Independent Reporting Mechanism

Results Report:
France 2021–2023

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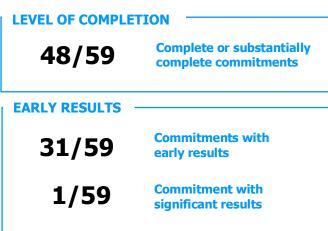Mechanism

Executive Summary

France's third action plan contained 59 commitments involving more institutions and more thematic areas than any previous action plans. A commitment on accelerating citizen-led initiatives and another on greater involvement of citizens in the government audit work of the *Cour des Comptes* had early results. The implementation period required greater multistakeholder oversight and resources to effectively monitor such a broad and complex plan.

Early results
Compared to the previous action plan, this action plan has a higher number of commitments with significant or moderate early results.[1] The early results of Commitments 47 and 52 are analyzed in further depth in this Results Report.

The IRM identified Commitment 52 on greater involvement of citizens in the work of the Cour des Comptes (CDC), the government's audit office, as having significant early results. The creation of a platform and active engagement with thousands of citizens led to the start of 25 specific audit investigations of public interest in 2023. The Public Prosecutor has referred three cases to the judiciary following citizen reports of mismanagement of public funds since 2022. The IRM also identified Commitment 47 on cultivating the emergence of citizen-led public interest initiatives as having moderate early results. The Citizens' Initiatives Accelerator provided technical and financial support to 15 citizen-led initiatives, providing opportunities to scale up their operations and create synergies with government departments. Both commitments successfully utilized high-level political support and resources allocated to produce early results.

There were moderate early results for 29 other commitments on topics such as health, education, justice, public procurement, and citizen involvement in audit processes. Some key datasets were published as open data during implementation, such as France's official development aid data.

Completion
The unprecedented size of this action plan allowed for a broad list of topics to be covered in its 59 commitments, which revolved around official development aid transparency, climate and biodiversity, health, justice, education, open science, and civic participation in audit work. Open data was a cross-cutting priority among several commitments.

Compared to the previous action plan, commitment completion rates improved: 56% of commitments in this current action plan were completed and 29% were substantially completed. In the 2018–2020 cycle, 14% of commitments were completed and 52% were

IMPLEMENTATION AT A GLANCE

LEVEL OF COMPLETION

48/59   **Complete or substantially complete commitments**

EARLY RESULTS

31/59   **Commitments with early results**

1/59   **Commitment with significant results**

COMPLIANCE WITH MINIMUM REQUIREMENTS

Acting according to OGP process.

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substantially completed. Assessing completion was sometimes challenging because a significant number of commitments did not have clear milestones whereas some were already completed before the implementation period began. The Ministry for Solidarity and Health completed eight of their nine commitments—the most of all participating institutions. All the promising commitments identified in the Action Plan Review (Commitments, 4, 47 and 52) were either fully or substantially completed.

Participation and Co-Creation

The Interministerial Directorate for Public Transformation (DITP)—within the Ministry of Transformation and Public Service—oversaw the OGP process for France's 2021–2023 action plan co-creation and implementation process. There were limited and inconsistent opportunities for engagement and dialogue between civil society and government to oversee France's 2021-2023 action plan.

Compared to the previous action plan cycle, the number of opportunities for civil society to co-create have decreased. As part of the 2018–2022 Action Plan co-creation process, six Forum Open d'État meetings were organized, whereas only two such meetings were organized during the 2021–2023 action plan cycle. While the co-creation process did not meet OGP's minimum requirements, the government was able to demonstrate some progress towards meeting minimum requirements during the implementation period by developing an online repository.

Implementation in context

Presidential and parliamentary elections were organized in 2022 midway through the implementation period. The elections resulted in only a relative majority for the Prime Minister in parliament. Several independent international organizations have warned against shrinking civic space as well as restrictions on freedoms of assembly and association in France.[2]

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[1] "IRM Transitional Results Report: France 2018–2020," *Open Government Partnership*, 15 June 2021, https://www.opengovpartnership.org/documents/france-transitional-results-report-2018-2020.

[2] "Restrictions of Civil Society Space in France," *Human Rights Watch*, 4 May 2023, https://www.hrw.org/news/2023/05/04/restrictions-civil-society-space-france; "Annual report 2023: France," *Amnesty International*, 2024, https://www.amnesty.org/en/documents/pol10/7200/2024/en; "Concerns about rule of law in France as protests met with brutality," *Civicus*, 28 October 2023 https://monitor.civicus.org/explore/concerns-about-rule-of-law-in-france-as-protests-met-with-brutality.

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Section I: Key Observations

Key Observation 1: The development of the action plan encouraged a broad number of participating institutions. The action plan contains commitments from 21 public institutions—some of whom had never included commitments in an OGP action plan. In the 2021–2023 Action Plan Review, the government argued that the involvement of many public bodies would act as leverage for cultural change by fostering networking and inter-ministerial coordination in the field of open government.[1] However, action plan development had limited civil society participation while commitments were largely taken from pre-existing initiatives without further edits or discussion about their ambition or the added value of their inclusion in the action plan. The IRM found that some commitments were either unverifiable, unclear about their open government objectives, lacked milestones, or implemented outside the implementation period of the action plan. In practice, despite some initiatives to coordinate among ministries,[2] public institutions mostly implemented their work in silos.

Key Observation 2: There were insufficient resources to effectively monitor implementation from developing a broad and complex action plan. This action plan contained 59 commitments being implemented by 21 different institutions and public bodies, significantly more than both previous action plans. However, there were no regular interactions between government and civil society to effectively oversee such a complex plan. Public bodies did not update the online public repository for all the commitments, therefore making it an insufficient tool to monitor and provide transparency. Furthermore, multiple changes in the management of the action plan and very limited resourcing for the OGP coordination function compounded the difficulty in ensuring oversight and accountability for reporting on commitment implementation and maintaining engagement with civil society. While management of the process stabilized over the second half of the implementation period, if the results of the Parliamentary elections produce a minority government, this may create added complications to implementation of the next action plan.

Key Observation 3: Involvement of new institutions opens the door for continued engagement in open government action plans to address societal demands. One success from such a broad action plan is that some institutions were introduced to the OGP process for the first time, such as the Ministry of Education. However, while implementing its commitments during the implementation period, the ministry was also subject to demands of disclosing information on school staffing numbers and a court ruling to publish data on the social origin of school pupils.[3] Pressure for greater openness also came from parliamentary reports on school buildings,[4] public funding to private schools,[5] as well as from teachers' unions,[6] parents, and local elected representatives, notably in the Seine Saint Denis department.[7] While this action plan was not a vehicle for dealing with these specific issues during the 2021–2023 period, there was a clear demand from relevant stakeholders for more transparency from the ministry. Therefore, the Ministry of Education could explore how it could potentially build bridges in addressing such societal demands through the OGP process. Other institutions could also be encouraged to address demands from society for greater openness by using the OGP process.

Key Observation 4: The clearest commitments were those that had the strongest early results. Commitments with clear and specific milestones were those most likely to produce moderate or significant early results. Out of the 26 commitments with moderate early results, 19 have clear milestones. For example, Commitment 15 on establishing an open data

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action plan within the Ministry of Education featured six clear and specific milestones, accompanied by precise timelines for their implementation. Before or during co-creation, workshops to understand how to write and develop OGP commitments could ensure commitments are designed in a way that facilitates their implementation and monitoring during the implementation period.

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[1] "IRM Action Plan Review: France 2021–2023," *Open Government Partnership*, 8 August 2022, https://www.opengovpartnership.org/wp-content/uploads/2022/08/France_Action-Plan-Review_2021-2023_EN.pdf.

[2] For example, the DITP held a meeting of OGP ministry Points of Contact to launch an OGP ministry POCs network and another to prepare for the submission of the OGP government self-assessment for the 2021–2023 Results Report. However, the actual impact of these meetings remains unclear.

[3] Violaine Morin, "L'éducation nationale condamnée à révéler l'indice de position sociale des collèges et des CM2," [National Education Obliged to Reveal the Social Position Index of Middle Schools and Fifth Grade], *Le Monde*, 15 July 2022, https://www.lemonde.fr/societe/article/2022/07/15/l-education-nationale-condamnee-a-reveler-l-indice-de-position-sociale-des-colleges-et-des-cm2_6134916_3224.html.

[4] "Mission d'information sur l'adaptation de l'école aux enjeux climatiques," [Fact-Finding Mission on Schools' Adaptation to Climate Issues], *National Assembly*, 8 December 2023, https://www.assemblee-nationale.fr/dyn/16/organes/commissions-permanentes/affaires-culturelles/missions-de-la-commission/mi-ecole-et-enjeux-climatiques.

[5] "Mission d'information sur le financement public de l'enseignement privé sous contrat," [Fact-Finding Mission on Public Financing of Private Education Under Contract], *National Assembly*, 2 April 2024, https://www.assemblee-nationale.fr/dyn/16/organes/commissions-permanentes/affaires-culturelles/missions-de-la-commission/mi-financement-public-enseignement-prive-sous-contrat.

[6] "Seine-Saint-Denis. Des syndicats veulent chiffrer les besoins des enseignants des collèges et lycées," [Seine-Saint-Denis: Unions Want to Quantify the Needs of Teachers in Middle Schools and High Schools], *Ouest-France*, 17 November 2023, https://www.ouest-france.fr/ile-de-france/bobigny-93000/seine-saint-denis-des-syndicats-veulent-chiffrer-les-besoins-des-enseignants-des-colleges-et-lycees-28975f52-855f-11ee-b05b-89b789af0dc8.

[7] Léa Deseille, "L'État investit-il 2 000 euros de moins par élève en Seine-Saint-Denis par rapport au reste de la France?" [Does the State Invest 2,000 Euros Less per Student in Seine-Saint-Denis than in the Rest of France?], *France Télévisions*, 9 May 2024, https://www.francetvinfo.fr/vrai-ou-fake/vrai-ou-faux-l-etat-investit-il-2-000-euros-de-moins-par-eleve-en-seine-saint-denis-par-rapport-au-reste-de-la-france_6522941.html.

Section II: Implementation and Early Results

The following section looks at the two commitments or clusters that the IRM identified as having the strongest results from implementation. To assess early results, the IRM referred to commitments or clusters identified as promising in the Action Plan Review as a starting point. After verification of completion evidence, the IRM also took into account commitments or clusters that were not determined as promising but that, as implemented, yielded predominantly positive or significant results.

Commitment 47: Cultivate the emergence of citizen-led public interest initiatives
Ministry of Transformation and Public Service

For a complete description of the commitment, see Commitment 47 in [France's 2021–2023 Action Plan](#).

