

Long-term and Cross-cutting Issues in European Governments and Parliaments

France

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Preface

This country report is one part of a comprehensive report presenting the results of an inquiry concerning the institutions, methods and procedures used by governments and parliaments throughout Europe for dealing with long-term and cross-cutting issues. The study was conducted by the *EURES institute* on behalf of the *Office for Technology Assessment of the German Parliament (TAB)*.

Especially the concept of `Sustainable Development` requires a long-term and cross-cutting perspective. Therefore governments and parliaments in many countries are looking for new approaches to deal with these issues. In this context the project aimed at collecting a wide range of information about the institutions and the methods used by them for tackling long-term and cross-cutting issues.

Consequently, this report can also be used as a handbook. It should foster an international exchange of information and experiences concerning these questions. We are confident that the provided information is of practical use for organisations and experts involved in long-term and cross-cutting issues. Unfortunately some parts of the report exist only in a German version. A desirable complete English translation would require to find a source for additional funding

This country report contains:

- A brief country profile (Kurzbericht) concerning (a) the general political framework (political system and political culture) and (b) a summary of the way the country basically tackles long-term and cross-cutting issues (German)
- A country study on long-term and cross-cutting issues prepared by a country expert (English)
- A compilation of detailed characterisations of long-term and cross-cutting institutions within the country (English)

More information both concerning the project and the other parts of the report is provided on <http://www.eures.de/r38>.

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5 Frankreich

Fläche:	543.965 km ²
Einwohner:	58.607.000
Bruttosozialprodukt je Einwohner (1997) in US\$:	26.300

5.1 Kurzbericht

5.1.1 Übersicht

Frankreichs Demokratie ist geprägt durch eine Dominanz der (doppelköpfigen) Exekutive gegenüber dem Parlament. Die Administration ist in hohem Maße zentralisiert und hierarchisch organisiert.

Langzeit- und Querschnittsinstitutionen existieren in vergleichsweise hoher Zahl. Diese sind in erster Linie als Teile der Administration anzusehen. Sie spielen eine zentrale Rolle im Umgang mit Langzeit- und Querschnittsfragen in Frankreich. Die administrative Ausrichtung dieser Institutionen ist jedoch z.T. eher ein Hemmnis im Hinblick auf Unabhängigkeit und Innovationsfähigkeit.

Insbesondere mit Blick auf die ausgeprägte Planungstradition und die Rolle des `Commissariat General du Plan` ist Frankreich als ein interessantes Land im Fokus der Fragestellung dieser Untersuchung zu werten. Ein intensiverer Blick auf die Institutionen scheint durchaus lohnend.

5.1.2 Der politische, kulturelle und institutionelle Kontext¹

Demokratietypus:	Majoritär-konsensuell
Staatsoberhaupt/ Regierungssystem:	Präsident / Semi-präsidentielle Demokratie
Partizipation ges. Interessen / Politikstil:	Pluralismus / Konfliktorientiert
Direktdemokratische Elemente:	Referendum auf nationaler Ebene (vom Staatspräsidenten initiiert)
Staatsaufbau / Stellung der subnationalen Ebenen:	Unitaristischer Staatsaufbau / beschränkte Eigenständigkeit der regionalen und kommunalen Ebene; Zweite Kammer (schwach) als Vertreter
Politische Kultur:	Konfliktorientierte Kultur; pluralistische Interessenorganisation; Misstrauen gegenüber staatlichen Institutionen

Politisches System

Wesensmerkmal der französischen Demokratie der V. Republik ist eine klare Dominanz der Exekutiven gegenüber dem Parlament – zusammengefasst unter dem Begriff des "rationalisierten Parlamentarismus". Die Regierung verfügt über zahlreiche Befugnisse zur Durchsetzung ihrer Vorhaben, das Parlament dagegen hat kaum Kontroll- und Einspruchsmöglichkeiten. Gleichzeitig basiert das Wahlsystem auf der Mehrheitswahl (bei der Wahl zur Nationalversammlung, zum Staatspräsidenten sowie zu den Generalräten). Beides sind Indikatoren für eine Klassifizierung des politischen Systems als majoritär. Auf der anderen Seite verlangt die verfassungsmäßige Konstellation der "doppelköpfigen" Exekutiven - insbesondere in Zeiten einer Cohabitation – zwingend ein gewisses Maß an Kooperation. Insofern lässt sich

¹ Vgl. im folgenden v.a. Länderstudie Frankreich; (Schmidt 1997); (Röhrich 1999); (Kempf 1999); (Ismayr 1999).

die französische Demokratie, trotz einer ausgeprägten exekutiven Dominanz, als *majoritär-konsensuell* bezeichnen.

Dabei kommt der Rolle des Staatspräsidenten eine besondere Bedeutung zu: Dieser ist zentrale Figur im politischen System Frankreichs. Direkt vom Volk gewählt ist er mit einer Fülle an exekutiven Kompetenzen ausgestattet. Ungeteilte Zuständigkeit kommt ihm in Fragen der Außen- und Sicherheitspolitik zu. In anderen Bereichen ist er auf die Zusammenarbeit mit dem Premierminister und der Regierung angewiesen.

Dem Premierminister als zweiten "Kopf" der Exekutive kommt laut Verfassungstext die Funktion des machtpolitischen Ausgleichs zum Staatspräsidenten zu. In der Verfassungsrealität ist der Premierminister jedoch eher zum "ersten Mitarbeiter des Staatshaupts" (Kempf 1999: 297) geschrumpft. Lediglich in Zeiten einer *Cohabitation* hat der Premierminister ein gewisses Maß an Eigenständigkeit erarbeitet. Grundsätzlich jedoch fungiert er als Ausführungsorgan der präsidentiellen Anweisungen sowie als "Scharnier" zwischen Präsident und Regierungsmitgliedern.

Die Minister befinden sich in einem Abhängigkeitsverhältnis zum einen zum Premierminister (der sie vorschlägt) und zum anderen zum Staatspräsident (der sie letztlich ernennt). Unter diesen Bedingungen haben sie einen nur sehr geringen politischen Gestaltungsspielraum.

Das Parlament ist mit der Verfassung zur V. Republik 1958 in vielen Punkten geschwächt worden. Ein wichtiger historischer Grund dafür liegt in den zahlreichen parlamentarischen Krisen der III. und IV. Republik. De Gaulle als Verfassungsvater der V. Republik hat vor diesem Hintergrund die Dominanz der Exekutiven über das Parlament – mithin den "rationalisierten Parlamentarismus" – etabliert. Dazu gehört bspw., dass das Parlament (*Zwei-Kammer-System*: Nationalversammlung und Senat) nur über bestimmte Politikbereiche legislativ bestimmen darf, andere werden auf dem Verordnungsweg von der Regierung direkt geregelt. Der Nationalversammlung stehen zudem nur wenige effektive Mechanismen der parlamentarischen Kontrolle der Regierung zur Verfügung. Der Senat als zweite Kammer - zur Repräsentation der regionalen und lokalen Interessen – hat ebenfalls nur sehr begrenzte Macht.

Der Gesetzgebungsprozess wird eindeutig von der Regierung beherrscht. Dabei stehen dieser verschiedene Möglichkeiten zur Durchsetzung ihrer Vorhaben zur Verfügung. Vor diesem Hintergrund ist das französische politische System als *semi-präsidentielles* (in der politikwissenschaftlichen Literatur auch häufig als "parlamentarisch-präsidentielles") System zu verstehen.

Aufgrund dieser exekutiven Dominanz verläuft die Einflussnahme gesellschaftlicher Interessen auf den Politikprozess in erster Linie über die Ministerialverwaltung und über Kabinettsmitglieder. Ein auf das Parlament gerichtetes Lobbying ist kaum anzutreffen. Dabei muss beachtet werden, dass die gesellschaftlichen Interessen in Frankreich in hohem Maße fragmentiert sind. Im Gegensatz zu den traditionellen Interessenorganisationen, die seit geraumer Zeit mit extremen Mitgliedereinbußen zu kämpfen haben, erfreuen sich neue soziale Bewegungen einer (für französische Verhältnisse) großen Beliebtheit. Auch sie arbeiten eher provokativ als kooperativ. Zusammenfassend lässt sich somit festhalten, dass die gesellschaftlichen Interessen in Frankreich durch ein hohes Maß an *Pluralismus* gekennzeichnet sind. Der *Politikstil* ist *konfliktorientiert*.

Frankreich ist traditionell als *unitaristischer Staat* anzusehen. Gleichwohl ist 1982 ein beachtlicher Schritt in Richtung Eigenständigkeit der Regionen, Departements und Gemeinden getan worden. Gemeinderäte, Generalräte und Regionalräte werden vom Volk gewählt.

