



Services du Collège réuni  
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Diensten van het Verenigd College van de  
Gemeenschappelijke Gemeenschapscommissie

OBSERVATOIRE  
DE LA SANTÉ ET DU SOCIAL  
BRUXELLES



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# Non take-up.brussels : precariousness in development Brussels Report on Poverty

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**I. Individual situations of non take-up**

**II. Non take-up and fundamental social rights**

**III. Analysis of socio-administrative paths**

**IV. Challenges of automation et recommendations**

# Non take-up & forms of poverty in regional/urban context

## Definitions

*« non take-up refers to anyone who does not benefit from a public offer, rights and services, to which they could claim »*

*« any non-realization of a public offer of rights and services »*

Philippe Warin, Odenore & K.Steenssens, HIVA

Estimation non take-up rate social integration income (Bouckaert & Schokkaert, 2011)

Research projects : TAKE -Belspo, Make visible the invisible-Innov'Iris

# I. Individual situations of non take-up

Non take-up et **concrete situations**

**Typology** of non take-up (Odenore) :

- not knowing of right(s) and service(s)
- not claiming of right(s) and service(s)
- no acces of right(s) and service(s)
- no telling of right(s) and service(s)

**exclusion of right(s) and service(s)**

## Typology of non take-up & concrete situations

not knowing right(s) and service(s)

Understanding

« Basis »

Too much information > < lack of information

Validity

Having it is not enough

## Typology of non take-up & concrete situations

not-claiming of right(s) and service(s)

Not being able to ask > < do not want to ask

Social représentations & dignity

Momentary > < definitive

## Typology of non take-up & concrete situations

no access of right(s) and service(s)

Infinite path-circuit

Facts "anodyne"

Conflictuality

Long time

Conditions

Administrative factors & interinstitutional relations

## Typology of non take-up & concrete situations

no telling of right(s) and service(s)

Mistakes of the workers & other institutions

Relational factors in asymmetrical relationship

Institutional & administrative factors

Information & granting expected > < broken confidence to public services



## Typology of non take-up & concrete situations

### exclusion of right(s) and service(s)

misinformation, misrecognition, misunderstanding

Asymmetry too strong: conditions, subjective evaluation, power of evaluators

Actions of the professionals

Risk of exclusion is increased

More non take-up

## II. Non take-up and fundamental social rights

specific forms of non take-up for different social rights  
multidimensionnal poverty

right to employment: unemployment insurance right

right to training : regional norms

right to housing : regional norms, social and private housing

right to health : increased intervention, health care

right to minimum income : social assistance, right to social  
intergration

# Specificities of non take-up : right to minimum income

No access : organisational style of every CPAS/OCMW

Not claiming : image/Welfare stigma, already in contact, no choice

Not knowing : types of help/social benefits/rights

No telling : social assistance and other rights

Exclusion : potential risk via temporary sanction and more non take-up

## Trends

Asymmetry amplification

Tensions in the roles and missions

Residual right

CPAS-OCMW's overexposed

**Recommendations** : Data watch (new RIS, unknown situations), monitoring transfers, SHARE project, proactive identification and harmonizations

## II. Non take-up and fundamental social rights

**Non take-up** : « social fact » prevailing administrative factors

Social security **transformation**

**Other actors** (associations, community, informal networks, charity, humanitarian services, religious services, citizens, ...) **ensure help and acces to basic needs**

**Constraint dependancy & humiliation**

### III. Socio administrative paths analysis

**Paths and institutions** (contrats, predefined paths, standardization)

**Organisational modalities** acces problems, new bureaucratization, pressure, tensions, proof, lengthening delays, responsibilities dilution, ...

**Coordination actions** : complexity of multi-level and multi-actors regulations, laws, norms

### III. Socio administrative paths analysis

**Stronger link** : socio-administrative paths en life paths of poor people

**Status changes** (social risks, family events, transitions, norms activation) & **more precarious**

« **In between** » & « **Precariousness space** »

**Discriminations** : treatment & “selection effects” (language, administrative language, administrative situation, age, foreign origin, skin color, sex, etc.)

