

Background...	Restructuring...	Senior Management...	Challenges...
Legal Framework...	Organisation of HR...	Industrial Relations...	
Composition...	HR Management...	Reforms...	

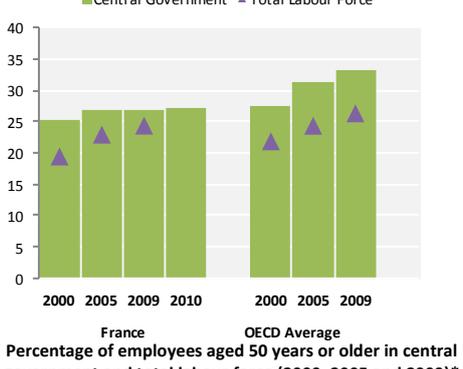
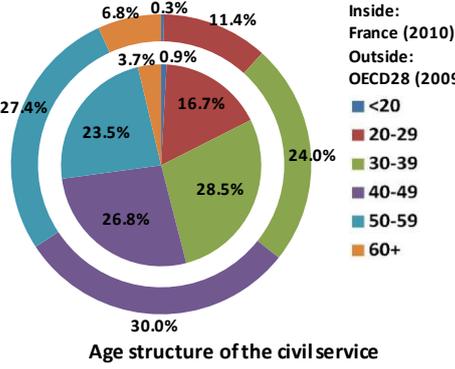
Background

Employment in central government under the main General Employment Framework (GEF):¹	Central human resources management body:	Government centralisation (2008)^{††}
2009: 2 219 785 Full-time equivalents (FTEs) 2010: 2 190 326 FTEs	Directorate-General for Administration and the Civil Service	Data unavailable
Total employment in the general government sector as a percentage of labour force (2010):[†]	Government production costs (2010)^{††}	Type of recruitment system (2010)
19.5%		

Legal Framework

GEF covers all employees: Yes GEF includes fixed-term contracts: Yes Private law applicable in public sector: No	Central government employees in France fall into two categories: civil servants; and other public employees. All civil servants are employed under the principal GEF, regulated by the Civil Service Statute of 1984. Other public employees are employed under public or private law, depending on	the post. Civil servants are employed on life-long tenure, whereas no such guarantees are in place for other public employees. Fixed-term contracts with similar conditions as open-term contracts are used, but not for civil servants. Civil servants are differentiated by seniority, but not corps.																															
<table border="1"> <thead> <tr> <th rowspan="2"></th> <th colspan="2">Staff have the right:</th> <th colspan="3">Benefits, to which employees are entitled to, are:</th> <th colspan="2">Firing rules provide:</th> </tr> <tr> <th>to unionise</th> <th>to strike</th> <th>Full funding of social security</th> <th>Partial funding of social security</th> <th>Some funding of pensions</th> <th>Different guarantees about job protection / dismissal</th> <th>Guarantees in favour of life-long employment</th> </tr> </thead> <tbody> <tr> <td>Public sector</td> <td>Yes</td> <td>Yes</td> <td>N/A</td> <td>N/A</td> <td>N/A</td> <td>Yes</td> <td>Yes</td> </tr> <tr> <td>Private sector</td> <td>Yes</td> <td>Yes</td> <td>N/A</td> <td>N/A</td> <td>N/A</td> <td>Yes</td> <td>No</td> </tr> </tbody> </table>		Staff have the right:		Benefits, to which employees are entitled to, are:			Firing rules provide:		to unionise	to strike	Full funding of social security	Partial funding of social security	Some funding of pensions	Different guarantees about job protection / dismissal	Guarantees in favour of life-long employment	Public sector	Yes	Yes	N/A	N/A	N/A	Yes	Yes	Private sector	Yes	Yes	N/A	N/A	N/A	Yes	No		
		Staff have the right:		Benefits, to which employees are entitled to, are:			Firing rules provide:																										
	to unionise	to strike	Full funding of social security	Partial funding of social security	Some funding of pensions	Different guarantees about job protection / dismissal	Guarantees in favour of life-long employment																										
Public sector	Yes	Yes	N/A	N/A	N/A	Yes	Yes																										
Private sector	Yes	Yes	N/A	N/A	N/A	Yes	No																										

