview of the French administrative system

2. Civil service in France
3. The Directorate General for Public Administration and Civil Service
4. Current challenges
5. Recent achievements
6. Main upcoming projects

3



## 1. Overview of the French administrative system

### 1.1. Basic principles

- France is a **unitary** State
- Territorial authorities benefit from the principle of **free administration** within the limits set by law
- Processes of **decentralization** and **devolution** were initiated in the 1980's

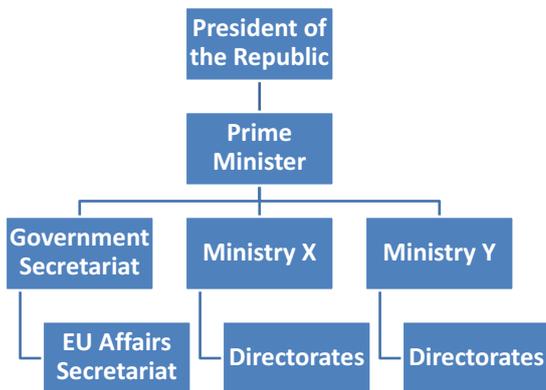
4



## 1. Overview of the French administrative system



## 1. Overview of the French administrative system



## SUMMARY

1. Overview of the French administrative system
- 2. Civil service in France**
3. The Directorate General for Public Administration and Civil Service
4. Current challenges
5. Recent achievements
6. Main upcoming projects

7



## 2. The French civil service

### 2.1. Key figures (1/2)

- France has **66 million inhabitants**
- **Active population**: around **29 million**
- **5.4m civil servants** : a little less than 20% of the active population

8



## 2. The French civil service

### 2.1. Key figures (2/2)

Civil service has **three branches**:

- **State** civil service: **2.4 million**, of which:
  - Ministries 1,9 million
    - Local State administrations 60%
    - Middle and high schools 30%
  - National public entities 500 000
- **Local** civil service: **1.9 million**, of which:
  - Municipalities 1 million
  - “Départements” 300 000
  - Regions 80 000
  - Local public entities 500 000
- **Hospital** civil service: **1.1 million**

9



## 2. The French civil service

### 2.2. Permanent and contractual staff in the civil service

- **Permanent** civil servants: **3,8 million** (excluding military and private schools staff)
  - **3 categories**: “A” category: policy-making, management & supervision  
 “B” category: application, middle-ranked staff  
 “C” category: execution, unskilled and semi-skilled staff

%	“A” category	“B” category	“C” category
State	55	25	20
Local	8	13	79
Hospital	14	37	49

- **Contractual** staff: around **900 000**
  - For a specific task or to fill a vacancy for a fixed period of time, rights and duties fixed by contract

10



## 2. The French civil service

### 2.3. Rights and obligations of civil servants (1/2)

- Choice of a **career-based civil service** to ensure:
  - ✓ a **permanent** qualified staff
  - ✓ committed to the **public interest**
  - ✓ and **independent** from political variations
- **Common set** of rights and obligations : Law of 13 July 1983
- **Each** of the 3 branches has its **particular statutory framework**:
  - State civil service: 11 January 1984
  - Local civil service: 26 January 1984
  - Hospital civil service: 9 January 1986

11



## 2. The French civil service

### 2.3. Rights and obligations of civil servants (2/2)

- Among common **obligations**:
  - ✓ **Dignity, impartiality, integrity**, prohibition of conflicts of interests
  - ✓ Professional activity **entirely dedicated** to the tasks assigned
  - ✓ Hierarchical **obedience**
  - ✓ Professional **secrecy**, duty of **reserve, neutrality** and secularism
  - ✓ **Information** of the Public
- Among common **rights**:
  - ✓ Freedom of **opinion** on philosophical, political, belief or trade union matters
  - ✓ **Non-discrimination**, prohibition of sexual or moral harassment
  - ✓ Functional juridical protection
  - ✓ **Participation** rights – Right to **strike**

