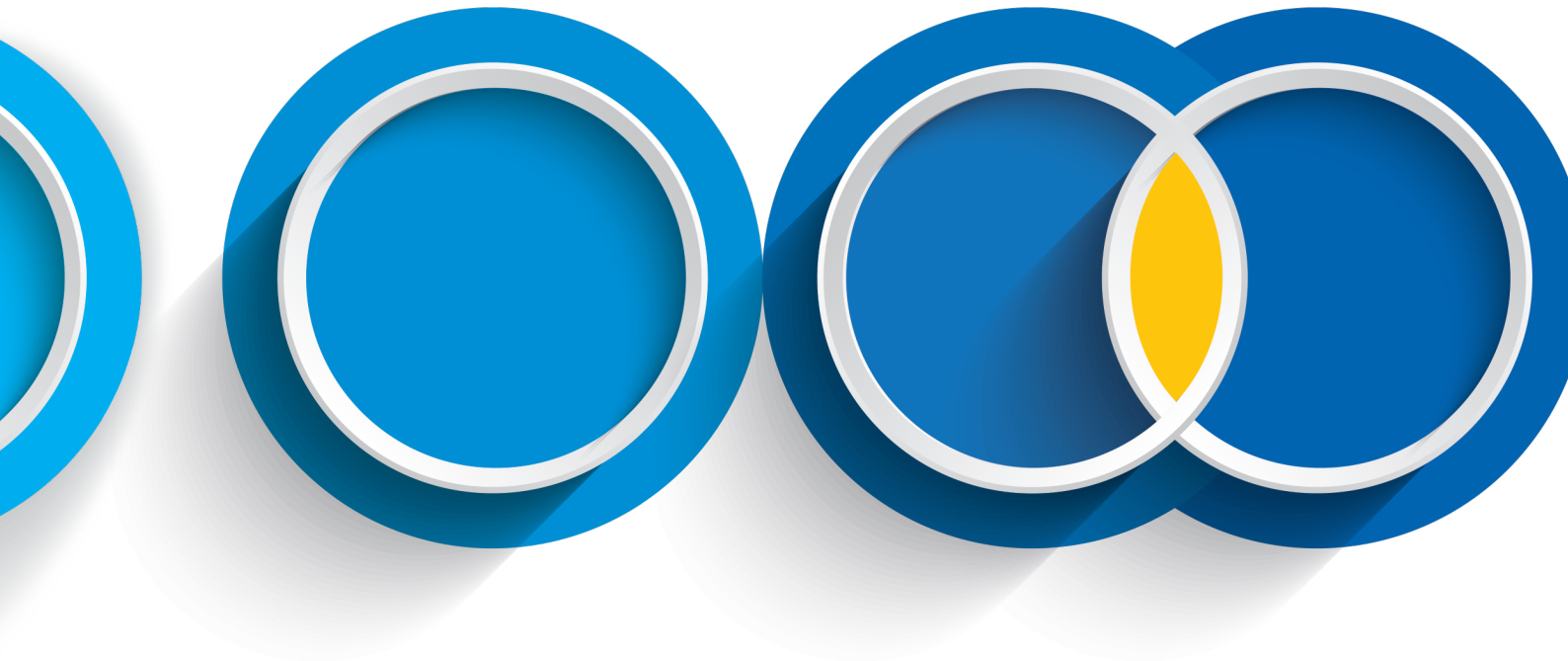




FRANCE STRATÉGIE
ÉVALUER. ANTICIPER. DÉBATTRE. PROPOSER.

WORK PROGRAMME



2021



France Stratégie's programme for 2021 has a simple but demanding ambition: our work should provide useful contributions to public policy when the latter is facing unprecedented challenges. The health, economic, and social crisis of 2020 has represented a double-challenge for France Stratégie: taking it into account in our work in order to provide decision-makers and public opinion with up-to-date information on topical issues while intensifying our efforts to carry out the medium- and long-term projects initially planned. We believe that we have taken up this challenge.

Promptly after the lockdown decision, we launched a call for contributions which allowed us to gather a rich array of reflections on "the world after" from many of our fellow citizens. We were among the first to analyse the impact of the crisis on the vulnerability of various professions and employment areas that would be most affected by the crisis. We drew attention to potential tensions that could affect the security of electricity supply in the short, medium, and long term.

