



#### COUNTRY BELGIUM REPORT

This document reflects the views only of the authors, and the European Commission cannot be held responsible for any use which may be made of the information contained therein.

March 2020

















### Introduction

Belgium's Personal and Household Services (PHS) system is among the most well-developed in the European Union. Belgium, which generally exhibits characteristics of a Continental Welfare state, has a strong focus on developing instruments to provide and subsidise non-care PHS activities to all people living in the country. This notable interest in strengthening broad-based non-care PHS also aligns with Nordic countries. The best-known PHS instrument in Belgium is the Service Voucher System (SVS), which is widely regarded as a forerunner among PHS programmes and has been identified as a model for other countries looking to strengthen their PHS programmes.

# Factors supporting the growth and development of the field of PHS

Current demographic changes in Belgium support the growing demands for PHS. Despite low fertility rates, Belgium's population continues to grow, largely due to immigration and extended life expectancy. Migration, which accounts for 80% of population growth, contributes not only to the demand for PHS, but also to the potential supply of PHS workers. Life expectancy, which reached 78.5 for males and 83.8 for females in 2018, in parallel with reduced fertility rates, results in the overall ageing of the Belgian population. The proportion of people aged 67 and over is expected to increase from 16% in 2018 to 23% in 2070. By 2030, people over the age of 66 are expected to account for a larger share of the population than youth under age 18. The EU-wide priority of helping older people stay in their own homes longer has helped develop non-care PHS alongside care services as a necessary service to help manage the needs of an ageing society.

The changing needs of families with children are also contributing to PHS demand. There has been a growth in the number of single-parent families (10% of all households)<sup>5</sup> as well as an increase in the number of women in the labour force, from 56.4% in 2000 to 62.9% in 2016.<sup>6</sup> Interestingly, despite a decrease in the participation rate of men in recent years, the increased participation among women raised the overall participation rate across the country by 2.5% to 67.6% in 2016.<sup>7</sup> However, labour market participation in Belgium remains below the EU15 average of 73.9%.<sup>8</sup> Work-life balance and challenges reconciling demands in one's personal

<sup>&</sup>lt;sup>1</sup> Statbel (2018).

<sup>&</sup>lt;sup>2</sup> World Population Review (2019).

<sup>&</sup>lt;sup>3</sup> Bureau fédéral du Plan et Statbel (2019).

<sup>&</sup>lt;sup>4</sup> Ibid.

<sup>&</sup>lt;sup>5</sup> Ibid.

<sup>&</sup>lt;sup>6</sup> European Commission (2016).

<sup>&</sup>lt;sup>7</sup> Ibid.

<sup>&</sup>lt;sup>8</sup> Ibid.

and professional lives have long been important topics in Belgium. In 2016, 58% of Belgians declared that it was not uncommon to come home from work too tired to do household jobs and 41% expressed their frequent difficulty to fulfil family responsibilities because of time spent at work. This latter figure is slightly above the EU average (38%).<sup>9</sup>

Another factor in Belgian society that supports the demand for a developed PHS system is the high percentage of Belgian women (40%) who work part-time. By contrast, less than 10% of men work part-time. Belgium has a particularly high inactivity trap, meaning that the implicit tax on returning to work after a period of inactivity, such as parental leave or caring for a sick relative, is high enough to dis-incentivise some women from re-entering the workforce. This is compounded by a high tax burden on second earners. While PHS instruments cannot change the impacts of a tax burden, they can help unburden women in particular from unpaid housework and family responsibilities, enabling more women to take up or return to full-time work if they so choose. For example, as of 2016, 14% of Belgians (compared to the European average of 9%) declared that they care for sick relatives or relatives with disabilities under 75 years old at least several days a week. Extended services for childcare and support of older or vulnerable populations could help women participate more in the labour market.

On the supply side, PHS could provide opportunities for populations that have challenges finding work, such as immigrants, workers with lower qualifications, and long-term unemployed people. Nearly 20% of Belgian labour market participants was born outside of Belgium and does not hold Belgian citizenship. There is also a large first-generation Belgian population. Both groups experience additional challenges in integrating and participating in the labour market. Across the general population the unemployment rate among people with lower qualifications was 14.5% in 2016, compared to the OECD average of 11.7%. Belgium's employment statistics for intermediate and high-skilled workers, by contrast, were on average equal to or better than OECD averages, indicating that the Belgian labour market has an oversupply of job seekers with low or mismatched qualifications for the available jobs and not enough low-skilled jobs for this portion of the population.

While concerns about undeclared work are an important contributing factor to supporting PHS policies in many countries, Belgium does not have current data on the scale of the issue. <sup>17</sup> Illegal employment, particularly among third-country nationals, is an issue on the political agenda and has contributed to legislation, such as the Social Criminal Code in 2010, designed to centralise social criminal law and other measures that combat undeclared employment. <sup>18</sup> In 2018, Fairwork Belgium, an organisation that advocates for undocumented migrants, ensured support to hundreds of undocumented domestic workers. <sup>19</sup>

<sup>&</sup>lt;sup>9</sup> Eurofound (2018).

<sup>&</sup>lt;sup>10</sup> European Commission (2016).

<sup>&</sup>lt;sup>11</sup> Ibid.