12



## 2. The French civil service

### 2.4. The statutory career of State civil servants (1/2)

- In State civil service, permanent civil servants are clustered into **corps**
  - A **corps** is a group of civil servants submitted to the **same particular rules** as to:
    - The type of competitive examination for their **recruitment**
    - The **nature of the positions** they are deemed to hold and the **scheme of administrations** they shall work for
    - The structure of their **advancement** process
  - Each **corps** belongs to a **category** (A, B or C) and is structured in several **grades** divided into **levels** (“*echelons*” or notches) determining a level of **remuneration**
    - Advancement from one **level or grade** to another is based on **seniority**
    - Advancement to a higher **grade** can also be accomplished on the basis of being successful to a **professional examination**

13



## 2. The French civil service

### 2.4. The statutory career of State civil servants (2/2)

- **Corps** are since 2009 **open clusters**
  - **Mobility** is a statutory right : civil servants can change **corps** to take up a **different job** and/or move to a **different ministerial department**
  - To foster mobility, an ongoing policy aims at:
    - **reducing the number of corps**
    - **broadening** : - their missions  
- their potential ministerial department
  - Almost all corps are still **ministry specific** but some are now **inter-ministerial**
- **Promotion** to a higher corps is accessible through either:
  - **examination** (internal competitive exams)
  - or **experience and expertise** (capacity lists)

14



## 2. The French civil service

### 2.5. Recruitment of State civil servants (1/2)

- Recruitment is governed by the **principle of equal access to public positions and jobs**
  - Article 6 of the 1789 French *Declaration of the Rights of Man and of the Citizen*
- **Competitive examination** (“*concours*”): the common mode of recruitment of civil servants (except for contractual staff, “discretionary positions” or non-competitive hiring)
- **90%** out of 45 000 recruitments every year are based on competitive examination
- Since 2009, the number of State civil servants is **decreasing**: retirement increase (“oldies boom”) and non-replacement policies

15



## 2. The French civil service

### 2.5. Recruitment of State civil servants (2/2)

- Different types of competitive examinations, e.g.:
  - ✓ **External competition**: nationality and degree criteria
  - ✓ **Internal competition**: for public-sector employees seeking promotion
  - ✓ **Special competition**: for people with private professional experience
- Civil servants start their career as **trainees** for 1 or 2 years
- Training generally takes place in a **specialized service school or training institute** for civil servants (close link between recruitment and training system)
- After this probation and on-the-job training period, they are granted **confirmation** (“*titularisation*”) provided they properly fulfilled their duties

16



## 2. The French civil service

### 2.6. Training (1/2)

- Civil servants have the **right to lifelong learning**
- A developed **network of training structures**:
  - About **70 public service schools**, overall about 400 training sites that specialize in civil servants training, e.g.:
    - ✓ *ENA* (National school of government)
    - ✓ 5 *IRA* (Regional schools of government)
    - ✓ Customs schools
    - ✓ Public finances school
    - ✓ Public Health school
    - ✓ National centre for local civil service
  - Dedicated ministerial training services

17



## 2. The French civil service

### 2.6. Training (2/2)

- These institutions and services have a **twofold mission**:
  - Ensuring **induction training** for the successful candidates: practical and professional skills and working methods needed for various positions
  - Organizing **ongoing training** and **lifelong learning** for civil servants
- Training expenditure : **2.7 billion euros** (2013)
  - **2/3** of which spent for **ongoing training** and lifelong learning (6,7% of payroll)
- Around 45 000 people work in the public service training system

18



## 2. The French civil service

### 2.7. Remuneration

- Civil service remuneration encompasses 2 parts: a **basic salary** and an **allowances/ bonuses part**
- **Basic/ index-related salary:**
  - Defined by the level of entry and seniority, according to the **grids** of each corps
  - Each grid indicates a number of **index points** for each level within a grade
- **Allowances/ bonuses part:**
  - Bonuses part reflects the **specific constraints** of the job or **overtime** work
  - Also depends on the **merit**, the **engagement** and the **expertise** of each agent
- The average pay structure is **67% base salary – 33% bonus**

19



## SUMMARY

1. Overview of the French administrative system
2. Civil service in France
3. **The Directorate General for Public Administration and Civil Service**
4. Current challenges
5. Recent achievements
6. Main upcoming projects

