The outbreak of the Covid-19 pandemic increased inequalities in France, fragmented its society, and led to social unrest. To tackle these crises, the government decided to use all necessary means to deal with the unprecedented situation – “whatever it costs”, as the president said in a March 2020 speech. The country had to deal with several lockdowns, and many measures were adopted by ordinance, thereby reducing social and civil involvement and debate to a minimum. The country’s GDP fell by 8.3% in 2020; the number of jobseekers increased; and the massive use of short-term, precarious working contracts reduced the negative impact on employment rates.¹ The French National Strategy Group reports that one of the main concerns throughout the year was a huge increase in poverty and inequality. This was followed by social fragmentation and a sharp reduction in public civic space.

Equal opportunities and fair working conditions

The Covid-19 pandemic led to the introduction of a series of measures that strongly impacted the world of work and working conditions. Social partners, despite not being initially involved in the development of the emergency measures, managed to enter the political debate and be active players in the preparation of policies to deal with the pandemic’s consequences. In July 2020, the newly appointed prime minister organised a consultation with social partners, in which he delivered a plan for all the consultations foreseen in 2020 and 2021. Since then, French social partners have been extremely active and productive, concluding three cross-industry agreements – on working conditions in public hospitals, telework, and occupational health and safety (OSH).

The employment rate in France declined by 0.4 percentage points from 2020 to 2021, and among young people it declined 0.7%. They have found it particularly difficult to find ways to support themselves financially due to a lack of student jobs and an increase in contracts that lead to precarious work situations. In 2021, precariousness remains a reality for many French workers, as 15.4% are employed with temporary contracts, among the highest percentages in Europe.

In terms of working conditions, the pandemic imposed new rhythms and profoundly disrupted the organisation of work. Some of the

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changes will last beyond the crisis and will foster alternative ways of organising work. In particular, widespread telework will lead to more co-working spaces. These are likely to reduce companies' fixed costs, while they will prevent employees suffering from solitude through working at home full-time.

EDUCATION AND YOUTH

UNEMPLOYMENT

Although no major reform took place during the year, the world of education had to deal with many challenges caused by the pandemic and the measures adopted to contain its spread. In France, two major lockdowns had huge consequences on formal and nonformal education, as people were allowed to leave their homes only for necessary work or medical reasons. There was a high percentage of early leavers from education and training in 2020: 8% of the population aged between 18 and 24 years old dropped out of education and 5.2% are neither in education nor in active search of employment.9 The plan 1 Jeune, 1 Solution (One Young Person, One Solution) aims to identify young people who dropped out of education and therefore find themselves in a particularly vulnerable situation, and to provide them with individual support.10 It aims to provide training, aid in finding work, and even financial support. Nevertheless, the NSG expresses some concerns on important limitations of the measures for the youth, particularly a failure to take into account some of the collateral needs of young people in education, training, or employment. These include a lack of decent and affordable housing, which is essential for career and personal development and for independence.

The NSG also denounces the lack of institutional attention given to nonformal popular education, which was heavily impacted by the health provisions. Access to education, culture, and sports suffered particularly during 2020, accentuating the psychological malaise of young people. The National Strategy Group furthermore reports that people's withdrawal from these essential socialisation spaces sometimes seems irreversible.

GOOD PRACTICE

Les Ateliers relais

The Ateliers relais (bridging workshops) represent a co-educational project between formal and nonformal educational institutions. They aim to reduce the number of school dropouts and to work with young people at risk of social exclusion. The objective is to reintegrate young people through (formal) classes and (nonformal) workshops. Currently, the majority of the students assigned to this programme are reported to remain successfully enrolled in education establishments.11

INCLUSION OF MIGRANTS

According to the report issued by the Migrant Integration Policy Index in 2020, France has recently been improving its national reforms on the inclusion of migrants, allowing non-EU citizens to benefit from greater opportunities for inclusion.12 The creation in 2018 of the inter-ministerial Delegation for the Reception and Integration of Refugees was a positive development,13 the first aim of which is to support refugees for one year after their arrival in the country. In 2020, 300,000 people were recognised as refugees in France and could therefore benefit from the support of the

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10 1 Jeune, 1 Solution: https://www.1jeune1solution.gouv.fr/
13 Délégation interministérielle à l’accueil et à l’intégration des réfugiés: https://accueil-integration-refugies.fr/
delegation. In particular, French language courses are provided, as well as assistance in dealing with health and social care and housing. For the latter, the inter-ministerial Delegation for Accommodation and Access to Housing14 plays a coordination role. Both delegations are in charge of the implementation of the 2018 National Strategy for Integration of Refugees.

