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# **France's Roadmap** for Transitioning away from Fossil Fuels

April 2026

CLIMATE INTERMINISTERIAL TEAM

## TOWARDS A TRANSITION AWAY FROM FOSSIL FUELS: INTERNATIONAL AND EUROPEAN CONTEXT

The Paris Agreement, adopted in 2015, established the global objective of achieving worldwide climate neutrality by the second half of the 21st century. This entails massive reductions in greenhouse gas emissions, particularly given that fossil fuels account for approximately 70-75% of anthropogenic emissions, underlining the scale of the transformations required.

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At COP28 in 2023, at the end of the first cycle of the ambition of the Paris Agreement, Parties adopted, in **decision 1/CMA.5, entitled "Outcome of the first global stocktake", the need for States to achieve nationally carbon neutrality "by or around the middle of the century" (paragraph 42) and, to that end, to reduce "significantly, rapidly and sustainably greenhouse gas emissions", by "transitioning away from fossil fuels in energy systems in a just, orderly and equitable manner, accelerating action in this critical decade, so as to achieve net zero by 2050 in keeping with the science" (paragraph 28, d).**

This decision also recalls the importance of taking into account the outcomes of the first Global Stocktake (GST) in the preparation of subsequent Nationally Determined Contributions (NDCs). The NDCs constitute the contributions of the States Parties to the Paris Agreement in terms of climate change mitigation. The latest NDCs, with a 2035 time horizon, were to be submitted ahead of the COP30 in Belém, in November 2025.

In November 2025, the European Union submitted its updated NDC, targeting a - 66.25% to 72.5% emission reduction by 2035 compared with 1990 levels. This contribution is completed by a reinforcement of the European Climate Law, which sets a binding target of a 90% reduction in net emissions by 2040 compared with 1990, including the adequate contribution of high-quality and high-integrity international credits, up to 5%.

Taken together, these commitments, as well as the fulfilment of the objectives assigned to the European Union under the Kyoto Protocol, reaffirm the **European Union's** long-standing commitment to tackling climate change, which translate in a deep energy transition, and a progressive phase-out from fossil fuels. In this context, the 27 Member States aim to ensure that the European energy sector becomes largely free of fossil fuels well before 2050.

At COP30, the European Union, alongside many partners, advocated for the inclusion in the final conclusions of the conference the launch of work to develop a roadmap towards transitioning away from fossil fuels, in order to accelerate the implementation of the decision taken at the first GST in 2023. Despite broad support by a large number of countries, this decision could not be adopted by consensus.

In this context, the COP30 President announced that he would develop, in his capacity, two roadmaps: one on transitioning from fossil fuels and another one on ending deforestation by 2030, another goal agreed by GST1. In parallel, the first international conference on transitioning away from fossil fuels, co-chaired by Colombia and the Netherland is scheduled to take place in Santa Marta, Colombia from 24 to 29 April 2026.

THE FRENCH COMMITMENT TO TRANSITION AWAY FROM FOSSIL FUELS.

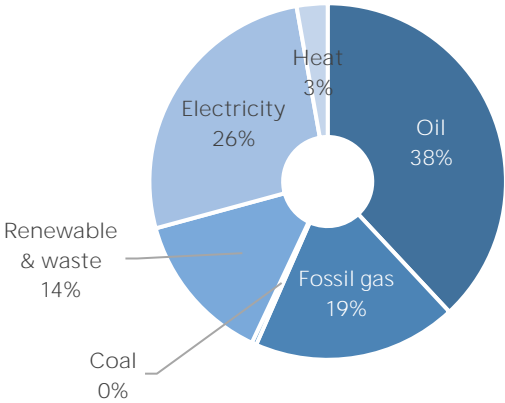
*Fossil fuels in France*

In 2023, fossil fuels accounted for less than 60% of **France’s** final energy consumption, down from 65% in 2011. However, France remains highly dependent on imported gas and oil, with over 95% of fossil fuels sourced from abroad, and accounting for about 65% of **France’s GHG emissions**. France’s energy trade deficit (the difference between energy imports and exports) ranges from €40 billion (2017) to €120 billion (2022).

