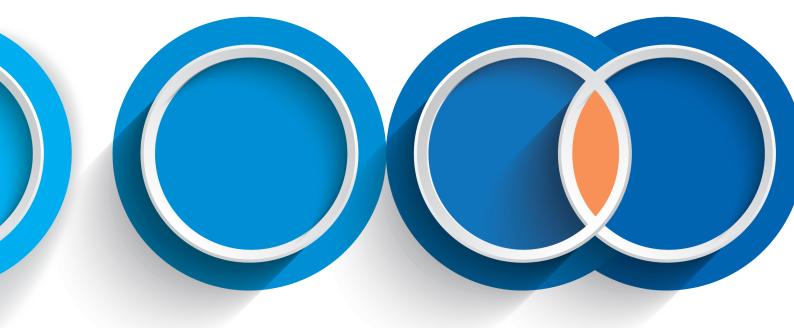


WORK PROGRAMME







The Covid-19 pandemic remained unpredictable in 2021, as the progression of the Omicron variant dramatically demonstrated. However, the economic situation has seen an increasing number of encouraging indicators, month after month, on activity and employment. This tends to show that the very large-scale policies put in place to deal with the crisis that began in early 2020 have achieved their objectives. In this respect, the reports of the Evaluation Committees of the emergency support and recovery plans have given public opinion access to rich and precise information on these policies' effects. This evolution has led France Stratégie to focus the orientations of its work programme: a large part of the work is devoted to medium- and long-term perspectives, or to original analyses that provide public decision-makers with useful elements for defining their orientations. In addition, a substantial part of the activity is devoted to public policy evaluations, which, after an increase in recent years, has stabilised at around one third of our workload. This work programme was finalised before the war in Ukraine, which Russia launched towards the end of February. Our work programme will be adapted as needed since the war will have multiple unpredictable impacts.

The report on Major Economic Challenges of the commission led by Olivier Blanchard and Jean Tirole (June 2021) gave a broad overview of the issues of inequality and employment, climate change, and ageing for the French economy and society, and made numerous proposals. The Prime Minister has asked us to lead in-depth work, in cooperation with the administrations concerned, in order to examine the recommendations and bring them closer to operational measures. The beginning of 2022 will finally see the completion of important foresight work with the projection of jobs and skills to 2030 with the Dares, and that of mobility to 2040 with the CGEDD.

The main lines of our work programme for 2022 will focus on topics such as the ecological transition, with, for example, the launch of a major project that will bring together all the players involved in modelling the links between the economy and policies to combat global warming. It will also focus on the conditions that need to be met to enable the productive system to better withstand the shocks observed in recent years and to better ensure the autonomy of France and Europe. The formation of lifelong inequalities throughout childhood, adolescence and youth in order to better define policies to reduce them, and the changes in occupations that will be required by the ecological transition, the digitalisation of the economy, and the ageing of the population, are also addressed in our work programme.

2022 will mark an important step in the work carried out within the framework of the Sustainability Seminar launched over two years ago. We plan to publish a report that will focus on the conditions for the development of public policies that would make it possible to better take into consideration long-term issues, and to base these policies on a civil and political deliberation that would help to ensure their lasting legitimacy.

France Stratégie's objective is to be useful to public decision-makers in the application of their responsibilities, as well as to all our fellow citizens, by providing them with solid, precise and, when possible, quantified information to help them form their own opinions on the actions to be taken and on those that have been evaluated. The increasing number of government referrals to France Stratégie by the executive, and the growing audience for our work and the events we organise are precious encouragement for the entire team, whose commitment during these years of crisis has been exceptional.