Politische Kultur

Die politische Kultur Frankreichs ist gekennzeichnet durch einen weitverbreiteten Nationalstolz, der mit einer starken Bejahung der Werte der Französischen Revolution einhergeht. Gleichzeitig verbindet die Franzosen ein starkes Misstrauen den Institutionen des Staates gegenüber. "Vom Staat erwarten die Franzosen vor allem, dass er ihnen ein Höchstmaß an Freiheit und sozialer Sicherheit gewährleistet" (Kempf 1999: 321). Folge dieser Einstellung ist ein vergleichsweise schwaches Engagement in Parteien und Verbänden sowie ein im allgemeinen ablehnendes Bild über die politische Klasse. Insofern gilt der (auch massive) Protest gegen politische Entscheidungen als probates Mittel der politischen Auseinandersetzung. Die politische Kultur ist durchaus konfliktorientiert.

Innerhalb des politischen Systems ist die schwache Stellung des Parlamentes auffällig. Wenn auch die Verfassungsreform von 1958 mit erheblichen Protesten verbunden war, so trifft der rationalisierte Parlamentarismus heute doch auf weitgehend uneingeschränkte Akzeptanz unter den politischen Akteuren. Ausdruck dafür ist auch die Tatsache, dass die meisten Regierungen nicht übermäßig parlamentsfreundlich agiert haben. Gleichzeitig trägt auch das Parlament selbst zur eigenen Schwäche bei, indem intensive parlamentarische Grundsatzdebatten - für die das Parlament ein geeignetes Forum wäre - nicht geführt werden.

Sehr langsam entwickelt sich die Rolle der Regionen. Das Präsidium des Regionalparlaments (Conseil Régional) hat eine eigene Administration, Legislative und Exekutive sind nicht klar getrennt. Die Präsidenten des Regionalparlaments sind vielfach Gegenspieler des von Paris eingesetzten Präfekten der Region (Préfet de Région), der der zentralstaatlichen Verwaltung in der Region vorsteht. Unterhalb der relativ neuen regionalen Ebene behauptet sich (seit Napoleon) die nach wie vor starke und traditionsreiche Ebene der départements, die ebenfalls über ein Parlament (conseil général) mit einem Präsidium verfügt, denen ein zentralstaatlicher Präfekt gegenübersteht. Die Zuständigkeiten der Regionen, ihr administrativer Apparat und ihre finanziellen Mittel sind recht begrenzt, wichtig ist ihre (nicht klar abgegrenzte) Kompetenz in der Raumplanung und der ökonomischen Entwicklung. In dieser Situation haben die Regionen einen neuen, weniger hierarchischen Politikstil entwickelt, der aus dem Dialog und der Partizipation auf lokaler Ebene Gewicht und Legitimation für die regionalen Institutionen und Politiken gewinnt. Die Reform der lokalen Verwaltungsstrukturen mit der Schaffung von sogenannten „pays“ (etwas kleiner als deutsche Landkreise) bedeutet einen weiteren Schritt in Richtung einer stärkeren Dezentralisierung und Dialogorientierung. Für ihre Gründung (deren Abgrenzung nicht zentral vorgegeben ist) müssen die pays eine Charta mit Entwicklungszielen ausweisen.

5.1.3 Die Behandlung von Langzeit- und Querschnittsfragen

Entwicklung

Der Umgang mit Langzeit- und Querschnittsfragen in Frankreich beginnt mit der Etablierung des `Commissariat General du Plan`, CGP (General Planning Office) im Jahre 1946. Von Charles de Gaulle ins Leben gerufen ist es bis heute eine zentrale Instanz langfristiger und querschnittsorientierter Planung.

In den 60er Jahre wird die `Delegation a L'amenagement du Territoire et à L'action Regionale`, DATAR (Land Use Planning Agency) gegründet, die später dem Umweltministerium zugeordnet wird, aber eine gewisse Eigenständigkeit bewahrt. Sie hat sich bis heute zu einer wichtigen Organisation von Zukunftsforschung im Zusammenhang mit Nachhaltigkeit entwickelt.

Die Konsolidierung von Umweltpolitik als eigenständigem Politikfeld in den 70er und 80er Jahren sowie das Auftauchen des Konzeptes nachhaltiger Entwicklung sind in Frankreich mit der Etablierung weiterer bis heute relevanter Institutionen verbunden.

Eine innovative Rolle spielen in diesem Zusammenhang die Regionen, die – mit wenig eigenen Befugnissen ausgestattet – einen eher dialogorientierten Politikstil entwickelt haben. Im französischen Rechts- und Planungssystem spielen Verträge zwischen verschiedenen öffentlichen Körperschaften und gegebenenfalls auch privaten Vereinen eine zentrale Rolle. Entwicklungsverträge zwischen ganz unterschiedlichen Akteuren auf einem Territorium sind zu wichtigen Instrumenten für die Erarbeitung und Umsetzung langfristiger und querschnittsorientierter Entwicklungsperspektiven auf lokaler und regionaler Ebene geworden.

Gesellschaftliche Akteure

Relevanz der gesellschaftlichen Akteure im Hinblick auf Langzeit- und Querschnittsfragen

Nationales Parlament	● ●
Nationale Regierung	● ● ●
Medien / Öffentliche Debatte	● ● ●
Forscher und Forschungsinstitutionen	● ● ● ●
NGOs	● ● ● ●
Unabhängige Stiftungen / Think Tanks	● ● ● ●
Wirtschaft	● ● ●
Gewerkschaften	● ●
Regionale Regierungen und Institutionen	●
Europäische Union	● ● ● ●
OECD	● ● ● ●
Weltbank	● ●
andere internationale Organisationen	● ● ●

Bewertung: Pierre Teniere-Buchot

Interesse gesellschaftlicher Gruppen an Langzeit- und Querschnittsthemen

	<i>Umweltthemen</i>	<i>Soziale Entwicklungen</i>	<i>Technologische Entwicklungen</i>	<i>Strukturelle ökonomische Entwicklungen</i>	<i>Nachhaltige Entwicklung (integrierter Ansatz)</i>
Öffentlichkeit	● ● ● ●	● ● ●	● ●	●	
Forschung	● ● ● ●	● ● ●	● ● ● ●	● ●	● ●
Parlament	● ● ●	● ●	● ●	● ●	
Regierung	● ● ●	● ● ●	● ●	●	●

Bewertung: Pierre Teniere-Buchot

Vor dem Hintergrund der spezifischen politischen Bedingungen Frankreichs spielt das Parlament bei der Behandlung von Langzeit- und Querschnittsfragen eine eher untergeordnete Rolle.

Die grossen institutionellen Kapazitäten sind dagegen auf seiten der in Frankreich sehr mächtigen Administration zu finden. Dabei steht das `Commissariat General du Plan`, an das

zahlreiche weitere Institutionen mit einer Langzeit- und z.T. auch Querschnittsorientierung angegliedert sind, klar im Zentrum. In Bezug auf die Ressourcenausstattung und den politischen Einfluss sind diese von besonderer Wichtigkeit.

Innovative inhaltliche und methodische Impulse kommen jedoch eher von NGO's und Forschungsinstitutionen, die sich mit Langzeit- und Querschnittsfragen beschäftigen. Letztere sind jedoch vergleichsweise wenig zahlreich anzutreffen.

Schwierigkeiten und Hemmnisse

Der Umgang mit Langzeit- und Querschnittsfragen ist stark von der französischen Administration geprägt. Hiermit sind verschiedene Schwierigkeiten verbunden:

Als Hindernis erweist sich zum einen, dass die meisten an die Regierung gekoppelten Institutionen ausschließlich dem Premierminister unterstehen. Dieser hat somit weitreichenden Einfluss auf deren Ressourcenausstattung und thematischen Zuschnitt sowie die öffentliche Verbreitung von Ergebnissen.

Zum anderen kommt das administrative Selbstverständnis in Frankreich z.T. in Konflikt mit der Forderung nach öffentlicher Beteiligung. Die Einbeziehung von gesellschaftlichen Akteuren bzw. Öffentlichkeit insgesamt scheidet nicht selten am Demokratieverständnis der administrativen und politischen Eliten. Auch die starke administrative Zentralisierung des Staates kann als Hemmnis angesehen werden.

5.1.4 Ansätze, Organisationen und Erfahrungen

Eine zentrale Stellung im Hinblick auf Langzeit- und Querschnittsfragen nehmen, wie erwähnt, die französischen Planungsbehörden ein. Diese haben eine lange Tradition und sind mit großen finanziellen und personellen Ressourcen ausgestattet.

Das `Commissariat General du Plan` stellt dabei das „Gravitationszentrum“ dar. Es ist dem Premierminister direkt zugeordnet, gliedert sich in 6 thematische Abteilungen und übernimmt weitreichende Aufgaben der Politikplanung und prospektiven Forschung. Dabei arbeitet es innerhalb von Arbeitsgruppen vielfach mit (betroffenen) gesellschaftlichen Akteuren zusammen. Eine wichtige Aufgabe des CGP war bis vor wenigen Jahren die Aufstellung von Fünfjahresplänen, die in der französischen Politik und Wirtschaft eine wichtige Rolle spielten. Gründungspräsident des CGP war Jean Monnet, einer der „Väter“ Europas, auch Jacques Delors, der als EU-Kommissionspräsident die bislang wichtigsten Impulse für eine langfristige und querschnittsorientierte Politik auf europäischer Ebene gegeben hat, hatte viele Jahre im CGP gearbeitet.

