Austerity Measures in France and Belgium (2000–2015) – Impact on Welfare Policies

Introduction

Between 2000 and 2015, **France** and **Belgium** undertook several fiscal consolidation ("austerity") measures. Unlike the UK's sweeping **Welfare Reform Act 2012**, which introduced broad cuts to working-age benefits, austerity on the continent often combined spending cuts with tax hikes^{[1][2]}. We focus here on **welfare-related austerity** – reforms to social spending such as unemployment benefits, housing support, and family/child allowances – in France and Belgium. We identify major reforms comparable to the UK's 2012 welfare cuts, describe their scope, and estimate their quantitative impact. The **Total Austerity Impact** is calculated as the average annual loss *per working-age adult* (in 2015 GBP) from the year of each reform's introduction up to 2015. This impact is broken down by **NUTS 1 regions** (using pre-2016 NUTS1 regions for France and current NUTS1 for Belgium), allowing comparison of regional severity. Finally, we compare these impacts with the UK's 2012 Welfare Reform outcomes. All financial figures are inflation-adjusted to 2015 GBP for consistency.

Belgium's Austerity Measures (2000–2015) - Focus on Welfare

Belgium's most significant welfare austerity measures came in the early 2010s, as the country sought to rein in deficits amid the Eurozone crisis. Prolonged political deadlock after 2010 delayed action^[3], but by late 2011 a new government (led by PM Elio Di Rupo) agreed on a three-year budget with €11.3 billion in spending cuts to reach EU deficit targets^[4]. A central element was reform of unemployment benefits, historically generous and unlimited in duration in Belgium.

- 2012 Unemployment Benefit Reform: Effective Nov 2012, Belgium tightened unemployment support dramatically. Benefits were limited to 3 years for most claimants (ending the previous indefinite duration) and made "degressive" the longer one stayed unemployed, the lower the monthly benefit^{[5][6]}. Exceptions were carved out (e.g. long-tenured workers >20 years and singles ≥55 could continue beyond 3 years)^[5]. For new labor market entrants (school-leavers), an "insertion" unemployment allowance (previously called waiting allowance) was still available but with stricter conditions: a one-year qualifying period (up from 9 months) and a 3-year time limit, after which benefits cease^[7]. Moreover, the age limit for receiving insertion benefits was cut to 33, and claimants had to demonstrate active job search efforts or lose aid^[8]. These changes mirrored UK reforms (e.g. time-limited unemployment assistance and stricter work search requirements).
- Early Retirement and "Bridge Pension" Reforms: Belgium also curtailed older-worker benefits which, like UK's disability/incapacity benefits, functioned as de-facto early retirement. In 2012, the minimum early retirement age was raised from 60 to 62 (phased to 2016) and the required career length from 35 to 40 years^[9]. The special "bridge pension" (company-paid unemployment for laid-off seniors) was restricted to age ≥60 with 40 years' work, ending access for many in their 50s^{[10][11]}. These measures reduced access to generous pre-pension benefits, akin to raising the retirement threshold a parallel to France's pension reforms (see below).
- Social Assistance and Family Benefits: Direct cuts to Belgium's minimum income or family allowance programs were limited in this period. Family allowances remained federally funded and universal until a 2014 devolution (major reforms to child benefits took effect after 2015, so outside our scope). However, indexation delays were occasionally used as austerity: e.g. a temporary freeze on the automatic cost-of-living adjustment of some social benefits and public wages was contemplated to generate savings [12] (Belgium's wage indexation was a contentious issue during austerity debates [12]). Overall, compared to the UK's broad-based cuts (child benefit freezes, housing benefit caps, etc.), Belgian austerity focused more narrowly on unemployment insurance reforms and pension/early-retirement tightening [13][5].

Qualitative Impact: These welfare reforms in Belgium had an immediate effect on the long-term unemployed. By ending benefits after 3 years for those with limited work history, the reform removed thousands of young adults from unemployment rolls. In January 2015, the first cohort of job-seekers hit the 3-year limit: roughly ≈ 50,000 individuals (disproportionately under 25) lost their insertion benefits nationwide, with no transition to a new job or benefit^[14]. Many were left to seek income support from local social aid (*CPAS*) or family, raising concerns about rising poverty among Belgian youth^[15]. Oxfam noted that youth unemployment benefits were cut off just as jobs were scarce, causing "unemployed adults below 25 to fall more quickly into poverty"^[15]. Degressive benefits also meant those unemployed >1 year saw their stipend shrink closer to the minimal welfare income. Regional disparities emerged: Flanders historically had lower unemployment, while Wallonia and Brussels had higher joblessness. Indeed, claimants "with most to lose mainly live in Wallonia and Brussels"^{[16][17]}. This regional pattern mirrors the UK, where post-industrial regions bore the brunt of welfare cuts^{[18][19]}. In Belgium, officials defended the unemployment reform as incentivizing work, but acknowledged the social impact: the government set aside modest funds (e.g. €5 million for youth job programs) to offset hardship^{[20][21]}.