Context and Objectives
This commitment sought to support the implementation of citizen-led initiatives of public interest through an accelerator program, with the ambition to foster citizen relations and cooperation with the public administration as well as to enable projects to enhance public action. This commitment followed the successes of citizen-driven digital solutions to address the COVID-19 pandemic and received high-level political support from French President Emmanuel Macron.[1]

This commitment proposed a link between public interest associations and the public administration, which stemmed from the two-fold observation that some public authorities are sometimes reluctant to establish partnerships with civil society organizations, while some associations do not always know how to go about reaching out to government for support. Furthermore, this commitment was innovative because it involved a citizen panel reviewing citizens' initiatives and making the first selection to include in the accelerator program.[2] Finally, this commitment was the first to appear in a French action plan recognizing that civil society initiatives could be fully realized more rapidly if they received support from the public administration.

Early Results: Moderate
This commitment saw moderate early results overall as it improved government support for citizen-led public interest initiatives and there is limited evidence that this initiative will be sustained in time. During the implementation period, 15 projects were selected and benefited from the support of the Ministry of Transformation and Public Service in two iterations of the program. During the first cohort of the program in 2022, nine projects out of 200 candidates[3] were supported, including: training for students on reusing public data, support for young people wanting to volunteer, measures popularizing the use of meteorological data, a freedom of information request platform, strengthening local preventative health measures, a contributory and open media and information tool for 9–13-year-old children, reintegration of convicted people leaving prison, promotion of inclusive sport for children with disabilities, and raising awareness about institutions and democracy in France.[4]

A panel of 15 citizens chosen by government selected the initiatives along with a jury of experts.[5] The criteria for selecting the initiatives were not made public. The Citizens' Initiatives Accelerator provided methodological, technical, administrative and financial support (a seed grant of EUR 80,000 and the option of an additional EUR 60,000) to citizens' initiatives, aiming to help them consolidate their model, integrate in a specific ecosystem and scale up or expand

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into new sectors over a three month period.[6] All three milestones, launching the accelerator, collecting applications and holding the acceleration program for the first iteration were completed as described in the 2021–2023 Action Plan. No specific baselines or indicators were provided as part of the commitment text, other than the stated goal to "help projects that increase government action to flourish through contributions from citizens, non-profits, businesses etc."[7]

In 2023, the Ministry of Transformation and Public Service launched a second iteration of the Citizens' Initiatives Accelerator with a thematic focus on public goods.[8] Four projects were selected as part of the second iteration of the accelerator: creating personalized maps, a digital learning platform for 3–10-year olds, a database on nutritional information, and detecting forest fires.[9] In April 2024, the Interministerial Digital Directorate (DINUM) announced a third iteration of the accelerator program. [10] The successful organization of a second iteration and the announcement of a third iteration of the program show some evidence of institutionalization of the Citizens' Initiative Accelerator.

The commitment aimed to improve citizen participation by bolstering citizen engagement. Indeed, commitment implementation involved the participation of 15 citizens from the Île-de-France region in the initiative selection panel. Citizens were selected randomly in order to gather a representative sample across genders, ages, and socio-professional categories. Projects were first assessed by the citizen panel and then a panel of administration experts, receiving one score from each panel. Selected projects were those with the highest combined score from both panels. [11] A civil society representative assessed the outcome of this project to be positive,[12] noting that the support they received was very beneficial. Participating in the Citizens' Initiatives Accelerator facilitated access to the Ministry of Education,[13] which had previously been difficult to establish such a long-term partnership. Another civil society representative highlighted that their organization was able to form as many contacts in three months as they had in five years of existence.[14]

Looking Ahead
The third iteration of the Citizens' Initiatives Accelerator is currently underway, which indicates continued interest on the part of the government. However, given the political climate in France, it is unclear whether there is the political support to continue to allocate resources to the accelerator. The significantly smaller cohort of beneficiaries in the second iteration of the program, from nine in the first iteration to four in the second, shows the reduction of resources allocated to this initiative. It is also unclear whether the selection panel included citizens along with experts for selecting the initiatives that would receive acceleration.

Commitment 47 has not been continued in the 2023-2025 Action Plan, although civic participation remains a central axis of the plan.[15] According to the government, the commitment has been continued in Commitment 15, refocusing it on building long-term partnerships between the State and digital commons.[16] The DINUM could ensure that adequate funding is allocated to the accelerator, so that it can continue to have a broad impact. The DINUM is also encouraged to ensure that the initiatives' selection panel continues to include citizen members, and that the process and criteria for selecting the citizen panel are publicly available. Finally, the DINUM could implement and publish an impact assessment at the end of each iteration of the Citizens' Initiatives Accelerator program to establish what worked, what did not work, learning and recommendations for improvements next time.

Commitment 52: Get citizens more involved in the Government Audit Office's work
Cour des Comptes

For a complete description, see Commitment 52 in in [France's 2021–2023 Action Plan](#).

Context and Objectives:

The commitment sought to implement part of the Cour des Comptes, France's government audit office, JF2025 strategy. It was extracted directly from the openness pillar of the 2025 strategy.[17] The commitment sought to test a right of petition platform, develop oversight tools, and introduce a mechanism to report poor management or financial misconduct in public institutions—open to whistleblowers who seek anonymity, as well as other citizens and organizations. The commitment also sought to address the results of an Opinion Way survey, where 84% of respondents expressed a desire to contribute to the *Cour des Comptes'* work program. The commitment supported a broader objective to strengthen public confidence in *Cour des Comptes* as a trusted third party.

This commitment is important within the national context, as it responds to an ongoing public interest in influencing the audits undertaken by the *Cour des Comptes*, as evidenced by the 3,500 letters that the *Cour des Comptes* receives annually suggesting enquiries or reporting problems. Additionally, in a December 2019 Eurobarometer report on the topic of corruption, French citizens cited "no protection being provided for whistleblowers" and "not knowing where to report corruption to" among the significant reasons for not reporting corruption.[18]

Early Results: Significant
This commitment showed significant early results overall, as it created new platforms and engaged an impressive number of citizens in the work of the *Cour des Comptes*, leading to specific investigations. This is a gamechanger when it comes to citizen involvement in government audit processes and marks a cultural change within the institution. Prior to this commitment, when citizens wished to report misuse of public funds or corruption, they could write to *Cour des Comptes*, but there is no formal procedure or transparency of how citizen letters are handled.[19]

The *Cour des Comptes* launched the right to petition platform in March 2022.[20] In its first campaign, 9,000 citizens participated to the right to petition platform, where citizens could suggest a topic of investigation to the auditors of the Cour des Comptes.[21] The *Cour des Comptes* consequently conducted six investigations.[22] In 2023, the platform was extended to young people above 15 years old and to include local issues. Approximately 20,000 participants made 622 suggestions, of which 25 audit topics were selected (10 were undertaken by the *Cour des Comptes* and 15 were undertaken by regional or territorial audit institutions across France).[23]

Citizens' suggestions were shared with the heads of thematic departments at the *Cour des Comptes*, as well as with the presidents of regional and territorial audit institutions.[24] Selection among citizen proposals was based on six criteria: newness, auditability or feasibility, added value likely to be provided by the *Cour des Comptes*, popularity of the proposal, diversity of the themes proposed, and appropriateness to available resources. The *Cour des Comptes* also published the list of the 50 most popular citizens' suggestions.[25] Some associations and lobbyists have also used the platform.[26] The topics selected range from specific e.g., overseeing the management of the Guadeloupe water authority to broad e.g., the fight against corruption.

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Civil society takes a particularly positive view of this commitment,[27] and the mainstream press now relays the citizen platform's campaigns every year.[28] The second platform, which enables citizens to report any mismanagement of public funds with a high level of confidentiality,[29] was launched in September 2022 and administered by the Public Prosecutor's Office. According to the *Cour des Comptes*' annual report, more than 1,000 citizen reports were sent in 2023, of which 70% were usable. In three cases, the Public Prosecutor's Office referred the case to the judiciary.[30] Finally, based on the information provided to the IRM,[31] it is unclear what progress was made during the implementation period on formalizing and structuring a new area of control dedicated to the user's perspective and appreciation of the service provided (Milestone 2).[32]

The commitment text listed three activities (experimenting with a right of petition platform, assessing of the quality of service rendered, and introducing a mechanism to report poor management or financial misconduct in public institutions) and a collective deadline for completion within 2022. However, the milestones did not have specific start and end dates. Based on the analysis, Milestones 1 and 3 are assessed as complete, whereas completion of Milestone 2 is unclear. Therefore, the commitment is coded as being substantially completed.

This commitment aimed to increase civic participation in the audits undertaken by the *Cour des Comptes* and enhance public accountability through the reporting platform for mismanagement of public funds. The number of citizens involved in suggesting and voting on thematic areas for Cour des Comptes audits is impressive: 29,000 citizens have participated in the first two iterations of this initiative. The *Cour des Comptes'* reporting platform adds a new avenue for citizens to bring areas of concern the institution, therefore increasing public accountability in public audit processes.

While the commitment sought to test the right to petition platform and the reporting platform, they have both been renewed beyond the implementation period. Indeed, a new campaign for citizen proposals for *Cour des Comptes'* investigation for 2024 was underway at the time of writing this report.[33] Activities under this commitment also form part of the *Cour des Comptes*' 2021–2025 Strategy and have been clearly highlighted by the President of the *Cour des Comptes*, which reflects a high-level political commitment to their continuation.[34] Altogether, available evidence showcases that, as long as high-level political interest continues to support it, this reform has been informally institutionalized. Finally, it is also important to note that the creation of these platforms has been accompanied by a proactive approach to communication and openness: *Cour des Comptes* has increased its presence on social networks,[35] enabling it to reach a wider audience and make more of its audit reports public.

Looking Ahead

While these two platforms have been successful in their first few years of operation, the use of the platforms needs to be transparent. For example, the right to petition platform enabling citizens to suggest investigations has been used by lobby groups. This is not a problem in and of itself, but where private organizations or lobbyists have made contributions, the *Cour des Comptes* is encouraged to ensure that they are made in a transparent and clear way, rather than recording contributions as individuals or under pseudonyms. To address this issue, the *Cour des Comptes* could provide a separate avenue for organizations to suggest topics for public audits.

Regarding the second platform to report the mismanagement of public funds, moving forward the *Cour des Comptes* could ensure that differences between the reporting platform and any other whistleblowing channels—i.e., that the reporting platform has a broader target audience

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than only whistleblowers—are made clear on the platform's landing page, as well as the differences between how reports would be handled. Finally, given its commitment to institutional transparency and accountability, the *Cour des Comptes* could consider submitting its own independent OGP Action Plan.