We have concurrently carried out an important work programme, distinguished by the growing number of requests addressed to us by the executive or at the National Assembly and Haut-Commissaire au Plan's initiative. The share of public policy evaluations in our planned workload has further increased. France Stratégie and the Inspection Générale des Finances ensure the secretariat of The Committee for the Monitoring and Evaluation of Support Measures for Companies Confronted with the Covid-19 Epidemic, chaired by Benoît Cœuré.

France Stratégie's 2021 programme aims to take a step further with the policy implemented over the past years: work that is precise, rigorous, impartial, as well as quantified as much as possible, involving stakeholders and experts throughout its conception, and providing public decision-makers and public opinion with information, analyses, forecasts, proposals, and practical assessments for the development of public policy and public action. This course of action has met the expectations of an audience that the unprecedented events of 2020 have brought to demonstrate a particular interest in these issues: the number of visits to our website has increased by 20% and the number of documents downloaded by 30%.

The selected topics follow up on the work carried out over the past three years: ecological transition, transformation of the production system, labour and employment evolutions, and policies fostering social progress. A new emphasis will be put, in the continuation of the "Sustainabilities" seminar series for example, on the way public decisions are taken, implemented, and how their evaluation is carried out and taken into account. A similar approach inspires the "Franco-German Forum for the Future", for which we ensure the secretariat on the French side; it attempts to identify innovative practices that transform public action based on field-experiences.

Representative democracy seeks a new articulation with "consultative" democracy, which directly involves citizens, and with the conventional forms of taking into account intermediary bodies, which characterise social democracy in particular. The growing impatience of citizens regarding democracy makes these expectations even more acute. We strive to provide the first answers to these concerns. Our ambition is that these elements contribute to improving public action making, and allow it to meet greater trust from our fellow citizens.

Gilles de Margerie,
General Commissioner of France Stratégie

EVALUATION COMMITTEES STEERED BY FRANCE STRATÉGIE

- | **The Committee for the Evaluation of Labour Ordinances** will issue its next report at the end of 2021, which will update the available data and present the first results of studies related to, the effects of new rules governing individual labour relations and the termination of employment contracts on the one hand, and the establishment of the Social and Economic Committee (ESC) and collective negotiations within companies on the other. The committee will pay particular attention to the role of social dialogue in managing the health, social, and economic consequences of Covid-19, especially from the perspective of mobilising the measures resulting from the 2017 ordinances.
- | **The Capital Tax Reform Evaluation Committee** will issue its next report before October 1st 2021. In addition to updating the data and literature review presented in 2019 and 2020, this issue should include the first results of the work produced from the call for research projects on the impact of the wealth tax and dividend tax reforms of 2018.
- | **The IMPACT Evaluation Committee**, established in September 2019, will publish its next report before October 1st 2021. This report will also include the evaluation of labour cost reduction policies (accountability pact and a progress report on the transformation of the CICE into contribution rate reductions).
- | **The Evaluation Committee for the National Strategy for the Prevention and Fight Against Poverty**, set up in October 2019, will issue its second report in the spring of 2021. This document will present the first available data on the implementation of the strategy, the studies and research on its effect and the input of people living in poverty and the citizens' panel involved in the evaluation.
- | **The Committee for the Monitoring and Evaluation of Support Measures for Companies Confronted with the Covid-19 Epidemic**, established in April 2020, will deliver its final report by July 2021. A progress report will be submitted end of March. The Recovery Plan Evaluation Committee will then follow up.
- | **The National Commission for the evaluation of Innovation Policies (CNEPI)** will publish, in the second semester, the work resulting from the call for research projects on assessing the research tax credit (CIR) finalised in the end of 2019. This project aims to evaluate the effect of the CIR on companies that have joined the system since the 2008 reform, on the location choices of R&D multi-national companies and finally, on the impact of the CIR on economic variables downstream R&D (innovation, growth and employment, etc.).
- | **The Evaluation Committee on the High-Speed Broadband Plan (THD)** will continue to steer, in 2021, the work resulting from the call for research projects finalised at the end of 2019, aimed at analysing the socio-economic impacts of the arrival of high-speed broadband, assessing the impact of public funding, and measuring the quality of its governance. The committee's final report is scheduled for 2022.



