



Member State Report France

DATA & STATISTICS

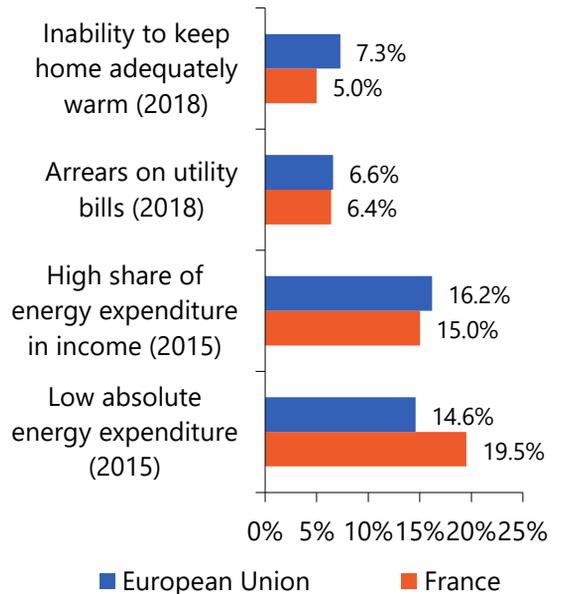
This Member State Report of the EU Energy Poverty Observatory (EPOV) provides an overview of the energy poverty situation in France at a glance. With key indicators, policies, and publications, it offers an understanding of the key aspects of energy poverty in France.

France has a higher performance than the EU average on the population-reported indicators. In 2018, 5.0% of the French people reported that they were unable to keep the home adequately warm while the corresponding EU average is 7.3%. Similarly for 2018, 6.4% of the population was unable to pay their utility bills on time due to financial difficulties, while the respective EU average is 6.6%.

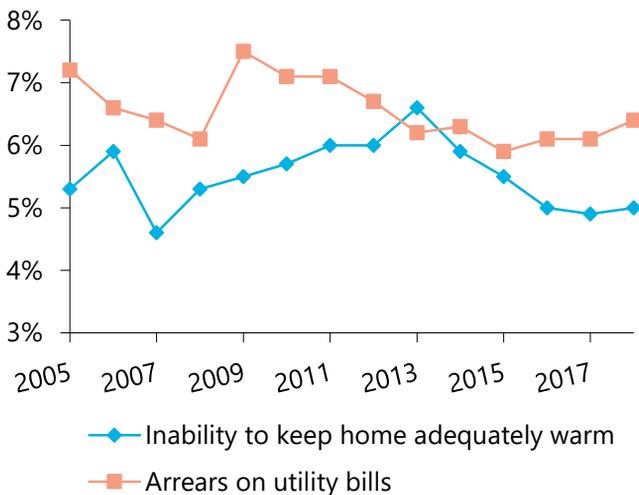
France's performance in the expenditure-based indicators is mixed compared to the EU average. The share of households that spend more than twice the median share of their income on energy expenditure is 15.0% which is lower than the EU average. These households are likely to live in a dwelling with poor thermal and energy efficiency.

Conversely, at 19.5% France has a significantly higher number of households that spend less than half of the median value. These households might restrict their energy spending below what is necessary to meet their needs.

Performance relative to EU average*



Performance over time*



In France, the percentage of households that are unable to keep the home adequately warm stayed consistent from 5% in 2006 to 5% in 2018.

The notable increase between 2012 and 2013 may be attributed to a particularly cold winter. It slowly decreased to the level of 6% in 2017 and 2018. Meanwhile, households on arrears on utility bill follow a different trajectory and decreased slightly between 2005 and 2018 from 6% to 5%.

The notable increase in 2009 concerning the arrears on utility bills can be explained by the financial crisis. Progressive policies introduced afterwards have lowered this parameter.

About the EU Energy Poverty Observatory

The EU Energy Poverty Observatory (EPOV) is an initiative by the European Commission to help Member States in their efforts to combat energy poverty. It exists to improve the measuring, monitoring and sharing of knowledge and best practice on energy poverty. EPOV has been developed by a consortium of 13 organisations. This report was authored by Navigant.

*Population-reported indicators taken from Eurostat [here](#) and [here](#) on November 19, 2019. Expenditure-based indicators calculated by EPOV based on HBS data. Disaggregated data of population-reported indicators calculated by EPOV based on Eurostat provided data.