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THE EVALUATION COMMITTEES LED BY FRANCE STRATÉGIE

- Following the report published in December 2021, the work of the **Evaluation Committee for Labour Ordinances** will be continued. It will focus on changes in collective bargaining, according to the size of companies, as well as changes in employee representation and social dialogue in relation with economic issues as well as issues regarding health, safety, and working conditions, and in the context of the CSE (social and economic committees). The Committee will also address the effects of the 2017 ordinances on employment, company performance, and the quality of social dialogue.
- I The Capital Tax Reform Evaluation Committee, set up in December 2018, delivered its third report in October 2021. The work in 2022 will update the estimates presented in this report, although the uncertainties linked to the impact of the crisis are likely to blur the results. Additional investigations will also be carried out, particularly on the effect of the capping of the wealth tax (ISF), and on the investment behaviour of taxpayers benefiting from the single flat-rate tax (PFU) or the transformation of the wealth tax.
- **The IMPACT Evaluation Committee**, set up in September 2019, will publish its next report before October 1st 2022. This report will conclude the three-year cycle during which the law provided for 23 themes to be evaluated annually. Its objective will be to take stock of the state of knowledge on each of the themes. The report will also include initial assessments of the replacement of the CICE (Tax credit for competitiveness and employment) by a reduction of social contributions.
- I The Evaluation Committee of the National Strategy for the Prevention and Fight Against Poverty, set up in October 2019, will deliver its third report in the summer of 2022. This document will take stock of the first three years of the strategy's implementation, and will present the first available evaluation elements on its effects, as well as the opinion of people experiencing poverty and of the panel of citizens involved in the evaluation.
- **The Committee for the Evaluation of the French Recovery Plan (France Relance)** will deliver its second report in early October 2022. In addition to the macroeconomic impact of the plan, the report will review the following measures: "Ma PrimeRénov", energy renovation of public buildings, support for plant proteins, support for the purchase of clean cars, support for decarbonised hydrogen, decarbonisation of industry, support for investment and modernisation of industry, the industry of the future, strengthening of equity capital, reduction of production taxes, "1 young person, 1 solution", long-term partial activity, and strengthening of the National Employment Fund's Training scheme.
- I The National Commission for the Evaluation of Innovation Policies (CNEPI) has published a new report on the evaluation of the research tax credit (CIR) in 2021. The Committee's secretariat will suggest that the commission study "green" innovation support policies in 2022.
- **The Evaluation Committee on the High-Speed Broadband Plan (THD)** will deliver its final report at the end of 2022, in which it will analyse the socio-economic impacts of the arrival of THD, the impact of public funding, and the quality of governance. Prior to the publication, a final working seminar will be organised to address the issues related to the transformations of uses induced by the arrival of THD and the impacts of the health crisis.

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1st theme

MANAGING A SUCCESSFUL ECOLOGICAL TRANSITION

At the end of 2021, the French Ministry of Ecological Transition launched the process to develop the new French Energy and Climate Strategy (SFEC), which will bring together the Multiannual Energy Programme (PPE), the National Low Carbon Strategy (SNBC) and the National Climate Change Adaptation Plan (PNACC), to be adopted in 2024. In this perspective, France Stratégie will continue its work on climate change mitigation and energy transition in 2022, in order to inform the public debate with methodological tools and reflections on economic policy instruments. The work on the adaptation to climate change, which began at the end of 2021, will also be expanded.

CLIMATE CHANGE MITIGATION AND ENERGY TRANSITION

How can household and business investment in the transition be encouraged? Following the Blanchard-Tirole report, France Stratégie has launched a study on the determinants and combination of public policy instruments needed to ensure sufficient investment by households and businesses to meet the objectives of the SNBC. The analysis focuses primarily on two key sectors: private vehicles and the thermal renovation of housing. It also includes policies to support households in dealing with the effects of the transition.

What energy potential of forest biomass? After examining the agricultural biomass resources that can be mobilised for energy purposes in 2021, France Stratégie will complete its vision of energy biomass by looking at forest biomass. The work will also attempt to address the issues of related ecosystem services, in particular that of carbon sinks.

What future for natural gas networks in the context of carbon neutrality? Achieving carbon neutrality implies moving away from fossil gas, which will probably only be replaced by gas from renewable sources for some of the uses. With fixed network costs remaining constant, there is a risk that unit gas transport tariffs will sharply increase as the volumes transitioning through the network fall. The first step will be to assess this risk, then to analyse the priority uses of renewable gas and to conclude with recommendations on the future of the networks.

Prospects on household packaging waste. Household packaging waste, which represents half of the waste routinely produced by households, is an important source for an increase in recycling. This project aims to characterise the evolution of this source, taking into account the evolutions foreseen by the law. It also aims to discuss possible evolutions of the collection and sorting systems, and their consequences on the waste recovery method.

ADAPTING TO CLIMATE CHANGE

Adapting critical networks. The aim is to establish a diagnosis of the way in which the issue of adaptation to climate change is integrated by the various network managers (electricity transmission and distribution, road transport, rail transport, telecoms), and to identify the existing interdependencies between these different networks.

Work, and its organisation in the face of climate change. How will we work in 2050 with significantly higher average temperatures? The implementation of adaptation strategies in France will be discussed using the example of the construction sector, which is particularly exposed to climate change. This project will attempt to formulate public policy recommendations on the adaptation of work.