The breakdown of fossil fuel consumption is as follows:

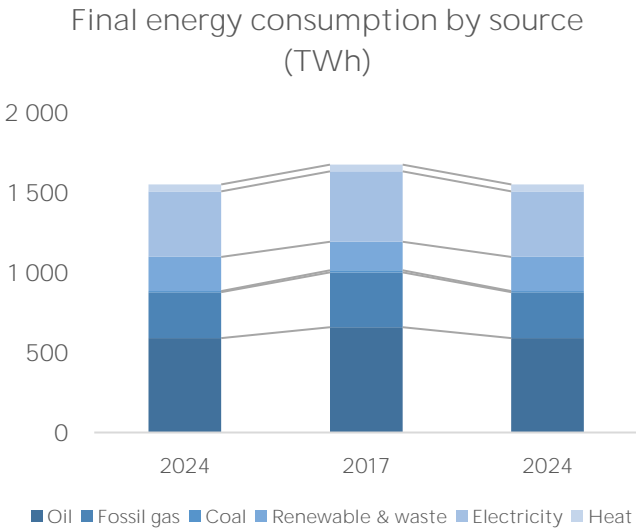
- Coal represents less than 1% of final consumption, and is mainly used for electricity generation and industry (85% of coal consumption). France does not produce coal domestically.
- Oil represents 38% of the final energy consumption in 2024. The vast majority of oil is consumed in transport (66%). France produces only 1.7% of its oil consumption, and imports more than 98%.
- Fossil gas represents 19% of final consumption in 2024. Fossil gas is mainly consumed in industry (36%), in residential and tertiary buildings (37% and 20% respectively). France imports nearly 99% of its fossil gas.

Final energy consumption by source 2024



Source : SDES, Key energy statistics, 2025

*France has been engaged since 2017 in an energy planning to transition away from fossil fuels*



Since 2017, following the adoption of its [Climate Plan](#), France has committed to a gradual phase-out of fossil fuels, mobilizing a broad range of ecological planning tools. The 2017 Climate Plan introduced a legislation to phase out hydrocarbon production in France by 2040, notably by ending the granting of new exploration permits and by not renewing existing exploitation concessions (law adopted in 2018).

## France's roadmap for transitioning away from fossil fuels

This plan has also led to a significant reduction in fossil fuel consumption in buildings which fell by 42% between 2017 and 2022. It further aimed at accelerate the electrification of the transport sector in order to reduce its dependence on oil, by setting a end-of-sale target for thermal passenger vehicles by 2040.

## ECOLOGICAL PLANNING SETS A ROADMAP FOR TRANSITIONING AWAY FROM FOSSIL FUELS Page | 4

### *Environmental planning*

In May 2022, the French President of the Republic decided to launch a national action plan based on ecological planning, an innovative methodology involving the entire government and stakeholders (including the business and civil society) to implement **France's** climate and environmental objectives. The President of the Republic assigned his Prime minister to supervise ecological planning, with the support of a General Secretariat for Ecological Planning, established for this purpose. This inter-ministerial approach ensures coherence and consistency, **of the French State's action in the energy and ecological transition.**

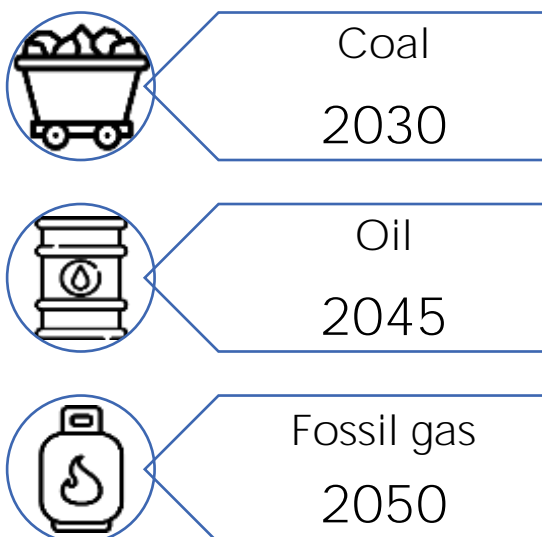
In September 2023, France published an integrated plan to address five environmental challenges:

