



Youth Wiki national description

Youth policies in Luxembourg

2020

The Youth Wiki is Europe's online encyclopaedia in the area of national youth policies. The platform is a comprehensive database of national structures, policies and actions supporting young people. For the updated version of this national description, please visit <https://eacea.ec.europa.eu/national-policies/en/youthwiki>

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Luxembourg

OVERVIEW

Youth Policy in Luxembourg

National youth policy falls within the scope of the [ministry of Education, Children and Youth](#) and is regulated by the department of youth within this ministry.

The first legal basis for youth policy was introduced in 2008 by the [2008 Youth Law](#). This law sets the frame for youth policy-making and states the main objectives and guiding principles of youth policy in Luxembourg.

According to the 2008 Youth Law, youth policy in Luxembourg is guided by 3 strategic orientations: participatory, transversal and evidence-based:

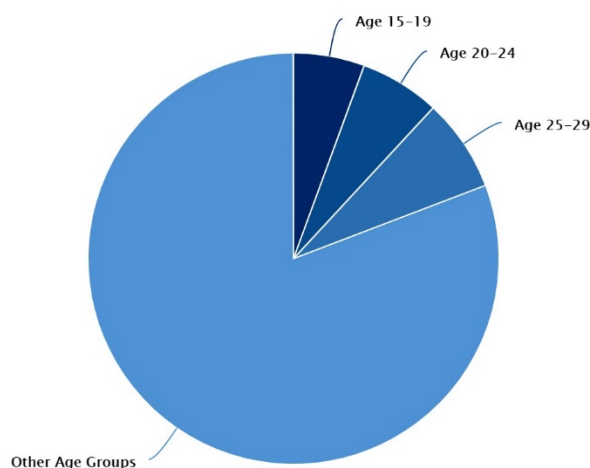
1. Participatory youth policy means that youth policy is defined with participation of youth representatives and stakeholders from the youth field
2. Transversal means that, as a cross-sectorial policy, youth policy aims at cooperating with other relevant ministries and departments in charge of youth-specific policies
3. Evidence-based youth policy implies that outcomes of scientific research, i.e. the national report on the situation of young people, present a main basis for defining the action fields and objectives of the youth policies.

The revised [Youth Law of 2016](#) introduced several important modifications, such as the implementation of a system of quality assurance in the field of non-formal learning and youth work.

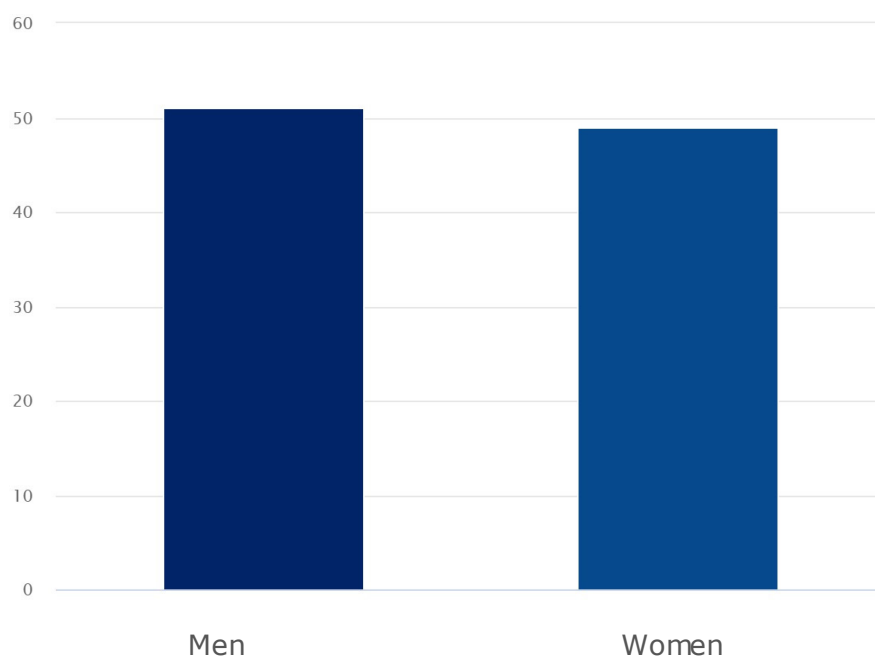
The Youth Pact published in 2012 has defined the national youth strategy guiding governmental political action relating to youth for the period between 2012 and 2014. It was driven by the above-mentioned strategic orientations. The Youth Pact was elaborated in close cooperation with youth representatives and includes inter-ministerial policies and reference to the results of the youth report.

The second Youth Pact, published in 2017, defines the youth strategy and its corresponding political actions for the period from 2017 to 2020.

Ratio of young people in the total population on 1st January



Ratio of men and women in the youth population



Statistic references

References:

Ratio (%) of young people in the total population (2017): Eurostat, yth_demo_020 [data extracted on 4/09/2018].

Absolute number of young people on 1 January for the age group 15-29 (2017): Eurostat, yth_demo_010 [data extracted on 4/09/2018].

Ratio (%) of men and women in the youth population (2017): Eurostat, yth_demo_020 [data extracted on 4/09/2018].

Young immigrants from non-EU countries (2016): Eurostat, yth_demo_070 [data extracted on 4/09/2018].

1. YOUTH POLICY GOVERNANCE

This introductory chapter on youth policy gives an overview of youth policy governance in Luxembourg. The tasks and objectives of Luxembourgish youth policy were first regulated by law in 2008. According to the 2008 youth law, youth policy is guided by three strategic orientations: participatory, transversal and evidence-based. The main political structures implementing these orientations are the Youth observatory, the [National Assembly of Young People](#) (Assemblée Nationale des Jeunes) and the interdepartmental committee. Luxembourg is also committed to the obligation of publishing a national report on the situation of young people every five years ([1.2 National youth law](#)). The [ministry of Education, Children and Youth](#) (ministère de l'Éducation nationale, de l'Enfance et de la Jeunesse) is the main public authority in charge of youth policy. Youth policy is developed and defined by large-scale consultation procedures between public authorities, youth organisations and research institutions (e.g. Youth Pact) ([1.4 Youth policy decision-making](#)).

1.1 Target population of youth policy

The age range of young people is defined by the [revised 2016 Youth Law](#) (loi du 24 avril 2016 portant modification de la loi modifiée du 4 juillet 2008 sur la jeunesse) (Art. 3). It defines 'young people' as persons no longer attending primary education or special schools (usually at the age of 12) who are younger than 30 years. This age group is the main target group of youth policy in Luxembourg, as far as the eight action fields on this Youth Wiki website are concerned. However, with regard to other legislations, the [law on legal protection of children and young people](#) (loi du 10 août 1992 relative à la protection de la jeunesse) addresses only minors; the labour legislation (loi du 31 juillet 2006 portant introduction d'un Code du Travail) defines youth as young people less than 18 years old, and the age group of adolescents as young people aged 15 years and less than 18. In other legislations the age group and the age range of young people is not explicitly mentioned.

1.2 National youth law

Existence of a national youth law

After more than a decade of youth policy development, the first [Youth Law](#) (loi du 4 juillet 2008 sur la jeunesse) was introduced in 2008 and revised eight years later in the [2016 Youth Law](#), which introduced some important modifications to the law. For the first Youth Law, young people and their representatives have not been consulted. For the preparation of the 2016 Youth Law, the Higher Youth Council (Conseil Supérieur de la Jeunesse) was involved. The council which includes 19 youth representatives drafted a [notice on the law](#) (projet de loi portant modification de la loi du 4 juillet 2008 sur la jeunesse) by which it expresses its support of the content of the law. Furthermore, there are three grand-ducal regulations that define the implementation of the youth laws:

1. The [2009 grand-ducal regulation on youth](#) (règlement grand-ducal du 9 janvier 2009 sur la jeunesse) that refers to the 2008 Youth Law
2. The [2016 grand-ducal regulation](#) (règlement grand-ducal du 27 juin 2016 modifiant le règlement grand-ducal modifié du 9 janvier 2009 sur la jeunesse) that refers to the revised [2016 Youth Law](#)
3. The [2016 grand-ducal regulation on quality assurance](#) (règlement grand-ducal du 27 juin 2016 concernant l'assurance de la qualité dans l'activité de l'assistance parentale, dans les services d'éducation et d'accueil pour enfants et dans les services pour jeunes) that refers to the revised [2016 Youth Law](#).

Scope and contents

The [2008 Youth Law](#) sets the framework for youth policy making in Luxembourg. It states the main objectives and guiding principles of youth policy in Luxembourg. The main objectives of the youth policy in Luxembourg are defined as follows (Art. 1):

1. Provide a favourable environment, promote the development and integration of young people in society
2. Promote personal fulfilment and social and professional development of young people
3. Contribute to the education of young people as responsible and active citizens, respectful of democracy, values and fundamental rights of society
4. Work towards equality of chances and combat the mechanisms of exclusion and failure
5. Work towards gender equality
6. Promote solidarity and mutual understanding of young people in a multicultural society
7. Promote active citizenship
8. Promote the access of young people to autonomy
9. Promote sense of initiative, creativity and spirit of initiative of young people
10. Promote non-formal education and support active organisations in this field.

The three main guiding principles of youth policy in Luxembourg (Art. 2) are:

1. Every young person has the right to self-fulfilment. Action taken by the state or the municipalities is subsidiary to parents' (or legal representatives') action to provide care and education, and it is subsidiary to young adults' action to meet their own needs, to achieve vocational training or find employment
2. Every measure for young people undertaken by the state, municipalities or youth organisations has to be in the higher interest of young people. It takes into account specific needs of young people from different backgrounds in order to foster equal opportunities
3. Youth policy has a transversal character; it is based on the knowledge of the situation of young people and an active exchange with young people on the issues which are of concern to them. Youth policy also has a specific sectorial dimension and therefore addresses different youth organisations and organisations working in favour of young people.

Further important aspects in Luxembourg's youth policy are:

- The creation of an interdepartmental committee to cope with the transversal character of youth policy (Art. 5)
- The creation of a youth observatory (observatoire jeunesse), a body in charge of monitoring youth issues with the mission to prepare, coordinate and initiate surveys, recommendations, analysis, studies and reports on the different aspects of the situation of young people in Luxembourg (Art. 13)
- The establishment of a National Assembly of Young People with the mission to give young people and youth organisations the possibility to participate in the examination of all issues related to youth policy at national and European level (Art. 14)
- The call for a national report, prepared every five years, to achieve a global view on the situation of youth in Luxembourg (Art. 15,1)
- The demand for a national action plan for youth, established in cooperation with all the concerned actors, defining the youth policy orientation (Art. 15,2)

- Financial support of municipalities from the state for investment in buildings and equipment to advocate young people is linked to the Municipal Youth Plan, which includes an active participation of young people (Art. 19).

Revisions/updates

The revised [Youth Law of 2016](#) introduced some important modifications with regard to the objectives and the alignment of youth policy. With regard to the general objectives of youth policy, three points have been added:

1. To work for inclusion and social cohesion (Art. 1,7)
2. To promote the academic success of children and youth and to prevent school dropout (Art. 1,12)
3. To contribute to the learning of the languages of the country thereby promoting social and academic integration (Art. 1,13).

Further important points are:

- The youth observatory (observatoire jeunesse), the body in charge of monitoring youth issues, is extended to include the age group of children (Art. 6)
- The target group of the national report on youth has also been modified. The modified law calls for a report on the situation of children and young people in Luxembourg (Art. 6)
- Definition of the service voucher scheme for childcare services and providers of extracurricular non-formal education (Art. 7).

Besides these general points, the implementation of a system of quality assurance in the field of child care and youth work represents the main modification. The law aims at ensuring access of children to care centres, assuring the pedagogical quality in childcare services and youth centres and fostering the reconciliation between professional and private life. In order to assure the quality of childcare services and youth centres, a national framework (in cooperation with the main stakeholders) has been developed. It includes the general objectives and pedagogical principles which have to be followed by the relevant youth work providers (exclusively professional youth work). In summary, the revised youth law reflects the strong efforts of policymakers for a greater cooperation between child and youth policy. The law aims at strengthening the cooperation between departments within the [ministry of Education, Children and Youth](#), namely the youth department (Service de la jeunesse) and the child welfare service (Service de l'aide à l'enfance). Furthermore, additional legal requirements have been introduced:

1. The obligation for youth structures and services to submit a general action plan and to document their internal procedures and activities in a logbook
2. The participation in compulsory lifelong learning for professionals working in youth services and the coordination of lifelong learning opportunities
3. The creation of a monitoring mechanism of pedagogical quality
4. The establishment of a supervision mechanism of the quality assurance system in close cooperation with research institutions.

1.3 National youth strategy

Existence of a national youth strategy

The [Youth Pact 2017-2020](#) (Plan d'action national de la jeunesse 2017-2020) guides the political action taken by the government relating to youth. It was published in 2017 and covers the period from 2017 to 2020. The Youth Pact addresses young people, as defined in the 2016 Youth Law (Art. 3) (persons no longer attending primary education or special schools (usually at the age of 12) who are younger than 30 years). The [2012 Youth Pact](#)

(Pacte pour la Jeunesse 2012-2014) was the first national youth strategy that covers the period from 2012 to 2014.

Scope and contents

The [Youth Pact 2017-2020](#) deals with the transition from youth into adulthood. Just like its predecessor, the 2012 Youth Pact, the 2017-2020 Youth Pact draws on the results of the national report on the situation of young people. According to the participatory approach of youth policy, different ministries, the young people themselves, the National Assembly of Young People, various youth organisations and youth services working with young people or on their behalf, actively participated in this extensive counselling process to set up the Youth Pact. The [Youth Pact 2017-2020](#) is implemented by the inter-ministerial committee of youth and is also monitored on an annual basis by this committee. The methods and procedures of monitoring are to be defined by the inter-ministerial committee. The Youth Pact 2017-2020 defines political objectives with regard to three domains: (1) school-to-work transitions, (2) housing transitions and (3) participation. The different objectives in these three domains as follows:

1. Facilitate the transition into the working world

- Improve knowledge on risk groups
 - Make use of the results of research on young people at risk (HBSC, NEET)
 - Facilitate and strengthen the communication and reflection between the actors in formal and non-formal education on groups at risk
- Strengthen the capacity of youth with limited resources in formal and non-formal education
 - Facilitate the exchange between actors in the field of formal and non-formal education in order to set up a platform of youth work
 - Develop and conceptualise offers of youth work in schools
- Develop the 'Guarantee for Youth' scheme in conjunction with the labour and employment sector
 - Increase the visibility and quality of measures in the domain of outreach activities, activation, training and support of young people in NEET status and school dropouts
 - Analyse and optimise politics and practices of education and career guidance in accordance to labour market demands
 - Promote trainings and measures which prepare young people for the future in the context of the digitalisation of the working life
 - Develop the concertation between the political stakeholders in order to formalise a sustainable strategy of the Youth Guarantee

2. Youth and housing

- Developing and formalising a common intersectoral policy on housing for young people
 - Strengthen the development of autonomy of young people in the institution of the 'Aide à l'Enfance' in the framework of a development of a reference framework on 'Aide à l'enfance'
 - Adoption of an intersectoral memorandum of understanding which formalises the political engagement for the monitoring of housing infrastructures requirements for young people who face a difficult transition
- Increasing youth housing for youth at risk

- Increase the number of housing offers for young people in an open setting ('services de logement encadré en milieu ouvert')
- Increase the number of housing offers for young people who face a difficult transition
- Facilitating the creation of alternative forms of housing for young people
 - Facilitate the development of alternative housing offers for young people by analysing the current regulation and by setting up a regulatory system that is better adapted to the needs of young people
- 3. Strengthen the participation of all young people
 - Positioning youth participation in formal and non-formal education
 - Promote the development of a thematic expertise of the actors in the field of non-formal education in the domain of democracy, values, and participation
 - Develop a coherent approach for the participation and active citizenship of pupils in schools
 - Develop further the method of structured dialogue, both for youth organisations and young people who are not members
 - Develop inclusive participation for particular target groups
 - Encourage the development of models for inclusive participation by using the existing tools (funding schemes, trainings, contracts, publications, pilot projects)
 - Promote the development of concepts and methods of youth work in order to foster the inclusion of young people with disabilities
 - Foster the cultural participation of young people by making use of their inclusive potential
 - Strengthen the capacity of stakeholders through participation in networking
 - Create a platform to set up a network for all actors involved in promoting the participation and citizenship of young people.

Besides these specific objectives, a general objective of the Youth Pact is to strengthen youth work and the dialogue between the different stakeholders in the youth field (ministries, administrations). Although the [Youth Pact 2017-2020](#) addresses all young people living in Luxembourg, it also focuses on specific groups of young people with fewer opportunities (e.g. low-skilled and unemployed young people, young people at risk of poverty, young people facing difficulties in obtaining affordable housing or young people with health risks/problems).

Responsible authority for the implementation of the youth strategy

The youth department within the [ministry of Education, Children and Youth](#) is the responsible authority for the implementation of the youth strategy. It also supervises the implementation of the Youth Pact and its actions. Interdepartmental agreements formalise the collaboration between the participating ministries and other public stakeholders on specific issues and actions to be implemented. These agreements will serve to clarify the objectives, define joint actions and the roles of partners and provide the necessary resources in order to implement the actions for a defined period. Furthermore, the youth department is in charge of the coordination of the interdepartmental committee for youth. The committee is composed of representatives from different ministries in charge of education, work, health, family, housing, sports, gender equality, culture and justice have joined forces to mutually lay the foundation for

the Youth Pact: The political actions had been developed in the different ministries and are (according to the principle of evidence-based policy) based on the results of the [national report on the situation of young people in Luxembourg](#) (rapport national sur la situation de la jeunesse au Luxembourg). This was accompanied by a large participatory process involving young people themselves, the National Assembly of Young People, as well as representatives of youth organisations and youth services working with young people or on their behalf.

Revisions/updates

The current strategy was preceded by the [2012 Youth Pact](#) which outlined five action fields and defined different objectives to support the young people of Luxembourg. Specifically, these action fields were:

1. Manage the transition from school to the labour market
2. Achieve a successful start in adult life
3. Foster the well-being of young people
4. Establish young people as stakeholders
5. Scientific monitoring of youth policy.

Whereas the 2012 Youth Pact had a quite broad approach and covered many different topics and policy areas, its successor, the 2017-2020 Youth Pact, is focused on youth transitions. It is guided by a more explicit objective of supporting young people to a successful transition from youth to adulthood.

1.4 Youth policy decision-making

Structure of decision-making

Youth policy decision-making takes place at national level. The top-level authority is the ministry of Education, Children and Youth and the subordinated department of youth. The ministry supports 8.25 full-time positions in the department of youth which currently employs 10 persons. The department coordinates governmental action on behalf of youth and, thus, takes the cross-sectorial character of youth policy into account. Youth policy decision-making is guided by three strategic orientations: participatory, transversal and evidence-based. They are implemented by (see [Residori et al., 2015](#)):

1. The interdepartmental committee youth (Comité interministériel de la Jeunesse), which is composed of representatives of all other ministries; it is the coordinating authority within the implementation process of transversal youth policy
2. The Higher Youth Council (Conseil Supérieur de la Jeunesse) is composed of 19 representatives of several organisations and administrations that are concerned with youth issues (including eight young representatives of youth organisations, four representatives of youth services, four representatives of organisations which work on behalf of young people, two student representatives, one representative of Syvicol, one representative of the National Assembly of Young People, one representative of the ministry in charge of youth policy and one representative of youth research) ([2015 grand-ducal regulation on youth](#), Art. 1)
3. The Youth Report is an empirical documentation which is produced every five years by a research group at the University of Luxembourg; it delivers important evidence for the development of the Youth Pact
4. The national structured dialogue aims at enhancing the communication mechanism between the government and the young people of Luxembourg: the youth parliament (composed of young citizens) and the additional committee of youth (composed of representatives of youth organisations) represent the main

bodies of the structured dialogue. (see: [5.4 Young people's participation in policy-making](#)).

Municipalities also play an important role, as they get financial support from the state for investing in buildings and equipment on behalf of young people. Financial support requires the realisation of a Municipal Youth Plan, which includes the active participation of young people ([2008 Youth Law](#), Art. 17 & 19). Most municipalities have a deputy in charge of youth issues (échevin communal) and a Youth Commission, a board that represents youth interests. The Youth Commission serves in an advisory capacity but is not a legislative authority.

Main themes

The [Youth Pact 2017-2020](#) defines the main policy themes of the national youth policy. It defines political objectives with regard to three domains: (1) school-to-work transition, (2) housing transition and (3) participation (see: [Scope and contents](#)). The choice of these themes is the result of the findings of the [national report on the situation of young people in Luxembourg](#) and a large counselling process that involves different ministries, the young people themselves, the National Assembly of Young People, youth organisations and youth services working with young people or on their behalf.

The national agency for youth

The [National Youth Service](#), founded in 1984, is the national agency for youth in Luxembourg. As a public administration placed under the authority of the [ministry of Education, Children and Youth](#), it contributes to the implementation of youth policy. It is a point of contact, information, counselling and support for young people and actors in the field of youth work.

The main tasks of the National Youth Service, as defined by the revised 2016 Youth Law, are to:

- Organise an equipment lending service, provide locations, fund educational projects and manage the leave for youth workers (congé jeunesse)
- Organise and coordinate training for assistant facilitators (aide-animateurs), facilitators (animateurs) and managers of youth organisations
- Manage, control and coordinate the reception of youth working as [au pair](#) in Luxembourg and abroad and promote European and international exchange between young people and between actors working with children and youth
- Manage and run specialised educational centres whose mission is to develop, implement and disseminate concepts and non-formal education programmes
- Coordinate voluntary service programmes and develop projects promoting the participation of children and youths in economic, social and cultural life
- Support the training of professionals working with children or youth and prepare educational materials for work with children and youth
- Monitor educational quality in education and care services for children with parental assistants and in youth services
- Contribute to the implementation of national, European and international programmes and agreements in support of children and youth (e.g. Erasmus+)
- Contribute to the development of communal or intercommunal youth plans.

According to the [2016 grand-ducal regulation](#), the National Youth Service is subdivided into five organisational units:

1. Administration
2. Training and support of educational projects

3. Educational centres
4. Support for school-to-work transitions
5. Quality development.

In 2018, 145 people were employed by the SNJ. The yearly budget in 2018 was € 20 million.

With the [2017 law](#), the tasks of the National Youth Service have been enlarged. Today, the National Youth Service is also in charge of supporting young people in their transition to the world of work. It has to set up a network of local services whose mission is to support young people in their transition to active life by providing information, advice and individual support, as well as preparatory activities for working life. It is also required to offer extra-curricular activities for secondary schools, with a view to maintaining school attendance and ensuring the follow-up of school leavers. Furthermore, the National Youth Service is in charge of supervising the quality of pedagogical work with children and youth at the institutions that provide non-formal education (e.g. child care, youth work).

Policy monitoring and evaluation

There are no mechanisms in place to evaluate on a periodic and systematic way the effects of policy measures and programmes with respect to their intended objectives. However, the Youth Report provides a scientific analysis every five years and gives an overview on the situation of young people. Although the main objective of the report is to define challenges of youth policy and to deliver evidence for the development of the Youth Pact, it is also an instrument to monitor policy measures and programmes since it puts emphasis not only on the empirical description of the situation of young people but also on the policy context. There are also ad hoc evaluations, such as the 2012 Youth Pact assessment which evaluates the implementation of the Youth Pact as an instrument to foster cross-sectorial policy. There are no further periodic or ad hoc monitoring and evaluation mechanisms in place to monitor the effects of policy measures and programmes against the intended objectives.

1.5 Cross-sectoral approach with other ministries

Mechanisms and actors

The cross-sectoral approach is a basic principle of youth policy in Luxembourg which is also defined by the [2016 Youth Law](#). The interdepartmental committee (comité interministériel) is in charge of managing the government actions concerning the implementation of the cross-sectoral approach of Youth Policy. The interdepartmental committee is composed of representatives of ministers responsible for: (1) Children and Youth, (2) Children, (3) Children's Rights, (4) Foreign Affairs, (5) Local Affairs, (6) Culture, (7) Cooperation and Development, (8) Education, (9) Equal Opportunities, (10) Family, (11) Justice, (12) Housing, (13) Police, (14) Employment, (15) Health and (16) Sport ([grand-ducal regulation of 27 June 2016](#)).

The objectives of the interdepartmental committee are:

- To advise the government on projects related to youth policy and policy on children and children's rights
- To propose measures to the government with a possible cross-sectorial approach of youth policy
- To coordinate these measures with others that have been selected in the context of other transversal governmental strategies.

There are further working groups on specific issues. Although these working groups have no legal basis, they are important for the strengthening of cross-sectoral youth policy development. There are working groups on the following issues (among others):

Housing, Youth Work, Refugees, Health, Nutrition and Physical activities, and Employment. The Youth Pact, which guides political action of the government in the field of youth, is an action plan that explicitly implements cross-sectoral youth policy. It sets out a series of actions led by various governmental departments. As stated in the Youth Pact, 'the measures of youth policy concern the youth sector itself, but also other sectors influencing the lives of young people such as education and vocational training, work and health to name but the most important. The Youth Pact takes up upon this transversal vision' ([2012 Youth Pact](#); [Youth Pact 2017-2020](#)).

1.6 Evidence-based youth policy

Political commitment to evidence-based youth policy

The evidence-based approach is a basic principle of national youth policy in Luxembourg ([2008 Youth law](#), Art. 2,3). Article 2,3 says that youth policy is based on knowledge of the situation of young people. On the national level, the national youth report is the most important document. It provides a systematic and comprehensive analysis of the situation of young people and serves as an evidence basis for policy-makers (see: [National youth report](#)). Furthermore, the [Digital Documentation and Research Centre-Youth](#) (DDRC), a national knowledge base for youth issues, jointly funded by the ministry of Education, Children and Youth and the University of Luxembourg, provides knowledge and information on the situation of young people and thus play an active role for evidence-based policy-making in Luxembourg. The observatory on childhood and youth (Observatoire de l'Enfance et de la Jeunesse) is a body in charge of monitoring childhood and youth issues with the mission to prepare, coordinate and initiate surveys, recommendations, analysis, studies and reports on the different aspects of the situation of children and young people in Luxembourg. On the local level, the Municipal Youth Plan calls for an analysis of the situation of young people. It provides an inventory of the situation of young people on the local level and is thereby delivers important evidence for the planning of local youth policy.

Cooperation between policy-making and research

The Centre for Childhood and Youth Research at the [University of Luxembourg](#) is the main youth research centre in Luxembourg. A range of theoretical perspectives and multi-methodological designs serve to research the links between policies, education and welfare systems, and social and personal resources for citizenship, identity, health, migration, participation, school-to-work transitions, and well-being. A substantial share of the research projects are jointly funded by the state and the University of Luxembourg. A cooperation agreement between the ministry in charge of youth policy (the ministry of Education, Children and Youth) and the University of Luxembourg, signed in 2007, serves as the contractual basis for the institutionalised and recurring cooperation between youth policy and youth research. The institutional construction mirrors the policy approach of 'evidence-based policy-making'. The cooperation agreement stipulates a steering committee based on equal representation by both the state and the University of Luxembourg. The steering committee adopts the research centre's work plan and budget. The following organisations, although not primarily concerned with youth research, have contributed findings on youth issues in some of their related research projects:

- The Institute for Social Research and Interventions (ISI) at the [University of Luxembourg](#) aims to provide academics, practitioners, and policy makers with analyses of societal, socio-educational, and psychosocial issues in and beyond Luxembourg, facilitating the critical adaption of theoretical perspectives, social work, and social politics to rapidly changing societies.
- The [Institute of Education and Society](#) at the [University of Luxembourg](#) focuses mainly on educational research. It employs a multidisciplinary perspective on education including theory, philosophy and history of education, sociology, (political) economy,

cultural studies, and religious studies. The research emphasis is on educational processes and educational systems in cultural, political, and economic contexts from cross-national and/or comparative perspectives, with particular emphasis on historical and spatial comparisons

- Services of the [ministry of Education, Children and Youth](#): the [service for statistics and analysis](#) (Statistiques et analyses), the [psychological and vocational guidance centre](#) (Service psycho-social et d'accompagnement scolaires (CePAS)) and the coordinating service for educational and technological research and innovation (Service de Coordination de la Recherche et de l'Innovation pédagogiques et technologiques (SCRIPT)) all carry out research in the field of education
- The [Luxembourg Institute of Health](#) is a public biomedical research organisation. Its Department of Population Health conducts research on epidemiology and public health across a wide range of areas including cardio-metabolic conditions, sports medicine, human biomonitoring, health economics and clinical investigations
- The [Luxembourg Institute of Socio-Economic Research](#) (LISER) is a Luxembourgish public research institute under the jurisdiction of the [ministry of Higher Education and Research](#) (ministère de l'Enseignement supérieur de la Recherche). Its research focus lies in the field of social and economic policy including the spatial dimension. This comprises topics like poverty, inequality, education, social inclusion, employment, unemployment, health, housing, mobility and regional convergence.

National statistics and available data sources

National youth statistics

The [National Institute of Statistics and Economic Studies of the Grand Duchy of Luxembourg](#) (STATEC; Institut national de la statistique et des études économiques du Grand-Duché de Luxembourg) placed under the authority of the [ministry of the Economy](#) (ministère de l'Économie), collects and publishes demographic data covering the overall population, but also the youth age group, on a regular basis. The most important statistical data related to the situation of young people are covered by two categories with different subtopics:

1. Population and employment (population structure, population movement, labour market)
2. social conditions (social life, social insecurity, health, accidents, crime and justice, education and training, politics, leisure and culture, worship).

The [National employment agency](#) (ADEM; Agence pour le développement de l'emploi) publishes statistics on job-seekers on a monthly basis ([Employment newsletter](#); Bulletin de l'emploi). It includes the age groups under the age of 25 and from 25 to 29, and thus displays the number of young unemployed.

Specific youth indicators

Youth indicators for Luxembourg have been established together with the European Expert Group on EU Youth Indicators ([Dashboard of EU Youth Indicators](#)). According to the [2008 Youth Law](#) (Art. 15, 1), the ministry in charge of youth policy has to present a national report on the situation of young people to the parliament every five years. The [first national youth report](#) was published in 2010. It is a general report providing a comprehensive description of the current life situation, day-to-day contexts and problems of young people aged between 12 and 29 years living in Luxembourg. The report deals with six issues: education, the transition to the working world, migration and integration, poverty, health and well-being, and participation. An abridged version in English was published in 2011. The [second youth report](#) was published in 2015. Unlike the first general report, this report focuses on a specific topic, the transition from youth into adulthood:

1. It describes the different ways in which young people transition into adulthood

2. It documents the support services in Luxembourg that are specifically aimed at young people
3. It analyses the experiences and evaluations of these services from the perspective of young people.

A [summary](#) in English was also published in 2015.

Other data and analysis

The [national report on education](#) is another scientific report that deals with an important issue for young people in particular. Just like the youth report, this report has also a legal basis. According to the [law](#), a report on the quality of the educational system has to be prepared every five years. The 2018 national report on education deals with two specific topics: educational pathways and multilingualism. The Digital Documentation and Research Centre - Youth (DDRC) is a national knowledge base for youth issues. It is a prototype for research documentation in the [Integrative Research Unit on Social and Individual Development](#) (INSIDE) at the University of Luxembourg. On its website, the DDRC provides information on processes and results of the research projects of the Youth Research Group as well as up-to-date access to presentations and public relations documents. Additionally, the DDRC operates a growing database of grey literature related to Youth Research, Youth Politics and Youth Work in Luxembourg.

Budgetary allocations supporting research in the youth field

In 2020, the total budgetary allocation for cooperation agreements with research institutes in the field of youth is [€ 502 000](#) (vs [€ 580 000 in 2019](#)). The largest proportion of this budget is used for research conducted under the cooperation agreement between the ministry and the University of Luxembourg, which serves as the contractual basis for an institutionalised and regular cooperation between youth policy and youth research. The annual budget is not a fixed entity; it must be renegotiated every year. In the field of youth research, the University of Luxembourg is the main beneficiary of the available funding in Luxembourg. Other policy-relevant youth research is funded by the University of Luxembourg, other public clients (e.g. municipalities), the [Luxembourg National Research Fund](#) (FNR; Fonds national de la recherche) or other European funding agencies.