Zahlreiche Spezialbehörden gruppieren sich um das CGP herum und bilden eine administrative Planungsgruppe. Erwähnenswert scheinen hier insbesondere das 1981 gegründete `Observatoire Français des Conjonctures Économiques`, OFCE (French Observatory of the Economic Situation) sowie das `Centre d'Études Prospectives et d'Informations Internationales`, CEPRI (International Intelligence and Future Studies Centre). Beide sind auf die Erforschung der langfristigen Entwicklung der französischen Ökonomie gerichtete Institutionen (das CEPRI hat dabei einen expliziten internationalen Fokus). Sie weisen damit lediglich eine Langzeitorientierung auf.

Ebenfalls (finanziell) verbunden mit dem CGP ist das 1998 vom Premierminister ins Leben gerufene `Conseil National de l'Évaluation`, CNE (National Council for Assessment Studies). Dieses ist tätig im Bereich „Policy Assessment“.

Das französische Parlament hat 1986 das `Office Parlementaire d'Evaluation des Choix Scientifiques et Techniques` (Parliamentary Office for Technology Assessment) als Beratungsinstitution im Bereich der Technikfolgenabschätzung etabliert.

Neben dem Planungs- und „Assessment“-Ansatz ist in Frankreich der Zugang zu Langzeit- und Querschnittsfragen über das Konzept der nachhaltigen Entwicklung mit einigen wichtigen Institutionen verbunden:

Die `Delegation a L'aménagement du Territoire et à L'action Regionale`, DATAR (Land Use Planning Agency) als Teil des französischen Umweltministeriums ist stark eingebunden in die langfristige Zukunftsforschung mit Blick in erster Linie auf die Regionen und Gemeinden.

Das 1991 begründete `Institut Français de l'Environnement`, IFEN (French Institute for Environment) befindet sich ebenfalls innerhalb des Umweltministeriums. Es ist vorwiegend mit statistischen Aufgaben betraut. Mit seinem `Observatoire des Pratiques et des Représentations Sociales de L'Environnement`, OPRESE (Observatory of the Social Representations and Practices of the Environment) bringt es zudem soziologisch orientierte Zukunftsstudien hervor.

Die `Commission Francaise pour le Developpement Durable`, CFDD (French Commission for Sustainable Development) existiert seit 1994 als Beratungsorgan für den Premierminister. Nachhaltige Entwicklung wird nicht nur auf Umweltbelange reduziert, es besteht eine klare Querschnittsorientierung.

Eine wesentlich einflussreichere, jedoch weniger querschnittsorientierte Institution ist der seit 1958 existierende `Conseil Economique et Social`, CES (Socio-Economic Council). Bei diesem handelt es sich um ein korporativ zusammengesetztes Organ – mit intensiven Verbindungen zu den Gewerkschaften. In einigen Bereichen ist eine Langfristperspektive erkennbar.

Eine wichtige Rolle im Umgang mit Zukunftsfragen spielt schließlich die von Jean Betrand de Jouvenel gegründete `Association Internationale Futuribles`, eine bereits in den 60er Jahren gegründete NGO, die im Bereich der Zukunftsforschung überaus impulsgebend tätig ist und bis heute ein weites internationales Netz an Experten etabliert hat.

Vergleichender Überblick über die Institutionen

<i>Organisation</i>	<i>Abkürzung</i>	<i>Abkürzung (englisch)</i>	<i>Bedeutung</i>	<i>Innovationsgrad</i>
Commissariat General du Plan General Planning Office	CGP		X X X X X	X X X
Commission Française du Developpement Durable French Commission on Sustainable Development	CFDD		X	X X X X
Conseil Economique et Social Socio-Economic Council	CES		X X X X	X X
Conseil National de l'Evaluation National Council for Assessment Studies	CNE		X	X X X
Delegation a l'aménagement du territoire et à l'action regionale Land Use Planning Agency	DATAR		X X X X	X X X
Institut Français de l'Environnement French Institute for Environment	IFEN		X X	X X X
Observatoire français des Conjonctures économiques French Observatory of the Economic Situation	OFCE		X X	X X

Bewertung: Pierre Teniere-Buchot

Genannte Institutionen mit detaillierter Beschreibung

CES, Conseil Economique et Social (Socio-Economic Council) CFDD, Commission Française du Developpement Durable (French Commission on Sustainable Development) CGP, Commissariat General du Plan (General Planning Office) CNE, Conseil National de l'Evaluation (National Council for Assessment Studies) DATAR, Delegation a l'aménagement du territoire et à l'action regionale (Land Use Planning Agency) IFEN, Institut Français de l'Environnement (French Institute for Environment) OFCE, Observatoire français des Conjonctures économiques (French Observatory of the Economic Situation)
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5.1.5 Fazit

In Frankreich wurden z.T. sehr früh eine Reihe von Langzeit- und Querschnittsorganisationen geschaffen. Insofern bietet das Land eine facettenreiche „Institutionenlandschaft“ und ist damit im Rahmen dieser Studie als durchaus interessant anzusehen.

Die meisten der genannten Institutionen sind mehr oder weniger direkt der starken französischen Administration zuzurechnen. Hier wurden beachtliche Forschungs- und Beratungskapazitäten etabliert. Die enge staatliche Anbindung bringt dabei Nachteile in Bezug auf Unabhängigkeit und Innovationsfähigkeit mit sich. Insbesondere das CGP hat eine lange Tradition und spielt eine zentrale Rolle im Umgang mit Langzeit- und Querschnittsfragen.

Letztlich wäre Frankreich vor dem Hintergrund seiner ausgeprägten Planungstradition ein lohnendes Land für einen tiefergehenden Blick auf Langzeit- und Querschnittsinstitutionen.

5.2 Pierre Tenière-Buchot: Inquiry Concerning the Institutions, Methods and Procedures Used by the French Government and Parliament

5.2.1 The relevant institutional context and the political structure in France

Centre is better

France is a very centralized country with a political domination of the city of Paris (Versailles, before 1789) over all the other cities and regions which constitute the French nation.

Of course, the rather recent laws for decentralization (1982) and the timid acceptance of France to belong to Europe are mitigating this statement (Maastricht Treaty has been accepted by a 1% gap between the pros and the cons who have been requested to express their opinion through a referendum. As well, king Louis XVI, the ancient regime last French king, has been condemned to death by a one-vote difference within the French Parliament....)

Tocqueville² describes in an excellent way the royal domination of Versailles - Paris with the system of provincial governors (to day : the prefects, which were created by Napoleon) which is expanded by numerous civil servants who are directly dependant of them. Such a centralized administration is strengthened by the tax collectors and finance officers network (since the fermiers generaux during the ancient regime, up to the actual tresoriers payeurs generaux).

French governments, whatever their ideological direction, have been reluctant for any independent provincial thinking, for ever. Whether any news idea or concept would be produced in some place different of Paris, it must be debated in the capital, so that, when finally accepted, it will be enforced from Paris, unique centre for every decision.

Consequently about 100% of long-term and cross-cutting issues, for any topics, are observed in Paris, not in another French city.

About all the locations of the governmental offices for future studies, assessment activities or long range planning are within the city of Paris, rarely in the closest surrounding suburbs. More than the half of these addresses are located in the 7th district of Paris.

Since the French Revolution, a classical debate has opposed the supporters for a concentrated power (the "jacobinists") and the partisans of a shared power between the capital and the provinces (the "girondins").

With the Commune Revolution of Paris (1870) and its influence on the Russian Revolution about fifty years later also, the very important role of the Communist party in France from 1945 to 1958 (Charles de Gaulle's come back), the jacobinists lobby has dominated the French politics.

Everything was thought under a very severe bureaucratic yoke. A very short story may let understand it. During the late fifties, some senior officer in the Post and Telephone administration in Toulouse (south part of France) got ill. He has been replaced during some months by his assistant who was only a junior assistant. For that very reason the senior officer could sit on an armchair, and the junior on a simple chair. But when the junior officer is replacing his direct chief, on what kind of seat he must sit down ? This sensitive question was asked to the Central Administration in Paris. Several months later, the answer was replied : -a chair, not an arm-chair, "so that any visitor who has to come in the officer room could immediately understand the hierarchical position of his interlocutor".

² L'Ancien Régime et la Révolution

This true but anecdotic story shows the very powerful role of hierarchy in the capacity to think the future in the centralized French administration. It does not mean that all high-level officers are stupid and not able to think the future. Definitely not. But for a lot of years long, they have been obliged to respectfully imitate their chiefs thoughts, when it was possible to guess them, and they generally were sanctioned when they have dared to think something by themselves. Such a situation is perhaps not very stimulating to be trained to thinking to the future.

The French Planning Agency

In 1946, the *Commissariat du Plan* was created by General de Gaulle with Jean Monnet as first Head of it. It was not a duplication of the already existing sovietic Gosplan in USSR, although a lot of people at that time had meant with this model. Monnet was a person with an European vision and has developed against the classical French hierarchical administration (in particular, the Finance Ministry) a participative approach with various citizens from all origins. Such a partnership approach should be called governance to day.

