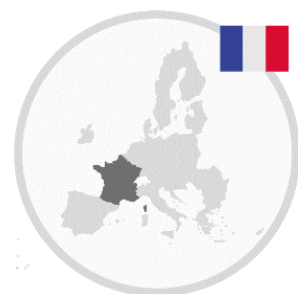


France's National Recovery and Resilience Plan

Latest state of play



OVERALL RESOURCES

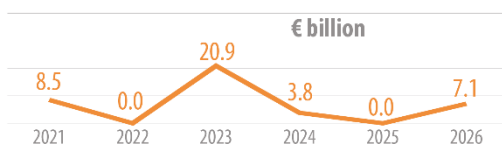
Recovery and Resilience Facility (RRF): **€40.2 billion**

Grants: 100 %

Share of total EU RRF
5.3 %

Share of national GDP
1.6 %

Investment timeline



Major objectives

Green transition: **€19.9 billion** 49.6 %

RRF target: 37 %

Digital transformation: **€8.1 billion** 20.1 %

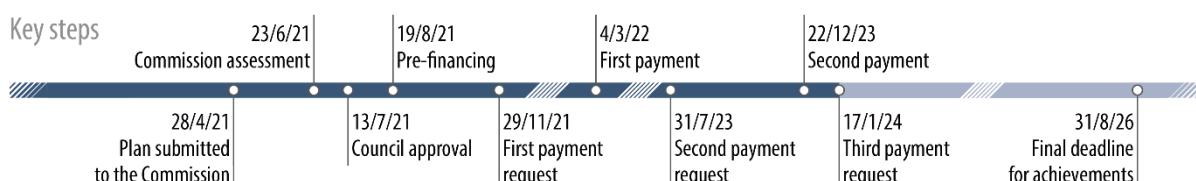
RRF target: 20 % (21.7 % excluding REPowerEU chapter)

Payments so far: **€23.4 billion** 58.1 %

RRF resources allocated to France represent 5.3 % of the entire RRF resources for the EU, and 1.6 % of the country's GDP in 2019 (the RRF representing 5.2 % of EU-27 GDP in 2019). Measures under the plan are to be completed by 2026. So far, France has received **€23.4 billion**. The next payments will depend on progress in implementing the plan.

The European Parliament, which was a major advocate of the creation of a common EU recovery instrument, participates in interinstitutional forums for cooperation and discussion on its implementation and scrutinises the European Commission's work.

Key steps



This briefing is one in a series covering all EU Member States.

EPRS | European Parliamentary Research Service

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Next Generation EU Monitoring Service, Members' Research Service

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Country-specific challenges

In the context of the European Semester (an annual cycle of economic and fiscal policy coordination at EU level), the [Council](#) adopts country-specific recommendations (CSRs) based on proposals made by the Commission, providing Member States with policy guidance on how to boost jobs, growth and investment, while maintaining sound public finances. As provided for in Regulation (EU) 2021/241 establishing the RRF ('[RRF Regulation](#)'), the national RRP should address the challenges identified in the CSRs issued in 2019 and 2020.

In its [analysis](#) of the initial French NRRP, the European Commission classified France's challenges and associated CSRs issued by the Council into six broad categories: (i) 'public finances', concerning public debt sustainability, expenditure savings as well as efficiency gains, and the pension system; (ii) 'competitiveness and innovation', covering firms' access to finance, competitiveness, the regulatory environment and administrative burdens, and research and development; (iii) 'labour market integration and skills', including unemployment, labour market integration and education of vulnerable groups, and skills mismatches; (iv) 'health' (resilience of the healthcare system); (v) 'green dimension', concerning long-term greenhouse gas reduction, deployment of renewable energies, energy efficiency, and energy infrastructure and interconnections; and (vi) 'digital dimension', covering connectivity across the territory, digital skills and digitalisation of firms.

In 2019, the Council [recommended](#) that France reduce its general government debt ratio more quickly, and achieve expenditure savings and efficiency gains across all sub-sectors of the government. The Council also recommended that France should reform its pension system to make it fairer and more sustainable. Concerning the labour market, France should promote the integration of all job-seekers and seek to improve skills; equal opportunities should also be promoted, focusing particularly on vulnerable groups such as people with a migrant background. Regarding relevant investment fields, France should focus on research and innovation, energy (renewables, efficiency and interconnections with other Member States), and digital infrastructure. Moreover, the Council recommended that France improve its tax system, reduce regulatory restrictions, particularly in the services sector, and support the growth of firms.

