

France - Pathfinder country for Alliance 8.7

National Acceleration Strategy to eliminate child labour, forced labour, human trafficking and modern slavery by 2030

Uniting to accelerate the fight against the exploitation of vulnerable populations in France and around the world



**National Acceleration Strategy to eliminate child labour,
forced labour, human trafficking and modern slavery**



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- The letter of intent from the French Government
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SUSTAINABLE DEVELOPMENT GOALS



Foreword

21 April, 2021, Ms. Élisabeth Borne, Minister of Labour, Employment and Economic Inclusion, Mr. Franck Riester, Minister Delegate in charge of Foreign Trade and Economic Attractiveness, and Mr. Adrien Taquet, Secretary of State in charge of Children and Families expressed their wish to the Director-General of the ILO to grant France the status of pathfinder country for Alliance 8.7 - Global Partnership against child labour, forced labour, human trafficking and modern slavery.

In accordance with the specifications described in the Guidance Notes¹ for the pathfinder countries of Alliance 8.7, after consultation of the ministries concerned, who met at the interministerial training on the 2nd of March 2021 and after consultation with the social partners who met at the Tripartite Advisory Committee for the ILO on the 5th of March 2021, the French Government appointed Ms Anousheh Karvar, Delegate of the French Government to the ILO, as the “senior civil servant responsible for leading the acceleration effort” for France, thus opening the process of drawing up, with all the stakeholders, a National Strategy to strengthen our involvement in eliminating these scourges by 2030.

1. THE CHALLENGE

By adopting the United Nations Sustainable Development Program in 2015, the international community adopted an groundbreaking roadmap and set itself 17 sustainable development goals (SDGs) to be achieved by 2030. For each of these goals, some ten operational targets have been developed. Their attainment is subject to periodic review in each UN member country and globally at the UN Economic and Social Council.

SDG no. 8, which aims to “promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”, expects that achieving target 8.7 will involve “Taking immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking, prohibit and eliminate the worst forms of child labour, including the recruitment and use of child soldiers and, by 2025 end child labour in all its forms”.

In doing so, the Sustainable Development Goals 2030 Agenda aims to end the worst forms of exploitation of the most vulnerable populations everywhere in the world.

¹ See, Guidance Note about pathfinder countries, available at:
http://msgfocus.com/files/amf_il0/workspace_43>Note_d_orientation_des_pays_pionniers_FR_3.pdf

Target 8.7's **initial challenge** assigned in 2015 is considerable. It has been accentuated, since 2020, by the economic and social effects of the coronavirus pandemic. As evidenced by global estimates of the number of victims, at the current rate of increase and without more effort, the international community will not be able to meet its 2025 target towards ending child labour and all other forms of exploitation by 2030.

1/ Thus, the data published jointly by the ILO and UNICEF last June, highlight an increase of child labour on a global scale, a first for more than 20 years². The number of children affected has risen to 160 million worldwide in 2020 - an increase of 8.4 million children under the age of 15 working, over four years. 70% of these children, or 112 million, are employed in agriculture, 20% in services and 10% in industry.

Sub-Saharan Africa has seen the largest increase in the number of children working, increasing by 16.6 million in four years. The number of children aged 5 to 11 labouring in hazardous industries having a direct effect on their physical and psychological development, their health or their access to education, also continues to grow. The idea of **hazardous work** mainly relates to work carried out in the mining or fishing sectors, or in any other activity with more than forty-three hours of work per week, making access to school almost impossible. 79 million children were still employed in this type of hazardous work at the end of 2019, which is 6.5 million more than in 2016.

With the additional economic shocks and school closures associated with COVID-19, a significant increase of this trend is expected, particularly due to the loss of jobs and income of vulnerable families. **The ILO and UNICEF fear an increase in the number of victims of child labour, estimated at an additional 9 million by the end of 2022.**

2/ Forced labour forcing people to work in degrading conditions through coercion such as debt bondage, fraudulent recruitment or abuse of vulnerability affects 24.9 million people. Of these, 16 million are exploited in the private sector, mainly in activities related to domestic work, construction or agriculture. Globally, the use of forced labour is believed to generate more than \$150 billion in illegal profit annually³.

Four million people are also said to be subjected to forced labour imposed by public authorities. This last case covers various incidences, such as certain forms of abusive prison labour or the systematic imposition of compulsory work on the population (requisition of individuals for the performance of public works or compulsory cultivation, etc.). It also includes the forms of forced labour imposed as a measure of political coercion, discrimination or as a sanction for the expression of political opinions.

² ILO, UNICEF, *Child labour: 2020 global estimates, trends and future prospects*, New York, 2021.

³ ILO, "Profits et pauvreté: l'économie du travail forcé" (*Profits and Poverty: The Economics of Forced Labour*), Genève, 2014.

3/ Human trafficking, mainly involves sexual exploitation, forced labour, domestic slavery, organ trafficking, crime and forced begging. According to the United Nations Office on Drugs and Crime (UNODC) Global Report 2020, approximately 50,000 victims of human trafficking were detected and reported by 148 countries in 2018. The UNODC says, however, that the actual number of victims of trafficking is probably much higher, given the hidden nature of this crime. Also, the number of children among detected victims of trafficking has tripled over the past 15 years and the proportion of boys has increased fivefold. Girls are mainly trafficked for the purpose of sexual exploitation, while boys are used for forced labour. According to the ILO, women and girls account for 99% of the 4.8 million victims of sexual exploitation and 58% in other sectors.

4/ According to estimates published by the ILO, in 2016, globally, 40.3 million people were victims of **modern slavery** including 24.9 million victims of forced labour and 15.4 million of forced marriage⁴, i.e. 5.4 victims of slavery per thousand people. One victim in four is a child.

In 2019, UNICEF estimated at 765 million the total number of children worldwide, made up of both girls and boys, who are victims of forced marriage.

In much smaller numbers, but equally unacceptable, women, men and minors are exploited daily in France for the purposes of prostitution or domestic slavery, forced to work, to beg or to commit crimes: in 2020 the Ministry for Labour listed 431 interventions of the labour inspectorate relating to the employment of minors, and 546 for the year 2021 at the end of June⁵. Over the past five years, in cumulative numbers and without double counting, the Ministry of Justice has recorded 35,635 cases of offenses of trafficking, undeclared work, enslavement, unfit conditions for working and accommodation, forced labour and involuntary servitude in France⁶.