With its five-years long planning exercises and its fifteen-years long visions, the Commissariat du Plan has been a kind of political high school for citizens until now. It has developed the habit of a cross fertilization between social and economic groups, between the centre of decisions and the local and regional initiatives. Then , the “ girondins ” supporters have found some place (although in Paris, of course) to develop officially their own ideas. They have prepared, in a certain extent, the present process of a controlled decentralization and have accompanied carefully the Europeans recommendation of subsidiarity.

Datar and CES

The creation of the DATAR (*Delegation à l’Aménagement du Territoire³ et à l’Action Regionale*) during the sixties was another initiative which has given more power to the supporters for a larger decentralization. A lot of future studies have been developed at local scale. The methodology of scenarios has performed a lot and strongly differed from usual administrative approaches.

Besides French Parliament and Administration, General de Gaulle has created an Advisory Agency, the *Conseil Economique et Social*, with a large representation of the civil society and workers unions. Progressively, this Socio-Economic Council has developed long term and cross-cutting inquiries and studies to complement short term perspectives of the classical administration and frequently electoral- very short term vision. of many politicians.

Environment and Sustainable Development

In year 1971, a *French Ministry of Environment* was created (to day it has merged with DATAR). Since the eighties and merely after the Rio de Janeiro UN Conference for Environment and Development (1992), Ministry of Environment works to implement the concept of sustainable development. Some institutions (*the French Commission for Sustainable Development, the French Committee 21*) have been created for this purpose. Issues are rather modest yet because they most of the time are in contradiction with French administrative history.

The assessment attempt

As well as water authorities and ministry of environment has been created in France in following the US models of EPA (Environmental Protection Agency) and TVA (Tennessee Valley

³ Land use planning agency

Authority), a parliamentary assessment office for science and technology (*office parlementaire d'évaluation des choix scientifiques et techniques*) has been founded in the early eighties, in following the American OTA (Office for Technology Assessment). This office would have been independent but was finally strongly controlled by short-term governmental constraints (e.g. the French nuclear policy, the contaminated blood scandal in connection with the AIDS epidemy).

The new Conseil National de l'Évaluation⁴ (1999) which belongs to the Administration will perhaps get a higher degree of independence. He is in charge to evaluate the public and ministerial policies which are leading to develop long-range and cross disciplinary issues.

Several other assessment commissions have been recently created within the French Parliament to studying various topics. Assessments and reviews are fashionable.

5.2.2 The history of treating long-term and cross-cutting issues

Future has bad fame

The French lawyer has always been suspicious with future studies. The Napoleon Codex, the Code Civil, specifies that anybody will be punished, up to 15 days into jail, when convinced to have tried to announcing the future.

May it be possible to know any future when only the hierarchical authority is (self) endorsed to take the right decisions which will shape this very future ?

More seriously, apart magic witches and other wizards, about no future studies have been developed before World War II (with exception for military strategies but they were kept secret, most of the time).

Possible futures

During the sixties, the French Association (NGO) *Futuribles* (a neologism from Futures and Possible) has invented the concept of "prospective" (future studies) thanks to his President, Bertrand de Jouvenel.

This association has developed a very large network of « prospectivists » with a solid background of knowledge in the field of long range projects, assessment and other impact statement studies, cross-disciplinary and cross-cutting programs, public inquiries and participation process. Numerous responsables of future studies bodies, in particular in the above mentioned administrative offices, but also in private industrial large companies have been, or still are, members of the "Futuribles International Association".

This common origin has developed a kind of French approach to the future, strictly different of the American one for example. It does not mean that a unique way of thinking describes precisely the French Future Circle. Tough enmities have happened and will continue as it is the case for any church or club of human beings.

But more positively, a common understanding of the future does exist in France, with a general agreement to the importance of building the future, our future.

Education to future

Some courses are given (e.g. in the *Conservatoire National des Arts et Métiers* : cours de prospective industrielle). Numerous conferences and meetings are organized all the year long.

⁴ National Assessment Council

Transversal administrative functions such as planning (Commissariat du Plan) and Land use planning/environment (Ministère de l'Aménagement du Territoire et de l'Environnement) have enhanced a frequent use of the system analysis methodology. Several aspects or point of views are taken into account, links between various subjects are underlined and studied, structural insights may give an innovating presentation to the studies.

Long term and cross-cutting issues are global issues

During the last twenty years, it has been considered as fashionable by different governments to commit some high level civil servant to report on special topics such as sustainable energy, water quality, security in the towns, etc...

That gives the opportunity to review the past, to assess the present and to imagine trends and other possible futures. Such global analysis develop partnerships between various ministerial departments in relation with the subject to be studied, and frequently extend the study to corporate companies and to the civil society (citizens, unions, associations). When successful, the one-man mission could be enlarged and transformed into a specialized body which will follow up with new cross-cutting and long-range oriented issues beyond.

Future dynamics

This multiplication of missions, coordinating offices and new specialized bodies might give a feeling of a fuzzy administrative landscape to an external observer. It is often the price to pay for dynamism, which is obviously much more complex than a steady state administration.

This continuous change gives also some possibility to let evolve the historic challenge between the supporters of a centralized State and their competitors in favour of subsidiary action and decision-making. Finally, these two opposite camps with very different conceptual organization of politics and life are both useful as bones (the centralization lobby) and flesh (the decentralization other one). Future studies, cross-cutting analysis, are the gym-training activities which will keep in good shape the "flesh" (frequently unreal and rather versatile) and the "bones" too (avoiding to them the common danger of arthritic diseases)...

Private futures

A word must be said about long range and cross-cutting issues for industry and trade private companies for energy, transport, telecommunications, food and drugs....).

Until the late seventies, they progressively have used consultants for limited studies. They shifted to home made prospective activity thereafter. In contradiction with the public side, private long range issues are kept secret by companies which often use them for their strategic development.

Published reports are most of the time rewritten by the communication services of the companies. A weakened and soft image of the evolution of the present state is proposed to the reader, who may be a stockholder.

In comparison, public future studies reports are aggressive but they barely change the short term situation. On contrary, private reports are soft and tasteless to keep maximum freedom to acting rapid changes while enhancing the confidence of customers.

Social futures

Timidly, unions, political parties, clubs and associations have tried to use the “prospective” during the past decade. The danger of too much transparency, the frequent lack of skills and means could explain the paucity of good results.

Future studies need healthy bodies to be properly used.

5.2.3 The main actors in these debates and the special role of government and parliament

Governmental bodies dedicated to long range and cross-cutting issues

The Planning Agency Group : strategy and assessment

The French Planning Agency (*Commissariat General du Plan*), founded 1946, inter alia write reports on Prime Minister's request. During year 2000 these “French perspectives reports” have dealt with :

- full employment ;
- society consistency and individual
- career security;
- new public regulations.

Several special offices with long range orientations and cross-cutting studies responsibilities belong to the group of the Planning Agency.

Among them, there are namely :

- The long Range studies Centre for Mathematical Economics Applied to Planning Activities (*Centre d'Etudes Prospectives d'Economie Mathematique Appliquées à la Planification - CEPREMAP*), founded 1967.

This Centre addresses itself to macro-economic theory and models and analyses the impacts of the technological change on the institutions and the society. It gives recommendations in the field of the regulation theory.

- The Research Centre on Life Conditions Watch and Studies (*Centre de Recherche pour l'Etude et l'Observation des Conditions de vie - CREDOC*), founded 1953. It deals with life conditions and consumer behaviours of French people, long range trends of consuming, social and public policies appraisal studies.

CREDOC is a member of the *European Society for Opinion and Marketing Research - ESOMAR*.

- The Social and Economic Research Institute (*Institut de Recherches Economiques et sociales - IRES*), founded 1982.

This governmental Institute is linked to workers unions (CFDT, CFE-CGC, CFTC, CGT, CGT-FO, FEN). It has four missions : employment, earnings, professional relationships, working habits change.

Two mains cross-cutting issues have been studies since 1998 :

- the impact of globalization for workers
- the work duration shortage audits

Besides the planning Agency and belonging to the National Foundation for Political Sciences (*Fondation Nationale des Sciences Politiques*) was created in 1981 the French Observatory of the Economic situation (*Observatoire Français des Conjonctures Economiques*). Despite of its title, this observatory tries to deliver long range economic forecasts, with particular attention paid to European economic environment. This office deals with macro economic models, monetary studies, economic and financial aspects of globalisation, social share and welfare policies.

The International Intelligence and Future Studies Centre (Centre d'Etudes Prospectives et d'Informations Internationales - CEPII), founded 1978 is also linked to the French Planning Agency. It carries out economic studies for international bodies, in particular European ones. A club of the CEPII has been created with major economic, administrative and business actors who have been brought together to make up a world economy think tank.

It also develops a clearinghouse on the world economic exchanges.

The National Council for Assessment studies (*Conseil National de l'Evaluation*) has been recently created (1998) by Prime Minister, Ministry of Interior and Ministry of the Public Administration. It is managed with the financial support of the French Planning Agency. It is supposed to carry out assessment studies on public policies with special attention paid to their strategic aspects. National Council for Assessment studies must check that it does not repeat the socio-economic studies which are developed by other public bodies, such as the above list. It must strengthen links between the central government and the regions and municipalities.