1.7 Funding youth policy

How youth policy is funded

Youth policy is funded by the government budget.

In 2020, the budget of the children and youth department amounts to [€ 591 279 888](#) (corresponding to 21.7% of the ministry's budget and 2.87% of the government's total budget).

The largest portion of this budget is used for childcare service provision. The budget for youth-related services was € 17.2 million in 2019 and € 17.8 million in 2020.

Due to the cross-sectoral character of youth policy, the total amount invested in youth is much higher, but difficult to quantify. A large number of specific measures for young people (e.g. employment-related help and support services or housing support) are not included in the budget of the [ministry of Education, Children and Youth](#), but in other ministries (e.g. employment or housing ministry). Furthermore, on the local level, the municipalities fund different youth-related services. Reliable budget data with regard to youth-related services are not available.

What is funded?

A large percentage of the youth budget is allocated to the local youth centres, which are in charge of youth work on the local level. Youth organisations are also funded (e.g. the

National Youth Council, the [National Assembly of Young People](#), the National Pupil Conference of Luxembourg, the Youth Information Centre or the scouts' movement). Political actions and services provided by other ministries (employment, housing, sports, education, culture, etc.) that affect young people are funded by other budgetary items of the government.

Financial accountability

Financial accountability is assured by the [Court of Auditors](#), which controls the financial management of the bodies, administrations and services of the government and is accountable to the parliament. The [Inspectorate General of Finances](#) (Inspection générale des finances) is a second important body in charge of the preparation, realisation and control of the government budget.

Use of EU Funds

Youth projects in Luxembourg use EU funds, but they are not operated under the authority of the youth department or in close cooperation with the authority of the youth department (see: [Other projects using EU Funds](#)).

1.8 Cross-border cooperation

Cooperation with European countries

A [permanent working group on youth work](#) (Groupe de travail Jeunesse) is a cross-border cooperation project in the Greater Region. The objective of this group is to provide a platform for the exchange youth work experiences and to implement cross-border projects for youth, such as cultural activities.

International cooperation

For information on international cooperation, see [2.5 Cross-border mobility programmes](#).

1.9 Current debates and reforms

Forthcoming policy developments

The [government programme \(2018-2023\)](#) calls for the development of activities of the observatory for children and youth. The observatory's main mission includes the organisation of studies on childhood and youth in order to provide knowledge that ensures the coherence of childhood and youth policy on the national level.

Ongoing debates

There are currently no ongoing debates.

2. VOLUNTARY ACTIVITIES

This chapter provides an overview on structures and activities with regard to youth volunteering in Luxembourg. Youth volunteering is an important field of youth policy in Luxembourg, as voluntary activities are undertaken by a high number of Luxembourgish young people. The legal basis of youth volunteering in general was introduced in 1999 and the legal basis of the Youth Voluntary Service in 2007. These laws regulate volunteering on both the national and international levels. The ministry of Education, Children and Youth is the main public authority in the field of policy on voluntary activities of young people. [Anefore](#) (the national agency in charge of the European programmes in the fields of education, training and youth) is responsible for the formal implementation of the Erasmus+ programme and the [European Solidarity Corps](#); the

National Youth Service is in charge of the practical implementation of the [European Solidarity Corps](#) and other volunteering programmes (e.g. National Voluntary Service) ([2.2 Administration and governance of youth volunteering](#)). The recognition of acquired skills has been an important point of discussion in Luxembourg over the last years. Mechanisms of skills recognition have been introduced in the meantime ([2.7 Skills recognition](#)).

2.1 General context

Historical developments

Prior to 1900, volunteering was mainly associated with the idea of charity expressed in the religious environment. The Catholic Church of Luxembourg would implement social activities with the (non-paid) help of the community. With the adoption of the 1868 Constitution, freedom of association was acknowledged to all citizens. Since then, citizens are allowed to group together to promote social, cultural, humanitarian, sport and religious activities. In this period, some important non-profit organisations were created: the Federation of Cultural Organisations in 1863 (now Union Grand-Duc Adolphe) and the Federation of Firemen in 1883 ([SPES, 2010](#)).

The 20th century was characterised by a rapid development of the non-profit sector and organisations in Luxembourg. The first social, non-profit organisations involving volunteers were the Red Cross (founded in 1914) and Caritas (founded in 1932). Additional non-profit organisations were created in the mid-1960s and subsequent years from a need to help the disabled and elderly people, migrants, the third world, etc. ([SPES, 2010](#)).

The post-war era was characterised by a general improvement of the volunteering infrastructure. The structure of volunteering organisations improved greatly, and paid staff was also employed. Furthermore, volunteers became professionalised through numerous training opportunities offered by the associations. In addition, for greater transparency and protection of volunteers' rights, volunteering associations were required to offer contracts to the volunteers.

The period around the turn of the millennium was marked by the adoption of relevant laws for the development of the volunteering sector, such as the [amendment of the 1928 Law on Non-Profit Organisations and Foundations in 1994](#) (loi du 21 avril 1928 sur les associations et les fondations sans but lucrative, telle qu'elle été modifiée par les lois des 22 février 1984 et 4 mars 1994, Texte coordonné du 4 mars 1994), the [1999 Law on Voluntary Service](#) (loi du 28 janvier 1999 concernant le service volontaire) and the [2007 Law on Youth Voluntary Service](#) (loi du 31 octobre 2007 sur le service volontaire des jeunes). The International Year of Volunteers (2001) provided an important impetus to volunteering in Luxembourg: a volunteering agency, a higher council for voluntary work and a website for volunteering were created in the following years. Furthermore, the official [Charter of Volunteering](#) (Charte du Bénévolat) was published in Luxembourg ([SPES, 2010](#)).

Main concepts

Luxembourg has no official definition of youth volunteering. However, a distinction is made between 'bénévolat' (French term for voluntary activities) and 'volontariat'. The Luxembourg [Charter of Volunteering](#) gives the following definition of 'bénévolat' (French term for voluntary activities) by defining a person doing volunteering work: 'The volunteer engages of completely free will, without being paid in terms of money, into an action serving another person or the community. Volunteering is a commitment of free will and unpaid, offered by persons which act for the interest of other persons or for general interest in the frame of a structure going beyond mutual aid in the family or the circle of friends.' The concept of volontariat was defined by the [1999 Law on Voluntary Service](#) (Art.2). It encompasses activities that are different from the 'bénévolat' insofar

as the volunteer engages in a well-defined project within a given period of time (between 3-12 months). Voluntary service is strictly regulated by the [2007 Law on Youth Voluntary Service](#). Specifically, voluntary service is a full-time activity, not paid, of general interest and based on the volunteer's personal decision of free will. (Art. 2, 3). A large number of voluntary activities in Luxembourg take place in community life (sports clubs, music societies, youth organisations, scouts movement, etc.) without a legal framework that defines objectives, contents, age limits and the period of the voluntary activity. Rules and regulations are not defined by law, but by the organisations themselves, so that the degree of political regulation is rather low. Persons participating in voluntary activities in these organisations are usually not paid, and the voluntary activity is often a secondary occupation in addition to a paid job or school attendance. These forms of engagement show a high diversity with regard, for instance, to the kinds of activities or the amount of invested time.

2.2 Administration and governance of youth volunteering

Governance

Young people's voluntary activities take place within different non-profit organisations in Luxembourg. The main top-level governmental authority responsible for youth volunteering is the [National Youth Service](#) under the responsibility of the [ministry of Education, Children and Youth](#). Promotion of volunteering in general is placed under the responsibility of the [ministry of Family Affairs, Integration and the Greater Region](#) (ministère de la Famille, de l'intégration et à la Grande Région). As a result of this, the target age groups of initiatives and policies sometimes overlap. The support commission for voluntary service (Commission d'accompagnement du service volontaire) is an important body, which takes part in the development of policies in the field of youth volunteering. It is in charge of making recommendations on the implementation of the law on voluntary service, suggestions on the training of young volunteers or a proposition for a mediation between the volunteer and the hosting organisation (if needed). This commission is composed of 7 full members and 7 deputy members from different ministries and public administrations. Members are proposed from the minister in charge of youth policy, the minister in charge of education, the minister in charge of employment, the minister in charge of development cooperation, and the minister in charge of culture (one full and one deputy member in each case). Furthermore, one member is proposed by the Higher Youth Council, the director of the National Youth Service is a permanent member. Regional or local authorities are not involved in the development of policies in the field of voluntary activities. However, on the local level, many different organisations work with young volunteers across a variety of domains including local activities, citizenship, integration and social action, culture, human rights and peace, education, environment, humanitarian relief and international solidarity, religion, health, assistance, sports and tourism. Some of these organisations are also members of the voluntary agency.

Cross-sectoral cooperation

The support commission for voluntary service (Commission d'accompagnement du service volontaire) is an important body, which takes part in the development of policies in the field of youth volunteering. It is composed of representatives of different ministries and therefore is an important body for the promotion of cross-sectoral cooperation.

2.3 National strategy on youth volunteering

Existence of a national strategy

Youth volunteering is an important issue of youth policy in Luxembourg. It is part of the general youth policy strategy and plays an important role in its strategic orientation ([2008 Youth Law](#), [2012 Youth Pact](#), [Youth Pact 2017-2020](#)).

Scope and contents

The [2008 Youth Law](#) is an important reference describing the mission of the National Youth Service on youth volunteering. It outlines the tasks of providing support to young people's volunteering activities, organising voluntary service programmes (Art. 7c) as well as supporting the quality of youth work, promoting non-formal education and ensuring the recognition of experience acquired by young people through voluntary activities (Art. 7i). Procedures concerning youth workers' training (animateurs, aide-animateurs) as well as conditions concerning the recognition of young people's volunteering experiences are regulated by the [2009 grand-ducal regulation](#) (for details see: [2.7 Skills recognition](#)). The Youth Law further states that authorities will enhance volunteering by contributing to the organisations' support (Art. 15,4). Promoting and developing voluntary activities is also one among other objectives outlined in the [2012 Youth Pact](#), the national youth strategy guiding the government's political action in the field of youth. Under the objective 'promote and develop youth participation' the Youth Pact calls to strengthen all young people's participation in associations and voluntary activities. Under the objective 'better support', it also calls for the financial perpetuation of the Voluntary Guidance Service, a voluntary programme that especially focuses on young people with fewer opportunities (see: [National programme for youth volunteering](#)). The Youth Pact 2017-2020 defines the promotion of participation as an important objective. It aims at strengthening participation in formal and non-formal education, by addressing particular target groups (e.g. people with disabilities) and fostering the collaboration of different stakeholders in the field of youth participation.

Responsible authority

Youth volunteering falls into the competence of the ministry of Education, Children and Youth, which is responsible for the development of strategic orientations and policy programmes. The National Youth Service is the responsible authority for the implementation, coordination and monitoring of youth voluntary programmes on the national level. Several non-public actors also take part in the implementation of youth volunteering:

- The [Youth Merit Luxembourg Foundation](#) (Mérite Jeunesse Luxembourg) supports the development of young people (aged 14 to 25 years) according to the principles of the international association The [Duke of Edinburgh's Award](#) and annually confers the youth merit award to a group of committed young people.
- The [Youth Information Centre](#) (Jugendinfo) is an important nationwide contact point that provides information on youth volunteering and the voluntary service. The centre is run by the National Agency for Youth Information (ANIJ, Agence Nationale pour l'Information des Jeunes)

Furthermore, two agencies address the overall population, and not specifically youth in particular:

1. The [Voluntary Agency](#) (Agence du Bénévolat A.S.B.L) provides information and guidance in the field of voluntary work. It serves as an interface between volunteers and associations working with volunteers, providing a platform for exchange and training (competence centre) and informing and sensitising the general public to the creation of favourable conditions for volunteering in civil society (resource centre). A large number of associations working with volunteers are members of this coordinating agency.

2. The [Higher Council for Voluntary Work](#) (Conseil supérieur du Bénévolat) is a national institution that promotes volunteering and acts as an advisory body to the government in the field of voluntary work.

Revisions/updates

There are no revisions or updates.

2.4 Youth volunteering at national level

National programme for youth volunteering

National voluntary services in Luxembourg have their legal basis defined in the [2007 Law on Youth Voluntary Service](#). The voluntary services address young people below the age of 30 years, who have successfully completed mandatory schooling (usually at the age of 12) (Art. 4,1), and who want to engage in a project of general interest with a duration of 3-12 months (Art. 5,2 (1)). The law not only 'foresees measures that encourage volunteers to participate in voluntary activities, but also supports organisations through different financial incentives with the aim to encourage them to take up as many volunteers as possible. Therefore, the law foresees that no taxes are to be imposed on volunteers' pocket money, food, accommodation or any other economic compensation granted to them. Furthermore, the burden of the social contributions is entirely assumed by the state. In this sense, volunteers are covered against sickness, accidents, professional illnesses, dependency, disability and old age' ([SPES, 2010](#), p. 227). The [National Voluntary Service](#) (SVN; Service Volontaire National) is the main national programme for youth volunteering. It addresses young citizens (16 to 30 years of age) who have completed their compulsory education and who are motivated to engage in socio-cultural, socio-educational, cultural or environmental projects. Its duration is 3 to 12 months. The SVN helps young people acquire practical competences and provides personalised support. The service especially focuses on disadvantaged young people with fewer opportunities and aims at encouraging early school leavers to go back to school to successfully complete a degree. Participants in the National Voluntary Service in 2018: 357 (MENJE, 2019, p. 33) Targets for the level of youth participation in the voluntary services have not been defined by the public actors. However, the National Youth Service aims to increase the number of participants from year to year by promoting the opportunities to participate in voluntary activities (see also: [2.6 Raising awareness about youth volunteering opportunities](#)). Furthermore, the leave for youth workers (congé jeunesse) is another important programme that supports the development of voluntary activities in young people. The leave for youth workers was introduced in 2007 and entitles young people to time off from work so that they can participate in voluntary activities within the country and abroad: internships, study days or seminars, holiday camps or clubs, etc. The modalities are regulated by the [grand-ducal regulation of 11 November 2008 defining the modalities of application of the leave for youth workers](#) (règlement grand-ducal du 11 novembre 2008 déterminant les modalités d'application du congé-jeunesse). The beneficiary of a leave for youth workers is entitled by law to a total of 60 days off throughout the full professional career, while not exceeding 20 days over a period of 2 years. The duration of the youth worker's leave is recognised as an active period of work, where the employer must pay the employee a compensatory allowance. This allowance will correspond to the average daily salary, but may not exceed 4 times the social minimum wage for unskilled workers.

In 2019, a total of 465 individuals requested this special leave; 440 applications were granted (corresponding to 1 775 days) ([MENJE, 2019](#), p.35).

Funding

Although there is no detailed budget data available with respect to voluntary services at the national level, funding is available to the overall range of voluntary services. The total amount designated for the voluntary services is [€ 2 815 000 \(2020\)](#) for expenses

for the young people (about one half is designated for health insurance, the other half is for compensation for the young beneficiaries). The amount that employers received in 2015 for youth workers' leave was € 328 647, and in 2020 it corresponded to [€ 330 000](#). A large number of voluntary activities (see: [Governance](#)) take place in the framework of community life (sports clubs, music society, youth organisations, scouts movement, etc.) and are partly funded by the government. According to the [2016 Youth Law](#) (loi du 24 avril 2016 portant modification de la loi modifiée du 4 juillet 2008 sur la jeunesse), organisations are eligible for subsidies for the activities they organise on behalf of young people. In this way, young people who volunteer in organisations are financially supported. The Luxembourgish government supports activities for young people (2015: € 115 752; 2016: € 115 752; 2020: [€ 106 541](#)). Some youth organisations are also funded on the basis of an agreement with the ministry of Education, Youth and Children. Detailed budget information is not available.

Characteristics of youth volunteering

The Youth Report 2015 shows main trends in youth volunteering and characteristics of young people participating in national volunteering in Luxembourg. Compared with other European countries, Luxembourg is one of those with the highest number of young people registered as members of a club or association and taking part in its activities. However, the proportion of those who are actively involved in their club is far smaller (data records from Eurobarometer 319a, 2011). When it comes to characteristics of young volunteers, there are clear differences depending on social background, education and migration background. Young volunteers are more likely to have a higher standard of education, usually have a higher income. The vast majority of such young people also have Luxembourg nationality, and many come from homes with a high standard of education and a high level of interest in social engagement. Young people who do not have Luxembourg nationality are significantly underrepresented – especially those of Portuguese nationality. In addition, young men are more involved in clubs and associations than young women. The many services intended to promote civic engagement are also used almost exclusively by young people of Luxembourg nationality. Most of these young people are under the age of 25, have a high standard of education and come from a middle-class home; many of them are socially engaged in several different ways. Regarding the national voluntary service (SVN), the past evaluation ([SNJ, 2011b](#)) (Service volontaire pour jeunes, Évaluation intermédiaire) outlined that participants were more often from single parent households or households with both parents unemployed. Furthermore, the participants reported problems regarding their family, their financial situation, illegality and health.

Support to young volunteers

Legislation confers benefits on young volunteers (see: [National programme for youth volunteering](#)).

Quality assurance

Quality assurance (QA) is ensured by the [2007 Law on Youth Voluntary Service \(Art. 3\)](#) (loi du 31 octobre 2007 sur le service volontaire des jeunes) which defines also the standards of quality. Furthermore, the monitoring and evaluation of voluntary services contribute to the quality assurance and improvement of the programmes (see: [Policy monitoring and evaluation](#)). Organisations that want to offer a voluntary service programme get an agreement by decision of the minister in charge of youth policy. A commission composed of representatives of different ministries and presided over by the director of the National Youth Service provides advice regarding such agreements and evaluates an organisation's capacity and capability to fulfil certain requirements. According to the law, organisations have to prove that they have no criminal record, justify the ability and capacity to organise a voluntary service, and dispose over the necessary human and financial resources. Agreements are fixed for three years and define the maximum number of persons enrolled. They can be extended for the same length of time. However, an agreement can be withdrawn when an organisation does not

fulfil the requirements defined by the agreement. It can also be withdrawn if the organisation endangers the volunteer's security and physical or mental health. The organisation is required to send a copy of the contract with the volunteer, an annual report of the activities of the volunteers and a final report on every case of voluntary service to the National Youth Service. The National Youth Service is entitled to inspect the organisation at any time and to examine all accompanying documents.

Target groups

The voluntary services address young people below 30 years of age who have completed mandatory schooling. Further criteria differ depending on the specific voluntary service (see: [National Programme for Youth Volunteering](#)).

2.5 Cross-border mobility programmes

EU programmes

Luxembourg participates in the European Solidarity Corps, an initiative of the European Union designed for young people between 17 and 30 years of age. The initiative supports participants to carry out volunteering activities, traineeships and jobs in their own country or abroad. It aims at strengthening cohesion, solidarity, democracy and citizenship in Europe, while also responding to societal challenges and strengthening communities, with particular effort to promote social inclusion. Participants in the Voluntary Cooperation Service in 2019: 86 ([MENJE, 2020](#)). Luxembourg also participates in the [EU Aid Volunteers](#) programme. By this programme, young people can become volunteers in humanitarian projects worldwide, showing solidarity with people in need of assistance.

Other programmes

The [Voluntary Cooperation Service](#) (SVC; Service Volontaire de Coopération) was launched in March 2009 in cooperation with the [ministry of Foreign and European Affairs](#) and the [Luxembourgish cooperation circle of development NGOs](#). It offers a volunteering opportunity for young people (18 to 30 years of age) who are interested in providing aid in developing countries. The objective is to raise the awareness of young people concerning the problems in developing countries in order to develop their solidarity via a concrete project, to provide learning opportunities to develop specific competences and to valorise the experience. They may participate in a cooperation project for 3 to 12 months. Participants in the Voluntary Cooperation Service in 2019: 50 ([MENJE, 2020, p. 33](#))

Legal framework applying to foreign volunteers

According to the [2007 Law on Youth Voluntary Service](#) (loi du 31 octobre 2007 sur le service volontaire des jeunes) (Art. 4,(5)), foreign volunteers have to comply with the regulations on entry and residence requirements. They are required to come from another youth in action partner country or a country that shares a cooperation or cultural agreement with Luxembourg.

2.6 Raising awareness about youth volunteering opportunities

Information providers

The main body responsible for disseminating information is the [National Youth Service](#) (Service National de la Jeunesse). It is in charge of supporting networks of volunteering organisations, assisting with young volunteers and promoting volunteering opportunities. The [Youth Information Centre](#) (Jugendinfo) is another important information provider to young people. Even though it is not a specific contact point for voluntary services, the

staff provides young people with information about volunteering opportunities in Luxembourg and abroad. On the local level, the youth centres are in charge of disseminating information about volunteering opportunities. The target group of the Voluntary Guidance Service differs from other voluntary services. It mainly focuses on disadvantaged young people with few or no perspectives at school or on the labour market. For this reason, this service is organised in close cooperation with other services working in the field of school-to-work transitions. Other services also play an important role in the promotion of the Voluntary Guidance Service to youth in Luxembourg ([Successful Transition to Training and Employment](#)):

- [Employment Service Job Counselling](#) (ADEM-OP; Service d'orientation professionnelle) (employment service job counselling) offers individual counselling interviews as well as group information events to adolescents and adults in search of a suitable profession
- [Centre of psycho-social and educational support](#) (CePAS; Centre psycho-social et d'accompagnement scolaire) provides guidance to young people to help them discover their skills and professional objectives. The CePAS also offers psychological counselling to young people and their families.

Key initiatives

Information on volunteering opportunities is disseminated in direct contact with interested young people and through information provided online. The National Youth Service, being the main responsible body, organises so-called 'Info-Session Services Volontaires', events which take place several times a year. Young people can subscribe in order to receive general information on voluntary services. The National Youth Service maintains the internet page volontaires.lu with information available to both interested young people and to the volunteering organisations on the three main national and international voluntary programmes:

1. [National Voluntary Service](#) (SVN; Service Volontaire National)
2. [Voluntary Cooperation Service](#) (SVC; Service Volontaire de Coopération)
3. [European Solidarity Corps](#) (Corps européen de solidarité).

Furthermore, the National Youth Service publishes leaflets in which young volunteers report the experiences they have gained during their voluntary service. These leaflets are distributed throughout the country in order to promote and raise awareness about youth volunteering opportunities in Luxembourg and abroad. The National Youth Service supports youth organisations in their efforts to mobilise more young people to engage in voluntary activities. The National Youth Service promotes voluntary services in the framework of info-sessions which take place on a regular basis in different Luxembourg regions.

2.7 Skills recognition

Policy framework

The recognition of skills acquired through participation in voluntary activities is specified in the [grand-ducal regulation of 9 January 2009](#) on Youth (règlement grand-ducal du 9 janvier 2009 sur la jeunesse). The National Youth Service is in charge of the recognition procedure. Furthermore, the [grand-ducal regulation of 11 January 2010](#) (règlement grand-ducal du 11 janvier 2010 portant organisation de la validation des acquis de l'expérience pour la délivrance des brevets, diplômes et certificats prévue au chapitre V de la loi du 19 décembre 2008 portant réforme de la formation professionnelle) defines the procedure of [Validation of non-formal and informal learning](#) (Validation des acquis de l'expérience – VAE).

Existing arrangements

According to the [grand-ducal regulation of 9 January 2009 on Youth](#) (règlement grand-ducal du 9 janvier 2009 sur la jeunesse), young people who have participated in voluntary activities and who fulfil certain criteria are eligible to receive a certification of engagement (certificat de l'engagement). To be considered for this certification, young volunteers under the age of 30 years must have completed either a minimum of 400 hours in a project or a minimum of three months in a voluntary service programme. Furthermore, young people who participated in a training session of at least 150 hours are also eligible. According to the law, the certificate must include the date and duration of the volunteering commitment, the type of engagement, the tasks performed by the young volunteer, the description of achieved qualifications and a general statement describing the type of training. The certificate is signed by the minister in charge of youth policy. An attestation committee (commission d'attestation) has been introduced by law. Its role is:

- To advise the minister in charge of youth policy with regard to the recognition of volunteer experience
- To contribute to the development and evaluation of the recognition of volunteer experience mechanism
- To make proposals concerning the training and promotion relating to the recognition mechanism of volunteer experience.

The composition of the 12-member committee is determined by the [grand-ducal regulation of 9 January 2009 on Youth](#) (règlement grand-ducal du 9 janvier 2009 sur la jeunesse). In 2019, a total of 362 certifications of engagement have been issued ([MENJE 2020](#), p. 39).

The [grand-ducal regulation of 11 January 2010](#) (règlement grand-ducal du 11 janvier 2010 portant organisation de la validation des acquis de l'expérience pour la délivrance des brevets, diplômes et certificats prévue au chapitre V de la loi du 19 décembre 2008 portant réforme de la formation professionnelle) defines the [validation of non-formal and informal learning](#) (VAE; Validation des acquis de l'expérience), which offers an additional means of access to diplomas by the recognition of knowledge acquired through formal, non-formal and informal learning. The VAE enables individuals to obtain all or part of an educational degree (e.g. a Secondary Technical Education Diploma, a Master Craftsman qualification, a Higher Technician Certificate or a University Diploma). The VAE is applicable to everyone, regardless of age, level of study or professional status. The prerequisite is a minimum of 3 years or 5 000 hours (continuous or not) of paid, unpaid or voluntary work that is directly related to the requested certification. The applicant must compile a portfolio of their experience and submit it to a validation committee or a qualified panel. The portfolio should provide details of the knowledge, competencies and skills that have been acquired and are directly related to the certification; it should include concrete examples of tasks that have been performed by the applicant. After an interview with the applicant, the committee (or panel) makes its decision based on the portfolio provided. The decision of the validation committee or panel can lead to the following scenarios concerning the applicant's request: no validation, partial validation or full validation. Certificates, diplomas and qualifications obtained through VAE are equivalent to certificates, diplomas and qualifications obtained through other traditional methods and certificate holders are awarded the same entitlements. In Luxembourg, two further certification tools are implemented: the Certificat and the Youthpass:

- [Certificat](#) is an online tool that allows non-profit organisations to award their participants a certificate of competences. The tool is available to any organisation, club or institution that provides training courses, projects or other activities on a regular basis. It is based on pre-defined skills and thereby fosters not only the recognition of skills, but also the development of a consistent definition of the various kinds of skills.

- [Youthpass](#) was introduced in order to improve the recognition of skills attained by participants in voluntary activities performed through the Erasmus+ Youth in Action programme. The Youthpass has been implemented in Luxembourg.

Youthpass consists of:

1. Certificates that can be obtained by participants of several actions and sub-actions of the Youth in Action programme
2. A defined process which supports young people, youth workers and youth organisations to reflect about the learning outcomes from a Youth in Action project.

Youthpass is also part of a broader European Commission strategy that aims to enhance the recognition of non-formal and informal learning and of youth work in Europe and beyond, to facilitate a better match between skills and labour demand, promote the transferability of skills between companies and sectors and help citizens move around the EU to study and work. (see: [Youthpass Impact Study](#))

[Europass](#) is a portfolio of skills recognised and used in 34 countries throughout Europe. It makes it possible for anyone to have their skills and qualifications clearly understood, whether by an employer, a training body or a teaching establishment, anywhere in Europe.

Europass is a unique reference tool that helps:

- Citizens communicate and prove their skills and qualifications more effectively when job-hunting or applying for training
- Employers understand the skills and qualifications of jobseekers and hence of their future employees
- Education and training authorities to provide information on the content of their curricula, promote their training offer on a European scale, and highlight the skills connected with their diplomas.

The European skills passport comprises 5 documents, but it may also include any other type of document deemed useful in attesting the skills listed in the CV (diplomas, placement attestations, letters of recommendation, etc.).

2.8 Current debates and reforms

Forthcoming policy developments

There are no forthcoming policy developments.

Ongoing debates

There is a large debate on the implementation of the European Solidarity Corps on the national level. The major issue in this discussion has to do with the role of the National Youth Service and how this structure can support youth organisations in hosting or sending youth volunteers.

3. EMPLOYMENT & ENTREPRENEURSHIP

This chapter describes youth policy in the field of employment and entrepreneurship in Luxembourg. Employment and entrepreneurship have become an important youth policy field in Luxembourg during the last years. This development is related to the increasing youth unemployment rate, which shows that the transition from the educational system into employment represents a critical phase for many young people in Luxembourg (see: [3.1 General context](#)). The policy has introduced new strategies and offers to tackle

these challenges: the career guidance and counselling services have been integrated into one structure (House of Guidance), the 'youth guarantee' has been implemented and the voluntary services for young people with low qualifications has been extended. Furthermore, the Local Youth Action (main career guidance and counselling service on the local level) has been integrated into the National Youth Service.

3.1 General context

Labour market situation in the country

The Luxembourgish labour market is characterised by its large number of cross-border commuters living in the neighbouring countries (France, Belgium, Germany) and working in Luxembourg (about 70% of the workforce). The number of newly created jobs has increased during the past years (from 264 000 in 2000 to 395 200 in 2014). Most of these jobs require high qualifications ([Hury et al., 2015](#)).

The Covid-19 pandemic has led to a sharp economic downturn and an increase of unemployment rates in Luxembourg. Young people are disproportionately affected. The unemployment rate among young people (under 25 years of age) increased from 17.5% in the second quarter of 2019 to 23.3% in the second quarter of 2020. The financial crisis of 2008 led to an interim increase in overall unemployment (2.2% in 2000; 5.6% in 2017) and also within the young population (6.4% in 2000, 15.4% in 2017) (Eurostat, 2017). Compared to other European countries, the current unemployment rate of the overall population is rather low, whereas for the group of young people it is relatively high (Eurostat, 2017). The increase in the overall population is much lower (from 4.3% up to 5.1%; 25 to 74 years of age) ([Statec, 2020](#)).

The significant difference between the overall unemployment rate for the population and the youth unemployment rate indicates that the transition from the education system into employment represents a critical phase for many young people in Luxembourg, it can be expected that the pandemic will aggravate the situation. This is particularly true for young people with poor qualifications. These are at increased risk of becoming unemployed ([MENJE & UL, 2015](#)).

In Luxembourg, there is a strong tradition of social peace. Social problems are usually resolved within the framework of wide-ranging consultation between the social partners, in the form of a [Tripartite Coordination Committee](#). This committee brings together representatives from the government (minister of Finance, minister of the Economy, minister of Labour and Employment) employers (Chamber of Commerce, trades) and labour (trade unions).

Main concepts

In the domain of employment and labour market policy (under the responsibility of the ministry of Labour, Employment and the Social and Solidarity Economy), people under 25 years of age are defined as 'young people'.

This definition differs from the characterisation of the age group 'young people' in the 2016 youth law: persons no longer attending primary education or special schools who are younger than 30 years (see: [1.1 Target population of youth policy](#)).

3.2 Administration and governance

Governance

The [ministry of Labour, Employment and the Social and Solidarity Economy](#) (ministère du Travail, de l'Emploi et de l'Économie sociale et solidaire) and its affiliated administration, the [National Employment Agency](#) (ADEM; Agence pour le développement de l'emploi) are the main governmental authorities responsible for youth employment. The ministry is

responsible for the development and direction of the policy of employment and the general coordination of work. The ministry also drafts the legislation concerning this field of activity.

The main role of the National Employment Agency is to register unemployed persons as jobseekers, to serve as a contact point for employees and to organise career guidance for young people less than 30 years of age and adults. It also advertises job vacancies, assists employers in hiring jobseekers and allocates unemployment benefits.