1. Mitigation of global warming
2. Adaptation to the inevitable consequences of climate change
3. Preservation and restoration of biodiversity
4. Conservation of resources
5. Reduction of pollution that impacts health

### *The French roadmap to transitioning away from fossil fuels: the National Low Carbon Strategy (SNBC) and the Multiannual Energy Planning (PPE)*

This plan is detailed for each of the major sectors. In terms of energy and climate, it is structured as follows:

- The National Low-Carbon Strategy
- The Multiannual Energy Planning



The [National Low Carbon Strategy](#) is the roadmap for achieving France's climate goals. In particular, it sets up a 50% reduction in gross greenhouse gas emissions by 2030 compared to 1990, implying an average rate of 5% reduction in its emissions per year, in order to reach carbon neutrality (all GHGs) by 2050.

The third edition of the SNBC's objectives are to strengthen **France's energy** sovereignty and to transition away from fossil fuels. It sets end-of-consumption targets for coal by 2030, oil by 2045 and

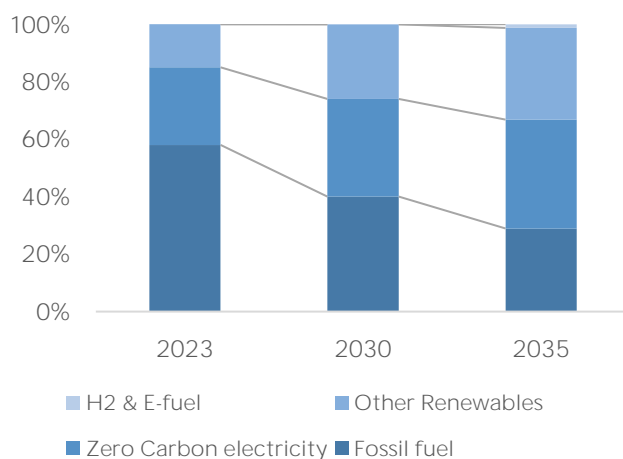
## France's roadmap for transitioning away from fossil fuels

fossil gas by 2050 for energy purposes. To this end, this strategy is broken down by sectors, and targets different milestones:

- A target of 66% of new cars sales being electric by 2030.
- A 25% increase in public transport use (bus, rail etc.) by 2030
- The decarbonization of industry through an approach involving the 50 largest French industrial sites in France
- An 85% reduction in oil-fired boilers in tertiary buildings, and a 60% reduction in the residential sector with the objective to phase out fossil oil for heating by 2035
- In the energy sector, France is setting out its objectives to phase out fossil fuels and increase decarbonized production, including renewable energy, nuclear power hydrogen, biogas and alternative fuels.

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Evolution of the share of fossil fuel in France's final energy consumption



Source: France's multiannual energy planning, 2026

The Multiannual Energy Planning (PPE) defines priorities for energy policy actions that will enable France to achieve carbon neutrality by 2050. It sets quantified targets in the fields of energy consumption and production for the next ten years. Published in February 2026, it details the concrete steps to transition away from fossil fuels. It sets the goal of going from about 60% fossil fuels in final energy consumption in 2023 to 40% in 2030 and 30% in 2035, in order to reach carbon neutrality in 2050.

In details:

- To phase out coal by 2030, it plans to close the last two coal-fired power plants by 2027.
- To reduce oil consumption, it provides for a large-scale electrification of transport, in line with the European targets for reducing CO2 emissions from new light-duty vehicles, the development of charging stations, but also the electrification of heavy goods vehicles and buses.
- To reduce fossil gas consumption, it plans to develop alternative heating methods, such as heat pumps, or to improve energy efficiency through building renovation.