The governance of adaptation to climate change in the territories. The adaptation of our territories to climate change raises many challenges, including organisational, financial, governance, and the articulation between local and national action. This project aims to quantify and characterise these challenges by illustrating them with concrete cases and to initiate a reflection on the possible levers to solve them.

AGRICULTURE AND FOOD

Food forecasting: ecological transition scenarios for the agricultural sector. Following on the report on Food Policy submitted to the National Assembly in October 2021, this project aims to provide elements for a quantitative or semi-qualitative assessment of the impacts of different ecological transition scenarios for the agricultural sector (agro-ecology, sustainable intensification, intermediate scenarios) on employment, the economy, and health.

2nd theme

ADAPTING THE PRODUCTIVE SYSTEM TO THE CHALLENGES OF THE COMING DECADES

The health crisis has led to an awareness in France and Europe of the need to preserve the continent's sovereignty. At the same time, the growing consequences of the ecological crises generated by climate change and the collapse of biodiversity justify in-depth changes in production and consumption patterns. This year, France Stratégie's analyses will seek to complete our collective understanding of the determinants of the development of a prosperous and sustainable productive system on the national territory, taking into account the lasting effects of the Covid-19 crisis, in order to formulate practical recommendations for public policies.

IMPACT OF THE CLIMATE TRANSITION ON THE PRODUCTIVE SYSTEM

Many studies have been carried out in recent years, which have improved our understanding of the sectoral impact of the climate transition. However, the assessment of its macroeconomic impact has not reached the same degree of maturity, and is too often assimilated to a simple Keynesian fiscal stimulus sustained over several decades. By mobilising experts, administrations, and stakeholders, France Stratégie will lead a working group on the subject, which will take stock of existing national and international efforts, comparing the characteristics and hypotheses of the models used, in order to suggest ways of improving them to answer the outstanding questions.

IMPROVING POLICIES TO SUPPORT THE INDUSTRIALISATION OF INNOVATION ACROSS THE COUNTRY

In view of the fundamental technological changes in many economic sectors to ensure their ecological transition, the ability to industrialise effective innovative solutions on the national territory is a major challenge for the coming decade.



France Stratégie will conduct work aimed at developing green innovation in France and its industrialisation. Based on existing evaluations, recommendations will be formulated in order to increase the effectiveness of R&D and innovation support policy with the aim of placing the country at the technological frontier in more industries. Work will be carried out on the influence of soft skills on innovation and organisational transformation.

France's ability to attract new production sites for French and foreign companies implementing these new technologies is a fundamental issue in rebuilding the country's industry. In line with the studies on the structural factors of attractiveness such as taxation and the costs of production factors already analysed by France Stratégie, it is now a question of identifying the obstacles to attractiveness relating to procedures, regulations, and the support of the various stakeholders. The analysis will also focus on the development of world-class technological ecosystems in France.

DEMOGRAPHICS AND BUSINESS GROWTH

Analyses will be conducted to better understand the recent dynamics of business creation in France and the factors determining the growth of start-ups, SMEs, and ETIs. In particular, work will be done on the performance of venture capital in France relative to comparable countries, and on encouraging the mobilisation of domestic savings to finance companies with equity capital, especially in the later stage financing rounds. As the weakness of French medium sized companies compared to their German or Italian counterparts is often mentioned as an explanation of the difficulties of the French economy, a study will seek to document the evolution of the dynamics of SMEs and ETIs since 1980 in order to determine the main factors.

THE CSR PLATFORM – CORPORATE SOCIAL RESPONSIBILITY

France Stratégie provides the permanent secretariat for **the CSR Platform**, which **brings together about fifty organisations representing French stakeholders in corporate social responsibility**. Its work has resulted in more than thirty publications on the social, environmental, and governance issues raised by this responsibility.

The CSR Platform responds to referrals from the government and can also choose the topics it addresses. Its 2022 roadmap provides for a diagnosis and proposals on:

- I The role of public actors in CSR: the commitments of public administrations in favour of sustainable development, responsible public procurement, the State's shareholding policy, public aid to companies, tax incentives, etc.;
- I **The notion of impact:** the uses of this emerging notion by CSR professionals, in particular by asset managers, the different methodologies and associated indicators, their link with the Sustainable Development Goals agenda;
- **Social dialogue and dialogue with stakeholders:** its effectiveness, its contribution to the definition and implementation of CSR approaches, its application on an international scale.