MANAGING A SUCCESSFUL ECOLOGICAL TRANSITION TO A SUSTAINABLE DEVELOPMENT MODEL

The government has set itself ambitious objectives: carbon neutrality by 2050, net-zero artificialisation of soil, no net loss of biodiversity, reducing our consumption of resources. The national Low-Carbon Strategy (SNBC) and the multi-year energy programme, in particular, set out an ambitious roadmap against climate change. In 2021, France Stratégie will continue to analyse the conditions of success of this roadmap: identifying the risks hindering the achievement of these objectives, public policies to be implemented to promote the transition, and the economic and social issues at stake.

IMPLEMENTING CLIMATE CHANGE AND ECOLOGICAL TRANSITION

Achieving carbon neutrality. The work led by France Stratégie addresses the value of acting for climate change and costs of carbon abatement providing instruments for the operational implementation of the low-carbon transition. We will examine how these tools can be concretely integrated into public decision-making to prioritise actions to be pursued and ensure an efficient economic and social transition.

Impact of climate change transition on energy systems. The carbon neutrality objective will profoundly affect the production and transport of energy, in particular due to the increased use of electricity and the deployment of renewable energy sources. This year, France Stratégie will focus on the future of gas networks in particular, whose economic model could be affected by the planned phase-out of fossil fuels.

What potential for biomass, a key resource for the transition? All scenarios on achieving carbon neutrality are based on a strong mobilisation of biomass, both as an energy source (biofuels, biogas, wood energy) and as a carbon sink. In the context of the transition of food systems towards agroecology, we will look at the conditions for achieving the objectives of biomass mobilisation set by the SNBC.

How can household behaviour and business actions be oriented in favour of ecological transition? Changing behaviours represents a significant advantage for reducing France's carbon footprint. It also determines the acceptance of efforts required. What lessons can be learned from French and foreign policies and experiments in terms of providing incentives? As far as companies are concerned, what are the effects of environmental labelling of investors' portfolios and green funds? of voluntary commitments?

ADAPTING TO THE EFFECTS OF CLIMATE CHANGE

Regardless of our mitigation policies' efficiency, we will have to face a rise in temperatures in the coming years and a certain multiplicity of induced extreme events. Several sectors – agriculture, energy, transport, construction, tourism – are particularly exposed and must, as of now, rethink their operating methods or their business model. By focusing on sectors and territories, the aim is to reflect on an operational integration of adaptation challenges into our public policies, particularly territorial ones, and within our organisations.

TOWARDS A HEALTHY AND SUSTAINABLE FOOD POLICY

Fostering healthy and sustainable food for all. At the request of the National Assembly's Public Policy Evaluation and Control Committee, France Stratégie will examine the various components of the policy fostering healthy and sustainable food. We will also study the levers for initiating a systemic transition of our food consumption and food industry.

Forecasting food systems for 2040. The aim of this project is twofold: offering "pictures" of a French food system for 2040 that is adapted to foreseeable economical, health, and environmental challenges, and to the defined framework by public policies (economic sovereignty, climate change, reduction of pesticide use, preservation of biodiversity, limitation of soil artificialisation) on the one hand, and suggesting trajectories to reach these scenarios, which imply identifying the right public policy levers in particular, on the other hand.

ADAPTING THE PRODUCTION SYSTEM TO CHALLENGES OF THE COMING DECADES

The health crisis has triggered a sense of awareness in France and Europe regarding the need to preserve the continent's sovereignty. Simultaneously, the growing consequences of climate change ecological crises and the collapse of biodiversity justify a profound shift of production and consumption patterns. This year, France Stratégie analyses will seek to complete our collective understanding of the key factors for developing a prosperous and sustainable production system on the national territory, taking into account the lasting effects of the Covid-19 crisis, to formulate practical recommendations for public policies.

WHAT IMPACT WILL THE CRISIS HAVE ON THE PRODUCTION SYSTEM BY 2030?

Following on the work produced for the Committee for the Monitoring and Evaluation of Support Measures for Companies Confronted with the Covid-19 Epidemic and for the National Council on Productivity, analyses will be carried out to anticipate the consequences of the economic and social crisis, and responding measures. Sectoral reallocations of employment, company demographics, the risk of an increase in "zombie" companies, and the deciding factors of productivity will be the subject of original works.

WHAT POLICIES FOR THE FRENCH ECONOMY IN 2030?