<sup>&</sup>lt;sup>12</sup> Eurofound (2018).

<sup>&</sup>lt;sup>13</sup> Pina, Álvaro / Corluy, Vincent / Verbist, Gerlinde (2015).

<sup>&</sup>lt;sup>14</sup> ING (2018).

<sup>15</sup> IZA (2018).

<sup>&</sup>lt;sup>16</sup> ING (2018).

<sup>&</sup>lt;sup>17</sup> European Commission (2017).

<sup>&</sup>lt;sup>18</sup> European Migration Network (2017).

<sup>&</sup>lt;sup>19</sup> Fairwork Belgium (2019).

# Definition and development of PHS instruments

Belgium does not have a national definition of PHS. Rather the concept of PHS has evolved through the development of various care and non-care instruments. A full overview is provided in Annex 1.

The **Service Voucher Scheme (SVS)** is Belgium's flagship PHS programme, whereby subsidised non-care services are available for purchase to anyone living in Belgium. Each adult is eligible to purchase up to 500 service vouchers per year, while families may purchase up to 1,000 vouchers. The first 400 vouchers (800 for families) cost €9 each, and the additional 100 vouchers (200 for families) cost €10.<sup>20</sup>

Local employment agencies (ALE) is another non-care voucher programme. Launched in 1994 at the federal level, <sup>21</sup> it is also open to all Belgian residents as well as Belgian legal entities. Private households interested in taking advantage of this programme must register with their local ALE agency, which is then responsible for selecting workers and sending them to users' homes. The ALE system is specifically focused on employment opportunities for the long-term unemployed and people on social assistance in hopes of supporting their transition back into the labour market. The fact that ALE workers receive both unemployment benefits and an income supplement based on the hours worked in the ALE programme has had some push back, due to concerns that it might disincentivise participants from looking for more permanent work or could be perceived as an unemployment trap, if benefits plus ALE supplements translate into higher earnings than low-wage employment.<sup>22</sup> Since April 1, 2015, the ALE system has also come under the authority of the regions. Brussels and Wallonia have kept the ALE system intact, whereas Flanders has replaced it with the Neighbourhood services programme.

**Neighbourhood services** is a non-care programme specific to the Flanders region. Through it, participants can purchase vouchers for such services as home repair, gardening and IT support. Like ALE, services are performed by hard-to-place jobseekers. The primary users of neighbourhood services are local organisations and schools, which purchase over 70% of these vouchers.<sup>23</sup>

"Employment development initiative by the social local services" (IDESS) is a smaller non-care PHS programme available in the Wallonia region.

Care instruments also constitute an important part of the Belgian PHS offerings. Care instruments in Belgium tend to be needs-based, catering to vulnerable populations in order to support people in their own homes.

**Home care and home help** is an instrument that provides targeted care services to older people and individuals with chronic illnesses or disabilities. Limited non-care services are also

<sup>&</sup>lt;sup>20</sup> Marx, Ive / Vandelannoote, Dieter (2014).

<sup>&</sup>lt;sup>21</sup> Ibid.

<sup>22</sup> Ibic

<sup>&</sup>lt;sup>23</sup> Desiere, Sam/ De Wispelaere, Frederic / Struyven, Ludo (2018).

provided through this instrument. Services provided under this programme are generally inkind. Home care and home help has been the responsibility of the regions since 2013.<sup>24</sup>

Care Allowances (CAE) provide a cash allowance to older people, who require support to stay in their homes. The subsidy level is means-tested against the income of the applicant and his/her partner and, to a certain extent, their assets relative to the region in which they live. <sup>25</sup> The maximum benefit is €571 per month, <sup>26</sup> with the objective to reduce the non-medical financial burdens incurred by long-term care recipients. The regions have overseen CAE since 2015.

The Care Fund was established in 2001 as part of long-term care in Flanders. It consists of a mandatory insurance system based on solidarity with insurance for dependent persons, a cash benefit for persons with disabilities, CAE, income-related co-payment in home care as well as several non-PHS functions. In 2015, the Flemish government developed a new care plan to account for the newly devolved responsibilities related to CAE, which was then integrated into the Care Fund. Wallonia is currently developing a similar system that focuses only on home care and in-kind care.<sup>27</sup>

Care insurance benefit is a flat-rate allowance introduced in Flanders to cover the non-medical costs of informal and formal care. It is granted to extremely dependent persons for up to €130 per month. Currently, the Brussels and Wallonia Regions are discussing the introduction of similar schemes.

**Integration Allowances (IA)** are similar to CAE, but they are provided through federal public health insurance to individuals with disabilities or chronic diseases.<sup>28</sup> They consist of yearly non-means-tested fixed cash benefits intended to cover the costs incurred for care services.

Several other forms of public support are available as part of Belgium's PHS care instruments. For example, there is a cash benefit to assist families with children under age 21 with disabilities. There are also need-based subsidies for lower income families employing **childminders**, however, most state-supported childcare services are not provided at home. Belgium also offers financial support when workers take full-time or part-time career breaks to provide care services to dependent relatives.

In addition to these specific PHS Instruments, Belgium also has laws to regulate the status of domestic workers, persons who are hired directly by households. This category of worker is divided into two categories that roughly align with care and non-care services. The **labour regime of domestic servants** is a status that was developed in 1978 for households that directly employ individuals to perform reproductive tasks, such as cleaning. Regardless of the employee's legal status, they are entitled, since 2014, to the labour and social rights afforded all other workers in Belgium.

