Title: Current State of Gender Impact Assessment in Belgium
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CURRENT STATE OF GENDER IMPACT ASSESSMENT IN BELGIUM

Danièle Meulders, France Marage, Julie Lumen, Maria Jepsen

October 20th 2000
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1. Overview of the State of Development of Gender Impact Assessment in Belgium

Introduction

In the process of developing and implementing employment policies in Belgium, 6 different authorities are involved. This is due to the governmental structure of Belgium that is divided into a federal government, three communities (French, Flemish, and German), and three regions (Brussels-capital, Wallonia, and Flanders).

The authority relating to employment policy is allocated as follows:

- The federal administration retains the authority on social security matters (unemployment insurance, social security contributions etc.) and labour law
- The communities are responsible for professional training (including the handicapped)
- The regions are responsible for worker placement, programs to find employment for full-time unemployed persons receiving compensation and the applications of standards on the employment of foreign workers. The institutions of worker placement are ORBEM for Brussels, FOREM for Wallonia, and VDAB for Flanders

The federal government develops the framework for employment policies, and in addition to this, the regions and communities develop reinsertion initiatives adapted to the specific situations of the unemployed in the regions. Furthermore, the Belgian social model is a good example of social dialogue. The collective agreements play an important role in the functioning of the labour market. The dialogue with social partners is essential when defining the employment policy, at the federal level as well as at regional and community level. The social dialogue fixes objectives and commitments on wages, employment, and training. FGTB/ABVV (socialist) and CSC/ACV (Christian) are the most important trade unions in Belgium.

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2Politique fédérale de l’emploi, rapport d’évaluation 1996
3Rapport Jadot 1999
4Politique fédérale de l’emploi, rapport d’évaluation 1999
1.1. Description and assessment of any guidelines on gender impact assessment currently being developed by any agency involved in employment policy: federal and regional government and trade unions.

- 1.1.a. Political authorities

Federal government.
The Ministry of employment has a distinct department dealing with equal opportunities between men and women; its role is to initiate projects and proposals to promote equal opportunities between men and women.
Within the framework of the European guidelines on employment and with an objective of desegregation of the labour market, the department of equal opportunities has launched a project co-financed by the European Commission. JOB+ is a research project, carried out by academics at DULBEA, aiming at measuring the impact of the Belgian federal employment policies, using the reduction of social security contributions as an instrument, on the occupational and sector gender segregation. The research project is expected to end November 2000 and constitutes the first step towards the integration of the concept of gender into all the employment policies at the federal level. It is also the first step towards the construction of an instrument for gender impact assessment.

Moreover, a major breakthrough for gender impact assessment in Belgium is that the next evaluation of the federal employment policy (called rapport Jadot 2000), to be published in November 2000, the department of Equal Opportunities between men and women will be present in all the evaluation groups and not only in the groups directly relating to equal opportunities.

However, at the moment, there is no systematic procedure of gender assessment impact.

The Brussels-capital region
This authority does not have a specific group clearly dealing with gender issues. It appears that the gender issue is not a priority. The employment policy concerns essentially people with low skill levels and minorities.
The Brussels-capital region does not consider Equal Opportunities between men and women as lying within their competence, although they do to take a certain interest in the issue. In the document on framework for the 3rd Objective, an entire chapter is devoted to issues relating to women, although this chapter only presents a tiny part of the document. The chapter mainly describes women’s situation in the region and which solutions have been put forward to create Equal opportunities between the two sexes. Women are included in many of the training programs and actions have been taken in order to reinforce the supply of day-care for children and assistance to single parent families. Often put forward is the creation and management of a “halte-garderie” by ORBEM. This “tide over” day-care centre for children is available for inactive or unemployed parents who need to be available for job insertion/reinsertion tasks (interviews etc.). Lack of child day-care is more often seen as an obstacle for women than for men when it comes to job insertion.
Moreover, the Observatory for the Brussels labour market and skills consistently integrates the gender angle in all their analysis by ventilating the statistics by sex. The Observatory has also
requested studies, expertise advice and in-depth analysis of women’s employment situation, unemployment situation. The idea is to establish a folder on gender impact assessment on the basis of these studies, but until now nothing has been done.

Hence, the gender issue cannot be said to be one of the priorities in the region of Brussels-capital.

French community
There is a department dealing with equal opportunities, which has as mission to promote a dynamic of equal opportunities in the subjects lying within the competence of the French Community. Mainstreaming does not exist as a tool, but is considered as an intellectual approach. The person responsible for equal opportunities is proposing to train people in the techniques of gender impact assessment in order for them to be integrated into different departments in the community and thereby assure that equal treatment becomes the rule.