Long range and cross-cutting themes of the National Council are the following :

- new jobs and employment for young people
- water resources protection and potable water supply
- AIDS prevention and cure
- road security
- rural development policy
- education for civil servants

Land use planning, environment and sustainable development

The land use planning Agency (*Délégation à l'Aménagement du Territoire et à l'Action Régionale - DATAR*) which belongs to the Ministry for land use planning and environment (*Ministère de l'Aménagement du Territoire et de l'Environnement - MATE*) has created several future studies working groups (*groupes de prospective*) to carry out long range studies (up to 2020) on the development of the French regions and territories. These groups have links with a set of interministerial committees : for land use planning ; for the sea ; for the regional development ; and for the use of the information technologies.

Through conventions which are put down by the government and the 22 French regions (*Contrats de Plan Etat-Regions 2000-2006*), two priorities have been chosen :

- employment
- social and territorial solidarity among the citizens

European aspects of these questions are taken into account. A special attention is paid to the nature protection and the fragilization of some rural, coastal and mountainous areas.

The French Institute for the Environment (*Institut Français de l'Environnement - IFEN*), established in 1991, is mainly the statistics office of the Ministry for land use planning and environment, and the focal point of the European Environment Agency of Copenhagen.

However it addresses itself to long range and cross-cutting issues through the Observatory of the Social Representations and Practices of the Environment (*Observatoire des Pratiques et des Représentations Sociales de l'Environnement -OPRESE*).

This observatory is a network of administrative offices and public services. It studies the French perception of the Environment (public opinion, sensitivity for ecologic matters, ethics, etc..)

The French Commission for sustainable development (*Commission Française pour le Développement Durable -CFDD*) is an advisory body which was created in 1994 after the Rio Conference of United Nations (Earth Summit, 1992).

Some reports have been published on employment and sustainable development, sustainable development and water, biodiversity, genetic modified organisms (GMO), implementation of the prevention principle, Kyoto conference flexible tools (with regard to the preparation of the Hague Conference on climate change), patents ability for alive and genetic organisms, education and sustainable development.

Members of this Commission are nominated and strictly linked to the Cabinet of the Prime Minister. CFDD means are supported by the Ministry of land use planning and environment.

Another Committee for environment and sustainable development is an NGO which is partly supported by Ministry of land use planning and environment (*Comité 21 : comité français pour l'environnement et le développement durable*). Its members are not nominated; Committee 21 is much more oriented towards business companies and municipalities with purpose to implement the agenda 21 at local scale.

Committee 21 has developed five actions :

- Ecology (a sustainable development approach for habitat)
- Cities 21 (a network among municipalities)
- Education 21 (for mayors and municipal civil servants)
- Business 21 (to enhancing eco-industries)
- workshops 21 (working groups for the Committee members).

Numerous punctual achievements have been made (events, film festival on environment, guide books, communication campaigns).

Bodies which are linked to the French Parliament, with regard to long range and cross-cutting issues.

The French Parliament is composed by the Chamber of Representatives (Assemblée Nationale) and the Senate.

The Assemblée Nationale has created several permanent commissions (most of the time in charge of short range studies), informative missions (in view to preparing new laws) and four parliamentary delegations.

Among the informative missions, the mission for review and assessment (*Mission d'évaluation et de contrôle*), established in 1999 is a specialized body within the Finance Commission of the Assemblée Nationale. Three topics are nowadays under progress :

- water pricing and management

- justice administration
- social dwellings

Other topics have been studied for the past years : the highways policy, the national police corps budget, the incentives for employment, the professional education budget uses, the income tax efficiency, the universities management change.

The four parliamentary delegations (*Delegations Parlementaires de l'Assemblée Nationale*) deal namely with long range and cross-cutting issues. They are :

- The Delegation for E.U. (*Delegation de l'Assemblée Nationale pour l'Union européenne*)
- The Delegation for the Land Use Planning and the regional sustainable development (*Delegation à l'Aménagement et au Développement Durable du Territoire*)

The subjects which are studied by this Delegation are closely linked with the above described program for the DATAR (see § 3.1.2)

- The Delegation for Gender (*La Delegation au droit des femmes et à l'égalité des chances entre les hommes et les femmes*)
- and an office which is common to the Assemblée Nationale and the French Senate: the Parliamentary Office for Technological Assessment (*Office Parlementaire d'évaluation des choix scientifiques et techniques*).

The Parliamentary Office for Technological Assessment, founded 1986, has studied several transversal themes such as energy production and supply, water policy, telecommunication techniques. It has the support of the Ministry for Research but has limited action means.

Other public bodies

The Socio-Economic Council

The Socio-Economic Council (*Conseil Economique et Social*) has an advisory mission to the government. This Council deals with about all the cross-cutting subjects which are developed and studied by all the governmental bodies. A special attention is paid to labour questions because the Council has strong links with unions : e.g. production activities, virtual services and knowledge management ; moral harassment of workers ; education of the labour regulations ; employment perspectives for 2010, start-ups and small size companies future development.

Other topics deal with social questions like family, neighbourhood and consistency of the civil society, education, public health and life duration.

Technology and economic problems are also studied: mobile phone uses ; food and agriculture prevention aspects ; impact of globalisation on the French economy ; citizen acceptance for the new monetary unit (the Euro) ; relationships with developing countries ; regional aspects of transports, finances, decision making processes, etc...

For every subject, a reporter is nominated who belongs to the members of the Council.

Numerous ministries

Numerous ministries have their own future studies service, or assessment unit, which is developing researches and studies with regard to long range and cross-cutting issues.

It is the case for the ministry of public works, housing and transports (*Direction des Affaires Economiques et Internationales*) which publishes a review technique on the main future studies in France and over the world.

Several ministries such as industry, agriculture, justice, public health, public services management have developed committees for research and future studies.

Universitary bodies devoted to long term and cross-cutting issues

Research centres and advanced courses in the field of long range and cross-cutting issues are not so numerous in France.

Conservatoire National des Arts et Métiers - CNAM, a late hours university, can deliver several courses on future studies, technology assessment, sustainable development.

There is a research programme « science, technology and society » which is studied by the National Centre for Scientific Research (*Centre National de Recherche Scientifique-CNRS*).

Some high level engineers universities such as the *Ecole Polytechnique*, the *Ecole des Mines de Paris*, the *Ecole des Mines de Saint-Etienne*, the *Ecole Nationale des Ponts et Chaussees* have developed specialized research centres and some lectures.

In the field of socio-economics and political sciences , interesting works are carried out by *University Paris-Dauphine* and by the *National Foundation for Political Sciences* (which is closed to the *Ecole Nationale de Sciences Politiques-Sciences Po*)

Public companies

Electricité de France -Gaz de France (EDF-GDF) deals with energy problems (any kind of energies) at world scale and in a long range perspective. Social impacts of energy choices and possible trends are taken into account.

Regie Autonome des Transports Parisiens - RATP, the bus and underground Parisian company, is also famous for its future studies activities.

Private companies

Very large international private companies have of course their own long range and cross-cutting issues-oriented study services. It is namely the case for oil and gas industry, pharmacy, food industry, cement, public works, water and sanitation, communications... A professional network does exist among professionals who are working in these companies through some NGOs, like the *Association Futuribles*, or through the consultant companies (e.g. *propective*) which are gathering nectar from a private company to another one.

NGOs

Association Internationale Futuribles is the French reference for long range and cross-cutting issues. It publishes a quarterly journal on these matters and organizes training courses and conferences.

Two interesting places which belong to “think tank” associations have to be mentioned because frequent important events or the prospective activities happen there :

- The *Abbaye de Royaumont*, close to Paris
- The association of *Cerisy La Salle* in Normandy

All the above institutions and their professional members are meeting in these two very places, which offer to observers the best opportunities to understanding trends and changes in future and cross-cutting studies.

5.2.4 Interests, difficulties and adopted approaches concerning on long-term perspective in the public debate and the institutional system.

Interests

Two main periods of time must be considered with regard to long term and cross-cutting perspectives in France :

- Before 1973/74 (the international oil crisis), planning studies, long range issues have been carried out within a static political framework. The rich countries were supposed to be the only decision-markers for progress and welfare over the planet.

The oil crisis has revealed that this background was not so stable. Other countries and interests which are outside the circle of wealthy countries have showed that tremendous important events could completely escape and be far away from the usual forecasts. So, they have ruined the planning activities, essentially based on experts opinions.

- After 1974- we are still in this second period yet- new methodologies and approaches have been sought to include new powers of an emergent world, and to renew the limited views of a limited number of experts.

There has been a shift from an approach which was oriented to the future, considered as a wishable one, to an assessment analysis of the past which was supposed to partly compels the future evolution.

Reviews and assessment have been generalized during the late seventies and the eighties so that to go “backward” to the future, with a strong influence of recent past events. Such an approach has been felt as more realistic than the former one, base on beliefs and hopes.

Simultaneously experts wisdom and capabilities have been put on the spot. A widening of opinions has been requested with the public at large participation. Minorities concerns are confronted to majority thinking from now on. Progressively, a governance approach has been developed with at least three points of views : public bodies (such as governmental offices), professional experts (public or private, as well) and the civil society (consumers, citizens). This last representation of the civil society is obviously a real innovation which is still under progress nowadays.