There are additional bodies involved in the process of defining top-level policies:

- The youth service within the [ministry of Education, Children and Youth](#) and the National Youth Service plays an active role in the process of policy-making in the field of youth employment since it participates in the interdepartmental committee (see: [Cross-sectoral cooperation](#)) and also in the implementation of the [Youth Guarantee](#) programme.
- Entrepreneurship falls into the competence of the [ministry of the Economy](#) (ministère de l'Économie) and its affiliated [General Directorate for SMEs and Entrepreneurship](#), which is a contact point for small and medium-sized businesses. It is active in the areas of authorising business establishment, aid to SMEs, commercial practices and the simplification of administrative procedures for businesses.
- Trade unions and the [Chamber of Employees](#) form the main non-public actors in the regulation and implementation of policies in the field of youth employment and entrepreneurship. Membership in trade unions is voluntary, but for the Chamber of Employees, it is mandatory for all employees or pensioners, excluding civil servants or public sector employees. Trade unions and political parties have youth departments/sections where young people can be involved and represent their interests (see [5.3 Youth representation bodies](#)).
- In addition to its traditional role as a professional chamber, the Chamber of Employees informs employees and pensioners about economic and social developments (inflation, wage costs, etc.). Through its training body, the Luxembourg [Lifelong Learning Centre](#), it also plays an important role in providing training for young professionals, adults, lifelong learning and socio-economic training for staff representatives in businesses.
- Regional or local authorities are not directly involved in the development of policies in the field of youth employment and entrepreneurship. However the [Association of Luxembourg Cities and Municipalities](#) (Syvicol; Syndicat des Villes et Communes Luxembourgeoises), which is composed of local representatives, promotes the interests of the cities and municipalities. It gives opinions concerning draft legislation which have an impact on the local level.

Cross-sectoral cooperation

The governance approach to youth employment and entrepreneurship is characterised by the cross-sectorial cooperation between ministries, departments and state or non-state agencies. The interdepartmental committee, which is composed of representatives of different governmental departments, is an important body involved in policy-making in the field of employment and entrepreneurship (see: [1.4 Youth policy decision-making](#)).

3.3 Skills forecasting

Forecasting system(s)

The [Permanent Committee of Labour and Employment](#) (Comité permanent du travail et de l'emploi) is responsible for regularly reviewing the labour market situation in terms of employment and unemployment in order to prevent incompatibilities and to increase the employment rate. Its working methods include the analysis of job offers and skills

demanded by employer profiles and other relevant information in relation to employment, unemployment and apprenticeship. There is a large number of bodies on the national level that are in charge of preparing and performing analyses of the Luxembourgish labour market. These analyses form an important basis for the identification of future demands in the labour market and the relevant skills they require. These bodies include:

- The [Observatory of competitiveness](#) (ODC, Observatoire de la compétitivité) which was founded in 2003 and works under the authority of the ministry of Economy. Its main objectives include monitoring the Luxembourgish economy and coordinating the Europe 2020 strategy. It works in close cooperation with the National Institute of Statistics and Economic Studies of the Grand Duchy of Luxembourg and forms an important information provider on economic and labour market issues for the [Tripartite Coordination Committee](#), which brings together representatives from the government (minister of Finance, minister of the Economy, minister of Labour and Employment), employers (Chamber of Commerce, trades) and labour (trade unions). Its function is to reach consensus on important economic and social issues. The Observatory publishes statistics on the competitiveness of the Luxembourgish economy on a regular basis
- The National institute for the development of continuing vocational training (INFPC; Institut national pour le développement de la formation professionnelle continue) is a public institution under the supervision of the ministry of Education, Children and Youth. The training observatory within the INFPC provides statistical and qualitative analyses on the topic of professional training and handles questions related to the identification of training needs on the labour market and to the transition of young people from vocational training to working life. Reports are published on a regular basis
- The [Study network on the labour market and employment](#) (RETEL; Réseau d'étude sur le marché du travail et de l'emploi) is an initiative of the ministry of Labour, Employment and the Social and Solidarity Economy. It aims to produce studies from existing data in order to improve the overall knowledge base of the labour market situation. The RETEL regularly publishes reports on the labour market and organises annual conferences on relevant issues related to the labour market and employment
- The [Interregional Labour Market Observatory](#) (IBA; Interregionale Arbeitsmarktbeobachtungsstelle) consists of a network of specialised institutes or public services of the Greater Region. The IBA prepares information on the labour market for the political leaders of the Greater Region in order to enable practical applications concerning the structural employment policies. It publishes reports on the labour market situation on a regular basis
- The [Federation of Luxembourgish Industrials](#) (FEDIL; Federation des industriels luxembourgeois) is a multi-sector business federation representing the industry, construction and business services sectors. It conducts a bi-annual survey, in the industrial sector and in the sector of information technology and communication, to explore companies' skill needs and to balance the vocational training supply and demand.

Skills forecasting is also based on research outputs of international institutions such as the Organisation for Economic Co-operation and Development (OECD) and the European Centre for the Development of Vocational Training (CEDEFOP) ([OECD, 2015](#) and [CEDEFOP, 2015](#)). The data provide important information for policy-makers of the ministry of Education, Children and Youth and the ministry of Labour, Employment and the Social and Solidarity Economy.

Skills development

Forecasting systems show that most future job opportunities in Luxembourg will require high-level qualifications and that most job opportunities will be for professionals (high

level occupations in science, engineering, healthcare, business and teaching) (e.g. [CEDEFOP, 2015](#)).

Labour market and skills forecasting are not used in a systematic way by educational authorities, so that they do not have a direct and systematic impact on the development of school programmes or curricula ([European Commission/EACEA/Eurydice, 2016a](#)).

3.4 Career guidance and counselling

Career guidance and counselling services

The House of Guidance (Maison de l'orientation) is a public institution that houses various existing career guidance and counselling services at one location. The 2017 law (loi du 22 juin 2017 ayant pour objet l'organisation de la Maison de l'orientation) on the organisation of the House of Guidance defines the modes of operation and the cooperation between the different services. It includes the following services:

- The [Career Guidance Service](#) (ADEM-OP; Service d'orientation professionnelle) of the National Employment Agency. It offers various information (books, videos, etc.) on jobs and professional careers and takes charge of different projects. The main target group of the service are youth in secondary education.
- The [Centre of psycho-social and educational support](#) (CePAS; Centre psycho-social et d'accompagnement scolaire) provides guidance to young people to help them discover their skills and professional objectives. The CePAS also offers psychological counselling to young people and their families.
- The [National Youth Service](#) (SNJ; Service national de la Jeunesse) offers a [National Voluntary Service](#) (Service volontaire national) which especially focuses on disadvantaged young people with fewer opportunities and aims at encouraging early school leavers to go back to school and successfully complete a degree. With the [2017 regulation](#) (règlement grand-ducal du 28 juillet 2017 portant établissement du cadre de référence national « Éducation non formelle des enfants et des jeunes), the [National Youth Service](#) is also in charge of setting up a network of local services ([ALJ](#); Antennes locales pour jeunes) whose mission is to support young people in their transition to active life by providing information, advice and individual support as well as preparatory activities for working life. It also has to offer extracurricular activities for secondary schools to maintain school attendance and ensure follow-up of school leavers.
- The [Service for Newly Arrived Pupils](#) (CASNA; Cellule d'accueil scolaire pour élèves nouveaux-arrivants) provides information on the Luxembourg school system and support measures for children arriving in Luxembourg from other countries.
- The [Information and Documentation Centre for Higher Education](#) (CEDIES; Centre de Documentation et d'Information sur l'Enseignement Supérieur;) provides information about higher education and subsidies and also organises events (e.g. the annual [student fair](#), where young people can get information about higher education in Luxembourg and abroad).

The [2017 law on the organisation of the House of Guidance](#) (loi du 22 juin 2017 ayant pour objet l'organisation de la Maison de l'orientation) defines this establishment's general objectives, which are as follows:

- To act as a contact point for citizens seeking information and advice as well as for institutions, services and associations outside the House of Guidance that act in the field of educational and vocational guidance
- To ensure a concerted and coherent approach of the different services towards citizens and external institutions, services and associations

- To develop common information tools on the basis of data provided by institutions and bodies conducting labour market studies and analysis
- To set up a programme of awareness-raising and information activities based on the needs and prospects of the socio-economic world in schools and in out-of-school settings
- To collaborate in the development of the terms of reference for schools.
- It also defines the organisation and objectives of career guidance and counselling services in secondary schools.

According to the law, each secondary school must introduce a guidance approach that is adapted to the specific needs of its school population, in line with the terms of reference which define minimum standards. Schools' obligations are:

- To inform pupils about the school system and the training paths, including possibilities for higher education both in Luxembourg and abroad
- To publicise the socio-economic world, in particular the labour market
- To help pupils develop their skills in order for them to make decisions about training paths they will choose and to develop their personal study project.

A guidance forum, composed of representatives from different institutions, will be created. Its mission is described as follows:

- To be a platform for exchanges, consultation and coordination for those involved in educational and vocational guidance
- To collaborate in the development of a national strategy for educational and vocational information and guidance and to monitor its implementation
- To identify possible gaps in the provision of educational and vocational guidance
- To advise the government on the initiatives to be taken to implement vocational guidance.

There are further career guidance and counselling services at schools and also within the field of non-formal learning (e.g. youth work):

- The [Psycho-social and educational support service](#) (SePAS; Service psycho-social et d'accompagnement scolaires) offers career guidance and counselling at Luxembourgish secondary schools. A psychologist is in charge of the consultation of pupils. Many secondary school classes also take advantage of the career guidance service at the House of Guidance. Teachers visit it with their classes so that pupils can obtain information on job profiles and career opportunities
- The [Youth Information Centre](#) (Centre information jeunes) is an important nationwide contact point that provides various information for young people, also on educational offers and career opportunities
- The regional youth workers of the [National Youth Service](#) are important agents on the local level. They inform young people about the existing offers of the National Youth Service (e.g. [National Voluntary Service](#) (Service volontaire national), [ALJ](#) (Antennes locales pour jeunes)) or other career guidance and counselling services
- Youth work provides additional, separate projects on the local level such as [Your Potential for Your Profession](#) (Däi Potential fir Däi Beruff), which is offered in different local youth centres. This project aims at improving the employability of the participants. It is funded by the European Social Fund. [Take Your Future into Your Hands](#) (Huel deng Zukunft an d'Hand) is an information session where young people can gather information on various job opportunities.

The [2018 law](#) on the creation of a competence center on specialised psycho-pedagogy for inclusive education ([loi du 20 juillet 2018 portant création de Centres de compétences en](#)

[psycho-pédagogie spécialisée en faveur de l'inclusion scolaire](#)) introduced an agency for transition to working life (agence de transition à la vie active). The agency is an important stakeholder in charge of facilitating networking and coordination between the different offers of the centres of special education. It initiates actions that facilitate the access to apprenticeship, the integration into working life, the admission to a sheltered workshop or activities for young people with special educational needs. The aim of the [Youth Guarantee Implementation Plan](#) is to improve the quality and coherence of the various existing programmes and offers. According to the Youth Guarantee Implementation Plan, the Youth Guarantee serves as a coordinating instrument, bringing all actors together and making sure that the target population will be followed over time by the different actors, who exchange information about the past, present and future of the young persons ([Youth Guarantee Implementation Plan](#), p. 9). Since most of the services have been in place for some time, the Youth Guarantee does not introduce new services, but provides a general framework for the cooperation of the existing services.

Funding

The above-mentioned services are funded by the budgets of the ministries to which they are affiliated. The [Career Guidance Service](#) (ADEM-OP; Service d'orientation professionnelle) is funded by the [ministry of Labour, Employment and the Social and Solidarity Economy](#). All the other above-mentioned services and programmes are funded by the ministry of Education, Children and Youth. The budget of the [National Youth Service](#) for the measures of the Youth Guarantee is € 407 640 in 2019. The funding budgets of the different services are not available.

Quality assurance

There is no system of quality assurance, but rather sporadic internal reviews which are not publicly available. No further information is available on these reviews.

3.5 Traineeships and apprenticeships

Official guidelines on traineeships and apprenticeships

The [ministry of Education, Children and Youth](#) is responsible for policy on apprenticeships. Together with the professional chambers, it develops the standards for apprenticeships. Chambers are also involved in legislative procedures and are officially consulted on matters relating to the educational system and apprenticeship. The link with the world of work is concretely made via the elaboration of the curricula, which are based on labour market demands.

The apprenticeship system in Luxembourg is organised similarly to the German dual system. General education, technical and vocational theoretical education are provided in schools while, for most occupations, practical training takes place on the job.

The regulatory framework of apprenticeships is set by the [2008 law](#) (loi du 19 décembre 2008) and its grand-ducal regulations. The law foresees that before beginning an apprenticeship, participants have to pass a medical exam and sign a formal contract which stipulates a probationary period of 3 months (the contract is a fixed-term contract which is normally three years). Apprentices are eligible for apprenticeship allowances, which vary depending on the chosen trade or profession, and they receive a minimum of 25 days of legal holiday. The employer has to register the apprentice with the social security administration at the beginning of the contract. Social security for minor apprentices is covered by the social security contributions of their parents or legal guardians.

The apprenticeship receives financial aid. It provides reimbursement of up to 40% as well as the employer's share of social security costs for the apprentice (established by the [2012 grand-ducal regulation](#) (règlement grand-ducal du 13 juillet 2012 portant fixation des indemnités d'apprentissage dans les secteurs de l'artisanat, du commerce, de

l'Horeca, de l'industrie, de l'agriculture et du secteur santé et social) and the [2013 grand-ducal regulation](#) (règlement grand-ducal du 9 juillet 2013)). If the learning year is successful, a learning bonus is offered in addition to the training wage. This is an allocation of € 117 per month of the apprenticeship, subject to the successful completion of the apprenticeship programme and passing the final apprenticeship examination ([Biré & Walzer, 2013](#)).

There are two forms of apprenticeships: (1) initial vocational training offered by secondary schools and (2) adult apprenticeships.

Secondary schools offer three different systems of initial vocational training ([Biré & Waltzer, 2013](#)):

1. The concomitant track, where practical knowledge is acquired through the combination of time spent working in an enterprise and in compulsory school attendance
2. A mixed track in which theoretical and practical training are offered at an educational institution for the first year of training, in some cases also for the second year (full-time academic year). After the successful completion of the training in the educational institution, the practical training is continued in an enterprise
3. A full-time track that offers the entire vocational training at an educational institution.

Persons over 15 years of age who have been out of school for more than one year can apply for an adult apprenticeship, which is available for both adults under work contract and jobseekers registered at the National Employment Agency. The theoretical part of the training takes place at the [National Centre of Continuing Vocational Training](#) (CNFPC; Centre National de Formation Professionnelle Continue). The practical part is acquired through an apprenticeship with an enterprise that is authorised to train apprentices ([Biré & Waltzer, 2013](#)).

Professional chambers and public and private training institutions offer further training opportunities, whereby some of the offered courses lead to official certificates.

The [2020 law on traineeships for pupils and students](#) defines traineeships' operation modes. All young people are eligible for traineeships and all traineeships are regulated by this law. The main elements of the law are the following:

- Traineeships must be regulated by a contract between intern and employer or educational institution; the required contract content is defined by the law (e.g. tasks, remuneration, duration)
- For contracts with a duration of less than four weeks, remuneration of the intern is not compulsory. In case the duration is longer, remuneration is compulsory; the minimum salary is defined by the law
- The maximum duration of a traineeship is 6 months
- Traineeships must have an informative, orientational and educational character and must not be established to replace permanent workforce.

Special traineeships for jobseekers are offered by the National Employment Agency and the ministry of Education, Children and Youth. There are three types of training programmes ([Biré & Waltzer, 2013](#)):

1. Training for jobseekers who experience difficulties entering the labour market. Orientation and vocational initiation courses are conducted at the National Centre of Continuing Vocational Training. Trainees attending these occupational guidance and integration courses receive socio-educational support and participate work placement programmes in enterprises. These schemes generally last one year

2. Schemes organised directly for a sector or an enterprise are organised at the request of employers. Training content is decided jointly with the requester who agrees—on the basis of an agreement between the enterprise, the ministry of Education, Children and Youth and the ministry of Labour, Employment and the Social and Solidarity Economy to recruit those people who successfully complete the scheme. The length of these schemes generally varies from six weeks to three months, plus periods of work placement. The training course always alternates between periods of formal instruction and practical experience
3. 'Jobelo' is a programme that has been offered by the National Employment Agency since 2013. The aim of this programme is to facilitate access to apprenticeship or employment for young jobseekers without any qualifications. When beginning Jobelo, young people participate in a 2-month training programme at the [Socio-professional guidance centre](#) (COSP; Centre d'orientation socio-professionnelle).

The [national school for adults](#) (ENAD; École Nationale pour Adultes) addresses specific disadvantaged target groups and provides assistance to dropouts to help them regain motivation and offer specific trainings with a view to (re)integrating them into traditional secondary school education, an apprenticeship or the job market (see: [Formal education: main policy measures on ELET](#)).

Traineeships for jobseekers are an integral part of the Youth guarantee implementation plan.

Promoting traineeships and apprenticeships

The career guidance and counselling services are in charge of promoting apprenticeships (see [3.4 Career guidance and counselling](#)). The ministry of Education, Children and Youth publishes [leaflets](#) about apprenticeships that are distributed to secondary school pupils or parents. The [Chamber of Employees](#) (Chambre des salariés) also raises awareness on apprenticeships. It organises conferences (e.g. Vocational educational training – a European challenge [Die Berufsbildung – Eine europäische Herausforderung]) focusing on and providing information about apprenticeships. The Chamber of Commerce (Chambre de Commerce) provides information on apprenticeships to facilitate vocational training and to increase young people's awareness of vocational training opportunities. The homepage www.winwin.lu provides information for both interested employers and young people.

Recognition of learning outcomes

The vocational training programmes in technical secondary education offer two completion certificates:

1. Certificate of professional competence (DAP; Diplôme d'aptitude professionnelle) which prepares the participant for immediate entry into professional life
2. Professional competence diploma (CCP; Certificat de capacité professionnelle) that also prepares for direct entry into professional life but also opens up the opportunity for further studies (master craftsman or higher technical studies).

Adult apprenticeship also leads to the DAP or CCP certificate. Some of the programmes offered by other training institutions (e.g. chambers, private institutions) also lead to these certificates. The master craftsmanship certification (brevet de maîtrise) is awarded by the ministry of Education, Children and Youth in cooperation with the Chamber of Trades and Skilled Crafts. The ministry of Education, Children and Youth is responsible for the recognition of professional qualifications of health professions (nursing aide, nurse, nurse specialist, social worker, physiotherapist, etc.) and socio-educational professions (educator, care assistant). The Service for the recognition of diplomas (Service de la reconnaissance des diplômes) within the ministry of Education, Children and Youth is also responsible for the recognition of diplomas issued in foreign countries.

Funding

Apprenticeships are entitled to a salary; the amount depends on the specific profession. The salary is paid by the employer and supplemented by financial aid from the [Employment fund](#) (Fonds pour l'emploi) (the amount is 27% if the apprenticeship is cross-border, a technical diploma or a proof of vocational suitability and 40 % if is a CCP (vocational aptitude certificate); the costs for social security are also covered by the Employment fund). Apprenticeships that are organised exclusively as technical secondary educational school programmes are funded by the ministry of Education, Children and Youth. Apprenticeships are also funded in the framework of EU programmes. Luxembourg makes use of the EU funding schemes that aim at strengthening the national economy and labour market (see: [European Funds](#)).

Quality assurance

The regulatory framework of apprenticeships set by the 2008 law aims at 'increasing the number and the quality of trainers' (Art. 1,(2)). According to the 2008 law, trainers must fulfil certain conditions: minimum 21 years of age, professional qualification (which is defined accordingly by the professional chamber), and no criminal record (Art. 22). The law also defines an evaluation system by which the learning outcomes are evaluated on a regular basis by the trainers of the company or the responsible educators at school (Art. 12). Furthermore, the chamber offers training courses for trainers ('train the trainer') in order to improve the quality and the recognition of apprenticeship.

3.6 Integration of young people in the labour market

Youth employment measures

The employment initiation contract (CIE; contrat d'initiation à l'emploi) and the employment support contract (CAE; contrat d'appui emploi) are specific employment contracts for young people under 30 years of age. They are financially supported by the Employment Fund in order to support the creation of new jobs and to help young people integrate into the labour market and develop their skills. A contract which includes the different learning objectives forms the basis of this type of contract and has to be signed by the young jobseeker, the National Employment Agency and the employer.

- The CIE provides initial, practical experience for young jobseekers under 30 years of age who have been registered with the National Employment Agency for at least 3 months.
- The Employment Fund reimburses a share of the basic salary compensation to the employer and pays all of the employer's social security costs.
- The CAE enables both qualified and unqualified young people under 30 years of age to receive practical and theoretical training if they have been registered with the National Employment Agency for at least 3 months. The employment support contract is only meant for employers who do not have the legal status of a commercial company, i.e. the state, municipalities, public interest establishments, or non-profit institutions, associations or groupings of people.
- For the first 12 months, the Employment Fund pays 75% of the salary compensation received by the young jobseeker and 100% of the employer's costs. If the contract is extended, the Employment Fund will reimburse 50% of the compensation received by the young jobseeker for the duration of the extension.

Both above-mentioned measures form an integral part of the National Employment Agency's assistance to young jobseekers. With the implementation of the [Youth Guarantee](#) (Jugendgarantie), these measures were integrated into the national implementation plan of the Youth Guarantee. With the implementation of the Youth Guarantee, the National Employment Agency has also redesigned further offers for young job seekers aged 16 to 25 years. The agency introduced a Youth Guarantee unit at three

locations in Luxembourg, where a total of 17 people provide supervision and follow-up to young people who participate in measures of the Youth Guarantee Programme ([MT, 2016](#), p. 107).

Flexicurity measures focusing on young people

The two above-mentioned schemes represent the flexicurity approach to youth labour market policy.

Reconciliation of private and working life for young people

The leave for youth workers (congé jeunesse) is an important youth-specific programme that supports the reconciliation of private and working life for young people. The leave for youth workers entitles young people to time off from work so that they can participate in voluntary activities within the country and abroad, such as internships, study days or seminars, holiday camps or clubs, etc. The beneficiary of a leave for youth workers is entitled to a total of 60 days off throughout their professional career, while not exceeding 20 days over a period of 2 years. The duration of leave for youth workers is treated as an active period of work. During the leave, employers must pay their employee a compensatory allowance corresponding to the average daily salary, which may not exceed 4 times the social minimum wage for unskilled workers (see: [2.4 Youth volunteering at national level](#)). There are no further youth-specific policy measures or initiatives.

Funding of schemes/initiatives

Employment measures are funded by the Employment Fund; the leave for youth workers is funded by the ministry of Education, Children and Youth. The annual budget for the leave for youth workers is [€ 350 000](#) (in 2019). Luxembourg makes use of the EU funding schemes which aim at strengthening the national economy and the labour market (see: [European funds](#)).

Quality assurance

There is a quality assurance system for the CAE and CIE. The National Employment Agency and the employer have to fill out an evaluation report six months after the beginning of the contract and eight weeks before the end of the contract. The purpose of this evaluation is to monitor the improvement of specific skills (personal, social, technical, language, ICT) throughout the implementation of the measure.

3.7 Cross-border mobility in employment, entrepreneurship and vocational opportunities

Programmes and schemes for cross-border mobility

The [Erasmus+ programme](#) offers opportunities for cross-border mobility in the field of educational training and youth. Both individuals and organisations can apply for projects. The national agency for the implementation of the Erasmus+ programme in the fields of education and youth ([Anefore](#)) is in charge of the programme on the national level. In 2018, the budget for youth projects within the Erasmus+ Programme was [€ 1.139 million](#).

The [Your first EURES job](#) project assists [young nationals](#) between 18 and 35 years of age to find work placement (job, traineeship or apprenticeship) in another EU (or EFTA/EEA) country. It also helps [employers](#) find the workforce they need for their hard-to-fill vacancies. Cross-border vocational training programmes allow youth to learn a profession for which there is no offer in Luxembourg. While the practical training is held in a company based in Luxembourg, the courses take place in a foreign institution.

Legal framework

There is no specific legal framework except for the voluntary services (see: [2.4 Youth volunteering at national level](#)).

General modalities of working contracts and apprenticeships are regulated by the Labour legislation ([Code du Travail](#)).

3.8 Development of entrepreneurship competence

Policy framework

There is neither a legal framework nor a specific national strategy applicable to the development of young people's entrepreneurship competences.

Formal learning

Entrepreneurship education is not compulsory in Luxembourgish school curricula. In upper secondary education and school-based vocational training it is optional and taught either as a separate subject or integrated in other subjects ([European Commission/EACEA/Eurydice, 2016](#)). The University of Luxembourg offers a [master's degree in entrepreneurship and innovation](#). The [key objectives](#) of this degree are:

- To extend the knowledge and understanding of principles of new venture creation and business start-up in different societal contexts (social, corporate, 'for profit', etc.)
- To develop critical, analytical and problem-solving skills
- To enable to understand the components of a business plan and appreciate different business and financial models as well as construct a detailed financial and marketing plan
- To advance employability skills in team work, presentation and leadership as well as facilitating intercultural communication
- To provide an understanding of the local regulatory, tax and legal issues involved when starting a new venture and access to a wide set of business networks in the Luxembourg economy.

The minister of Education, Children and Youth and the Secretary of State for Economy have presented a project [Promotion of entrepreneurship at secondary schools](#) (Promotion de l'entrepreneuriat à l'enseignement secondaire). This project specifically aims at:

- Promoting the emergence of entrepreneurial schools in Luxembourg by fostering the link with the economic and social world
- Developing transversal skills in young people to help them engage in future entrepreneurial challenges.

Five secondary schools launched a new technician training course in smart technologies in September 2019. Each school offers a specific area of specialisation: infotronic, renewable energies, robotics and automation, smart energy and e-controls.

Non-formal and informal learning

[BEE CREATIVE](#) is an initiative by the ministry of Education, Children and Youth which is coordinated by the [National Youth Service](#) and the [Coordinating service for educational and technological research and innovation](#) (SCRIPT; Service de Coordination de la Recherche et de l'Innovation pédagogiques et technologiques). The objective of the initiative is:

- To enable young people to learn how to create with the help of technical tools and new media (digital literacy)

- To promote young people's creativity, talents and entrepreneurship in the context of new information and communication technologies.

The [makerspaces](#) (E Raum fir Kreativitéit) are an integral part of the project. Makerspaces are studios situated in different secondary schools, which are open to all interested young persons. They offer the necessary infrastructure and equipment to young people so that they can develop their own digital project with professional support. 'Creative Young Entrepreneur Luxembourg' is an award of the [Junior Chamber International Luxembourg](#) (JCEL; Jeune Chambre Économique) that is presented to the most creative young entrepreneurs in Luxembourg. Young people between 18 and 40 years can apply for the award, and the campaign is organised every year.

Educators support in entrepreneurship education

There is no top-level policy to support educators in entrepreneurship education. The initiative 'young entrepreneurs' ([jonk-entrepreneuren.lu](#)) is publicly funded and offers many training opportunities for educators and pupils (see: [3.10 Promotion of entrepreneurship culture](#)).

3.9 Start-up funding for young entrepreneurs

There are a number of policy measures to promote or to fund start-ups (e.g. [Luxinnovation](#), [House of Entrepreneurship](#)), but these are not specifically designed for young people.

Access to information

There is no further information available.

Access to capital

There is no further information available.

3.10 Promotion of entrepreneurship culture

Special events and activities

Organised by BEE-SECURE, [Makerfest](#) is an event that gives young people the opportunity to engage hands-on in new technologies. It is geared towards young participants and offers numerous workshops as well as demonstrations of state-of-the-art technologies.

Networks and partnerships

In Luxembourg, two institutions promote entrepreneurship and foster entrepreneurship competences in young people: 1. The association [Young Entrepreneurs](#) (Jonk Entrepreneuren) was created by the government in cooperation with economic stakeholders. Its objectives are:

- To explain to and teach young people, throughout their school curriculum, that self-employment is a concrete alternative to paid employment
- To arouse young people's interest to undertake, innovate, create and take initiatives.

The association offers programmes for different school levels, such as the secondary school project 'mini-enterprises', where students are responsible for operating a mini-enterprise over the course of one school year with their teacher as a coach.

2. The mission of the [Junior Chamber International Luxembourg](#) (JCEL; Jeune Chambre Économique Luxembourg) is to give young people the opportunity to develop their talents as leaders, to allow them to grow in areas of social responsibility, entrepreneurship and solidarity. Members, aged 18 to 40, can engage in a variety of

projects depending on their interests. Every year, the Young Economic Chamber organises the 'most creative young entrepreneur in Luxembourg' contest. It is affiliated with the Junior Chamber International (JCI). The BEE-SECURE initiative (see: [3.8 Development of entrepreneurship competence](#)) forms an important network that is supported by different public institutions: the National Research Fund, the British Chamber of Commerce for Luxembourg, securitymadein.lu, and KannerJugendTelefon.

3.11 Current debates and reforms

Forthcoming policy developments

There are no forthcoming policy developments.

Ongoing debates

The Covid-19 pandemic will probably affect school-to-work transitions of young people in the near future. Long-term effects of the pandemic on young people are not yet predictable. Further job losses or budget cuts (which may have an impact on the funding of support measures for young job-seekers) might be among the potential consequences of the pandemic.

4. SOCIAL INCLUSION

This chapter gives an overview of youth policy in the field of social inclusion in Luxembourg.

Although there is no comprehensive strategy on young people's social inclusion, the aspects of inclusion and social cohesion are among the central objectives of Luxembourgish youth policy as defined by the 2008 youth law.

The Luxembourgish welfare state offers many financial provisions and services to people at risk of social exclusion. Most provisions and services are not especially designed for young people nor dedicated to this population. They are generally intended for the whole population at risk of social exclusion (e.g. measures related to welfare aid, guaranteed minimum income, costs of living allowance). Since the risk of social exclusion is higher among disadvantaged young people (e.g. at risk of poverty, low-educated or with migrant status), many offers are applicable to this group.

4.1 General context

Main challenges to social inclusion

Although young people's overall life situation in Luxembourg is rather favourable, some groups of young people are socially excluded or at a high risk to become socially excluded. The social background plays an important role in young people's outlook. Social and economic resources of their family have a very large impact on their further chances in life. In Luxembourg, young people growing up in poor households with low work intensity and/or low income are more likely to become socially excluded than young people from privileged families ([MFI, 2010](#)). The current challenges with regard to the social inclusion of young people are manifold. These particularly include young people's difficulties in gaining access to housing, youth unemployment in general, and the under-representation of specific groups in social and political organisations ([MENJE & UL, 2015](#)). Access to housing is a huge challenge for many young people in Luxembourg, since housing costs in Luxembourg have risen significantly in recent years. Young people of foreign nationality, single parents, the unemployed and people at risk of poverty suffer

the greatest hardship ([MENJE & UL, 2015](#)). The transition into the world of work is another challenge that has gained importance due to the steady increase of young people's unemployment rates in Luxembourg over the last 15 years. Although living conditions of young people in Luxembourg are somewhat better than in other European countries (young people are less frequently unemployed, find jobs matching their qualifications more frequently and obtain permanent employment contracts sooner), those groups who face high difficulties with the transition into work are adolescents and young adults with poor school-leaving qualifications (or none at all), young men or specific migrant groups. These persons are more frequently unemployed. They often face worse opportunities on the labour market, are more likely to be in atypical employment situations (part-time employment, temporary employment, short-term work) and are more dependent on state support services. Research shows that the risk of social exclusion is considerably higher particularly for young immigrants and young people with low educational attainment (especially early school leavers). In general, it is more difficult for these young people to find a job with a decent income. They also show poor scores on measures assessing health outcomes (e.g. self-rated health, life satisfaction, multiple health complaints), health behaviours (e.g. eating behaviour, oral health) and risk behaviour (e.g. tobacco use, alcohol use), as well as a lower political and social participation ([Currie et al., 2008](#)).

Main concepts

There are no specific concepts related to social inclusion.

4.2 Administration and governance

Governance

The revised Youth Law defines the objectives of youth policy. According to Art. 1.7, 'inclusion and social cohesion' is one of several important objectives of youth policy. Top-level policy concerning the social inclusion of young people falls within the responsibility of the ministry of Education, Children and Youth and is regulated by the department of youth within this ministry. Regional or local authorities are not directly involved in the development of policies in the field of youth employment and entrepreneurship. However, the Association of Luxembourg Cities and Municipalities (Syvicol; Syndicat des Villes et Communes Luxembourgeoises), which is composed of local representatives, promotes the cities' and municipalities' interests. It gives opinions concerning draft legislation which have an impact on the local level.