Walloon region
In Wallonia an informal network has existed the past 10 years, the idea is that this network should become an official group with sufficient funding. However, there is still not a systematic procedure for gender impact assessment although this could be changing, as it seems as if equal opportunities between men and women on the labour market are becoming a priority. In fact, the region is proposing to improve the statistics in order to “target women’s situation”. They have also put forward several proposals aiming at improving women’s situation (review the function descriptions and function classification, create before and after school child care, reinforce female work by promoting training in sectors where women are under-represented, awareness campaigns directed towards employers). Moreover, FOREM also seems to understand the importance of equal opportunities. A committee on equal opportunities has been created. It is responsible for the implementation of the measures proposed by the Walloon region as well as the evaluation. The person responsible for the committee has been requested to put forward suggestions for gender impact assessment.

Although gender impact assessment is becoming a priority, a structured methodology is still not available.

Flemish region
Equal opportunities became a priority after the general elections in 1995, hence it is a quite new phenomena, but view the advancements they have made since 1995 it is taken seriously. The Flemish region has a minister responsible for equal opportunities and there is also a service and an inter-departmental committee. In order to implement Equal Opportunities several instruments are available:
1. The legislation: there is an act enforcing an annual report on the Beijing Action Platform on the Flemish government and one introducing a 1/3-2/3 proportion for women in the advisory bodies of the Flemish authorities. The latter act already applies to the federal, provincial and communal level but not to the regional level, hence this a specific initiative undertaken by the Flemish region.
2. An instrument called EER (Emancipatie-Effect Rapportage), which is an instrument for gender impact assessment. In Belgium, only the Flemish region has this type of instrument available.

The service of Equal Opportunities in Flanders developed, in 1997, an instrument in order to analyse policy proposals in general (Emancipatie Effecten Rapportage, see infra), further, last year a variant for the local communities (LEER : Lokale Emancipatie-Effectenrapportering) was developed. The former instrument (EER) was developed by researchers at the Vrije Universiteit of Brussels (VUB) in order to screen policy documents from the gender-friendly angle. The aim is to analyse policy intentions and collect data in due time and to adjust decisions. It is a general analytical tool that can be used in all the fields, but it seems clear that there is still a lack of specific instruments for specific policy areas. The EER is still not implemented in a structural and coherent manner at the level for which it was foreseen, meaning the minister level of the Flemish region. In fact, it turned out to be a quite complicated tool to implement and difficult to use. This is why a new version/brochure of EER will be released in November 2000 as a part of the gender mainstreaming conference the 27-28 November. The aim of the region is to simplify the instrument and thereafter to train the people who are to carry out the evaluation (see Section 1.2).

On the contrary, the evaluation process at the local level is a more simple instrument. Although employment policies are to a large extent determined at a higher level, communes and cities can put in place smaller programs adapted to their specific situation. The Flemish government has published a brochure proposing a 6-step evaluation of all decisions made at the city and/or communal level. The five steps are as follows:

1. Collect statistics – in order to establish the difference between men and women in 11 key areas.
2. Analyse the statistics – compare the situation of men and women with the policy proposal.
3. Analyse the target groups – distinguish between men and women within the target groups.
4. Analyse the objectives – integrate the results from the previous steps into the objectives of the policy proposal.
5. Analyse the policy measures – evaluate the impact of the policy proposal on the traditional social roles, its role as emancipator and whether the outcome is wanted.
6. Analyse the means – definition of the means needed (budget, infrastructure, personnel, …) in order to promote equal opportunities.

Hence, the Flemish region is taking steps to propose a simple and comprehensive manner of implementing gender impact assessment in a structural manner.

- 1.1.b. Trade Unions

CSC/ACV
The gender impact assessment is used in an informal and intuitive way. Measures under discussion are submitted to the “service syndical des femmes”. The service is requested to make suggestions and propositions in order to improve women’s situation, and to ensure that the
gender issue is taken into account. The role of the “service syndical des femmes” is to suggest positive measures for women.

*There is no scientific tool of mainstreaming available, and there is no systematic procedure for doing gender impact assessment.*

**FGTB/ABVV**

There is a growing awareness of the gender issue and equal opportunities is becoming a priority. But the integrated approach to gender equality is still not a claim from the trade union and has furthermore not been put into action at the FGTB.

The FGTB has published a brochure concentrating on gender issues ("*Equality for women*")

The trade union furthermore regrets that the legislation is not able to accomplish equal opportunities, they therefore fully support the idea of a real policy of gender impact assessment that they consider as the current priority. « We want to incorporate the mainstreaming into all the policies, at, each level and step ». FGBT subscribes to this new strategy of taking into account the gender issue, but does not yet apply the idea when establishing employment policies.

*Hence, there is an awareness concerning gender impact assessment and it is discussed, but nothing concrete has yet been achieved.*

**1.2. Studies or evaluations which show significant gender-related impacts of employment policies**

Several general studies on women have been carried out the past years and especially concerning women on the labour market (women’s situation on the labour market, inequalities/differences between gender, part-time work, …), although the number of reports/publications are quite scarce if one compares with the amount of work made in Great Britain.