In 2020, the Council [recommended](#) that France take measures to address the consequences of the pandemic, support the economy and foster the recovery. In particular, France should accelerate public investment in mature projects, while promoting private investment to sustain the recovery. To boost the green and digital transitions, the Council recommended that France invest in sustainable transport, clean and efficient energy production and use, infrastructure in the energy and digital sectors, and research and innovation. The negative employment and social impact of the pandemic should be addressed by providing active support to the unemployed and developing skills. Furthermore, France should implement measures improving the liquidity of companies, particularly small and medium-sized enterprises (SMEs). France should also improve the resilience of its health system by ensuring availability of critical medical products, promoting a balanced geographical distribution of health workers and fostering the digital transformation of the sector. Moreover, the Council recommended that France enhance the regulatory environment, reduce red tape for companies and simplify the tax system. When the economic situation improves, France should also aim to improve its fiscal position and ensure debt sustainability, while increasing investment.

The [2023 country report](#) for France in the context of the European Semester took stock of the implementation of the French NRRP, which was assessed as 'under way'. The Commission [recommended](#) that France proceed with the steady implementation of its plan and swiftly finalise the addendum, including the REPowerEU chapter, so as to start implementation quickly. France was also recommended to continue the speedy implementation of cohesion policy programmes, in close complementarity and synergy with the NRRP.

Objectives and structure of the plan

The broader 'France Relance' plan was presented by the Minister for Economy, Finances and Recovery during the meeting of the French Council of Ministers on [3 September 2020](#); the plan has a total budget of €100 billion.

Figure 1 – Breakdown of costs by component in the amended plan



In the short term, France Relance aims to help France regain its pre-pandemic level of economic activity by the summer of 2022 and reduce unemployment, as of 2021, compared with the situation in summer 2020. In the longer term, France Relance seeks to support the transformation of the French economy by speeding up the green transition, improving business competitiveness, promoting social and territorial cohesion, and investing in skills and jobs. France Relance is therefore based on three pillars: 'ecology', 'competitiveness' and 'cohesion'. Importantly, the aim is to implement France Relance quickly, and it was expected that all funds would be committed by the end of 2022. At the end of November 2023, the commitment rate reached [93%](#).

France's NRRP corresponds to the part of France Relance that is financed by the EU, as far as investments are concerned, and therefore focuses on the same three priorities. In practical terms, France first uses national means to finance the investments, which are then partly or fully reimbursed by the RRF (the RRF contribution is expected to range from 20 % to 100 %).

France [submitted](#) its initial NRRP to the Commission in April 2021. This plan, approved by the Council, was structured around nine 'components' and included 70 investments and 21 reforms. The NRRP's estimated total costs amounted to €40.9 billion, while France's maximum financial allocation was €39.4 billion. In April 2023, France [submitted](#) a modified NRRP, partly in order to take into account the decrease in the EU's financial contribution, but also to add a REPowerEU chapter, availing itself of the new funding opportunities introduced by the [February 2023 amendment](#) to the RRF Regulation. The amended NRRP was [approved](#) by the Council in July 2023. The modified NRRP's estimated total costs amount to **€41.9 billion**. France's updated financial allocation under the RRF is **€37.4 billion**. The NRRP now relies on **10 components**, including a [REPowerEU chapter](#) that has an additional grant allocation worth €2.3 billion, and encompasses a total of **73 investments** and **24 reforms**.



Component 1: 'buildings renovation' aims to improve energy efficiency in public and private buildings.



Component 2: 'ecology and biodiversity' seeks to reduce the ecological impact of production and consumption patterns, by fighting against land take, preserving biodiversity, decarbonising industrial production processes, promoting a more circular economy and accelerating the agricultural transition.



Component 3: 'infrastructure and green mobility' aims to reduce the transport sector's carbon and environmental footprint, by promoting the development of efficient alternatives to road transport and the transition of the automotive sector to

production of clean vehicles. It also seeks to improve infrastructure (in transport, energy and communication).



Component 4: 'green energies and technologies' promotes the development of green energies and technologies to secure the green transition.



Component 5: 'business support' addresses barriers to investment by simplifying the regulatory environment.



Component 6: 'technological sovereignty and resilience' supports investments that will help France ensure its economic and technological independence. It will also support strategic sectors to ensure future resilience of economic, social and industrial models across the country.



Component 7: 'digitalisation of State, territories, enterprises, culture' aims to modernise and digitalise public administration and public services, as well as SMEs, and the culture sector.



Component 8: 'job protection, youth, disability, vocational training' supports employment, limiting the impact of the economic crisis on the career paths of young people and the risks of hysteresis associated with unemployment. It also seeks to facilitate the integration of people with disabilities and strengthen the resources allocated to vocational training in order to accompany economic changes and improve productivity.