The PPE also plans to significantly increase the production of decarbonized energy to **guarantee France's energy sovereignty**. The PPE provides in particular for:

- The launch of a program to build new EPR 2 reactors and the improvement of the availability of the existing fleet whose lifespan will be extended.
- A goal of reaching 15GW of installed offshore wind power in 2035, a fifteen-fold increase compared to 2017.

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- The addition of 1.3 GW of installed onshore wind power each year.
- The threefold increase in installed solar photovoltaic capacity by 2035.
- An increase of 2.8 GW in installed hydropower capacity, including pumped-storage power plant.
- The deployment of up to 8 GW of electrolyzers by 2035 to produce hydrogen.
- The sixfold increase in biomethane production by 2035.
- A doubling of biofuel consumption by 2035.
- A doubling of renewable heat production and recovery to replace fossil fuels.

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The PPE is accompanied by a broad investment plan in the electricity grid to adapt the network to new challenges, including the integration of storage capacities, the management of intermittency and the emergence of new electricity end-uses (data centers, heat pumps, e- mobility).

### *Electrification plan: France further accelerates the transition away from fossil fuels*

The success of the PPE3 is also based on a massive electrification of end-uses, with an estimated domestic electricity consumption of 618 TWh in 2035 (about +30% compared to current level) according to the central scenario of the public consultation launched in April 2025.

The National Plan for the Electrification of End-Uses has been presented by the Prime minister on April 23rd, 2026. This plan includes 22 measures and targets the sectors that are currently the most reliant on fossil fuels: transport, buildings, industry and small-scale manufacturing. These measures **aimed at accelerating the reduction of France's dependence on hydrocarbons** and in particular:

#### In residential and commercial buildings:

- by the end of 2026, it will no longer be possible to install gas boilers in new buildings. At the same time, public aid for private individuals will further support the replacement of gas and fuel oil boilers by heat pumps.
- Two million social housing units will have to phase out gas by 2050.
- 100 local areas **will be selected to commit to a "zero gas" trajectory by 2030, with governmental support.**
- The installation of 1 million heat pumps per year by 2030. This increase in power should make it possible to lower heating costs, while supporting a French industrial sector.

Overall, 85 terawatt-hours of gas are expected to be replaced by energy produced in France by 2030, equivalent to 20% of French gas imports.

#### In transport sector:

- The Government has set a target that two out of three new cars will be electric by 2030.
- This strategy is accompanied by an industrial objective: French manufacturers will have to reach 400,000 electric vehicles produced per year from 2027, then 1 million by 2030. Five years ago, no electric cars or batteries were produced in France. The

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aim is to ensure that reduced dependence on oil does not translate into new dependence into new dependence on imported vehicles.

- For modest households, social EV leasing (cars with moderate monthly payments) will resume in June with 50,000 additional electric vehicles. A new system is also planned for key the middle-class workers, including home care workers, caregivers, nurses, craftsmen, employees and public servants, with 50,000 additional subsidized electric vehicles from 2026.

The announced measures also concern economic activity. For companies, especially small and medium-sized enterprises (SMEs), the Government is introducing a support scheme **dedicated to commercial vehicles and heavy goods vehicles, up to €100,000 per vehicle.**