The other possible status for directly employed domestic workers follows the **regime of domestic housekeepers,** whose tasks may include such things as childcare. This category of employee is exempt from social security registration as long as their work is limited to eight hours or less per week. However, relatively few people are covered by these categories, with only 972 persons registered as domestic workers as of 2012. Employees, including "domestic

<sup>&</sup>lt;sup>24</sup> Pacolet, Josef/ De Wispelaere, Frederic (2018).

<sup>&</sup>lt;sup>25</sup> Desiere, Sam/ De Wispelaere, Frederic / Struyven, Ludo (2018).

<sup>&</sup>lt;sup>26</sup> Pacolet, Josef/ De Wispelaere, Frederic (2018).

<sup>&</sup>lt;sup>27</sup> Ibid.

<sup>&</sup>lt;sup>28</sup> Ibid.

housekeepers" who work more than eight hours a week must be registered at the National Office of Social Security and the employer households must register as well. Households employing these two categories of domestic workers are eligible for federal tax reductions as long as the employee was registered as unemployed for the last six months before the work contract with the private household began.



In 2016, 1,069,138 users (22% of Belgian households) purchased 128,639,000 vouchers as part of the SVS programme.<sup>29</sup> By contrast, in 2017, approximately 100,000 Walloon households used the IDESS programme. Most users tended to be over age 65.<sup>30</sup>

There were expectedly far fewer recipients of the home care and home help instrument, with 45,913 recipients in Wallonia for 2017, and 77,686 in the Flemish Community in 2016.<sup>31</sup>



Non-care instruments in Belgium do not generally have a fixed budget; rather, annual allocations are determined based on demand. SVS is subsidised by regional governments, which contribute between €14.02 and €14.39 per voucher to the €9 to €10 per hour of work contributed by users, bringing the total value of a voucher to €23.02 to €23.39. This amount covers the costs of the voucher issuing company - which receives approximately €.0.85 per voucher - and the intermediary providers, who are in turn responsible for administrative overhead and employee salaries. Intermediaries are also expected to take their own profit into consideration when determining expenses.<sup>32</sup> SVS users are entitled to a 10% to 30% tax cut depending on the region in which they live and the number of vouchers they purchase in the course of a year.<sup>33</sup> Overall SVS costs the Belgian government €2 billion (0.5% of GDP) before considering earn-back effects, which are estimated to recoup approximately 50% of costs.<sup>34</sup> In 2016, the cost to public authorities for a FTE job was estimated at €25,354 per year. However, each FTE job generated an additional revenue of €24,151.<sup>35</sup>

ALE users are entitled to a regional tax reduction of 15% if they live in the Brussels Region and 30% if they live in Flanders or Wallonia. This reduction cannot exceed €1,440 per year. One

<sup>&</sup>lt;sup>29</sup> Goffin, Kathy / Schooreel, Tess / Mertens, Kristof / Valsamis, Daphné / Van der Beken, Wim (2018).

<sup>30</sup> Atout Fi (2019)

<sup>&</sup>lt;sup>31</sup> Agentschap zorg & gezondheid (2019a).

<sup>&</sup>lt;sup>32</sup> Desiere, Sam/ De Wispelaere, Frederic / Struyven, Ludo (2018).

<sup>33</sup> Ibid.

<sup>34</sup> Ibid.

<sup>&</sup>lt;sup>35</sup> Goffin, Kathy / Schooreel, Tess / Mertens, Kristof / Valsamis, Daphné / Van der Beken, Wim (2018).

ALE voucher equals one hour of work, and its price varies between €5.95 and €7.45 depending on the activity provided.

Neighbourhood services users are entitled to a regional tax reduction of 30%, or up to €1,470 per year. The price paid by users is set by each municipality. Likewise, one voucher equals one hour of work.

Licensed organisations operating within the IDESS scheme are entitled to yearly regional subsidies to partially cover their operating costs as well as the wages of their workers. Users pay between €12.10 and €18.15 (tax included) for each hour of work performed by an IDESS employee. Some users may qualify for a reduced price, ranging from €8.47 to € 12.10 (tax included). This reduction can only be applied to a limited number of hours per year.

The regional governments set the level and structure of subsidies as well as the contributions that providers can charge for the services under the home care and home help instrument. User contributions generally range from 15-20%, which is generally calculated according to the user's financial situation and needs.<sup>36</sup> For example, in 2011, the hourly cost of home care was €34, of which users were generally expected to contribute 4.94-14.5%.

Home care and home help is one of the few Belgian PHS instruments that has a predetermined, rather than open-ended budget, meaning that the number of subsidised service hours is limited, regardless of the level of demand. The subsidies cover basic care or training costs, and allowances for coordination, management and other purposes. In Wallonia, in 2017 the subsidies amounted to €195 million, while in Brussels they totalled €29 million.<sup>37</sup>

In Flanders, the introduction of a mandatory care insurance scheme increased solidarity-based annual contributions from €25 to €50 per year. A similar system exists in Brussels, but participation is not compulsory. Wallonia is in the process of developing a similar programme.