Component 9: 'research, health and dependency, territorial cohesion' aims to strengthen social and territorial cohesion, health, and economic, social and institutional resilience, by investing in the health system, by promoting the digital transition throughout the country, and by allocating additional resources to research and higher education.



Component 10: 'REPowerEU' supports France's ambitions in terms of energy independence and transition, by investing in the decarbonisation of industry and in the energy renovation of private housing and public buildings.

Reforms

The [annex](#) to the Council implementing decision on France's amended NRRP lists 24 reforms. All components include at least one reform. The number of reforms per component varies, from only one in component 4, to five in component 7 (see Table 1 below). The reforms are intended to interact with the investments included in the NRRP, reinforce their impact, and increase the country's growth potential in the longer term.

Table 1 – Reforms included in France's NRRP

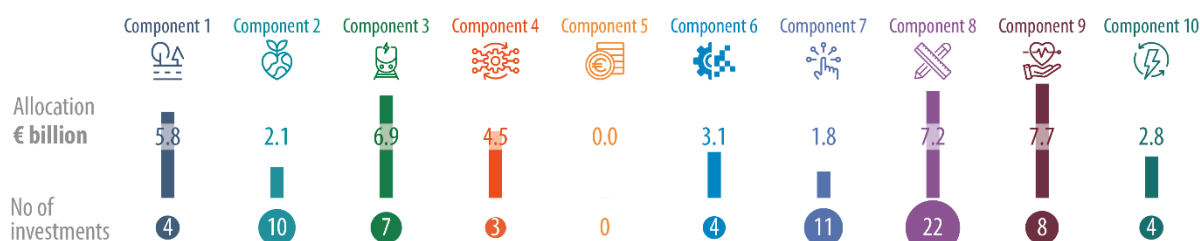
	Component 1	Component 2	Component 3	Component 4	Component 5	Component 6	Component 7	Component 8	Component 9	Component 10
No of reforms	2	2	2	1	2	1	5	4	2	3
COMPONENT	Reforms 'CiRj'									
	NB: The letter C stands for 'component', the letter R for 'reform' (i ranges from 1 to 10, j ranges from 1 to 5)									
COMPONENT 1	C1.R1 – Housing policy									
	C1.R2 – Revised thermal regulations for new buildings ('RE2020')									
	C2.R1 – Climate and resilience law									

COMPONENT 2	C2.R2 – Law on circular economy
COMPONENT 3	C3.R1 – Mobility law ('loi d'orientation des mobilités')
	C3.R2 – Green budgeting
COMPONENT 4	C4.R1 – Governance of the 'Programme d'investissements d'avenir' (PIA)
COMPONENT 5	C5.R1 – Law on acceleration and simplification of public action ('loi d'accélération et de simplification de l'action publique', 'loi ASAP')
	C5.R2 – Contribution of enterprises to economic, social and environmental transformations in the context of the recovery
COMPONENT 6	C6.R1 – Structural aspects of the Research Programming Law
COMPONENT 7	C7.R1 – Law on differentiation, decentralisation, deconcentration and on various measures to simplify local public action ('loi 3DS')
	C7.R2 – Organic law on the simplification of experiments carried out on the basis of Article 72(4) of the Constitution
	C7.R3 – Transformation of the civil service
	C7.R4 – Governance of public finances
	C7.R5 – Quality assessment of public expenditure
COMPONENT 8	C8.R1 – Provision of services by the unemployment agency ('Pôle emploi')
	C8.R2 – Adaptation of short-time work schemes
	C8.R3 – Health and safety at work
	C8.R4 – Reform of the unemployment insurance scheme
COMPONENT 9	C9.R1 – National strategy for the transformation of the health system
	C9.R2 – Setting up of a new social security scheme covering the risk of autonomy loss
COMPONENT 10	C10.R1 – Law on the acceleration of renewable energy production
	C10.R2 – Setting up the General Secretariat for Ecological Planning
	C10.R3 – Energy sobriety plan