In our territory, trafficking in humans mainly involves sexual exploitation, facilitated in particular by digital means⁷. However, the French Office for the Protection of Refugees and Stateless Persons (OFPRA) confirms the emergence of requests for international protection in connection with trafficking for the purpose of labour exploitation (domestic servitude/

⁴ ILO, IOM, Walk Free Foundation, *Global estimations of modern slavery: forced labour and forced marriage*, Geneva, September 2017; an update of Alliance 8.7 estimates is expected in early 2022.

⁵ Application report for the period from 1 June 2017 to 30 June 2021 presented by the Government of France relating to Convention No. 138 on the minimum age for admission to employment, the formal ratification of which was registered on 13 July 1990.

⁶ Ministry of Justice, Cassiopée statistical file, extraction of 4 April 2021.

⁷ Data from the Ministerial Statistical Service for Internal Security (SSMSI) and the survey carried out in 2020 by MIPROF and the National Observatory for Crime and Criminal Responses (ONDRP) on human trafficking in France on the “Profile of victims monitored by associations in 2019”.

modern slavery), as this form of trafficking can be combined with that for the purpose of sexual exploitation. These include men and women who say they have been coerced into forced labour either within the family or through organised networks.

Faced with this alarming observation which affects the most vulnerable populations, we are all concerned and all responsible. We must join forces, as so-called “developed” and developing countries, public and private stakeholders - governments, companies, social partners, NGOs and associations.

France must take action and synergise the action of all stakeholders to work towards the eradication of all forms of exploitation of vulnerable populations by relying on all the levers at its disposal on its national territory, in the global supply chains of its multinational companies, in its public procurement, as well as through its European and international cooperation.

2. OBJECTIVE

2.1. Fully map out our actions

Several observations have emerged from the mapping activity, that was carried out in the preparatory phase, regarding the policies pursued our public administrations, such as contributions from civil society and French companies.

France can thus take advantage of a complete legal framework, solid interministerial public policies, constant engagement of social partners, NGOs and associations, as well as active diplomacy based on law.

At the international level, our recently strengthened anti-trafficking legislation is fully in line with international standards for protection against child labour, forced labour and trafficking and modern slavery. France has ratified all the fundamental conventions of the ILO⁸ as well as the other relevant international instruments, first and foremost, the International Convention on the Rights of the Child or the United Nations Convention against Transnational Organised Crime, known as the Palermo Convention⁹, and its protocol aimed at preventing, suppressing and punishing trafficking in people, in particular of women and children.

⁸These conventions are as follows: Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87); Right to Organise and Collective Bargaining Convention, 1949 (No. 98); Forced Labour Convention, 1930 (No. 29) (and its 2014 Protocol); Abolition of Forced Labour Convention, 1957 (No. 105); Minimum Age Convention, 1973 (No. 138); Worst Forms of Child Labour Convention, 1999 (No. 182); Equal Remuneration Convention, 1951 (No. 100); Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

⁹This Convention was adopted by the United Nations General Assembly on 15 November, 2000, and ratified by France on 9 October, 2002. It came into force on 29 September, 2003.

At the national level, the policy to combat human trafficking has been coordinated since 2013 by MIPROF (Interministerial Mission for the Protection of Women Against Violence and the Fight against Human Trafficking). France has also adopted some ten interministerial and multi-year strategies and action plans, directly or indirectly related to the protection of vulnerable populations against all forms of exploitation. We can cite in particular:

- **the 2nd National Action Plan against Human Trafficking 2019-2021 ;**
- **the 2nd National Plan to Combat Illegal Work 2019-2021 ;**
- **the National Strategy for the Reception and Integration of Refugees 2018-2021 ;**
- **the Strategy for the Prevention and Fight Against Poverty by 2022 ;**
- **the Plan to Combat Violence Against Children 2020-2022 ;**
- **the National Strategy for the Prevention of Crime 2020-2024 ;**
- **Ten actions to strengthen the care of vulnerable asylum seekers and refugees 2021 ;**
- **the National Action Plan for the United Nations Guiding Principles on Human rights and Business 2017.**

There is room for improvement in the implementation of this arsenal: they are supported by the results of the periodic evaluation of the National Consultative Commission on Human Rights (CNCDH), by the “France” reports of the independent European and international authorities, as well as through inquiries from social partners, NGOs and associations working in the field.

In the private sector, with the adoption of the “law on the duty of vigilance of parent companies and ordering companies”, known as the “law on the duty of vigilance”¹⁰, companies with their head office in France and that employ more than five thousand employees in France or ten thousand employees there and across their global subsidiaries are required to establish and implement a vigilance plan. This plan aims to prevent serious violations of human rights and fundamental freedoms, the health and safety of people and the environment, resulting from the activities of the company and those of the companies it controls as well as the activities of subcontractors or suppliers with whom an established commercial relationship is maintained. They are also required to make reparation for the damage caused that the fulfillment of these obligations would have avoided.

Since its adoption, a large majority of French multinational companies have produced vigilance plans that do not give enough consideration to the risks associated with forced labour, modern slavery and child labour in their risk maps, in the common activities such as supply chains. French trade unions also believe that they are not sufficiently involved in the exercise of the duty of vigilance in the companies concerned.

¹⁰ [Law No. 2017-399 on the duty of vigilance of parent companies and donor companies order](#)

Additionally, a number of French multinational companies have joined global networks and groups to collectively identify and overcome risks, share practices, test solutions and create learning synergies.

The commitment of private companies is also available in specific sectors, for example within the framework of the sustainable cocoa initiative launched under the aegis of the Ministry of Ecological Transition in the cocoa sector¹¹.

The French, European and international **social partners**, for their part, have joined in the voluntary initiatives of large groups in favour of respect for fundamental standards - such as the prohibition of child labour and forced labour - in their subsidiaries and throughout value chains. 300 international or European framework agreements have been signed by more than 165 multinational companies, of which 90 are French. These instruments play a positive role in order to establish, through transnational social dialogue, a continuous relationship between the parties and thus contribute to compliance with identical rules in all the countries where these companies operate.