[1] "Citizens' Initiatives Accelerator," *Interministerial Directorate for Public Transformation*, https://www.modernisation.gouv.fr/associer-les-citoyens/accelerateur-dinitiatives-citoyennes; "President Emmanuel Macron addresses world leaders at 2021 OGP Summit," *Open Government Partnership*, 16 December 2021, https://www.opengovpartnership.org/stories/president-emmanuel-macron-addresses-world-leaders-at-2021-ogp-summit.

[2] "IRM Action Plan Review: France 2021–2023," *Open Government Partnership*, 8 August 2022, https://www.opengovpartnership.org/wp-content/uploads/2022/08/France_Action-Plan-Review_2021-2023_EN.pdf, 12.

[3] "Accélérateur d'Initiatives Citoyennes : quels résultats pour la première promotion ?" [Citizens' Initiatives Accelerator: What results for the first batch?], *Interministerial Directorate for Public Transformation*, 20 October 2022, https://www.modernisation.gouv.fr/actualites/accelerateur-dinitiatives-citoyennes-quels-resultats-pour-la-premiere-promotion-0.

[4] The government provided the IRM with a copy of the draft self-assessment report; "Première promotion de l'Accélérateur d'Initiatives Citoyennes : 9 lauréats pour un 'service public augmenté,'" [First batch of the Citizens' Initiatives Accelerator: 9 awardees for an "improved public service"], *Interministerial Directorate for Public Transformation*, 15 March 2022, https://www.modernisation.gouv.fr/actualites/premiere-promotion-de-laccelerateur-dinitiatives-citoyennes-9-laureats-pour-un-service; "Accélérateur d'Initiatives Citoyennes : un bilan très positif pour la première saison," [Citizens' Initiatives Accelerator: A very positive assessment for the first iteration], *Interministerial Directorate for Public Transformation*, 30 November 2022, https://www.modernisation.gouv.fr/actualites/accelerateur-dinitiatives-citoyennes-un-bilan-tres-positif-pour-la-premiere-saison#.

[5] "Citizens' Initiatives Accelerator: What results for the first batch?" *Interministerial Directorate for Public Transformation*.

[6] "Accélérateur d'Initiatives Citoyennes : L'état dévoile le bilan de la première promotion et poursuit son engagement," [Citizens' Initiatives Accelerator: The state unveils the results of the first iteration and continues its commitment], *Government of France*, 29 November 2022, https://www.numerique.gouv.fr/uploads/CP_AIC_L_ETAT_DEVOILE_LE_BILAN_1ERE_PROMOTION.pdf.

[7] "IRM Action Plan Review: France 2021–2023," *Open Government Partnership*.

[8] The government provided the IRM with a copy of the draft self-assessment report; "Accélérateur d'initiatives citoyennes : une 2e saison pour soutenir des projets d'intérêt général," [Citizens' Initiatives Accelerator: a second iteration to support general interest projects], *Interministerial Digital Directorate*, 14 April 2023, https://www.numerique.gouv.fr/actualites/accelerateur-initiatives-citoyennes-lancement-2e-saison.

[9] "uMap," *Ministry of Transformation and Public Service*, https://communs.beta.gouv.fr/laureats/umap; "Primtux," *Ministry of Transformation and Public Service*, https://communs.beta.gouv.fr/laureats/primtux; "Open Food Facts," *Ministry of Transformation and Public Service*, https://communs.beta.gouv.fr/laureats/open-food-facts; "Pyronear," *Ministry of Transformation and Public Service*, https://communs.beta.gouv.fr/laureats/pyronear.

[10] "Impactez citoyens ! Transformer les politiques publiques avec les communs numériques !" [Make an impact on citizens: Transforming public policies with digital commons!], *Interministerial Digital Directorate*, 10 April 2024, https://www.numerique.gouv.fr/agenda/impacter-les-citoyens-transformer-les-politiques-publiques-avec-les-communs-numeriques.

[11] Laure Lucchesi, Accélérateur d'initiatives citoyennes : découvrez la première promotion de projets accompagnés [Citizens' Initiatives Accelerator : Discover the first cohort of supported projects], 14 April 2022, Etalab, https://etalab.gouv.fr/accelerateur-dinitiatives-citoyennes-decouvrez-la-premiere-promotion-de-projets-accompagnes/; Mayara Soares Faria, information provided via email during the pre-publication period of the report, 20 December 2024.

[12] Eric Buge (Chair of Parlons Démocratie, a civil society organization that participated in the program), interview by IRM researcher, 8 April 2024.

[13] See the Citizens' Initiatives Accelerator: https://communs.beta.gouv.fr.

[14] "Citizens' Initiatives Accelerator: The state unveils the results of the first iteration and continues its commitment," *Government of France*.

[15] "France 2024–2026 National Action Plan," *Ministry of Transformation and Public Service*, 3 January 2024, https://www.opengovpartnership.org/documents/france-action-plan-2023-2025-december.

[16] Soares Faria, email.

[17] "IRM Action Plan Review: France 2021–2023," *Open Government Partnership*; "JF2025, le projet stratégique des juridictions financières," [JF2025, the strategic project of financial jurisdictions], *Cour des Comptes*, 1 December 2021, https://www.ccomptes.fr/fr/communiques-presse/jf2025-le-projet-strategique-des-juridictions-financieres.

[18] "Special Eurobarometer 502: Corruption," *European Union*, December 2019, https://europa.eu/eurobarometer/surveys/detail/2247.

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[19] "IRM Action Plan Review: France 2021–2023," *Open Government Partnership*.

[20] "L'évènement de lancement de la Plateforme a connu un vif succès," [The platform launch event was a great success], *Cour des Comptes*, 6 July 2022, https://participationcitoyenne.ccomptes.fr/processes/consultation-cdc/f/8/posts/6.

[21] "Bilan de la campagne 2022: Les 6 propositions retenus," [Results of the 2022 Campaign: The 6 selected proposals], *Cour des Comptes*, 2022, https://participationcitoyenne.ccomptes.fr/processes/consultation-cdc/f/8/posts/40.

[22] "Results of the 2022 Campaign: The 6 selected proposals," *Cour des Comptes*. The six selected proposals addressed the state's use of private consultancy firms, evaluation of the effectiveness and detection of individual tax fraud, public support for hunting federations, inclusive schools, equality between women and men, as well as interim and on-call medical care.

[23] "Bilan de la campagne 2023: Les 25 thèmes retenus," [Results of the 2023 Campaign: The 25 selected proposals], *Cour des Comptes*, https://participationcitoyenne.ccomptes.fr/pages/bilan-2023.

[24] "Results of the 2023 Campaign: The 25 selected proposals," *Cour des Comptes*.

[25] "Campagne 2023: Bilan des thèmes les plus populaires," [2023 Campaign: Results of the most popular topics], ," *Cour des Comptes*, 6 November 2023, https://participationcitoyenne.ccomptes.fr/processes/consultation-cdc/f/8/posts/187.

[26] Kévin Gernier (Advocacy Officer at Transparency International France), interview by IRM researcher, 10 April 2024; see: https://x.com/KGernier/status/1709516111660613970.

[27] Gernier, interview.

[28] For example, see: Vincent Vérier, "Cour des comptes : les citoyens peuvent soumettre leurs idées d'enquête sur l'utilisation de l' argent public," [Government Audit Office: Citizens can submit their ideas for investigations into the use of public money], *Le Parisien*, 12 October 2023, https://www.leparisien.fr/economie/cour-des-comptes-les-citoyens-peuvent-soumettre-leurs-idees-denquete-sur-lutilisation-de-largent-public-12-10-2023-WRMD7CPMBFG7TBF64CFGUF4BP4.php; Danae Corte, "La Cour des Comptes lance une troisième campagne de participation citoyenne pour contribuer à ses travaux," [The Government Audit Office launches a third citizen participation campaign to contribute to its work], *AEF Info*, 2 September 2024, https://www.aefinfo.fr/depeche/717063-la-cour-des-comptes-lance-une-troisieme-campagne-de-participation-citoyenne-pour-contribuer-a-ses-travaux.

[29] "Citizen Reporting Platform," *Cour des Comptes*, https://signalement.ccomptes.fr.

[30] "Rapport d'activité 2023 de la Cour des comptes," [2023 Government Audit Office Activity Report], *Cour des Comptes*, 9 July 2024, https://www.ccomptes.fr/fr/rapport-dactivite-2023-de-la-cour-des-comptes.

[31] The government provided the IRM with a copy of the draft self-assessment report.

[32] See: "Liasse des engagements," [Commitment Bundle], *Ministry of Transformation and Public Service*, December 2021, https://www.opengovpartnership.org/wp-content/uploads/2022/01/France-Action-Plan-2021-2023_List-of-Commitments-FR.pdf.

[33] "La 3e campagne de participation citoyenne est lancée !" [The third citizen participation campaign is launched!], *Cour des Comptes*, 2 September 2024, https://participationcitoyenne.ccomptes.fr/processes/consultation-cdc/f/8/posts/256.

[34] Cour des Comptes, "Premier bilan de la plateforme de participation citoyenne de la Cour des comptes," [First Results of the Government Audit Office's citizen participation platform], *YouTube*, 19 July 2022, https://www.youtube.com/watch?v=smZkLXnq18U; Cour des Comptes, "Plateforme de signalement de la Cour des comptes," [The Government Audit Office's reporting platform], *YouTube*, 6 September 2022, https://www.youtube.com/watch?v=IHJAyh6uoaQ.

[35] Cour des Comptes, "La Cour publie deux rapports à la suite d'un contrôle de l'ambassade de France près le Saint-Siège," [The Government Audit Office Publishes two reports following an investigation into the French Embassy to the Holy See], *LinkedIn*, 3 September 2024, https://www.linkedin.com/posts/cour-des-comptes_la-cour-publie-deux-rapports-à-la-suite-d-activity-7236647204516474880-T4U0/?utm_source=share&utm_medium=member_desktop; Cour des Comptes, "C'est le moment de faire entendre votre voix !" [It's Time to Make Your Voice Heard], *X*, 2 September 2024, https://x.com/Courdescomptes/status/1830530378181779666.

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Section III: Participation and Co-Creation

There were limited and inconsistent opportunities for engagement and dialogue between civil society and government to oversee France's 2021–2023 action plan. While the co-creation process did not meet OGP's minimum requirement on maintaining an online repository, the government were able to demonstrate some progress towards meeting minimum requirements during the implementation period. The OGP process in France would have benefitted from a framework for regular and structured meetings between public bodies and civil society to oversee the co-creation and implementation of the action plan.

The Interministerial Directorate for Public Transformation (DITP) of the Ministry of Transformation and Public Service became the lead body for OGP shortly before the co-creation process began in February 2021. The DITP is responsible for coordinating the various government departments involved in the action plan. While DITP have continued to host the OGP process over the course of the action plan, there have been multiple changes in political leadership. These changes have had limited, if any, effect on implementation.