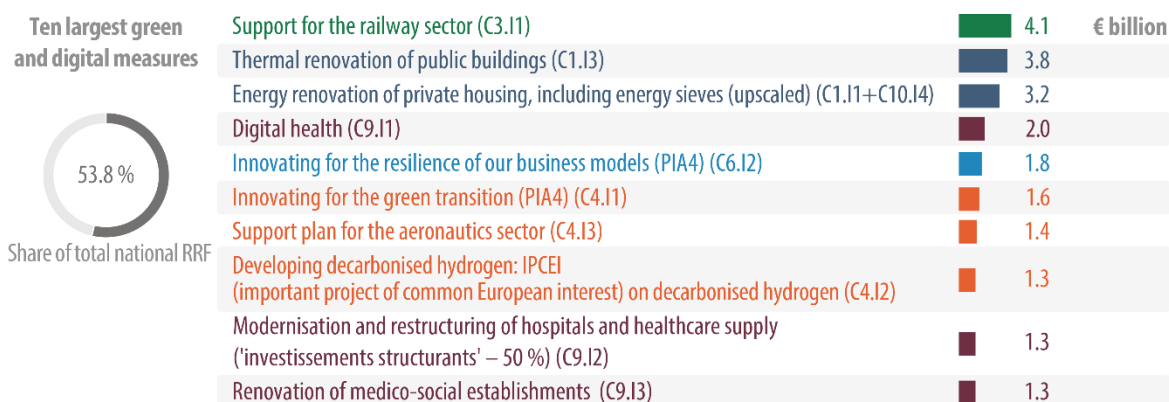
Investment

In total, the NRRP support 73 investment measures. However, this section refers only to those with a green and/or a digital dimension (60), as the NRRP's updated version does not make it possible to identify the breakdown of RRF resources for the other investments. The amounts for these investments range from €2.9 million for the setting up of a national suicide prevention hotline, to €4.1 billion to support the railway sector. Component 5, dedicated to support for businesses, is the only one that does not include any investments. The top 10 investments with a green and/or digital dimension represent 54 % of the total EU financial contribution to the plan (see Table 2).

Table 2 – Largest investments with a green and/or digital dimension to be supported under each component of France's NRRP



COMPONENT	Three largest green and/or a digital investments (in decreasing order – EU funding)
Component 1 (C1): buildings renovation	C1.I3. Thermal renovation of public buildings (€3.8 billion) C1.I1. Energy renovation of private buildings ('MaPrime Rénov') (€1.4 billion) C1.I2. Energy renovation and major rehabilitation of social housing (€0.5 billion)
Component 2 (C2): ecology and biodiversity	C2.I2. Urban densification: sustainable construction (€0.35 billion) C2.I1. Decarbonisation of industry (€0.3 billion) C2.I3. Urban densification: brownfields (€0.26 billion)
Component 3 (C3): infrastructure and green mobility	C3.I1. Support for railway sector (€4.14 billion) C3.I3. Daily mobility: development of public transport (€0.9 billion) C3.I2. Support for the purchase of clean vehicles: eco-bonus for light vehicles (€0.885 billion)
Component 4 (C4): green energies and technologies	C4.I1. Innovating for the green transition (PIA4) (€1.55 billion) C4.I3. Support plan for the aeronautics sector. Support for R&D (€1.37 billion) C4.I2. Developing decarbonised hydrogen: IPCEI (important project of common European interest) on decarbonised hydrogen (€1.275 billion)
Component 5 (C5): business support	<i>No investment in C5.</i>
Component 6 (C6): technological sovereignty and resilience	C6.I2. Innovating for the resilience of our business models (PIA4) (€1.8 billion) C6.I3. Support for innovative businesses ('Plan d'investissement d'avenir 4') (€0.45 billion) C6.I4. Space sector (€0.236 billion)
Component 7 (C7): digitalisation of State, territories, enterprises, culture	C7.I2. Digital upgrade of the state and territories (€0.5 billion) C7.I11. Digitalisation of companies (€0.375 billion) C7.I3. Cybersecurity of state services (€0.136 billion)
Component 8 (C8): job protection, youth, disability, vocational training	C8.I21. Increase of resources for France Compétences (€0.6 billion) C8.I13. Personalised guidance towards employment and autonomy (PACEA) and youth guarantee (€0.3 billion) C8.I11. Creation of places in higher education (€0.18 billion)
Component 9 (C9): research, health and dependency, territorial cohesion	C9.I1. Digital health (€2 billion) C9.I2. Modernisation and restructuring of hospitals and healthcare supply (€1.25 billion) C9.I3. Renovation of medico-social establishments (€1.25 billion)
Component 10 (C10): REPowerEU	C10.I4. Energy renovation of private housing, including energy sieves (€1.781 billion) C10.I2. IPCEI Hydrogen (€0.651 billion) C10.I1. Fossil-free industry (€0.294 billion)



Governance

The Budget Act for 2021 ([LOI n° 2020-1721 du 29 décembre 2020 de finances pour 2021](#)) set up a national monitoring committee for France Relance to monitor the implementation of the measures in the NRRP, both in terms of budgetary spending and their effectiveness. The committee is attached to and chaired by the Prime Minister, and is composed, inter alia, of representatives of the state, financial institutions, associations of elected representatives, trade unions and trade associations ([Décret n° 2021-824 du 28 juin 2021](#)). It also includes two Members of the European Parliament and four Members of the two chambers of the French Parliament (two from the National Assembly and two from the Senate). The committee is expected to meet at least once a year, at the initiative of the Prime Minister. All the documents sent by the French government to the monitoring committee should be forwarded to the National Assembly and to the Senate, for information. Every year, the committee should draft a report on the implementation of France Relance, which should also be sent for information to the Presidents of the National Assembly and the Senate.