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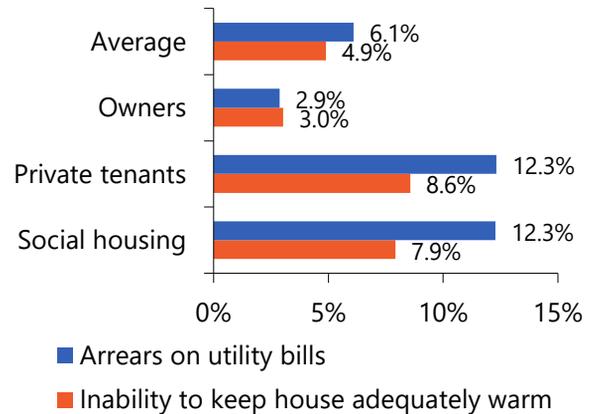
DATA & STATISTICS

The disaggregated data of the household-reported indicators suggest that energy poverty in France is highest for the social housing sector and private tenants alike in 2017, at 12.3% for inability to keep the house warm and in arrears on utility bills. 36% of the French population resides within these two categories.

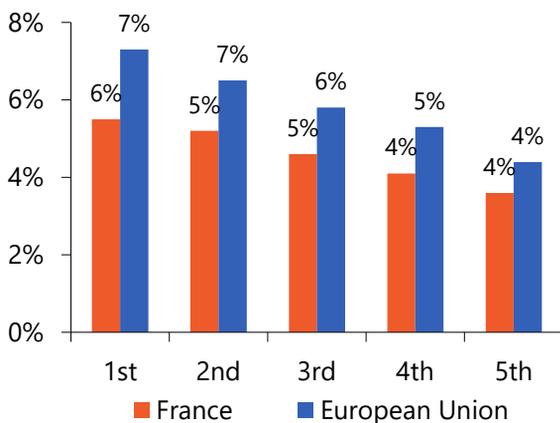
The social housing sector, which is most vulnerable for these indicators, accounts for 16% of the population in France.

The data also indicates that apartment type dwellings are the most vulnerable to these indicators, noting that 33% of the population lives in this dwelling type.

Inability to keep home warm and Arrears on utility bills disaggregated by tenure type (2017)*



Share of energy expenditure of income by quintile (2015)*

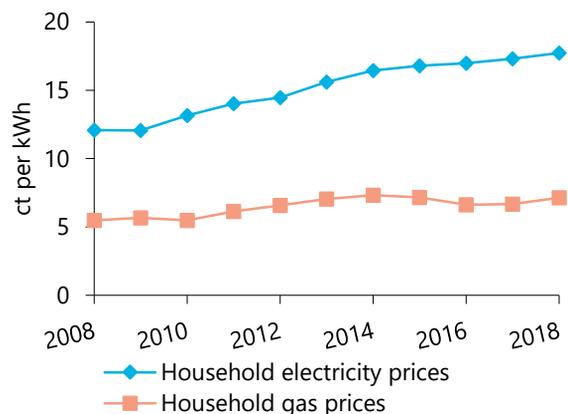


France has a lower share of energy expenditure of income by quintile than the EU average. The expenditure per quintile decreases similar to the EU quintile averages. The most notable discrepancy between French statistics and the EU average is the 1st quintile. As France has a mix of policy instruments for the poorest population to combat energy poverty, the first quintile performs well in comparison to other EU Member States. Furthermore, with a large population living in semi-detached houses, energy expenditures are relatively high when compared to the EU average, yet expenses remain high given the mild climate and overall poor energy efficiency rates of the building stock.

The household energy costs over time in France has gradually increased to reach a peak in 2018 with electricity at 17.7 €/ct/kWh and gas at 7.14 €/ct/kWh. Though the highest gas price was recorded in 2014 at 7.32 €/ct/kWh.

The electricity price increase reflects a gradual increase of energy taxation for households, although it is unclear what the main driver behind the gradually increasing electricity price is. The household gas price shows developments in accordance with international market prices. Furthermore, the gas price appears to be relatively disconnected from winter temperature fluctuations.

France household energy costs over time



*Population-reported indicators taken from Eurostat [here](#) and [here](#) on November 19, 2019. Expenditure-based indicators calculated by EPOV based on HBS data. Disaggregated data of population-reported indicators calculated by EPOV based on Eurostat provided data.



Member State Report

France

POLICIES & MEASURES

France is one of the most active countries in terms of research and policies in the field of energy poverty. Studies on energy poverty in France starting to be published in 2008, and a French Energy Poverty Observatory facilitates the defining, monitoring and measuring of energy poverty in the country.

A wide range of energy poverty policies have been implemented in France. Multiple programmes involving various stakeholders aim to improve domestic energy efficiency. A significant number of funding programmes targeting energy poor households are implemented through national, regional and local governments, such as the *Social funds for energy renovation* and the *Living Better programme*. However, private funding is also available via the *white certificate scheme* which includes a specific obligation for energy suppliers to promote energy efficiency amongst energy poor households. Moreover, there are also a number of NGOs active in the field of energy poverty; for example, the *Roofs First programme* of the Abbé Pierre Foundation aims to accelerate the availability of social housing with high energy performance.

Energy audit programmes are also implemented by different stakeholders, such as NGOs, private actors and governments, in order to provide vulnerable households with energy saving advice. There are also multiple points where households can obtain more information on energy savings. The *Local Service for Energy Intervention* aims to coordinate actions against energy poverty on a local level.