Finally, the Climate and Resilience Act of August 22nd 2021 entrusts the CSR Platform with the task of recognising guarantee systems and fair trade labels. From January 1st 2023, only products labelled under a label thus recognised by the CSR Platform will be able to include "fair trade" in their sales name. The conditions for the implementation of this new mission will be determined in 2022.

3rd theme

WHAT JOBS, WHAT LABOUR BY 2030?

Two major areas will structure our programme on this theme this year. The first one relates to the **analysis of employment trends**, based particularly on the foresight exercise *Jobs in 2030* carried out with the Dares. The second relates to **the transformation of jobs and skills**, **and therefore of training**, **in light of the digital and ecological transitions**. Developments in social dialogue will be studied within the Evaluation Committee for Labour Ordinances, but also as part of a specific project dedicated to the quality of social dialogue.

EMPLOYMENT TRENDS, BOUNDARIES, AND CONTENT

Breakdown of prospective employment issues: initially at a regional level, with a regional breakdown of *the Jobs in 2030*, then by more precisely analysing the evolution of gender segmentation by occupation. A scenario of full employment by 2030 will be developed in addition to those already established.

[REC] Professional Transitions Working Group: while the challenges of sectoral reallocation of jobs appear to be central to supporting the transformation of the productive system, the support for these transitions must be analysed through the prism of the obstacles for the individuals concerned, but also from the needs of companies and of the territorial ecosystems that must be organised in order to secure them. This will be the subject of a working group of the Réseau Emplois Compétences (REC), which will bring together operators, administrations, and experts on transitions.

Promoting quality jobs: De-industrialisation has resulted in the loss of mid-level jobs, and it is often feared that the polarisation of the labour market will increase in the future because of automation and digitalisation. Following on the Blanchard Tirole Commission's report and its proposals on good jobs, work will be carried out on the measurement of quality jobs, their dynamics in the future, and on the possible levers to make them a criterion in public policies. The policies in favour of low-wage employment that have been implemented in France for nearly 30 years, which are currently based on the minimum wage, reductions in contributions, and the activity allowance triad, will be considered.

[COE] Employment of senior citizens: The Employment Advisory Council (COE) has chosen the employment of senior citizens as its working theme this year, with a specific focus on the dynamics and characteristics of the jobs held by senior citizens, both today and in the future.

Finally, an overview will be drawn up of the **forms of unpaid activity** on the edge of work (family carers, voluntary work, internships, etc.) in order to show both their variety and common problems, and to identify the different types of associated social rights.

TRANSFORMATION OF SKILLS AND TRAINING DEVELOPMENTS IN LIGHT OF THE DIGITAL AND ECOLOGICAL TRANSITIONS

[REC] Skills for the ecological transition: The work started in 2020 will be continued by integrating the new context of the Climate and Resilience Act, which gives skills operators new missions in terms of supporting businesses in the ecological transition.

[REC] Work Organisation and Skills Working Group: launched in 2021, this working group aims to identify the conditions for skills development, particularly within VSEs and SMEs. It will also analyse the way in which remote working, encouraged by the



increasing digitalisation of working methods and accelerated by the health crisis, impacts work organisations and the ways in which skills are learned and developed.

[REC] Hybrid of vocational training: hybrid "in person" and "remote" training, particularly for continuous education, has been boosted by the health crisis and a large number of training courses, which were originally only available in-person, are now offered entirely remotely or in a "hybrid" mode. The aim here is to analyse the extent to which hybridisation is transforming teaching and learning practices, as well as the conditions for its deployment and its impact on individual trajectories.

AI and Skills: this project aims to improve the understanding of the concrete effects of AI on work, and how it affects the content of work as well as the learning dynamics of employees who use AI. Company case studies will be conducted in several regions of France, focusing on logistics, health, and industry.

Skill projections for 2030 will be drawn up based on the occupational projections produced as part of the exercise *Jobs in 2030*, and using the methodology published in 2021 (mapping of skills by occupation). The aim will be to target a few occupations that illustrate the strongest dynamics at work in order to identify the main needs in cross-disciplinary and technical skills.

4th theme

BUILDING EFFECTIVE POLICIES FOR SOCIAL PROGRESS

Although the public response to the economic crisis created by the pandemic has prevented the health crisis from becoming a social crisis, it has affected individuals and territories in very different ways. The current economic recovery is taking place in a country still marked by significant inequalities, whether they stem from their social origins or place of residence. Our public policies will also have to continue to adapt to the demographic and social structural changes that our country is experiencing, all the while remaining sustainable.