Composition of Employment

Civil service employment (2010)¹ Total employment under GEF: 2 190 326 FTEs Part-time employment: 229 444 FTEs Gender in the civil service (2010)¹ Female participation in central government workforce: 51.3% Share of top and middle positions who are women: 57.9%		
<p>¹ Data refer to the entire civil service, excluding employment schemes and including overseas staff.</p> <p>² Data for the OECD average mostly refers to core ministries in central government.</p>	Part-time employment accounts for a fairly small proportion of total employment, with the vast majority of part-time staff working between 50% and 95% of full-time hours. The age structure of the civil service is skewed towards younger employees. The proportion of under 30 year olds, 17.5% in 2010, is well above the OECD average of 11.7% in 2009. In addition, the percentage of civil servants aged 50 years or older, 27.2% in 2010, is well below the OECD average of 34.3% in 2009. There has been a very mild increase in the representation of this group since 2005, and it	is still substantially above the rate for the total labour force. Women are well represented in the civil service, accounting for 51.3% of total staff and 57.9% of top and middle management positions in 2010. Both figures are significantly above the OECD averages for 2009 of 49.5% and 34.7%, respectively. In addition, women accounted for 35.8% of top executive positions in 2010. However, women are over-represented in part-time employment, accounting for 80.9% of part-time hours worked.

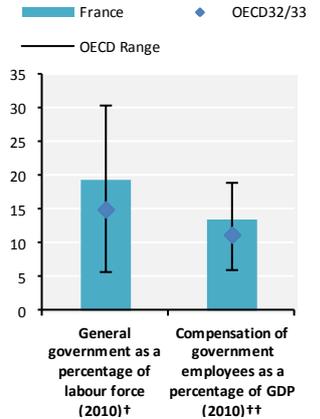
Public Sector Restructuring

France is one of 27 OECD countries that reported an anticipated decrease in public employment levels as a result of planned reforms. Significant measures have been put in place to reduce costs and improve the performance of the public service, including a policy to replace only 50% of retiring staff which will result in 150 000 jobs cut by 2013.~ In addition, a freeze on civil service salaries is in effect. The government is permitted to dismiss employees on open-term contracts when it seeks to restructure, but reallocation possibilities must be proposed beforehand. Voluntary departures with attractive leave allowances are regularly encouraged. General government sector employment (excluding public corporations) as a percentage of the labour force, 19.5% in 2010, is substantially above the OECD average of 15.1%. However, compensation of public employees as a percentage of GDP, 13.4% in 2010, is only mildly above the OECD average of 11.3%.

Anticipated reforms' effect on employment level: Decrease

Implemented changes in employment levels affecting more than 50% of ministries/agencies since 2000:

- Discretionary hiring / dismissal
- Hiring freeze / non replacement of retiring staff
- Change in retirement age
- Devolution of authority over other levels of government
- Contracting out
- Delegation to other public or semi-public organisations
- Reorganisation / restructuring



Organisation of HR Management

Decentralisation of HR Management

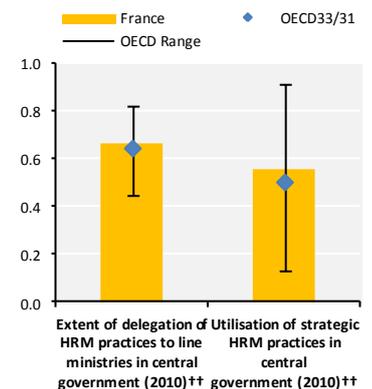
Central HRM unit:	Directorate-General for Administration and Public Employment
Role:	Coordination only
Location:	Ministry of Public Employment
Responsibilities:	<ul style="list-style-type: none"> • Provide leadership and guidance • Design HR strategy • Coordinate and supervise HR policy/strategy • Provide advice on legal framework • Transmit public service values • Define salary levels and benefits • Promote diversity • Manage retirement and pension plans
Personnel, budget and pay delegation:	<ul style="list-style-type: none"> • The general management of the pay systems is done by the central HRM body. • The allocation of the budget envelope and the distribution of posts are set centrally, with ministries being delegated some control. • Bonuses are set centrally, with latitude given to ministries in application.
Classification, recruitment and dismissal delegation:	<ul style="list-style-type: none"> • The post classification system is set centrally but allows ministries some latitude. • Contract duration and dismissal due to misconduct are managed by ministries, with some involvement of the central HRM body. • Recruitment, dismissal and career management are handled by ministries, with units/teams being involved in the last issue.
Employment conditions delegation:	<ul style="list-style-type: none"> • Flexibility in working conditions, the code of conduct and equal opportunity issues are managed by ministries, with some involvement of the central HRM body. • Performance assessment and adjustments to working conditions are managed by ministries, with units/teams involved in the last issue.

France delegates HRM practices to line ministries to a similar extent as the average OECD country. The central HRM body co-ordinates on a range of issues and is also actively involved in setting and monitoring the pay system and post classification system. Ministries play a strong role in the management of HRM issues, but usually in co-ordination with the central body. Overall, delegation has led to broadly comparable

frameworks within ministries, but with significant differences between them. France makes slightly more use of strategic HRM practices compared to the OECD average. An accountability framework requires management to plan and report on a full range of issues, and regular assessments of ministries' HRM capacity are undertaken. Forward planning considers a full range of issues and covers a reasonable horizon of 2-3 years.