Quantitative Impact: How large were these cuts in monetary terms? Belgian budgets projected significant savings from welfare reforms. The initial Di Rupo reform package (2012) was part of balancing the budget by 2015; the unemployment changes contributed to this by reducing benefit spending. A decade later, Belgium's government estimated that *fully time-limiting* unemployment benefits (to 2 years) would save **€900 million in the first year** and **€1.9 billion by 2029**^[22]. The 2012 reform (3-year limit with exceptions) was less extreme,

but still yielded substantial annual savings by 2015 – on the order of a few hundred million euros. We estimate the **Total Austerity Impact per year (2015 GBP)** in each Belgian NUTS1 region as follows (converting € £ at 2015 rates):

- **BE1 (Brussels)** *Highest impact*: Brussels had ~25% of Belgium's long-term unemployed^[14]despite only ~10% of the working-age population. Many young Brussels residents exhausted their 3-year benefits in 2015. We calculate an average loss of ≈ **£80 per working-age adult per year** in Brussels from these welfare cuts (e.g. loss of insertion benefits and reduced unemployment aid). This is the largest regional impact in Belgium, reflecting Brussels' high unemployment rate.
- BE2 (Flemish Region) Lowest impact: Flanders, with ~55–60% of Belgium's working-age population but only ~25% of those unemployed >2 years^[14], experienced a smaller per-person hit. We estimate roughly £20–£30 per adult per year in lost welfare support in Flanders. Lower unemployment and stronger job markets meant fewer claimants affected by time-limits or degression.
- BE3 (Walloon Region) Moderate impact: Wallonia (southern French-speaking region) accounted for nearly half of long-term unemployment cases (≈46,500 of 100k unemployed >2 years)^[14]. Thus, Wallonia saw a significant share of benefit cuts. We estimate an average loss of ≈ £60 per working-age adult annually in Wallonia due to austerity measures higher than Flanders, though slightly below Brussels on a per-person basis.

These estimates are based on regional shares of affected claimants^[14] and average benefit losses (e.g. an unemployed youth losing ~£3,000/year benefit entirely, or a long-term unemployed seeing a partial reduction). While approximate, they illustrate the pattern: **Brussels and Wallonia were hit hardest** by Belgium's welfare austerity, mirroring their higher welfare dependency, whereas **Flanders was less affected**.

(For context, Belgium's national average impact from these welfare reforms is roughly £50–£60 per adult per year by 2015 – considerably lower than in the UK, as we shall see, but non-trivial. Furthermore, Belgium's cuts mostly affected unemployed households, whereas in the UK even low-income working families lost tax credits or benefits, broadening the impact.)

France's Austerity Measures (2000–2015) - Focus on Welfare

France also pursued austerity after 2010, though with a greater emphasis on **raising revenue** over slashing social spending^{[23][2]}. Nonetheless, several social welfare programs were retrenched to contain the budget. Key measures included **pension reform**, targeted cuts to **family allowances**, and tweaks to **housing and unemployment benefits**:

- State Pension Reform (2010): In a highly contested move, President Sarkozy's government raised the statutory retirement age from 60 to 62^[24](phased in by 2017) and extended the contribution period for a full pension (from 40 to 41.5 years)^[24]. This reform, passed in 2010, aimed to save France's pension system ~€20 billion annually by 2018^[25]. Although pensions are for older adults, this "welfare" austerity forced many 60–61 year-olds to stay in the labor force or on unemployment benefits instead of drawing a pension, effectively shifting costs. The pension age hike does not directly reduce working-age benefits, so we note it as context (comparable to Belgium's early retirement cuts and the UK's accelerated state pension age rises) but exclude it from the working-age impact metric.
- "Réforme des Allocations Familiales" (Family Allowance Cuts, 2014): Traditionally, France's allocations familiales (child/family allowances) were a universal benefit (paid to all families with ≥2 children, regardless of income). In late 2014, under President Hollande, France broke a 70-year tradition by means-testing family allowances as an austerity measure^{[26][27]}. Effective 2015, monthly family allowance payments are halved for households earning over €6,000/month and quartered for those over €8,000^[28] (Families under €6k/mo roughly the bottom 88% keep full benefits^[30].) This reform was explicitly to cut welfare spending, targeting better-off families. Approximately 12% of families (the most well-off) saw their child benefits reduced^[31]. The government projected savings of about €800 million per year from this reform^[32]. To put that in perspective, €800 million in 2015 was about £600 million, and family allowances were France's third-largest social spending item (~3% of GDP pre-reform)^{[33][34]}. By tightening eligibility, France curbed a portion of its previously universal welfare spending. Notably, this measure contrasts with the UK's approach Britain did remove Child Benefit for high earners in 2013 (similar principle), but the bulk of UK cuts hit low-income claimants, whereas France's family allowance cut targeted high-income households (protecting the poor).
- Housing Benefit Adjustments (2011–2015): France's Aides Personnalisées au Logement (APL) housing allowances were scrutinized for savings, though reforms were modest. The government imposed a temporary freeze on APL indexation in 2014, effectively reducing real support^[35]. There were discussions to exclude wealthy students from APL and to consider parental assets in eligibility^[36]. Most of these proposals were implemented only after 2015 (e.g. asset criteria in 2016), so the immediate austerity-era impact was limited. The IMF noted that housing benefit reform would yield "little saving" but was pursued for fairness/activation effects^[37]. Indeed, housing aid remained around 0.8% of GDP through this period^[33]. Thus, relative to the UK's aggressive cuts to Housing Benefit (e.g. bedroom tax, benefit cap), France's housing allowance austerity was mild. We include a small impact for the APL freeze in 2014–2015 (on the order of €100–200 million saved, or ~£80–£150 million), but this had only a minor effect per capita.
- Unemployment Benefit Changes: Unlike Belgium, France did not legislatively cut unemployment insurance in 2010–2015 but there were negotiated changes via the UNEDIC (the labor-partner-managed unemployment fund). In 2014, a new Unédic agreement tightened some rules for higher earners and slightly reduced the maximum benefit duration for older workers (from 36 months down to 30 months for new claims)^{[38][39]}. At the same time, "droits rechargeables" were introduced, allowing claimants who worked brief periods to recharge their benefits a measure that increased benefits for some by extending duration if they had intermittent work^[40]. The net fiscal effect of the 2014 changes was relatively minor; the aim was to improve sustainability of the UNEDIC fund (which was in deficit) without large immediate cuts^{[41][42]}. Additionally, as part of austerity budgets, the French state modestly reduced its subsidy to

UNEDIC and tightened some unemployment assistance (for example, phasing out certain early-unemployment retirement schemes and bonuses)^{[43][44]}. Overall, any *working-age* welfare cuts from unemployment policy were far smaller in France than in Belgium or the UK. France's main strategy was to hold unemployment spending roughly flat while increasing tax revenue, rather than make deep cuts; indeed, France's **unemployment spending stayed around 2.2% of GDP** during this time^[45](higher than UK's 0.4%^[46], reflecting higher French jobless rates but not big cuts).

Qualitative Impact: French officials often claimed they were avoiding the harshest austerity. In fact, President Hollande in 2012 ran on *"rejecting austerity"* even as his government later implemented cuts^{[2][47]}. The impact of France's welfare adjustments was thus more subtle and concentrated on specific groups:

- The 2010 pension reform sparked massive protests, yet by raising retirement age it eventually reduced pension outlays (and slightly
 increased older workers on unemployment or assistance in the interim). This alleviated long-term fiscal pressure at the cost of
 individuals working longer or facing a shortfall if they couldn't^[2].
- The 2015 family allowance means-test was controversial. It broke the universality principle; critics said it undermined middle-class families, while supporters argued it was equitable for the rich to "pay their share" in a crisis^{[48][49]}. Only high-income families lost benefits, so there was no increase in poverty or hardship for low-income groups from this measure rather, the better-off 12% of households forfeited part of their allowance so the state could reduce the Social Security deficit (family allowances alone accounted for 20% of France's Social Security deficit by 2014^[34]). In effect, France asked wealthier families to bear austerity, unlike the UK where poor households bore a larger share of welfare cuts.
- The APL housing allowance freeze marginally eroded support for low-income renters. Given low inflation, the real-term cut was small and drew limited public attention compared to other issues (though housing advocates like Fondation Abbé Pierre raised concerns about any reduction in aid to struggling renters).
- Regional effects in France were muted in comparison to the UK, because France's big welfare cut (family benefits) hit high-income families who are geographically spread. However, regions with more affluent households saw a greater *share* of the family allowance reduction. For instance, Île-de-France (Paris region), which has the highest incomes, had a disproportionate number of families in the €6k+ bracket losing half their allowance. In contrast, poorer regions (North, Northeast, much of Ouest) had fewer high-earning families, so most residents there continued to receive full child benefits^[30]. On the other hand, any trim to unemployment or social aid would hit high-unemployment areas (e.g. the Nord and Mediterranean regions where jobless rates were above the national average). In the early 2010s, unemployment climbed in Nord and Mediterranean France to ~12%+, versus ~8% in Paris; had France enacted major unemployment-benefit cuts, those regions would be hardest hit. But since France largely avoided cutting unemployment entitlements (opting instead for taxes and a VAT rise^{[50][51]}), the regional welfare impact differences were primarily via the family allowance reform (hitting richer regions slightly more).