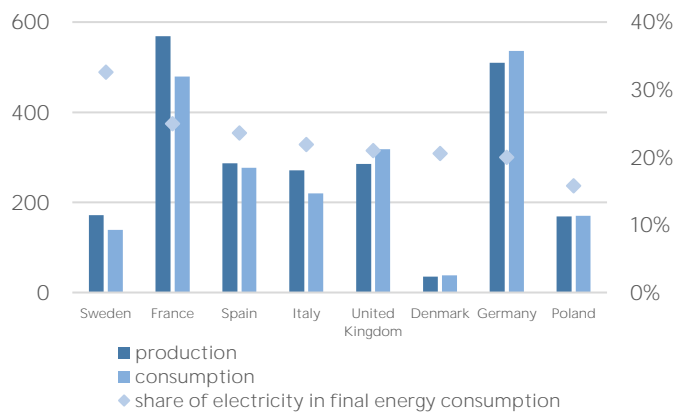
The government also aims to accelerate the decarbonization of large industrial and agri-food sites. Artisans and retailers are also supported for electrification of work equipment, such as ovens, roasters, and other professional equipment, supported through dedicated schemes.

### France, the largest European electric producer

France is a European leading electricity producer. The electrification of end-uses is a key priority to transition away fossil fuels, while ensuring the security of energy supply and strengthening national sovereignty. France is the leading European producer of electricity, and already has a largely decarbonized electricity mix, with 95% of the electricity production coming from renewable and nuclear sources in 2024.

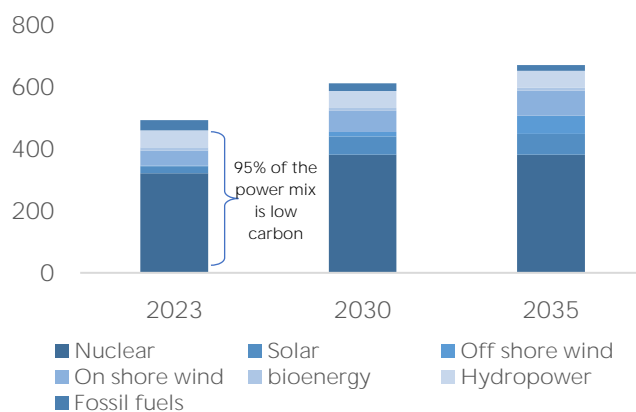
In 2023 and 2024, France exported about 20% of its total electricity production, helping reduce the energy bill: these exports generated €4 billion in 2023 and more than €5 billion in 2024. The development of significant electricity production on a carbon-free electricity mix at competitive prices places France among the pioneers of the gradual phase-out of fossil fuels in Europe.

Electricity production & electrification rate in selected european countries



Source: International Energy Agency

Projected evolution of France's power mix



Source: France' multiannual energy planning, 2026

## FRANCE'S INTERNATIONAL ACTION TO SUPPORT THE TRANSITION AWAY FROM FOSSIL FUELS

Globally, coal remains the largest source of greenhouse gas emissions, accounting for nearly 45% of emissions from fuel combustion, and representing 28% of energy consumption. Oil is the main fossil energy used globally, representing 30% of consumption and about 33% of energy-related emissions. Fossil gas accounts for approximately 23% of energy consumption, and 22% of energy-related emissions. As a consequence, France has made coal phase-out a priority of its climate diplomacy over the last 10 years, as reaffirmed by the Presidential Council for International Partnerships of 2025. Since 2017, France has been engaged in dialogues and partnership to share its experience on the transition away from fossil fuels, in order to accelerate the implementation of the Paris Agreement

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### *Just Energy Transition Partnerships (JETPs)*

The JETPs aim to support emerging and developing countries that are highly dependent on the most emitting fossil fuels (coal, heavy fuel oil) in accelerating their energy transition. The first JETP was launched with South Africa at COP26 (2021). Three others followed: Indonesia (2022), Vietnam (2022) and Senegal (2023). These partnerships combine public funding provided by the International Partners Group (IPG, i.e. the G7 excluding the USA, which withdrew in early 2025), an alignment of financing from other non-IGP countries (in South Africa) and commitments of private investments in Vietnam and Indonesia, through the Glasgow Financial Alliance for Net Zero (GFANZ).