Intermediary employment, in which users contract with companies in order to hire workers for PHS, is most common for both care and non-care services. For care services, Belgium also has programmes that allow family members to take leave from other forms of employment to provide care for family members in need. Since in October 2019, informal family carers have been given compensation leave when they take family leave. Domestic workers directly employed by private households are the exception in Belgium.

<sup>&</sup>lt;sup>36</sup> Pacolet, Josef/ De Wispelaere, Frederic (2018).

<sup>&</sup>lt;sup>37</sup> AVIQ (2018) & SPRB (2018).



# Landscape of intermediaries and quality management

In the Service Voucher Scheme (SVS) intermediaries are divided between for-profit and non-profit companies, both of which must go through a certification process before they can operate on the voucher market. Profit margins vary across service sector companies. Overall, the profitability of intermediary companies has decreased since the start of the SVS programme, although for-profit companies continue to have higher profits than their non-profit counterparts. Likely for this reason the share of for-profit companies has grown over the years. Intermediary companies provide open-ended employment contracts to 70% of employees, who tend to stay at a company for an average of three years, indicating some degree of satisfaction with employment conditions. As of 2016, there were over 1,800 intermediary companies in Belgium operating within SVS.<sup>38</sup>

ALE and Neighbourhood services contract exclusively with non-profit organisations created by municipalities or groups of municipalities.

There are some 60 organisations licensed as IDESS providers in Wallonia, 66% of which are public social action centres, 22% are non-profit organisations and 12% are social purpose companies.<sup>39</sup>

Home care and home help is generally provided by private not-for-profit organisations, although public providers and commercial firms are also active in this market. In 2017, there were 88 home care providers in Wallonia (33 private organisations and 55 public providers) and 7 in Brussels.<sup>40</sup> In Flanders, there were 102 registered home care providers in 2019 expected to execute 23.9 million hours of services.<sup>41</sup>

Childminding can be organised by a service provider or through self-employed childminders. In recent years, as a response to a growing demand from users for simple and flexible solutions (e.g., reporting tools, payment, etc.) digital childcare platforms have emerged. Both home care and home help as well as childminding services must also be certified by regional authorities in order to offer services. The certification process includes a scoring system based on various quality indicators.



# Landscape of employees and degree of professionalisation

In 2016, there were 140,171 SVS workers (20,169 in Brussels, 88,334 in Flanders and 31,668 in Wallonia), accounting for 3.1% of workers in Belgium (or 79,002 FTE jobs). There were an

<sup>&</sup>lt;sup>38</sup> Goffin, Kathy / Schooreel, Tess / Mertens, Kristof / Valsamis, Daphné / Van der Beken, Wim (2018).

<sup>&</sup>lt;sup>39</sup> Vanmeerbeek, Perrine (2016).

<sup>&</sup>lt;sup>40</sup> AVIQ (2018) & SPRB (2018).

<sup>&</sup>lt;sup>41</sup> Agentschap zorg & gezondheid (2019b).

additional 3,207 administrative staff working in intermediary companies as of 2015. Most SVS employees are women, with 29% of all women in low-wage employment in Belgium working in the sector. Most work part-time, averaging 19.6 hours a week, and they tend to have low or medium levels of formal educational attainment. Employees in the Brussels region are more likely than employees in other regions to have been born outside of Belgium.<sup>42</sup>

All SVS companies must provide at least 12 hours or 1.5 days per year of training to employees (calculated on the basis of FTE workers). This compulsory training is partly funded by the Regional and Sectoral Training Funds. In addition, the Sectoral Training Fund covers the costs of nine to 18 hours of training for new SVS workers.

To qualify as an ALE worker, one must be unemployed and currently receiving unemployment benefits. These individuals can work in ALE for up to 45 hours a month while continuing to receive full unemployment benefits as well as an income supplement of €4.10 per hour worked.

Similarly, in the neighbourhood services programme, workers must be registered as job seekers. They can work up to 60 hours per month and 630 hours per year, for a maximum of 12 months. In 2017, 16,372 workers were registered to the ALE and Neighbourhood services systems - 63.3% were women.<sup>43</sup>

There are only about 600 people employed by the IDESS programme, most of whom are otherwise far from the labour market.<sup>44</sup>

There were 9,030 and 25,160 employees in the French and Flemish Communities, respectively, who were employed in home care and home help. Most employees are women.<sup>45</sup> Home care professionals must be licensed.



In 2019, SVS employees earned a minimum gross wage between €11.04 and €11.32 per hour, <sup>46</sup> with an average gross monthly wage of €1,896.<sup>47</sup> Wages are determined by collective agreements and generally increase according to experience and seniority. <sup>48</sup> SVS workers are also entitled to a travel allowance. <sup>49</sup>

Job seekers who work in neighbourhood services earn €4.10 per hour worked and are entitled to a travel allowance, provided the distance between their home and workplace is further than 10 km. Their income is not subject to taxes.

<sup>&</sup>lt;sup>42</sup> Desiere, Sam/ De Wispelaere, Frederic / Struyven, Ludo (2018).

<sup>&</sup>lt;sup>43</sup> Belgian National Employment Office (2019).

<sup>&</sup>lt;sup>44</sup> Atout Ei (2019).