French NGOs and associations are also working tirelessly to fight against the exploitation of vulnerable populations and to provide guidance and support to victims identified by their care. They work to prevent the risks of child labour and forced labour, by raising awareness among potential victims and by providing information to the public and to consumers. They make a major contribution to the identification and support of victims in France by offering counseling, guidance, shelter, psychological support or legal aid.

The concrete action of French associations and their cooperation with public authorities remains essential for the elimination of all forms of exploitation, on French territory and globally.

Globally and multilaterally, the French government actively promotes the development, ratification and effective application of international standards protecting vulnerable populations against the worst forms of exploitation, particularly in the context of its diplomacy, its aid to development and European trade policy. French NGOs and associations that are members of global networks, as well as French social partners through their international commitments, are key players in this field.

¹¹ Under the coordination of the Ministry of Ecological Transition, the State, representatives of industry, traders and distribution, NGOs and research organisations have decided to become involved through the French Initiative for sustainable cocoa. Launched on 5 October 2021 by the Secretary of State for Biodiversity, this Initiative is based on three pillars, including the fight against child labour. Thus, the cocoa sector is committed to and is taking the necessary measures to fight against and make progress against forced labour and child labour in cocoa-producing regions, within the framework of target 8.7 of the SDGs. The sector is also helping promote children's rights and their access to education while doing so.

France's global commitment is also reflected in its leading role in Alliance 8.7, a global partnership that it has chaired since June 2019. **Alliance 8.7 is a unique initiative** in the United Nations landscape, which brings together all the stakeholders who want to accelerate their efforts to achieve target 8.7 of the Sustainable Development Goals. These include governments, international social partners, NGOs, business networks and international organisations such as the ILO, UNICEF, OECD, FAO, the Office of the High Commissioner for Human Rights, United Nations Office on Drugs and Crime (UNODC) or the International Organisation for Migration (IOM)¹².

By bringing together all the stakeholders involved, Alliance 8.7 aims to strengthen engagement and coordination at the global level, but also the adoption of concrete measures in a limited number of so-called "pathfinder" countries. The pathfinder countries are committed to adopting a national interministerial and multiannual acceleration strategy, in consultation with social partners, businesses and civil society stakeholders.

To date, Alliance 8.7 has 24 "pathfinder countries", mainly developing countries in Africa, Asia and Latin America, where they have a high prevalence of forced labour or child labour¹³.

2.2. Accelerating our action with all of the stakeholders

Achieving Target 8.7 is a shared responsibility of all stakeholders, in all countries, regardless of the prevalence of these phenomena in their immediate environment. For this reason, **France wants to accelerate its action** in this direction and to seek, in turn, the status of "pathfinder country" of Alliance 8.7¹⁴.

This strengthened engagement is essential to achieve the objective we set for ourselves in 2015 at the United Nations. The planning act of 4 August 2021 relating to inclusive development and the fight against global inequalities testifies to this commitment, which provides in particular that "*France undertakes to become a pathfinder country at the forefront of efforts to achieve the sustainable development goal aimed at the eradication of forced labour, modern slavery, human trafficking and child labour*"¹⁵.

By seeking the status of pathfinder country, France marks one more step in its engagement and reminds us that we can all act by accelerating our efforts towards the goal of achieving Target 8.7 of the Sustainable Development Goals: **take immediate and effective measures to eliminate forced labor, end modern slavery and human trafficking, prohibit and eliminate child labour in all its forms by 2030.**

¹² For more information on Alliance 8.7: <https://www.alliance87.org/>

¹³ Albania, Cameroon, Chile, Costa Rica, Ivory Coast, Democratic Republic of Congo, Ethiopia, Fiji, Ghana, Guatemala, Honduras, Madagascar, Malawi, Mauritania, Mexico, Morocco, Nepal, Nigeria, Netherlands, Peru, Sri Lanka, Tunisia, Uganda, Vietnam.

¹⁴ Among the countries of the European Union, the Netherlands has recently become a pathfinder country and Germany is on the way to becoming one.

¹⁵ *Ibid.* Appendix, Comprehensive Partnership Framework, para. 66.

3. METHODOLOGY

Pathfinder country status is formally granted by the Global Coordination Group, the governing body of Alliance 8.7, following the presentation of a letter of intent from the country involved and the organisation of a high-level, interministerial and inclusive national seminar to adopt a national acceleration strategy.

The French *National Acceleration Strategy* follows the proposed methodology. It was approved following a sustained co-construction process, involving French, European and international stakeholders. This process consisted of a first phase, known as “mapping”, followed by a second phase of “planning”. French, European and international **stakeholders** were brought together through five dedicated working groups:

1. **“Business networks”**, bringing together MEDEF, AFEP, “Business and Human Rights” (Entreprises et Droits de l’Homme, EDH), “*Initiative for compliance and sustainability*” (ICS), the “Lab 8.7” program of the Human Resources Without Borders NGO in partnership with the Ministry for Europe and Foreign Affairs, or even “*Business for inclusive growth*” (B4IG) created within the framework of the G7 under the French presidency
2. **“Social partners”**, bringing together trades unions (CFDT, CFE-CGC, CFTC, CGT, Force Ouvrière, UNSA) and employers’ organisations (CPME, U2P, MEDEF)
3. **“International and European organisations”**, bringing together the European Commission (EC), the International Labour Organisation (ILO), the Organisation for Economic Co-operation and Development (OECD), Food and Agriculture Organisation of the United Nations (FAO), the United Nations High Commissioner for Refugees (UNHCR), the United Nations High Commissioner for Human Rights (OHCHR) and the International Organisation for Migration (IOM), UNESCO, UNICEF, UNODC
4. **“Associations, NGOs and semi-state organisations”**, bringing together non-governmental organisations wishing to take part in the process, namely: Sherpa, Éthique sur l’Étiquette, the French National Institute of Consumer Affairs, Human Resources Without Borders, UNICEF France, the Committee against Modern Slavery, the Scelles Foundation, La Cimade, AFJ, France Terre d’Asile, RUELLE, OICEM, Amicale du Nid, ECPAT France, as well as Secours Catholique - Caritas France which coordinates the “Together against trafficking in humans” Collective, bringing together 28 French associations’
5. **“Administrations”**, bringing together the competent public authorities - administrations and interministerial mission: ministries for Europe and foreign affairs; Work, employment and integration; Childhood and Families; Economy, finance and recovery; Justice; Interior; Ecological transition; Agriculture and food; Education, youth and sports; MIPROF

The **National Consultative Commission on Human Rights** (CNCDH), because of its multi-stakeholder nature as well as its mandate as national rapporteur on human trafficking and on the theme of “business and human rights”, was involved in monitoring the progress of the work.