Cross-sectoral cooperation

The governance approach to social inclusion is characterised by the cross-sectorial cooperation between ministries, departments and state or non-state agencies. The interdepartmental committee, which is composed of representatives of different governmental departments, is an important body involved in policy-making in the field of employment and entrepreneurship social inclusion (see [1.4 Youth policy decision making](#)).

- [Ministry of Education, Children and Youth](#), in charge of education policy and policy on children and youth:
 - [National Agency for Children](#) (ONE; Office national de l'enfance)
 - [National Youth Service](#) (SNJ; Service national de la Jeunesse)
 - [Coordination Department of Research and Educational Innovation](#) (SCRIPT; Service de Coordination de la Recherche et de l'Innovation pédagogiques et technologiques)

- [Centre of psycho-social and educational support](#) (CePAS; Centre psycho-social et d'accompagnement scolaire)
- [Ministry of Family Affairs, Integration and the Greater Region](#) (ministère de la Famille, de l'Intégration et à la Grande Région), in charge of policy on disabilities, integration of foreigners, and solidarity:
 - [Luxembourg Reception and Integration Agency](#) (OLAI; Office luxembourgeois de l'accueil et de l'intégration)
 - [National Service on Social Action](#) (SNAS; Service national d'action sociale)
 - [National Solidarity Fund](#) (FNS; Fonds national de solidarité)
- [Ministry of Housing](#) (ministère du Logement) in charge of housing policy, including the management of housing subsidies for people in need
- [Ministry of Labour, Employment, and the Social and Solidarity Economy](#) (ministère du Travail, de l'Emploi et de l'Économie sociale et solidaire), in charge of employment policy:
 - [National Employment Agency](#) (ADEM; Agence pour le développement de l'emploi)
- [Ministry of Health](#) (ministère de la Santé), in charge of health policy, including prevention programmes
- [Ministry of Equality between Women and Men](#) (ministère de l'Égalité entre les femmes et les hommes), in charge of gender equality policy
- [Ministry of Justice](#) (ministère de la Justice), in charge of legal policy, including human rights and naturalisation
- [Ministry of Social Security](#) (ministère de la Sécurité sociale), in charge of social protection policy.

Additional non-public actors participate in the regulation and implementation of young people's social inclusion:

- [Luxembourg Anti-Poverty Network](#) (EAPN-Lëtzebuerg), an NGO consisting of 13 national member associations; the [Caritas](#) charity mission and the [Red Cross](#) (Croix-rouge) as umbrella organisations as well as 11 grassroots organisations
- [Confederation Caritas Luxembourg](#) (Confédération Caritas Luxembourg asbl) working to fight poverty and social exclusion on the national and international level; it currently includes 18 member organisations.
- 3 members of the Confederation, namely 'Fondation Caritas Luxembourg', 'Caritas Jeunes et Familles asbl' and 'Caritas Accueil et Solidarité asbl', collaborate more closely under the common name of Caritas Luxembourg. They provide various services for children and young people in need (e.g. psychological consultation, care facilities, crisis intervention, an emergency hotline for children and young people)
- [Red Cross](#) (Croix-Rouge), an NGO offering many services for young people in need (e.g. foster care services, psychotherapy services for young people, residence for young mothers [between the ages of 13 and 17 years] and their children, adoption services)
- Additional important factions, such as the youth departments/sections of the Luxembourgish labour unions (see: [5.3 Youth representation bodies](#)) or the [Mouvement ATD Quart Monde Luxembourg](#), an NGO that fights against poverty and social exclusion and promotes all people's dignity.

4.3 Strategy for the social inclusion of young people

Existence of a national strategy on social inclusion

The existing policies and measures with regard to social inclusion are part of different programmes and policies. An overall national strategy on social inclusion of young people does not exist in Luxembourg. However, promoting social inclusion is an important aim of the [National Reform Programme 2020](#). This document highlights two main programmes or strategies on social inclusion for young people:

1. [Youth guarantee programme](#) (Jugendgarantie)
2. [National strategy against homelessness and housing-related social exclusion](#) (Stratégie nationale contre le sans-abrisme et l'exclusion liée au logement 2013-2020).

There exists no evidence-based monitoring, nor assessment or evaluation, of the programme/strategy implementation so far. A final external evaluation of the national strategy against homelessness and housing-related exclusion is scheduled for 2020/2021 to determine which measures to pursue.

Scope and contents

1. Youth guarantee programme

The Youth guarantee programme has been implemented in Luxembourg since 2014. The main target groups of the youth guarantee programme are principally young people with NEET (Not in Education, Employment or Training) profiles. The programme focuses on inactive or unemployed young people between 16 and 24 years of age (for further details see: [Youth Guarantee](#)). With regard to social inclusion policy for young people, the main focus of the Youth guarantee programme lies in the promotion of:

- Measures favouring young people's transition from academic to professional life
- Measures motivating young people to return to school.

2. National strategy against homelessness and housing-related social exclusion

The Luxembourg government has endorsed the national [strategy against homelessness and housing exclusion for the years 2013–2020](#). Two action fields in this policy specifically address the homelessness of children and young people:

- Action field 2 of this strategy aims at preventing young people's homelessness and offering assistance to young people in distress and homeless young people
- Action field 3 addresses homeless young people between the ages of 18 and 30 years in Luxembourgish municipalities.

Responsible authority

The Youth guarantee programme is coordinated by the [ministry of Labour, Employment and the Social and Solidarity Economy](#). The National strategy against homelessness and housing-related social exclusion is coordinated by the [ministry of Family Affairs, Integration and the Greater Region](#).

Revisions/updates

There are no revisions or updates.

4.4 Inclusive programmes for young people

Programmes for vulnerable young people

The Youth Guarantee is a European programme that has been implemented in Luxembourg since June 2014 ([Government of the Grand-Duchy of Luxembourg, 2014](#)). It

focuses on inactive or unemployed young people between 16 and 24 years of age (for further details see: [Youth Guarantee](#)). It is coordinated by the [ministry of Labour, Employment and the Social and Solidarity Economy](#).

The implementation of the Youth Guarantee comprises four phases:

- Phase 1 - Outreach and Information:

Spreading information about the various possibilities available to young people for receiving assistance, and systematically contacting every young school dropout

- Phase 2 - Guidance:

Guiding/directing the young person towards the appropriate representative, given his/her intentions for the future

- Phase 3 - Contract:

Signing of a formal commitment/agreement with the administration that has been identified in phase 2 as the most suitable to offer extensive support to fulfil the (now considered to be) realistic intentions of the young person

- Phase 4 - Implementation:

Initiating the intervention activities such as employment, various active labour market policy instruments, training opportunities, traineeship, education, vocational and educational training (apprenticeship), and activation measures.

This programme includes three different approaches to guide young people depending on their specific situation: (1) Job-oriented trajectory, (2) school-oriented trajectory and (3) activation-oriented trajectory.

The following public bodies are involved in the Youth Guarantee programme: the National Employment Agency, the ministry of Labour, Employment and the Social and Solidarity Economy, the Department of Vocational Education and Training, the Local Support for Young People, the ministry of Education, Children and Youth and the National Youth Service. Specific initiatives and programmes exist and will be reinforced specifically with respect to early intervention schemes for the vulnerable young people. These initiatives take into account a broad range of difficulties faced by this group. They mostly concern the school-oriented and activation-oriented trajectories of the Youth Guarantee Implementation Plan (for details on the key initiatives and its objectives and target groups, see: [Government of the Grand-Duchy of Luxembourg, 2014](#), p. 41). The National Employment Agency offers [specific programmes](#) for young job seekers and provides financial support to employers who hire young job seekers. These programmes aim at providing opportunities and necessary resources to young job seekers to foster their full participation in economic life (see: [3.6 Integration of young people in the labour market](#)).

Funding

Funding for the Youth Guarantee is provided through the budget of the ministry of Education, Children and Youth and the Employment Fund ([€ 407 640](#) in 2019). Several parts of the Youth Guarantee scheme are funded by the European Solidarity Fund ([Government of the Grand-Duchy of Luxembourg, 2014](#), p. 35).

Quality assurance

Assessment of the Youth Guarantee Implementation Plan will be done according to 2 criteria:

1. First, there will be an assessment of the percentage of young persons who have received the offer defined in their individual contract within 4 months of signing this contract
2. Second, there will be an assessment of the quality of the offer received by the young people.

This assessment will be realised with longitudinal administrative data from the National Employment Agency and the social security administration. Where possible, control group based evaluation techniques will be used (propensity score matching techniques). The results of these evaluations will be presented and the Youth Guarantee Implementation Plan will be improved accordingly. The specific programmes offered by the National Employment Agency are evaluated by an evaluation report, which has to be completed by the National Employment Agency and by the employer six months after the beginning of the contract and eight weeks before its end. This evaluation is specifically designed to monitor the improvement of specific skills (personal, social, technical, language, ICT) during the measure.

4.5 Initiatives promoting social inclusion and raising awareness

Intercultural awareness

The existing initiatives promoting intercultural dialogue also aim at raising intercultural awareness (see: [5.8 Raising political awareness among young people](#)). [I am not a refugee](#) is a campaign launched in 2016. It aims at promoting intercultural awareness and understanding among young people. The campaign promotes social progress and cohesion by:

- Re-humanising the discussions about 'refugees'
- Allowing refugees to speak for themselves
- Fighting the growing populism, fears, stereotypes and prejudices
- Connecting residents and refugees.

Young refugees can share their stories on its website. Local residents have the opportunity to meet the refugees, contact them by mail, open their world to them, help them integrate, find work, a place to stay and support in their transition to life in a new country.

Young people's rights

The offers for political participation are important initiatives that promote young people's rights (see: [5.3 Youth representation bodies](#) and [5.4 Young people's participation in policy-making](#)).

An [Ombudsman for children and youth](#) was established in 2020 by [law](#) (the Ombudsman replaces the former Ombuds Committee for Children's Rights). The Ombudsman is in charge of publicizing the Convention on the Rights of the Child in Luxembourg and ensuring that it is respected.

The tasks of the Ombudsman are to:

- Receive and investigate complaints of non-compliance with children's rights and to make recommendations to remedy the reported situation
- Analyse the mechanisms put in place to protect and promote the rights of the child, and to make propositions to the competent bodies in order to ensure the protection of children's rights
- Report cases of non-compliance with children's rights to the competent authorities and to propose solutions in order to improve the situation
- Advise natural or legal persons on the implementation of children's rights
- Raise children's awareness of their rights and the public's awareness of children's rights in general

- Prepare opinions on draft laws, bills and grand-ducal regulations which could have an impact on children's rights
- Prepare opinions, at the request of the Government or the Chamber of Deputies, on all matters relating to the rights of the child.

The Ombudsman is mainly funded by the ministry of Education, Children and Youth.

Key initiatives to safeguard democracy and prevent radicalisation leading to violent extremism

The [Centre for Political Education](#) (ZpB; Zentrum für politisch Bildung) is an important provider of initiatives to safeguard democracy against and prevent radicalisation which leads to violent extremism (see: [5.8 Raising political awareness among young people](#)).

4.6 Access to quality services

Housing

The public promoters, such as the municipalities, the [Housing Fund](#) (Fonds du Logement) or the [National Society for Low-Cost/Affordable Housing](#) (Société Nationale des Habitations à Bon Marché), are responsible for the sale and rental of affordable housing.

The Housing Fund provides social housing to NGOs for them to accommodate homeless people, under the condition that each NGO provide regular monitoring of the residents.

Furthermore, the [ministry of Housing](#) and the [ministry of Family Affairs, Integration and the Greater Region](#) fund projects such as the [Social Accommodation Agency](#) (Agence Immobilière Sociale) and the [Non-Profit Housing Help](#) (Wunnéngshëllef asbl).

Municipalities play an important role on the local level. According to article 26 of the [2006 Law on rental contracts](#), the municipalities have to ensure - as far as possible - housing to all persons who legally reside in the territory of the municipality. The public promoters must prevent 'ghettoisation' by encouraging a social mix in housing projects.

Several associations and organisations also provide housing structures for minors and young people in need. The funding is ensured by agreements with the ministry of Family Affairs, Integration and the Greater Region, and with the ministry of Health:

- The ministry of Family Affairs, Integration and the Greater Region funds:
 - 2 overnight emergency hostels (Foyer Ulysse, Foyer de nuit Abrisud)
 - Accommodation structures for adults (CNDS-Wunnen, Service LEA, Wunnéngshëllef, Ennerdaach asbl, AIS, Co-labor, LSE-Adultes) (housing 1724 people up to the age of 30 in 2018) ([MFI, 2019](#))
 - Special accommodation for young adults (housing 118 people in 2018) ([MFI, 2019](#))
- The ministry of Health subsidises further lodgings that particularly address young people (Les Niches housed 71 adults and 19 children in 2018; Immo-Stëmm housed 29 persons in 2018) ([MS, 2019](#)).

The [National Agency for Children](#) (ONE; Office national de l'enfance) provides accommodation for young people in distress. Along with educational support, these accommodation offers (SLEMO, Accueil en formule de logement encadré) are designed for young people between 16 and 27 years of age. As a consequence of young people's increasing demand for access to affordable accommodation, the ministry of Education, Children and Youth, together with the ministry of Housing, has inaugurated several specific youth housing units ('Jugendwunnen') on the local level for young people between 18 and 30 years of age. The offer is geared towards young people who are not able to gain access to affordable housing. Most of the housing units are planned together with the municipalities. The housing units are rather small (10 to 20 residents). There is

no educational support on-site, but residents can – according to their specific needs – receive support and guidance from educators.

The Luxembourgish government has endorsed the national [strategy against homelessness and housing exclusion for the years 2013–2020](#). Two action fields in this policy specifically address homelessness of children and young people:

- Action field 2 of this strategy aims at preventing young people's homelessness: Assistance to young people in distress and homelessness of young people.

That includes the provision of overnight emergency hostels with support adapted to the needs of minors on the street

- Action field 3 addresses homeless young people between the ages of 18 and 30 years in Luxembourgish municipalities: Pilot projects in the municipalities for young homeless people.

Young people living in special housing accommodations require a minimum of accompaniment designed to stabilise these individuals on the psychological, social and relational level.

Some municipalities have already established this kind of sheltered living arrangement. Other municipalities should follow the lead. A network of projects on the local level will be set up in order to create synergies between the different projects.

Social services

The [National Agency for Children](#) (ONE; Office national de l'enfance) is an administration placed under the authority of the ministry of Education, Children and Youth; it was created by the 2008 law on the child and family aid.

The ONE is the national contact point providing information on all available support measures and assistance to children and young people in need (difficulties with regard to their physical, mental, psychological and social development, or situations of physical or mental danger, social exclusion, etc.). The child, young person and/or a family member may apply for help directly at the Agency. In coordination with childcare providers, the ONE offers assistance suited to the psycho-social distress of children, youth and their families. This assistance is financed by ONE. A central task of the agency is the organisation of foster care placement of children and young people. The ONE's primary concern is that the child or the young person should remain in their home environment. Institutional or foster care placement should remain an exception. The ONE provides many offers and measures (defined in the [2011 grand-ducal regulations](#)) (règlements grand-ducaux du 17 août 2011 concernant l'agrément à accorder aux gestionnaires d'activités pour enfants, jeunes adultes et familles en détresse). These can range from assistance at the appropriate facilities or in the family, by day and/or night, to outpatient support (psychological, social or educational support). Another contact point for support to people in need, on the local or regional level, is the [Social Welfare Office](#) (Office Social). It is designed for all people in need and -but not exclusively- for children and youth. The Social Welfare Office collaborates with individuals, authorities and other agencies working with persons who find themselves in a difficult situation. Its objective is to coordinate actions to prevent and fight against poverty and social exclusion. This assistance is based on professional support at short, medium or long term, and on the right to material aid in kind or in cash. The social welfare office, as mandated by the [2009 law organising social welfare service](#) (loi du 18 décembre 2009 organisant l'aide sociale), is of palliative, curative, or preventative nature. It is an additional measure to the aid authorised by other laws and regulations. An individual can only apply for this support after all other means have been exhausted. The main goal is to help people who have been marginalised by society, enabling them to reach a decent situation. To those who qualify for this assistance, all means are made available, so that the precarious situations will be identified, remedied and prevented to deteriorate. Besides the Social Welfare Offices, youth centres with their youth workers provide another important social

service on the local level. Youth work focuses on young people at risk of poverty or social exclusion with the aim of ensuring that all young people have access to the opportunities and resources necessary for their full participation in economic, social and cultural life. The youth centres offer various initiatives and projects focused on disadvantaged young people.

Health care

The Luxembourgish health system is characterised by solidarity and generosity, as well as a low out-of-pocket participation of the individual person. The scheme is nearly universal (97.9 %) and covered by the compulsory public health and care insurance. The health system guarantees free choice and equal access to primary care providers and to medical specialists. The Third party payer system mandated by the [2010 law on reforming the care and health system](#) (règlement grand-ducal du 17 décembre 2010 déterminant en application de l'article 5 de la loi du 17 décembre 2010 portant réforme du système de soins de santé les réductions à opérer aux tarifs médicaux et modifiant le règlement grand-ducal modifié du 21 décembre 1998 arrêtant la nomenclature des actes et services des médecins pris en charge par l'assurance maladie) is aimed at persons declared by the Social Welfare Office to be in a precarious situation. The scheme gives people who live in a state of material deprivation, or who are at risk of poverty, the possibility to visit a general practitioner, a specialist or a dentist without having to pay. If necessary, the Social Welfare Office will directly pay for expenses such as medication costs, hospital fees, etc. Children and young people in Luxembourg are covered by the compulsory public health and care insurance of their parents or legal guardians.

Financial services

Young people are entitled to financial benefits depending on their individual situation and/or the situation of their household. Most of these benefits address not only young people between the ages of 13 and 30 years, but also families with children younger than 13 years. The following financial services include the most important provisions for young people in poverty or at risk of poverty:

- **Income of social inclusion (REVIS; revenu d'inclusion sociale)**

The income of social inclusion (REVIS) was introduced by the [2018 law on the income of social inclusion](#). It has replaced the former guaranteed minimum income (RMG). The REVIS aims at fostering social inclusion, by establishing a coherent system between policies of stabilisation, social activation and reintegration into employment. It aims at reducing poverty especially of children and single-parent families.

According to this law, in certain circumstances, households living on resources below a certain threshold receive financial aid from the state.

The beneficiaries are persons of at least 25 years of age, who have exhausted all other options provided by Luxembourgish and foreign laws (employment, social security, food allowance, etc.) to improve their situation.

Individuals under 25 years of age can receive financial aid, provided they fulfil at least one of the four following exceptions:

1. The person cares for a child or children
2. The person is pregnant
3. The person is unable to make a living
4. The person is of legal age and cares for a sick or handicapped person

- **Welfare aid (aide sociale)**

Every person living in Luxembourg is eligible for welfare aid in order to live in human dignity. The conditions and procedures for obtaining welfare aid are established by the 2009 law on welfare service. Welfare aid is granted by the Social Office on the local level

(see: [Social Services](#)). Financial aid is available for students from low income families (Subvention pour ménage à faible revenu). Secondary school pupils from low income households can apply for flat-rate vouchers to buy school books and for an annual subsidy. Granting depends on the number of parents, household income and the number of children in the household.

- **Costs of living allowance (allocation de vie chère)**

The [National Solidarity Fund](#) (Fonds national de solidarité) grants costs of living allowance to support low income households. The amount depends on the composition of the household and on its revenue.

Further provisions do not exclusively address young people in poverty or at risk of poverty. However they are worth mentioning, as they make an important contribution to the social balance:

- **Family allowances (allocations familiales)**

Family allowances are always paid to families with children up to the age of 18. They are paid up to the age of 27 for children who are still studying, while no age limit applies for children with a physical or mental handicap. The amount is based on the number of children, so that the family allowance provides financial support especially to households with many children.

- **Student allowance (aide financière pour études supérieures)**

Students in post-secondary education are entitled to [financial support](#) (bourse et prêt du CEDIES), so that every student can enrol in post-secondary education regardless of their parents' financial background. Allowance is composed of a grant (50%) and a bank loan (50%). Weighting between grant and bank loan depends on the student's revenue. Students enrolled in secondary education abroad and doing their VET are also entitled to a student allowance.

- **Social minimum wage (salaire social minimum)**

The [social minimum wage](#) guarantees that no salary may be under a certain amount. However, there are restrictions for minors:

- Young people aged 15 to 17 years are entitled to a share of 75% of the social minimum wage
- People aged 17 to 18 years are entitled to a share of 80%.

Despite these restrictions, the minimum wage is an important factor preventing social exclusion and discrimination of specific groups.

The social minimum wage and salaries are adjusted in line with the evolution of the cost of living. When the consumer price index increases or decreases by 2.5% during the previous semester, the social minimum wage and salaries are normally adjusted by the same proportion.

Quality assurance

There is no specific quality assurance in place beyond the general quality assurance of the public administration, which is ensured by the procedures defined by the government.

4.7 Youth work to foster social inclusion

Youth work policy pays particular attention to young people at risk of poverty or social exclusion and thus aims to ensure that all young people gain the opportunities and resources necessary to fully participate in economic, social and cultural life. [Outreach Youth Work](#) is a youth-work programme which is offered by local youth centers. The programme targets inactive young people who are in a NEET status (Not in Education,

Employment, or Training) and have low motivation and resources to manage their professional integration. Financial support for youth work engaged in social inclusion programmes is provided by the ministry of Education, Children and Youth. Since there is a global budget for youth work, the budget for social inclusion programmes cannot be displayed separately.

4.8 Current debates and reforms

Forthcoming policy developments

In July 2018 a [draft law](#) (projet de loi) on the accessibility of public areas and collective housing was presented to the parliament. This draft law, which has not yet been adopted, aims at reducing barriers particularly for people with disabilities. It will replace the first 2001 law on the accessibility of public areas and includes some modifications: the extension of the scope of application, the introduction of an a priori control of requirements for access, the establishment of an advisory board on accessibility, the training of technical inspectors, public subsidies, and the introduction of penal sanctions in case the requirements of accessibility have been violated.

Ongoing debates

The situation with housing for the young is different from the one of access to the labour market, as housing policy does not target young people to the same extent. In various areas (housing, childcare and family support, social assistance, youth work), there are measures aiming to support young people so that they can live independently. However, these measures have developed from a variety of traditions. As a consequence, there is no 'young people and housing' policy as such. Although over the past two years there have been initiatives to deal with this issue, as a result of the increased collaboration between the ministries in question. Some initial housing projects have been set up specifically for young people. The challenge in this field will be to create a proper government 'young people and housing' policy, to continue increasing the available provision for young people and to link up all the players involved. Linking everyone will make it possible to work on different areas, such as encouraging alternative forms of housing, ensuring consistency in the measures aimed at young people and making sure that the information directed towards them meets their needs and fits with how they communicate. School policy is an important subject in the political and public discourse. Primary and secondary schools are facing many challenges with regard to integration and social inclusion of their very diverse pupils. The ministry has implemented many projects that aim at strengthening the social inclusion of pupils from different linguistic, cultural and socio-economic backgrounds.

5. PARTICIPATION

This chapter provides an overview on youth policy with regard to participation. It describes the participation structures and activities within the representative democracy and also youth-specific participation opportunities. Participation is a main objective of Luxembourgish youth policy, which aims at enabling young people to take part in society and also to have a voice in the process of policy-making. Therefore a large number of participation offers have been created over the last years (e.g. youth parliament, youth council, local youth plans). A major challenge of youth policy in Luxembourg is the low political participation of young people with a migrant background (and/or low socioeconomic status), both within the representative democracy (elections) and concerning other youth-specific participation offers.

5.1 General context

Main concepts

The government declaration in the Luxembourgish [Youth Report 2010](#) takes up the concept of participation and emphasises both the political and the social dimensions of participation. The declaration states that 'Youth policy will thus place the concept of participation at its centre. It is a question of the social and political participation of individuals and the means placed at their disposal for them to assume their role in society, to influence their environment, and play a part in the future of our society.' (p. XVIII) Participation of young people is assured by different bodies which were introduced by the 2008 youth law (see: [5.3 Youth representation bodies](#)) and by the [2017 grand-ducal regulation](#) on non-formal education of children and young people, which defines political and social participation as important objectives of non-formal education.

Institutions of representative democracy

The Grand Duchy of Luxembourg is a representative democracy in the form of a constitutional monarchy. Luxembourg is a centralised state ([Political Institutions in Luxembourg](#)). The organisation of the Luxembourg state is based on the principle of the separation of powers. There are many relationships between the executive and legislative powers, although the judiciary remains completely independent. The main representative institution at national level is the parliament, consisting of 60 members who are elected every five years. At local level, the municipal council is directly elected for a six-year term by the inhabitants of the municipality who are entitled to vote. There is no representative institution at the regional level. Voting is on site by default. Voting by post or by proxy is only allowed under certain conditions (e.g. people over 75 years of age or when individuals provide sufficient reasons for doing so in advance). Voting is compulsory for all elections. Refusal to vote may be punished by a fine.

5.2 Youth participation in representative democracy

Young people as voters

The minimum age for voting at national, local and European parliament elections is 18 years; the age requirement for the [referendum on the Luxembourgish Constitution](#) was the same. There are no special provisions for young people in the electoral law or rules. There was a broad political and public discussion on lowering the voting age to 16 years in the context of the reform of the Luxembourgish Constitution. A constitutional referendum was held in Luxembourg on 7 June 2015 to survey opinion of the population on amendments. Voters were asked 3 questions, one of which dealing with lowering the voting age. The question was: 'Do you approve of the idea that Luxembourg citizens aged between sixteen and eighteen should have the right to optionally register on electoral lists in order to participate as voters in the elections to the Chamber of Deputies, the European elections, municipal elections and referendums?' All three proposed constitutional amendments were ultimately rejected by the voters. After the referendum, the debate on lowering the voting age has waned, and currently there are no imminent plans to change the voting age. With regard to the voting turnout, there is no published data available about the young population in Luxembourg. Although voting is compulsory in Luxembourg, the Flash Eurobarometer 408 ([European Commission, 2015](#)) observes a very low participation of young voters (aged between 15 and 30 years) in elections. Specifically, 31% of these young voters participate at local level, 45% at national level and 32% at the European level. A possible explanation for this surprisingly low figure (given that voting is compulsory) might be the high percentage of young people who have not obtained the Luxembourgish nationality, and thus would not have the right to vote, or would first have to apply for registration on the electoral roll. Another explanation for the low turnout could be young age. With a share of 31%, a high

number of the Eurobarometer participants state that they are not eligible to vote because they were not old enough to vote.

Young people as political representatives

There is no top-level legislation on young people as members of political parties or party youth wings. Party youth wings are considered to be youth organisations as defined by the 2008 youth law. They receive a small annual lump sum for administrative tasks from the ministry of Education, Children and Youth. Currently, there is no parliament member under 30 years of age. The average age of the parliament members is 53.2 years. A legislation exists that defines an age limit for standing as a candidate in elections. According to the [2003 law on voting](#) (loi électorale du 18 février 2003), the age limit for standing as a candidate in national, local and European elections is 18 years. There is no further legislation dealing with young people as candidates. The Luxembourgish political parties have youth departments/sections where young people can be involved and represent their interests. Political parties that have their own youth sections include:

- The [Greens](#) (Déi Jonk Gréng)
- The [Luxembourg Socialist Workers' Party](#) (d'Jonk Sozialisten)
- The [Democratic Party](#) (Jonk Demokraten)
- The [Christian Social People's Party](#) (Chrëschtlech-Sozial Jugend)
- The [Alternative Democratic Reform Party](#) (Déi Jonk Alternativ Demokratesch Reformpartei)
- The [Left](#) (Jonk Lénk)
- The [Pirate Party](#) (Jonk Piraten).

5.3 Youth representation bodies

Youth parliament

Structure

The [National Assembly of Young People](#) (Assemblée nationale des jeunes) is the Luxembourgish youth parliament established by the [2008 Youth Law](#). It is constituted by delegates from youth organisations and NGOs working on behalf of young people, as well as individual young persons ([2008 Youth Law](#), Art. 14). The National Assembly of Young People is not part of the constitutional structure. It is politically independent, but supported by the [ministry of Education, Children and Youth](#). An agreement between the ministry in charge of youth policy, the [National Youth Council](#), the [Youth Information Centre](#) and the executive committee of the assembly defines the organisation of the National Assembly of Young People. Rules and regulations are defined by the [Internal Regulation of the National Assembly of Young People](#). According to this agreement, the National Youth Council is composed of four bodies:

1. The plenary assembly
2. The executive committee
3. Four permanent commissions
4. A media group.

The National Youth Council is in charge of material and logistical support and of the educational support of the National Assembly of Young People. One project collaborator of the National Youth Council has been assigned this task; furthermore, the collaborator is affiliated with the executive committee. The Youth Information Centre supports the National Youth Council by providing information on political issues. Besides that, it contributes to the organisation of events in the framework of the plenary meetings.

Composition

The number of participants is approximately 50 in the 2020/21 parliamentary term.

All young people between 14 and 24 years of age and living in Luxembourg are eligible. The members of the Assembly are not selected by election but may apply for membership, so that every young person interested can participate. The parliamentary term starts on 1 October and finishes by 30 September. A plenary session is mandatory at least once a year. According to the [Internal Regulation of the National Assembly of Young People](#), the plenary session takes place three times a year. The [Youth Information Centre](#) is in charge of the recruitment of participants. It visits secondary schools in Luxembourg with a special vehicle (the so-called 'Infomobile') and informs about the activities of the Assembly in order to stimulate pupils' interest in getting involved as active members. This promotion is an important activity facilitating larger inclusiveness and diversity.

Role and responsibilities

The main objective of the [National Assembly of Young People](#) is to give young people and youth organisations the opportunity to participate in the study of all issues related to actions and policy on behalf of young people at national and European level. On the one hand, the National Assembly of Young People allows young people to have a say in the political debate, discuss and present their opinions on political issues. On the other hand, it is also an educational programme. Young participants are expected to engage in a political debate and, by doing so, they learn democratic processes and become acquainted with policy. The main outputs of the assembly's work are the statements and resolutions that commissions or individuals can draft and bring to vote ([Internal Regulation of the National Assembly of Young People](#)). These are presented and voted by the members at a plenary meeting and adopted by simple majority. Adopted statements and resolutions represent the official position of the Assembly. They are published on the webpage and communicated to the media. The Assembly does not have to be consulted in the legislation process by policy-makers and thus has no direct influence on the legislative process. The topics regularly dealt with by the National Assembly of Young People are reflected in 4 permanent commissions that deal with specific political issues. These commissions are:

1. Foreign and European Affairs, Defence, International Cooperation and Immigration (Affaires Étrangères et Européennes, de la Défense, de la Coopération et de l'Immigration)
2. Economy and Employment (Économie et Travail)
3. Education and Environment (Éducation et Environnement)
4. Equal opportunities and Education (Égalité des Chances et Intégration).

(see: [Internal regulation of the National assembly of young people](#))

Funding

The [National Assembly of Young People](#) receives funding from the [ministry of Education, Children and Youth](#) in the form of the financing of one full time collaborator (employed by the National Youth Council) and administrative costs. The National Youth Council which supports the Assembly is accountable to the national Erasmus+ agency Anefore (which is accountable to the European Union) and to the ministry of Education, Children and Youth.