<sup>&</sup>lt;sup>45</sup> Desiere, Sam/ De Wispelaere, Frederic / Struyven, Ludo (2018).

<sup>&</sup>lt;sup>46</sup> Marx, Ive / Vandelannoote, Dieter (2014).

<sup>&</sup>lt;sup>47</sup> Desiere, Sam/ De Wispelaere, Frederic / Struyven, Ludo (2018).

<sup>&</sup>lt;sup>48</sup> Marx, Ive / Vandelannoote, Dieter (2014).

<sup>&</sup>lt;sup>49</sup> Desiere, Sam/ De Wispelaere, Frederic / Struyven, Ludo (2018).

Home care and home help workers have higher average gross monthly wages (€2,422) than SVS employees, in part because they tend to work more hours. Wages and working conditions for these care employees are determined by collective agreements.<sup>50</sup>

Domestic workers have a set minimum wage of €9.68 per hours, which equates to €1,595.07 for a full-time employee (38 hours a week).<sup>51</sup>

Undeclared work wages in Belgium are estimated between €8.60 and €12 per hour.<sup>52</sup> Estimates indicate that users are willing to pay on average €4 to €6 per hour for babysitting services in Flanders and up to €8 in Brussels and Wallonia.<sup>53</sup>



Joint committees (including trade unions and employers' organisations) negotiate new collective labour agreements every two years. Agreements cover working conditions, wages, etc. Relevant Joint committees for PHS are:

- Joint Committee No. 110 for textile care (laundry, ironing and sewing activities; mostly used for ironing activities outside the home).
- Joint Committee No. 145 for horticultural (gardening) services.
- Joint Committee No. 318 for family help services and help services for the elderly. This Joint Committee is split between the Flemish (318.02) and the French (318.01) Communities and covers the home care and home help workers.<sup>54</sup>
- Joint Committee No. 322.01 for accredited SVS agencies.
- Joint Committee No. 323 for workers under the "domestic servant regime" as well as the sector for the management of buildings and real-estate agencies.
- Joint Committee No. 337 for the non-merchant sector (for workers under the domestic housekeeping status as well as diplomatic domestic workers).

The Trade Unions active in PHS are: ACV Voeding en Diensten; Fédération Générale du Travail de Belgique (FGTB); Centrale générale des syndicats libéraux de Belgique (CGSLB); and Confédération des syndicats chrétiens de Belgique (CSC).

Employer Organisations that cover the PHS sector are: Federgon; Atout EI; Plateforme ALE; Vlaams Platform PWA/PWA-DCO; Zorggezind; Confédération des centres de coordination de soins et de services à domicile; Fédération des Services Bruxellois d'Aide à Domicile (FSB); Fédération wallonne de services d'aide à domicile (Fedom); Fédération des immobiliers de Belgique (FIB); Unisoc; and FBT.

<sup>50</sup> Ibid.

<sup>&</sup>lt;sup>51</sup> Organisation for Undocumented workers (OR.C.A) (2019).

<sup>&</sup>lt;sup>52</sup> Manoudi, Anna et al (2018).

<sup>&</sup>lt;sup>53</sup> Information provided by Bsit during the seminar.

<sup>&</sup>lt;sup>54</sup> Desiere, Sam/ De Wispelaere, Frederic / Struyven, Ludo (2018).

#### Policy Process

On January 1, 2004, SVS was launched by the Belgian federal government through a coalition between the Socialist and Liberal Parties under the second Verhofstadt cabinet. The aim of SVS was to boost job creation for the unemployed and persons with low formal qualifications, while discouraging undeclared working arrangements. The particularly high unemployment rate in Belgium at the turn of the millennium had led to higher than average levels of government dependency among working age individuals. By creating subsidised vouchers, the hope was to create well-paying low-skilled service sector jobs without creating wage inequality for people on the lower end of the income distribution. This is particularly important in countries like Belgium, which have compressed wages, relatively high minimum wages and strong collective bargaining. SVS also aimed to improve users' work-life balance, especially among women and dual income families. Second vertical properties of the second vertical properties are second vertically and particularly into the second vertical properties. The particular properties was a second vertical properties of the second vertical properties are second vertically and properties.

Since July 1, 2014, the administrative responsibility for service vouchers has been shifted to the regions. The three regions: Wallonia, Flanders, and Brussels Capital Region can now decide on the value of vouchers, authorized activities that may be carried out and the level of available tax credits for users.



#### Commonalities across countries

The Belgian SVS has been a source of inspiration for the family booklet in Italy as well as for the household service voucher system in Austria and the service voucher project piloted in the German land of Baden-Wurttemberg.



The introduction of SVS replaced a brief intermediary voucher programme that had been initiated in 2001 at the regional level.<sup>57</sup>

<sup>55</sup> Ihid

<sup>56</sup> Ibid.

<sup>&</sup>lt;sup>57</sup> Ibid.