The working groups were able to discuss existing systems and practices as well as the avenues for progress to be considered (see their five contribution papers in the appendix). Some fifty participants from the five groups who were invited to a joint multi-stakeholder forum by the Senior Official in charge of the acceleration effort met to improve them.

This **National Acceleration Strategy** was developed using the initial conclusions of this Common Forum and in consultation with the five working groups that met during a second multi-stakeholder Forum on 14 October 2021.

The Minister of Labour, Employment and Integration, the Minister Delegate in charge of Foreign Trade and Economic Attractiveness as well as the Secretary of State in charge of Children and Families launched the *National Acceleration Strategy* of France during a press conference on 9 November 2021.

4. THE THREE PRIORITY AREAS

The **National Acceleration Strategy** will reinforce and complement the existing interministerial strategies and action plans, without ever replacing them. It aims to increase and accelerate our efforts towards achieving target 8.7, with a view to eradicating child labour by 2025, forced labour, human trafficking and modern slavery by 2030, by three approaches:

- **Improve prevention** by strengthening the capacity of stakeholders to act - **Priority Area 1**
- **Improve victim protection** by making progress in detection, care and reparation - **Priority Area 2**
- **Give our action** an ambitious and demanding **European and international impetus** - **Priority Area 3**

The **National Acceleration Strategy** thus lays the foundations for renewed engagement by allowing for a framework for action to public authorities and stakeholders in the four areas initially targeted, namely **i/** in our national territory **ii/** in our European policies and our international cooperation regarding a responsible economy and inclusive development, **iii/** the length of the supply chains to our multinational companies, **iv/** in our public procurement.

5. DEPLOYMENT AND MONITORING

In accordance with the requirements of the pathfinder countries of Alliance 8.7, **three to four priorities and ten concrete actions are proposed for each of the three axes.**

Their implementation and the impact of this achievement will be assessed at regular intervals by a dedicated body, the “Pathfinder France Forum of Alliance 8.7” bringing together voluntary representatives of all stakeholders under the aegis of the Government Delegate to the ILO, the Senior Official in charge of the acceleration effort¹⁶.

Deployment of the *National Acceleration Strategy* will thus continue the inclusive and evolving dynamic adopted during its preparatory phase¹⁷.

¹⁶ See Action 1.1. below.

¹⁷ See the priority and actions monitoring in the appendix.

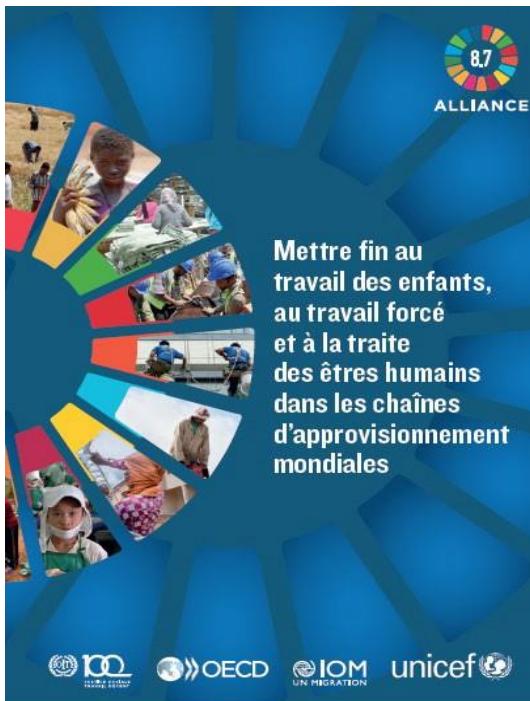


PRIORITY AREA 1: Improve prevention by strengthening the capacity of stakeholders to act

Summary of priorities

- 1.1 Pursue the inclusive dynamic created in the preparatory phase of the National Acceleration Strategy by supporting the Stakeholder Forum*
- 1.2 Provide tools for the companies and public buyers to exercise the duty of vigilance*
- 1.3 Enhance training modules for professionals; target political and economic decision-makers and opinion leaders*
- 1.4 Develop information and awareness campaigns aimed at the general public, in particular young people and consumers*

National Acceleration Strategy to eliminate child labour, forced labour, human trafficking and modern slavery



MINEURS À RISQUE ET VICTIMES DE TRAITE EN FRANCE

Enjeux de protection et de représentation légale

La documentation Française



LA TRAITE DES ÊTRES HUMAINS DANS LES SITUATIONS DE CONFLITS ET POST-CONFLITS

Coordination de la recherche-action : Geneviève Colas, Secours Catholique-Caritas France
Recherche et rédaction : Olivier Peyroux
Avec la participation de Caritas Albanie, Arménie, Bosnie-Herzégovine, Bulgarie, France, Kosovo, Liban, Roumanie, Turquie, Ukraine
Juillet 2016

IMPROVE PREVENTION

1.1 Pursue the inclusive dynamic created in the preparatory phase of the National Acceleration Strategy by supporting the Stakeholder Forum

CONTEXT

The work carried out in preparation for this *National Acceleration Strategy* has revealed the need to pool everyone's efforts and to strengthen the sharing of information on the measures taken or envisaged, in order to unite our forces to accelerate the fight against all forms of exploitation on our territory and in the world.

The added value of this *National Strategy* resides first and foremost in its method of development, which will have made it possible to bring together the views of organisations and administrations which, otherwise, would never have met. The pursuit of this inclusive dynamic should enable the various stakeholders to identify good practices, identify the shortcomings of policies already implemented, strengthen and develop new innovative partnerships and ensure the monitoring and evaluation of the *National Acceleration Strategy*.

While the four themes covered by target 8.7 (child labour, forced labour, trafficking of human beings, modern slavery) sometimes overlap¹⁸, they have the distinction of covering a very large part of the exploitation suffered by the most vulnerable populations.