Difficulties

The main difficulty for long term and cross-cutting approaches in France is the concentration of most of the specialized offices in the hand of the Prime Minister. Nominations and budgets systems are two very important constraints which throw some doubt on the genuine independence of the official prospective bodies.

Some experiences have shown that long range issues are sometimes not published for short range concerns. The political agenda often strongly commands the opportunity of long range or cross-cutting issues but proves to be in contradiction with the main purpose to studying long range perspectives.

Until now, the implicit assumption that the future and the complexity are only known by experts with an academic professional background and a political favour are self-reducing causes of the scientific seriousness of the published issues.

Such criticisms have been however mitigated during the past decade. Some experiments have been tempted during the nineties. Controversial debates were organized with citizens who were not chosen among the experts group or for their political opinion. It was the case for biotechnologies and ethics, the Rhine-Rhone canal project (which finally was dropped down) and numerous local land use and social planning exercises. But these experiences are still looked as exceptions. Participation of the public at large is too often considered as a democratic competition with the classical organization of the Republic. Experts have an ambiguous position and often criticize non full-academic issues, for their poor quality unreal proposals and fashionable content just good for the medias. These polemic charges are sometimes true and tighten the governmental suspicion to any change.

5.2.5 The main institutions and experiences in the context of governmental and parliamentary endeavours to treat long-term and cross-cutting issues (referring to the answers in the questionnaire).

As systematic brief description of institutions which are described in the questionnaire is given above in part 3 of this report.

Some observations can however be added to encourage thinking about institutional organization with regard to long range and cross-cutting issues.

No specialized or non-specialized institution has been able in France to prevent the “mad cow” syndrome.

Conferences and published papers have been out of the real focus. Technology assessment studies, sustainable development approaches, widening experiences which have given the floor to the public, finally did not impeach the mad cow crisis.

It was however very clear for professional observers of the institutional circle of future studies offices that few interest has been given to farming cattle, breeding and food-industry, in general.

This lack of interest can be explained by the strong reluctance of the agriculture society for any possible change with present habits.

For new institutions to be created to address themselves with such questions, a recommendation should be suggested : the equilibrium between stakeholders (governmental bodies, professional interests and lobbies), customers (or citizens) and problems (the acceptable risks to do and to undo, the international competitiveness, the political and social impacts, etc) must be very carefully studied as an obligatory prerequisite.

For the above example of agriculture, very few professionals have been involved in long range and cross-cutting themes for studies on farming. Issues which have been carried out have been limited to governmental and public experts.

Long range and cross-cutting studies are too often cut off from real life.

5.2.6 The most innovative approaches in the last ten years

The consensus which has been tempted about biotechnologies and ethics (and which encompasses the level of acceptance for GMO, the capacity to control production and trade, the long-range impacts for public health, the genetic manipulations and their ethical consequences) was certainly an innovative experience. Within a scientific assistance framework, representatives of the common population have been taught during months so that they can be implied in the governmental and technical controversy.

The achievement and conclusion cannot be considered as a full success. Media which have been enthusiastic at the beginning (when the targets were simple enough to be explained to them), have been progressively bored when the complexity of the problems has grown up.

Politicians which have been firstly suspicious, just have forgotten any implementation when issues were suggested.

Experts and professionals have come quickly back to business as usual, with apparent satisfaction.

Despite so many restrictive comments, this experiment is an important methodological innovation because it treats directly with the sustainable development and the governance approaches.

However, the sustainable development concept has not been invented in France. Public and academic bodies have difficulties to comply with. "Sustainable" is not easy to understand because it has no direct translation (*durable* means steady-long, and definitively not sustainable...).

In the same way, "governance" comes out from the French language (*gouverner*) but its meaning is about the contrary of usual understanding of this word in France, which is limited to hierarchy and legitimacy : *Gouverner, c'est prévoir* (governing implies foreseeing) is a very clear proverbial proof of the dependence of the long-range issue exercise to the present power. Such an understanding is completely opposed to governance.

Although these difficulties have not been solved yet, experiments like biotech and ethics are very useful because they clearly show what it has to be done to move the present situation. No doubt, other endeavours will be developed in the near future.

5.2.7 The most promising approaches considering the described experiences

Internet use, the internationalisation it means, the capacity to reply immediately, the about free access it allows for experts and non experts will certainly constitute a new approach for long range and cross-cutting issues, that will dramatically change the governmental and parliamentary customs in France.

This technological revolution will present of course pros and cons but they will differ completely from the present ones.

Citizen reactions will be faster and stronger through the net than they have ever been. It remains however two difficulties which will limit such a forecast in France:

- the degree of equipment. Very numerous French people are not still connected yet and this proportion is higher among politicians!
- the use of the English language which is always painful for French people.

The National for Assessment (*Conseil National de l'Evaluation*) has carried out some characteristics of a good quality of long range and cross-themes studies :

- comprehensiveness
- transparency of procedures and publication
- governance participatory approach
- relevance with terms of reference
- short delay achievement

- strategic issues for following-ups and public decision-making

It looks particularly relevant with the purposes of the present report.

5.2.8 A small glossary for French long range and cross-cutting issues

Future studies (so-called prospective studies in French) include several classical techniques :

- trend analysis and development parametric models
- scenarios and prospects
- enquiries and investigations
- experts opinion and Delphi methodology
- specialized seminars, symposia, fora and other meetings
- factorial analysis and other mathematical tools

Assessments generally point out more comprehensive future studies which use several ex ante approaches. They differ from reviews which evaluate ongoing or ex post situations

Future studies and assessments are in the scope of the present Eures study on long range and cross-thematic issues.

5.3 Survey Results: Organisations and Experiences

Commissariat General du Plan General Planning Office

CGP

94 3307

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2. Relation to government / parliament

<i>government</i> <input type="checkbox"/> <i>primeminister</i> <input checked="" type="checkbox"/> <i>ministries</i> <input type="checkbox"/>	<i>head of state</i> <input type="checkbox"/>	<i>parliament</i> <input type="checkbox"/>
--	---	--

The CGP operates under the authority of the Prime Minister.

3. organisational structure

<i>permanent</i> <input checked="" type="checkbox"/> <i>temporary</i> <input type="checkbox"/> <i>from</i> 1946 <i>to</i>	<i>public</i> <input checked="" type="checkbox"/> <i>academic</i> <input type="checkbox"/> <i>profit</i> <input type="checkbox"/> <i>nonprofit</i> <input type="checkbox"/>	<i>thinktank</i> <input checked="" type="checkbox"/> <i>committee</i> <input type="checkbox"/> <i>network</i> <input type="checkbox"/> <i>other</i> <input type="checkbox"/>
--	--	---

<i>specification</i>	The CGP is divided into six departments: 1. Department of Social Affairs 2. Department of technology and Industry 3. Energy 4. Environment 5. Agriculture and Services departement 6. International Economics and Finance department
<i>main persons involved</i>	M. Jean-Michel Charpin, Commissioner; Ms.Véronique Hespel, deputy Commissioner; Michel Ozenda, General Secretary; G. de Chanlaire, head of cabinet; Michèle Debonneuil, Head Economics, Finances and International Department; P. Vanlerenberghe, head, social Affairs department; Michel Matheu, Head Energy, Environment, Agriculture, Services Department; N. Tenzer, Assessment and State modernizing; B. Rémy, Studies and Research department; J.L.Levet, technology and industry department.
<i>permanent staff</i>	150
<i>external consultants</i>	Experts involved in the studies areas.

4. Main activities

To inform public policy-making.

5. Issues treated

Middle- and long-term strategic issues related to any field of public policies. Especially four kinds of activity:

- Strategy
- Concertation
- Forecasting
- Assessment

6. Working methods

main emphasis		<i>expert knowledge</i>	● ● ●	
		<i>creativity</i>	● ● ● ●	
		<i>interaction</i>	● ● ● ● ●	
selection		treatment of issues	output	
<i>customer</i>	● ● ● ● ●	<i>internal</i>	● ● ●	
<i>own</i>	● ●	<i>experts</i>	● ● ● ● ●	
<i>public</i>	● ● ● ●	<i>customer</i>	● ● ● ● ●	
		<i>public</i>	●	
			<i>customer</i>	● ● ● ● ● ●
			<i>expert</i>	● ● ●
			<i>public</i>	● ● ●

In the questions of this section the government is supposed to be the 'customer'.

7. Major Projects

Report

Report investigating the main middle- and long-term issues in the different fields of public action.

The methodology corresponds to the characterisation in '6. working methods'

Report about the future of the French pension system

Analysis and recommendations about the financial situation and the organisation of the pension system.

The methodology corresponds to the characterisation in '6. working methods'

Economic assessment of nuclear electricity generation

Technological forecast, evaluation of costs of nuclear electricity generation, and comparison with other types of electricity generation.

The methodology corresponds to the characterisation in '6. working methods'

8. Particularly interesting and innovative aspects

The basic working method of Commissariat général du Plan is to create working groups where all categories of stake-holders are represented and to help them produce a consensual diagnosis and recommendations.