20



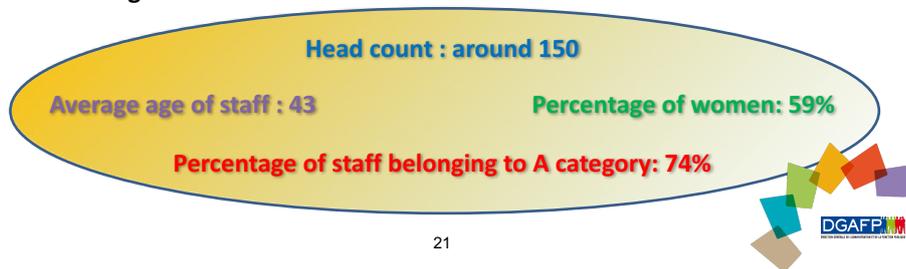
### 3. The Directorate General for Public Administration and Civil Service

#### 3.1. Key features (1/2)

DGAFP was created in **1945** as part of a **vast reform of State administration**

- ❖ Ordinance of 9 October 1945 establishes :
  - ✓ **“Ecole nationale d’administration (ENA)”** (National school of government)
  - ✓ and a **Direction for civil service**, which became DGAFP in 1959

- **Staffing:**



### 3. The Directorate General for Public Administration and Civil Service

#### 3.1. Key features (2/2)

- **Mode of operations**

- DGAFP is a **“headquarters”** unit, a small organization with highly qualified staff
  - It does not have its own local services
  - But relies since 2009 on **“inter-ministerial regional platforms for HR management backing”** to carry out and implement its policies and actions
- Does no direct management : **formulates policies** and **monitors** their implementation by ministerial departments
- Positioning itself as **“HR Directorate”** for the State as a whole

22



### 3. The Directorate General for Public Administration and Civil Service

#### 3.2. Missions (1/2)

- Responsible for implementing and updating the **legal framework** of the **State civil service**, including *integrity policy* enforcement
  - Ensures policy coordination as regards Local and Hospital civil service branches
- Leading “**social dialogue**” with the trade unions at the national level, which includes interactions on :
  - Base salary (index point) and allowance (bonus), working time
  - Social action programs, social protection, health, safety and prevention

23



### 3. The Directorate General for Public Administration and Civil Service

#### 3.2. Missions (2/2)

- Overseeing general **recruitment and training policies** of the civil service
  - Supervisory authority over ENA and the 5 IRA
- Formulating and propagating **HR management policy & professionalizing** HR actors:
  - HR forward planning, jobs and skills directories, HR information systems, career paths
- Promoting employers' responsibility through **exemplarity**, e.g.:
  - gender equality
  - diversity
  - quality of work life

24



## 3. The Directorate General for Public Administration and Civil Service

### 3.3. Organizational chart



25

## SUMMARY

1. Overview of the French administrative system
2. Civil service in France
3. The Directorate General for Public Administration and Civil Service
- 4. Current challenges**
5. Recent achievements
6. Main upcoming projects

26

## 4. Current challenges

### 4.1. Structural issues in the public sector... (1/2)

- **Demographic evolution**
  - Retirement increasing and non-replacement policies
  - Difficulties for recruiting for certain kind of jobs
  - Longer work life: issues of ongoing employability
- **Legal and institutional changes**
  - 2015 law : **New territorial organization** of the Republic
  - Local state service reorganization, decentralization of State decision process, **inter-ministerial pooling** particularly for support functions
- **Financial constraints**
  - Impact of the 2008 financial crisis on economic growth and public finances
  - Public finances legal framework : **accountability** for HR policies and management

27



## 4. Current challenges

### 4.1. Structural issues in the public sector... (2/2)

- **Professional and managerial evolution / State missions evolution**
  - Transformation of existing jobs
  - New jobs and new skills
- **Digital transformation**
  - Changing work methods: demand for being **more reactive**
  - **Dematerialization**
  - Breaking traditional work organization: **project mode** vs. hierarchical mode
- **European context**
  - Constraining **legal framework** on national policy design: e.g. EU directives on work conditions, professional qualifications
  - Need for coordination between EU countries