It is proposed to convene at regular intervals a dialogue forum specifically dedicated to the implementation of our *National Acceleration Strategy*. The “Alliance 8.7 Pathfinder France Country Forum” will be able to build on the structure adopted for the development of this strategy and bring together the members of the five working groups. The Government Delegate to the ILO, the Senior Official in charge of the *National Acceleration Strategy* will lead it.

¹⁸ To understand them, Alliance 8.7 relies on the definitions given by all the applicable international instruments, in particular the normative body of the International Labour Organisation.

PROPOSED MEASURES

- A. Continue the momentum created in the preparatory phase by bringing together administrations, stakeholders and European and international organisations in a permanent forum for dialogue and follow-up with the Senior Official in charge of the National Strategy, with the aim of:
 - Monitor the implementation of the *National Acceleration Strategy* and its ongoing evaluation
 - Scale up good practices and innovative experiments through joint and collaborative work
 - Decide by consensus on recommendations for actions to be performed, pilot projects to be carried out or strategic reorientations to be made
- B. Improve information sharing between members through the organisation of thematic meetings or dedicated public events (focus groups, Alliance 8.7 Meetings, Workshops)
- C. Ensure visibility of this Strategy during major cultural, sporting and commercial events (festivals, Olympic Games and World Cups, tourism, fashion, digital technology fairs);
- D. Ensure the completeness of the body of standards in force and the implementation of applicable standards, in particular by monitoring application reports submitted within the framework of the control systems of the relevant international organisations (ILO, Office of the High Commissioner for Human Rights, Council of Europe, Human Rights Council, Alliance 8.7 Monitoring and Evaluation Working Group)
- E. Combine the French experience with other Alliance 8.7 pathfinder countries or those in the process of becoming one

IMPROVE PREVENTION

1.2 *Provide the necessary knowledge and information for the practice of duty of vigilance of companies and public procurement*

CONTEXT

In our private sector, the 2017 law relating to the duty of vigilance establishes the obligation for large multinational companies established in France to carry out, publish and implement a vigilance plan that allows risks to be identified and prevents serious violations of human rights and fundamental freedoms, human health and safety and the environment. A pathfinding legal instrument when it was first adopted, its application raises questions in terms of implementation (procedural requirement or effectiveness) and control (by the commercial or judicial court).

Companies subject to the law, in particular with regard to small and medium-sized enterprises (SMEs) and intermediate-sized enterprises (ISEs) that are subcontractors, underline a growing need for country-knowledge and legal expertise, to master the complex system of internal and external factors that create the risk of child labour or forced labour. This need for expertise, both sectoral and geographic, is shared by the other stakeholders.

In our administrations, public procurement is required to exclude from the award procedures of public contracts, companies that have infringed on individual and collective freedoms in employment relations, discrimination, occupational health and safety or the prohibition on child labour. The Public Procurement Code also makes it possible to reject an abnormally low offer due to non-compliance with the provisions outlined in the eight fundamental ILO conventions, in particular the four relating to child labour and forced labour¹⁹.

The National Acceleration Strategy proposes to remedy the lack of shared expertise and to raise awareness of the rules in force, in particular with regard to public procurement, in connection with the training and tool-sharing measures specified by the future national sustainable procurement plan 2021-2025.

¹⁹ Public Procurement Code, Appendix, Notice relating to the list of national provisions in the field of environmental, social and labour law

PROPOSED MEASURES

- A. Develop and strengthen a common frame of reference based on the duty of vigilance law, as well as shared expertise by calling on all stakeholders, with a view to controlling the risk of child labour, forced labour and human trafficking, a standard of responsible conduct
- B. Create a virtual resource centre providing all stakeholders with methodology, information and tools relating to the risks of prevalence of child labour, forced labour and human trafficking in any given country, region or sector of activity
- C. Present companies and administrations with collections of good practice, experience feedback and common evaluation criteria, particularly in terms of responsible recruitment and purchasing policies; test new solutions with them
- D. Help buyers and suppliers take ownership of the rules applicable to public procurement, through wider dissemination of the regulations in force and dedicated training
- E. Engage the embassies, in conjunction with the regional economic services of the Ministry for Europe and Foreign Affairs, to provide meeting spaces for stakeholders in order to identify regions and sectors at risk and develop responses while sharing good practices

IMPROVE PREVENTION

1.3 Enhance training modules for professionals; target future political and economic decision-makers and opinion leaders

CONTEXT

The training of professionals and the strengthening of their capacities by making the appropriate tools available is a central to the fight against trafficking in human beings, child labour, forced labour and modern forms of slavery.

In its second national action plan for 2019-2021, the Interministerial Mission for the Protection of Women against Violence and the Fight against Human Trafficking (MIPROF) proposes to better identify and guide victims of human trafficking. This will be achieved by drawing on the expertise of specialised associations to continue and develop training and awareness-raising for professionals.

The *National Acceleration Strategy* proposes to ensure the integration of the four themes of Target 8.7 into existing training modules: trafficking for the purposes of sexual and labour exploitation, child labour, forced labour and contemporary slavery and to extend its audiences to political and economic decision-makers and opinion leaders, as well as to higher education establishments where they receive their initial and continuing training.

PROPOSED MEASURES

- A. In addition to the interministerial guide for professionals on trafficking of human beings, that is being finalised by MIPROF, a training tool that will include child and forced labour is being produced and distributed for the use of national police, gendarmerie, justice and labour inspection officials, as well as health personnel (hospitals and general practice), national education personnel and social work students
- B. Produce training content completely covering target 8.7 by bringing together associative experts, ILO experts, the network of journalists with connections to Alliance 8.7, the National School of Magistrates, the National Labour Institute, employment and vocational training (INTEFP), the competent ministerial services, in particular the labour inspectorate and all the structures involved
- C. Raise awareness among political and economic decision-makers through alumni networks or consular chambers, offer them initial and continuing training modules on the issues of respect for fundamental rights and responsible conduct of businesses and administrations²⁰
- D. Offer awareness-raising modules to information services, interested journalists and schools of journalism, adapting the existing ILO toolkits to the French context

²⁰ Alliance Manchester Business School, Geneva School of Economics and Management of the University of Geneva and the Center for Business and Human Rights of the Stern School of Business - New York University have developed a suggestion box for this purpose. See *Financial Times*, 6 September 2021.