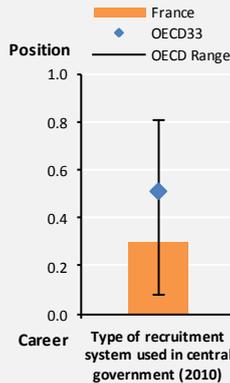
Strategic HR Management

Existence of HRM accountability framework for managers:	Yes, but still lacks clear objectives.
HRM targets feed performance assessments:	No
Regular HRM assessment of ministries and departments:	Yes
Framework requires top & middle management to plan and report on:	<ul style="list-style-type: none"> • Compliance with HR rules & targets for employment and pay • Effectiveness of strategic workforce planning efforts • Workforce strategies to close competency gaps • Participation in whole of central government initiatives • General people management
Forward planning use:	Yes, with framework design left to discretion of different organizations.
Forward-planning horizon:	2-3 years
Key aspects explicitly considered in forward planning:	<ul style="list-style-type: none"> • New issues in policy delivery • Civil service demographics • Possibilities for outsourcing • Possibilities for relocating staff • Efficiency savings (for example, through e-government)



HR Management Practice

RECRUITMENT: France uses the most career-based recruitment system of all OECD countries. Entry into the civil service is obtained through a centrally administered competitive examination, which is differentiated by seniority but not professional group. Most posts are open to internal and external recruitment, with applicants applying directly to the post. Some measures have been recently taken to increase external recruitment for top management and decrease it for secretarial and technical positions. A range of diversity policies are in place to advance the representation of women and the disabled. These include preferential right for an interview, preference in the selection process and rewards for units.

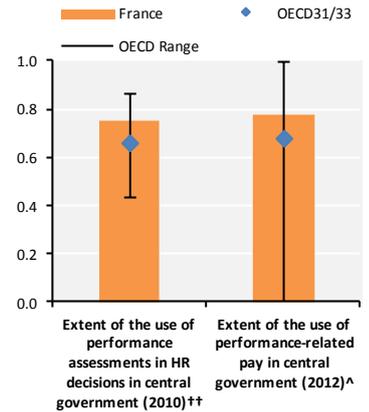


PAY SETTING: Base salary is set through a single, comprehensive collective bargaining arrangement for the entire central government. Bonuses are negotiated centrally, at the decentralised level or individually. Remuneration is not indexed to other variables and is revised annually. A range of factors contribute to base salary levels, with educational qualifications being particularly relevant for management and professionals. Seniority based pay is used, but the increments applied have been reduced in recent years. The number of years in a similar position factor into pay levels of new recruits.

Most important factors to determine base salary	Top Management	Middle Management	Professionals	Secretarial Level	Technical Support
Educational qualification	●	●	●	◐	◐
Job content	●	◐	◐	◐	◐
Ministry	○	◐	◐	◐	◐
Performance	◐	◐	◐	◐	◐
Age	◐	◐	○	○	○
Seniority in the position	◐	◐	◐	◐	◐
Relevant experience	◐	◐	◐	◐	◐

● Key importance ◐ Somewhat important ○ Not at all important

PERFORMANCE: France makes more use of performance assessment in HR decisions compared to the average OECD country. Assessment is used for almost all employees and takes the form of an annual meeting with, and written feedback from, the immediate superior. An extensive range of criteria is used, including activities undertaken, timeliness and quality of outputs, improvement of competencies and interpersonal skills. Assessment is of high importance to career advancement and remuneration, and medium importance to contract renewal. In addition, France uses performance-related pay (PRP) to a substantially greater extent than the average OECD country. PRP is used for most civil servants and takes the form of permanent pay increments. It can represent a maximum of 11-20% of base salary, and promotions are also used as a performance incentive.

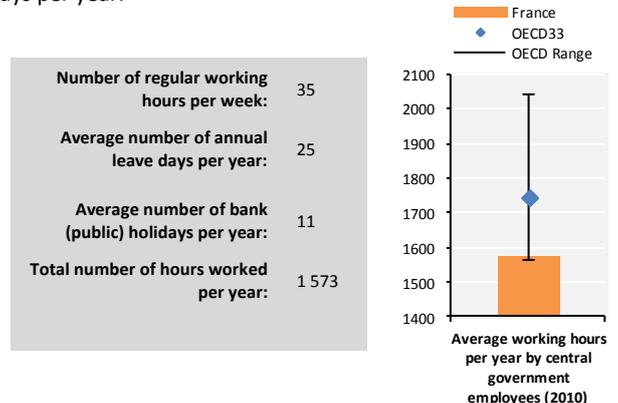


PROMOTIONS: Years of experience, performance appraisals and qualifications factor into promotion decisions for management and professionals, whereas only experience is relevant for secretarial and technical staff. Employees must take a competitive examination in order to change hierarchical grades. Listings of openings are accessible to all government employees, a shortlist of candidates is compiled by the HR department and there is some use of assessment centres to ensure a merit based promotion system. Special information sessions and coaching are available to advance the promotion of women and the disabled.