At national level, the implementation and monitoring of France Relance is led by the [Ministry of Economy, Finances and Recovery](#) (Ministère de l'Économie, des Finances et de la Relance); for the NRRP, the Ministry cooperates with the General Secretariat for European Affairs (the inter-ministerial coordination body for European affairs (Secrétariat général des affaires européennes, [SGAE](#)), under the Prime Minister's authority). The SGAE coordinates national administrations that are implementing the NRRP. Furthermore, a specific body, the General Secretariat for the Recovery Plan (Secrétariat général du plan de relance), under the authority of the Prime Minister and the Minister of Economy, Finances and Recovery, was set up to monitor the implementation of the measures in France Relance, in cooperation with the heads of the ministries involved and state representatives at regional level (préfets de région). At local level, state representatives (préfets de région and préfets de département) are in charge of implementing France Relance and the NRRP. They are assisted by deputy prefects in charge of the recovery (sous-préfets à la relance), who were appointed specifically to monitor the implementation of France Relance and the NRRP.

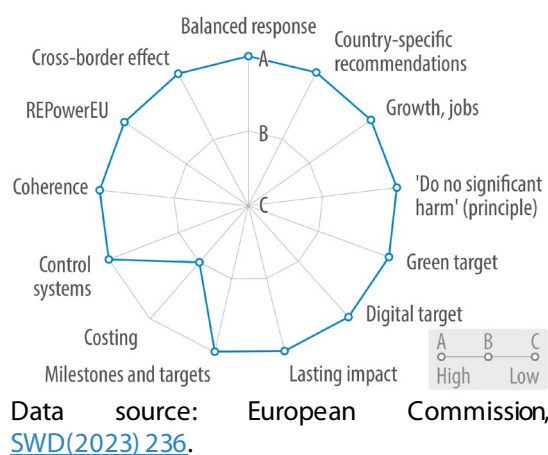
The [annex](#) to the initial [operational arrangements](#) between the Commission and France, signed in November 2021, further specified the administrative entities that are responsible for reporting and implementation, as well as the verification mechanisms put in place, for each milestone and target. In July 2023, France and the Commission agreed on an [update](#) of the operational arrangements, taking into account the amending Council implementing decision.

The [CiCC](#) (Commission interministérielle de coordination des contrôles), the audit authority for EU funds in France, is the national audit and control coordinator for the NRRP; the CiCC also aims to prevent and impose sanctions on fraud. In addition, audit and control authorities are responsible for avoiding double funding (ensuring that no activity is funded twice by the EU budget, e.g. the RFF and cohesion policy). [MICAF](#) (Mission interministérielle de coordination anti-fraude) will facilitate cooperation with the European Anti-Fraud Office, OLAF. The [first report](#) drafted by the evaluation committee of France Relance was published in October 2021; the [second one](#) in December 2022; and the [final evaluation report](#) on 16 January 2024. These reports assess the entire France Relance

plan, and not specifically the RRF-financed part. France also published a [list](#) of the 100 final recipients of the highest amount of funding for the implementation of measures under the RRF.

Commission assessment

Figure 2 – Commission ratings by criteria



On 23 June 2021, the Commission [positively assessed](#) the initial French NRRP and [proposed](#) that the Council approve it. The Commission reached the same conclusion in its June 2023 [assessment](#) of the modified plan. The Commission considers that the updated French NRRP is expected to represent a comprehensive and adequately balanced response to the economic and social situation, thereby contributing appropriately to all six RRF pillars (green transition; digital transformation; smart, sustainable and inclusive growth; social and territorial cohesion; health, and economic, social and institutional resilience; and policies for the next generation) (**criterion No 1**). Furthermore, the Commission is of the opinion that the modified plan is expected to contribute to

effectively addressing all or a significant subset of challenges identified in the CSRs, or challenges in other relevant documents adopted by the Commission under the European Semester (**criterion No 2**). For the Commission, the proposed modifications to the French NRRP do not have an impact on the previous assessment that the NRRP will have a high impact on France's growth potential, job creation level and resilience (**criterion No 3**). Based on model simulations using the [QUEST](#) model developed and maintained by the Commission, implementation of NGEU in France (RRF funding represents around 90 % of NGEU funding) could lead to a moderate increase of GDP of between 0.6 % and 1.0 % by 2024 and create up to 157 000 additional jobs.³ The potential positive impact of structural reforms is not taken into account in the model. The Commission also stressed that none of the measures enshrined in the modified NRRP is expected to do significant harm to environmental objectives within the meaning of Article 17 of [Regulation \(EU\) 2020/852](#) (principle of 'do no significant harm') (**criterion No 4**).