IMPROVE PREVENTION

1.4 Develop information and awareness campaigns aimed at the general public, in particular young people and consumers

CONTEXT

The general public, especially consumers and young people, are increasingly mindful of production conditions for the goods and services they purchase.

Promoting the responsible action of companies and making consumers aware of the increased risks in certain sectors or with certain products could create virtuous circles, help consumers to adopt responsible behaviours, as well as encourage companies in their actions to prevent, detect and fight against forced labour and child labour throughout their supply chains.

Article 15 of the law of February 10 2020 relating to the fight against waste and the circular economy allows for the creation “*of an environmental or environmental and social rating index*” on a voluntary basis for the benefit of the consumer. It thus marks an important step and calls for the reinforcement of the measures taken. The relevant ministries are currently working to identify, both in terms of opportunity and in law, the challenges of setting up a “rating index” or “social label” on products by entrusting a mission to the CSR France Strategy Platform.

The National Acceleration Strategy will promote partnerships and innovative tools to establish reliable and good quality information on respect for human rights in the production of consumer goods and market services.

PROPOSED MEASURES

- A. Strengthen and encourage partnerships between the French National Institute of Consumer Affairs and specialised associations and NGOs, the relevant State services (in particular the DGCCRF), employers' organisations and trade unions, in order to inform and raise awareness among consumers, and more particularly young consumers, of the production conditions for goods and services
- B. Promote the dissemination of good practice by brands, especially VSEs and SMEs, in the prevention of forced labour, child labour, human trafficking and forms of modern slavery in their supply chains
- C. Offer primary and secondary teachers suitable content for awareness-raising workshops in schools; to do this by forming partnerships with popular education federations
- D. Encourage calling upon the expertise of the ILO, social partners, NGOs and associations specialising in future experiments around the social display of goods and services

PRIORITY AREA 2: To better protect victims by making progress in detection, care and reparation.

Summary of priorities

2.1 To unite our efforts to bring victims out of invisibility

**2.2 To ensure more targeted support for victims of labour
exploitation**

**2.3 To make progress in the sheltering of these victims and the
health, social and educational care provided to them**

**2.4 To enable victims' access to rights and justice, in the context of
criminal proceedings and relating to residency permits and access
to employment**



BETTER PROTECTION FOR VICTIMS

2.1 To unite our efforts to bring victims out of invisibility

CONTEXT

The circular of 22 January 2015 on the criminal policy concerning human trafficking restates the applicable legislation and underlines the forms of reparation available for victims of trafficking.

Prior to this entry into care, to guarantee protection and support for victims of exploitation, it is essential to detect them as early as possible for the implementation of the collective efforts of all stakeholders involved, by providing more reinforced support for populations at risk and by producing more reliable statistics.

Since 2020, the MIPROF has assembled a working group composed of institutional and associative partners along with qualified experts to create a National Referral and Identification Mechanism for Victims of Human Trafficking (MNIO).

The law and ordinance adopted in 2016²¹ expand upon and reinforce the powers of the Labour Inspectorate in the detection of violations of the law and in the identification of victims of forced labour, child labour, trafficking or other forms of exploitation.

The dispatch of 8 February 2021 sent by the Ministry of Justice also invites the prosecution service to establish a support system and identification system specifically focused on minors affected by human trafficking and exploitation, based on the model established in Paris under an agreement adopted on 1 June, 2016.

The National Acceleration Strategy calls for improved integration of detection competencies, which are currently compartmentalised in various authorities, and a closer involvement of civil society actors in the aim of better identifying, and therefore protecting, victims.

²¹ Law no. 2016-444 of 13 April 2016 aimed at furthering the fight against systems of prostitution and supporting prostitutes; Order no. 2016-413 of 7 April 2016 on the enforcement of labour law.

PROPOSED MEASURES

- A. Closely involve the Labour Inspectorate in the early identification efforts led by the MIPROF in order to take better account of victims of child labour and forced labour.
- B. Request that the ministerial statistical services carry out quantitative and qualitative investigations to better understand the number, profile, environment and path of victims; to cross-check public statistics with data from NGOs and associations
- C. Improve the identification of child victims of trafficking by raising awareness among professionals in contact with minors (schools, child protection workers, healthcare workers, etc.)
- D. Define, in conjunction with civil society actors and social partners, a shared “doctrine” and common indicators in the aim of avoiding disparities in identification and support across France
- E. Involve local elected officials, the Association of French Mayors and Inter-municipality Presidents, the Association of French Departments and Regions of France in all actions carried out as part of this *National Acceleration Strategy*.

BETTER PROTECTION FOR VICTIMS

2.2 To ensure more targeted support for victims of labour exploitation

CONTEXT

The Central Office for Combating Illegal Employment (OCLTI) is now leading, within the Ministry of the Interior, a global and efficient interministerial approach to combating all forms of labour exploitation: illegal work (low intensity), unacceptable payment, working and accommodation conditions (medium intensity), human trafficking for the purpose of labour exploitation (high intensity) and finally enslavement, which are all causes for job insecurity among workers and can undermine their rights or their dignity.

The National Action Plan to Combat Human Trafficking and the National Action Plan to Combat Illegal Work set out joint actions to inform and raise awareness among employers and employees to help them detect individual cases of trafficking and to understand the legislation and the applicable sanctions, in partnership with trade unions and employers' organisations.

The Ministry for Labour, along with its regional and departmental directorates, are responsible in France for the fight against illegal and undeclared labour, child labour, forced labour and human trafficking for the purposes of labour exploitation. The departments, the central administration and the decentralised services of the Ministry for Labour and the Ministry of Health and Solidarity are responsible for preventing and combating exclusion, protecting vulnerable people and protecting children.

Building on the detection and support measures established in the MIPROF's Action Plan for victims of trafficking, the *National Acceleration Strategy* will be sure to address issues specific to child labour, forced labour and trafficking for the purpose of labour exploitation in the proposed measures.