Youth councils and youth advisory boards

a) Higher Youth Council (Conseil supérieur de la jeunesse)

The Higher Youth Council has been introduced by the [2008 Youth Law](#). It is established at national level and is not part of the Luxembourgish constitutional structure. It is supervised by the ministry in charge of youth policy (ministry of Education, Children and

Youth). It is composed of 19 representatives of several organisations and administrations concerned with youth issues (including 8 young representatives of youth organisations, 4 representatives of youth services, 4 representatives of organisations that work on behalf of young people, 2 student representatives, 1 representative of Syvicol, 1 representative of the National Assembly of Young People, 1 representative of the ministry in charge of youth policy and 1 representative of youth research) ([2015 grand-ducal regulation on youth](#) (règlement grand-ducal du 31 mai 2015 modifiant le règlement grand-ducal du 9 janvier 2009 sur la jeunesse), Art. 1). Members are selected by the ministry of Education, Children and Youth and nominated by the minister in charge of youth policy. Meetings are called for by the minister, the president of the council or by written request of 1/3 of its members (Art. 25). The council does not meet on a regular basis. It may establish commissions or working groups that are assigned a permanent mission or analyse a particular issue (Art. 26). Decisions can only be made when a majority of members are present (Art. 28). The duration of the mandate is three years. The Higher Youth Council is an advisory board studying youth-related issues, either of its own initiative or by request of the government. The council recommends reforms and innovations aiming at increasing the well-being of young people ([2008 Youth Law](#), Art. 12). In the past, the council drafted several statements dealing with issues such as the revision of the 2008 Youth Law or the participation of young people at the local level. The Higher Youth Council receives funding from the [ministry of Education, Children and Youth](#) and is accountable to it.

b) National Youth Council (Jugendrot)

The [National Youth Council](#) is an umbrella organisation and interest group of young people and youth organisations in Luxembourg. The council has a total number of 27 member organisations which are divided into four groups:

1. Political youth movements,
2. Labour union youth movements
3. Scouts and guides
4. Socio-cultural and leisure associations for the young.

Applicants for a membership in the council have to fulfil certain conditions (members have to be mostly under 35 years of age, at least 100 members, promote the interest of young people, organise activities in the framework of its social objectives). The organisation is composed of an executive committee with 11 member organisations. It determines which projects are implemented and is in charge of the further development of the council. There are 3 full-time collaborators: 2 full-time collaborators support the National Assembly of Young People and the National Pupil Conference of Luxembourg; a third collaborator was hired in 2017 to support projects in the field of political participation. The council is funded by the state budget and further sources (Erasmus+, member fees) and is supervised by the ministry of Education, Children and Youth. The organisations associated with the National Youth Council include political youth movements, labour union youth movements, scouts and guides, as well as socio-cultural and leisure associations for young people. The main objective of the Youth Council is to increase active participation of young people in society. The Council and its collaborators are in charge of the realisation of various projects. These include, inter alia, the support of the [National Assembly of Young People](#) (see: [Youth parliament](#)), the organisation of events such as the [youth conventions](#), where young people have the opportunity to sit in parliament and meet deputies, or the [city rally](#), where young people can explore both the capital city and different topics related to civic education. The council is an important partner organisation in the framework of the European structured dialogue. The [Activity Reports](#) presented by the council provide a complete overview of projects and activities.

Higher education student union(s)

There are several bodies representing the interest of tertiary education students in Luxembourg. Since a large number of students study abroad, most members of the student unions are enrolled at universities in other European countries. With regard to legislation, there is neither a legal framework establishing the higher education student unions in Luxembourg nor are the unions a part of Luxembourg's constitutional structure.

a) Luxembourg National Union of Students (UNEL; Union Nationale des Étudiant(e)s du Luxembourg)

The [Luxembourg National Union of Students](#) is an interest group that represents students' interests at university level, but also in secondary education and vocational school. It fights for a more democratic university and school system and for a society based on justice and solidarity. The coordinating group, composed of 2 spokespersons and 3 secretaries, is the administrative body of the Luxembourg National Union of Students. This group mainly deals with the following issues:

1. Higher education and student life
2. Secondary education and students' rights
3. Youth unemployment
4. Societal issues
5. Europe.

The topics and political issues are focused on by four working groups:

1. Higher education policies
2. Secondary education policy
3. International issues
4. Gender.

Most of the work takes place on digital platforms, which means that participants do not need to be present in Luxembourg to contribute and be part of the working groups. There is no public funding. The UNEL is financed by membership fees.

b) Association of Luxembourg Student Circles (ACEL; Association des Cercles d'Étudiants Luxembourgeois)

The [Association of Luxembourg Student Circles](#) represents 44 student circles (Luxembourgish student organisations located at universities abroad). Its objectives are threefold:

1. Bringing together Luxembourgish students, living abroad and also in Luxembourg
2. Informing students and future students
3. Representing the students and fighting for their rights on national and international level.

The association is managed by a committee composed of 11 to 14 members. Mandates are for one year and can be renewed. Board members have to fulfil certain conditions (e.g. Luxembourgish nationality or residence, enrolment in a post-secondary education institution, having no other mandate in a political party or student association). The committee organises various events throughout the year, such as 'student for one day' or student proms. It drafts information leaflets (e.g. guides for students, information on student allowances, cookbook) and statements on political issues (e.g. increase of student allowances, free use of public transportation). There is no public funding. The ACEL is financed by membership fees.

c) Luxembourg Association of Catholic University Students (ALUC; Association Luxembourgeoise des Universitaires Catholiques)

The [Luxembourg Association of Catholic University Students](#) advocates students' interests in dialogue with the appropriate authorities and other student unions. In order to express intellectual, religious, political and cultural values and become present in the public discourse, the ALUC hosts conferences and prepares informative publications. In accordance with its Christian orientation, the association supports its members in their search for values and purpose in life. There is no public funding. The ALUC is financed by membership fees.

Besides these bodies representing the interests of students, the [2018 law on the organisation of the University of Luxembourg](#) (loi du 27 juin 2018 ayant pour objet l'organisation de l'Université du Luxembourg) also defines the student council (délégation des étudiants) as a representation of students and their interests within the university. According to this law, the president of the student council is member of the board of governors with an advisory function (Art. 6,4), six students are to be elected to the university council (Art. 13,1) and three students are to be elected to the faculty council (Art. 15,4).

School student union(s)

The [National Pupil Conference of Luxembourg](#) (CNEL; Conférence nationale des Élèves du Luxembourg) is the national body that represents the interests of secondary school students on the national level. It is composed of 1 member and 1 alternate member of each student council (comité d'élèves) of secondary schools in Luxembourg. Both the student councils of each secondary school and the National Pupil Conference of Luxembourg have a legal basis:

- [2001 grand-ducal regulation on the organisation of student councils](#)
- [2015 grand-ducal regulation on the organisation of the National Pupil Conference of Luxembourg](#).

a) Student Council (comité d'élèves)

Student councils are elected every second year by all the pupils enrolled in secondary schools; voting is compulsory. The [student council](#) meets at least twice in a trimester. All pupils can stand as candidates and must submit their candidature to the school's principal. Student councils are composed of 7 to 13 members who are between 12 and 19 years of age. Certain expenses can be paid by the school budget (after approval of the principal). In each school, the most important priorities of the student council are:

1. To represent all students with respect to matters relating to the directorate, the teachers' committee, the parents' council, etc.
2. To inform pupils about their rights and duties, especially by means of the intermediate role of the class delegates
3. To organise cultural, social and sport activities
4. To draft propositions regarding academic life and students' work ([SNJ, 2008](#)).

The school's principal has to meet with the student council whenever a meeting is requested. The student council delegates its representatives to the National Pupil Conference of Luxembourg and to the education council of the school. 1 candidate and 1 deputy member are selected by the student council of the secondary school.

b) National Pupil Conference of Luxembourg (Conférence nationale des Élèves du Luxembourg)

The [National Pupil Conference of Luxembourg](#) is an advisory committee of the ministry of Education, Children and Youth. Its task is to advise the ministry on all issues concerning the pupils, in order to make it aware of existing problems and to propose solutions. In addition, the ministry seeks the advice of the pupil conference when developing a new

law or regulation that affects pupils directly or indirectly. The National Pupil Conference of Luxembourg meets once in a month. The age range of its members stretches from 12 to 19 years of age. A coordination group is in charge of the common tasks that arise between meetings. The members of the coordination group are elected at the first meeting by the members of the conference by simple majority. The National Pupil Conference of Luxembourg is supported by an administrative secretary of the ministry of Education, Children and Youth. The duration of the mandate is two years. The [National Pupil Conference of Luxembourg](#) is represented in different committees on the national level such as the Higher Educational Council (Conseil supérieur de l'Éducation nationale), the Higher Youth Council (Conseil supérieur de la jeunesse) and the Vocational Training Committee (Comité à la formation professionnelle). Furthermore, it can designate representatives to working groups within the ministry of Education, Children and Youth and other ministries ([SNJ, 2008](#)). The [National Pupil Conference of Luxembourg](#) receives funding from the [ministry of Education, Children and Youth](#) in the form of the financing of one full-time collaborator (employed by the National Youth Council).

Other bodies

The Luxembourgish labour unions have youth departments/sections where young people can be involved and represent their interests. The following three labour unions have such youth departments:

1. [Independent Luxembourg Trade Union Confederation-youth](#) (OGB-L-jeunes; Onofhängege Gewerkschaftsbond Lëtzebuerg-jeunes)
2. [Luxembourg Confederation of Christian Trade Unions-youth](#) (LCGB-LCGJ-jeunes; Lëtzebuerger Chrëschtliche Gewerkschaftsbond - jeunes)
3. [National Federation of Railroad Workers, Transport Workers, Civil Servants and Employees](#) (FNCTTFEL; Fédération nationale des cheminots, travailleurs du transport, fonctionnaires et employés).

5.4 Young people's participation in policy-making

Formal mechanisms of consultation

Youth participation and consultation is a basic principle of youth policy in Luxembourg. The [2008 Youth Law](#) promotes youth participation and consultation on local and national level, mostly by reinforcing existing measures and organisations or by establishing new structures. On the national level, youth consultation is mainly ensured by three bodies:

1. [Higher Youth Council](#)
2. [National Youth Council](#)
3. [National Assembly of Young People](#).

These bodies meet on a regular basis and play a predominant role in the national structured dialogue. The [National Pupil Conference of Luxembourg](#) and the [Youth Information Centre](#) are two further important organisations involved in the structured dialogue. The instrument of [national structured dialogue](#) was introduced in 2013. The main topic in the first cycle (2013-2014) was the [Youth Guarantee](#). In the second cycle (2014-2015) the theme was 'access to housing for young people'. The method consists of consultation with young people from different backgrounds and larger meetings where organisations involved and other interested people can present statements and discuss them with politicians (ministers). One to two years after the first meeting with the minister, a second meeting on the same subject is envisioned to present the implementations of the young people's suggestions. Consultation of young people also occurs on ad hoc occasions. During a meeting in autumn 2016, youth organisations and their representatives were given the possibility to exchange their views on the realisation of the Youth Guarantee in Luxembourg with the minister of Education, Children and

Youth and the minister of Labour, Employment and the Social and Solidarity Economy. The young participants could express their different perspectives and claims. The results of the discussion will be taken into account in the further development of the [Youth Guarantee](#) in Luxembourg.

A consultation on well-being of young people is planned for 2021. According to the basic principle of a participatory youth policy approach, young people and youth representatives were strongly involved in the preparation of the [2012 Youth Pact](#) and the Youth Pact 2017-2020 that define the main policy themes of national youth policy (see: [1.2 Scope and Contents](#)). The participation and consultation of young people was organised by the ministry of Education, Children and Youth in close cooperation with the [National Youth Council](#) and the umbrella organisation of youth centres (EGMJ; Entente des Gestionnaires des Maisons de Jeunes).

Actors

The Higher Youth Council, the National Youth Council and the National Assembly of Young People are the 3 main organisations on the national level.

1 - The Higher Youth Council, which was introduced by the [2008 Youth Law](#), is an advisory board studying youth issues, either of its own initiative or by request of the government. The council recommends reforms and innovations aiming at increasing young people's well-being ([2008 Youth Law](#), Art. 12).

It is composed of 19 representatives of several organisations and administrations concerned with youth issues (e.g. eight representatives of youth organisations) ([2015 grand-ducal regulation on youth](#), Art. 1).

2 - The [National Youth Council](#) is an umbrella organisation that gathers the youth organisations in Luxembourg. Its main objective is to increase active participation of young people in society.

Organisations associated with the National Youth Council are political youth movements, labour union youth movements, scouts and guides, socio-cultural and leisure associations for the young.

The Luxembourg Chamber of Deputies organises youth conventions in cooperation with the National Youth Council. During these events young people have the opportunity to sit in parliament and meet deputies.

3 - The [National Assembly of Young People](#), established by the 2008 Youth Law, gives young people and youth organisations the possibility to participate in the examination of all issues related to actions and policy on behalf of young people at national and at European level.

The National Assembly of Young People is constituted by delegates from youth organisations and NGOs working on behalf of young people, as well as individual young persons. A plenary session is mandatory at least once a year ([2008 Youth Law](#), Art. 14).

On the local level, some municipalities organise youth councils or youth forums, where young people can participate in local planning by making suggestions, articulating their needs or providing criticism. Most municipalities also regularly convene an advisory youth commission where young people or party representatives can become members and give advice on youth-related issues and political decisions on the local level. These commissions meet on a regular basis.

The Municipal Youth Plan represents another instrument on the local level that promotes the participation of young people. The [2008 Youth Law](#) reinforces the implementation of Municipal Youth Plans.

Information on the extent of youth participation

Currently, there is no systematic mechanism of data collection/monitoring of the process of consultation of young people with regard to decision making.

Outcomes

On the European level, many recommendations adopted at the EU Youth Conference in Luxembourg in September 2015 were integrated into the [Council Resolution on encouraging political participation of young people in democratic life in Europe](#). These joint recommendations were elaborated during the IV cycle on structured dialogue under the Trio Presidency Italy-Latvia-Luxembourg. Outcomes of the consultations held in the framework of the national structured dialogue are documented and available online. In 2014 and 2015, youth organisations were consulted on housing policy and were given the opportunity to present their [statements](#) (Avis des jeunes) on this issue. Statements of young people in the framework of round table discussions with politicians were also documented (in 2015) and evaluated in a follow-up two years later (2017). On the national level, the Youth Pact is the most important policy document into which young people's opinions have been directly integrated (see: [1.2 Scope and Contents](#)). On the local level, a number of youth action plans have been elaborated in the framework of the Municipal Youth Plan ([Heinen et al., 2009](#)). These action plans are the result of an empirical analysis of the situation of young people and a counselling process of young people themselves (by youth forums or world cafés, for instance). These action plans guide local youth policy for a defined period of time. While most of the scientific analyses are available online (e.g. [Heinen et al., 2007](#); [Meyers et al., 2009, 2012](#)), most of the action plans are internal documents that are not publicly available.

Large-scale initiatives for dialogue or debate between public institutions and young people

Beyond the formal mechanisms of consultation described above, there are further opportunities for young people and youth representative bodies to enter into dialogue with policy-makers. For instance, as recently, when:

- Members of the National Pupil Conference of Luxembourg and the minister of Education, Children and Youth had a [debate](#) on the scheduling of exams or met representatives of the political parties to [talk about the reform of secondary education](#)
- Members of the National Youth Council participated in a [hearing](#) at the Chamber of Deputies on the integration of young refugees
- Members of the [National Pupil Conference of Luxembourg](#) participated in the [consultation process](#) to evaluate the health measures in schools and care facilities in the context of the COVID-19 health crisis.

5.5 National strategy to increase youth participation

Existence of a national strategy to increase young people's political and civil society participation

A stand-alone national strategy on youth participation does not exist. However, the development of young people's social and civic competences is an important objective of the Luxembourgish youth policy. As stated in the [2008 Youth Law](#) (Art. 1,3), one objective of youth policy is to contribute to the education of young people as responsible and active citizens who are respectful of democracy, values and fundamental rights of society. Young people's participation is also an important issue discussed in the [2012 Youth Pact](#) and in the Youth Pact 2017-2020. Promoting the participation of young people is defined as a main objective of youth policy.

Scope and contents

The [2012 Youth Pact](#) outlines 5 action fields and defines several objectives to support the young people of Luxembourg. The 4th action field is titled 'Establish young people as stakeholders'. It aims at fostering the participatory potential of young people. The 4th action field of the Youth Pact calls for establishing young people as stakeholders by:

- Eliminating gender boundaries
- Promoting and developing youth participation
- Promoting and extending participation opportunities
- Promoting access to culture
- Implementing the national action plan regarding integration and the fight against discrimination.

Most of the actions are implemented at national level and address very diverse political fields.

Responsible authority for the implementation of the strategy

Many and various public authorities (policy departments, administrations) are involved in the implementation of the political actions defined in the Youth Pact (e.g. the National Youth Service, the National Employment Administration, ministry of Culture, ministry of Housing, ministry of Equal Opportunities, etc.). The main body for the implementation and supervision of the Youth Pact is the interdepartmental committee. To date, no evaluation of the implementation of the strategy has been conducted.

Revisions/updates

The Youth Pact 2017- 2020 defines political objectives with regard to 3 domains:

1. School-to-work transitions
2. Housing transitions
3. Participation.

The [Youth Pact 2017- 2020](#) aims at strengthening the participation of all young people by endeavouring to:

- Position youth participation in formal and non-formal education:
 - Promote the development of a thematic expertise of the actors in the field of non-formal education in the domain of democracy, values and participation
 - Develop a coherent approach for the participation and active citizenship of pupils in schools
 - Develop the method of structured dialogue further, both for youth organisations and young people that are not members
- Develop inclusive participation for particular target groups:
 - Encourage the development of models for inclusive participation by the existing tools (funding schemes, trainings, contracts, publications, pilot projects)
 - Promote the development of concepts and methods of youth work in order to foster the inclusion of young people with disabilities
 - Foster the cultural participation of young people by making use of their inclusive potential
- Strengthen the capacity of stakeholders through participation in networking:
 - Create a platform to set up a network for all actors involved in promoting the participation and citizenship of young people.

The Youth Pact 2017- 2020 does not define any concrete mechanisms, outputs or time frames for the implementation of the different actions. Nor does it name the public or non-public actors involved and their specific role in the process of the implementation.

5.6 Supporting youth organisations

Legal/policy framework for the functioning and development of youth organisations

The term of youth organisation (organisation de jeunes) is defined by the [2016 Youth Law](#). According to Art. 3.5, youth organisations are associations active in the Grand-Duchy of Luxembourg, including non-profit associations or foundations constituted in accordance with the [1928 law](#) (loi du 21 avril 1928 sur les associations sans but lucratif et les établissements d'utilité publique) concerning associations and foundations, whose main objective is the work with young people. The objectives of youth organisations are not directly established by the legal framework, but youth organisations have to meet the main principles and objectives of youth policy (as outlined in the 2016 Youth Law) to be legally recognised.

Public financial support

Some youth organisations are funded on the basis of an agreement with the ministry of Education, Children and Youth. According to the [2016 Youth Law](#), organisations are eligible for subsidies for activities they organise on behalf of young people. Youth organisations can also apply for grants in the framework of the Erasmus+/Youth in Action programme.

Initiatives to increase the diversity of participants

Increasing the diversity of participants is an ongoing objective of youth policy. On this aspect, the youth department within the ministry of Education, Children and Youth works in close cooperation with the different youth organisations.

5.7 'Learning to participate' through formal, non-formal and informal learning

Policy framework

The development of young people's social and civic competences is an important objective of the Luxembourgish youth policy (see: [Existence of a national strategy to increase young people's political and civil society participation](#)). As stated in the [2008 Youth Law](#) (Art. 1,3), one objective of youth policy is to contribute to the education of young people as responsible and active citizens, respectful of democracy, values and fundamental rights of society. The [2009 law on compulsory education](#) (loi du 6 février 2009 relative à l'obligation scolaire) highlights the importance of the development of social and civic competences at schools. According to this law, the objectives of the schools are to 'prepare pupils to assume their role as responsible citizens in a democratic society' and 'educate them on ethical values based on the Universal Declaration of Human Rights [...]'. (Art. 3). An important project to promote civic education in youth is the strategy for civic education launched in 2014 by the [ministry of Education, Children and Youth](#). The main element of this strategy includes the establishment of a Centre for Political Education that brings together all scholarly and extracurricular initiatives in the domain of civic education (see: [5.8 Raising political awareness among young people](#)).

Formal learning

Citizenship education is incorporated in curricula for general and vocational education at the upper secondary level. It is taught as a separate subject ([EACEA & Eurydice, 2012](#), p. 19). The compulsory period of citizenship education is rather short in Luxembourg (3 years). The designated teaching time for citizenship education is specified only for upper secondary education. The currently recommended teaching time for this subject is 21.1 hours per year ([EACEA & Eurydice, 2012](#), p. 25-26). Objectives of citizenship education at upper secondary level are the following ([EACEA & Eurydice, 2012](#), p. 30):

1. Developing political literacy (basic facts, key concepts)
2. Acquiring critical thinking and analytical skills
3. Developing values, attitudes and behaviour (sense of respect, tolerance, solidarity, etc.)
4. Encouraging active participation and engagement at the school level
5. Encouraging active participation and engagement in the local community.

Non-formal and informal learning

There are participative structures both on the secondary and postsecondary levels of education (Higher education student unions, school student unions). Further participative structures include the Youth Parliament, the Higher Youth Council, or the National Youth Council. These structures provide learning opportunities for young people and contribute to the development of young people's social and civic competences. (see: [5.3 Youth representation bodies](#)). The revised Youth Law of 2016 introduces mechanisms of quality assurance in non-formal education, which are defined in the working paper 'Guidelines for non-formal education in childhood and youth'. The law defines action fields in the area of non-formal learning. 'Development of values, participation and democracy' is defined as one important action field. The National Youth Service organises, in cooperation with the National Youth Council, several [training programmes](#) (stages pour groupes scolaires) for members of pupil committees and for school mediators (see also: www.enfancejeunesse.lu). The [Centre for Political Education](#) is an important institution that supports non-formal learning activities focusing on social and civic competences (see: [Information providers/counselling structures](#)).

Quality assurance/quality guidelines for non-formal learning

The revised Youth Law of 2016 has implemented a system of quality assurance for non-formal education. The objectives and organisation of the quality assurance process are summarised in an additional [document](#). Specific [evaluation instruments](#) have been introduced and published on the homepage of the ministry of Education, Children and Youth.

Educators' support

Teachers, trainers, non-formal education workers and youth workers are offered the opportunity to receive training and certification related to the development of social and civic competences. The National Youth Service is the main provider of training opportunities in the field of non-formal education (for an overview of the various training activities, see: agenda.snj.lu). The [Training Institute of National Education](#) (IFEN; Institut de formation de l'Éducation nationale) provides training courses for elementary and secondary school teachers in civic education.

5.8 Raising political awareness among young people

Information providers / counselling structures

The [Centre for Political Education](#) (ZpB; Zentrum für politisches Bildung) represents the main element of the government's strategy to foster political education. It was inaugurated in October 2016.

The objectives of the Centre are defined as follows:

- Supporting existing efforts in the field of formal and non-formal education
- Creating a platform for the stakeholders involved and setting up a network for initiatives in the field of formal and non-formal education
- Developing educational concepts of citizenship and national initiatives

- Creating training opportunities for stakeholders and contributing to their qualification
- Developing educational tools and providing opportunities for citizenship education in the field of formal and non-formal education
- Developing information and documentation services
- Dealing with societal and political issues in order to develop campaigns for the general public and more specific audiences.

A Luxembourgish youth radio station ([Graffiti](#)), funded by the ministry of Education, Children and Youth, provides all young people (aged 12 to 26 years) the opportunity to create and host their own radio shows. For this reason, both in production and presentation, the radio shows are tailored to youth listeners.

The [Youth Information Centre](#) provides young people with relevant information on youth issues in a way adapted to their needs. The centre hosts a website which provides information on different topics (e.g. education, employment, housing, engagement and health); it also runs a YouTube channel.

Youth-targeted information campaigns about democratic rights and democratic values

The campaign '[I can vote](#)' aims at promoting voting rights among foreign people, who are eligible to vote on local elections under certain conditions. The webpage provides information about voting procedures, programmes of political parties and further information on the political responsibilities and tasks of the municipalities in Luxembourg.

The [National Youth Council](#) launched a webpage to inform young people on the local elections. The webpage explains the modalities of the elections (date, requirements, voting mechanism). It is accessible via www.cqjl.lu or www.jonkwilt.lu.

Promoting the intercultural dialogue among young people

[Association for the Support of Migrant Workers](#) (ASTI; Association de Soutien aux Travailleurs Immigrés) is an NGO that fights for immigrants' voting right and equal rights for all. The association runs a number of services and projects not exclusively but also for young people. The [Centre of Documentation and Intercultural Animation](#) (IKL; [interkulturell] Centre de documentation et d'animations interculturelles) is managed by the non-profit organisation ASTI, the City of Luxembourg and the ministry of Education, Children and Youth. It offers educational projects to elementary and secondary schools in Luxembourg and other multipliers in order to familiarise them with different lifestyles and promote encounters and dialogue between people from different cultural and ethnic backgrounds. The Centre promotes workshops that foster intercultural exchange and dialogue among young people ([Overview of workshops](#)). The NGO [4motion](#) also offers various projects to promote intercultural dialogue among young people. The projects carried out by this organisation follow the education for diversity and anti-discrimination approach, as exemplified by the project 'School as an intercultural laboratory'.

Promoting transparent and youth-tailored public communication

At present, there is no information available.

5.9 E-participation

The Municipal Youth Plan represents an important policy instrument at local level. Since participation is an important element of this scheme, young people can express their needs and suggestions via survey. For several years now, the survey has been conducted online. It is not carried out in all municipalities on a regular basis, but only within the framework of the Municipal Youth Plan, which is a single project. E-participation was also introduced in the framework of the national structured dialogue. Young people could respond to an online survey before the meeting, make suggestions and express their

opinions on selected issues. The modification of the [grand-ducal regulation on the organisation of a system of public petition](#) (Modification du Règlement de la Chambre des Députés relative à l'introduction d'un système de pétition publique) in 2015 has introduced a new possibility to file and/or sign a petition online. All people can participate in online discussion forums on the proposed subjects.

www.zpb.lu This webpage of the Centre for Political Education provides information on opportunities of participation for young people in the field of formal and non-formal education. It includes information on training opportunities and educational tools for stakeholders in the different fields of education and youth work (schools, youth centres, NGO's). www.cqjl.lu This webpage of the National Youth Council, an umbrella organisation and interest group of young people and youth organisations in Luxembourg, provides information on the Councils' work and further opportunities of participation (i.a. local elections, youth parliament, calls for youth delegates) www.jonkwielt.lu This webpage, hosted by the National Youth Council, provides information on the modalities of the national and European elections and the social elections in Luxembourg. www.cnel.lu This webpage of the National Pupil Conference of Luxembourg, the national body that represents the interests of secondary school students on the national level, provides information or documents on current activities (i.a. events, position papers). www.jugendparlament.lu This webpage of the National Assembly of Young People provides information on current activities and events (e.g. sessions, hearings) and the adopted resolutions. These websites offer a broad range of information for young people on opportunities for participation in general, but no permanent and systematic opportunities for e-participation. However, some online consultations are organised at irregular intervals. The [National Youth Council](#) carries out online surveys in order to collect data on young people's opinions; these surveys cover different topics (e.g. the implementation of the EU Youth Goals on the national level, housing policy or employment policy). Furthermore, there are some ad hoc online consultations on the local level, which are organised by local governments or student councils.

5.10 Current debates and reforms

Forthcoming policy developments

There are no forthcoming policy developments.

Ongoing debates

The new reform on secondary education and the [corresponding law](#) (loi du 29 août 2017 portant sur l'enseignement secondaire) came in the aftermath of intense debates. The implementation of this law is also the subject of further discussions. Participation of pupils in secondary schools is a central issue of the current debate. The National Pupil Conference of Luxembourg has published a notice that calls for schools to be more open and participative. Among other things, it calls for the strengthening of parents' participation and pupils' voice, and the recognition of its participants (see: [Notice of the CNEL](#)). Young people's participation in both local and national elections is another important debate. Both in the framework of local (2017) and national elections (2018), the voting turnout of young first-time voters is an important issue. Political parties and youth organisations strive to inform and increase young people's awareness of political issues.

6. EDUCATION AND TRAINING

This chapter deals with youth policy in the field of education and training and provides an overview of the specific context and policy approach in this policy field. The chapter shows the general policy approach with regard to these issues. It also presents specific programmes and measures that are undertaken by public authorities. It highlights country-specific issues or challenges in this field, such as the language diversity of the young population, the persistent inequalities in formal education, the quality assurance of non-formal education/youth work, early leaving of education and training, and media literacy. Since 2013, the ministry of Education, Children and Youth is in charge of both formal education and training (especially secondary education and vocational education and training) and cross-sectorial youth policy, which includes the field of non-formal education/youth work. By this integration of formal and non-formal education on the ministerial level, a stronger link or cooperation between these two fields is being envisaged.

6.1 General context

Main trends in young people's participation in education and training

The Luxembourgish educational system is characterised by a high share of foreign pupils (39.7% in 2019/20) and a great diversity of pupils in terms of socioeconomic, cultural and linguistic backgrounds ([MENJE, 2020](#)). This diversity brings many opportunities (e.g. intercultural learning) but also challenges (e.g. integration, language education) for the institutions of education and training.

The aims and objectives of the educational policy are set out in the [government programme 2018-2023](#). According to this document, the central issues of educational policy are:

- Further development of education policy in order to ensure the high quality of reforms which are already initiated
- The child at the centre
- Different schools for different talents
- Trust and independence
- Innovation and modernisation.

Recent studies show that there are obvious educational disadvantages in the Luxembourgish school system. Pupils with a migration background, low socioeconomic background and of male gender are at a higher risk to have lower educational outcomes than their counterparts ([Hadjar, Fischbach, Martin & Backes, 2015](#)).

The PISA study also identifies (beside migration and low socioeconomic status) the language spoken at home (other than Luxembourgish or German) as a risk factor for pupils' school achievement ([MENJE, SCRIPT, UL & LUCET, 2016](#); [OECD, 2019](#)).

With regard to the educational situation of women, their participation in the educational system has increased considerably during the past decades. In 1960, the share of women in secondary education was 36%, and it has increased up to 50% in 2019; it has also increased significantly within tertiary education ([Reiff, 2012](#)).

The national report on education is focused on educational pathways and multilingualism. Social inequalities and multilingualism are two important challenges for the Luxembourgish educational system of today and the future ([UL & SCRIPT, 2018](#)).

Early school leaving is an important issue in the Luxembourgish public discourse, with debates on the negative consequences of dropout for the young people themselves and also for society as a whole. Although the dropout rate in Luxembourg is rather low compared to other European countries, and this number has been gradually decreasing and stabilising in Luxembourg in recent years ([ICF/GHK, 2013](#)), reducing early school leaving is a major objective of the National Reform Programme of the Grand Duchy of Luxembourg ([Government of the Grand Duchy of Luxembourg, 2019](#)) (see: [6.3 Preventing early leaving from education and training \[ELET\]](#)).

Organisation of the education and training system

According to the 2009 law on compulsory education, school attendance extends over 12 consecutive years and is compulsory from 4 years of age until 16. Secondary education starts at the age of 12. The Luxembourg secondary education system distinguishes between 'classic' and 'general' [secondary education](#) ([2017 law on secondary education](#)).

- 'Classic' secondary education (l'enseignement secondaire classique) leads to a secondary school leaving diploma (diplôme de fin d'études secondaires)
- 'General' secondary education (l'enseignement secondaire général) prepares pupils for working life and leads to different diploma depending on the track.

Post-secondary and higher education is provided by the University of Luxembourg (e.g. Bachelor and Master Programmes), the general secondary schools (Advanced Technicians Diploma) or other private and cross-border educational institutions (e.g. foreign universities, research institutes). In the field of adult education, different types of education are proposed (adult higher education, secondary education, general education and continuous vocational education and training [CVET]). (For further details, see: Eurydice article [2.3 Organisation of the Education System and of its Structure](#))

Main concepts

Early leaving from education and training (ELET) is a concept which is important to be explained since in Luxembourg it is measured by two types of indicators: (1) comparable EU indicators from Eurostat (share of young people aged 18-24 who have not reached a certain level of qualification and are not in education, based on the [Labour Force Survey](#)) and (2) national statistics based on administrative data on ELET among secondary pupils. Luxembourg's educational authorities introduced the alternative indicator of ELET because the Labour Force Survey (LFS) does not present a true picture of the situation in Luxembourg. Data from the LFS is subject to important variations due to the small sample size in Luxembourg, and the LFS sample in Luxembourg includes a significant share of foreign-born respondents who have attended school in a different country. The alternative indicator of ELET is based on administrative data and on a survey of early school leavers. A systematic procedure to identify young people leaving school ([ICF/GHK, 2013](#)) has been developed by the ministry, together with the services of local action for youth (ALJ; Antenne Locale pour Jeunes).