Moreover, the Commission concluded that the updated plan continues to make a significant contribution to the green transition (**criterion No 5**), as more than 37 % of the NRRP's total allocation contributes to the climate target. The Commission concludes that the NRRP's contribution to **climate objectives** amounts to **49.5 % (€19.94 billion)** of the total financial contribution available to France, including the REPowerEU allocation and the transfer from the Brexit Adjustment Reserve (€40.27 billion).

In addition, the Commission concluded that the modified NRRP would make a significant contribution to the digital transition (**criterion No 6**), as **21.6 % (€8.1 billion)** of the plan's allocation (excluding the REPowerEU chapter, to which the 20 % digital target does not apply) contributes to **digital objectives**. The Commission is also of the opinion that the updated NRRP will induce structural change in public policies and have a positive long-lasting impact on the country, improving its economic, social and institutional resilience (**criterion No 7**). Furthermore, the Commission took the view that the arrangements proposed in the modified NRRP are expected to be adequate to ensure effective monitoring and implementation of the NRRP, including the envisaged timetable, milestones and targets, and the related indicators (**criterion No 8**).

The Commission concludes that the justification provided by France on the amount of the estimated total costs of the modified NRRP is to a medium extent reasonable, plausible, in line with the principle of cost efficiency, and commensurate with the expected impact (**criterion No 9**).

Furthermore, the Commission considers that the arrangements in the modified NRRP to prevent, detect and correct corruption, fraud and conflicts of interest when using the EU funds are adequate (**criterion No 10**). The Commission also took the view that the modified plan includes measures for implementing reforms and public investments that represent coherent actions (**criterion No 11**). On the REPowerEU chapter, the Commission concludes that it is expected to contribute effectively to energy security, the diversification of the EU's energy supply, an increase in the uptake of renewables, energy efficiency, an increase of energy storage capacities, and the reduction of dependence on fossil fuels before 2030 (**criterion No 12**). Finally, for the Commission, all the measures envisaged in the REPowerEU chapter are expected to have a cross-border or multi-country dimension or effect (**criterion No 13**).

As a result, for 12 out of the 13 assessment criteria set in Annex V to the RRF Regulation, the Commission attributes the highest possible rating (A) to the modified plan. **Criterion No 9** (cost justification) is the only one to receive a B (medium).

Council decision

Based on a proposal from the Commission, on 13 July 2021, the Council [adopted](#) the initial assessment of the French NRRP, as part of a [first batch of approvals](#) concerning 12 NRRPs. The [annex](#) to the implementing decision set out the reforms and investment projects included in the initial NRRP, as well as the monitoring and implementation arrangements and timetable, including milestones and targets, and indicators regarding the fulfilment of the milestones and targets. It also included the arrangements that ensure full access for the Commission to the underlying data. The Council confirmed that France was set to receive €39.4 billion in grants (in current prices).

The [June 2022](#) final calculation of the maximum RRF grant allocations, based on Article 11 of the RRF Regulation, resulted in a downward revision of France's allocation to €37.5 billion.

Following the signing of a financing agreement between the Commission and France, the Commission disbursed the [pre-financing payment](#) of €5.1 billion (13 % of France's initial financial allocation) on 19 August 2021. Further payments to France are scheduled in five instalments, on request. The release of each instalment is conditional on available funding and on a decision by the Commission that France has satisfactorily fulfilled the milestones (qualitative achievements) and targets (quantitative achievements) identified for the instalment concerned. The Commission must do so within two months of receiving France's request. If the Commission's preliminary assessment is positive, it must send its findings to the [Economic and Financial Committee](#) and ask for its opinion. Then, the Commission must assess this opinion; if it makes a positive assessment, it will adopt, under the comitology [examination procedure](#), a decision authorising the disbursement of the financial contribution. The Commission may pay the pre-financing and the instalments in one or several tranches, depending on the availability of funding. The pre-financing will be cleared over time, being proportionally deducted from subsequent payments; the final deadline for the completion of milestones and targets is 31 August 2026.