The first JETP, launched with South Africa in 2022 at COP26 in Glasgow, aims to accelerate the decarbonization of the South African economy, with a focus on the electricity system, to help the country achieve the most ambitious emissions target set out in its Nationally Determined Contribution (NDC). The amounts mobilized by the partners total \$12.8 billion, of which \$8.7 billion was committed by an initial group of donors - the United Kingdom (lead), France, Germany and the EU - joined in 2023 by Denmark and the Netherlands. **The partnership is part of the country's broader strategy to help avoid between 1 and 1.5 gigatons of GHG emissions over the next 20 years, while supporting South Africa in moving away from coal and accelerating its transition towards a low-emissions and climate-resilient economy.**

Three more JET-P have been launched since then:

- **With Indonesia, in 2022:** this partnership aims to bring forward the projected peak of total emissions from the electricity sector to 2030; cap electricity sector emissions to 290 MtCO<sub>2</sub> in 2030 (well below the reference value of 357 MtCO<sub>2</sub>); and set a target of achieving carbon neutrality in the electricity sector by 2050, ten years earlier than initially planned. To reach these objectives, the IPG has committed to mobilizing \$21.8 billion over 3 to 5 years (\$11.8 billion by public donors and \$10 billion in private finance mobilized by GFANZ).
- **With Senegal, in 2023:** international partners have committed to support Senegal's energy transition with €2.5 billion over 3 to 5 years. As part of the partnership, Senegal has committed to strengthening its climate ambition, through the

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accelerated deployment of renewable energies, with a target of 40% renewables in the electricity mix by 2030; the publication of a long-term strategy (LTS); the adoption of an updated NDC.

- With Vietnam in 2022: the JETP seeks to support Vietnam in pursuing a number of ambitious new goals, including bringing forward the projected peak of national greenhouse gas emissions from 2035 to 2030; reducing maximum annual emissions from the electricity sector by 30% (from 240 to 170 MTCO<sub>2</sub>); limiting maximum coal-fired power capacity to 30.2 gigawatts (compared with the 37 gigawatts projected at the time of the signature); and accelerating the development of renewables, so that they account for at least 47% of the electricity mix by 2030 (36% projected at the time of signature). The partners have committed to raising \$15.5 billion over 3 to 5 years, half of which provided by public donors and the other half by the private sector through GFANZ (*Glasgow Financial Alliance for Net Zero*).

Under these partnerships, France has committed to mobilizing a total of €2.5 billion (Indonesia 500Mn, Vietnam 500Mn, South Africa 1bn, Senegal 530Mn). 1.7 billion has already been granted (73% of the overall pledge).



*The Coal Transition Commission (CTA)*

Global demand for coal continues to rise and reached a record level in 2024, with 8.7 billion tons. Yet, according to the International Energy Agency (IEA), meeting the Paris Agreement would decommissioning nearly 100GW of coal capacity each year.

In this context, France co-chairs with Indonesia the Coal Transition Commission, launched at COP28 in Dubai in 2023. This Commission, which brings together a broad range of stakeholders (governments, public and private financial institutions, think tanks, etc.) aims to propose solutions to accelerate the transition of the existing coal fleet, including by

## France 's roadmap for transitioning away from fossil fuels

speeding up the repurposing of coal assets towards the production of clean energy. This work complements the implementation of the Just Energy Transition Partnership (JETP).

Three reports have been published since 2024:

- ["Accelerating coal-to-clean energy transitions: recommendations from the Coal Transition Commission"](#) in 2024;
- Two technical reports in 2025: ["Growing the Pipeline of Coal-to- Clean Projects"](#) and ["From Flex to Phase-out"](#).

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### *Coalitions on the transition away from Fossil fuels (BOGA and PPCA)*

France has been a member of the Powering Past Coal Alliance (PPCA) since its inception in 2017 at COP23. The PPCA is a coalition co-chaired by the United Kingdom and Canada, which brings together 65 national governments, 52 subnational governments and 66 companies and financial institutions committed to accelerating the global phase-out of coal-fired power plants.