France Stratégie will carry out aimed at defining policies to be pursued so that the industry can achieve a successful ecological transition, create more jobs, export more, and gain in productivity and innovation. A reflection will be launched on the sectors and industries to be proprietarily encouraged. For instance, studies will be conducted to improve the country's attractiveness as a manufacturing site for cars and electric vehicles in particular. An analysis will also be carried out on promoting a sector at the technological frontier in terms of circular economy in France. While the crisis has enhanced the progress of e-commerce, the economic, social, and environmental stakes of these logistics activities will be analysed.



The question of venture capital and the growth of start-ups is essential to renewing the economic production fabric. Works will be conducted on key factors, attempting to shed light on the reasons why France and Europe can only manage to develop a limited number of giant start-ups.

Most of this year's work will consider the articulation of national policies with the European level as well as local and regional authorities.

COMPANIE'S ROLE IN SOCIETY

While the production system must undergo in-depth changes to help build a more sustainable and resilient society, the levers likely to change companies' role in this direction will be studied from different angles. The CSR Platform in particular will continue its thorough work on the challenges of corporate social responsibility and how companies report on them (see box). The renewal of social democracy and employee participation in corporate governance will be the subject of a dedicated session of the "Sustainabilities" seminar series.

THE CSR PLATFORM – CORPORATE SOCIAL RESPONSIBILITY

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

The CSR Platform responds to government requests and can also chose the topics it addresses. In 2021, it will formulate a diagnosis and proposals on:

- | **European perspectives on CSR:** : revision of the rules and instruments of extra-financial reporting, a draft directive on the vigilance duty of multinational companies;
- | **French perspectives on CSR:** contribution to an update of the national CSR strategy, following the legislative reforms implemented since 2017;
- | **Social display** of goods and services, within the framework of new provisions introduced by the law against waste and fostering circular economy;
- | **Public procurement**, with the revision of the national programme for sustainable public procurements.

WHAT JOBS, WHAT LABOUR BY 2030?

The labour market is likely to be profoundly transformed by the current crisis and its impacts over the next ten years. Public policies will need to accompany these changes to alleviate its adverse effects on specific categories of workers and sectors, and to support job creation potential in other areas. These ambitions must be underlaid in the challenge of quality jobs, so that employment development goes together with social justice and environmental sustainability. The forecasting exercise on professions and skills, *Jobs and skills in 2030*, carried out with the Dares, will allow to plot a ten-year perspective of the dynamics of jobs, training, and qualifications.

IMPACT OF COVID-19 ON THE LABOUR MARKET

The Council on Employment Issues (COE) will focus this year on developing a shared diagnosis of the consequences of the crisis on jobs, unemployment and labour. This diagnosis will be based on existing statistical data and feedback from field-observations.

What public policies to support sectoral reallocation of the workforce? While the Covid-19 crisis is significantly affecting several sectors, others are experiencing recruitment difficulties: this is mainly the case for health and *Care* professions, but also the sectors of sales, delivery, engineers, skilled workers etc. The reallocation of the workforce from declining sectors to developing ones is a major challenge, on both an economic and social scale, but it requires an anticipated and shared vision of these evolutions, as well as tools and processes to organise it.

How will school dropouts enter the labour market in the coming years? In what professions? What will the effects be on their future careers?

HOW TO PROMOTE QUALITY JOBS?

How can the existing relations between minimum wage, activity bonus (prime d'activité) and reduced social contributions evolve? The project will aim to re-examine the long term sustainability of these relations, looking at a set of dimensions (marginal tax rates and wage progression, budgetary cost, training incentives, dynamics of intermediate jobs, etc.) with an identification of France's specificity in this area.

A compromise between job quality and quantity is often invoked to explain differences in unemployment rate performances. In addition to updating previous publications, we will seek to analyse the different articulations of these two dimensions in Europe, and delve into what is today called quality employment.

Polarisation, automation and digitalisation: what evolutions in labour? Following on published papers (Polarisation of the Labour Market, Artificial Intelligence and Labour, Minimum Wage and Covid-19, report on Industrial Policies) or work in progress (*Jobs and skills in 2030*), an updated synthesis crossing these different dimensions – automation, polarisation, wages – seems useful to re-examine the degree of exposure to these transformations by occupation or sector. The role of various platform models in these sectoral transformations will be analysed.



Good jobs and "bullshit jobs". The Covid-19 crisis has revealed how many essential jobs were poorly paid, and involved tough working conditions. Are there clear characteristics for these undervalued occupations? Are they poorly paid everywhere? What is the profile of the workers? What is the level of mechanisation and automation of these professions? How can the quality of employment in these jobs be improved?