The annual report from the Ministry of employment, the so-called “Rapport Jadot”, gives an overview of the employment policies undertaken at a federal level with a quantitative and qualitative “evaluation”. Actually it cannot be said to be evaluations but more a description of number of beneficiaries and budget used. Moreover, the statistics are not systematically ventilated by sex, even when it comes to part-time employment and leave from work. The tables with the evolution of beneficiaries is given as total, and in the description of the evolution of the beneficiaries the percentage of women is sometimes stated. This could change as from the 2000 report, as experts from the department of equal opportunities are present in all groups involved in writing the report.

When it comes to concentrating on gender impact assessment of employment policies we find very few studies. Actually, we have only found two reports specifically dealing with this issue. The first research project, JOB+, is co-financed by the Belgian Minister of employment and work and the European Social Fund and carried out by the Applied Economics Department of the French speaking Free University of Brussels (DULBEA). The project is expected to end November 2000. The second research project, EER, is financed by the Flemish minister of Equal Opportunities and carried out by the law department of the Flemish speaking Free University of Brussels. The first project was terminated in September 1997 and a second version of the EER is expected by November 2000.
The objectives are to measure the impact of the Belgian federal employment policies, using the reduction of social security contributions as an instrument, on sectored and occupational gender segregation in Belgium. The policies involving employer social security contribution reductions, which are recommended by the guideline 14 in order to render the fiscal system more incentive towards employment, are submitted to a gender analysis in order to determine whether they are likely to magnify the already existing segregation between men and women. The first part of the report established the state of segregation on the Belgian labour market. It includes a description of the data, the various methodologies to compute labour market segregation and finally the results for Belgium. The second part includes a detailed description of the Federal measures of employer social security contribution reduction and their characteristics. The analysis of the beneficiaries of the measures and the impact on the segregation is found in the third part of the report. Finally, the fourth part deals with the link between the characteristics of the various measures and their different impact on women and men on the labour market.

*EER (Emancipatie-Effecten Rapport)

The “emancipatie-effect Rapportage” is a tool that analyses, according to the mainstreaming-principle, the impact of political measures or projects on men and women. It permits assessing the gender dimension with the aim of compensating the unbalance. Briefly, the instrument aids one to recognise a problem and to evaluate its dimension as well as to find a solution to the problem. The first step is to reveal the inconsistencies between the objective as well as the content of the proposed policy and the real context within which it will evolve. The process involves establishing the manner in which the gender aspect is mentioned in the proposal as well as the way their situation is described and relate this to the real situation of men and women. The second step is to evaluate the impact of the proposal on men and women. Two levels are taken into consideration: how men and women are perceived and the consequences the proposal will have on every day life. The instrument helps to evaluate whether the policy proposal reproduces and/or maintains a discriminatory perception of women as to men and whether it has discriminatory effects on their every day life. The final step is to point the negative effects in the policy proposal and turn them around in order to promote equal opportunities.

The first version of this instrument was found to be very complicated to apply in practice and a second version is currently in progress. The idea is to publish a small brochure, in line with the LEER described above, with simple guidelines on how to make sure that policy proposals do not maintain or amplify gender discrimination.

1.3. Statistical barriers

The first part of this section will deal with the advantages and the drawbacks of the gender statistics that are the most used in Belgium. The second part presents a summary table showing the main characteristics of the general gender statistics in Belgium.

Population and housing census

Every ten years, the National Institute of Statistics (NIS) carries out a population and housing census. Each person with his/her main residence in Belgium has to fill in a standard survey form. Thus, we obtain a snapshot of the Belgian population reflecting, in a very realistic way, the
demographic, economic and social situation of the country. The main advantage of this data source comes from the fact that this is an exhaustive census. So, there is no problem of representativeness. In addition, the methodology used respects to a large extent the recommendations and the definitions chosen by EUROSTAT and by OIT. The main drawback resides in the delay between the actual census and the data publication. Indeed, the census only occurs every ten years and we have still to wait several years in order to have access to the data. To conclude, the census doesn't permit to study the evolutions of the labour market in the short term.

Main variables of this data source:
- Sex
- Economic activities on the basis of the NACE code
- Type of occupations on the basis of the ISCO code
- Level of study
- Marital status
- Age
- Regional distribution on the basis of the place of work or the place of residence

Labour force survey
Each year, the NIS carries out a sample survey on the workforce on EUROSTAT's behalf. This permits to create at the European level, comparable statistics on employment and unemployment. In Belgium, the workforce survey is based on a stratified sample, which comprises 35,000 households. This sample is completed by the interrogation of the households who have been already requested previously. The extrapolation to total population is made on the basis of a stratification following the sex, the age and the administrative district.