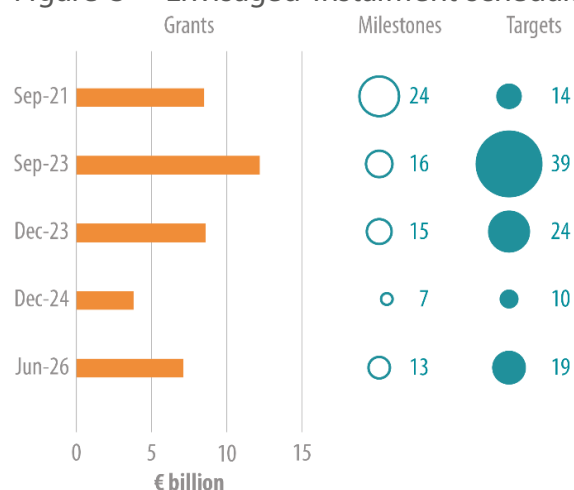
On 14 July 2023, the Council [adopted](#) the [implementing decision](#) approving the amended NRRP.

European Parliament

Following the outbreak of the pandemic, the European Parliament was a [major advocate](#) for launching a common EU recovery instrument and established the RRF as a co-legislator with the Council. Based on the RRF Regulation and the [Interinstitutional Agreement](#) (IIA) on budgetary matters, Parliament has scrutinised the Commission's work in assessing national plans. Within Parliament, the [Conference of Presidents](#) has established a standing working group on the scrutiny of the RRF, comprising 27 full and 14 substitute Members from the Committee on Budgets (BUDG) and the Committee on Economic and Monetary Affairs (ECON). This working group prepares and follows up on the recovery and resilience dialogue that Parliament holds every two months with Commission representatives. In addition, the IIA provides for dedicated interinstitutional meetings

between Parliament, the Council and the Commission on implementing the broader NGEU recovery instrument. These meetings are organised *in camera* and are to take place at least three times a year. Through the [discharge procedure](#), Parliament also ensures democratic scrutiny of how NGEU resources are spent.

Figure 3 – Envisaged instalment schedule



Data source: [Revised annex](#) to the amending Council implementing decision, 2023.

Milestones and targets

The initial French NRRP included a set of 175 milestones and targets. The [amended NRRP](#) includes **181 milestones and targets** (75 milestones and 106 targets).

The annex to the operational arrangement between the Commission and France, updated in July 2023, further specifies the verification mechanism for each milestone and target.

So far, France has received **€23.4 billion** (58% of the resources) (see the annex to this briefing). France submitted the [third payment request](#) (€7.5 billion) on 17 January 2024. It is linked to the achievement of 15 milestones (e.g. provision of a report providing evidence of completion of six actions to reinforce the

digital equipment of the Ministry of Interior) and 24 targets (e.g. the purchase of 4 800 electric and plug-in hybrid vehicles for the Ministry of the Interior and the Ministry of Justice).

Views of French stakeholders

As explained earlier in the briefing, the French NRRP is a sub-part of the wider France Relance plan. The public debate therefore mostly concerns France Relance, rather than the NRRP specifically.

The Haut conseil pour le climat (HCC) (an independent body in charge of assessing the government's climate strategy) [stressed](#) that France Relance has the potential to place France on the path towards carbon neutrality. However, the HCC regretted that the assessment of the impact on greenhouse gas emissions of some measures included in the plan was not accurate, that support for employment and training in the low-carbon economy sector is too weak, and that 'sobriety' (i.e. moderate consumption) is not promoted as it should have been, since it is one of the two main levers identified in the national low-carbon strategy ('[stratégie nationale bas-carbone](#)') to decarbonise France.

Medef, the leading network of entrepreneurs in France, [welcomed](#) France Relance and the fact that it is focused on transforming the economy and on investing in key technologies. Medef particularly underlined its support for the building of European industrial alliances. However, it stressed that the plan's funds need to be committed quickly to ensure a speedy recovery, and that the emergency economic measures should be kept in place for businesses that still need them. France Industrie (the organisation representing and promoting industry in France) [welcomed](#) the fact that more than one third of France Relance would be dedicated to the industrial sector. It pointed to the need to ensure that enough funding is available to bridge the investment gap, and expressed its interest in the setting up of multi-country projects concerning highly innovative technologies.

France Universités (formerly Conference of University Presidents (CPU), the association promoting the French university system and its values) [welcomed](#) the investments for renovating public buildings, creating new places in higher education and increased funding for the National Research Agency. Nevertheless, the CPU regretted that funding would not be sufficient to finance all the

renovation projects prepared by French universities. The Union des métiers et des industries de l'hôtellerie (an organisation representing restaurants, cafés, bars and nightclubs) supported the aims of France Relance, but has asked the French government to implement [additional measures](#) that would be specifically tailored to their sector, which is particularly dependent on tourism. The French Chambers of Agriculture (public bodies representing French farmers and the rural world) [welcomed](#) the agricultural part of France Relance, which meets their strategic priorities, particularly the investments concerning the supply of plant proteins and the forest sector (which are included in the NRRP). 'Les acteurs de la compétence' (an organisation representing private vocational training bodies), although recognising that it is urgent to invest massively in skills, [stressed](#) that the measures included in France Relance to train employees need to be adapted to increase their impact on companies and their staff: measures concerning 'FNE-Formation' or 'Pro A' (in component 8) are still too difficult to access, and training for employees in SMEs should be prioritised.