INEQUALITIES BETWEEN INDIVIDUALS, AND THEIR DETERMINANTS

At what moments and through which channels are social inequalities formed and maintained in France? We will attempt to identify how social origins, migratory trajectories, territory, and gender are combined up to the time of leaving school, with or without a diploma, and the access to the labour market. We will first take stock of the available data on inequalities from birth to entry into the labour market, and then break down the income gaps according to these four factors, distinguishing between what is related to the level of diploma obtained, differences in participation in the labour market, and the weight of the diploma in the market.

What are the determinants of inequalities before redistribution? In addition to the analyses carried out on the respective roles of redistribution and primary income in the evolution of incomes and inequalities, we will seek to identify the determinants of primary inequalities in France. We will also attempt to identify the factors that characterise our country in comparison with the rest of Europe. The analysis will focus on the impact of the labour market on these inequalities before redistribution, using survey microdata provided by Eurostat (SILC/SES).

THE TERRITORIAL DIMENSIONS OF INEQUALITIES

Cost of living, discretionary income: what role does the place of residence play? Differences in expenditure between residents of different territories have many origins (differences in population composition, local constraints generating different needs, for example in terms of transport or housing, different local prices). The study of household expenditure by territory will make it possible to detail the origin of variations in expenditure, particularly on housing and transport, between categories of territory. We will also try to estimate the household's discretionary income, defined as the difference between disposable income and a certain number of expenses considered to be incompressible, and to see how the place of residence has an impact on the level of this discretionary income.

How has the distribution of income groups between neighbourhoods changed over two decades? In addition to the work on residential segregation conducted in 2020 and 2021, we will study the evolution of incomes by cadastral section within the major urban areas over the 1996-2017 period, as well as the evolution of social mix. Particular attention will be paid to priority urban policy districts (QPV).

WHAT CHANGES IN OUR PUBLIC POLICIES?

What is the potential impact of ageing on social accounts? The aim of the study is to estimate the mechanical impact of ageing on the foreseeable evolution of social protection expenditure and receipts, based on age profiles compiled by the national transfer accounts team and mobilised for a retrospective analysis in 2021.

How can we adapt our socio-fiscal system to changes in families? Our socio-fiscal system was essentially built around a typical family "model" which is no longer always consistent with the social changes that have occurred since. Several current debates show that some of the concepts on which this system is based no longer meet consensus today (combination of the Adult Disability Assistance "AAH" or income tax, taking into account contributions to children's education by socio-fiscal legislation, benefits sharing in the event of separation, etc.), and should be reconsidered.

Policies to reduce educational inequalities: what lessons learned and what developments? Echoing the recommendations of the Blanchard Tirole report on education, and the conclusions of the analyses on inequalities in lifecycles, the aim is to identify and characterise the policies implemented over the last two decades. Their stated objectives with regard to the diagnoses established and their results (based on possible available evaluations) will be taken into account in order to identify the levers for action and the favourable conditions for implementing reforms, particularly in education.



5th theme

PUBLIC ACTION, PUBLIC DECISIONS: HOW TO IMPROVE?

Public action during the health and economic crises was able to respond to the call for protection of individuals and organisations. However, it must now face issues that are not new (democratic mistrust, environmental crises, geo-social inequalities, economic sovereignty), but whose scope and simultaneity force us to rethink policy making in a context that is both more uncertain and complex. The processes of developing, adopting, and implementing public policies must therefore integrate renewed expectations vis-à-vis the State, which constitute major challenges: democratic participation, ecological transition, economic development, social and territorial cohesion. The challenge is to conciliate the sustainability of public action in all these dimensions.

"SUSTAINABILITY" SEMINAR: A NEW REFERENCE FRAMEWORK FOR PUBLIC ACTION

The publication in spring 2022 of the final report on the making of public policies will conclude the work begun more than two years ago in the framework of the Sustainability Seminar. This report, based on a diagnosis of conflicting sustainability considerations in public action, will make suggestions for the transformation of public policy-making processes. Developing an approach to the tools and processes that make it possible to respond to these multidimensional issues, this report will emphasise the need for an organised framework for steering public action in a systemic and long-term perspective.