PROPOSED MEASURES

- A. Conclude, along with the social partners, the partnership agreement to provide relevant information to companies through a communication campaign in the specialised press and through the creation of a guide
- B. Successfully complete the project for a single professional card for all agricultural activities in order to better combat illegal work
- C. Designate unique “child labour, forced labour and human trafficking” points of contact in all regional departments of the Ministry for Labour to facilitate the dissemination and appropriation of tools and measures by corporate stakeholders in the territories; and to maintain the link with the designated points of contact in each prefecture
- D. Strengthen European cooperation in the fight against human trafficking, particularly through the involvement of the Labour Inspectorate under the *Joint Action Days* programme initiated by the Central Office to Counter Illegal Employment (OCLTI) and coordinated by EUROPOL
- E. Ensure greater visibility of Target 8.7 during World Day Against Child Labour (12 June); Forced Labour (30 July) and European Anti-Trafficking Day (18 October)

BETTER PROTECTION FOR VICTIMS

2.3 To make progress in the sheltering of these victims and the health, social and educational care provided to them

CONTEXT

To protect all victims of exploitation and ensuring the unconditional protection of minors is to ensure their rights are upheld: the right to residency, to accommodation, to health and social care and to training. These priorities are already included in the MIPROF Action Plan 2019-2021, as well as the Plan to Combat Violence Against Children 2020-2022, National Strategy for the Prevention of Delinquency 2020-2024 and the National Strategy for the Prevention and Fight against Poverty, which calls for a guaranteed training programme for all young people by 2022.

The development of all safe and secure accommodation or facilities for minors affected by trafficking or forced labour is a valuable tool in putting an end to their exploitation. Based on the model of the national Ac.Sé specialised facility for adults established in 2001, and the 24/7 reception facility for victims of trafficking run by the association AFJ, the creation of a secure residence specifically for the accommodation of minors affected by trafficking is provided for in the above-mentioned plans. This experimental project will welcome 12 children and young adults under 21 who have fallen victim to trafficking and are trapped in criminal networks. This will allow victims to distance themselves geographically in an emergency, providing them with secure judicial, administrative, educational, health and psychological support along with social, educational and professional integration. The decree for the creation of the centre, published on 5 May 2021, entrusted its management to the Koutcha association for an initial period of 3 years.

The *National Acceleration Strategy* will ensure the effectiveness of the measures laid out in the existing action plans, with a particular focus on educational solutions and accommodation for unaccompanied minors.

PROPOSED MEASURES

- A. Support and develop emergency accommodation centres and all other safe and secure support systems, helping minors and young adults to escape exploitation networks and to place them in the care of specially trained educators²²
- B. Support and develop accommodation solutions adapted to the specific needs of young adults effected by trafficking and forced labour, including emergency accommodation
- C. Improve the quality of support for minors affected by human trafficking in the care of child-protection units, and to improve the healthcare available to them by using the Paediatric Reception Units for Children at Risk currently being set up across the country; to ensure a safe transition into adulthood, particularly through partnerships between structures dealing with the continuation of care of both groups
- D. Establish dedicated multi-disciplinary facilities providing health and social care as well as help in accessing rights
- E. Continue efforts to identify and provide care for young people subject to compulsory training, particularly those aged 16 - 18, thus contributing to the prevention of trafficking of unaccompanied minors

²² Modelled on the experimental centre to be managed by the Koutcha association. See *Supra*.

BETTER PROTECTION FOR VICTIMS

2.4 To enable victims' access to rights and justice, in the context of criminal proceedings and relating to residency permits and access to employment

CONTEXT

For foreign individuals affected by human trafficking or other forms of exploitation, access to rights and victim protection can be hindered by the absence of rights to fixed residency, which prevents access to social and medical care, legal assistance or secure accommodation.

The legislation in force provides for automatic granting of residency permits for victims who take legal action. This is in accordance with the Directive 2004/81/EC of 29 April 2004, which Article L. 425-1 of the French code of entry and residence regulations and asylum rights (CESEDA) transposes into national law. However, foreign nationals who do not wish to do so may be granted residency under the exceptional granting of residency for humanitarian or exceptional reasons as provided for in Article L.313 14 of the code of entry and residence of foreigners and right of asylum (CESEDA).

The National Acceleration Strategy calls for the diffusion of up-to-date information among police officers and legal professionals, working closely alongside specialised associations. It calls for the consideration of potential exit strategies through employment for victims of prostitution, pimping and human trafficking for the purposes of sexual exploitation.

PROPOSED MEASURES

- A. Make wider use, via associations specialised in victim support, of legal assistants and professional intercultural mediators, to support victims of trafficking throughout the legal process and with their requests for compensation; to work more systematically alongside an association specialised in victim support to complete a personalised victim assessment (EVVI) within the framework of the judicial procedure; to capitalise on existing pilot schemes, particularly in Paris
- B. Update the information provided by the Ministry of Justice to public prosecutors' offices on safe accommodation, access to residency permits, compensation and protection during the process for victims of trafficking and forced labour
- C. Improve awareness among police and gendarmerie inspectors, magistrates and institutional partners of the qualification and handling of cases of human trafficking
- D. Develop training for all actors on the subject of victims' access to rights and justice, including facilitating requests for asylum by reporting vulnerable individuals to the French Office for the Protection of Refugees and Stateless Persons (OFPRA)
- E. Provide and make widely available informative documents on rights and procedures translated into foreign languages
- F. Boost involvement of the Ministry of Justice and Ministry for Labour, along with their institutional partners, in the provision of support for victims of all forms of exploitation, through exit strategies composed of adapted training and employment schemes

PRIORITY AREA 3: To give our action an ambitious and demanding European and international impetus

Summary of priorities

- 3.1. *To improve multilateral involvement in working towards achieving SDG Target 8.7 between 2025 - 2030***
- 3.2. *To promote the adoption of a quality legislative instrument for a European duty of care***
- 3.3 *Incorporate strict social clauses in European trade and investment policy***

**National Acceleration Strategy to eliminate child labour,
forced labour, human trafficking and modern slavery**



A EUROPEAN AND INTERNATIONAL IMPETUS

3.1. To improve multilateral involvement in working towards achieving SDG Target 8.7 between 2025 - 2030

CONTEXT

France is working towards a renewed multilateralism based on the rule of law, as reflected in the ratification of international labour conventions, including the eight fundamental conventions of the ILO, the International Convention on the Rights of the Child and its protocols, and the United Nations Convention against Transnational Organised Crime, known as the Palermo Convention.