Limits of this data source:
- The random draw of the households and the errors of observation limit the value of this data source. Thus, the breakdown of the sectors according to the NACE code and the distribution of the occupations according to the ISCO-COM code are only representative when we restrict the analysis to one digit. So, the number of usable categories is relatively limited.
- From 1993, the new nomenclatures (harmonised on the international level) of the economic activities (NACE rev1) and of the occupations (ISCO-COM) have been used. These new classification codes have introduced many changes with regard to the nomenclatures NACE 70 and ISCO 68 which were used before. Thus, any comparison with previous surveys is impossible.

Main variables included in the workforce survey:
- Regional distribution on the basis of the place of work or the place of residence.
- Economic activities on the basis of the NACE code
- Type of occupations on the basis of the ISCO code
- Level of study
- Marital status
- Nationality
- Sex
- Status (employer, self-employed worker, employee, worker, civil servant, "aidant")
- Full time job, part time job + reasons
- Training efforts
- Situation one year before

Panel survey on Belgian household (PSBH) and the European Community Household Panel (ECHP)
The PSBH is a survey carried out each year following the same households, the ECHP is drawn from this survey. View that the survey is a part of the panel from Eurostat, the harmonised rules on classification of e.g. occupation, industry, education is used. The usual critics on survey data applies to this survey, there are observation errors, certain data are censored and other data are given with quite approximate and certain type of people are over or under-represented (e.g. the poor, the rich, employees with long tenure). The comments on the NACE and ISCO codes from above also apply to these data.

In addition to these problems others arise. With regard to the PSBH researchers regret the poor quality of the available panel. Actually several months are needed in order to render a single wave more or less valid, hence if one wishes to use all the available waves (1993-1998) it would take quite a lot of resources. Further, as researchers do their own data cleaning, the data bases are not quite alike. A problem which concerns both the PSBH and the ECHP is the distinction between workers working more than 15 hours a week and those working less than 15 hours a week. This clearly affects the statistics on women in small part-time employment, as the two panels view these persons as not being in paid employment. The ECHP unfortunately regroups the educational attainment variable into 3 classes thereby making it impossible to identify the educational attainment in a proper manner between gender. Another major problem in the ECHP is that income only is given net of taxes and that the gross/net ratio supplied by Eurostat is completely misleading. Moreover, there is no code for being on maternity nor parental leave nor within the framework of an employment policy, the exact age of the children is not known and there is no information on commuter time. Hence, the ECHP and PSBH could be useful tools in analysing women’s situation on the labour market when constructing employment policies, but certain very important variables are either to regrouped or missing.

The list of variables is quite long for both surveys, still with the PSBH having more detailed information available which are important for the situation of women.

Assessments by ministry of labour and work (MET) :
Each year, on the 30 June, the Ministry of Labour and Work carries out an assessment of the working population at the national and regional level. The concepts and definitions used are based on the SEC’s definitions and are in accordance with the BIT’s guidelines and the EUROSTAT’s instructions. Thus, the assessments of the MET permit to carry out comparisons at the international level.

In order to assess the working population, two kinds of statistics are used. On the one hand, the MET use the administrative data of several social security organisations: National Social Security Office (ONSS), National Institute for Sickness and Invalidity (INAMI), National Pension Office (ONP), National Institute for Self-employed (INASTI), National Employment
Office (ONEM). On the other hand, the MET use the census and the workforce survey realised by the NIS.
The main drawback of this source of data comes from the fact that there is no break down by occupations (ISCO-COM code).

Main variables of the MET's assessment:
- Regional distribution: place of residence
- Sex
- Economic activity: NACE code
- Nationality
- Status (self-employed worker, "aidants", worker of the private sector, worker of the public sector)
- Recipients of job creation measures