Despite these positive developments, the NSG reports that French law is disproportionately restrictive towards asylum seekers. A 2020 National Assembly Report on the professional inclusion of third-country nationals describes a very different situation affecting asylum seekers.15 The report focused on the labour market, for which access is described as restrictive and with little incentive for asylum seekers, who are subject to strict administrative procedures. People therefore tend to avoid subscribing to an employment centre and consequently are not granted social benefits.16 The waiting period for being able to apply for a work permit has recently been reduced to six months, but it still represents an obstacle to people willing to work.

GENDER EQUALITY

France’s performance on gender equality has been improving in recent years. It ranks third in the European Gender Equality Index,17 scoring higher than average. In the last decade, France has made some progress in closing the gender pay gap. However, gender equality is still far from being a reality, and the Covid-19 pandemic did not help reduce inequalities. Women’s participation in the labour market is still 10 percentage points lower than that of men. The pandemic has also exposed and exacerbated the unequal share of care activities, 45% of which are carried out by women. Housework, too, is carried out by women in almost 80% of households.18

Parental leave is granted in France to parents in order to allow them to take care of children under three years old without losing their jobs. The leave is paid and can last up to 36 months, but it is not transferrable between parents. Third-country nationals are also eligible for parental leave, but not refugees or asylum seekers.19 In addition, workers who have not worked for long are not granted parental leave, a particular difficulty for young workers. Some positive developments were recently introduced through the Social Security Financing Law, which doubled the duration of leave for the second parent, most often the one not giving birth, from 14 to 28 days, starting from July 2021.20 This change is to be welcomed, as it should help rebalance some domestic and parental tasks. Moreover, the NSG welcomes a proposed bill to accelerate economic and professional equality, which was tabled in parliament in March 2021 and is intended to encourage women to participate in the labour market. It provides for measures such as the establishment of quotas in companies, the introduction of an index for gender equalities in higher education institutions, and reserved places in nurseries for single-parent households.

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14 Délégation interministérielle à l’hébergement et à l’accès au logement: https://www.gouvernement.fr/delegation-interministerielle-a-l-hebergement-et-a-l-acces-au-logement
16 Ibid.
18 Ibid.
Social protection and inclusion

Aside from the impact of Covid-19, the NSG reports a sharp rise in poverty and social exclusion, which are increasingly a reality for single women with children, the elderly, and young people. In France, the main social assistance tool for income support is the Révenu de solidarité active (RSA – active solidarity income), which is intended to guarantee a minimum income for the unemployed and workers with low revenues.

POVERTY AND LIVING CONDITIONS

Despite the huge economic downturn produced by the health crisis, France is one of the European countries with the lowest poverty rates. Nevertheless, over the last year, the number of people living below the poverty line increased sharply, reaching more than 14% of the population. Moreover, it should be mentioned that the reported data is an underestimate, as it does not include all the homeless and undocumented people living in poverty throughout the country. Poverty hinders social inclusion and most often occurs among young people in neither employment nor education (more than 2 million); single-parents (around one-third of the poor), among whom women are overrepresented; and other unemployed people.

In September 2018, the French government presented its National Strategy for Poverty Reduction, which proposed policy measures to enhance equal opportunities. Indeed, the strategy presents different actions, many of which are focused on early childhood and young people, such as providing breakfasts to young children before school and introducing a training obligation up to the age of 18. Other themes covered by the strategy include proposals on health and support for employment and housing. Nevertheless, the committee in charge of evaluating the strategy reports that only four out of 35 proposed measures have been implemented: the revalorization of the activity bonus, the implementation of complementary health insurance for RSA recipients, the renewal of these recipients’ complementary health insurance, and the deployment of 400 budget advice centres.

Income inequality grew at a steady pace during 2020. While 1 million people fell into poverty, the richest quickly recovered from the economic downturn caused by the Covid-19 crisis. Nevertheless, the rate of demands for social assistance remained very low: it is estimated that just one in three people in need of assistance reached out to local authorities for social benefits. The NSG denounces scarce access to information coupled with long, complex, and cumbersome

22 Ibid.
23 Ibid.
27 Ibid.
administrative procedures. The groups of people targeted by the measures should be provided with information that is more accessible and higher quality.

UNEMPLOYMENT REFORMS

2020 saw the unfolding of the second phase of a reform of unemployment insurance – a delicate topic in a year in which job losses and social security needs increased across the whole country and beyond. The reform partially entered into force in November 2019 but was then suspended due to the pandemic. Some major concerns were therefore further discussed, particularly the new methodology for assessing the daily wage – salaire journalier de référence, SJR – that serves as a basis for the calculation of the unemployment benefit. Two years later, in March 2021, a decree on the unemployment insurance scheme was published, explaining that the SJR would be based on the average salary received in the last two years, taking into account both days worked and those not. This led to a reduction of the SJR – and, therefore, of unemployment benefit – for many workers who did not have a full-time contract during the analysed period. For just the first year, the new method of calculation means 1.15 million beneficiaries will receive lower allowances. The new regulation entered into force in October 2021. According to the National Strategy Group, the increase in part-time and fixed-term contracts, coupled with the aforementioned new method of SJR calculation, will inevitably lead to an increase in precarious employment and living conditions.