France employs disconnection protection, which prohibits energy suppliers to disconnect households during the winter period (November–March) from electricity and natural gas provision. Energy bill support is available in the form of *energy vouchers*, which replaced the social tariffs that were previously in force.

Selected measures	Type of measure	Organisation	Target groups	Start year	Result
"Living better" programme	Building insulation, Heating system	National government	Low-income households	2007	40,875 renovations were carried out in 2019
Roofs first	Building insulation	NGO	Social housing	2012	3,400 housing units were financed in 5 years
Social funds for energy management	Building insulation, Heating system, Household appliances	Regional government	Vulnerable households	2009	16 funds of this type now exist. An evaluation has found that for some funds, approximately 1 euro of subsidy generates energy savings of 8.75 euros over 10 years
White certificate scheme - Energy poverty obligation	Building insulation, Household appliances, Heating system, Energy audits, Information and awareness	Energy suppliers, Social housing, National and Local governments	Low-income households	2016	This measure puts obligations on energy suppliers that require them to promote energy efficiency measures, including specific obligations to support energy poor households
Energy voucher	Energy bill support	National government	Low-income households	2018	This voucher can be used to pay for energy bills
Winter truce	Disconnection protection	Energy suppliers, National government	No specific target group	2014	Energy suppliers are not allowed to disconnect households during the winter period (November - March) from electricity or natural gas provision. However, reductions in delivered power are allowed to a certain limit
Renovation Voucher	Building insulation, heating system	National government	Low-income households	2020	This measure provides financial support for certain types of works linked energy efficiency to low-income households.
Financial help regarding arrears on energy bills	Energy bill support	Local government	Indebted households	Unknown	A household facing an energy debt can apply for exceptional financial support from the local social service

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Member State Report France

PUBLICATIONS & ORGANISATIONS

This page gives an overview of publications on energy poverty in France and presents organisations working on energy poverty in France

Organisation

Name: French National Energy Poverty Observatory (ONPE)

Organisation type: National government

Description: ONPE monitors the social, energy, health and economic aspects of energy poverty. It aims to better define energy poverty, monitors and evaluates the energy poverty situation and provides decision-making tools to the government, national agencies, communities, energy providers, associations and professionals working in energy poverty.

Organisation

Name: RAPPEL

Organisation type: NGO

Description: At the initiative of ADEME, the Abbé Pierre Foundation and CLER - Network for the energy transition, the RAPPEL network was created in 2007 to respond to the findings and needs of professionals in the field, who were alerting to the growing number of households experiencing difficulties in accessing the energy necessary to live in dignity in their housing.

Publication

Title: [The state of poor housing in France 2017](#)

Authors: Foundation Abbé Pierre

Year: 2017

Description: The 22nd edition of the annual report on the state of poor housing of the Abbé Pierre Foundation draws the picture of a France fractured by the housing crisis. 4 million people are homeless, poorly housed or without personal accommodation. In addition to these most serious situations, 12.1 million people are affected to varying degrees by the housing crisis.

Publication

Title: [Politics, problematisation, and policy: A comparative analysis of energy poverty in England, Ireland and France](#)

Authors: Kerr, N., Gillard, R. & Middlemiss, L.

Year: 2019

Description: This article presents an analysis of three national approaches to energy poverty in Europe; England, Ireland and France. In comparing these cases, the authors show how each country defines and measures energy poverty differently and how this affects the selection and functioning of different policy solutions.

Other selected publications

- Mazet, P. (2008) [Energy poverty, a secondary problem for the poorest consumers](#) (in French)
- Plan Bâtiment Grenelle (2009) [Working group - Energy poverty report](#) (in French)
- Devalière, I. (2010) [Identification of household energy poverty and analysis of interventions](#) (in French)
- Agence Régionale de l'Environnement et des Nouvelles Énergies (2012) [Fighting against energy poverty: Analyses of initiatives and needs in Île-de-France](#) (in French)
- Dubois, U. (2012) [From targeting to implementation: The role of identification of fuel poor households](#)
- Dubois, U. (2015) [Energy poverty in urban areas. Towards an analysis in terms of vulnerability](#) (in French)
- Fondation Abbé Pierre (2017) [The state of poor housing in France 2017](#) (in French)
- Ministry of Ecological and Solidarity Transition (2017) [Thermal renovation works: important changes for households in energy poverty](#) (in French)
- Deller, D. (2018) [Energy affordability in the EU: The risks of metric driven policies](#)
- Kerr, N., Gillard, R. & Middlemiss, L. (2019) [Politics, problematisation, and policy: A comparative analysis of energy poverty in England, Ireland and France](#)

For definitions of the terms used in this report [click here](#). The EPOV website provides an extensive collection of Knowledge & Resources. [Click here](#) for more information and to contribute additional policies, publications and other resources.

This report was completed in February 2020.

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