### Promising practices

Belgium developed a new tax status and labour regime as of July 2018, which can be used as a PHS instrument. The **extra activities regime**,<sup>58</sup> a federal programme overseen by the National Office of Social Security, allows pensioners, self-employed persons, or workers with less than 80% employment to earn additional money in their free time by doing associative work, citizen-to-citizen work, or by working as part of the collaborative economy, which includes work contracted on online platforms. So far, 44 online platforms are recognised under the extra activities regime.<sup>59</sup> These platforms tend to develop their own quality assurance mechanisms and customer ratings systems. The work carried out under the extra activities regime must be different from the person's primary employment. Assuming these requirements are met, the worker can earn up to €6,250 untaxed and unrelated to social security contributions. Individuals making use of this new category of employment have a legal relationship that connects user and employee, but no contractual relationship.

Created in 2017, the Sectorial Training Fund – Service Vouchers aims to raise awareness on manageable and feasible work. When a survey showed that service vouchers workers ask for more respect, particularly concerning the provision of suitable equipment, a communication campaign "Tous Respectueux" ("Respect your worker") was launched in order to respond to service vouchers workers' concerns and raise awareness on the importance of providing quality and ergonomic equipment. The awareness campaign mainly targeted service vouchers users, but also providers. The campaign was promoted by humorous videos of Belgian VIPs performing tasks without appropriate equipment, broadcasted on social networks (YouTube, Facebook and Instagram). Service vouchers workers were involved and encouraged to distribute leaflets to their clients, in order to spread a checklist of items needed to ensure good working conditions in the domestic sector.

Based on the success of this first campaign, the *Fonds de Soutenabilité* plans further similar projects.<sup>60</sup>

<sup>58</sup> Activités Complémentaires (2019).

<sup>&</sup>lt;sup>59</sup> Finance Federal Public Services (2019).

<sup>60</sup> www.tousrespectueux.be (last accessed 5 November 2019).

Appendix 1: Eligible PHS activities in each main Instruments listed above

600 600 600 600	Instruments promoting the sector	Eligible PHS activities
Non-Care Instruments	The Service Voucher Scheme (SVS)	<ul> <li>House cleaning,</li> <li>laundry,</li> <li>ironing,</li> <li>sewing,</li> <li>meal preparation,</li> <li>transport for less mobile people.</li> </ul>
	Local employment agencies (ALE)	<ul> <li>small gardening,</li> <li>small maintenance and repair work in private households refused by professionals due to their low technicality,</li> <li>help to accomplish administrative tasks,</li> <li>help with the accompaniment of sick people or children,</li> <li>pet care in the absence of owners,</li> <li>caring for children, ill or persons with disabilities.</li> </ul>
	Neighbourhood services	Each municipality defines the available activities, but gardening, domestic services and childcare seems to be the most sought by private households.
	Social local services employment development initiative (IDESS)	<ul> <li>minor maintenance, repair and development work of private homes,</li> <li>landscaping and maintenance of green areas,</li> <li>social taxi, social laundry and social store (only for people in precarious situation)</li> </ul>
Care Instruments	Subsidized in-kind home care services	They include personal care, household help and cleaning as well as psychosocial support.
	Subsidised home help care services	They offer cleaning, accompaniment and home repair and maintenance.
Transversal instrument	The labour regime of domestic servants	Workers can perform all domestic chores such as personal care, home care, cleaning, laundry, cooking, childcare, babysitting and elderly care as long as it does not include any "intellectual task nor teaching".
	Extra activities regime	<ul> <li>childcare, out-of-school care,</li> <li>assistance to persons in need of care,</li> <li>private lessons (incl. sport lessons),</li> <li>small maintenance work at or around the private home,</li> <li>administrative support and occasional IT assistance,</li> <li>maintenance of graves and other places of memory,</li> <li>help with small or occasional household chores (regular housekeeping is excluded),</li> <li>help and support for the transportation of people,</li> <li>property monitoring,</li> <li>pet care.</li> </ul>