9. Most interesting reports / publications

See 'Major projects' or list of publications on web site (<http://www.plan.gouv.fr/publications/>).

10. Cooperation with other institutions

Belgium: Bureau du Plan.

Netherlands: Bureau for Economic Policy Analysis.

Japan: Economic Planning Agency.

South Korea: Economic Policy Bureau (Mofe).

United Kingdom: Performance and Innovation Unit.

Canada: Privy Council.

Finland: Government Institute for Economic research.

Commission Française du Développement Durable French Commission for Sustainable Development

CFDD

10019 3304

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2. Relation to government / parliament

<i>government</i> <input type="checkbox"/> <i>primeminister</i> <input checked="" type="checkbox"/> <i>ministries</i> <input type="checkbox"/>	<i>head of state</i> <input type="checkbox"/>	<i>parliament</i> <input type="checkbox"/>
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Nominations belong to Prime Minister for a 3 years period, budget is taken in charge by Ministry of Environment.

3. organisational structure

<i>permanent</i> <input checked="" type="checkbox"/> <i>temporary</i> <input type="checkbox"/> <i>from</i> 1993 <i>to</i>	<i>public</i> <input checked="" type="checkbox"/> <i>academic</i> <input type="checkbox"/> <i>profit</i> <input type="checkbox"/> <i>nonprofit</i> <input type="checkbox"/>	<i>thinktank</i> <input type="checkbox"/> <i>committee</i> <input checked="" type="checkbox"/> <i>network</i> <input type="checkbox"/> <i>other</i> <input type="checkbox"/>
<i>specification</i> <i>main persons involved</i>	CFDD give advices to Prime Minister. Jacques Testart. 19 other members are nominated, 3 other members are permanent (French representative to UN-CSD; head of the interministerial climate change committee; head of the French Planning Agency)	

4. Main activities

- Employment and SD
- SD and water policy
- Biodiversity, GMO etc.

5. Issues treated

Implementation of the prevention principle - Kyoto conference flexible tools (preparation of The Hague Conference on climate change, 2000).

6. Working methods

main emphasis		<i>expert knowledge</i>	● ● ● ●
		<i>creativity</i>	● ● ●
		<i>interaction</i>	●
selection		treatment of issues	output
<i>customer</i>		<i>internal</i>	<i>customer</i>
<i>own</i>	● ● ● ● ●	<i>experts</i>	<i>expert</i>
<i>public</i>	●	<i>customer</i>	<i>public</i>
		<i>public</i>	

The mission of CFDD is to propose some new SD policies orientations to the government.

7. Major Projects

Economic flexible tools for climate change

Implementation proposals of the Kyoto conference issues.

The methodology corresponds to the characterisation in '6. working methods'

Patents for genetic and alive organisms

This report offers new issues to sole the trade of alive organisms.

The methodology corresponds to the characterisation in '6. working methods'

Implementation of the prevention principle

New rules for risk management.

The methodology corresponds to the characterisation in '6. working methods'

8. Particularly interesting and innovative aspects

Civil society implication, governance approach and technology assessment by citizens.

9. Most interesting reports / publications

Report on S.D. (Ministry of land use planning and environment, ed).

Conseil Economique et Social Socio-Economic Council

CES

10020 3306

Author: Pierre Teniere-Buchot, Candiz, Paris

1. Contact

Patrick Corbin
Conseil Economique et Social
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Tel.direct: +33 (1) 44 43 60 00 ; Fax:+33 (1) 44 33 61 87

2. Relation to government / parliament

<i>government</i> <input type="checkbox"/> <i>primeminister</i> <input checked="" type="checkbox"/> <i>ministries</i> <input type="checkbox"/>	<i>head of state</i> <input type="checkbox"/>	<i>parliament</i> <input type="checkbox"/>
--	---	--

On request of the Prime Minister. CES may also decide alone to study specific questions.

3. organisational structure

<i>permanent</i> <input checked="" type="checkbox"/> <i>temporary</i> <input type="checkbox"/> <i>from</i> 1958 <i>to</i>	<i>public</i> <input checked="" type="checkbox"/> <i>academic</i> <input type="checkbox"/> <i>profit</i> <input type="checkbox"/> <i>nonprofit</i> <input type="checkbox"/>	<i>thinktank</i> <input type="checkbox"/> <i>committee</i> <input checked="" type="checkbox"/> <i>network</i> <input type="checkbox"/> <i>other</i> <input type="checkbox"/>
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specification CES is composed by 231 members who are nominated for 5 years. 163 of them are belonging to socio-professional groups. They are helped by 72 experts who are nominated for 2 years.

main persons involved Jacques DERMAGNE, President; MM Pierre SHAPIRA, Vice-president; Gérard ALEZARD, Vice-president; Clovis-Gilles FAKI, Vice-president; Jean-François HERVIEU, Vice-president.

4. Main activities

- Labour questions
- Society and family subjects
- Technology and economic problems

5. Issues treated

- Virtual services and knowledge management
- Employment perspective for 2010
- Small size companies development
- Globalization
- French economy

6. Working methods

main emphasis		<i>expert knowledge</i>	● ● ● ●
		<i>creativity</i>	● ●
		<i>interaction</i>	● ●
selection		treatment of issues	output
<i>customer</i>	●	<i>internal</i>	●
<i>own</i>	● ● ● ●	<i>experts</i>	● ● ● ●
<i>public</i>	● ●	<i>customer</i>	● ●
		<i>public</i>	● ●
			<i>customer</i>
			<i>expert</i>
			<i>public</i>

All CES advices are published in the French Republic official Journal (Journal officiel).

7. Major Projects

Various employment studies

Reviews and forecasts.

The methodology corresponds to the characterisation in '6. working methods'

Aged population and retirement rules

Numerous studies on these subjects.

The methodology corresponds to the characterisation in '6. working methods'

Society problems (scholarship, public health etc..)

Very numerous studies.

The methodology corresponds to the characterisation in '6. working methods'

8. Particularly interesting and innovative aspects

Institutional way of working, mainly. Few innovative aspects are to be mentioned.

9. Most interesting reports / publications

Very broad landscape of subjects have been and are studied by CES. They concern all the aspects of life and society.

Conseil National de l'Evaluation

National Council for Assessment Studies

CNE

10021 3305

Author: Pierre Teniere-Buchot, Candiz, Paris

1. Contact

Yves Cousquer
 Conseil National de l'Evaluation
 18 rue de Martignac, 75007 Paris, France
 ; Fax:+33 (1) 45 56 50 02

2. Relation to government / parliament

<i>government</i> <input checked="" type="checkbox"/> <i>primeminister</i> <input checked="" type="checkbox"/> <i>ministries</i> <input type="checkbox"/>	<i>head of state</i> <input type="checkbox"/>	<i>parliament</i> <input type="checkbox"/>
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CNE reports on Prime Minister, Members of the government or public offices like State Council Account Court requests.

3. organisational structure

<i>permanent</i> <input checked="" type="checkbox"/> <i>temporary</i> <input type="checkbox"/> <i>from</i> 1998 <i>to</i>	<i>public</i> <input checked="" type="checkbox"/> <i>academic</i> <input type="checkbox"/> <i>profit</i> <input type="checkbox"/> <i>nonprofit</i> <input type="checkbox"/>	<i>thinktank</i> <input type="checkbox"/> <i>committee</i> <input checked="" type="checkbox"/> <i>network</i> <input type="checkbox"/> <i>other</i> <input type="checkbox"/>
<i>specification</i> <i>main persons involved</i>	12 members are nominated for 3 years period. Yves COUSQUER, President; Véronique CHANUT, general reporter.	

4. Main activities

Public poilicies assessment.

5. Issues treated

Under progress:
 - New jobs for young people
 - Water resources protection
 - AIDS prevention and cure

6. Working methods

<i>main emphasis</i>	<i>expert knowledge</i> ● ● ● ● ●
	<i>creativity</i> ● ● ● ●
	<i>interaction</i> ● ●
	treatment of issues
	<i>internal</i> ● ● ●
	<i>experts</i> ● ● ● ● ●
	<i>customer</i> ●
	<i>public</i> ● ●

Some synthesis reports are published.

7. Major Projects

Assessment for the future (l'évaluation au service de l'avenir La Documentation Française ed.)

Study.

The methodology corresponds to the characterisation in '6. working methods'

8. Particularly interesting and innovative aspects

Generally French public policies have not been evaluated in the past. Creation of CNE is self innovating.

9. Most interesting reports / publications

See section 7.