6.2 Administration and governance

Governance

The [ministry of Education, Children and Youth](#) is responsible for planning and managing school education (general education and vocational education). With the creation of the ministry of Education, Children and Youth in 2013, the institutions of education, child care and youth work were integrated into one ministry aiming at forming a child and youth-centred, integrated system. With this integration, the so-called 'split system', in which child and youth-related institutions fall under the competence of different ministries is transformed into an 'integrated system', which brings advantages for a high-quality and networked education and care offer. The [ministry of Higher Education and Research](#) is in charge of higher education. In some fields of education, governance is

ensured by other authorities. Educational measures relating to the integration of foreign adult citizens is organised by the [ministry of Family Affairs, Integration, and the Greater Region](#) and measures and training programmes addressed to unemployed persons are implemented jointly by the ministry of Labour and Employment through its Agency for the Development of Employment and the ministry of Education, Children and Youth. Regarding the general distribution of responsibilities, formal education for young people is managed exclusively on the national level and by the top-level authorities above. However, municipalities and non-profit organisations provide educational courses. These courses mainly fall into the scope of adult general education for which they receive grants from the Service for Adult Education. The main bodies responsible for designing qualifications are curriculum teams and national commissions (i.e. vocational programme commissions and 'classic' secondary and general secondary education commissions) which are composed of representatives of different ministries, departments and agencies (see: [grand-ducal regulation of 30 July 2011](#)). A curriculum team is associated with a specific profession or group of professions; training centres and schools are equally represented. The Education minister decides on the maximum number of representatives for each team. The curriculum team:

1. Develops and revises programmes for the trades and professions for which it is responsible
2. Ensures consistency between the objectives of school-based and work-based training
3. Provides guidelines and procedures for continuous assessment of learners at school and in the workplace, in cooperation with the respective committees
4. Develops and evaluates the 'integrated project' (projet intégré) which aims to check whether the student has developed the complex competences needed to solve a real or simulated work situation.

National commissions exist for each field of 'classic' and general secondary education; they propose course content, methods and evaluation criteria to the Education minister. The commissions are made up of teachers, a representative of the national general education commissions, a representative of each professional chamber, representatives of the higher council of health professions and employer representatives in the case of health sector professions, employer representatives of education and social institutions, in the case of social sector professions. Social partners also contribute to the design of qualifications namely in the field of vocational education and training (VET) ([CEDEFOP, 2015](#)). The Chamber of Commerce (Chambre de Commerce), Chamber of Trades and Skilled Crafts (Chambre des Métiers) and Chamber of Agriculture (Chambre d'Agriculture) represent employers. The Chamber of Employees (Chambre des Salariés), and Chamber of Civil Servants and Public Employees (Chambre des Fonctionnaires et Employés Publics) represent wage earners act as independent policy institutes; they are involved in Luxembourg's legislative procedures and are officially consulted on education matters. They are involved in the development of vocational training which includes: (a) identifying training needs; (b) guidance and information on training; (c) determining the professions or trades offered in VET; (d) training offers; and (e) organising training. Further bodies are in charge of preparing and performing analyses of the Luxembourgish labour market, which form an important basis for the identification of future demands in the labour market, the relevant skills they require and the design of qualifications (e.g. Permanent Committee of Labour and Employment, Competitiveness Observatory, Business Federation of Luxembourg) (see: [3.3 Skills forecasting](#)). The National Observatory of School Quality (Observatoire national de la qualité scolaire) is in charge of evaluating and supervising the quality of education within the education system. It is an independent structure in the expert role of providing an objective view of the situation of the school system. The Observatory systemically evaluates the quality of the school system and the implementation of educational policies.

Cross-sectoral cooperation

Cross-sectoral cooperation takes place in the context of the governance described above.

6.3 Preventing early leaving from education and training (ELET)

National strategy

Currently, there is no comprehensive strategy to prevent early leaving from education and training (ELET) ([European Commission, EACEA, Eurydice, & Cedefop, 2014](#)), but a strategy is in preparation (see: 6.10 Current debates and reforms). Reducing ELET is a major objective of the National Reform Programme of the Grand Duchy of Luxembourg ([Government of the Grand Duchy of Luxembourg, 2019](#)). According to this programme, Luxembourg is aiming at the European benchmark criteria and has set a national objective of sustainably maintaining the dropout rate below 10%. The policy approach can be divided into three domains: (1) prevention, (2) intervention and (3) compensation measures or reintegration programmes (ICF/GHK, 2013):

1. In the field of prevention, the focus on learning outcomes and key competences to be acquired at each level of the education system aims to support individual progress and acquisition of qualifications by all pupils
2. Intervention approaches aim to improve the overall quality of education and training and provide support to groups of pupils at risk. This includes various services and centres specialising in the early detection of hearing, speaking, reading and writing difficulties, the provision of psychological support and attention to pupils with special educational needs
3. Concerning compensation measures or reintegration programmes, the development of specific structures to reintegrate early school leavers is relatively recent in Luxembourg and, until now, some young people have relied on schooling abroad as an alternative.

Monitoring of the policy in the field of ELET is realised by a report on ELET which is published every year and monitors the number of school dropouts, the characteristics of the pupils and also the reasons for dropout. Luxembourg has carried out an annual systematic survey of all early school leavers since 2003 where every ELET is contacted by the local action for youth (ALJ; Antenne Locale pour Jeunes).

The most recently published survey reveals different reasons for ELET: 21.7% of the respondents report school failure and a share of 17.3% not to have found vocational training. The survey also shows that 15.6% left education or training because of poor motivation and 11.5% report they have chosen the wrong training programme ([MENJE, 2018](#)).

Formal education: main policy measures on ELET

There are various policy measures on ELET in the field of formal education. The target group of all policy measures are young people who need support and who have dropped out or are at risk to drop out. Since male pupils from a migrant background are affected most frequently, measures are particularly oriented towards this group. Policy measures and projects are provided by different public bodies. The [2017 law](#) by which the local action for youth (ALJ; Antenne Locale pour Jeunes) was integrated into the National Youth Service defines the following objectives:

- Set up a network of local offices whose mission is to support young people in their transition to work by offering information, consultation and individual supervision
- Organise workshops, training programmes to develop social and technical competences, and internships to prepare young people for the labour market

- Offer extra-curricular activities to prevent school dropout, organise the exchange with secondary schools regarding pupils at risk for dropout and guarantee the supervision of early school leavers.

According to the [2017 law](#) on secondary education, secondary schools are responsible for offering guidance to the pupils, namely by:

- Informing pupils about the educational system and training opportunities, and about offers of post-secondary education in Luxembourg and abroad
- Informing about the socio-economic world and the labour market in particular
- Developing pupils' competences in order to them to make decisions about their vocational pathways and to develop a personal study project.

Every secondary school has an established guidance unit (cellule d'orientation) composed of teachers and educational staff. Its purpose is to realise the school and vocational guidance at school according to the reference framework (cadre de référence). This reference framework defines:

- The objectives of the school and vocational guidance offers
- The measures which have to be realised in order to attain these objectives
- The specific services and external actors, that are need to inform about the socio-economic world
- The involvement of the school community in the guidance procedures.

The reference framework is elaborated by the coordination unit of the [House of guidance](#) (Maison de l'orientation) in cooperation with the Coordinating Service for Educational and Technological Research and Innovation (SCRIPT; Service de Coordination de la Recherche et de l'Innovation pédagogiques et technologiques); it is adapted by the minister in charge of education policy. With the [2017 law](#) the Psychology and School Guidance Service (SPOS; service de psychologie et d'orientation scolaires) is replaced by the Psycho-social and Educational Support Service (SePAS; service psycho-social et d'accompagnement scolaires). The service is in charge of the psycho-social support and supervision and also educational and professional guidance in secondary schools. In secondary schools, specific programmes are available for pupils who are at risk for dropout:

- 'Guidance and professional initiation courses' (COIP) are available to young people under the age of 18 who have left school, lack the necessary skills to find a job and do not fulfil the requirements for entry into the lower cycle of the technical vocational education and training (TVET). The courses last one year and focus on the acquisition of key competences corresponding to the lower secondary education level (communication, numeracy, ICT, etc.) and the definition of an individual professional project. The pedagogy approach is primarily based on individualised training plans and coaching. Participants are supported in their preparation to access the vocational regime of TVET, or enter the labour market
- 'Mosaic Classes' (classes mosaïques) focus on those pupils with behavioural difficulties and identified as being at high risk of dropping out. In these classes, pupils are intensively monitored for a temporary length of time (between 6 to 12 weeks on average) in small groups and within alternative learning environments.

The [national school for adults](#) (ENAD; École Nationale pour Adultes) was established by the [2018 law](#) (loi du 1er août 2018 modifiant la loi modifiée du 12 mai 2009 portant création d'une École de la 2e Chance). It is not a new structure but replaces the former 'Second Chance School' (E2C; École de la deuxième chance). The ENAD is an integral part of the public school system and is open to any young person or adult between the ages of 16 and 30 years who, as a result of failure or of bad orientation choices, has dropped out of school or has been unable to find a place as an apprentice. The ENAD teaches these learners in a specific way, giving priority to supervision and personal

tutoring. It offers 'classic' secondary education and 'general' education and also sandwich training courses for social education workers leading to the social education worker's diploma and to the 'general' secondary school leaving diploma as well as preparatory modules providing access to higher studies. The House of guidance is a public institution that houses various career guidance and counselling services at one location (see: [3.4 Career Guidance and Counselling](#)). Luxembourg is participating in the eTwinning project, the European Commission's eLearning Programme aimed at teachers. For staff working at a school in one of the European countries, eTwinning offers a platform to promote communication, school collaboration and development of projects in a transnational European learning community. In May 2015, Anefore organised an eTwinning workshop in Luxembourg with 50 participating teachers of secondary education from Germany, Belgium, France, Luxembourg, the Netherlands and Great Britain, which focussed on the theme 'Tackling lack of pupil motivation, risk of school dropout and low basic skill achievement through European projects'. The objective of the seminar was to set up quality eTwinning projects to fight the low competency levels and early school leaving ([INFPC, 2016](#)). Many of the measures described above also apply for VET. For example, Mosaic Classes have been established in four VET schools, and the national school for adults is available for VET students and utilise VET pedagogies.

Addressing ELET through non-formal and informal learning and quality youth work

The main programme addressing ELET in the field of non-formal and informal learning is the [National Voluntary Service](#) (SVN; service volontaire national). The service especially focuses on disadvantaged young people with fewer opportunities and aims at encouraging early school leavers to go back to school to successfully complete a degree (for further details, see: 2.4 Youth volunteering at national level). Furthermore, the [Outreach Youth Work](#) is a programme targeting inactive young people with low motivation and resources to manage their professional integration and who are classified with a 'NEET' (Not in Education, Employment, or Training) status. Even though it does not exclusively address early school leavers, a significant number belongs to this group (for further details, see: [2.4 Youth volunteering at national level](#)).

Cross-sector coordination and monitoring of ELET interventions

The policy areas of employment, youth and family and the corresponding public authorities are involved in the implementation, coordination and monitoring of policies in the field of ELET. Multi-agency partnerships at the local/institutional level are already well established (e.g. House of Guidance). Every school in secondary education has a service for educational psychology and guidance, which cooperates with teachers and parents in identifying needs and priorities and contributes to the organisation of support activities outside school lessons, the cooperation with the school's medical service and with competent services and professional chambers in order to provide vocational guidance ([European Commission, EACEA, Eurydice, & Cedefop, 2014](#)). The ELET interventions are also linked with the Luxembourgish Youth Guarantee scheme insofar as it foresees a coordination of the so-called 'School-oriented trajectory' which consists of a systematic follow-up of early school leavers and the coaching of early school leavers in small groups to prepare and organise their return to school or apprenticeship.

6.4 Validation of non-formal and informal learning

Arrangements for the validation of non-formal and informal learning

[Validation of non-formal and informal learning](#) (VAE; Validation des acquis de l'expérience) allows citizens to obtain diplomas from 'general' secondary education or a master craftsman's diploma (brevet de maîtrise) through the recognition of their non-academic knowledge and experiences. (For further details on procedures, see: [Eurydice](#)

[article](#) on validation of non-formal and informal learning) There are some more arrangements for the validation of non-formal learning (certification of engagement, 'Certificat', Youthpass, Europass) (for further details, see: [2.7 Skills recognition](#)).

Information and guidance

Information and guidance are provided by the general youth information offers and services ([Youth Information Centre](#), Youth centres, House of Guidance and its affiliated services) and also specific web pages (www.enfancejeunesse.lu/fr/validation-form-continue; certificat.anelo.lu; eportfolio.anelo.lu; alj.lu).

Quality assurance

There is no system of quality assurance of the arrangements for the validation of non-formal and informal competences in Luxembourg.

6.5 Cross-border learning mobility

Policy framework

Cross-border learning mobility is regulated by the [ministry of Education, Children and Youth](#), the [ministry of Higher Education and Research](#) and its affiliated administrations. The mobility programmes encompass mainly higher education or vocational educational training and also programmes in the context of non-formal learning.

Two types of mobility have to be distinguished with regard to student mobility in Luxembourg:

1. **Degree mobility**, that is, long-term mobility aimed at the acquisition of a degree or certificate in the country of destination
2. **Short-term mobility**, such as mobility periods of one semester or one year which are undertaken in the frame of studies in Luxembourg.

For Luxembourg, the percentage of mobility is very high (80.5 % in 2017) ([European Commission, EACEA, & Eurydice, 2020](#)). This high proportion is related to the Luxembourg's longstanding lack of a tertiary education institution (the University of Luxembourg was only created in 2003) and also the lack of specific bachelor or master programmes.

Student mobility is supported by the financial aid for higher education (aide financière pour études supérieures), which is available for both studies in Luxembourg and abroad (for further details, see: [Eurydice article 3.2 Higher Education Funding](#)). The [Centre for Documentation and Information on Higher Education](#) (CEDIES; Centre de Documentation et d'Information sur l'Enseignement Supérieur) provides information on studying abroad and coordinates the financial aid for higher education.

Initial education and training (IVET) mobility policy is defined at national level by the [ministry of Education, Children and Youth](#). It can be differentiated into mobility via traineeship or mandatory mobility.

- **Mobility via traineeship** means that students in secondary schools or institutions that have applied for an Erasmus+ project can plan traineeships abroad during their training. The total duration of the traineeships may last between 2 weeks and 1 year
- **Mandatory mobility** means that certain training programmes/courses require a placement abroad. This is particularly the case for specific training programmes in the agricultural and health sectors. There are also trades that can only be learned via cross-border apprenticeships. **Cross-border apprenticeship** is an apprenticeship where the work-based learning part is carried out in a training institution located in Luxembourg and the school-based part is provided by an institution/secondary school in a neighbouring country (for further details, see: [INFPC, 2020](#)).

Main cross-border mobility programmes for students in formal education

The EU-funded **Erasmus+** programme is the main cross-border mobility programme for students in formal education. Different types of mobility projects are supported under key action 1 'Learning mobility of individuals'. In the field of education and training, mobility projects focus on:

1. Higher education students and staff
2. VET learners and staff
3. School staff
4. Adult education staff (for further details, see: [Erasmus+ Programme Guide](#)).

In the framework of the bilateral arrangements concluded within the university's 'Global exchange programme', students have the possibility to enrol at a partner university without paying any registration fees. For doctoral students, the university also offers the possibility to prepare a dissertation under joint supervision of the University of Luxembourg and a foreign institution.

Promoting mobility in the context of non-formal learning, and of youth work

Promoting mobility in the context of non-formal learning and youth work is regulated by the existing cross-border mobility programmes (for further details, see: [2.5 Cross-border mobility programmes](#)):

Quality assurance

Cross-border mobility programmes in the field of education and training are evaluated on a regular basis according to the criteria defined by the European Commission. The European Voluntary Service is regularly evaluated in the framework of the Luxembourgish participation in the '[research-based analysis of youth in action](#)' (RAY) network (evaluation report 2017 see: ([Meyers, Weis & Willems, 2017](#))). The evaluation, which takes place every two years, is based on a quantitative survey of young participants and qualitative interviews with project leaders.

6.6 Social inclusion through education and training

Educational support

The ministry of Education, Children and Youth has developed several initiatives that provide educational support for children and young people with special needs and behavioural problems. These aim at:

- Strengthening the linkage between schools and child and youth welfare services
- Fostering inclusive education approaches
- Creating specialised centres for children with behavioural problems and learning difficulties
- Reforming the commission of social inclusion (commission d'inclusion scolaire), which makes decisions on the educational needs of individuals.

In general, educational support is focused on three target groups:

1. Pupils recently arrived in Luxembourg
2. Pupils who encounter difficulties with at least one of the three official national languages (Luxembourgish, French, German)

3. Pupils with special educational needs (e.g. physical or cognitive disabilities, early school leavers).

(For further details, see Eurydice article: [Support Measures for Learners in Early Childhood and School Education](#))

Pupils in secondary education are supported by specific programmes and measures adapted to their individual needs. Language education for pupils who lack language skills is an important aspect of educational support:

- Recently arrived pupils aged 12 years and above and their parents are welcomed and guided by the [Reception Desk for Newly Arrived Pupils](#) (CASNA; Cellule d'accueil scolaire pour élèves nouveaux arrivants). Moreover, parents can request an intercultural mediation. The intercultural mediators speak a range of different languages and help with issues regarding schooling and education. They facilitate communication and understanding between pupils and parents on the one hand and education professionals on the other.

There are two specific classes for **newly arrived pupils between 12 and 16 years** of age:

1. Children between 12 and 15 years of age arriving in the Grand Duchy with no knowledge of either German or French may be admitted to a **welcome class** (ACCU; classe d'accueil) where they are taught French intensively and introduced to Luxembourgish
2. Children who are 16 years old may join an **insertion class for young adults** (CLIJA; classe d'insertion pour jeunes adultes), where they are taught French or German intensively and receive basic training to prepare them for general secondary education or for getting a job.

Pupils in this age group who already have a very good academic level, but little or no mastery of the languages taught in the Grand Duchy, may join an **insertion class in general secondary education**.

There are two types of **insertion classes** in secondary school:

1. For pupils with very little or no knowledge of French: **'STF' classes** (secondaire technique à apprentissage intensif du français)
2. For pupils with very little or no knowledge of German: **'STA' classes** (secondaire technique à apprentissage intensif de l'allemand).

The **international baccalaureate** (IB) is a general baccalaureate degree that is recognised as a qualification equivalent to the secondary school leaving diploma. Classes leading to an IB in 'classic' secondary education are targeted at pupils who have recently arrived in Luxembourg and who have opted for 'classic' secondary instruction in French or English.

Specific measures and programmes focus on **ELET** (see: [6.3 Preventing early leaving from education and training \[ELET\]](#)).

Information brochures on schooling in Luxembourg are provided by the ministry of Education, Children and Youth in several languages for pupils with different language backgrounds (see: [brochures on the ministry's website](#)).

Social cohesion and equal opportunities

Citizenship education is incorporated in curricula for general and vocational education at the upper secondary level. It is taught as a separate subject. The compulsory period of citizenship education is rather short in Luxembourg (3 years). The designated teaching time for citizenship education is specified only for upper secondary education. The currently recommended teaching time is 30 hours per year ([European Commission, 2017](#)). The objectives of citizenship education at upper secondary level are ([European Commission, 2017](#)):

1. Developing political literacy (basic facts, key concepts)
2. Acquiring critical thinking and analytical skills
3. Developing values, attitudes and behaviour (sense of respect, tolerance, solidarity, etc.)
4. Encouraging active participation and engagement at the school level
5. Encouraging active participation and engagement in the local community.

Furthermore, the [Training Institute of National Education](#) (IFEN; Institut de formation de l'Éducation nationale) offers training courses for elementary and secondary school teachers in civic education.

Teachers, trainers, non-formal education workers and youth workers are offered the opportunity to receive training and certification related to the development of social and civic competences.

The National Youth Service is the main provider of training opportunities in the field of non-formal education (for further information on the various training activities, see: [agenda.snj.lu](#)). The majority of measures and initiatives within the field of formal and non-formal education are funded by the [ministry of Education, Children and Youth](#). Since the start of the 2018/19 school year, there is no charge for the required textbooks for students at secondary school and in vocational training. This offer leads to savings of up to € 450 per family.

6.7 Skills for innovation

Innovation in formal education

There are no specific programmes or initiatives in general or vocational education to foster innovative skills.

Fostering innovation through non-formal and informal learning and youth work

The [Luxembourg Tech School](#) (LTS) is a new extracurricular school concept to support the development of future digital Leaders. It is aimed at 15- to 20-year-old students who are passionate about the digital realm and eager to learn and apply technology in a real business context. LTS is supported by the [ministry of Education, Children and Youth](#) and [Digital Luxembourg](#). The first pilot started September 2016 with about 20-40 students from the Lycées at the Geesseknäppchen Campus. Since 2017, students can enrol in a business and technology programme divided into three blocks. They get personalized coaching and work on their own projects, which they showcase at the end of each block.

Luxembourg Institute for Digital Training (LIDIT) is the national coordinator of the Digital Skills and Jobs Coalition launched by the European Commission. LIDIT is a non-profit organization created in 2015 by the House of Training, the 'Institut Supérieur de l'Économie', 'ICT Luxembourg' and the 'Centre de Compétences Génie Techniques du Bâtiment'. It is LIDIT's goal to implement a national coalition of information and communication technologies (ICT) in Luxembourg focused on technology education and promotion. LIDIT functions as an initiator, facilitator, coordinator and producer of new activities, products and services that will contribute thoroughly and sustainably to the development and enhancement of Luxembourg's ICT model. LIDIT intends to support the learning needs of students, job seekers, training providers, innovators and employers. Starting with the 2017/18 school year, it is now possible for secondary schools, as part of educational projects, to provide digital tablets for their students. Secondary schools are therefore motivated to design a concept for the use of digital support and digital content in the classroom, as well as to adapt teaching methods to incorporate this new tool. Within the next five to seven years, the ministry's distribution program is designed to provide an iPad to each student. The ministry has also launched the Future Hub label to

promote secondary schools that are open to technology and innovative learning from science, technology, engineering and mathematics. A new school section, IT and communication, is offered in two secondary schools since 2017/2018. It aims at training digital leaders and IT professionals who are able to master the creation and application of new technologies, and opens access to higher education especially in the fields of computer science, technology and communication. The Luxembourg Science Center is an important infrastructure in Luxembourg which aims at fostering innovation among young people. Launched in 2017, the exhibition conception of the Luxembourg Science Center aims to arouse interest in the so-called MINT subjects (mathematics, computer science, natural sciences, technology), especially among children, young people and students. In order to achieve a better balance between supply and demand in MINT professions in the long term in the digital age, positive experiences with and discussions on MINT topics should be made possible at the Science Center. The [Bee Creative](#) initiative aims at preparing young people for the challenges of digital Luxembourg in the field of non-formal and formal education. The main objectives are twofold: (1) allowing young people to learn how to create using technical tools and new media (digital literacy) and (2) promoting creativity, talent and entrepreneurship among young people in the context of new information and communication technologies.

6.8 Media literacy and safe use of new media

National strategy

The national strategy [Digital \(4\) Education](#) which is being implemented by the [ministry of Education, Children and Youth](#) aims at enabling students to develop the skills necessary for the appropriate and responsible use of ICTs and at promoting innovative pedagogical projects using digital technology in schools.

The **Digital (4) Education** strategy defines **educational challenges** which are to:

- Give all students equal access to ICT tools and use the potential of ICT to address the different needs of students
- Promote the use of ICT in education (formal & non-formal) and integrate ICT-related skills into the curriculum
- Contribute to a national effort and adapt the education system to the demands of the labour market
- Develop and strengthen skills in the following fields: communication, collaboration, creativity, well-being, understanding the world and the society and critical thinking.

The Digital (4) Education strategy is built around [five dimensions](#) for which specific projects are developed to ensure that the participating schools have the necessary tools (software, hardware, teaching resources, teaching scenario, digital learning environments, etc.) to create learning situations that promote the development of 21st century skills.

The **five dimensions** and the corresponding objectives are:

1. **Digital Citizen:** prepare students and future citizens to live in a world where technologies play an ever-increasing role
2. **Digital Peer:** promote a secure and responsible use of ICT technologies
3. **Digital Learner:** provide teachers and pupils with the necessary resources (learning tools, software, multimedia resources, etc.) to create appropriate learning situations
4. **Digital Worker:** give young people the skills required to manipulate the basic technological tools (preferably in a 'cloud' environment) in their daily working lives in order to be creative and productive

5. **Digital Entrepreneur:** make available specific places, called 'Maker-space', where initiatives and activities can be organized that encourage young people to take a look at various technologies and to supply the digital economy with specialists.

[BEE SECURE](#) is a national initiative that specifically addresses media literacy and the safe use of new media by young people in Luxembourg.

Introduced in 2010, **BEE SECURE** aims to promote information security and the safe use of networked devices among the general public in Luxembourg, with a special focus on children, youth, parents, teachers, educators and senior citizens. As a national centre of competence and excellence in information safety, BEE SECURE supports the implementation of the country's strategy for information safety and security.

BEE SECURE is a common initiative of the ministry of the Economy, the ministry of Education, Children and Youth and the ministry of Family Affairs and Integration. An advisory board, which has a consultative function, is composed of different stakeholders from policy, practice, research and economy. BEE SECURE is operated by three complementary partners: [National Youth Service](#), [KannerJugendTelefon](#) (KJT), [Securitymadein.lu](#) (SMILE g.i.e.) with the following roles and functions:

- The **National Youth Service** is in charge of the coordination of BEE SECURE
- The **KJT** runs the BEE SECURE Helpline for the same target groups including educators and the general public. KJT also operates the 'BEE SECURE Stopline', a website for reporting illegal activities
- [Securitymadein.lu](#) (**SMILE** g.i.e.) is an economic interest group owned by the ministry of the Economy, the ministry of Education, Children and Youth and the ministry of Family Affairs; the Intermunicipal Association of Information Management (SIGI; Syndicat Intercommunal de Gestion Informatique) and the Association of Towns and Municipalities (SYVICOL; Syndicat des Villes et Communes luxembourgeoises). SMILE g.i.e. has strong ties to the information technology area.

To ensure high quality trainings, the research department of the University of Luxembourg regularly surveys the satisfaction of both trainers and their audience. According to an analysis of the 2014/15 school year, teachers (N=665) rated the effectiveness and execution of the training programmes in class as good or very good. The teachers who had participated in a BEE SECURE training programme showed a higher interest in integrating media education into their courses. At the same time, students showed a strong interest in the topics discussed in class and stated they could easily understand the training content. BEE SECURE trainers were satisfied with the students' level of knowledge and discipline and the overall dynamics in class ([BEE SECURE, 2017](#)).

Media literacy and online safety through formal education

Media literacy and online safety are part of the school curriculum. A separate training programme on media literacy and online safety is offered by trainers of the BEE SECURE initiative. It is mandatory for all 7th grade classes in secondary schools in Luxembourg.

Training sessions are also offered to other primary and secondary school classes, as well as to parents, teachers and any other group upon request (youth centres, senior citizen clubs and local initiatives). The contents and topics of the sessions are always determined according to the target audience and situation.

Luxembourg is the only country in Europe that has established **mandatory training on safer Internet use** within the education system. The training programmes are financed by the ministry of Education, Children and Youth. The National Youth Service is in charge of all organisational aspects, trainer coordination and school appointments, as well as evaluation of the training courses. All BEE SECURE trainers work under the label 'BEE SECURE Trainer', devised in 2012, which helps to monitor the quality of the offered

training and ensures a high level of excellence. The '**BEE SECURE for schools**' training programmes (such as all other programmes) aim to encourage positive, responsible and safe Internet usage among students. Overall, the training communicates **three fundamental messages**:

1. The Internet is not magic – it is a technical infrastructure
2. The Internet never forgets
3. You are the only one who can protect yourself.

The web page bee-secure.lu provides comprehensive information, pedagogical tools and support for teachers, parents, young people and any other interested persons. Offers include e.g. online tests (password security test, cyberbullying test), videos, guidelines on Internet security and a glossary. The [Centre for Political Education](#) (ZpB; Zentrum für politisches Bildung) also promotes media literacy by different projects (e.g. [Concours Jeune Journaliste](#))

Promoting media literacy and online safety through non-formal and informal learning

Promoting media literacy and online safety through non-formal and informal learning is organised within the framework of the **BEE SECURE** initiative. BEE SECURE offers various training opportunities for youth workers and youth leaders on request, according to their specific needs and objectives.

The **pedagogical guidelines for youth centres** ([Safe Internet in the youth centres](#)) are one main element. These guidelines include a charter on best practice with regard to online safety and also pedagogical tools for youth workers.

Raising awareness about the risks posed by new media

BEE SECURE is in charge of raising awareness about the risks posed by new media. The web page www.bee-secure.lu is an important platform where information about the risks posed by new media are made available to young people, parents and youth workers. BEE SECURE also distributes leaflets and posters in order to raise awareness about the risks related to new media.

BEE SECURE organises different campaigns, such as '**SHARE RESPECT – Stop Online Hate Speech**'. The objective of this campaign is to educate and raise awareness among children and youth (as well as among an older audience) as to how the term 'hate speech' could be defined on the conceptual level, how to recognise hate speech and distinguish it from freedom of expression, why it is important to fight against it and, finally, how all actors (offenders, victims, third parties, website administrators, etc.) can handle this subject in a definite way.

The campaign '**Bass de sécher?!'** (Are you sure?!) aims at raising awareness among children and youth of the safe use of information and communication technologies and the consequences of careless image and video postings. There are two hotlines, operated by the KannerJugendTelefon ([BEE SECURE, 2019](#)):

1. **BEE SECURE Stopline**: citizens can anonymously report suspicious content, such as child sexual abuse material, racism, revisionism, discrimination and/or terrorism. In 2019, the BEE SECURE Stopline registered a total of 3039 links containing child sexual abuse material. 2521 of these links were classified as illegal by the BEE SECURE Stopline. The Stopline received a total of 219 links containing racist, revisionist and discriminatory content. 152 of these links were classified as illegal by the BEE SECURE Stopline team and a total of 11 links containing terrorist content, of which 6 were classified as illegal.
2. **BEE SECURE Helpline** mainly targets children, youngsters and their parents and offers information, advice and help on ICT-related topics. Callers can remain anonymous while talking to pedagogues and psychologists who are also experts in

the field of information security. In 2019, the Helpline received calls on the following subjects: e-crime, data protection, technical settings, sextorsion and online bullying. The Helpline received a total of 514 calls (287 in 2019; 226 in 2014) and 447 online requests via the online form.

BEE SECURE organises and hosts different **events** ([BEE SECURE, 2019](#)):

- **'Safer Internet Day'**, titled 'Together for a better internet' in 2019, a wide range of activities were organised throughout the country to highlight digital security.
- **'Digital Privacy Salons'**: skill & knowledge sharing sessions that aim at teaching people the basic ways of protecting themselves and their data from intrusive surveillance (for further details, see: [Digital Privacy Salons](#))
- **'DigiRallye'** offers children a creative approach to media and digital technology, while teaching them how to use the Internet, computer and smartphone safely. In 2019, more than 200 children participated at this multi-day event.

6.9 Awareness-raising about non-formal and informal learning and quality youth work

Information providers / counselling structures

The web page [enfancejeunesse.lu](#) is the main Internet platform on non-formal education for young people. It provides comprehensive information about trainings offered by different institutions of non-formal education, relevant publications (e.g. pedagogical guidelines, legal basis) and includes an agenda with important events.