LINKING ECOLOGICAL TRANSITION WITH EMPLOYMENT

What use should be made of the assessment of the employment effects of the Low-Carbon National Strategy based on macroeconomic models? The aim here is to conduct a critical review of the estimates (underlying assumptions, associated risks) and examine their use for the policies to be implemented.

What employment and training policies for the ecological transition? This work will be mainly based on the lessons learned from the cycle of web conferences held in 2020 by the Réseau Emploi-Compétences (REC) of France Stratégie, Céreq and Onemev (National Observatory of Jobs and Professions in the Green Economy).

The link between labour evolutions and ecological transition. This project aims to identify direct and indirect effects of the evolution of labour on the environment, and vice versa, to define the organisational and institutional levers that will allow the reconciliation of the fight against global warming with labour sustainability. Teleworking will be at the heart of this reflection.

4th theme

BUILDING EFFECTIVE POLICIES FOSTERING SOCIAL PROGRESS

The crisis that our country has been experiencing since last March has shed light on pre-existing inequalities (in terms of health, but also working conditions, housing, and access to digital technology) and generated new ones. The pandemic itself, and the economic and social consequences of the response measures, have affected individuals and territories in a very uneven manner. This crisis has also served as a test for our public policies, regarding our social protection system in particular, by emphasising its strengths but also its weaknesses, and by upsetting its financial balance.

The work tackling this theme will be based on three themes in 2021.

INEQUALITIES BETWEEN INDIVIDUALS AND THEIR DETERMINING FACTORS

What are the determining factors of inequality before redistribution? As an extension of a 2020 publication dedicated to the subject, we will attempt to identify the key factors of these primary inequalities, in France and in the rest of Europe, and analyse their evolution in France over the recent period.

When do "inequalities of fate" form and how can they be reduced? International comparisons conducted by the OECD and the work of France Stratégie show that strong inequalities in opportunity persist in France. The aim here is to analyse the respective

importance of different stages – early childhood, primary school, educational guidance, access to higher education, integration into the labour market, etc. – in the formation of these inequalities, to help public authorities shape the most appropriate policies to address them.

What effects have fiscal and social policies had on inequalities over the last decade?

A panel analysis will explore how the incomes of different categories of households have evolved between 2007 and 2019, and the role played by primary incomes and redistribution in these changes.

TERRITORIAL DIMENSIONS OF INEQUALITIES

How economically vulnerable are employment areas in the face of the crisis? The analysis carried out after the first lockdown will first be updated over the 2020 period using several complementary indicators (changes in employment, unemployment, resort to partial activity, etc.). It will be followed by a forecast analysis, in line with the reflections carried out as part of *Jobs and skills in 2030 (Les métiers en 2030)*.

Does a household's discretionary income depend on its place of residence? We will attempt to estimate discretionary income of households, described as the difference between disposable income and a number of incompressible expenses. We will examine the impact of the place of residence on the level of this remaining income, and we will question whether the differences between territories can justify a greater degree of territorial adaptation of social and fiscal policies.

What do we know about environmental inequalities in France? The public debate on environmental inequalities is quite blurred, particularly in terms of vulnerability to climate change and exposure to health-environmental risks (air and water pollution). It is essential to evaluate the link between income inequality and exposure to pollution, to draw up the best policies to reduce this exposure to pollution and environmental risks for the French population, while meeting social and territorial justice criteria.

WHAT CHANGES IN OUR SOCIAL POLICIES?

What developments in income support instruments for the most vulnerable?

The current economic and social crisis has revealed the highly protective nature of our social protection system, but also the persistence of gaps in this protection, despite the exceptional measures put in place in 2020. France Stratégie will take stock of the various proposals for reform of the income support schemes that have (re)emerged in this context.

What are the risks of unsustainability for social protection in the coming years?

Our social protection system will be confronted with tensions between different dimensions of sustainability – social, financial, democratic, environmental – in the coming decade. France Stratégie will examine these tensions and possible ways of resolving them in the framework of the second cycle of the "Sustainabilities" seminar series.

How to build a structured public policy towards young children? The work of the "First Steps" seminar, organised with the CNAF and the HCFEA, should outline the main orientations of a comprehensive, structured and intelligible policy focused on the development of young children and the reduction of inherited inequalities.



PUBLIC ACTION, PUBLIC DECISIONS: HOW COULD WE DO BETTER?