28



## 4. Current challenges

### 4.2. ... imply solutions to find for the civil service

- Economic constraints + HR modernization = **key challenges** to tackle, e.g.:
  - Adapt HR resources to **needs and expectations** : strengthen HR forward planning
  - Have a better view of **results** and **effectiveness**
  - **Simplification** of HR and administrative processes, **ICT optimization**
  - Encourage **mobility** of civil servants
  - Address issue of high recruitment & training **costs**
- The process of **monitoring reforms** should involve **closer collaboration** with civil servants and with the final employing structures

➔ The State must stand as a **responsible employer** and needs to show **exemplarity**

29



## SUMMARY

1. Overview of the French administrative system
2. Civil service in France
3. The Directorate General for Public Administration and Civil Service
4. Current challenges
5. **Recent achievements**
6. Main upcoming projects

30



## 5. Recent achievements

### 5.1. Enhancing professional paths, careers and remunerations (1/2)

- **Axis #1: Strengthen civil service for an improved public action**
  - Adapt the legal framework to the **evolutions of society**
    - **Diverse** and **transparent** recruitment
    - Consolidate **civil service unity**
    - Simplify the statutory architecture within each branch
  - Better address **public service needs**
    - Foster voluntary mobility to propose **varied professional paths**
    - **Quality of public service** on the whole territory
    - **Recognize** skills and qualifications

31



## 5. Recent achievements

### 5.1. Enhancing professional paths, careers and remunerations (2/2)

- **Axis #2: Improve remuneration policy in the civil service**
  - **Harmonize** careers and remunerations in the three branches
    - Design a **more appropriate balance** between basic/ index-related salary and allowances/ bonuses part
    - Harmonize career progression
  - **Improve** civil servants remuneration
    - Reevaluate grids
  - Remuneration **negotiations**
    - Reevaluate the index point value

32



## 5. Recent achievements

### 5.2. Ethics and integrity in public administration (1/3)

- A **structural framework** designed to **promote** ethics and integrity within public administration



33



## 5. Recent achievements

### 5.2. Ethics and integrity in public administration (2/3)

- **Preventive measures:**
  - strengthen **ethical performance**
  - **reduce** potential cases of corruption



34



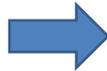
## 5. Recent achievements

### 5.2. Ethics and integrity in public administration (3/3)

- On 20 April 2016, a **new law** was adopted in order to strengthen ethics, rights and obligations of civil servants
  - To adapt the ethical framework to the **evolution of our society**
  - While reaffirming the validity of the **principle of “laïcité”** (secularism)

- **e-learning module** on ethics and integrity:

follow “*Déonto*” on <http://www.fonction-publique.gouv.fr>



35



## SUMMARY

1. Overview of the French administrative system
2. Civil service in France
3. The Directorate General for Public Administration and Civil Service
4. Current challenges
5. Recent achievements

6. **Main upcoming projects**

36



## 6. Main upcoming projects

### 6.1. Being a responsible employer (1/3)

Civil service is **the first employer** in volume in France: this entails to stimulate social cohesion and to **represent society as a whole**

Article 6 of the **1789 Declaration**: *"All citizens (...) are equally admissible to all public dignities, places and employments, according to their **capacity** and without distinction other than that of their **virtues** and of their **talents**."*

- **Gender equality**

- What is to address:
  - 62% of civil servants are women and their **pay** is 12% inferior to men's (19% in the private sector)
  - **Job specialization** is still pregnant and women are **under-represented within superior management** positions (only 33% in superior and top management positions)
- What is done:
  - 2013 **Agreement on gender equality** in the civil service
  - **Quantified target** of balanced gender representation within e.g. superior management positions and competitive examination juries (40% in 2017)
  - Supervision of the implementation by ministerial departments: **Equality Label**

37



## 6. Main upcoming projects

### 6.1. Being a responsible employer (2/3)

- **Diversity**

- What is to address :
  - 70% of civil servants are children of civil servants: **social reproduction**
- What is done :
  - **2013 Chart** on promoting equality and combating discriminations in the civil service
  - Supervision of ministerial departments policies: **Diversity Label**
  - Special policy towards young people from disadvantaged social condition:
    - Dedicated **preparatory classes** to competitive examinations
    - **Pre-contractual recruitment** (prior to confirmation): C category
    - **Apprenticeship** to accompany future candidates to A and B categories competitions
  - General **revision of competitive examinations**: more professional and skills-oriented testing
  - Discriminations combating and secularism policies are part of **training** for successful candidates to competitive examinations