Of course, there are still other data sources on gender but these are less complete. In the summary table below, we present the main characteristics of the aforementioned gender statistics. In addition, there is a description of three other data source, which are less exhaustive.
<table>
<thead>
<tr>
<th>Kind of statistics</th>
<th>Census</th>
<th>Survey (sample)</th>
<th>Assessment</th>
<th>Survey (sample)</th>
<th>Administrative data</th>
<th>Administrative data</th>
<th>Administrative data</th>
</tr>
</thead>
<tbody>
<tr>
<td>Extent of the data</td>
<td>Population</td>
<td>Population aged above 15 years</td>
<td>Population</td>
<td>Population</td>
<td>Population</td>
<td>Workers</td>
<td>Workers</td>
</tr>
<tr>
<td>Variables distributed by sex</td>
<td>Population</td>
<td>Population aged above 15 years</td>
<td>Population</td>
<td>Population</td>
<td>Population</td>
<td>Workers</td>
<td>Workers</td>
</tr>
<tr>
<td>- Age</td>
<td>yes</td>
<td>Yes</td>
<td>No</td>
<td>yes</td>
<td>yes</td>
<td>no</td>
<td>yes</td>
</tr>
<tr>
<td>- Activity sector</td>
<td>NACE 1, 2 or 3 digits</td>
<td>NACE 1 or 2 digits</td>
<td>NACE 1 to 4 digits</td>
<td>NACE 1 digit</td>
<td>NACE 1 digit</td>
<td>NACE 1 or 2 digits</td>
<td>NACE 1 or 2 digits</td>
</tr>
<tr>
<td>- Kind of occupation</td>
<td>ISCO 1, 2 or 3 digits</td>
<td>ISCO 1 or 2 digits</td>
<td>no</td>
<td>ISCO 2 digit^4</td>
<td>ISCO 2 digit^4</td>
<td>no</td>
<td>no</td>
</tr>
<tr>
<td>- Family situation</td>
<td>no</td>
<td>No</td>
<td>no</td>
<td>yes</td>
<td>yes</td>
<td>no</td>
<td>no</td>
</tr>
<tr>
<td>- Marital status</td>
<td>yes</td>
<td>Yes</td>
<td>no</td>
<td>yes</td>
<td>yes</td>
<td>no</td>
<td>no</td>
</tr>
<tr>
<td>- Level of study (training)</td>
<td>yes</td>
<td>Yes</td>
<td>no</td>
<td>yes</td>
<td>yes</td>
<td>no</td>
<td>no</td>
</tr>
<tr>
<td>- Level of earning</td>
<td>no</td>
<td>No</td>
<td>no</td>
<td>yes</td>
<td>Yes^5</td>
<td>no</td>
<td>Gross earnings possibly with ceiling</td>
</tr>
<tr>
<td>- Full/Part time</td>
<td>yes</td>
<td>Yes</td>
<td>no</td>
<td>yes</td>
<td>yes</td>
<td>no</td>
<td>yes</td>
</tr>
<tr>
<td>- Occupational status</td>
<td>Self-employed, employer, employee, manual worker, &quot;aidant&quot;, etc</td>
<td>Manual worker, self-employed, employer, employee, public servant, &quot;aidant&quot;, student, etc</td>
<td>Worker of private and public sector, self-employed, &quot;aidants&quot;</td>
<td>yes</td>
<td>yes</td>
<td>Blue collar or white collar workers, civil servant</td>
<td>Civil servant, manual worker, employee</td>
</tr>
</tbody>
</table>

1: National Social Security Office 2: National Institute for Sickness and Invalidity 3: Caisse Générale d'Epargne et de Retraite 4: Some categories have been merged 5: Net earnings
1.4 Conclusion

The overview of the state of gender impact assessment in Belgium has shown us that there is no structured coherent and comprehensive instrument on which the decisions makers can rely. Only the Flemish authorities have taken the actual step to develop an instrument which should be applied to all policy proposals, but the instrument is not ready yet hence it is difficult to say at this stage what the outcome will be. It is though a good example to the other partners involved in employment policy. It does not seem as if a lack of expertise is holding back Belgium from performing a gender assessment impact All partners involved in the establishment of employment policies have experts on equal opportunities at their hand. The experts themselves ask for an instrument which should be used every time an employment policy is being proposed. Hence, the conclusion must be that Belgium is in need of a comprehensive and structured instrument which policy makers can apply to all policy proposals.
2. Selection of two employment policy measures for a gender impact assessment

In this section, we will study two “classical” employment policies existing in Belgium, the first is the “agreement on employment and training” in which women are under represented, the second is the reduction of social contribution for low wages in which women are over represented.

For the gender impact assessment of these policies the only available data are, on a trimester basis, the number of beneficiaries and the amount of expenses by gender and by activity sector. There are no data on earned income nor on the occupation held by the beneficiaries and there are no panel data to measure the impact of the policy on the beneficiaries.

2.1. Pillar I: Royal Decree 495: “agreement on work and training, part-time schooling, apprenticeship” (Convention emploi formation, obligation scolaire à temps partiel et apprentissage)

Three different measures are covered by this policy aiming at facilitating the integration of young (< 25 years old) low educated people in employment by a limited reduction of employers’ social contributions.

- The agreement on work and training concerns young (<25 years old) unemployed with a low educational attainment: it is an agreement with an employer who hires a young unemployed, pays him for the work he performs and trains him at the workplace.
- Part time schooling and part time employment in enterprises for young people still obliged to go to school (school is compulsory until the age of 18 years in Belgium)
- Apprenticeship

The target group is young unemployed with a low educational attainment and students who have to attend school on, at least, a part time basis.

- Initial situation: in Belgium the level of education of young women is higher than the level of education of young men. And, in 1999, the unemployment rate of young women (22.4) is lower than the unemployment rate of young men (22.7).

- The total cost of the policy was **134 million BF** in 1997 et **128,5 million BF** in 1998.
  
  The Percentage of men : **69,7%**.
  
  The percentage of women : **30,2%**.
  
  Total of the cost devoted to men : **68%**.
  