MOBILITY: Internal mobility has been increasing in the French public service, along with the publicity of available positions, the establishment of pools of available staff and increased incentives for staff. Staff on external postings retain the right to return to their post and external mobility is promoted through special secondment and training programs, which are taken into account in promotion decisions and career planning.

TRAINING: Training is a prerequisite for technical and administrative officials and takes place in official training institutions. On average, employees receive 3-5 days of training per year.

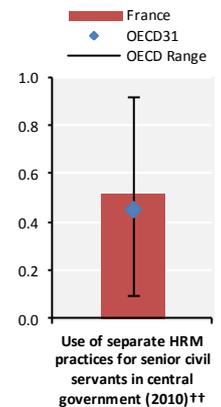
WORK CONDITIONS: The average yearly working hours in France, 1 573 hours in 2010, is one of the lowest of all OECD countries, and well below the OECD average of 1 745 hours. This is driven by very low weekly working hours and a few extra days of annual leave. The average number of sick days taken per employee is 13 days per year.



Senior Management

France uses separate HRM practices for senior civil servants (SCS) to a slightly greater extent than the average OECD country. SCS are considered a separate group and are recruited as such upon entry to the public service. However, a good proportion of senior management positions are open to external recruitment. There is no centrally defined skills profile for SCS but more attention is paid to the management of their careers, performance and potential conflicts of

interest. In addition, the part of their pay that is performance-related is higher than for normal staff. The president and relevant minister have influence over the appointment/dismissal of all management levels, with the central and ministerial HRM departments also holding influence over middle management positions. Many advisors to ministry's leadership, and a few secretaries general and directors general turn over with a change in government.



Industrial Relations

Public service unions are closely involved in industrial relations in France and receive partial public funding. The social dialogue system is characterised by "concertation", i.e., the obligation for consultation with civil service unions before any decisions are taken. However, unions do not have the right to initiate negotiations on collective agreements. Collective bargaining is centralised at the national level; the negotiations over wage increases take place at the central level,

within budgetary limits determined by the Ministry of Finance. The employment framework and the right to strike/minimum service are also negotiated centrally, whereas bonuses, work conditions, the code of conduct, the introduction of new management tools and government restructuring involve delegated levels as well. Most public employees are granted the right to unionise and strike, except when the latter is in relation to particular motives.

Reforms

At the time of publication, discussions between the newly appointed government and the trade unions are ongoing ("social agenda"). At the end of the negotiations, the government will launch new reforms.

Challenges

In July 2012, the newly appointed minister for State Reform, Decentralisation and the Civil Service set the social agenda announced 3 main priorities:

- Social dialogue: Implement reforms with unions and employees, as well as address gender equality and working conditions.
- Exemplary public employers: work-life balance and norms.
- Mobility, careers and remuneration.

Sources

Unless indicated otherwise, all data are sourced from OECD (2010), *Survey on Strategic Human Resources Management in Central/Federal Governments*, unpublished.

* Data for Total Labour Force from OECD *Labour Force Statistics Database*; data for Central Government from OECD (2011), *Government at a Glance 2011*.

† Data from International Labour Organization (ILO) *LABORSTA Database* and OECD *National Accounts Statistics*. See Methodological Note.

†† OECD (2011), *Government at a Glance 2011*, OECD Publishing, Paris.

~ OECD (2012), *Restoring Public Finances, 2012 Update*, OECD Publishing, Paris.

° OECD (2010), *Survey on the Compensation of Employees in Central/Federal Governments*, unpublished.

^ OECD (2012), *Rewarding Performance in the Public Sector: Performance-related Pay in OECD Countries*, unpublished.

Further Reading

OECD (2012), *Public Sector Compensation in Times of Austerity*, OECD Publishing, Paris.

OECD (2011), *Public Servants as Partners for Growth: Toward a Stronger, Leaner and More Equitable Workforce*, OECD Publishing, Paris.

OECD (2011), *Government at a Glance 2011*, OECD Publishing, Paris.

OECD (2008), *The State of the Public Service*, OECD Publishing, Paris.

OECD (2012), *Public Governance Reviews – France*, OECD Publishing, Paris