France contributes financially to the measures taken by international organisations and to the establishment of innovative partnerships that create synergies and improve efficiency, particularly by involving actors such as NGOs, business networks and social partners.

Alliance 8.7, of which France has held the Presidency since 2019, is an example of this renewed multilateralism which, in addition to global coordination between States, international organisations, social partners, NGOs and business networks, boosts engagement in its 24 pathfinder countries, with the aim of achieving Target 8.7 by 2030: to abolish forced labour, to end modern slavery and human trafficking, and to prohibit and eradicate all forms of child labour.

The *National Acceleration Strategy* calls for immediate action, with measures anchored in the multilateral and national dynamic of Alliance 8.7.

PROPOSED MEASURES

- A. Establish innovative partnerships with pathfinder countries and with the support of international organisations that are members of Alliance 8.7, centred around the ratification and applications of the fundamental ILO and Palermo conventions, involving social partners and NGOs on both sides
- B. To play an active role in the organisation and upholding of the 5th Global Conference on the Elimination of Child Labour, Forced Labour, Human Trafficking and Modern Slavery, scheduled to be held in South Africa in 2022.
- C. To further involve specialised NGOs and French social partners in the monitoring of ongoing projects in West Africa and the Sahel region, financed by the Ministry for Europe and Foreign Affairs and the Ministry for Labour in the context of Alliance 8.7 and alongside the companies involved in Alliance 8.7²³

²³ Child Labor Platform; Global Business Network on Forced Labor; UN Global Compact

A EUROPEAN AND INTERNATIONAL IMPETUS

3.2. To promote the adoption of a quality legislative instrument for a European duty of care

CONTEXT

The universal application of fundamental labour rights is an essential component of the European social model and a justice issue in the global economic regulation promoted by the European Union.

For example, the Charter of Fundamental Rights of the European Union sets out as principles the prohibition of human trafficking, slavery, servitude and forced or compulsory labour (Article 5) as well as the prohibition of child labour (Article 32).

Since the adoption of the French “Duty of Care” law in 2017, several European countries such as Germany, the Netherlands, the United Kingdom and Norway have adopted similar legislation. In December 2020, the European Council encouraged member states to join Alliance 8.7 to accelerate efforts towards combating child labour, forced labour and human trafficking.

A shared framework for all EU member states has proven to be indispensable to ensure the effectiveness of national legislation and to avoid making respect for fundamental rights an element of economic competition.

The French *National Acceleration Strategy* will be able to, along with the Netherlands and Germany, which are both Alliance 8.7 pathfinder countries, provide recommendations on combating child labour, forced labour, human trafficking and modern slavery in the European Union.

PROPOSED MEASURES

- A. Establish precise and clearly defined obligations to combat child labour, forced labour, human trafficking and modern slavery in the global supply chains of European companies, but also those of companies from non-member countries that bring products and/or services into the European Single Market
- B. Promote the importance of a geographical (national or regional risks) and sectoral (production chain risks) approach to vigilance and identify specific monitoring mechanisms for countries (Africa, South Asia, Eastern Europe) and sectors with a high prevalence of child and forced labour (cocoa, textiles, minerals, construction, mining of raw materials, etc.)
- C. Ensure that employee trade unions are properly involved in drawing up the vigilance plans of companies based in France and in the European Union; to increase cooperation with them in the establishment of alert and report handling mechanisms
- D. Make further use of the expertise of NGOs specialising in child labour, forced labour and human trafficking for the assessment of risks in supply chains and to find the solutions for their eradication
- E. To promote cooperation between the European Commission and the network of national OECD points of contact

A EUROPEAN AND INTERNATIONAL IMPETUS

3.3 Incorporate strict social clauses in European trade and investment policy

CONTEXT

The social clauses included in the sustainable development chapters of European trade and investment agreements call for parties to commit (obligation of means) to the ratification of the eight fundamental ILO conventions. Whether they have ratified the corresponding conventions or not, the parties will be required to prohibit child labour and forced labour, in accordance with the “Fundamental Principles and Rights at Work” adopted in 1998 by ILO Member States²⁴.

France calls for the strict implementation of social clauses in trade and investment agreements in the European Union, as in the framework of the European Union’s “Generalised Scheme of Preferences”²⁵. France therefore showed its support for the appointment, on 24 July 2020, of a European trade compliance officer, responsible for ensuring the full implementation of these social clauses. It calls for a stronger commitment to ratify ILO conventions and for a strict compliance with core ILO standards, including the ban on child and forced labour. France is also committed to increasing the participation of social partners and NGOs in the monitoring of these agreements.

The National Acceleration Strategy will be able to ensure targeted monitoring of the ratification and application of core ILO standards, including the four concerning the elimination of child and forced labour.

²⁴ Adopted in 1998, this Declaration requires Member States, whether they have ratified the corresponding conventions or not, to respect and promote the principles and rights, divided into four categories.

These four categories include: freedom of association and the effective recognition of the right to collective bargaining, the elimination of all forms of forced or compulsory labour, the effective abolition of child labour, and the elimination of discrimination in respect of employment and occupation.

²⁵ The European Union’s Generalised Scheme of Preferences grants tariff preferences to the least developed and developing countries in return for compliance with the main international conventions and standards on human rights, labour rights and environmental protection.

PROPOSED MEASURES

- A. To reinforce the “social clauses” of the sustainable development chapter of trade agreements with the introduction of performance obligations for the ratification of core ILO standards, including those concerning the prohibition of child and forced labour, with a timetable for ratification where appropriate.
- B. Exercise vigilance targeting the elimination of forced labour and child labour in the implementation of the provisions of the Trade and Sustainable Development chapters of EU trade agreements.
- C. Improve monitoring of the application of sustainable development chapters of trade agreements, particularly the decisions of its dispute settlement system
- D. Actively promote greater participation of social partners and NGOs in the implementation of trade agreements, particularly regarding sustainable development aspects and social clauses, by making sure that they are well represented in the relevant bodies and that they are able to have input throughout the implementation process



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