France's action plan contained 59 commitments from 21 public institutions and independent public bodies, making it a complex plan requiring an intensive and well-organized administration of relevant and involved stakeholders. However, multiple changes in the administrative management of the action plan cycle negatively affected the oversight and monitoring of commitment implementation and maintaining engagement with civil society. The government Point of Contact (POC) changed hands at the end of the co-creation process—when the action plan was adopted—with little handover. The POC position changed hands again midway through the implementation process. The OGP process was also just one of multiple portfolios being simultaneously managed by the POC, leaving limited time to manage a high number of stakeholders. Furthermore, there were multiple changes in personnel within several government departments implementing commitments, which would have further complicated the management of stakeholders. However, in most cases there was adequate handover.

During co-creation, the Forum Open d'État was the multistakeholder mechanism, albeit not institutionalized, for the government to exchange regularly with civil society on the OGP process. The co-creation process included two such forums, one of which was held by the government audit office *Cour des Comptes*.[1] At least ten thematic workshops took place during the forums as well as a hackathon on health data, online events, and a final debriefing.[2] Based on the information provided to the IRM, it is unclear which civil society organizations were selected to be invited to events, or what their actual contribution to the co-creation process was. Overall, civil society expressed dissatisfaction that the events organized only included limited actual consultation and did not include any reasoned responses to civil society proposals.[3] Failure to produce such reasoned response was the primary reason that the co-creation process of this action plan did not meet OGP's minimum requirements.[4]

During implementation, there were limited opportunities for institutions and civil society to meet and provide oversight of action plan implementation. There were no Forum Open d'État meetings during the implementation period because of government changes as well as a change in the governmental OGP lead.[5] The Point of Contact noted that there were seven implementation workshops organized between March 2022 and February 2023.[6] Two other meetings were reported on France's OGP website about specific events on digital health data and a Ministry of Justice action plan that could be considered reporting on commitment

implementation progress.[7] Compared to the implementation process of the previous action plan, this is a deterioration: the 2018–2020 national action plan implementation included the organization of six Forum Open d'État events.[8]

The POC pointed out that the lack of a formalized multistakeholder forum meant that events had to be organized by each ministry or public agency on an ad hoc basis.[9] Furthermore, she noted that another challenge was ensuring that interested stakeholders maintain interest in attending events related to commitment implementation. The formalized multistakeholder forum, which forms Commitment 3 in the 2023–2025 national action plan, is a positive development for the French OGP process and could address these issues while ensuring a stable framework for civil society engagement. While an OGP website and repository including implementation information existed, these were not updated except for evidence of commitment implementation through links in the 'news' section of the website. A self-assessment report was produced by DITP but has yet to be published on France's OGP website at the time of writing.[10]

Compliance with the Minimum Requirements

The IRM assesses whether member countries met the minimum requirements under OGP's Participation and Co-Creation Standards for the purposes of procedural review.[11] During co-creation, France acted according to the OGP process. The two minimum requirements listed below must achieve at least the level of 'in progress' for a country to have acted according to OGP process.

Key:
- Green = Meets standard
- Yellow = In progress (steps have been taken to meet this standard, but standard is not met)
- Red = No evidence of action

Acted according to OGP process during the implementation period?	
The government maintained an OGP repository that is online, updated at least once during the action plan cycle, and contains evidence of development and implementation of the action plan.	Yellow
The government provided the public with information on the action plan during the implementation period.	Green

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[1] "La Cour accueille le premier Forum Open d'État sur la transparence de la vie publique," [Government Audit Office hosts the first Forum Open d'État on the transparency of public life], *Cour des Comptes*, 21 May 2021, https://www.ccomptes.fr/fr/rapports-activite/la-cour-accueille-le-premier-forum-open-detat-sur-la-transparence-de-la-vie; "Crise et coopération: la DITP organise le jeudi 17 juin le 2nd Forum Open d'État," *Interministerial Directorate of Public Transformation*, 2 June 2021, https://www.modernisation.gouv.fr/actualites/crise-et-cooperation-la-ditp-organise-le-jeudi-17-juin-le-2nd-forum-open-detat.

[2] "IRM Action Plan Review: France 2021–2023," *Open Government Partnership*, 8 August 2022, https://www.opengovpartnership.org/wp-content/uploads/2022/08/France_Action-Plan-Review_2021-2023_EN.pdf.

[3] "IRM Action Plan Review: France 2021–2023," *Open Government Partnership*.

[4] "IRM Action Plan Review: France 2021–2023," *Open Government Partnership*.

[5] Mayara Soares Faria (OGP Point of Contact), interview by IRM researcher, 1 August 2024.

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[6] Soares Faria, interview; "Workshop on Citizen Participation Report," *Interministerial Directorate for Public Transformation*, 10 June 2022, working document from the government.

[7] Mayara Soares Faria, "Pérenniser la participation citoyenne a la politique du numérique en santé," [Ensuring Citizen Participation in Digital Health Policy], *Interministerial Directorate of Public Transformation*, 24 January 2023, http://web.archive.org/web/20230929235706/https://gouvernement-ouvert.modernisation.gouv.fr/assemblies/suiviogp/f/3/posts/4; Mayara Soares Faria, "Le plan d'action issu des États généraux de la Justice," [The action plan Issued from the Estates General of Justice Reports], *Interministerial Directorate of Public Transformation*, 20 February 2023, http://web.archive.org/web/20230929232106/ https://gouvernement-ouvert.modernisation.gouv.fr/assemblies/suiviogp/f/3/posts/6.

[8] Nicolas Vogtenberger, "#GouvernementOuvert: Retour dur le lancement des Forums Open d'État," [#OpenGovernment: A Review of the Launch of the Open State Forums], *Etalab*, 23 April 2018, http://web.archive.org/web/20210305185921/https://www.etalab.gouv.fr/gouvernementouvert-retour-sur-le-lancement-des-forums-open-detat; Nicolas Vogtenberger, "#OpenGov – publier en open data les données du répertoire des représentants d'intérêts: retour sur le Forum Open d'État #2," [#OpenGov – Open Data for the Directory of Interest Representatives: A Look Back at Forum Open d'État #2], *Etalab*, 19 June 2018, http://web.archive.org/web/20201201212827/https://www.etalab.gouv.fr/opengov-lumiere-sur-les-donnees-du-repertoire-des-representants-dinterets-retour-sur-le-forum-open-detat-2; Nicolas Vogtenberger, "Comment généraliser l'accès ouvert à la recherche ? Retour sur le Forum Open d'État #3 'Ouvrons la science,' !" [How can open access to research become widespread: A look back at Forum Open d'État #3 'Let's open up science!'], *Etalab*, 6 August 2018, http://web.archive.org/web/20210217035817/https://www.etalab.gouv.fr/comment-generaliser-lacces-ouvert-a-la-recherche-retour-sur-le-forum-open-detat-3-ouvrons-la-science; Mathilde Bras, "Data.gouv.fr et les algorithmes à l'épreuve de la médiation numérique: retour sur le Forum Open d'État #4," [Data.gouv.fr and algorithms put to the test in digital mediation: A look back at Forum Open d'État #4], *Etalab*, 12 October 2018, http://web.archive.org/web/20210305195319/https://www.etalab.gouv.fr/data-gouv-fr-et-les-algorithmes-a-lepreuve-de-la-mediation-numerique-retour-sur-le-forum-open-detat-4; Victor Kahn, "#OpenGov Transparence de la commande publique, des données aux politiques d'achat, quels usages ? Retour sur le Forum Open d'État #5," [#OpenGov transparency in public procurement, from data to purchasing policies, what uses? A look back at Forum Open d'État #5], *Etalab,* 21 January 2019, http://web.archive.org/web/20210305202158/https://www.etalab.gouv.fr/transparence-de-la-commande-publique-des-donnees-aux-politiques-dachat-quels-usages; Victor Kahn, "#OpenGov Transparence de l'aide publique au développement – retour sur le Forum Open d'État #6," [#OpenGov Transparency of official development assistance - A look back at Forum Open d'État #6], *Etalab*, 13 May 2019, http://web.archive.org/web/20210305193559/https://www.etalab.gouv.fr/opengov-transparence-de-laide-publique-au-developpement-retour-sur-le-forum-open-detat-6.

[9] Soares Faria, interview.

[10] The government provided the IRM with a copy of the draft self-assessment report.

[11] Please note that future IRM assessment will focus on compliance with the updated OGP Co-Creation and Participation Standards that came into effect on 1 January 2022: https://www.opengovpartnership.org/ogp-participation-co-creation-standards/.

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Section IV: Methodology and IRM Indicators

This report supports members' accountability and learning through assessment of (i) the level of completion for commitments' implementation, (ii) early results for commitments with a high level of completion identified as promising or that yielded significant results through implementation, and (iii) participation and co-creation practices throughout the action plan cycle. The IRM commenced the research process after the first year of implementation of the action plan with the development of a research plan, preliminary desk research, and verification of evidence provided in the country's OGP repository.[1]

In 2022, OGP launched a consultation process to co-create a new strategy for 2023–2028.[2] The IRM will revisit its products, process, and indicators once the strategy co-creation is complete. Until then, Results Reports continue to assess the same indicators as previous IRM reports:

Completion
The IRM assesses the level of completion for each commitment in the action plan, including commitments clustered in the Action Plan Review.[3] The level of completion for all commitments is assessed as one of the following:

- *No Evidence Available*
- *Not Started*
- *Limited*
- *Substantial*
- *Complete*

Early Results
The IRM assesses the level of results achieved from the implementation of commitments that have a clear open government lens, a high level of completion or show evidence of achieving early results (as defined below). It considers the expected aim of the commitment prior to its implementation, the specific country context in which the commitment was implemented, the specific policy area and the changes reported.

The early results indicator establishes three levels of results:

- **No Notable Results:** According to the evidence collected (through desk research, interviews, etc.), the implementation of the open government commitment led to little or no positive results. After assessing the activities carried forward during the period of implementation and its outcomes (if any), the IRM did not find meaningful changes towards:
    - improving practices, policies or institutions governing a policy area or within the public sector,
    - enhancing the enabling environment to build trust between citizens and the state.

- **Moderate Results:** According to the evidence collected (through desk research, interviews, etc.) the implementation of the open government commitment led to positive results. After assessing the activities carried forward during the period of implementation and its outcomes, the IRM found meaningful changes towards:

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- o improving practices, policies or institutions governing a policy area or within the public sector, or
- o enhancing the enabling environment to build trust between citizens and the state.

- **Significant Results:** According to the evidence collected (through desk research, interviews, etc.) the implementation of the open government commitment led to significant positive results. After assessing the activities carried forward during the period of implementation and its outcomes, the IRM found meaningful changes towards:
  - o improving practices, policies or institutions governing a policy area or within the public sector, or
  - o enhancing the enabling environment to build trust between citizens and the state.