  Total of the cost devoted to women : **32%**.
## Agreement employment training

**Number of people concerned**

<table>
<thead>
<tr>
<th></th>
<th>men</th>
<th>women</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st trimester 1997</td>
<td>641</td>
<td>328</td>
<td>969</td>
</tr>
<tr>
<td>2nd trimester 1997</td>
<td>619</td>
<td>325</td>
<td>944</td>
</tr>
<tr>
<td>3rd trimester 1997</td>
<td>550</td>
<td>270</td>
<td>820</td>
</tr>
<tr>
<td>4th trimester 1997</td>
<td>571</td>
<td>308</td>
<td>879</td>
</tr>
</tbody>
</table>

**Cost (million Belgian francs)**

<table>
<thead>
<tr>
<th></th>
<th>men</th>
<th>women</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st trimester 1997</td>
<td>14.9</td>
<td>9.1</td>
<td>24.0</td>
</tr>
<tr>
<td>2nd trimester 1997</td>
<td>15.7</td>
<td>9.0</td>
<td>24.6</td>
</tr>
<tr>
<td>3rd trimester 1997</td>
<td>10.1</td>
<td>4.8</td>
<td>15.0</td>
</tr>
<tr>
<td>4th trimester 1997</td>
<td>12.7</td>
<td>6.1</td>
<td>18.9</td>
</tr>
<tr>
<td>Total</td>
<td>53.4</td>
<td>29.0</td>
<td>82.5</td>
</tr>
</tbody>
</table>

## Part time scholarship

**Number of people concerned**

<table>
<thead>
<tr>
<th></th>
<th>Men</th>
<th>Women</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st trimester 1997</td>
<td>927</td>
<td>1.076</td>
<td>2.003</td>
</tr>
<tr>
<td>2nd trimester 1997</td>
<td>1.114</td>
<td>1.392</td>
<td>2.506</td>
</tr>
<tr>
<td>3rd trimester 1997</td>
<td>761</td>
<td>773</td>
<td>1.534</td>
</tr>
<tr>
<td>4th trimester 1997</td>
<td>1.194</td>
<td>1.151</td>
<td>2.345</td>
</tr>
</tbody>
</table>

**Cost (million Belgian francs)**

<table>
<thead>
<tr>
<th></th>
<th>Men</th>
<th>Women</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st trimester 1997</td>
<td>3.4</td>
<td>2.5</td>
<td>5.9</td>
</tr>
<tr>
<td>2nd trimester 1997</td>
<td>4.0</td>
<td>3.0</td>
<td>7.0</td>
</tr>
<tr>
<td>3rd trimester 1997</td>
<td>2.0</td>
<td>1.3</td>
<td>3.3</td>
</tr>
<tr>
<td>4th trimester 1997</td>
<td>4.4</td>
<td>2.6</td>
<td>7.0</td>
</tr>
<tr>
<td>Total</td>
<td>13.8</td>
<td>9.4</td>
<td>23.2</td>
</tr>
</tbody>
</table>

## Apprenticeship

**Number of people concerned**

<table>
<thead>
<tr>
<th></th>
<th>Men</th>
<th>Women</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st trimester 1997</td>
<td>11.656</td>
<td>4.507</td>
<td>16.163</td>
</tr>
<tr>
<td>2nd trimester 1997</td>
<td>10.972</td>
<td>4.197</td>
<td>15.169</td>
</tr>
<tr>
<td>3rd trimester 1997</td>
<td>10.919</td>
<td>4.055</td>
<td>14.974</td>
</tr>
<tr>
<td>4th trimester 1997</td>
<td>11.028</td>
<td>4.134</td>
<td>15.162</td>
</tr>
</tbody>
</table>

**Cost (million Belgian francs)**

<table>
<thead>
<tr>
<th></th>
<th>Men</th>
<th>Women</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st trimester 1997</td>
<td>5.9</td>
<td>2.2</td>
<td>8.0</td>
</tr>
<tr>
<td>2nd trimester 1997</td>
<td>5.9</td>
<td>2.0</td>
<td>7.8</td>
</tr>
<tr>
<td>3rd trimester 1997</td>
<td>3.9</td>
<td>1.3</td>
<td>5.2</td>
</tr>
<tr>
<td>4th trimester 1997</td>
<td>5.6</td>
<td>1.8</td>
<td>7.5</td>
</tr>
<tr>
<td>Total</td>
<td>21.3</td>
<td>7.3</td>
<td>28.6</td>
</tr>
</tbody>
</table>

Source: ONSS
• **Other characteristics**

- Low administrative bulk: it is quite easy for employers to benefit from this measure.
- The reduction of social contribution is limited to a maximum period of three years or by the age of the young people hired.
- The reduction is proportional to the earned income with a ceiling corresponding to the social contribution paid on the monthly minimum wage.

• **Impact on sectoral segregation:**

In order to measure the impact of the measure on sector segregation, we have drawn two graphs:

The first graph represents the percentage of women who benefit from the measure in each sector (NACE 2). The x axe represents the percentage of women employed in each sector. The left part of the graph depicts the situation for the sectors in which women are underrepresented (percentage of women inferior to the percentage of women in total Belgian employment: 41%). The right part of the graph represents the sectors where women are over represented.