HEALTHCARE

Access to healthcare in the country is generally good, but geographical inequalities often persist. Access to doctors is limited in some rural and disadvantaged areas, according to organisations that are part of the National Strategy Group. The phenomenon is known as “medical deserts” – under-equipped areas, where access to a general practitioner is very limited, resulting in long waiting and travel times. Approximately 18% of people live in areas either where it is difficult to find a general practitioner, or where some medical equipment is lacking, or where it takes more than 30 minutes to get to the closest hospital for emergencies. The NSG therefore recommends simplifying the incentive mechanisms to encourage the opening of more medical practices in rural areas, as well as higher investment in public healthcare for all.

However, healthcare inequalities in France extend well beyond geographical distances, the NSG notes, and access to care is not the same for social minority groups. In particular, the state of health of migrants and asylum seekers deteriorated on average; they often live in inadequate conditions with insufficient shelter or access to water. Therefore, awareness-raising campaigns are needed to encourage newcomers to subscribe to health coverage programmes. France, like many other European countries, did not include a strategy to enable the Covid-19 vaccination of undocumented migrants, so they encountered the most obstacles to access vaccination. In addition, the

28 Décret 2021-346 portant diverses mesures relatives au régime d'assurance chômage: https://www.legifrance.gouv.fr/jorf/id/JORFTEXT000004230611?r=WfhpPRa9Vt
lack of resources allocated to psychological and psychiatric care became clear, according to the French NSG, as it was magnified by the consequences of the pandemic on people’s mental health and wellbeing.

HOUSING

No major policy developments took place in the domain of housing in 2020. However, the NSG considers this to be negative, as rents are increasing steadily, the construction of social housing has been declining, and housing subsidies have been reduced. Moreover, the economic effects of Covid-19 put many French households at a higher risk of poverty, which can result in homelessness if immediate measures are not taken. Indeed, 4 million people are currently living in poor housing conditions or homelessness, according to the French Ministry of Work, Employment, and Inclusion.\(^{32}\) This constitutes a violation of the right to housing and emergency accommodation, which particularly affects people in the most vulnerable situations. Indeed, people on low incomes are the least able to find decent and affordable housing. More than 143,000 are homeless, and more than 640,000 are currently forced to live with third parties.\(^{33}\) The current situation was fostered by a 5.5% increase in the house price index in the second half of 2020 from the second half of 2019. In addition, following the Loi relative à la solidarité et au renouvellement urbains (SRU – Solidarity and Urban Renewal Law) of December 2000,\(^{34}\) municipalities are required to provide a number of social housing units in proportion to their residential stock (Article 55): between 20% and 25% has to be social housing. In 2020, 550 municipalities did not meet their obligations under the law and will be fined.\(^{35}\)

Civic space

Civic space in France is reported to be adequately supported and protected. Nevertheless, major concerns were raised throughout the year, particularly over the methods and measures used to contain Covid-19. The CIVICUS Monitor currently rates France’s civic space as “narrowed”,36 and the organisations that constitute the French National Strategy Group strongly support this evaluation.

FREEDOM OF ASSOCIATION

While freedom of association is normally respected in France, the 2021 law “Reinforcing respect for the principles of the Republic”37 worried civil society organisations because of its possible side effects. In particular, concerns were raised over the law’s means: it says that organisations must commit to certain principles in order to receive public subsidies, and its stipulations on security could negatively affect freedom of association. Moreover, the law was adopted after the murder of history professor Samuel Pathy by a radicalised person in October 2020 and could be seen as providing new means to foster generalised suspicion of faith-based organisations. The NSG also denounced the accelerated parliamentary procedure chosen for the law, in spite of requests from organisations for a transparent and inclusive legislative process38 and demands for dialogue and debate.

FREEDOM OF ASSEMBLY

Although freedom of peaceful assembly is generally respected in France, the pandemic and the measures taken to cope with it posed difficult challenges for normal public assembly. An ad-hoc legal framework – the Decree of May 31, 2021 – was adopted, banning public gatherings, restricting freedom of assembly to a limited number of people, and therefore dramatically reducing public space throughout the country. The judges of the Conseil d’État (State Council) advised against the ban on assemblies and demonstrations, saying that it was not justified by the health situation, so long as social distancing was respected.39 Nevertheless, hundreds of protestors were fined for participating in rallies on public roads. In addition, as reported by Amnesty International in its annual country report, demonstrators were arrested and prosecuted for vaguely defined offenses,40 such as contempt of a police officer, failure to comply with the obligation of prior declaration, or participation in a group preparing to carry out violent acts.