  Significant positive results show clear expectations for these changes (as defined above) will be sustainable in time.

This report was prepared by IRM staff in collaboration with Elsa Foucraut and was reviewed by Brendan Halloran, IRM external expert. The IRM methodology, quality of IRM products, and review process is overseen by the IRM's International Experts Panel (IEP). The current IEP membership includes:

- Snjezana Bokulic
- Maha Jweied
- Rocio Moreno Lopez

This review process, including the procedure for incorporating comments received, is outlined in greater detail in Section III of the Procedures Manual[4] and in France's Action Plan Review 2021-2023. For more information, refer to the "IRM Overview" section of the OGP website.[5] A glossary on IRM and OGP terms is available on the OGP website.[6]

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[1] "OGP Repository," *Interministerial Directorate for Public Transformation*, 15 July 2024, https://gouvernement-ouvert.modernisation.gouv.fr/assemblies/suiviogp, 15 July 2024. [invalid link]

[2] See OGP, "Creating OGP's Future Together: Strategic Planning 2023–2028," https://www.opengovpartnership.org/creating-ogps-future-together.

[3] The IRM clusters commitments that share a common policy objective during the Action Plan Review process. In these instances, the IRM assesses "potential for results" and "Early Results" at the cluster level. The level of completion is assessed at the commitment level. For more information on how the IRM clusters commitments, see Section IV on Methodology and IRM Indicators of the Action Plan Review.

[4] Independent Reporting Mechanism, IRM Procedures Manual, V.3, 16 September 2017, https://www.opengovpartnership.org/documents/irm-procedures-manual.

[5] Open Government Partnership, IRM Overview https://www.opengovpartnership.org/irm-guidance-overview.

[6] Open Government Partnership, OGP Glossary," *Open Government Partnership*, https://www.opengovpartnership.org/glossary.

Annex I: Commitment Data[1]

Commitment 1: Lead a European policy of support for the digital commons

• **Verifiable:** Yes	• **Completion:** Limited
• **Does it have an open government lens?** No	• **Early results:** No Notable Results
• **Potential for results:** Unclear	

This commitment aimed to formulate a policy in support of digital commons as part of the French Presidency of the Council of the European Union. Milestones included putting together a budget of several million euros to promote digital commons, holding a conference on digital sovereignty, and allocating budgetary support to relevant projects. This commitment is coded as having no notable results as the IRM assessed this commitment as not having an open government lens. In terms of completion, a two-day conference on digital sovereignty was organized in February 2022 with a focus on digital commons,[2] which resulted in a declaration signed by 19 EU member states[3] to set up a working group to support the creation of digital commons.[4] A report supported by these states was published in June 2022.[5] The other two milestones have yet to happen. Although the above-mentioned report commits again to the creation of this foundation, the government self-assessment indicates that the funds are still to be secured.[6] Since this commitment was linked to the French Presidency of the Council of the European Union, which ended in June 2022, it is unclear whether this would continue to be implemented.

Commitment 2: Develop a collaborative Open Terms Archive

• **Verifiable:** Yes	• **Completion:** Complete
• **Does it have an open government lens?** No	• **Early results:** No Notable Results
• **Potential for results:** Unclear	

This commitment aimed to develop Open Terms Archive, a collaborative archive to track changes to the terms of service of major online service providers. The commitment is coded as having no notable results as the IRM assessed this commitment as not having an open government lens. In terms of completion, the Open Terms Archive website is online.[7] According to the government self-assessment, the Digital Regulation Expertise Center (PeREN) and the French Competition Authority use the resource, although it is not clear in what capacity.[8] The self-assessment states that over 1200 documents from 628 online services were available on the site by October 2022 with engagement from public administrations and civil society. The project also has an active presence on social media.[9]

Commitment 3: Expand and build on the open data policy

• **Verifiable:** Yes • **Does it have an open government lens?** Yes • **Potential for results:** Unclear	• **Completion:** Limited • **Early results:** No Notable Results

This commitment aimed to maintain the operational capacity of existing data sets and open new data sets to expand the community of interests around ministry data. There is evidence of 7 new data sets from the Ministry for Europe and Foreign Affairs being published during the implementation period between 1 January 2022 and 31 December 2023.[10] The commitment also addressed maintenance of existing data sets. However, some do not appear to have been updated. For instance, the register of births, marriages, deaths and adoption had not been updated since April 2021 on the government open data portal.[11] No evidence of broadening the community around the (re)use of ministry data has been provided to the IRM.

Commitment 4: Set up a database of information on France's official development assistance

• **Verifiable:** Yes • **Does it have an open government lens?** Yes • **Potential for results:** Modest	• **Completion:** Complete • **Early results:** Moderate

Analyzed as promising in the Action Plan Review, this commitment aimed to publish France's bilateral and multilateral development aid information as open data on a centralized public database. On 14 November 2022, completing all milestones, the Ministry for Europe and Foreign Affairs and the Ministry of the Economy, Finance, and Industrial and Digital Sovereignty launched the Official Development Assistance (ODA) open data portal.[12] The open data portal facilitates access to data related to French public development aid policy accessible by geographic area, sector, and financial instrument. It includes downloadable open datasets centralizing the existing data, and a data visualization platform.[13] The government organized events targeting civil society organizations and data users.[14]

France's rating improved from "fair" in 2015–2020 to "good" in the 2022 Aid Transparency Index. However, France dropped 6 points in the 2024 index to 57.1 points, which places it in the "fair" category. The drop is due to a lower score in three of the index's indicators: organizational planning and commitments, project attributes, and joining-up development data.[15] A civil society representative recognizes that this platform is interesting and promising, but data users still use OECD data as primary source at this stage.[16] They suggested that the website become an official development aid transparency portal with not only downloadable data but also qualitative documents and information.[17] The government says it seeks to ensure progressive and constant improvement of the website.[18]

Commitment 5: Support civic participation via improved access to information in Africa	
Verifiable: Yes **Does it have an open government lens?** Yes **Potential for results:** Unclear	**Completion:** Complete **Early results:** No Notable Results

This commitment aimed to continue to provide technical and financial support to civic participation in Africa with Phase 2 of the Open Government Support Project in French-speaking Developing Countries (PAGOF). The French Development Agency (AFD) launched the second phase, as outlined in the commitment. On top of the already supported Tunisia, Burkina Faso, and Ivory Coast,[19] this phase includes two new countries (Morocco and Senegal) and is expected to run until 2025.[20] According to the government, as part of PAGOF, the French Anti-Corruption Agency and the HATVP have signed MOUs with the Ivorian High Authority for Good Governance, the INSP is co-developing an open government program with it counterparts in Tunisia, Senegal and Ivory Coast, parts of which will be integrated in modules in France, and Démocratie Ouverte enriches its practices through exchanges with CSOs involved in PAGOF.[21] IRM recognises that PAGOF is a positive initiative that has supported open government actions in French-speaking countries. The IRM methodology focuses on domestic early results which means this commitment is assessed as having no notable results in the domestic context in France. However, in those PAGOF target countries, there may be open government results, which will be acknowledged in the respective country reports.

Commitment 6: Working together to deliver the green and climate transition!	
Verifiable: Yes **Does it have an open government lens?** Yes **Potential for results:** Unclear	**Completion:** Complete **Early results:** Moderate

This commitment aims to improve citizen participation in the formulation of the National Climate Strategy. The National Commission for Public Debate organized a full consultation process, including an online platform that gathered more than 31,000 contributions and several meetings targeting citizens aged 18–25-year old, publishing a report summarizing the collected data.[22] However, non-government actors have criticized the process as one of many consultations without political action or follow-up,[23] although the government strategy on energy and climate states that the consultation fed into the document.[24] In March 2024, one year after the consultation, the Prime Minister announced a new consultation on the strategy,[25] which may feed into perceptions of there being discussions without adequate feedback and action.

Commitment 7: Co-develop the third National Strategy for Biodiversity for 2021–2030 and foster engagement in the regions

● **Verifiable:** Yes ● **Does it have an open government lens?** Yes ● **Potential for results:** Unclear	● **Completion:** Complete ● **Early results:** Moderate

This commitment aimed to involve citizens in the drafting of the 2021–2030 Biodiversity Strategy Roadmap. The consultation began before the adoption of the action plan and continued into the implementation period, reducing the added value of it being included in the action plan. A summary report was published[26], and the roadmap was released in November 2023.[27] The list of actions implementing the strategy indicate that the consultation directly influenced at least one particular action on mobilizing public funding in favor of biodiversity based on green budgeting approaches.[28]

Commitment 8: Get citizens involved in the Habiter la France de Demain initiative on the future of France's cities

● **Verifiable:** Yes ● **Does it have an open government lens?** Yes ● **Potential for results:** Unclear	● **Completion:** Complete ● **Early results:** No Notable Results

This commitment aimed to collect citizens' feedback on urban planning, housing, and the environment. The Ministry of Housing completed the commitment and published its report on the nine-month long consultation which included 4,000 citizens[29] in October 2021, before the publication of the action plan.[30] The ministry website states that the consultation will broadly be incorporated into strategic plans.[31]

Commitment 9: Working together towards 'One Health'

● **Verifiable:** Yes ● **Does it have an open government lens?** Yes ● **Potential for results:** Unclear	● **Completion:** Substantial ● **Early results:** Moderate

This commitment sought to bring in civil society in a 'One Health' approach to manage public, animal, and environmental health issues in a unified and holistic way as they arise. The commitment aimed to have continuous dialogue through specified bodies but were not elaborated further. The government organized one workshop on the topic with 70 participants from regional governments, territorial collectivities, researchers and CSOs.[32] The government created an advisory Committee on Health Risks (COVARS) made up of 16 experts coming from civil society, including thematic specialists, patient organizations, and citizen representatives in September 2022.[33] Its goal is to regularly publish opinions and recommendations on public health-related issues, such as the spread of monkeypox, West

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Nile virus, and ensuring open access to health data.[34] A 2023 study noted that COVARS has contributed to enhancing and improving the understanding and implementation of the One Health approach in France.[35]

Commitment 10: Working together to introduce environmental labelling

• **Verifiable:** Yes • **Does it have an open government lens?** Yes • **Potential for results:** Unclear	• **Completion:** Limited • **Early results:** No Notable Results

The aim of this commitment was to engage the public in creating and making transparent an environmental label for products. There were no clear milestones included in the commitment. The government co-designed a tool to calculate environmental impacts of the textile industry, Ecobalyse, through eight participatory thematic webinars. This is a positive initiative which could generate greater results in the future, if continued. However, the tool was launched in April 2024[36] after the implementation period of this action plan, which this report is assessing, and the commitment is therefore coded as having no notable results.