France is also a founding member of the Beyond Oil & Gas Alliance (BOGA), a 24-member coalition launched at COP26 in 2021, supporting the transition away from oil and gas **through political dialogue and technical assistance. This coalition also operates the "BOGA Fund" endowed with \$20 million** to support developing-country governments in initiating work (technical, institutional, financial) on the transition away from fossil fuels. Five country programs have already been launched with Kenya, Colombia, Barbados, Brazil and Nigeria.

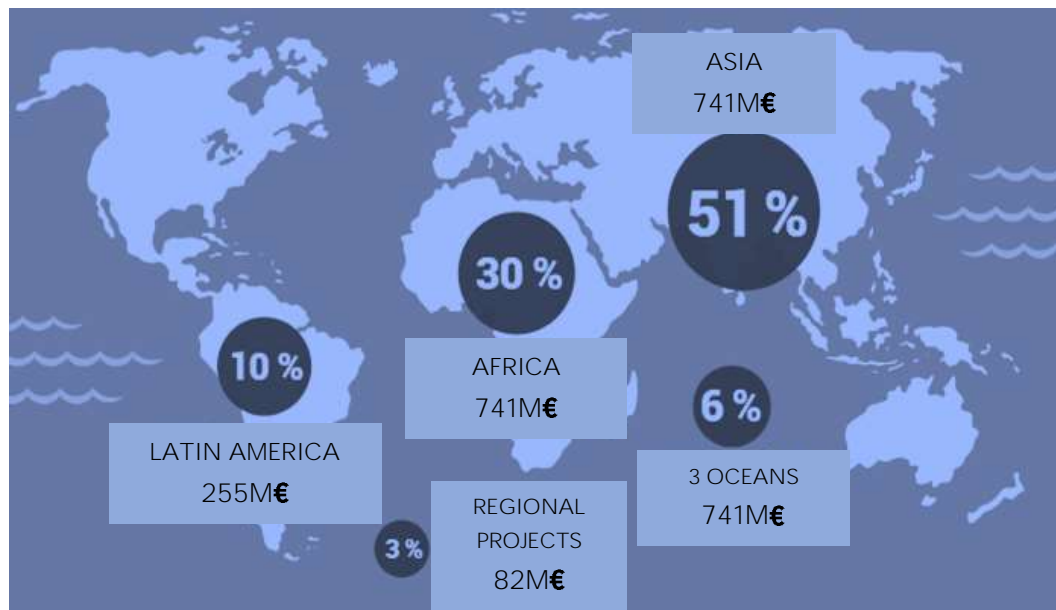
### *France's climate finance in support of the transition away from fossil fuels*

France's climate finance strongly supports the transition away from fossil fuels in developing countries.

It takes two main forms:

- Bilateral funding, which represents nearly 90% of our commitments: this funding mainly consists of projects or programs financed by the *French Development Agency (AFD)* in countries or regions.
- Multilateral contributions to vertical funds such as the Green Climate Fund (GCF) or the Global Environment Facility (GEF), which represents around 10% of the French funding.

Since 2019, AFD has excluded from its financing portfolio projects involving the exploration, production or transformation of fossil fuels, as well as the construction, extension or refurbishment of power plants generating electricity or heat from fossil fuels, including natural gas. Exceptions have been put in place for gas only to support certain activities, subject to limited, clearly defined circumstances, and consistent with a 1.5°C pathway and the objectives of the Paris Agreement. At COP26 in 2021, France pledged to end all international public financing, by the end of 2022, for fossil fuel energy projects, which are not equipped with greenhouse gas abatement devices.



Source : Agence Française de Développement

In 2024, AFD invested about **€2.5 billion** in support of the energy transition across more than 85 projects:

- About 50% is dedicated to the development of decarbonised energy systems, mainly through investments in grids and renewable energy deployment.
- 25% supports energy planning and public policies promoting the energy transition.