FREEDOM OF SPEECH

Freedom of expression is generally well protected in France. However, recent legislative developments –in particular, the proposed law on Sécurité Globale (Global Security) enacted

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37 Law 2021-1109 Confortant le respect des principes de la République: https://www.legifrance.gouv.fr/jorf/id/JORFTEXT000043964778
38 See for example the open letter published by different French organisations on the Bill (April 2021): http://www.cnajep.asso.fr/wp-content/uploads/2021/04/Lettre-aux-se%CC%81natrices-et-se%CC%81nateurs-Projet-de-loi-confortant-les-principes-re%CC%81publicains-Avril-2021.pdf
in May 2021 – are believed to threaten freedom of the press. The law aims to provide for better regulation of the main surveillance entities: the police and gendarmerie, municipal police forces, and private security companies and surveillance tools, such as pedestrian cameras and video protection. In particular, the bill proposed to prohibit the dissemination of images of police officers, which would make it harder to hold them accountable for their actions. The European Commission stepped into the discussion, highlighting the law’s worrying lack of consideration for respecting the balance between security and civil liberties such as freedom of the media and journalists.

Civil dialogue on national recovery and resilience plans

SOCIAL AND CIVIL DIALOGUE AND INVOLVEMENT

All the organisations that constitute the French National Strategy Group agree that the activities of both civil society organisations and trade unions declined in 2020 and denounced how little French society was involved in governmental decisions. Nevertheless, citizens were called on to participate in public life through some initiatives, such as the Convention Citoyenne pour le Climat (Citizens Convention for the Climate), which aims to get 150 randomly selected citizens to help write a climate law. Another initiative was the Partenariat pour un Gouvernement Ouvert (Open Government Partnership), a forum that involves different actors and stakeholders (as civil society organisations) in activities aimed at strengthening citizens’ participation in public activities. Under this, civil society organisations are invited to provide opinions on public policies and to share their demands and priorities.

In order to increase civil society organisations’ capacity to contribute more actively to discussions of and consultations on public policies, French CSOs are calling for a strengthening of the Fonds de Développement de la Vie Associative (FDVA, the national Fund for the Development of Associative Life). Created in December 2011 and later amended by Decree law 2018-460 of June 2018, the fund’s remit is to support CSOs in their activities and projects, as well as by training volunteers.

42 Ibid.
44 Convention Citoyenne pour le Climat: https://www.conventioncitoyennepourleclimat.fr/
45 Partnerariat pour un Gouvernement Ouvert: https://gouvernement-ouvert.transformation.gouv.fr/
Good Practice
The platform Je veux aider

The pandemic made increasingly clear that civil society organisations are crucial for spreading social inclusion and improving people’s wellbeing. At the beginning of 2020, the French government launched a useful online platform called Je veux aider. It has a centralised database that collects calls for action from national civil society organisations and public structures, which makes it easier for people to get to know different organisations, decide which ones to engage with, and carry out a mission for a CSO.47

47 Je veux aider: https://www.jeuxaider.gouv.fr/

INVolVEMENT IN THE NATIONAL RECOVERY AND RESILIENCE PLAN

The NSG reports that the majority of French CSOs did not have a direct voice in the process of drafting the National Recovery and Resilience Plan. Indeed, only the Mouvement Associatif (Associative Movement), which brings together more than 700,000 organisations, was consulted by the Prime Minister to discuss the plan. In the end, the Mouvement Associatif welcomed the recognition of the added value of civil society organisations in the NRRP but criticised the overall lack of support for them and of measures for community development. Moreover, the organisation regrets the absence of significant transversal and structural measures to develop and strengthen activities and associative life. This absence shows a disregard for CSOs’ transformative capabilities as a force for social and territorial cohesion.48

SOLIDAR’s Social Rights Monitor 2021 has been developed in the framework of the Together for Social Europe programme co-funded by the EU Programme for Employment and Social Innovation (EaSI). It provides an insight into the state of social rights in 16 European countries. The Monitor assesses the state of social Europe in terms of equality of opportunities, fair working conditions, social protection, inclusion and civic space based on the observations of Civil Society Organisations working on the ground in combination with statistical data and scientific findings. This information is provided by National Strategy Groups that are set up in each of the 16 countries by a SOLIDAR member or partner. The 2021 Monitor also analyses to which extent civil society and social partners have been involved in the design of the national Recovery and Resilience Plans, integrated in the 2021 European Semester cycle.

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SOLIDAR is a European and worldwide network of Civil Society Organisations (CSOs) working to advance social justice through a just transition in Europe and worldwide. With over 50 member organisations based in 26 countries (19 of which are EU countries), member organisations are national CSOs in Europe, as well as some non-EU and EU-wide organisations, working in one or more of our fields of activity.

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