Commitment 11: Improve access to information on spatial planning policy through the Urban Planning Geoportal

• **Verifiable:** Yes • **Does it have an open government lens?** Yes • **Potential for results:** Modest	• **Completion:** Limited • **Early results:** No Notable Results

This commitment aimed to organize user workshops with civil society and professionals to better design future functionalities of the Urban Planning Geoportal (UPG). According to the Ministry for the Ecological Transition, user workshops were conducted with professionals and civil society organizations on various aspects of the UPG, which led to multiple changes to the portal.[37] The Ministry also organized workshops to present the tool, collect proposals for improvement, and data usage in 2019 and 2020, before the action plan co-creation and implementation periods.[38]

Commitment 12: Step up civic engagement by young people

• **Verifiable:** Yes • **Does it have an open government lens?** No • **Potential for results:** Unclear	• **Completion:** Complete • **Early results:** No Notable Results

This commitment aimed to establish the Universal National Service, a volunteering program for young people aged 15–17-year old; the Civic Service, a similar program for young people

aged 16–25-year old, and the Civic Reserve, a program covering occasional volunteering needs for citizens aged 16-year old and above. The commitment also aimed to create a mentoring program for young people, pHARe, against school bullying, student eco-representatives in schools, and labelling schools as E3D. According to the government self-assessment, all the milestones were fully completed. Additionally, according to the government, the citizen initiative accelerator and the UNS team collaborated with the NGO Make Sense to increase the number of young people participating in the program.[39] However, the open government relevance of these activities did not become relevant during implementation. Regarding the Universal National Service project in particular, a report by the National Assembly raised doubts about its continued and further implementation because of financial costs and its ability to meet its objectives.[40]

Commitment 13: Expand school-related civic participation schemes throughout France and help citizens to monitor their progress

- **Verifiable:** Yes
- **Does it have an open government lens?** No
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** No Notable Results

This commitment had a three-fold aim: publishing the follow-up to the action plans resulting from the 'Grenelle' public dialogue, raising the skills of academic actors in participatory practices and OGP values, and federating and leading a community of public innovation in education, research and innovation. During implementation, the Ministry of Education began implementing 12 measures resulting from the 'Grenelle' public dialogue, which were documented online.[41] Some French education trade unions have expressed doubts and concerns with some of the outcomes of the Grenelle dialogue.[42] According to the government, several capacity-building initiatives for academic stakeholders were organized, including a co-design training, facilitation and design thinking workshops as well as the publication of a facilitation toolkit.[43] The government self-assessment also reported some workshops which contributed towards bringing together a community of education stakeholders. [44]. However, commitment implementation did not clarify the commitment's relevance to open government, hence the commitment is coded as having no notable results.

Commitment 14: Encourage all stakeholders to contribute to school-building projects and open up school buildings to the education community

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** Moderate

The commitment aimed to encourage students, parents, public actors, civil society, and businesses to contribute to school construction and upkeep projects. In May 2022, the Ministry of Education published the *Bâti Scolaire* (School Building) platform which provides resources for the design, upkeep, upgrade, and renovation of school buildings, including a compilation of all the guides produced as the outcomes of a public consultation organized in 2021, prior to this action plan.[45] There are 16 service centers set up (Milestone 2),[46] with the government stating that an impact assessment on these service centers will be conducted in 2025.[47]

Commitment 15: Continue to release more open data, algorithms and source code by improving the data culture

• **Verifiable:** Yes • **Does it have an open government lens?** Yes • **Potential for results:** Modest	• **Completion:** Substantial • **Early results:** Moderate

This commitment aimed to establish an open data action plan within the Ministry of Education, including training of public officers to open data by opening new data sets based on user needs and organizing regular events to facilitate the use of open data, such as hackathons. The government states that they appointed data officers, that they developed training tools, and organized a hackathon.[48] The Ministry's open data portal shows 12 datasets published in 2021–2023 although at least four of these are the answers to the type of data sets people want to see published. According to the Ministry, since January 2023, a data request form is available for users on data.education.gouv.fr. Based on user data requests, historical data on the social position index, standard deviation by institution and a dataset on school complexes have been added. While outside the implementation period, 126 data sets were published in 2024 at the time of writing on topics related to the location of educational establishments, exam results, public official salaries, school staffing numbers, social indicators in schools, etc.[49] While this is a welcome progress, efforts are needed to ensure they respond to user assessment of what constitutes high-value data. There are still demands for data on absent and unreplaced teachers as well as class sizes, which was identified in the Action Plan Review and has seen continued public demand.[50] Another example is the release of information on the social background of school children following a court decision in a case filled by a journalist.[51]

Commitment 16: Promote health and environmental democracy in schools and universities

• **Verifiable:** Yes • **Does it have an open government lens?** Yes • **Potential for results:** Unclear	• **Completion:** Substantial • **Early results:** Moderate

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This commitment aimed to publish data on the impact of the COVID-19 pandemic on school closures, publish health personnel in schools' data, deploy school health, citizenship and environment committees and to document and disseminate innovative educational activities linked to fighting the pandemic. The Ministry of Education published top-level data on the impact of COVID-19 on school closures on a weekly basis until April 2022.[52] There is no evidence of data published annually on the number of healthcare positions covered at department, academic, and regional levels despite public demand for such information.[53] In April 2022, Decree No. 2022/540 created the committee for education on health, citizenship, and the environment (CESCE).[54] The committee has a website with further information and regularly published updates and resources.[55] Finally, the kit on innovative educational initiatives was published in December 2022 .[56]

Commitment 17: Make public procurement more transparent

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Modest

- **Completion:** Limited
- **Early results:** Moderate

This commitment aimed to expand the number of published data points on public procurement, develop a data visualization platform, conduct awareness raising among public procurers, and organize pilot projects in Brittany and Paris. A decree that increased the scope of procurement data subject to mandatory regular publication came into force on 1 January 2024 (Milestone 1). This has increased the data points from 23 to around 40. A non-governmental procurement expert noted that this was a positive step which will restart enthusiasm for open data in public procurement.[57] He said the reform would make previously unpublished data public that was accessible only to the public administration, open data on public contracts between €40,000 and €90,000 as well as social and environmental data. The national platform for accessing public procurement data (Milestone 2) existed prior to the publication of this action plan, as it is the national open data platform for all economy and finance datasets.[58] There is no evidence for a public campaign to encourage buyers to use the platform (Milestone 3), or the pilot projects in Brittany and/or Paris (Milestone 4).

Commitment 18: Involve the regions in a national debate on digital technology

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** No Notable Results

This commitment aimed to organize workshops on the topic of digitalization to stimulate debate and collect expectations and proposals on the regional level. The National Digital Council organized workshops and events on digital issues, including around 50 events in 2022 and 2023, and published the findings.[59] This work resulted in the publication of main lessons in developing and debating a shared digital culture, which is available online for free.[60]

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Commitment 19: Improve the transparency of the recovery plan

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Substantial
- **Early results:** No Notable Results

The commitment aimed to strengthen the transparency of France's post-COVID-19 economic recovery plan through the publication of data, creation of a national platform including progress visualizations and the organization of events to encourage data reuse.According to the government self-assessment report, recovery plan data are published on a monthly basis (Milestone 1). The government developed a searchable national platform monitoring the implementation of the recovery plan, and region-by-region data.[61] A civil society representative highlighted the absence of political will to ensure the transparency of recovery plan funding,[62] which by the end of the action plan implementation period had also been noted by Transparency International (TI) France[63] and the media.[64] According to TI France, data on the recovery funds are not timely (expected to be published in 2026), incomplete, limited, and scattered.[65] They had drafted recommendations on improving transparency of the recovery plan in May 2022.[66]

Commitment 20: Strengthen the role of the ministerial body for user feedback

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** No Evidence Available
- **Early results:** No Notable Results

This commitment aimed to involve end users in the service design of Ministry of Interior's digital services, through the organization of representative user panels and the identification of user testing methods. The government provided no information on its implementation.

Commitment 21: Roll out the FR-Alert system

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Modest

- **Completion:** Complete
- **Early results:** Moderate

This commitment aimed to create an emergency alert system for crisis situations following EU Directive 2018/1972. The FR-Alert mobile phone system was introduced in June 2022.[67] Information is available on its website on the latest alerts in chronological order and geographically. It was first used successfully in 2023 to warn over 1 million people in five departments in the eastern part of the country about violent thunderstorms.[68] The use of the

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system is still novel for citizens as demonstrated by public reaction to an alert in relation to the 2024 Olympic Games in Paris.[69]

Commitment 22: Renewal of accreditation of prior learning system

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** No Evidence Available
- **Early results:** No Notable Results

The commitment milestones consisted of organizing open workshops and online consultation prior to a reform of the Accreditation of Prior Learning system. The government self-assessment provided no evidence of implementation ahead of the launch of the platform in July 2023 as permitted by Law 2022/1598.[70]

Commitment 23: The territory engagement scheme

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Modest

- **Completion:** Complete
- **Early results:** Moderate

This commitment aimed to support citizen engagement and public policy co-creation in 10–20 municipalities for 3 years through trainings of officials. The budget for supporting each municipality was planned to be €100,000 per year. Fourteen municipalities benefited from this program (Milestone 1). A new phase is being launched, which demonstrates the commitment's potential to be sustained beyond the action plan. The website outlines some of the examples of support for the local municipalities.[71] Based on the evidence provided to the IRM, this commitment had moderate early results in strengthening participation at the municipal level.

Commitment 24: Improve civil society's access to local authorities' public data

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Modest

- **Completion:** Substantial
- **Early results:** Moderate

This commitment aimed to improve the quality and increase the quantity of open data at the local level. Two of the milestones (Milestones 1 and 2) were set to end before the start of the implementation period. Both milestones were completed.[72] A national regional data day involving civil society representatives was organized in January 2023 (Milestone 8).[73] The National Agency for Regional Cohesion did not provide evidence that the milestones to organize consultation workshops to identify civil society needs in open data (Milestone 3) or

contribute to environmental data were completed (Milestone 5). However, there was a partnership between the National Agency for Regional Cohesion and Open Data France (ODF) to support local authorities to open their data, although this was part of a program that began in 2017 following the 2016 Digital Republic Law requiring open data by default.[74] ODF reported that up to October 2022, 868 local authorities have opened their data (an 18% increase on 2021)[75] and noted that 16% of all local authorities had opened their data, demonstrating an increase albeit with limited overall impact.