Quantitative Impact: We estimate the annual per-adult loss from France's welfare austerity as relatively modest and concentrated in richer regions by 2015:

- FR1 (Île-de-France Paris region): This prosperous region saw the greatest impact from the 2015 family allowance cut. Many highearning Parisian families lost €65–€130 per month in child benefits (half or three-quarters of the standard rate)^{[28][29]}. Spreading the total regional loss over all working-age adults in Paris region, we estimate an average ≈ £20–£25 per adult per year reduction. (This is low in absolute terms, but notably higher than other French regions.) Paris also has sizable unemployed populations in its suburban banlieues, but since unemployment benefits weren't slashed, there was no additional major cut there.
- FR2 (Bassin Parisien Surrounding Basin): A mixed region including some affluent areas (e.g. Upper Normandy) and some poorer
 ones (Picardy, Burgundy). The family allowance cut affected a moderate share of households here. Estimated impact: ≈ £10 per adult
 yearly from slightly reduced family and housing benefits.
- FR3 (Nord North) and FR4 (Est East): These industrial and eastern regions have fewer very high-income families, so the family allowance means-test spared most households. The impact per adult was very small (~£5 or less). (These regions struggled more with unemployment, but again, benefits weren't cut deeply; the main effect of austerity here was indirect e.g. if slower benefit indexation slightly eroded real value.)
- FR5 (Ouest West) and FR6 (Sud-Ouest Southwest): Predominantly average-income regions; only a small fraction of families lost child benefits. Impact roughly £5 or less per adult annually.
- FR7 (Centre-Est Rhône-Alpes/Auvergne): This region includes Lyon and surrounding areas, with a mix of high earners and rural areas. Perhaps ~10% of families saw reduced allowances. Estimated impact ~£10 per adult per year.
- FR8 (Méditerranée Southeast): Contains both wealthy Côte d'Azur areas (where many families lost benefits) and lower-income Languedoc areas (few lost benefits). On balance, impact perhaps £10 per adult yearly.

In **France as a whole**, the *average* loss from these specific welfare austerity measures was only on the order of **£8-£12 per working-age adult per year** by 2015 (much smaller than Belgium's ~£50, and a fraction of the UK's). This reflects France's policy choice: it met EU deficit targets *mostly via tax increases and broad spending freezes* [52][51] rather than large cuts to social safety nets for the working-aged poor. Indeed, France's austerity rounds in 2011–2013 were weighted toward new taxes on high earners and VAT hikes, plus pension reforms [2][50]. Only by 2013–2014 did France start implementing EU-recommended spending cuts in welfare (family allowances) and labor

Comparative Analysis and UK Comparison

The **severity of austerity impacts** differed markedly: **UK > Belgium > France**. The UK's Welfare Reform (2010–2015) far outstripped French or Belgian measures in scale and breadth. By 2014/15, the UK's welfare cuts – including the 2012 reforms (benefit cap, bedroom tax, disability benefit changes, below-inflation uprating, etc.) – amounted to roughly £18.9 billion/year less spending (GB-wide)^[1]. This equated to an average loss of ~£470 per working-age adult per year across Great Britain^{[2][3]}. Certain UK regions were hit much harder: e.g. in **North East England** and **North West**, the loss was about £560 per adult per year^[4]. Post-industrial towns like Blackburn, Burnley, Hull saw £600+ losses per adult^{[5][6]}, and the worst-hit locale (Blackpool) neared £900 per adult^{[5][6]}. These staggering impacts dwarf those in France and Belgium. Even Belgium's most affected region (Brussels ~£80) is only ~15% of the UK average loss, and France's hardest-hit (Paris ~£25) is ~5%.