The submission by France of the modified NRRP followed a consultation process, involving local and regional authorities, social partners, civil society and youth organisations.

EUROPEAN PARLIAMENT SUPPORTING ANALYSIS

[Agreement on REPowerEU chapters in recovery and resilience plans](#), EPRS, February 2023.

[Economic and Budgetary Outlook for the European Union 2023](#), EPRS, January 2023.

[EU recovery instrument](#), EPRS infographic, updated weekly.

[National Recovery and Resilience Plans: Latest state of play](#), EPRS blog, last updated February 2024.

[Next Generation EU: A European instrument to counter the impact of the coronavirus pandemic](#), EPRS, 2020.

OTHER SOURCES

[France's recovery and resilience plan](#), European Commission website.

ENDNOTES

- ¹ The graphics and tables in this briefing are based mostly on data from the initial 2021 [French NRRP](#) and an April 2023 [note](#) by France on its update; the initial 2021 [Commission assessment](#) and its 2023 [update](#); and the initial 2021 [annex](#) (and its 2023 [update](#)) to the Council implementing decision. The data used reflect their source at the time of extraction; moreover, there may be discrepancies between data from different sources.
- ² On 30 June 2022, the Commission [calculated](#) the final RRF grant allocations for all Member States based on the RRF provisions, and France's new total decreased to €37.4 billion.
- ³ As explained by the Commission, due to the differences in the assumptions and methodology used, the results of this assessment cannot be directly compared to the numbers mentioned by the French authorities in France's NRRP.

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Fourth edition. The 'NGEU delivery' briefings are updated at key stages throughout the lifecycle of the plans.

Annex – Payments received by France so far

Table 3 provides an overview of the payments France has received so far.

Table 3 – France's NRRP: Payments as of May 2023

Grants or loans	Payment	Date	Net resources (€million)	Share of total
Grants	Pre-financing	19.8.2021	€5.1 billion	13 %
	First instalment	4.3.2022	€7.4 billion	18 %
	REPowerEU pre-financing	7.12.2023	€0.56 billion	1 %
	Second instalment	23.12.2023	€10.3 billion	26 %
	Total grants paid so far		€23.36 billion	58 %

Source: EPRS, based on European Commission data.

On 19 August 2021, France received €5.1 billion (13 % of its initial financial allocation) in pre-financing.

On 29 November 2021, the Commission received France's [first request for payment](#), amounting to €7.4 billion (net of pre-financing, i.e. adjusted proportionally compared to the €8.5 billion mentioned in the Council implementing decision, to take into account the disbursement of pre-financing in August 2021). The first instalment was linked to the fulfilment of **24 milestones and 14 targets**, covering reforms in public finance, housing, mobility, unemployment insurance, skills, and health, as well as France's audit and control system for RRF implementation. Several targets were linked to investment in the energy renovation of buildings, decarbonisation of industry, clean vehicles, research, youth employment and education. On 26 January 2022, the Commission endorsed a [positive preliminary assessment](#) of France's first payment request. Following the positive opinion by the Economic and Financial Committee, the Commission disbursed the first payment to France on 4 March 2022 (€7.4 billion, net of pre-financing).

On 31 July 2023, France submitted the second payment request. The second instalment was linked to the fulfilment of **16 milestones and 39 targets**. Milestones included for instance the entry into force of the revised thermal regulation of new buildings ('RE2020') that strengthens thermal criteria and introduces environmental ones to improve the energy sobriety and the carbon impact of new buildings, and the promulgation of the 'Climate and Resilience' Law. Targets included for example the avoidance of 5 million tonnes of CO₂ equivalent of greenhouse gas emissions compared to the 'before investment' situation of projects to decarbonise the French industrial sector and the support of at least 700 projects implemented by local authorities, associations and other authorities managing natural in the area of biodiversity protection and restoration.

On 17 November 2023, the Commission made a [positive preliminary assessment](#) of the satisfactory fulfilment of all relevant milestones and targets. Following the positive opinion by the Economic and Financial Committee, the Commission [disbursed](#) the second payment to France on 22 December 2023 (€10.3 billion, net of pre-financing).

On 17 January 2024, France submitted the [third payment request](#) (€7.5 billion).