Commitment 25: Promote civil society participation in Ministry of Justice projects

• **Verifiable:** Yes • **Does it have an open government lens?** Yes • **Potential for results:** Unclear	• **Completion:** Substantial • **Early results:** Moderate

This commitment aimed to conduct a citizen consultation on the general state of the justice system, gather user needs for the redesign of the justice.gouv.fr website, systematize online mechanisms for citizen feedback collection, and create an innovation lab. The milestones were mostly implemented prior to the publication of the action plan. In 2022, the conclusions of these consultations were published and integrated into the Ministry of Justice's 2023–2027 work program.[76] Specifically, the program includes six thematic priorities identified by the consultation the justice system: a justice system that is understandable, attentive and accessible, effective in criminal matters, strengthened, capable of protecting individuals in their daily lives, while also ensuring effective civil justice.[77] The ministry launched an innovation lab which currently contains seven projects[78] and organized workshops on the justice.gouv ecosystem and open data needs, publishing the summary report in April 2021.[79]

Commitment 26: Support the availability of data on legal decisions

• **Verifiable:** Yes • **Does it have an open government lens?** Yes • **Potential for results:** Unclear	• **Completion:** Complete • **Early results:** Moderate

The commitment aimed to establish working groups and dialogues to promote understanding and reuse of available open justice data. The Ministry of Justice developed and published resources and relevant links on legal decisions and open data (Milestone 1).[80] A working group between public institutions, legal tech, and non-governmental groups discussed and published a report on the ethics of reusing justice decisions as open data (Milestone 2).[81] The State Council organized a Transformation of Law event in October 2023 and a hackathon in November (Milestones 3 and 4).[82] Civil society representatives stated positively that they had fluid, sincere, and constructive discussions with regular meetings that were open to stakeholders beyond those usually participating.[83]

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Commitment 27: Make it easier for health tech entrepreneurs to access public services

- **Verifiable:** No
- **Does it have an open government lens?** No
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** No Notable Results

The commitment aimed to continue developing a platform, named G_NIUS, to facilitate relations between public and private players in digital health.[84] The IRM Action Plan Review assessed the commitment as not verifiable and without a clear open government lens.[85] The government reports various services developed on the online platform during the period, but commitment implementation did not meet the IRM requirements to be assessed as having an open government lens.[86]

Commitment 28: Ensure long-term civic participation in e-health policy

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** Moderate

This commitment aimed at setting up a citizens' committee (*ateliers citoyens*), including citizens and representatives from patient associations, in the form of consensus-based meetings to address emerging issues on e-health. However, all milestones were set to be completed prior to the start of the implementation period. This citizens' committee consisted of around 30 people from all over France and met in November 2021,[87] producing public recommendations targeting the delegation for digital health.[88] The government stated that 70% of the proposals had been incorporated into building the *Mon espace santé* project, launched in January 2022.[89]

Commitment 29: Promote cooperation between involved citizens and civil servants

- **Verifiable:** Yes
- **Does it have an open government lens?** No
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** No Notable Results

This commitment referred to a project of the Ministry of Health to mobilize ambassadors (people who are asked to spread information) to support the deployment of the *Mon espace santé* (My Health Space) project. The commitment initially included milestones prior to the publication of the action plan, but the government reported that the project continued into 2022 and 2023, with over 2,000 ambassadors deployed nationwide by 2023.[90] According to the IRM methodology, the commitment pertains to public information, rather than civic

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participation; its relevance to open government did not become clear through implementation, hence it is coded as having no notable results.

Commitment 30: Launch of a citizen feedback initiative

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** Moderate

This commitment aimed to provide regular avenues for collecting citizens' feedback regarding healthcare data, including online consultations and a civil society working group. The commitment mainly contained milestones prior to the publication of the action plan. However, the government pursued its plans for dialogue with civil society in 2022 and 2023, notably by strengthening its links with *France Assos Santé*, the main federation of patient associations. These initiatives involved panels of 50–70 citizens. For example, in 2023, Health Data Hub conducted a consultation with high-school students discussing the issue of health data and AI.[91]

Commitment 31: Implement an approach for listing e-health services for the general public

- **Verifiable:** Yes
- **Does it have an open government lens?** No
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** No Notable Results

The commitment aimed to provide a catalogue of certified digital health applications. According to the government self-assessment, the catalogue was launched in November 2022.[92] As the IRM assessed this commitment as not meeting the requirements to be assessed as having an open government lens, it is coded as having no notable results.

Commitment 32: Promote and expand open data for citizens through data challenges

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** Moderate

This commitment aimed to organize data challenges with the ambition to collect and centralize health data relevant to research as well as facilitate access for citizens by making them available in open data format in partnership with health professionals. The government stated that six data challenges were organized in 2022 and 2023, involving 100–600 participants per challenge. According to the government's dedicated webpage, one of those

data challenges resulted in a published research paper in a peer-reviewed medical journal.[93] The project has been in place since 2020, and has new initiatives launched for 2024.[94]

Commitment 33: Develop a health data culture

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** Moderate

This commitment aimed to organize free public trainings on using health data. The government organized 6 trainings[95] with more having been organized since the end of the implementation period.[96] An online course was launched with the first session being attended by 220 people and the second by 600 people.[97] An academic program was also launched in 2023 in partnership with the Universities of Bordeaux, Aix-Marseille, and Paris-Cité.

Commitment 34: Expand the practice of using open-source code and data, and promote open science in health

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** No Notable Results

This commitment aimed to democratize access to knowledge about healthcare data and increase the number of contributors and users of open-source code. The only completed milestone was the launch of a call for expressions of interest for funding the development of algorithms to facilitate data use.[98] Outside the scope of this commitment, the government developed a request on demand service for healthcare data aimed at civil society, on which data have not yet been opened for various reasons.[99] Between 2021 and 2023, several requests were finalized with France Vascularites, AFM-Téléthon, and Afa Crohn RCH France (Afa).[100]

Commitment 35: Ensure transparency in the use of health data and facilitate the exercise of citizens' rights concerning the use of their personal data

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** Moderate

This commitment aimed to facilitate access to patient health metadata, through the consolidation of a database list, the creation of a list of projects utilizing health data, and the

publication of available shareable search results. Co-led by Health Data Hub, the only milestone, to produce research findings, was due to be completed before the adoption of the action plan. A repository of projects using personal health data is online with more that 7500 projects listed in 2023.[101] The project will continue in 2024, with the development of a digital form for exercising rights. A group of citizens, patients, and students have come together to work on this new tool,[102] which will allow citizens to make a request to exercise their rights relating to personal health data. The form would then be sent to the responsible data protection officer, who would act on the request.[103]

Commitment 36: Increase citizen engagement in French marine and coastal policy

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** Moderate

The commitment aimed for the Ministry of the Sea to publish relevant open data following an ambitious public consultation process that went beyond legal requirements. A dedicated open data portal is now online.[104] During the implementation period, the ministry organized public consultations as part of its *Mer Littoral* 2030 program.[105] However, the quality of public engagement, going beyond legal requirements, is unclear as well as whether the published datasets have been reused.

Commitment 37: Increase transparency in higher education and make science more open

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Substantial
- **Early results:** Moderate

This commitment by the Ministry of Higher Education and Research contained ambitious milestones on strengthening open science policies, enhancing the connection between science and society, fostering student success and high quality of student life, promoting transparent government science policy, defining open-source software policy, and adopting a user-centric approach to public services. The milestones were mostly taken from a national roadmap for open science. In 2022, the Ministry launched recherche.data.gouv.fr[106] which contains over 4000 data sets.[107] The Ministry also developed a barometer with key measurable indicators to follow up the impact of publishing the data sets over the years.[108] The barometer shows that 65% of French scientific publications were made open, showing only a 4% increase from 2021 and a 27% increase from 2018. The positive trends towards open science in France has slightly slowed down during the period under review, showing sustained but not full openness.

Commitment 38: Provide tools for open government

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** No Notable Results

This commitment aimed to create a dashboard to monitor the implementation of the action plan. The dashboard was completed, but it was not updated or used as a repository or tool for providing information about implementation.[109] As of 2024, the platform was no longer accessible. According to the government, the platform was deactivated to centralize and continue to provide all OGP-related information on the main OGP website.[110]

Commitment 39: Foster citizen involvement in monitoring public policy outcomes

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Substantial
- **Early results:** Moderate

This commitment aimed to create an open-source barometer to make outcomes and results of public policy decisions transparent in collaboration with citizens, and where citizens can share their experiences or ask questions. The barometer website was first launched in January 2021, before the start of the implementation period. It was updated again in May 2023 with new priority areas and now contains information about 57 indicators for 49 priority reforms organized under four priority areas. The public can browse information and data in relation to the topic areas in relation to their specific locality, department, or region. The IRM has not seen evidence that the barometer was co-created with citizens, as the commitment suggests.[111] Furthermore, the data are not linked to original datasets on data.gouv.fr. While much of the published information on the barometer provides clarity for citizens on some policy areas, the information is not backed up by complete, properly sourced, and open datasets. Additionally, the barometer is more akin to an intra-government communication tool rather than one that provides citizens with greater opportunity to involve citizens in monitoring public policy outcomes.

Commitment 40: Improve the quality of public services by eliciting user input

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Substantial
- **Early results:** Moderate

This commitment aimed for the widespread rollout of Services Publics+, a digital platform for the collection of citizens' experiences with public services to improve public service provision. The platform was updated in 2022.[112] As planned, this commitment created a community of users (Milestone 1),[113] introduced a quality certificate for public services issued by the

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government (Milestone 3),[114] and continued to improve the 'life events' set up on the platform (Milestone 2) such as ' I become a student' and 'I renew my housing'.[115] The barometer for Services Publics+ was published in May 2023 (Milestone 4).[116] The site reports over 50 million visits per month since January 2024 and a 3.4/5 satisfaction rating overall.[117] This platform is well established and known to the public.

Commitment 41: Leverage open-source software to attract digital talent to the central government: BlueHat workshops

- **Verifiable:** Yes
- **Does it have an open government lens?** No
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** No Notable Results

This commitment consisted of technical workshops for civil servants on open-source software and improvements to the database of approved open-source software for government. The database of approved software was launched in 2012 and updated in 2021 as a full-fledged web application. It is regularly updated by volunteer civil servants.[118] 55 webinars and 8 daily workshops have been organized for the Bluehat community throughout the implementation period (as they had been doing before) and have continued into 2024.[119] However, the implementation of this commitment did not meet the IRM requirements to be assessed as having an open government lens, hence it is coded as having no notable results.

Commitment 42: Expand and support source code transparency by rolling out the code.gouv.fr platform

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** No Notable Results

This commitment aimed to create a web application, code.gouv.fr/sources, to publish the source codes used by government agencies in order to foster inter-administration cooperation and contribute to open-source applications and software.[120] The website digitizes the information that used to be available in a PDF, which could make inter-administrative cooperation easier.