Recent and future systemic crises must lead public policymakers to seek case-by-case solutions but also to structurally rethink policy tools and practices in a context that is both more uncertain and more complex.

The elaboration processes, adoption, and implementation of public policies must consider renewed expectations of the State, which induce significant challenges: democratic participation, ecological transition, economic development, and social cohesion. In a cross-cutting manner, the challenge is to foster sustainable public action in all these dimensions.

HOW CAN WE SYSTEMATICALLY INTEGRATE ECONOMIC, SOCIAL, ENVIRONMENTAL, AND TERRITORIAL DIMENSIONS INTO THE MAKING OF OUR PUBLIC POLICIES?

The objective of the second cycle of the "Sustainabilities" seminar series is to work on existing public policies by gathering several involved actors: those already involved in sustainability approaches and those responsible for sectoral policies (administrators, researchers, associations, etc.). Starting from the current situation, and following the Chatham House rule, joint reflections will attempt to identify means of better integrating the different dimensions of sustainability in the processes of elaboration, monitoring, and evaluation of these policies, but also the obstacles to overcome and levers to mobilise.

Four fields of public action have been selected at this stage to make the best use of the resources of France Stratégie and its network: social protection, work and employment, digital, and health. Other working sessions, in a more open format, will deal with topics that are less directly linked to concrete public policy objectives but represent significant potential for rethinking the making of public policies in order to make them more sustainable: relationship to time, space, and resources.

WHAT ARE THE DESIRABLE CHANGES IN PRACTICES AND TOOLS OF PUBLIC ACTION?

Based on the lessons learned from the first two cycles of the "Sustainabilities" seminar, and on interactions with various stakeholders (territory representatives, administrations, social partners, think-tanks, researchers, etc.), a final phase is planned to sketch out "operational paths" for transforming public action – its development, implementation, evaluation, and even re-examination (see also the following point): what tools should be used to take these different issues into account in the decision-making process? How can the processes of legal and public action be transformed to adapt to long-term challenges? The desired modalities for articulation between national and local levels, between classic forms of representative, participative, social, and direct democracy, and the initiatives of citizen platforms and conventions, etc. will be particularly studied.

EX-POST EVALUATIONS OF PUBLIC POLICIES

Over the past decade, *ex-post* evaluations of public policies have multiplied, with the aim of promoting evidence-based policies. France Stratégie, which steers a large number of evaluations, has published several documents on evaluation methodology and comparative practices in France and abroad. For future works, two angles will be favoured: drawing up an updated methodological guide, gathering methods that do not rely on the identification of a causal effect and extending the analysis to socio-economic variables, as well as proposals on the organisation of evaluations, guaranteeing exhaustiveness, and strengthening the impact on public decision-making.

EVENTS ORGANISED BY FRANCE STRATÉGIE

France Stratégie is a place for debate and consultation that allows stakeholders to be involved in its reflections. Despite the health crisis, France Stratégie has rapidly adapted its event activity as early as March 2020 digitalising all its events. More than 30 online events were organised last year on various topics, bringing together thousands of connected participants during major events. Over the past months, France Stratégie has been able to regularly mobilise its audience and to broaden it. Among key events, the "Sustainabilities" seminar series brought together a large community, with seven online conferences, including the Platforms Forum: on July 9th, 2020, more than 1,500 Internet users attended this event online.

In 2021, among the main events already planned:

- | **The continuation of the meetings on** public policy aimed towards young children, in cooperation with the CNAF and the HCFEA;
- | **Cycles 2 and 3 of** the "Sustainabilities" seminar series;
- | **A seminar** on socio-economic analytical methods on public investments, as part of the work carried out by the Experts Committee chaired by Roger Guesnerie;
- | **A series of webinars** on abatement costs, as part of the work of the Commission chaired by Patrick Criqui;
- | **and, recurring yearly, A series of presentations based on the** main conclusions of our publications (webinars, webconferences, podcasts, etc.), as well as occasional meetings or debates bringing together major figures from the economic, financial, or academic worlds, 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 and contributes to public action through its analyses and proposals. It leads public debate and informs collective choices on social, economic and environmental issues. It also produces public policy assessments at the request of the government. The results of its work are intended for public authorities, civil society and citizens.

In addition, France Stratégie coordinates the resources of a network of organizations 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, HCFiPS and HCFEA), the Haut Conseil pour le Climat (HCC) and the CEPII.

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