In addition, AFD supports initiatives aimed at aligning financial flows in favor of the energy transition. For example, in Colombia, AFD is supporting the Bancoldex Public Bank in scaling up financing for climate, biodiversity, and gender equality, improving its environmental, social and climate risk management system, increasing the volume of green loans and improving transparent reporting on climate and nature co-benefits, and developing methodologies to assess alignment with the Paris Agreement.

France contributes to several climate and environmental vertical funds, many of which were established by the successive COPs to support developing countries in their transitions. On energy, the Green Climate Fund, the Global Environment Facility and the Climate Investment Funds (CIF) have financed the installation of 65.9 GW of decarbonized power generation capacity, one quarter in Africa, of which 34.17 GW are already installed.

*Public export support in the international transition away from fossil fuels: mobilizing French expertise to advance the transition, while strengthening French sectors*

France's public export support seeks to strengthen the international competitiveness and positioning of French companies, while encouraging them to maintain/expand a significant footprint in France (requirements on the French share). Since COP21, this objective has progressively been complemented by aligning the French export policy with its national climate objectives. In 2021, France adopted a climate plan for export financing, whose recommendations have since been implemented.

Two main orientations guide the climate strategy with regard to export finance:

France 's roadmap for transitioning away from fossil fuels

- i) Introducing incentives for **projects that contribute to the European Union's** climate and environmental objectives and are recognised under the European Taxonomy;
- ii) Ending support for fossil fuels: effective from 1 July 2023 across the full fossil value chain, with limited exceptions for gas-fired power plants provided that **they improve the recipient country's energy mix.**

These developments have been coordinated both at European level (Conclusions of the Council of the European Union of 15 March 2022) and through broader coalitions supporting the same agenda. .

- The Export Finance for the Future (E3F) coalition, launched in 2021 together with six partner countries with the aim of affirming both their willingness to (i) significantly increase support for sustainable and climate-friendly projects and (ii) impose restrictions on fossil fuel projects abroad. It now brings together 11 countries: Austria, Belgium, Denmark, France, Finland, Germany, Italy, Netherlands, Spain, Sweden, United Kingdom. Each year, the coalition publishes a transparency report detailing the energy sector transactions carried out by its members in a spirit of accountability.
- At COP26, France joined the Clean Energy Transition Partnership alongside 34 other countries, committing to end all international public funding for activities related to oil and gas exploration, production, storage, transportation and refining, as well as thermal power generation projects not equipped with greenhouse gas mitigation measures.
- Bpifrance Assurance Export is expected to announce in early May that it will join the Net Zero Export Credit Agencies Alliance (NZECA) as a permanent member. This alliance brings together export credit agencies committed to achieving carbon neutrality in 2050.

The main tools of official export support are the following (non-exhaustive list):

- Credit insurance: Bpifrance Assurance Export (BPI AE) offers guarantees, allowing French companies to position themselves on international tenders of significant amounts and/or risky projects (i.e. market failures). These projects are subject to rigorous environmental and social due diligence and are aligned with the highest international standards (Ecuador Principles, OECD Common Approaches).

Since 2015, BPI AE has guaranteed €3.1 billion in projects relating to renewable energy and electricity infrastructure, and €4.6 billion in low-emission rail transport. Example: monorail in the Dominican Republic provided by Alstom.

- Treasury loans: financial instruments between the French State and a foreign State (public counterpart), designed to finance infrastructure projects with a strong French component. They are available in concessional loans, for (non-profitable) official development assistance projects, and direct loans on market terms.

Examples:

- Financing of solar streetlights in Togo, with Sunna Design

## France 's roadmap for transitioning away from fossil fuels

– Financing the strengthening of the electricity transmission network in Kenya with GE Vernova (project co-financed with AFD)

- FASEP: Available to all types of companies, and primarily SMEs, FASEP is a grant (or repayable advance) for feasibility studies or projects demonstrating innovative technologies.

Example: Feasibility study for a hydropower plant in Burundi, with the company Hydronéo

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