The impact of the policy can be interpreted as follow: if women were benefiting from the policy in the same proportion as their presence in the sectors, all the points would be on the diagonal. If they were benefiting more than proportional from the measure the points would be above the diagonal, on the contrary if they were benefiting less, the points would be under the diagonal.

The second graph shows the same calculation using the percentage of reductions which have benefited women within each sector.

**Graph 1: Percentage of women benefiting from the policy by activity sector**

source: own calculation on the basis of ONSS data

**Graph 2: Percentage of the amount devoted to the policy that benefit to women by activity sector**
Both graphs indicate a strong reinforcement of segregation in their left part: women in male dominated sectors benefit less than proportional in these sectors (most points are under the intercept).

On the contrary, the right part of the graph (the “female” sectors) indicates that women benefit less from the policy than their relative share in the sector (most points are under the intercept), hence men benefit more.

Women’s participation in this policy is low (30.2%), this means that young women are under represented in on the job training and in apprenticeship. Moreover the measure allows a better integration of men in women’s sectors and does very poor in integrating women in men’s sectors.

**Conclusion**

This measure aims at training and integrating young people into the labour market. The incentives are social security contribution reductions given to the employers hiring the young people either

- within the framework of the agreement on work and training
- by hiring a young person still obliged to attend school on a part-time-basis within the framework trainee contract, PEP or apprenticeship.

In 1998, 128.5 million BF were allocated to this measure. As few formalities are necessary to benefit from this measure, access is easy for the employers.

The female participation in the measure is low (30.2%), furthermore the above analysis has indicated that it reinforces sectoral segregation in the male dominated sectors. On the other hand, we also observe a good integration of men in female dominated sectors.

The proportional way the measure computes the social security reductions, is, this time, proportional more favourable to women than men (32% of budget used). This implies that the women benefiting from the measure have a slightly higher level of wages/salary than men.

**2.2. Pillar II “reduction of social contribution for low wages” (réduction pour les bas salaires)**

This policy, consisting in a reduction of the percentage of employers’ social contributions for low wages, was introduced in 1993 in order to favour the creation of employment principally in
SME. In April 1999 the measure was replaced by the so-called “structural reduction of social contributions”.

- The target group is low skilled people, however the measure for having low skills is low wages.
- The initial situation: in Belgium women are over-represented among the low wage population being it on the monthly or hourly basis. In 1995, 14,7% of the employed population was beneath 66% of the median hourly wage for full-timers. The figure was 9,3% for men and 21,4% for women.
- The total cost was 14,92 milliards BF in 1997 and 14,98 milliards BF in 1998.

  The percentage of men: 43,5%.
  The percentage of women: 56,4%.
  Total of the cost devoted to men: 40,8%.
  Total of the cost devoted to women: 59,1%.

The percentage of women benefiting from the policy is higher than the percentage of employed women in Belgium, this is due to the fact that women are over represented amongst low wage employees.

- Number of employees concerned

<table>
<thead>
<tr>
<th></th>
<th>Men</th>
<th>Women</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st trimester</td>
<td>334.873</td>
<td>448.637</td>
<td>783.510</td>
</tr>
<tr>
<td>2nd trimester</td>
<td>332.126</td>
<td>446.515</td>
<td>778.641</td>
</tr>
<tr>
<td>3rd trimester</td>
<td>378.212</td>
<td>477.331</td>
<td>855.543</td>
</tr>
<tr>
<td>4th trimester</td>
<td>285.342</td>
<td>351.856</td>
<td>637.198</td>
</tr>
</tbody>
</table>

- Cost (million de Belgian francs)

<table>
<thead>
<tr>
<th></th>
<th>Men</th>
<th>Women</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st trimester</td>
<td>1.552,6</td>
<td>2.308,2</td>
<td>3.860,9</td>
</tr>
<tr>
<td>2nd trimester</td>
<td>1.601,6</td>
<td>2.371,6</td>
<td>3.973,2</td>
</tr>
<tr>
<td>3rd trimester</td>
<td>1.787,6</td>
<td>2.562,2</td>
<td>4.349,8</td>
</tr>
<tr>
<td>4th trimester</td>
<td>1.160,9</td>
<td>1.577,4</td>
<td>2.738,4</td>
</tr>
<tr>
<td>Total</td>
<td>6.102,7</td>
<td>8.819,4</td>
<td>14.922,3</td>
</tr>
</tbody>
</table>

Source ONSS

- Other characteristics
  - The measure is unconditional: the reductions of employers’ contribution are given without any condition relative to employment creation.
  - Selectivity: Reductions are only given for employees with a wage below a certain level.
  - No administrative bulk.
  - Reductions are calculated as a percentage of employers’ social contributions. This percentage varies negatively according to the wage
Percentage of reduction of employers’ social for low wages