38



## 6. Main upcoming projects

### 6.1. Being a responsible employer (3/3)

- **Work life quality**
  - Agreement project: addressing individualization of tasks to promote a **collective** project
  - Issues:
    - **Professional and personal life conciliation**
    - Impact of ICT on personal life: towards a right to “**disconnection**”
    - **Coordination of inter-related issues** : e.g. work organization, individual participation, change management, professional recognition, career paths design
  - **Teleworking** experimentation and implementation
- **Health and safety at work**
  - **Psycho-social risks**
    - Strengthening **training** system, means of members of dedicated committees and work **medical prevention staff**
  - **Musculoskeletal disorders**
    - **Prevention guide** of those risks, including methodologic advice towards employers

39



## 6. Main upcoming projects

### 6.2. Promoting professional paths development

- **Longer work life** entails to offer a **variety of functions and positions** all along careers:
  - Attract young talents and rare skills
  - Keep fuelling staff motivation and skills development all along their professional career
  - Optimize skills and competences allocation inside the public service
- **Policies and tools** to foster professional paths development:
  - **Better knowledge** of existing jobs and skills and needs:
    - **HR forward planning**
    - Inter-ministerial and ministerial **jobs directories**
    - **Skills directory**
    - National and regional inter-ministerial online **job exchange platforms**
  - **Facilitate mobility** within each and all 3 civil service branches:
    - Statutory **flexibility**
    - Commitment of recruiters to a **mobility charter**
    - Network of **career and mobility advisors**, career/skills **assessment**

40



## 6. Main upcoming projects

### 6.3. Empowering managers

- **Better know our managers** to place them more strategically and efficiently
  - Building “managerial plans”
  - Implement a review of managers
- Make our **managers more agile**:
  - More **training to managerial techniques**
    - Drafting a guide for supervising staff
    - “HR management school”
    - Training to assessment interviews, to the best distribution of bonuses envelopes
    - New assessment procedures dedicated to managers: 180° / 360° assessment
  - **Managerial devolution**
    - Place managerial decision processes at the appropriate hierarchical level
    - Make managers actual actors of the professional development of their teams
    - Developing the practice of engagement letters assigned to managers
- Goal : to disseminate an **common** inter-ministerial management **culture**

41



## 6. Main upcoming projects

### 6.4. Becoming “State HR Directorate” (1/2)

- DGAFP is moving towards strengthening its **civil service governance role**
  - Why ?
    - HR management is not sufficiently integrated into strategic and operational challenges
    - HR data are often scattered, insufficiently detailed and not structured enough
    - Empowering managers on HR issues requires a new positioning
  - How ?
    - **Reinforce the HR function:**
      - More efficiency and better articulation with strategic and operational functions
      - More strategy-oriented to accompany change processes
    - **Diversify DGAFP missions:**
      - Keeping its traditional legal missions: **statutes and regulations, social dialogue**
      - Enhancing its new **strategical steering** missions:
        - ✓ **Ensure coherence** of HR policies
        - ✓ **Accompany** the modernization of HR management (tools, methods)
        - ✓ **Spread information** and knowledge on public employment evolutions

42



## 6. Main upcoming projects

### 6.4. Becoming “State HR Directorate” (2/2)

- Embodying the new governance of civil service with **broader and more effective devices**
  - **Annual HR forward planning conferences**: know ministerial HR policies, ensure their coherence with State HR strategy, share best practices
  - **HR dashboards** and **annual social report**: monitor significant ministerial indicators
  - **Seminars** for HR head directors and deputy directors: monthly meeting to share news, trends and best practices
  - Thematic **steering committees**: recruitment, training
  - Thematic **networks**: recruitment, forward planning, training, diversity, social action, mobility
  - **Statistics** on public employment and HR policies
  - **Social agenda**: talks and negotiations with trade unions on all HR issues (e.g. professional paths, work time, work life quality, equality, training)

43



MINISTÈRE DE LA FONCTION PUBLIQUE

***Thank you for your attention !***

44

**DGAFF**  
DIRECTION GÉNÉRALE DE L'ADMINISTRATION ET DE LA FONCTION PUBLIQUE