The [National Youth Service](#) is an important player, as it offers a number of training programmes and support in the field of non-formal learning. It operates a web page where information, publications and application forms for these offers are available.

The [Youth Information Centre](#) is the nationwide contact point providing general information for young people on non-formal and informal learning opportunities. The Centre runs an office in the capital of Luxembourg where young people can find information on-site. Information is also provided in different youth centres throughout the country. Additionally, the Youth Information Centre runs a web page where comprehensive information on non-formal and informal learning opportunities can be found.

The Internet page [volontaires.lu](#) provides available information on voluntary services for both interested young people and volunteering organisations.

Awareness-raising initiatives

Information providers and counselling structures are in charge of raising awareness with regard to non-formal and informal learning and quality youth work (see: [Information providers / counselling structures](#)). Furthermore, there are some [publications on non-formal learning in out-of-school settings](#) by the ministry of Family and Integration together with the National Youth Service. These publication contain the definition, concepts, features and fields of action of non-formal education.

6.10 Current debates and reforms

Forthcoming policy developments

The reform of VET and the implementation of the new regulations are still ongoing and will be developed further.

Ongoing debates

There is a broad political and public debate in Luxembourg on the current challenges and further developments of the educational system. The main issues are:

- Promotion of the quality of education
- Strengthening of the linkage between formal and non-formal education, dealing with ethnic and linguistic diversity
- Prevention of school failure and dropout.

7. HEALTH AND WELL-BEING

This chapter describes youth policy in the field of health and well-being in Luxembourg and provides an overview of the related policies and measures. Risk behaviour and mental problems are very prevalent in the young generation of Luxembourg. For this reason, many strategies and campaigns address specific health issues. Most of these campaigns focus on behavioural prevention with regard to smoking, alcohol or sexual intercourse.

7.1 General context

Main trends in the health conditions of young people

Luxembourg shows some specific development and outcomes with regard to core indicators on young peoples' health conditions and health behaviour. Concerning mortality, injuries (80%) are the most frequent cause of mortality among adolescents (15-24 years of age, yearly average between 2005 and 2015). Other types of diseases are of much lower importance: tumours (7%), diseases of the central nervous system (4%), diseases of the circulatory system (3%), and other causes (6%) ([Direction of Health, 2017](#)). Road accidents and suicides are the most frequent causes of death by injury (68%), a statistic that proves risk behaviour and mental problems to be very prevalent in young people in Luxembourg. Both factors can lead to serious consequences. The risk of death caused by injury is three times higher for men than for women. According to the report, there was no significant change in the number of deaths caused by injuries between 2002 and 2010. This may be due to the small absolute number of cases ([Direction of Health, 2014](#)). The international [HBSC study](#) (Health Behaviour in School-aged Children) brings further insight into health behaviours and well-being of young people in Luxembourg (Luxembourg has participated in this cross-national study in 2006, 2010, 2014 and 2018; see: [HBSC Luxembourg](#)). The HBSC Luxembourg Trend Report ([Heinz et al., 2020](#)) shows for the period between 2006 and 2018 both improvements and deteriorations regarding health outcomes and behaviours of young people. Improvements incurred mainly in the area of health behaviour: fewer pupils reported smoking, having ever been drunk and having drunk alcohol in the past month. Improvements are also noted regarding nutrition, with more pupils reporting that they eat fruit every day and consume fewer soft drinks. More pupils brush their teeth twice a day. Aggressive behaviours, both bullying perpetration and bullying victimisation have decreased. Another improvement concerns the social context, more pupils say that they can easily talk to their parents about things that worry them. Within the school context two areas of deterioration can be observed: More pupils feel stressed by their schoolwork, and the experience of support by their classmates declined. In terms of health-related behaviours we also noted declines in two areas: the frequency of exercising in free time has declined and fewer pupils report to have breakfast every day. In this context it should also be noted that more pupils reported to be overweight and the number of pupils who had injuries in the past 12 months that needed medical

attention also increased. Furthermore, the number of pupils with multiple health complaints (e.g. headaches, abdominal pain, back pain, dizziness) has also increased. For a few indicators, there were improvements in some groups and deteriorations in others. For example, the proportion of pupils who rate their health as excellent has increased among girls and decreased among boys. Such disparities were also found in sweets consumption, the proportion of pupils who feel that their teachers care about them as a person and the proportion of pupils who were involved in fights.

Regarding the prevalence of illicit drug use, the national drug report shows an overall decline between 1999 and 2006 and a fair stabilisation afterwards. Even though cannabis remains the most frequently used illicit drug by youngsters aged 12 to 18 years, cannabis use prevalence rates remarkably declined between 1999 and 2006, and seem to have stabilised in the years thereafter. Since 2006, a general increase has been noticed concerning the mean age at the first use of cannabis and illicit drugs ([LIH, 2016](#), [Heinz et al., 2018](#)). The proportion of tobacco smokers within the age group 18-24 years has decreased between 2007 (38%) and 2013 (20%). After 2013, this trend appears to have stopped as the percentage of young smokers has increased again to 26% in 2016 (Fondation cancer, 2016, Kern et al., 2018).

Main concepts

There are no country-specific concepts related to health and well-being.

7.2 Administration and governance

Governance

The [ministry of Health](#) (ministère de la Santé) and the [ministry of Social Security](#) (ministère de la Sécurité sociale) are the main governmental authorities responsible for health policy, youth health and well-being. Both ministries cooperate closely and share responsibility for the organisation, legislation and financing of the health system. This includes implementing health policy, ensuring that health is considered in all aspects of policy, and coordinating actors and activities in the system.

The ministry of Health develops health policy, enacts laws and regulations that apply to health providers, plans and organises the delivery of care, authorises large hospital investments, and directly finances public health programmes.

The ministry of Social Security develops social policy, enacts laws and regulations relating to social policy, and oversees public institutions funded by the health, accident and long-term care insurance schemes.

The division of medical care at school, the health of children and adolescents (Division de la Médecine Scolaire, de la Santé des enfants et des adolescents) within the [ministry of Health](#) is the main governmental authority responsible for the implementation of health policy for adolescents. It supervises the medical care at schools (médecine scolaire) and is in charge of the promotion of health and well-being of children and adolescents within their different living environments. It manages several national programmes and initiatives (e.g. [National Action Plan of Healthy Eating and Physical Exercise](#) (GIMB; Gesond iessen méi bewegen), promotion of emotional and sexual health (promotion de la santé affective et sexuelle) and collaborates with other partner institutions for specific projects (e.g. HBSC study in cooperation with the University of Luxembourg and the [Luxembourg Institute of Health](#), the perinatal health monitoring system in cooperation with the Luxembourg Institute of Health).

The [National Office of Childhood](#) (ONE; Office National de l'Enfance), founded in 2008, is a one-stop shop of child and youth welfare services which is administered by the ministry of Education, Children and Youth. It carries out many functions, including:

- Supporting children, young adults and families facing psychosocial distress

- Mandating the travelling services and institutions for individual aid measures
- Supervising the reception, including emergency placements, of children placed by their parents or on the orders of the Juvenile Court (Tribunal de Jeunesse).

The [coordinating service for educational and technological research and innovation](#) (SCRIPT; Service de Coordination de la Recherche et de l'Innovation pédagogiques et technologiques), with its [Competence unit for pedagogical and technological innovation](#) (SCRIPT-INNO; Cellule de compétence pour l'innovation pédagogique et technologique), coordinates several activities in the field of youth health and well-being in schools (classroom interventions, projects, campaigns, national studies, conferences, etc.).

Additional ministries involved in policy-making in the field of youth health and well-being are the ministry of Sports, the ministry of Equal Opportunities, the ministry of Sustainable Development and Infrastructure, and the ministry of Home Affairs.

Besides these governmental authorities, other agencies, foundations or organisations are involved in the development and implementation of policy programs regarding youth health conditions (selection):

- The [Centre for the Prevention of Substance Abuse](#) (CePT; Centre de Prévention des Toxicomanies) is a foundation whose mission is to develop, promote and disseminate ideas and strategies for a healthy and positive lifestyle, in particular by preventing behaviours that may lead to addiction. It is funded by the ministry of Health and offers different services which aim to disseminate methods and strategies for prevention and promotion of health. The different target groups of these services are the general public, socio-educational professionals and public institutions
- The [Family Planning](#) (Mouvement Luxembourgeois pour le Planning Familial et l'Éducation Sexuelle) is a non-profit organisation funded by the ministry of Health. The Family Planning runs 3 regional centres in Luxembourg which provide help desk services, medical services and consultations which all are free of charge (for an overview, see: [Services of the Family Planning](#))
- The [Ligue Médico-Sociale](#) operates 12 medical-social centres which offer a wide range of different medical services on the local level (e.g. consultation and prevention with regard to respiratory diseases, smoking, or diabetes; medical care at local schools)
- The [Youth Psychotherapy Centre](#) (Psy-Jeunes) of the Luxembourg Red Cross offers support for young people aged between 12 and 21 years. This service is aimed at young people as well as their families and offers psychotherapeutic treatment of psychological problems
- The [Luxembourgish Mental Health Organisation](#) (Ligue Luxembourgeoise d'Hygiène Mentale) offers counselling and social-therapeutic treatment services, day services, a meeting centre, a housing service and a coaching service and social and home-based care for people with psychiatric problems. It also has a mission to invest in the field of information and prevention
- The [ALUPSE-DIALOGUE](#) (Association luxembourgeoise de pédiatrie sociale) service of the Luxemburg Association for the Prevention of Child Abuse (ALUPSE; Association Luxembourgeoise pour la Prévention des Sévices à Enfants) supports children, adolescents and young adults up to the age of 21 who are victims of psychological, physical, sexual or traumatic situations. The service offers therapeutic care and child protection and it implements measures to prevent violence
- The [Fondation Cancer](#) (FLCC; Fondation Luxembourgeois contre le cancer) provides information on the prevention and fight against cancer and the encouragement, through all available means, of any initiatives, scientific research or information campaigns in a broad sense in the fight against cancer. Prevention campaigns focusing on the consumption of substances with adverse health effects (tobacco and alcohol) are an integral part of the foundation's work

- [Jugend- an Drogenhëllef](#) is a foundation funded by the ministry of Health. It organises services and activities within the framework of its counselling and socio-therapeutic treatment service, offers 24-hour availability and accommodations for young people suffering from various medico-psycho-social problems in relation to acquired diseases, including drug dependency
- The [Service IMPULS](#) of the 'Solidarité Jeunes a.s.b.l.' is funded mainly by the ministry of Health. It provides psychosocial and therapeutic assistance to young people, their families and the institutions involved in the protection of young people below 21 years of age when they are confronted with the consumption of legal and illegal psychoactive substances
- The [National Focal Point](#) (NFP) collects, validates, produces and disseminates data on drug use and misuse, as well as their implications and consequences in Luxembourg. It is co-financed by the Luxembourgish ministry of Health and the [European Monitoring Centre for Drugs and Drug Addiction](#) (EMCDDA). It publishes the annual European Drug Report, a national report on the situation of drugs and drug addiction in the Grand-Duchy of Luxembourg by the system of the Luxembourgish information network on drugs and drugs addictions (R.E.L.I.S.; Réseau Luxembourgeois d'Information sur les Drogues et les Toxicomanies) ([LIH, 2016](#))
- The [KannerJugendTelefon](#) (KJT) is a helpline for children and young people in distress and also for educators and the general public.

Regional or local authorities are not involved in the development of policies in the field of health and well-being.

Cross-sectoral cooperation

Policies and measures on youth health and well-being are determined in close cooperation among the involved ministries, departments and agencies. Most programmes and initiatives are initiated and developed based on proposals of the individual ministries (e.g. the ministry of Health) but are implemented and supervised in close cooperation with other ministries. Which specific ministries are involved depends on the particular focus of the program.

Some youth-specific policies and measures are also defined and implemented by the established mechanisms of youth policy decision-making (see: [1.4 Youth policy decision-making](#)).

7.3 Sport, youth fitness and physical activity

National strategy(ies)

The [National Action Plan of Healthy Eating and Physical Exercise](#) (GIMB; Gesond iessen, méi bewegen) is an interministerial strategy which was developed and implemented by 4 ministries (ministry of Health, ministry of Sports, ministry of Family and Integration, and ministry of Education and Vocational Training) and introduced in 2006. The current plan covers the period 2018-2025. It includes campaigns on the national, regional and local level and strives for partnerships between public and private institutions. The target group is the general population, but a special focus lies on young people.

The three main objectives of the 2018-2025 action plan encompass:

1. Strengthening governance
2. Promoting balanced nutrition and regular and adapted physical activity in all policies
3. Ensuring the national implementation and sustainability of the GIMB programme
4. Putting measures in place for the consolidation and expansion of the GIMB programme

5. Increasing the accessibility of the GIMB programme
6. Establishing an evaluation system.

Based on the results of a study on physical activities ([Wagner et al., 2011](#)), six specific domains of action were defined:

1. Promote minimal motor skills
2. Stimulate and educate children's motor skills
3. Motivate girls and boys to participate in physical activities and sports
4. Promote soft mobility and informal sport
5. Complete and improve the sports offers on the local and national level
6. Strengthen the importance of sports in school.

Currently, several ministries are involved in the implementation of the action plan: the ministry of Education, Children and Youth, the ministry of Sport, the ministry of Health, the ministry of Family Affairs, Integration and the Greater Region, the ministry of Home Affairs, the ministry of Equal Opportunities, and the ministry of Sustainable Development and Infrastructure.

The initiatives set up in the framework of the action plan are coordinated and monitored by an interministerial committee, which is composed of representatives of the ministries involved in the implementation of the action plan. With this comprehensive cross-sectorial approach, the action plan takes up the recommendations of the European institutions (European Commission and the European Parliament) (European Commission, [2007](#), [2011](#)) and initiatives in other countries (e.g. 'In Form' in Germany).

Promoting and supporting sport and physical activity among young people

Programmes and initiatives promoting and supporting sport and physical activity among young people are an integral part of the [National Action Plan of Healthy Eating and Physical Exercise](#) (GIMB; Gesond iessen, méi bewegen). The campaign [Lëtz move!](#) was launched in 2012 by the [ministry of Sports](#) in cooperation with the ministry of Health in order to promote regular physical activity and sports of all citizens. The [Fitness Pass](#) campaign was launched in 2001 to promote participation in leisure sport activities carried out in partnership between the ministry of Sports and the Luxemburg Olympic and Sports Committee. The campaign's aim is to encourage recreational sports enthusiasts to try other sports than those in which they usually participate. The [National Sports certificate](#) is an action launched annually by the ministry of Sports in collaboration with the National Sports Certification Commission, with the aim of spreading the practice of sport among people of all ages and in all fields. Any sports enthusiast, novice or a more experienced athlete, aged between 10 and 99 years, has the opportunity to test their level of fitness by participating in sporting events adapted to their respective age. The national framework on non-formal education of children and young people within the non-formal learning structures ([Chamber of Deputies 2017a](#)) includes the action field 'Movement, body awareness and health'. It encompasses actions in the following fields:

- Movement, play and sport
- Health and well-being
- Nutrition and eating culture
- Playing and learning environment.

The main objectives are to foster a critical perspective toward nicotine, alcohol and drug use, to increase self-esteem and develop gender identity.

Physical education in schools

Physical education is mandatory in the curriculum of secondary schools. The teaching time allocated to physical education in full-time compulsory general secondary education is 76 hours in 2011/12, which corresponds to a 10% share of the total taught time ([European Commission, EACEA & Eurydice, 2013](#). [PDF]).

Beyond the initiatives and programmes currently in place, there is neither a large-scale initiative nor a specific programme or tool applicable to school or extracurricular activities.

Collaboration and partnerships

The policy of sport, youth fitness and physical activity is developed and implemented in close cooperation with the involved ministries (see above: [National strategy\(ies\)](#)).

7.4 Healthy lifestyles and healthy nutrition

National strategy(ies)

There are different strategies or plans that focus on specific health issues (e.g. tobacco use, drug abuse, emotional and sexual health, healthy nutrition). The [national tobacco plan](#) (Plan National de Lutte contre le Tabagisme - PNLT 2016-2020) is the national action plan that aims at reducing tobacco consumption. It was drafted by a 'tobacco working group' ('groupe tabac') composed of representatives of 17 ministries, administrations and agencies. The tobacco plan was launched in 2016 under the authority of the ministry of Health. Specific actions of the plan will be funded by a health fund (Fonds pour la Santé), which is going to be established in the near future. The four main objectives of the plan are to:

1. Provide the public with a favourable environment for preventing smoking and achieving a long-term smoking cessation
2. Protect young people and prevent tobacco use
3. Help people who want to quit smoking to wean themselves from tobacco on a long-term basis
4. Reduce morbidity and premature mortality related to smoking.

With regard to the protection of young people, the plan defines specific objectives:

- Raising awareness and motivate young people not to smoke
- Reducing the demand for tobacco of young people
- Denormalising the image of the smoker
- Making tobacco products less attractive and less accessible
- Regulating electronic vaporization devices
- Increasing price and improve tax policy on tobacco products.

The scheme also sets quantitative objectives until 2020, aiming to:

- Reduce smoking in people between 15 and 17 years of age from 17% (2014) to 10%
- Reduce smoking in people between 18 and 24 years of age from 24% (2014) to 20%
- Reduce smoking in people between 25 and 34 years of age from 29% (2014) to 25%
- Reduce the use of hookah in youth between 15 and 24 years of age to under 3%.

Professionals (teachers, youth workers, trainers) are an important target group of the national tobacco plan. The actions defined in the plan aim at increasing the awareness of education professionals with regard to their role as promoters of health issues, training in

'tabacology' (a relatively new academic discipline, originating from France and Belgium, that focuses on mechanisms of tobacco use and cessation) and teaching tabacology in technical secondary education.

The related actions are implemented by different administrations and organisations such as the [Ligue Médico-Sociale](#), the [Centre for the Prevention of Substance Abuse](#) (CePT; Centre de Prévention des Toxicomanies) and the [Fondation Cancer](#). A [national alcohol plan](#) (PALMA, Plan d'Action Luxembourgeois de réduction du Mésusage de l'Alcool) was launched in 2020. The plan reflects three priorities, aiming to:

- Reduce the misuse of alcohol and its harmful effects in Luxembourg
- Create favourable environments enabling the population to adopt healthy and reasonable alcohol consumption at any age of life, by protecting young people in particular
- Organise coordinated therapeutic and rehabilitative care for people with alcohol misuse, while providing support for their relatives and friends.

The expected effects of the plan in the medium and long term are as follows:

- Reducing alcohol-related morbidity and mortality
- Reducing the societal impacts related to alcohol misuse
- Developing a joint responsibility of the public authority and civil society to prevent alcohol misuse.

Smoking and alcohol consumption are central issues of the [Plan National Cancer Luxembourg](#). This plan aims at reducing smoking among young people under 30 years of age and introducing prevention measures focusing on preventing alcoholism in adolescents. It was elaborated in joint collaboration of the ministry of Health and other relevant organisations and administrations. The [2020-2024 national action plan on drugs and drugs addiction](#) (Stratégie nationale en matière d'addictions et plan d'action gouvernemental 2020-2024 en matière de drogues d'acquisition illicite et de leurs corollaires) is a national policy strategy on drug addictions. It is oriented towards the strategy on the European level ([EU Drugs Strategy \(2013-20\)](#), [EU Action Plan on Drugs 2017-2020](#)) and aims at increasing health protection, public security and social cohesion. The strategy relies on six fields of action, aiming at:

- Reducing the demand for drugs
- Reducing the offer of drugs
- Reducing the risks, harm and nuisances associated with drug use
- Providing information, research and evaluation
- Fostering international relations
- Establishing mechanisms of coordination.

With regard to emotional and sexual health, a [national action plan on emotional and sexual health](#) was elaborated and implemented by the different ministries, namely the ministry of Education, Children and Youth, the ministry of Equal Opportunities, the ministry of Family Affairs, Integration and the Greater Region, and the ministry of Health. The action plan mainly addresses children and young people and aims to achieve the following objectives:

- Developing respect and personal integrity
- Accepting particularities of genders
- Recognising the right to one's identity and sexual orientation, pleasure, intimacy and reproduction
- Preventing unwanted pregnancies, sexually transmitted diseases and sexual abuse.

For this purpose, the plan focuses on five fields of action:

1. Good governance
2. Information, sensitisation and education on emotional and sexual health
3. Improvement of skills
4. Equal access for everybody: diversification and sustainability of the offers
5. Evaluation.

The responsible public authorities are the ministry of Health, the ministry of Equal Opportunities, the ministry of Education, Children and Youth and the ministry of Family, Integration and the Greater Region. Sexual education of young people in formal (schools) and non-formal (e.g. youth centres) education settings are important elements of the action plan.

In order to reach the objectives of the national programme and action plan, a [National Reference Centre for the Promotion of Emotional and Sexual Health](#) (Cesas; Centre national de référence pour la promotion de la santé affective et sexuelle « Cesas ») was created in 2017. This centre is a platform for compiling, harmonising and creating networks of national contacts, skills and expertise on the subject of sexuality in Luxembourg. In this sense, the centre will invest into spreading awareness and information and responding to individuals and groups according to their situation. The promotion of emotional and sexual health also extends to other sectors of life for general well-being. Children and young people are the main targets of this new centre and programme, with talks to be given in schools and educational materials on the subject to be available at school libraries (the budget for 2017 amounts to [€ 140 000](#)).

Promotion of healthy lifestyles and healthy nutrition is a main objective of the [National Action Plan of healthy eating and physical exercise](#) (GIMB; Gesond iessen, méi bewegen) (see: [7.3 Sport, youth fitness and physical activity](#)).

Encouraging healthy lifestyles and healthy nutrition for young people

There are several projects and initiatives encouraging healthy lifestyles and healthy nutrition for young people. They range from more general information offers to specific campaigns, and most of them are part of the national strategies or action plans (see: National strategies). The youth magazine '[Den Insider](#)' is published quarterly by the Fondation Cancer and deals with various health issues (such as healthy nutrition, sports, smoking, self-confidence, cancer, etc.). It is an important resource offered to young people to inform and encourage them about healthy lifestyles and healthy nutrition. '[Be smart, don't start](#)' is an information campaign of the Fondation Cancer which informs young people about the dangers and negative effects of smoking. The Fondation Cancer provides interested persons and institutions with posters, leaflets and stickers to promote the message of the campaign and provide further information on the effects of smoking. The Fondation Cancer distributes information brochures on the negative effects of smoking ('[I am smokefree](#)') or provides support to help people to stop smoking in the form of a brochure ('[Tabac-Stop](#)') and also a helpline to advise interested people. The prevention week on alcohol consumption ('[Alcohol? Less is better!](#)') is a prevention campaign which was first organised in 2017 by the ministry of Health, together with the ministry of Sustainable Development and Infrastructure, and the [Institute for Road Safety](#) (Sécurité Routière). This prevention campaign is primarily based on citizenship and self-help. The core element of the campaign is the engagement of volunteers who spread the core statements of the week of action: in pedestrian zones and shopping malls, in their schools, in the workplace, during sporting or youth events, etc.. Their purpose is to inform about alcohol and stimulate discussions about alcohol consumption. The main issue of the 2019 edition was alcohol consumption at work. The nationwide campaign '[No alcohol under 16 years – We adhere!](#)' (Keen Alkohol ënner 16 Joer – Mir halen eis dran!) was launched in 2007 by the Centre for the Prevention of Substance

Abuse together with the ministry of Health. The campaign addresses all adults with the goal of sensitising them to behave responsibly with regard to alcohol, especially in the context of the healthy development of children and adolescents. The aim is to create a stronger awareness of the importance of the issue especially with regard to the sale of alcohol (in supermarkets, gas stations, bars, or festivities) to young people under the age of 16 (since 2006, the sale of or offering alcoholic beverages to minors under 16 years of age is prohibited). The campaign also provides stimulus materials and discussion material for youth workers and parents so that they can contribute to the implementation of the campaign. The Centre for the Prevention of Substance Abuse runs the service '[FRO NO](#)' which provides information on psychotropic substances and aid or consultation institutions in Luxembourg both online and by phone. The '[Trampolin](#)' service provides initial and continuing training courses for social, educational, psychological and medical professionals on addiction and addiction prevention.

The 'goodfoodloop' is an initiative of the National Youth Service. Its webpage www.goodfoodloop.lu contains healthy recipes and tutorials on freestyle sports.

Health education and healthy lifestyles education in schools

The medical care at schools (médecine scolaire) is in charge of the supervision and promotion of health and well-being of children and adolescents in schools. It is provided by medical-socio-school teams which must be accredited by the minister of Health. The division of medical care at school, the health of children and adolescents is responsible for organisational issues in secondary education. The medical care at school is in charge of screening for diseases and deficits, including oral diseases, by establishing health check-ups on a regular basis.

The [Competence Unit for Pedagogical and Technological Innovation](#) (SCRIPT-INNO; Cellule de compétence pour l'innovation pédagogique et technologique) coordinates several activities in the field of youth health and well-being in schools (classroom interventions, projects, campaigns, national studies, conferences, etc.). Its activities in schools encompass the following topics:

- School climate and school culture
- Emotional and sexual education
- Nutrition and the promotion of physical activity
- Prevention of drug abuse.

The Fondation Cancer organises the campaign '[Mission non-smoking](#)' in schools, which is implemented as a smoke-free class competition. Pupils of the participating school classes commit to not smoking over a period of six months, and those who succeed are invited to a final event. According to the organiser, Fondation Cancer, the positive pressure of peers is a main element explaining the success of this campaign.

With regard to [sex education in schools](#), since 2006, all secondary schools in Luxembourg distribute condoms at a reduced price and offer information sessions on sexual health for pupils.

Peer-to-peer education approaches

The project '[Peer-mediation in daily school life](#)' addresses all Luxembourg primary and secondary schools interested in integrating peer mediation as a core element in the overall process of school (climate) development and prevention measures. It is provided by the National Youth Service and the coordinating service for educational and technological research and innovation (SCRIPT; Service de la Coordination de la Recherche et de l'Innovation pédagogiques et technologiques). The target group is the whole school community (teachers, educators, administrative staff, parents, and pupils) but especially pupils.

Collaboration and partnerships

The different policy strategies and action plans are developed and implemented in close cooperation of the involved ministries, administrations and organisations.

Raising awareness on healthy lifestyles and on factors affecting the health and well-being of young people

Raising awareness on healthy lifestyles and on factors affecting the health and well-being of young people is promoted by initiatives and campaigns encouraging healthy lifestyles (see: [Encouraging healthy lifestyles and healthy nutrition for young people](#)).

7.5 Mental health

National strategy(ies)

There is no national strategy on mental health. A recommendation report on the setup of a national strategy on mental health for children and young people defines future needs and challenges for a youth-centred mental health policy ([CRP-Santé & MS, 2010](#)), but it has not been adopted and implemented yet.

Improving the mental health of young people

In the field of suicide prevention, the [national plan for the prevention of suicide for Luxembourg 2015-2019](#) (Plan national de prévention du suicide pour le Luxembourg 2015-2019) forms the national strategy. It addresses the entire population in their different life periods (children, adolescents, adults, elderly people, etc.) and life environments (private or professional).

The national plan was drafted and published by the ministry of Health and the Centre of Information and Prevention. The drafting of the plan was supervised by an interministerial working group and different thematic working groups.

The national plan defines **six priority fields of action**:

1. Improving the understanding of suicidal problems in Luxembourg
2. Improving individuals' resilience and their ability to self-help
3. Improving social resources, collective resilience and the ability to prevent suicide
4. Adopting a coordinated approach to suicide prevention
5. Providing targeted suicide prevention activities
6. Establish quality standards and standards for suicide prevention.

The scheme identifies **five objectives**, which are to strengthen:

1. Individuals, families and the community
2. Individual and collective resilience following traumatic events
3. The community's ability to identify needs for care
4. The collective and individual ability to respond promptly and appropriately to the distress of persons
5. The coordination between field actors, in order to create a smooth and safe transition for the suffering person.

The website www.prevention-suicide.lu, run by the Centre of Intervention and Prevention, provides information to suicidal persons, their social environment and professionals. The website offers information on available emergency services, consultation services, helplines and self-help groups.

The 2020-2024 national action plan on drugs and drugs addiction (Stratégie nationale en matière d'addictions et plan d'action gouvernemental 2020–2024 en matière de drogues d'acquisition illicite et de leurs corollaires) is an important strategic document which aims at preventing health risks and improving young people's mental health (see: [National strateg\(y\)ies](#)). The interministerial initiative [BEE SECURE](#) is in charge of raising awareness about the risks posed by new media. BEE SECURE is an important offer that aims at preventing abuse of new media, thereby also improving young people's mental health (see: [6.8 Media literacy and safe use of new media](#)). The ministry of Equal Opportunities has launched specific [campaigns to raise awareness of gender equality issues of young people](#) between the ages of 12 and 20 years. The campaigns include several competitions focused on different media, images, texts, videos or music. The [Youth Centre Marienthal](#) operated by the National Youth Service offers activities addressing the well-being of young people. Its activities include primary prevention activities (such as team-building courses) and freestyle activities for interested groups (e.g. school classes).

7.6 Mechanisms of early detection and signposting of young people facing health risks

Policy framework

Mechanisms of early detection of young people facing health risks are poorly developed in Luxembourg. The recommendation report on the setup of a national strategy on mental health ([CRP-Santé & MS, 2010](#)) (Rapport de recommandations Pour une stratégie nationale en faveur de la santé mentale des enfants et des jeunes au Luxembourg) criticises that early detection of mental health disorders remains underdeveloped and that disorders are often solved in emergency situations and at the level of curative care in the face of relatively advanced problems. This is also related to the situation that the front-line professionals are not sufficiently aware of the signs of suffering and distress in children or adolescents. Primary health care services such as school medicine, general practitioners or paediatricians, who are required to observe the child in its entirety, do not have the tools for a systematic screening of signs and symptoms, risk factors or mental troubles ([CRP-Santé & MS, 2010](#)).

Stakeholders

The National Office of Childhood (ONE; Office National de l'Enfance) is an important one-stop shop of child and youth welfare services which supports children, young adults and families facing psychosocial distress (see: [7.2 Administration and governance](#)). Young people in distress are guided either to the National Office of Childhood or to the Juvenile Court, who decides about the appropriate measure to be taken according to the specific need of the youth. Professionals in the respective institutions (schools, youth centres, hospitals, work, etc.) of the direct environment are important, because they are required to inform the National Office of Childhood or the Juvenile Court in cases where a young person shows signs of distress. Besides the individual professionals, the Psycho-social and Educational Support Service (SePAS; service psycho-social et d'accompagnement scolaires) in secondary schools and the medical care at schools (médecine scolaire) are important stakeholders:

- The SePAS is in charge of providing psycho-social support in secondary schools. The SePAS team, consisting of psychologists, social workers, educators and career advisors, offers detailed and targeted support of psychological and pedagogical issues and provides guidance about the appropriate institutions in case of need
- The medical care at schools (médecine scolaire) plays an important role in the early detection and signposting of young people facing health risks. By establishing health check-ups on a regular basis, it ensures the screening of diseases and deficits,

including oral diseases, at all public and private primary and secondary schools ([1987 law on the regulation of medical care at schools](#)).

In the field of youth work, the local youth centres are important stakeholders who guide young people towards appropriate institutions in case of need.

Guidance to stakeholders

The National Youth Service offers trainings for youth workers which address different health issues and aims at sensitising their awareness of the health risks faced by young people ([SNJ, 2017](#)). The action field 'emotions and social relations' addresses subjects such as conflicts, coping with traumatising experiences and teambuilding. The action field 'movement, body awareness, health' includes subjects such as cannabis use, first aid, healthy nutrition, and alcohol consumption.

The [web page of the ministry of Health](#) contains information and pedagogical materials on prevention and on young people's health and well-being.

Target groups

The target groups are children, young adults and families facing psychosocial distress.

Funding

The National Office of Childhood and the Psycho-social and Educational Support Service are funded by the ministry of Education, Children and Youth.

7.7 Making health facilities more youth friendly

There are no top-level policies, programmes, projects or initiatives aiming to make health facilities more youth-friendly.