Delegation a L'aménagement du Territoire et à L'action Regionale

Land Use Planning Agency

DATAR

10022 3301

Author: Pierre Teniere-Buchot, Candiz, Paris

1. Contact

Jean-Louis Guigou

Delegation a L'aménagement du Territoire et à L'action Regionale

1 Avenue Charles Floquet, 75700 Paris, France

; Fax:+33 (1) 40 43 06 99

2. Relation to government / parliament

government <input checked="" type="checkbox"/> primeminister <input checked="" type="checkbox"/> ministries <input type="checkbox"/>	head of state <input type="checkbox"/>	parliament <input type="checkbox"/>
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3. organisational structure

permanent <input checked="" type="checkbox"/> temporary <input type="checkbox"/> from 1963 to	public <input checked="" type="checkbox"/> academic <input type="checkbox"/> profit <input type="checkbox"/> nonprofit <input type="checkbox"/>	thinktank <input checked="" type="checkbox"/> committee <input checked="" type="checkbox"/> network <input type="checkbox"/> other <input type="checkbox"/>
specification	La Datar est un service du premier ministre actuellement mis à la disposition de la ministre de l'aménagement du territoire et de l'environnement	
main persons involved	Jean-Louis GUIGOU, Director; M. MOREL.	

4. Main activities

La Datar a pour mission de préparer, impulser et coordonner les décisions relatives à la politique de l'aménagement du territoire conduite par l'Etat. Elle veille à la cohésion territoriale et au développement durable. Elle attribue de crédits relatifs aux contrats de Plan Etat-region ; à l'aménagement du territoire. Elle commande des travaux de recherche et anime des groupes de travail.

5. Issues treated

La Datar intervient pour aider, inciter les entreprises et les services à s'installer dans des régions menacées. Elle conduit des études prospective et des scénarios sur les évolutions possibles des territoires.

6. Working methods

main emphasis		<i>expert knowledge</i>	● ● ● ●	
		<i>creativity</i>	● ●	
		<i>interaction</i>	● ● ●	
selection		treatment of issues	output	
<i>customer</i>	● ●	<i>internal</i>	● ●	
<i>own</i>	● ● ●	<i>experts</i>	● ● ● ●	
<i>public</i>	● ●	<i>customer</i>	● ● ●	
		<i>public</i>	● ●	
			<i>customer</i>	● ●
			<i>expert</i>	● ● ● ●
			<i>public</i>	● ● ● ●

Les orientations sont définies principalement par la ministre mais la Datar a pour vocation d'inciter les responsables a de larges débats avec les acteurs socio-economiques des territoires

7. Major Projects

Le développement durable dans les contrats

circulaire de la ministre pour que les prefets introduisent la preoccupation du developpemnt durable dans les contrats de Plan Etat regions

The methodology corresponds to the characterisation in '6. working methods'

Engagement d'un partenariat avec la mission interministerielle de l'effet de serres et la commission pour le développement durable.

Pour un developpement economique durable

The methodology corresponds to the characterisation in '6. working methods'

Emplois-jeunes

Recensement de métiers nouveaux dans le developpement local

The methodology corresponds to the characterisation in '6. working methods'

8. Particularly interesting and innovative aspects

Propositions tres novatrices en matière de redécoupage des regions françaises

9. Most interesting reports / publications

'Aménager the country de 2020. Mettre les territoires en mouvement' la Documentation française juillet 2000.

Institut Français de l'Environnement

French Institute for Environment

IFEN

10023 3303

Author: Pierre Teniere-Buchot, Candiz, Paris

1. Contact

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 Institut Français de l'Environnement
 61 Boulevard Alexandre Martin, 45058 Orleans, France
 ; Fax:+33 2() 38 79 78 70
 e-mail: ifen@ifen.fr

2. Relation to government / parliament

government <input type="checkbox"/> primeminister <input type="checkbox"/> ministries <input checked="" type="checkbox"/>	head of state <input type="checkbox"/>	parliament <input type="checkbox"/>
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IFEN is the statistics office of the Ministry for Land Use, Planning and Environment, but it includes the observatory of the social representations and practices of the environment (observatoire des pratiques et des représentations sociales de l'Environnement - OPRESE) which deals with long range and transversal issues.

3. organisational structure

permanent <input checked="" type="checkbox"/> temporary <input type="checkbox"/> from 1991 to	public <input checked="" type="checkbox"/> academic <input type="checkbox"/> profit <input type="checkbox"/> nonprofit <input type="checkbox"/>	thinktank <input checked="" type="checkbox"/> committee <input type="checkbox"/> network <input type="checkbox"/> other <input type="checkbox"/>
<i>specification</i>	OPRESE brings together future studie services of many academies, public and private bodies in view to publish opinion inquiries, environment public sensitivity index and other studies.	
<i>main persons involved</i>	Jacques Antoine, Directeur CESEM OPINION.	

4. Main activities

INFEN-OPRESE gathers datas on environment public perception. It develops sociologic analysis for the country and over the world. It offers a network of specialized professionals.

5. Issues treated

- Rank of the environment problems within the public opinion
- Values and ethics which are used for environment policies
- Colloquium and symposia on these subjects

6. Working methods

main emphasis		<i>expert knowledge</i>	● ● ● ●	
		<i>creativity</i>	● ● ●	
		<i>interaction</i>	● ● ●	
selection		treatment of issues	output	
<i>customer</i>	● ● ●	<i>internal</i>	● ● ● ●	
<i>own</i>	● ● ● ●	<i>experts</i>	● ● ● ●	
<i>public</i>	● ● ● ●	<i>customer</i>	● ●	
		<i>public</i>	● ●	
			<i>customer</i>	● ● ●
			<i>expert</i>	● ● ● ●
			<i>public</i>	● ● ● ●

IFEN-OPRESE is mainly a research centre which carries out synthesis and analysis on public opinion of the environment.

7. Major Projects

French people and the environment

Analysis of opinions and representation.

The methodology corresponds to the characterisation in '6. working methods'

Bio-agriculture: increasing production and demand

Study.

The methodology corresponds to the characterisation in '6. working methods'

Ecological sensitivity of French people

Inquiries analysis.

The methodology corresponds to the characterisation in '6. working methods'

8. Particularly interesting and innovative aspects

Multidisciplinary approach thanks to the diversity of scientific experts network. Complex mathematical tools are used.

9. Most interesting reports / publications

Public opinion of French people about environment, throughout public opinion inquiries.

**Observatoire Français des Conjonctures
Économiques**
French Observatory of the Economic Situation

OFCE

10024 3302

Author: Pierre Teniere-Buchot, Candiz, Paris

1. Contact

Sylvie Le Golvan

Observatoire Français des Conjonctures Économiques

69 Quai d'Orsay, 75007 Paris, France

Tel.direct: +33 (1) 44 18 54 07 ; Tel. org: +33 (1) 44 18 54 00 ; Fax:+33 (1) 45 56 06 15

2. Relation to government / parliament

<i>government</i> <input type="checkbox"/> <i>primeminister</i> <input checked="" type="checkbox"/> <i>ministries</i> <input type="checkbox"/>	<i>head of state</i> <input type="checkbox"/>	<i>parliament</i> <input type="checkbox"/>
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Independent.

3. organisational structure

<i>permanent</i> <input checked="" type="checkbox"/> <i>temporary</i> <input type="checkbox"/> <i>from</i> 1981 <i>to</i>	<i>public</i> <input type="checkbox"/> <i>academic</i> <input type="checkbox"/> <i>profit</i> <input checked="" type="checkbox"/> <i>nonprofit</i> <input type="checkbox"/>	<i>thinktank</i> <input type="checkbox"/> <i>committee</i> <input type="checkbox"/> <i>network</i> <input type="checkbox"/> <i>other</i> <input type="checkbox"/>
<i>specification</i>	Convention pluriannuelle (six ans) entre le Premier ministre et la Fondation Nationale des Sciences politiques	
<i>main persons involved</i>	Jean-Paul FITOUSSI, President; Dominique STRAUSS-KHAN, Secretary General; Mathilde LEMOINE.	

4. Main activities

Département analyse et prévision:

- Analyse économique à court et moyen terme - modeles econometriques.

Departement des etudes: comprehension des evolutions économiques et sociales en the country et en Europe.

5. Issues treated

Conception de modeles - Etudes internationales - Enseignements - Publication d'ouvrages, de rapports, de documents de travail.

6. Working methods

main emphasis		<i>expert knowledge</i>	● ● ● ● ●	
		<i>creativity</i>	●	
		<i>interaction</i>	●	
selection		treatment of issues	output	
<i>customer</i>	●	<i>internal</i>	● ● ●	
<i>own</i>	● ● ● ● ●	<i>experts</i>	● ● ● ● ●	
<i>public</i>	●	<i>customer</i>	●	
		<i>public</i>	● ●	
			<i>customer</i>	●
			<i>expert</i>	● ● ● ● ●
			<i>public</i>	● ● ● ● ●

Les travaux de l'OFCE sont destinés à des experts et des professionnels de l'économie. Ils ont l'intérêt d'être indépendants des orientations politiques du moment.

7. Major Projects

Régional growth, national membership and European structural funds : an appraisal

Document de travail.

The methodology corresponds to the characterisation in '6. working methods'

Evaluation des mesures nouvelles de baisse des impôts

Note d'actualité de l'OFCE.

The methodology corresponds to the characterisation in '6. working methods'

L'impact macro économique des réformes du secteur de santé français

Texte de l'OFCE.

The methodology corresponds to the characterisation in '6. working methods'

8. Particularly interesting and innovative aspects

Independent experts.

9. Most interesting reports / publications

Travaux sur les perspectives de l'économie mondiale.