#### References

- Agency for a Quality Life of Wallonia (AVIQ) (2018): Rapport d'activité 2017.
- Agentschap zorg & gezondheid (2019a): cijfers over Diensten maatschappelijk Werk (2016). URL: <a href="https://www.zorg-en-gezondheid.be/cijfers-over-diensten-maatschappelijk-werk-2016">https://www.zorg-en-gezondheid.be/cijfers-over-diensten-maatschappelijk-werk-2016</a> (last accessed 24 July 2019).
- Agentschap zorg & gezondheid (2019b): overzicht aanbod thuiszorg. URL: <a href="https://www.zorg-en-gezondheid.be/overzicht-aanbod-thuiszorg">https://www.zorg-en-gezondheid.be/overzicht-aanbod-thuiszorg</a> (last accessed 24 July 2019)
- Atout Ei Fédération wallone des entreprises d'insertion (2019): Mémorandum 2019 de la Fédération wallone des entreprises d'insertion et des IDESS en vue des élections régionales, fédérales et européennes du 26 mai 2019.
- Activités Complémentaires (2019): Activités Complémentaires. URL: <a href="https://www.activites">https://www.activites</a> <a href="https://www.activites">complementaires.be/fr/index.html</a> (last accessed 9 August 2019).
- Belgian National employment office (2019): Emploi et mesures d'activation. URL: <a href="https://www.onem.be/fr/documentation/statistiques/chiffres/emploi-et-mesures-dactivation#h2">https://www.onem.be/fr/documentation/statistiques/chiffres/emploi-et-mesures-dactivation#h2</a> 5 (last accessed 13 May 2019).
- Bureau fédéral du Plan et Statbelb (2019): Perspectives démographiques 2018-2070. URL: <a href="https://www.plan.be/admin/uploaded/201901240958590.FOR">https://www.plan.be/admin/uploaded/201901240958590.FOR</a> POP1870 11813 F.pdf (last accessed 12 December 2019).
- Brussels French-speaking public service (SPRB) (2018): Rapport d'activité 2017. URL: <a href="http://2017.sprb-gob.brussels/">http://2017.sprb-gob.brussels/</a> (last accessed 12 December 2019).
- Desiere, Sam / De Wispelaere, Frederic / Struyven, Ludo (2018): Labour Market Policy Thematic Review 2018. An analysis of Personal and Household Services to Support Work Life Balance for Working Parents and Carers, Belgium, European Commission. URL: <a href="https://ec.europa.eu/social/BlobServlet?docId=20319&langId=en">https://ec.europa.eu/social/BlobServlet?docId=20319&langId=en</a> (last accessed 12 December 2019).
- Euridyce (2018): Early Childhood and School Education Funding Belgium, European Commission. URL: <a href="https://eacea.ec.europa.eu/national-policies/eurydice/content/early-childhood-and-school-education-funding-5">https://eacea.ec.europa.eu/national-policies/eurydice/content/early-childhood-and-school-education-funding-5</a> de (last accessed 26. April 2019).
- Eurofound (2018): European Quality of Life Survey 2016 Data visualisation. URL: <a href="https://www.eurofound.europa.eu/data/european-quality-of-life-survey">https://www.eurofound.europa.eu/data/european-quality-of-life-survey</a> (last accessed 13 May 2019).
- European Commission (2016): Semester Thematic Factsheet Labour Force Participation of Women. URL: <a href="https://ec.europa.eu/info/sites/info/files/european-semester thematic-factsheet labour-force-participation-women en.pdf">https://ec.europa.eu/info/sites/info/files/european-semester thematic-factsheet labour-force-participation-women en.pdf</a> (last accessed 12 December 2019).
- European Commission (2017): Factsheet on Undeclared Work Belgium. URL: <a href="https://ec.europa.eu/social/BlobServlet?docld=18154&langId=en">https://ec.europa.eu/social/BlobServlet?docld=18154&langId=en</a> (last accessed 24. April 2019).
- European Migration Network (2017): Illegal Employment of Third Country Nationals in Belgium: Study of the Belgian Contact Point of the European Migration Network,

- European Migration Network National Contact Point Belgium. URL: <a href="https://emnbelgium.be/sites/default/files/publications/FINAL%20BE%20NCP%20study%20on%20Illegal%20Employment%20of%20TCNs\_3.pdf">https://emnbelgium.be/sites/default/files/publications/FINAL%20BE%20NCP%20study%20on%20Illegal%20Employment%20of%20TCNs\_3.pdf</a> (last accessed 12 December 2019).
- Fairwork Belgium (2019): Travailleurs sans papiers rapport annuel 2018. URL: <a href="https://www.fairworkbelgium.be/fr/jaarverslag-2019/">https://www.fairworkbelgium.be/fr/jaarverslag-2019/</a> (last accessed 12 December 2019).
- Finance Federal Public Services (2019): économie collaborative liste des plateformes agréées. URL: <a href="https://finances.belgium.be/sites/default/files/downloads/127-economie-collaborative-liste-plateformes-agreees-20190911.pdf">https://finances.belgium.be/sites/default/files/downloads/127-economie-collaborative-liste-plateformes-agreees-20190911.pdf</a> (last accessed 14 May 2019).
- Finance Federal Public Services / National Office of Social Security (2019): Activités complémentaires Bijklussen. URL: <a href="https://financien.belgium.be/nl/particulieren/belastingvoordelen/bijklussen">https://financien.belgium.be/nl/particulieren/belastingvoordelen/bijklussen</a> (last accessed 14 May 2019).
- Flemish Employment and Training Service (VDAB) (2019): Info over wijk-werken. URL: <a href="https://www.vdab.be/wijk-werken">https://www.vdab.be/wijk-werken</a> (last accessed 14 May 2019).
- Goffin, Kathy / Schooreel, Tess / Mertens, Kristof / Valsamis, Daphné / Van der Beken, Wim (2018): Une vision à 360° sur les titres-services, Rapport final. URL:

  <a href="https://federgon.be/fileadmin/media/pdf/fr/Une vision a 360">https://federgon.be/fileadmin/media/pdf/fr/Une vision a 360</a> sur les titres-services Rapport final.pdf (last accessed 12 December 2019).
- IMPact (2014b): Belgium The Service voucher System, PHS policies Implementation and monitoring guide. URL: <a href="http://impact-phs.eu/national-practices/belgium-the-service-voucher-system/">http://impact-phs.eu/national-practices/belgium-the-service-voucher-system/</a> (last accessed 24 April 2019).
- IMPact (2014b): Increase in the quality of the services. URL: <a href="http://impact-phs.eu/do-i-want-to-assess-an-existing-phs-policy/part-4-what-are-the-different-types-of-phs-policy-measures-2/the-different-type-of-intervention-and-the-related-measures/increase-in-the-quality-of-the-services/">http://impact-phs.eu/do-i-want-to-assess-an-existing-phs-policy/part-4-what-are-the-different-types-of-phs-policy-measures-2/the-different-type-of-intervention-and-the-related-measures/increase-in-the-quality-of-the-services/</a> (last accessed 24 April 2019).
- ING (2018): Belgian Jobs Deal: We Want More! URL:
  <a href="https://think.ing.com/opinions/Belgium-jobs-deal-we-want-more/">https://think.ing.com/opinions/Belgium-jobs-deal-we-want-more/</a> (last accessed 24 April 2019).
- IZA (2018): The Labour Market in Belgium, 2000 2016. URL: <a href="https://wol.iza.org/articles/the-labor-market-in-belgium/long">https://wol.iza.org/articles/the-labor-market-in-belgium/long</a> (last accessed 24 April 2019).
- Kind & Gezind (2019): cijfers op maat. URL: <a href="https://www.kindengezin.be/cijfers-en-rapporten/cijfers/kinderopvang-baby-peuter/cijfers-op-maat/">https://www.kindengezin.be/cijfers-en-rapporten/cijfers/kinderopvang-baby-peuter/cijfers-op-maat/</a> (last accessed 24 July 2019).
- Manoudi, Anna et al (2018): An analysis of Personal and Household Services to support work life balance for working parents and carers Synthesis Report, ECE Thematic Review. URL: <a href="https://ec.europa.eu/social/BlobServlet?docId=20330&langId=en">https://ec.europa.eu/social/BlobServlet?docId=20330&langId=en</a> (last accessed 12 December 2019).

- Marx, Ive / Vandelannoote, Dieter (2014): Matthew Runs Amok: The Belgian Service Voucher Scheme, Discussion Paper No. 8717, Institute for the Study of Labour (IZA), Bonn. URL: <a href="http://repec.iza.org/dp8717.pdf">http://repec.iza.org/dp8717.pdf</a> (last accessed 12 December 2019).
- Office de la Naissance et de l'Enfance (ONE) (2018): Rapport d'activitiés 2017. URL: <a href="https://www.one.be/public/cest-quoi-lone/rapports-one/rapports-dactivite/">https://www.one.be/public/cest-quoi-lone/rapports-one/rapports-dactivite/</a> (last accessed 12 December 2019).
- OR.C.A. (2019): Organisation for Undocumented Workers. URL: <a href="http://www.orcasite.be/?id=25">http://www.orcasite.be/?id=25</a> (last accessed 13 May 2019).
- Pacolet, Josef / De Wispelaere, Frederic (2018): ESPN Thematic Report on Challenges in long-term care Belgium, European Commission. URL: <a href="https://ec.europa.eu/social/BlobServlet?docId=19839&langId=en">https://ec.europa.eu/social/BlobServlet?docId=19839&langId=en</a> (last accessed 12 December 2019).
- Pina, Álvaro / Corluy, Vincent / Verbist, Gerlinde (2015): Improving the Labour Market Integration of Immigrants in Belgium, OECD, Economics Department Working Paper No. 1195. URL: <a href="https://www.oecd.org/officialdocuments/publicdisplaydocumentpdf">https://www.oecd.org/officialdocuments/publicdisplaydocumentpdf</a> /?cote=ECO/WKP(2015)13&docLanguage=En (last accessed 24 April 2019).
- Rekenhof (2018): Au pairs, Verslag van het Rekenhof aan het Vlaams Parlement, Brussels. ULR: <a href="http://docs.vlaamsparlement.be/pfile?id=1411918">http://docs.vlaamsparlement.be/pfile?id=1411918</a> (last accessed 12 December 2019).
- Sociaal-Economish Raad van Vlaanderen (2018): Advies "Au pairs", Brussels. URL: <a href="http://docs.vlaamsparlement.be/pfile?id=1412004">http://docs.vlaamsparlement.be/pfile?id=1412004</a> (last accessed 12 December 2019).
- Statbel (2018): Belgium in figures. URL: <a href="https://statbel.fgov.be/en/news/1st-january-2018-belgium-had-11376070-inhabitants">https://statbel.fgov.be/en/news/1st-january-2018-belgium-had-11376070-inhabitants</a> (last accessed 16 April 2019).
- Van den Bosch, Karel (2015): Measuring social protection for older people with long-term care needs in Belgium. A report on the completion of an OECD data collection questionnaire, Federal Planning Office. URL: <a href="https://www.plan.be/uploaded/documents/201609011418490.REP\_LTCOECD062016">https://www.plan.be/uploaded/documents/201609011418490.REP\_LTCOECD062016</a> 11305.pdf (last accessed 12 December 2019).
- Vanmeerbeek, Perrine (2016), Quel est l'impact des IDESS? Impacts sociaux, logiques d'action et modèles-types, Ulg-Spiral. URL:

  <a href="https://orbi.uliege.be/bitstream/2268/209350/3/20161223">https://orbi.uliege.be/bitstream/2268/209350/3/20161223</a> Rapport%20final Impact% 20social%20IDESS.pdf (last accessed 15 May 2019).
- World Population Review (2019): Belgium Population 2019. URL: <a href="http://worldpopulationreview.com/countries/belgium-population/">http://worldpopulationreview.com/countries/belgium-population/</a> (last accessed 24 April 2019).