Commitment 43: Foster an open data culture within government departments

- **Verifiable:** Yes
- **Does it have an open government lens?** No
- **Potential for results:** Unclear

- **Completion:** Substantial
- **Early results:** No Notable Results

This commitment aimed to create trainings for civil servants on open data. Fulfilling the three milestones for this commitment, the government reported having implemented 19 trainings for civil servants.[121] The trainings are available online via login for civil servants.[122] However, the commitment implementation did not meet the IRM requirements to be assessed as having an open government lens, hence the commitment is coded as having no notable results.

Commitment 44: Build public algorithm registers

- **Verifiable:** Yes
- **Does it have an open government lens?** No
- **Potential for results:** Unclear

- **Completion:** Limited
- **Early results:** No Notable Results

This commitment aimed to start the implementation of a register gathering all public algorithms and then evaluating this initiative. While the process of creating a register began via the publication of ministerial roadmaps,[123] the government reported it as not having been completed, as milestones were delayed.[124] No evidence has been provided to the IRM of an evaluation taking place.

Commitment 45: Encourage use of scientific expertise in public policy development and open up government departments to researchers

- **Verifiable:** Yes
- **Does it have an open government lens?** No
- **Potential for results:** Unclear

- **Completion:** Limited
- **Early results:** No Notable Results

This commitment aimed to reinforce relations between scientists, academics, and policymakers within the administration in order to provide robust scientific backing to public policies. Additionally, the commitment aimed to facilitate access to government data for researchers. The government reported organizing a discussion between scientists and public policy officials, which fell short of creating a working group to look at supporting the use of scientific expertise in public policy development (Milestone 1). The government reports that the guide to encourage public bodies to use research contracts was not published (Milestone 2), whereas the government renewed two agreements with public innovation chairs (Milestone 3)). The DITP has also funded and recruited a PhD student to work on an automated natural language processing and a full-time researcher to advise the director, participated in a European research consortium for the Horizon Europe program and participated in scientific conferences.[125]

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Commitment 46: Support open innovation across France's regions through innovation labs

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Substantial
- **Early results:** Moderate

The government committed to funding and supporting regional innovation labs. The government reported that four new labs were created in late 2021, before the adoption of the action plan.[126] The program has existed since 2016. 14 territorial public sector innovation labs were supported by the DITP during implementation, two of which were created during the commitment implementation period (Lab'L in the Val-de-Loire region and Lab Zero in the Provence-Alpes-Côtes d'Azur region).[127] The DIPT allocated €200,000 to each territorial lab as part of the Recovery Plan (Milestone 1).[128] According to the government, the 2023 state budget also included funding for 25 new full-time positions in the labs supported by DITP. The DITP also launched a training program in 2022 for lab staff, to help define or update the operating model of labs, which reached 90 officials per year (Milestone 3).[129] A status report for labs in regional prefectures and in local authorities was published in May 2022 (Milestones 4 and 5).[130] Based on the information provided to the IRM, it is unclear whether the DITP provided funding to regional prefectures' labs (Milestone 2).

Commitment 47: Cultivate the emergence of citizen-led public-interest initiatives

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** Moderate

This commitment is assessed in Section II.

Commitment 48: Create and roll out the Government Design System

- **Verifiable:** Yes
- **Does it have an open government lens?** No
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** No Notable Results

The government committed to creating and rolling out the Government Design System, an initiative to standardize government web brand identity through ready-to-use digital components. While this was largely completed before the adoption of the action plan, the government completed the rollout and maintenance during the implementation period, as written in the action plan. The government reports the new system has enabled time saving of 40% in website creation for the administration. While this might be a positive activity, this commitment remained internal facing and therefore has been coded as having no notable results.

Commitment 49: Promote citizen participation within government

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** No Notable Results

The commitment aimed to release online resources to help public institutions better engage with citizens. The Ministry of Transformation and Public Service published a guidebook for public institutions willing to engage with citizens outside of the implementation period in March 2024 (Milestone 1).[131] The support offer of the Interministerial Centre for Citizen Participation is available online (Milestone 2).[132]

Commitment 50: Make citizen participation initiatives visible and transparent

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** Moderate

This commitment aimed to create a platform consolidating all the participatory initiatives launched by different government departments. The government launched the platform gathering all ongoing public consultations in November 2021, before the adoption of the action plan.[133] The platform was updated regularly up until October 2023.[134] It provides a clearer view and detail of ongoing consultations at the national level and on completed ones. However, the website states that it only lists non-mandatory citizen participation schemes.[135]

Commitment 51: Increase the accessibility of administrative courts to citizens

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** No Notable Results

This commitment aimed to improve the accessibility and user experience of *Télérecours citoyens*, an online platform where citizens can submit administrative appeals, get in touch with a point of contact, and be informed of the steps of court proceedings over the course of their case. The government created a user club comprising 15 members to test the functionalities of the platform as it develops (Milestone 3) and involved civil society groups to collect feedback on platform and technical term simplification.[136] The government also included contextual aids to guide users throughout each step, whereas a dedicated help line is available to support *Télérecours* users (Milestone 5). DINUM completed the RGAA accessibility audit and assessed the website as partially accessible with 61% of the 106 criteria met (Milestones 2 and 4)..[137]

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Commitment 52: Get citizens more involved in the Government Audit Office's work

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Substantial

- **Completion:** Substantial
- **Early results:** Significant

This commitment is assessed in Section II.

Commitment 53: Make the Government Audit Office's work more visible to citizens and increase awareness about its impact

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Substantial
- **Early results:** Moderate

This commitment aimed to publish more aspects of the *Cour des Comptes'* government audit work. Of the eight milestones listed in the commitment, six were planned to take place during the implementation period of this action plan (Milestone 1, Milestones 3-5, Milestones 7-8).

The Cour des Comptes now conducts the follow-up of the recommendations to the financial institutions via a separate report. In 2023, more qualitative data regarding the impact of these recommendations were added, bringing the total number of investigations undertaken to 11. However, a follow-up barometer for each chamber was not set up (Milestone 5).[138] Additionally, the *Cour des Comptes* reported completion of the clarification and reinforcement of the operational nature of its recommendations (Milestone 7). One 'flash audit' mission regarding the plan to help long-term jobseekers was launched in 2023 to enhance the responsiveness of the *Cour des Comptes'* work and assess the cost of measures in just a few months. The *Cour des Comptes* did not hold feedback meetings with citizens to present its work (Milestone 1), while no evidence has been provided to the IRM regarding the completion of reforming the *Cour des Comptes'* graphic charter and website (Milestone 3).

Commitment 54: Expand the Cour des Comptes' (Government Audit Office's) public policy evaluation role to increase the transparency of public policy outcomes

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Limited
- **Early results:** Moderate

This commitment aimed to quadruple the resources allocated to public policy evaluation within the *Cour des Comptes* and extend public policy evaluation competences to Local Government Audit Offices (LGAOs). The *Cour des Comptes* is pursuing its ambition to quadruple the resources allocated to public policy evaluation within the financial jurisdictions

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for 2021–2025 (Milestone 1).[139] LGAOs now have their own evaluation competences and can focus on public policy issues or major investment projects (Milestone 2), which is expected to represent 20% of the activities of the *Cour des Comptes* and LGAOs by 2025.[140] LGAOs already released first decisions in Spring 2023,[141] which are expected to lead to new case law.

Commitment 55: Engage in dialogue with civil society on data protection issues to make an individual right a collective matter

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Complete
- **Early results:** Moderate

This commitment aimed to organize workshops with civil society on data protection issues. The French Data Protection Authority organized three workshops with civil society and published summaries of the discussions and proposals put forward by civil society representatives.[142] The government self-assessment reports that the FDPA roadmap for the coming years has also taken these proposals into account.[143]

Commitment 56: Fight disinformation

- **Verifiable:** Yes
- **Does it have an open government lens?** No
- **Potential for results:** Unclear

- **Completion:** Limited
- **Early results:** No Notable Results

The French Audiovisual Board, the agency in charge of regulating the audiovisual and broadcasting sector, committed to organizing a multistakeholder dialogue with civil society on the issue of fake news and disinformation. The Agency recognizes that it was not able to organize the meetings regularly, [144] but a public consultation on online data can be accessed for research purposes was launched in 2022.[145] According to the government, the French Audiovisual Board also organized a workshop in October 2023 on data access for research.[146]

Commitment 57: Contribute to understanding the issues surrounding the environmental footprint of digital technology

- **Verifiable:** Yes
- **Does it have an open government lens?** Yes
- **Potential for results:** Unclear

- **Completion:** Substantial
- **Early results:** Moderate

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The commitment aimed to produce a register on the environmental footprint of digital services and hardware, encourage discussion between officials, experts, and the public, support civil society initiatives, and promote best practices at the EU level. An online barometer on the environmental footprint of digital services and hardware was published in 2022, involving businesses, CSOs and state institutions. It focused on GHG emissions, network energy consumption and collection of new and refurbished phones (Milestone 1).[147] A new edition of the barometer was published in 2023, including new indicators relating to refurbished or recycled set-top boxes and TV decoders. In 2023, ARCEP also published a joint study with ADEME on the environmental impact of digital technologies in 2020, 2030 and 2050, which was delivered to the government.

Commitment 58: Ensure lobbying transparency

● **Verifiable:** Yes	● **Completion:** Substantial
● **Does it have an open government lens?** Yes	● **Early results:** Moderate
● **Potential for results:** Modest	

The High Authority for Transparency in Public Life (HATVP) committed to several improvements of the lobbying register, including producing half-year analyses (Milestone 1)[148] and an annual report on information received (Milestone 2),[149] organizing a citizen consultation on legislative footprints (Milestone 3), improving access and visualization tools (Milestones 4 and 7),[150] extending the directory to local authorities (Milestone 5), and organizing a hackathon on public data relating to the normative footprint (Milestone 6). Based on the evidence provided by the government, four out of seven commitment milestones were completed, while there is insufficient or no evidence regarding the publication of an annual report on the information received (Milestone 2) and organization of a hackathon (Milestone 6) and citizen consultation (Milestone 3). In its 2023 report, the HATVP reports that two-thirds of the 806 new registrants on the lobbying register in 2023 reported that they operate at the local level, demonstrating greater transparency for citizens.[151] More broadly, there was a 15% increase in recorded lobbying activities compared to 2022.

Commitment 59: Improve access to administrative documents by training PRADAs

● **Verifiable:** Yes	● **Completion:** Substantial
● **Does it have an open government lens?** Yes	● **Early results:** No notable results
● **Potential for results:** Modest	

The Freedom of Information Commission (CADA) committed to establish a collaborative space for public officers in charge of Freedom of Information requests (PRADAs) and produce annual training sessions. The government stated that the number of PRADAs increased from 1,718 in 2022 to 1,943 in 2023 (albeit below the expected target number of PRADAS).[152] In terms of training, CADA organized regional conferences in 2023[153] while its website provides resources and updates for PRADAs.[154]

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