<table>
<thead>
<tr>
<th>Daily gross wage</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 592 et 2 017 BF (full time worker) or gross hourly wage below or equal to 265 BF (part time worker)</td>
<td>50%</td>
</tr>
<tr>
<td>2 018 et 2 176 BF (full time worker or gross hourly wage below or equal to 266 et 287 BF (part time worker)</td>
<td>35%</td>
</tr>
<tr>
<td>2 177 et 2 335 BF (full time worker) or gross hourly wage below or equal to 288 et 307 BF (part time worker)</td>
<td>20%</td>
</tr>
<tr>
<td>2 336 et 2 864 BF (full time worker) or gross hourly wage below or equal to 308 et 376 BF (part time worker)</td>
<td>10%</td>
</tr>
</tbody>
</table>

- No limit in time

**Impact on sectoral segregation**

The graphs are constructed in the same way as those presented in previous section. In this policy measure, women are very well represented in the so-called male sectors (left graphs: most of the points are above the intercept), thereby indicating decreasing sectoral segregation by promoting women (low paid) in sectors were women are under represented among the employed. In the so-called female dominated sectors (right graphs) women also benefit more from the policy than men. The same conclusions can be drawn whether the analysis focuses on the number of beneficiaries or granted amounts.

**Graph 3: Percentage of women benefiting from the policy by activity sector**

- No limit in time

source: own calculation on the basis of ONSS data
Graph 4: Percentage of the amount devoted to the policy to women by activity sector

\[ y = 1.3249x + 0.0845 \]
\[ R^2 = 0.6237 \]

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

\[ y = 0.4532x + 0.396 \]
\[ R^2 = 0.1212 \]

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

Source: own calculation on the basis of ONSS data

Conclusion

The reduction of social contributions for low wage employment is a policy that concerns more women than men. The advantage is more important in terms of cost because women are over represented in low wage positions, this aspect is reinforced by the regressive character of the reduction.

However the measure could exert a perverse effect by encouraging the creation of low wage employment and by maintaining the concerned workers in this situation in order to continue to benefit from the reduction of social contribution.
### 3. Draft fiche for summarising national examples of GIA guidelines

<table>
<thead>
<tr>
<th>ORGANISATION RESPONSIBLE FOR DEVELOPING THE GUIDELINES</th>
<th>Policy I</th>
<th>Policy II</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy I</td>
<td>Agreement on work and training, part time schooling, apprenticeship</td>
<td>Reduction of social contribution for low wages</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Type of Organisation</th>
<th>Federal ministry of employment</th>
<th>Federal ministry of employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>(e.g. National ministry, local or regional government, social partners, other agency)</td>
<td>National ministry</td>
<td>National ministry</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Level of responsibility</th>
<th>National</th>
<th>National</th>
</tr>
</thead>
<tbody>
<tr>
<td>(e.g. national, federal, local, sector)</td>
<td>National</td>
<td>National</td>
</tr>
</tbody>
</table>

| The broad responsibility of the organisation (e.g. national employment policy, assessment of ESF projects) | Federal employment policy competence: social protection, social legislation | Federal employment policy competence: social protection, social legislation |

<table>
<thead>
<tr>
<th>THE GUIDELINES</th>
<th>Pillar I: royal decree 495: “Agreement on work and training, part time schooling, apprenticeship”</th>
<th>Pillar II “reduction of social contribution for low wages”</th>
</tr>
</thead>
<tbody>
<tr>
<td>Name or title of guidelines</td>
<td>Pillar I: royal decree 495: “Agreement on work and training, part time schooling, apprenticeship”</td>
<td>Pillar II “reduction of social contribution for low wages”</td>
</tr>
</tbody>
</table>

| Date when the guidelines were issued or adopted         | 1983                                                          | 1993                                                          |

| Aims and objectives of the guidelines                   | To facilitate the integration of young (<25 years old) low educated people in employment | This policy was introduced in order to favour the creation of employment principally in SME. |

| Summary of contents of the guidelines (attach in more detail in appendix if necessary) | Consists in a limited reduction of employers’ social contributions | Consists in a reduction in the percentage of employers’ social contributions for low wages |

| Method of implementation                                 | The employer has to submit a proposal of agreement to the responsible unit of the employment ministry. This agreement is to be attached with a certificate of school frequentation to the trimestriel declaration to the organism responsible for the perception of social contribution | Automatic reduction of social contribution |

<table>
<thead>
<tr>
<th>Method of monitoring and evaluation</th>
<th>Non</th>
<th>Non</th>
</tr>
</thead>
<tbody>
<tr>
<td>Obstacles which may limit the effectiveness of the policy (lack of statistics, institutional and political problems of coordination, etc.)</td>
<td>Lack of statistics</td>
<td>Lack of statistics</td>
</tr>
<tr>
<td></td>
<td>Absence of political procedure</td>
<td>Absence of political procedure</td>
</tr>
</tbody>
</table>