# III. Socio administrative paths analysis

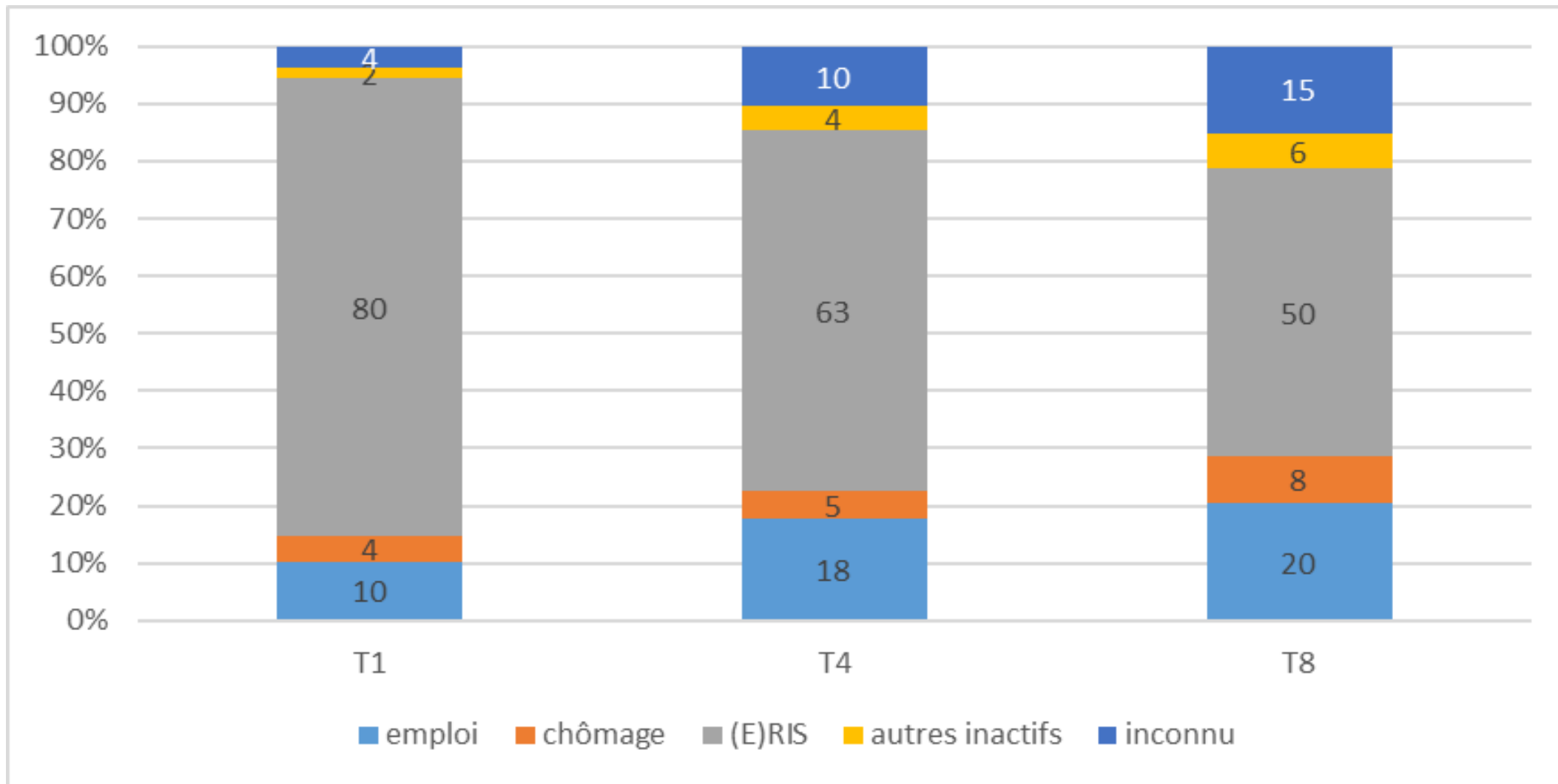
Global **qualitative** analysis

**Quantitative analysis** of 3 « vulnerables » groups

**Increasingly unstable pathways** : « precariousness space » reinforced

# III. Socio administrative paths analysis

Group III : Répartition beneficiaries of an (equivalent to) integration income at fourth fourth of 2010 by SEP at first (T1), fourth quarters (T4) of 2011 and at 8<sup>ème</sup> fourth of 2012 (T8) - (N = 31 831)