This report will be discussed with many partners (administrations, think tanks, local authorities, etc.), and several follow-ups are considered, including debating with the consultative High Councils addressing social issues and the training schools for civil servants.

CONFLICTS OF SUSTAINABILITY AT THE TERRITORIAL LEVEL: HOW TO ARTICULATE THE PRIORITIES OF POST-CRISIS DEVELOPMENT, SPACE PLANNING, AND ECOLOGICAL TRANSITION?

Territorial balances are currently affected by several dynamics that can generate conflicts of priorities at the local level:

- I The challenge of adapting territories to climate change and major related environmental challenges such as biodiversity or rising sea levels;
- The impacts of the health crisis, particularly through the development of remote working, and its effects on housing demand, employment, and public services;
- Fundamental trends accelerated by the crisis, on the relocation of productive activities or on the attention paid to local food procurement to increase territorial resilience;

These dynamics can generate tensions at the local level between compliance with national commitments in terms of decarbonisation or land artificialisation and issues of social cohesion and economic development. The territorial application of State policies, their sectoral integration, and the synergy with the action of local authorities are proving more than ever to be a key to successful public action.

Territorial focuses can be carried out to analyse how these conflicts are expressed and how they can be overcome, with the aim of proposing ways to improve public policies.

It is also on the basis of an analysis of territorial successes that the work of the Franco-German Forum for the Future, which France Stratégie is co-hosting, will address the issues of spatial planning and ecological transition.

EX-POST EVALUATIONS: WHAT EFFECTS ON PUBLIC DECISION-MAKING?

In 2018 and 2020, France Stratégie published two analyses on the production of public policy evaluations in France and in certain advanced countries. It shows that France is catching up and producing an increasing amount of evaluation work: are these evaluations being more used in the public debate and linked to decision-making? By adopting an empirical approach, France Stratégie seeks to objectivise the use of evaluations through various indicators (citation, follow-up of recommendations) in nearly 200 laws relating to national public policies over the last ten years. The aim is to draw up recommendations so that evaluations are more used in the public debate and contribute to better quality legislation.

Another task will be to define how to better articulate qualitative and quantitative methods to assess the impact of public policies. To complement the quantitative methods of the guide *How to Evaluate the Impact of Public Policies* of France Stratégie (2016), a new guide will be published to expose qualitative methods, to analyse their epistemological specificities and to assess the benefit of combining qualitative and quantitative methods for the evaluation of public policies.

EVENTS ORGANISED BY FRANCE STRATÉGIE

France Stratégie is a place for debate and consultation that allows stakeholders to be involved in its reflections. The health crisis has led France Stratégie to renew its event activity by offering all its programmes in an online version, with a constantly increasing participation rate as a result.

Nearly 25 online events were organised in 2021 on a wide variety of topics: childcare and early childhood development, social mix and residential segregation, presentation of the CSR Platform's opinions, etc. These events brought together almost 9,000 participants, i.e. an average of over 370 participants per event.

Some events are already scheduled for the first half of 2022:

- | a webinar on issues related to the agriculture of tomorrow organised with the Institut Montaigne in January;
- resuming in-person symposiums on the methods of socio-economic analysis of public investments, as part of the work carried out by the committee of experts chaired by Roger Guesnerie;
- | a conference of the National Productivity Council (CNP) "Assessment and lessons learned from the three years of the National Productivity Councils (CNPs) in the euro zone" in the context of the French Presidency of the European Union;
- I and, as in previous years, a series of presentations on the main findings of our publications (in webinar format, webconferences, etc.), as well as occasional meetings or debates bringing together speakers from the economic, financial, or academic world, to discuss major national or European issues.

FIND THE LATEST NEWS FROM FRANCE STRATÉGIE ON :



France Stratégie is an autonomous institution reporting to the Prime Minister. It contributes to public action through its analyses and proposals, and to the general public's information. It produces as well as on sustainability issues. It is also in charge of a number of public policy evaluations. Its documents are sent to policy makers and are publicly available.

In addition, France Stratégie coordinates the resources of a network of organisations that includes the Conseil d'analyse économique (CAE), the Conseil d'orientation des retraites (COR), the Hauts Conseils de l'avenir de l'Assurance maladie, du financement de la protection sociale, de la famille, de l'enfance et de l'âge (HCAAM, HCFi-PS and HCFEA), the Haut Conseil pour le climat (HCC) and the CEPII. France Stratégie also contributes to the work of the Haut-Commissariat au Plan (HCP).

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