Why the disparity? The UK cuts targeted core working-age benefits on which low-income households relied (e.g. housing benefits, tax credits, disability allowances), whereas France and Belgium largely **shielded low-income welfare**. Belgian austerity made unemployed people worse off (significant for those individuals, but a relatively small demographic nationally), and French austerity trimmed benefits mainly for *higher-income* families (thus not increasing poverty). The UK, by contrast, spread cuts widely – affecting millions of low-income tenants (via housing benefit caps), virtually all benefit claimants (via 1% uprating cap), and disabled people (via stricter disability benefit rules). As a result, the **absolute fiscal savings** in the UK were much larger, and the **social pain more diffuse and intense**, especially in poorer regions^{[7][2]}.

Regional Comparisons: In Belgium, the Walloon and Brussels regions saw impacts roughly equivalent (in proportional terms) to a mild UK region like South East England (~£370 per adult)^[8]but an order of magnitude smaller in £ terms. In France, even the Paris region's ~£20 impact is negligible next to any UK region (the least affected UK region, affluent South East England, still lost ~£370 per adult^[8]— ~15 times more). France's other regions experienced almost no per-capita loss from welfare austerity by 2015, whereas every UK region lost at least ~£270^{[9][10]}. The UK's austerity was not only larger overall, but far more regressive, hitting poorer regions hardest^{[7][11]}. By contrast, France's cuts were actually progressive (focused on wealthy recipients), and Belgium's – while not deliberately progressive – primarily affected the unemployed, with Wallonia/Brussels hit more due to higher claimant counts^[12].

Below is a summary table of the **Total Austerity Impact** (average annual loss per working-age adult, in 2015 GBP) for each region, alongside the UK for comparison:

Region	Country	Avg. Annual Loss per Working-Age Adult (2015 £)
BE1 Brussels	Belgium	~£80 (highest in BE)
BE2 Flemish Region	Belgium	~£20–30 (lowest in BE)
BE3 Walloon Region	Belgium	~£60
FR1 Île-de-France (Paris)	France	~£20–25 (highest in FR)
FR2 Bassin Parisien	France	~£10
FR3 Nord (Nord-Pas-de-Calais)	France	~£5 or less
FR4 Est (East)	France	~£5 or less
FR5 Ouest (West)	France	~£5 or less
FR6 Sud-Ouest (South-West)	France	~£5 or less
FR7 Centre-Est (Center-East)	France	~£10
FR8 Méditerranée (Mediterranean)	France	~£10
UK Average (GB)	UK	~£470 (for context)
UK – North East	UK	~£560 (one of worst-hit regions)
JK – South East	UK	~£370 (least-hit UK region)

Sources: Estimates for BE & FR compiled from government and academic reports. UK figures from Sheffield Hallam analysis of post-2010 welfare reforms^{[13][1]}. French savings from family allowance reform (~€800m/yr) reported by official sources^[14]. Belgian claimant impacts from official data (≈100k long-term unemployed affected)^[12]and budget savings projections^[15].

Conclusion

In summary, **Belgium and France did implement austerity measures affecting welfare programs** between 2000 and 2015, but these were **narrower in scope and impact** than the UK's 2012 Welfare Reform. **Belgium** targeted *unemployment benefits* – imposing time limits and benefit reductions that chiefly impacted long-term unemployed individuals (especially in Wallonia and Brussels). This yielded moderate budget savings and measurable regional losses (tens of pounds per adult per year), while sparing most other social programs. **France**, on the other hand, initially relied on tax hikes and only later trimmed *welfare*: notably by means-testing child allowances for the richest families (saving ~£600m/year) and minor adjustments to housing and unemployment schemes. The **average French citizen saw**

little direct welfare loss from austerity by 2015 – the burden was borne by high-income households and future pensioners. **Compared to the UK**, both countries' welfare austerity was less severe. By 2015 the UK had effectuated sweeping cuts averaging £470 per adult – **5–10 times greater impact** than Belgium's and **over 30 times greater** than France's, with profound implications for poverty and regional inequality [2][13].

Ultimately, while France and Belgium *did* enact welfare-related austerity (pension age hikes, unemployment benefit limits, reduced family aid), the **type and scope** differed. **France's reforms** were **incremental and redistributive** (e.g. asking the wealthy to forego some benefits) to preserve social cohesion^[16]. **Belgium's reforms** were **targeted and conditionality-driven**, aiming to incentivize work by capping long-term support^{[17][18]}. Neither country saw anything on the scale of the UK's radical overhaul of working-age welfare. This contrast is reflected in the quantitative estimates above – France and Belgium's regional austerity impacts, while not negligible, were modest next to the **UK's 2012 Welfare Reform tsunami**.

Footnotes

- 1. https://www.shu.ac.uk/-/media/home/research/cresr/reports/h/hitting-poorest-places-hardest_0.pdf#:~:text=East%201%2C490%20400%20South%20East,370%20Great%20Britain%2018%2C870%20470
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