Source : BCSS-DWH marché du travail et protection sociale ; calculs Observatoire de la Santé et du Social de Bruxelles



### III. Socio administrative paths analysis

Profiles of new beneficiaries of social integration income socio-economic position the month before the grant of the integration income

2004-2013	Work	Unemployed	Revenu de remplacement	Aide sociale Equivalente	Other situations	TOTAL
NOUVEAUX RIS	18,0%	10,6%	13,7%	7,8%	49,9%	100%
	50053	29495	38138	21877	139259	278822

Source : SPP Intégration sociale, Focus « Situation avant le RIS », Numéro 15, Juin 2016

**Other situations** « people who were not present in the labor market nor in a social protection system. This is "people without resources following a change in personal situation (separation, departure from the parental home, ...); young people without entitlement to family allowances; foreign nationals such as recognized refugees but also certain European nationals; or other situations (homeless, returning to Belgium, leaving prison, ...) ».

### III. Socio administrative paths analysis

Increasing number of people (growth rate has slowed recently)

	Belgique	Brussels Region
2003	74.098	17.471
2008	83.074	23.292
2018	143.866	38.668

\* Neuf premiers mois de l'année. Source : SPP : Intégration sociale – Bulletin statistique n°23 – Février 2019

# III. Socio administrative paths analysis

## General movement of precariousness development

lengthening durability "in-between"

status instability & income instability & monetary poverty

degradation of life situations (housing, health, ...)

invisibilisation of people in rights and data

**Inter-institutional relations:** internal and external coordination, dynamics of dependence and dependencies (between federal and regional levels), reforms regionalisation

### III. Socio administrative paths analysis

**ALL actors participate in the effectiveness of social rights** cooperating actors, local and local authorities, associative & private actors (employers, social secretariats, subcontractors, ...), other public actors (justice, interior, BCSS-KSZ and SMALS, ...)

**Hardening** 'fundamental social rights' access = hard to **claim/receive** a right and to **maintain** a right

**Proactive practices**

## IV. Challenges of automation and recommendations

**e-Government** : data digitalisation is **not** automation of rights  
theoretically > < reality

simplification, efficiency, availability, speed, anticipation, reaction, proactivity  
> <

practical difficulties for right holders and social workers/professionals

# Limits of automation

Dematerialization and restricted access

Dehumanisation

Dematerialization and under-estimation of digital divide, know how to use (updates, programs, interfaces web...), hardware, connection costs @

Demat rialization and administrative problems : errors, non-treatment, in-chain misinterpretation, outsourcing, mismatch, closure

# Challenges

Give right analysis of people administrative situations @ present moment

Legislative et administrative **watch**

Equality and effectiveness of rights **versus** increase of targeted devices

**Institutions must be reflexive** : how **evaluate** people and their situations ?

**Complexities and challenges of analysis** : roles and erros of algorithms ?

# Recommendations

Simplify and harmonize

**Make visible** the invisible-in-rights-and-data

Guarantee of acquired rights as strategy for social security **for the benefit** of the citizens : reverse the logic ?

Is proactivity, effectiveness and universality possible **in a context of regionalisation** ?



# Thank you

Lien vers le rapport complet :  
[Aperçus du non-recours aux droits sociaux en Région bruxelloise](#)

Link naar het volledige rapport :  
[Inzichten in non take-up van de sociale rechten in het Brussels Gewest](#)

Any question ? [lnoel@ccc.brussels](mailto:lnoel@ccc.brussels) - [www.ccc-ggc.brussels](http://www.ccc-ggc.brussels)



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