The results of the HBSC Survey (due in 2018) form a comprehensive evidence base for policymaking in the field of youth health behaviour and health conditions and will help to make youth facilities more youth-friendly (see: [HBSC Luxembourg](#)).

7.8 Current debates and reforms

Forthcoming policy developments

The third youth report, which will be published in 2020, will focus on health and well-being of young people. This youth report serves as an important evidence base for the development of youth policy, so that health and well-being will certainly become important issues of youth policy in the following period. The report will also address the COVID-19 pandemic and identifies the social, economic, and health consequences of the measures introduced in the fight against the COVID-19 pandemic on the situation of young people. In July 2018 a draft law on the establishment of a national observatory on health (Observatoire national de la Santé) was presented to the parliament. The [draft law](#) defines three main tasks of the national observatory on health:

1. Evaluation: the observatory evaluates the health status of the population in terms of morbidity and mortality, risk behaviour and determinants of health and the quality and efficiency of the health system and the identification of health inequalities
2. Recommendation: the observatory suggests priorities of public health to the minister in order to improve the health status of the population or the health system
3. Dissemination: the observatory publishes and disseminates information on the health status of the population and the health system.

Ongoing debates

A recommendation report on the setup of a national strategy on mental health for children and young people was published in 2010. It defines future needs and challenges for a youth-centred mental health policy ([CRP-Santé & MS, 2010](#)). The strategy has not been adopted yet, and the different recommendations presented in the report are still under discussion.

The [mental health reform](#) (réforme de la psychiatrie et politique de santé mentale) is in its phase of implementation. This reform aims at a decentralisation of services, at the readjustment of pathways to services and at the improvement of the quality of services.

The [government programme 2018-2023](#) calls for the depenalisation of the use of recreational cannabis. Currently, the draft law is in preparation and undergoing public debate.

8. CREATIVITY AND CULTURE

This chapter gives an overview of youth policy in the field of creativity and culture and the different programmes and offers. Luxembourgish youth policy (outlined in the 2008 law on youth) defines the promotion of young people's sense of initiative, creativity and spirit of initiative as major objectives. Besides the cultural initiatives within formal education, cultural policy for young people mainly focuses on the field of non-formal education and youth work. The National Youth Service is the main public authority in charge of the implementation of programmes and projects in the field of creativity and culture. Projects deal with various issues such as artistic, audiovisual, or technological and entrepreneurial topics.

8.1 General context

Main trends in young people's creativity and cultural participation

Over the last decade, the landscape of cultural offerings has been greatly modified and expanded in Luxembourg. The inauguration of new cultural venues, such as the [MUDAM](#) (museum of contemporary art), the [Rockhal](#) (concert halls and rehearsal rooms), the [Rotondes](#) (cultural centre for visual arts, conferences, group projects and workshops), the [Philharmonie](#) (concert hall), and the [Trifolion](#) and [Cube 521](#) (cultural event halls), demonstrates the increase of cultural offers in Luxembourg. Luxembourg's nomination for European Capital of Culture in 1995 and 2007 has affected this development, as it has pushed investment into culture in a sustainable way. The establishment of the university in 2003 has also had an impact on cultural practices in Luxembourg, since students and graduates should be familiar with cultural places and highly interested in becoming involved in cultural projects and activities ([Borsenberger, 2014](#)).

The Eurobarometer survey in 2014 shows that a high share of young people in Luxembourg participate in activities of cultural organisations and that cultural activities (such as visiting a museum, cinema, concert or theatre) are very important in young people's lives ([European Commission, 2015](#)). A survey in 2017 shows that a share of 13% of young people is member of a cultural organization and a share of 23 % is member of a youth organization; the proportions correspond approximately to the average in the EU member states ([European Commission, 2018](#)).

The results of a survey on culture in Luxembourg show that young people under 25 years of age rate the current cultural offers, and also the development of the cultural landscape in Luxembourg through the past 10 years less positive than the older age groups. In the age group under 25 a share of 59% rates the development of the cultural offers very or rather positive, in the age group 55-64 the share is significantly higher (86%) ([TNS Ilres,](#)

[2016](#)). These different evaluations could be an indication that new cultural offers rather meet the needs of the older generation than the younger generation.

Main concepts

There are no specific concepts related to creativity and culture.

8.2 Administration and governance

Governance

The [ministry of Education, Children and Youth](#) is the main public authority in policy-making in the field of creativity and culture for young people. The revised [2016 Youth Law](#) defines the promotion of creativity as one important objective of youth policy. The ministry is responsible for the development of specific programmes and also for the funding of cultural youth organisations.

As an affiliated administration, the [National Youth Service](#) is responsible for the implementation of cultural programmes and activities in the field of creativity and culture (see: revised [2016 Youth Law](#)). The ministry of Culture is the main public authority in charge of the development and implementation of the general national and international cultural policy ([grand-ducal decree of 23 December 2013](#)). It is also in charge of [funding cultural projects](#) ([ministry of Culture, 2019](#)).

The ministry of Culture is the main public authority in charge of the development and implementation of the general national and international cultural policy ([grand-ducal decree of 23 December 2013](#)). It is also in charge of [funding cultural projects](#) ([ministry of Culture, 2019](#)).

The [National Cultural Fund of Luxembourg](#) (Fonds culturel national au Luxembourg), founded in 1982, is in charge of the promotion of arts and sciences and of the conservation, restoration and appropriate allocation of national, historical and cultural heritage, real estate and movable property ([1982 law on National Cultural Fund of Luxembourg](#)). It offers several funding schemes ([subsidies](#) or [grants](#)), especially for [young musicians](#).

Regional or local authorities are also involved in the development of local policies in the field of youth employment and entrepreneurship.

The youth centres are in charge of the development and realisation of youth-specific projects in the field of creativity and culture at the local level. Some municipalities have a youth service (e.g. [City of Luxembourg](#), [City of Esch/Alzette](#)) which supports young people and their cultural projects. Most of the municipalities and cities in Luxembourg have an own cultural service which organises cultural events for young people (e.g. concerts) or supports local cultural initiatives of young people (e.g. by providing rehearsal rooms, facilities for events).

Furthermore, local youth centres are in charge of the development and realisation of youth-specific projects in the field of creativity and culture at the local level.

Cross-sectoral cooperation

Cross-sectorial cooperation between the main actors involved in policy-making in the domain of creativity and culture is organised through the mechanisms described in [1.5 Cross-sectoral approach with other ministries](#). The interdepartmental committee (comité interministériel) is in charge of managing the government actions concerning the implementation of the cross-sectorial approach of Youth Policy. The committee is composed of representatives from different ministers, e.g. the ministry of Culture.

8.3 National strategy on creativity and culture for young people

Existence of a national strategy

There exists no national strategy on creativity and culture for young people. However, Luxembourg has defined the promotion of the sense of initiative, creativity and spirit of initiative of young people as one objective of youth policy (revised [2016 Youth Law](#), Art.10). The development of young people's creativity and culture is an important objective both within formal and non-formal education. One element of the policy in the field of creativity and culture for young people in formal education is to strengthen the link between school and cultural institutions by promoting the [partnership between schools and \(regional\) cultural actors](#) such as museums, cultural centres, theatres, libraries and artists. In the field of non-formal education, the promotion of creativity and culture is defined as an important objective of youth work ([Chamber of Deputies, 2017](#)). Youth work aims at creating spaces in which young people can share their youth-specific forms of expression, as well as perceive culture as a process of creativity and artistic productivity. It highlights three points: (1) Promotion of the development of an independent youth culture (2) learning as a creative process, (3) experience and learning environment. The [cultural development plan 2018-2028](#) draws up an inventory and presents a number of observations and aims for the coming years. The document includes 11 fields of action (e.g. governance, cultural citizenship and accessibility, artistic and cultural education) and describes 62 objectives intended to provide a better structure for the cultural scene and prepare it for future challenges. Although the plan addresses the general population, some objectives are designed especially for children and young people. This includes the promotion of cultural and artistic education in schools and in the field of non-formal education, fostering of musical education and strengthening participation and cultural citizenship.

Scope and contents

For information on scope and contents of the different initiatives, see above: Existence of a national strategy.

Responsible authority for the implementation of the strategy

In formal education, the [Division for the Coordination of Educational Initiatives and Programmes](#) (Division de la coordination d'initiatives et de programmes pédagogiques) of the Coordination Department of Research and Educational Innovation (SCRIPT ; Service de Coordination de la Recherche et de l'Innovation pédagogiques et technologiques) promotes and supports cultural projects and initiatives in the field of creativity and culture (see: [2017 law](#) defining the objectives of the SCRIPT). The National Youth Service, which offers and promotes different socio-cultural activities for young people, is an important institution as well (see: revised [2016 Youth Law](#)). It provides infrastructure and projects in the field of creativity and culture. It is also a funding partner for projects (e.g. [On Stéitsch](#); [Festival des cabanes](#)). The ministry of Culture is an important funding partner for both cultural institutions and individual artists. It offers different funding schemes for public cultural institutions, cultural projects and individual artists. Young people are an important target group ([ministry of Culture, 2020](#)).

Revisions/updates

There have been no major revisions or updates.

8.4 Promoting culture and cultural participation

Reducing obstacles to young people's access to culture

Young people between 12 and 30 years of age can use the [European Youth Card](#) (Carte jeunes européenne) to receive discounts for entrance tickets to various cultural institutions (museums, theatres, concerts and cinemas). The Youth Information Centre (Jugendinfo) is in charge of the distribution of the European Youth Card. Funding is provided by the Youth Information Centre and the cooperating institutions. The city of Esch/Alzette offers a [Culture Card Youth-Esch](#) (Carte Culture Jeunes-Esch) to young people between 12 and 30 years of age. This card entitles them to discounts on admission to cultural institutions in Esch/Alzette. The card is funded by the municipality of Esch and the cooperating cultural institutions. The [Culture Card](#) (Kulturpass) is another card that gives free access to cultural institutions and exhibitions. It was not introduced for specific use by young people, but rather for disadvantaged people in general (i.e. people having a right to cost-of-living allowances). The purpose is to promote equal access to culture and leisure for socially disadvantaged persons and groups. The card is funded by the [ministry of Culture](#), the [ministry of Education, Children and Youth](#) and the [national solidarity fund](#). Most of the public cultural institutions (theatres, museums, concert halls) provide specific offers and programmes for school classes in order to strengthen the cultural participation of students (for details, see: [Cultural Education](#) [Éducation culturelle]). Many of these institutions offer specific programmes for young people outside the school context. The Youth Service of Luxembourg city offers the project [Secret places](#), where young people can join a guided tour to specific places in the city of Luxembourg (e.g. buildings, theaters, churches, museums). It is not an ordinary guided tour because participants are offered places which are usually not open for the public. The tour is organised every 4 to 6 weeks and the target group are young people between 12 and 18 years of age. Furthermore, the Youth Service of Luxembourg city organises and promotes cultural events for young people such as the [Intra-Urban Dance Festival](#) (Hip Hop, Break dance) with participants from the Greater Region or the Hip-Hop festival 'Future Talent Stage'. These projects are funded by the city of Luxembourg and the cooperating cultural institutions.

Disseminating information on cultural opportunities

There exists no systematic policy approach for the dissemination of information on cultural opportunities for young people. Dissemination is realised via different channels, mainly in digital format. Several webpages disseminate information on cultural opportunities to young people:

- [Youth.lu](#): Agenda with information on current cultural events, funded by the ministry of Education, Children and Youth
- [Grrrrr](#): Cultural web journal for the Greater Region, written by and for young people. It is a project of the [Association for Cultural Cooperation in the Greater Region](#) (Espace Culturel Grande Région) and provides information about cultural events in Luxembourg and its neighboring regions
- [Cultural Education-Agenda](#): Agenda with information on current cultural events, funded by the ministry of Education, Children and Youth.

Additional web pages provide information on cultural opportunities to the general public (e.g. [Culture.lu](#); [All about the Grand Duchy of Luxembourg](#); p. 27 [Tout savoir sur le Grand-Duché de Luxembourg]).

Knowledge of cultural heritage amongst young people

The [National Audiovisual Centre](#) (CNA; Centre National de l'Audiovisuel) was established in 1989 by [law](#) and is funded by the ministry of Culture. The centre is in charge of safeguarding the national audiovisual heritage and to make it accessible to interested people. The access to the different kinds of available audiovisual material (movies,

pictures, etc.) is provided by exhibitions and libraries on site and also by online offers, such as a video on demand (VOD) service.

The [National Literature Centre](#) (Centre national de littérature), funded by the ministry of Culture, is in charge of safeguarding the national literary heritage and making it accessible to interested people. It offers specific events for children and young people (e.g. book fairs, exhibitions). The objectives of the centre are defined by [law](#).

8.5 Developing cultural and creative competences

Acquiring cultural and creative competences through education and training

The development of cultural and creative competences is an important transversal educational objective in secondary schools in Luxembourg. The [ministry of Education, Children and Youth](#) encourages and supports cultural projects and initiatives. A wide range of projects and materials for secondary schools are developed by the [Coordination Department of Research and Educational Innovation](#) (SCRIPT; Service de Coordination de la Recherche et de l'Innovation pédagogiques et technologiques) to promote education to and through culture for young people of all age groups (see: [Cultural education](#)). The [Forum Geesseknäppchen](#), run by the National Youth Service, is a youth centre specialised in the domain of creativity. The centre integrates active participation of young people and the supervision and infrastructure support to the development of creativity. This offer is open to all young people between 12 and 30 years of age. The Forum offers spaces for creative and artistic activities for young persons who are interested in the creative use of new technologies or who want to discover the world of digital creation. With its adapted equipment and professional instructions, this space gives the youth an opportunity to experience actual handling of digital equipment and offers them the opportunity to realise their own digital projects. The Forum also offers spaces for artistic activities such as the 'aquarium', which is a multifunctional space, but also a rehearsal room for musicians or actors and a recording studio. The Forum also offers support by professionals if needed. The [Centre Marienthal](#) (Centre de Jeunesse Marienthal), run by the National Youth Service and funded by the [ministry of Education, Children and Youth](#), offers activities in the field of audio-visual technologies. Actors from the youth sector can utilize its services to organise training courses, study sessions, conferences and seminars. The centre also organises several events, such as '[Crème fraîche](#)', a film contest which is open to all young people between 12 and 30 years of age. The contest takes place in the framework of the [Luxembourg City Film Festival](#) and is organised in cooperation with the [National Audiovisual Centre](#). Young people can submit short films and trailers, which are evaluated and awarded by a jury. The '[Créajeune](#)' festival, a cross-border video competition, is organised in cooperation with other partners in the Greater Region. The competition offers young people a space to show their own short films. It aims at getting young people involved in the arts and promoting an intercultural exchange through the medium of video. The National Youth Service has established partnerships with different music festivals, which give young newcomers the opportunity to perform on stage. The Festival '[On Stéitsch](#)' takes place once a year and gives young people the opportunity to demonstrate their talents in different domains (dance, video, photography, visual arts, street theatre, and music). The National Youth Service also organises the [Festival of Huts](#) (Festival des Cabanes). It is a creativity competition where young people are encouraged to develop their own project by building temporary huts. The [National Audiovisual Centre](#) organises the pedagogical programme [Vision Lab](#), which includes different projects that aim at making audiovisual creation accessible to all young people. The projects are designed for school and university students. They offer participatory, playful, practical or theoretical workshops, where young people can work on their self-reflection and formation of opinion, with a view to promoting a critical spirit and a curiosity about the images. With regard to creative entrepreneurship, the National Youth Service offers the 'project GO!' which is a funding scheme for small cultural

projects ([MENJE, 2020](#)). The aim of the [Youth Prize](#) (Jugendpreis) is to offer a promotional platform, beyond the youth sector, to the most outstanding and innovative projects in the field of youth. The Youth Prize is organised every two years by the National Youth Service. In 2017, 'crea(c)tions' ('Krea(k)tionen') represented one of the six thematic categories. The [National Literature Award](#) also presents a special award for young writers between the ages of 15 and 25 years with the aim of encouraging young people to write.

Specialised training for professionals in the education, culture and youth fields

The National Youth Service offers specialised training for professionals in the youth field (National Youth Service, 2020), which are funded by the [ministry of Education, Children and Youth](#). The [Training Institute of National Education](#) (IFEN; Institut de formation de l'Éducation nationale), an administration of the ministry of Education, Children and Youth, is in charge of the continuing training of teachers. Information and communications technology (ICT) is one priority of the training offered by the IFEN. This priority includes two issues: First, the integration of information and communication technologies in teaching practices, and second, the development of students' skills related to the creation and use of media (media literacy). The national cultural institutions (theatres, museums, concert halls) also offer training programmes for professionals. For instance, the [Rotondes](#) (cultural centre for visual arts, conferences, group projects and workshops) offers specific training for teachers in the domain of acting, creative writing or hip-hop, and the [Philharmonie](#) offers guidance to prepare teachers for a concert visit with their school class.

Providing quality access to creative environments

The projects and activities of the National Youth Service, especially at the [Forum Geesseknäppchen](#), aim at widening the access of young people to creative environments (see: [Acquiring cultural and creative competences through education and training](#)).

Some regional and local youth centres provide rehearsal rooms for musicians and bands. If they meet certain requirements, they can be awarded the '[Proufsall](#)' label (rehearsal room label) from the ministry of Education, Children and Youth.

The [Luxembourg national Music Federation 'Union Grand-Duc Adolphe'](#) (UGDA; Fédération Nationale de Musique du Grand-Duché de Luxembourg 'Union Grand-Duc Adolphe') is the main provider of music education outside school on the local level. The local music schools are funded mainly by the municipalities; the state funds up to one third of personnel costs ([1998 law](#)). It offers placements, summer camps, training and exchange programmes in a variety of artistic fields. The young people can participate in music, singing, dance and theatre, during school holidays and on weekends.

8.6 Developing entrepreneurial skills through culture

Developing entrepreneurial skills through cultural activities

The [BEE CREATIVE](#) initiative of the ministry of Education, Children and Youth supports the development of entrepreneurial skills by participating in cultural and creative opportunities for young people. The objective of the initiative is (1) to enable young people to learn how to create with the help of technical tools and new media (digital literacy) and (2) to promote young people's creativity, talents and entrepreneurship in the context of new information and communication technologies (see: [3.8 Development of Entrepreneurship Competence](#)).

Support young entrepreneurs in the cultural and creative sectors

There are no specific programmes or initiatives supporting the creation and maintenance of young businesses in the cultural field.

8.7 Fostering the creative use of new technologies

New technologies in support of creativity and innovation

The national strategy in the field of new technologies, the [Digital \(4\) Education](#) and the 'BEE CREATIVE' programme, are central elements in making new technologies available and for empowering young people's creativity. The Digital (4) Education strategy aims at enabling students to develop the skills necessary for the appropriate and responsible use of ICTs and at promoting innovative pedagogical projects using digital technology in schools. The BEE-CREATIVE programme. The objective of the initiative is (1) to enable young people to learn how to create with the help of technical tools and new media (digital literacy) and (2) to promote young people's creativity, talents and entrepreneurship in the context of new information and communication technologies (see: [6.8 Media literacy and safe use of new media](#)).

Facilitating access to culture through new technologies

New technologies are being used more often to attract young people's interest in culture, the arts and the sciences. Information on cultural opportunities are disseminated online (see: [8.4 Promoting culture and cultural participation](#)), and cultural offers can even be used online (such as audiovisual material from the [National Audiovisual Centre](#) or digital media from the [National Library](#)).

8.8 Synergies and partnerships

Synergies between public policies and programmes

Synergies between different policies have been established by the mechanism of cross-sectorial youth policy (e.g. the interdepartmental committee which is composed of representatives of different ministries) (see: 1.5 [Cross-sectorial approach with other ministries](#)).

Partnerships between the culture and creative sectors, youth organisations and youth workers

As Luxembourg is a small country, there are many partnerships between culture and creative sectors, youth organisations and youth workers. Culture is an important issue of the guidelines of non-formal education, so that the local and regional youth centres and youth organisations are very active in the field of cultural education (e.g. the [Youth and Culture Centre of Bettembourg](#) organises a literature festival 'Literatour' every year; the [International Youth Commission](#) organises a cross-border music festival with young musicians from the Greater Region).

8.9 Enhancing social inclusion through culture

Fostering equality and young people involvement through cultural activities

Social inclusion is an important objective of youth policy and youth work in the domain of creativity and culture (see: revised [2016 Youth Law](#)).

The cultural centre 'Kulturfabrik' has launched a [pedagogical charter](#) (Charte pédagogique) defining the target group of cultural activities for young people. This group includes students with educational difficulties, the disadvantaged population and people with disabilities. The centre intends to play a proactive role in the transmission of skills and cultural knowledge and to become a bridge between the socio-educational world and that of professionals of the cultural sector. The offer is cofinanced by the ministry of Education, Children and Youth.

Combating discrimination and poverty through cultural activities

There are many activities to combat discrimination and poverty through cultural activities, for instance, the [workshop of cultures](#) (Les Ateliers des cultures), which is organised by the Third World Solidarity Initiative (ASTM; Action Solidarité Tiers Monde). The project is organised in collaboration with secondary schools with the aim to sensitise young people for difficult situations by deconstructing prejudices and fostering mutual understanding and tolerance.

8.10 Current debates and reforms

Forthcoming policy developments

The [cultural development plan 2018-2028](#) will be evaluated in the coming years and the results will form the basis for further developments of cultural policy in Luxembourg.

Ongoing debates

The Covid-19 pandemic and the confinement have strongly affected the cultural landscape in Luxembourg. Cultural events were suspended or the number of participants at events has been significantly reduced. In future, possible budget cuts could result in a reduction in cultural offers and projects in the youth sector.

9. YOUTH AND THE WORLD

This chapter focuses on young people's participation in all stages of policy-making related to global issues and to youth cooperation at the global level. The chapter shows the general policy approach, explains the concept of sustainable development and presents the [National Strategy of Education to Sustainable Development](#) as the main strategic policy document related to education on global issues. It also highlights specific programmes and measures undertaken by public authorities. Although policy in the field of global challenges is not a key issue of youth policy in Luxembourg, the issues addressed in this chapter show that there are many initiatives and projects organised by NGOs and offered to school pupils or other interested groups.

9.1 General context

Main concepts

Policy-related global issues such as climate change, green production and consumption, human rights, and international development are summarised under the term of sustainable development, which is an important concept within the Luxembourgish policy. Policy on sustainable development aims at horizontal solidarity with regard to poor people and a vertical solidarity between the present and future generations. It includes policies in the domains of environmental, economic, social and democratic issues ([Le Gouvernement du Grand-Duché du Luxembourg, 2019](#)).

Youth interest in global issues

There are only few data available on trends and developments in young people's interest or participation in global issues. The report 'Sustainable Development from the Perspective of Young People' (Nachhaltige Entwicklung aus der Sicht von Jugendlichen; [Faber & Boll, 2010](#)) deals with the questions of motivation, knowledge, competences and behaviour of young people in the domain of sustainable development.

View on global issues and sustainable development

[Faber and Boll \(2010\)](#) consider several questions concerning the view of young people on sustainable development. The report highlights that more than 50% of the young interviewees worry about environmental pollution (60%) and raw material consumption affecting future generations (57.7%) as well as climate change (64.4%). Between 40 and 50% are concerned about immigration from developing countries (49.6%), animals and plants threatened by extinction (48.9%), pauperisation of poor countries (48.2%) and refugees from developing countries (48%). The lowest percentages occur for economic development of emerging markets (China, India) (37.2%) or for sharing affluence with developing countries (25.5%) ([Faber & Boll, 2010](#), pp. 21-23).

The Flash Eurobarometer European Youth ([European Commission, 2018](#)) explores young people's opinions about priority areas for the EU. In Luxembourg, for most of the respondents 'protection of the environment and fighting against climate change' should be a priority (55%), 'education and skills' (43%) takes second place and 'management of migratory flows and the integration of refugees' (42%) third place. These results prove the ecological awareness among a large part of the young population in Luxembourg.

Participation in global issues initiatives

The Faber and Boll report (2010, pp. 46-47) analyses the regular participation of young people in organisations and in public actions. Concerning organisations, less than 5% of young people indicated that they were participating in Third World groups, environment or animal protection NGOs, human rights or peace NGOs. A stronger participation was observed for girls in comparison to boys: around 70% of those committed to the above-mentioned NGOs were girls ([Faber & Boll, 2010](#), pp. 46-47; [MFI, 2010](#), pp. 286-290). Faber and Boll found that the mean percentage in all domains (environmental protection, north-south equity, peace, animal protection) for participation in public actions (signature campaigns, demonstrations, information desk, etc.) 'in any occasion' is 7.9%, whereas it is 22.8% for those participating 'sometimes' in this kind of actions ([Faber & Boll, 2010](#), p. 48).

The Flash Eurobarometer European Youth Youth on the Move ([European Commission, 2018](#)) examines the participation of adolescents and young adults (aged 15-30 years) in activities of various organisations. 6% of young people in Luxembourg said they participated in 'an organisation active in the domain of global climate change/global warming', whereas the mean value for the 28 EU member states is 5%. 8% of young people in Luxembourg stated they were active in 'an organisation promoting human rights or global development', whereas the mean value for all the member states is 7%.

Evaluation of teaching methods

The evaluation of teaching methods by students shows that innovative teaching is not very widespread: Only a minority of young people have experienced subjects or projects being treated in a related way, have had discussions with civil society actors or have participated in out-of-school classrooms.

When asked what their expectations concerning future education were, most of the young people wanted to acquire more competences and knowledge concerning sustainable development and wished for innovative teaching methods to be used more often ([Faber & Boll, 2010](#), pp. 10-12, 51-58).

The authors also discussed the role of political and citizenship education in the schools of Luxembourg. According to Agenda 21, the action plan resulting from the UN Conference on Environment and Development in Rio de Janeiro (1992), it is an undeniable fact that sustainable development needs the participation of citizens. Even if the Luxembourg government (according to its government programme) has recognised the necessity of citizenship education and of an opening of the educational system towards society, there is still a need for action, especially for revising school curricula ([Faber & Boll, 2010](#), pp. 63-65).

Another study, the national report of the international ICCS study (International Civic and Citizenship Education Study; [ministry of Education and Vocational Training & University of Luxembourg, 2010](#)), analysed the knowledge, values, attitudes and behaviour in the domain of civic education and citizenship of grade 8 pupils (mean age in Luxembourg: 14.6 years). Pupils were asked to participate in a cognitive test and to respond to a questionnaire. Teachers were also asked to fill in a questionnaire about their perception of citizenship education. The study observed that 17% of teachers had participated with their classes in environmental protection activities at school (compared to a mean value of 49% for all the countries) and 22% had participated in activities related to human rights (compared to 30%) ([ministry of Education and Vocational Training & University of Luxembourg, 2010](#), pp. 5, 8, 13, 42-43).

9.2 Administration and governance

Governance

The main governmental authority for youth's contribution to global processes of policy implementation and follow-up is the ministry of Education, Children and Youth. Further governmental administrations as well as public and non-public actors are involved in policy-making (see: [Cross-sectoral cooperation](#)). The ministry of Sustainable Development and Infrastructure is in charge of the development and implementation of environmental policy. The ministry of Foreign and European Affairs is in charge of development cooperation and humanitarian affairs.

Cross-sectoral cooperation

There are three inter-departmental authorities in charge of the definition and implementation of cross-sectoral policy:

1. The Inter-departmental Committee for Education of Sustainable Development (CIEDD; Comité interministériel pour l'éducation au développement durable) has been set up by the council of government in 2008 in the framework of the UN Decade of Education for Sustainable Development 2005-2014. Currently, it includes representatives from [11 ministries](#). It is in charge of the management of cross-sectorial cooperation and has drafted the [National Strategy of Education of Sustainable Development](#) (Apprendre le développement durable – agir pour l'avenir. Stratégie nationale d'éducation pour un développement durable)
2. The [Inter-departmental Commission for Sustainable Development](#) (Commission interdépartementale du développement durable) is composed of representatives from 17 ministry departments and one administration; it is in charge of the set-up, supervision and evaluation of the government's strategy on sustainable development
3. The [Inter-departmental Committee for Development Cooperation](#) (Comité interministériel pour la coopération au développement) is composed of representatives of the government. Each government member delegates one representative to become a member of the committee. Among other things, the committee provides advice on the main guidelines and coherence of the development cooperation policy.

Furthermore, the [Higher Council for Sustainable Development](#) (Conseil supérieur pour le développement durable), which gathers public and non-public stakeholders (government, NGOs, municipalities, professional chambers, etc.), is a forum for discussion on issues of sustainable development. It proposes research in the domain of sustainable development and gives advice on draft laws.

9.3 Exchanges between young people and policy-makers on global issues

Global issues exchanges with policy-makers at the domestic level

There are no defined top-level policies, programmes or projects in Luxembourg, but there are ad-hoc meetings between NGOs and policy-makers where global issues are discussed. In general, there is a high willingness of policy-makers to exchange views and discuss challenges with civil society stakeholders. Most of the ministries have installed working groups in which civilian representatives are involved. In May 2019, four so-called ClimateXchange-meetings have been organised by the ministry of Education, Children and Youth, the ministry of Agriculture, Viticulture and Rural Development and the ministry of Environment, Climate and Sustainable Development in close cooperation with the National Pupil Conference of Luxembourg. The meetings took place in different secondary schools across the country. Pupils were given the opportunity to participate actively in the development of a strategy to combat global warming. Afterwards, a pupil delegation presented a draft report to the government with the main results and conclusions of these meetings. The report will be taken into consideration for the preparation of the upcoming national energy and climate plan as well as the new strategic plan for agriculture.

Global issues were also on the agenda of the [2019 youth convention](#). This convention was entitled 'Youth Goals – your future, your objectives' and includes five workshops on different issues. One workshop dealt with sustainability and the related challenges for individual behavior and societal development.

Global issues exchanges with policy-makers at the international level

Luxembourg participates in the [UN Youth Delegate Programme](#) where delegates provide input to their delegation on issues related to youth and partake in their delegation's general work by attending meetings and informal negotiations. Youth delegates can participate in several inter-governmental meetings at the United Nations. Most official youth delegates participate in the General Assembly, but some also attend functional Commissions of the Economic and Social Council. Two young people from Luxembourg are attending the Programme in 2020.

9.4 Raising awareness about global issues

Formal, non-formal and informal learning

The Charter for Education of Sustainable Development (Charte 'Éducation au développement durable' [EDD]) is a key initiative to raise awareness about global issues by promoting global education. The charter defines objectives and quality criteria for educational activities in the field of sustainable development in formal, non-formal or informal education. The public and non-public institutions that have adopted the charter commit to orienting their offers in accordance with the defined objectives and quality criteria. The web page [bne.lu](#), launched in 2012, includes information on Education of Sustainable Development. The website is operated by the [Collaborative Circle of NGOs in the Field of Development](#) (Cercle de coopération des ONG de développement). It aims at conferring better visibility to NGOs, giving them the possibility to present their educational activities in a database. The website also serves as a platform of information and exchange between community life, educational community, young people and the general public. It offers an [overview of existing governmental and non-governmental organisations](#) active in the domains of education related to environment, development, citizenship promoting solidarity economy or world citizenship. Within the framework of the UN Decade of Education for Sustainable Development 2005-2014, a [National](#)

[Strategy of Education of Sustainable Development](#) has been published in 2011 by the Luxembourg government. This national strategy aims at:

- Creating networks between the actors
- Fostering their cooperation
- Integrating education of sustainable development into the school system (at all levels and in all educational settings, formal and non-formal)
- Installing a monitoring and evaluation system of the implementation of the strategy
- Integrating the strategy on a political and administrative level.

According to the national strategy, education of sustainable development should be integrated into the initial training of teaching and educational staff, as well as into their on-going training, with a view to having these important multipliers acquire the competences requested.

The strategy aims at fostering global education. Education of sustainable development is understood as the teaching of values: respect for others, of actual and future generations, respect of difference and diversity, of the environment and natural resources of our common planet.

Formal learning

As mentioned above, the national strategy on sustainable development aims at including sustainable development education into the initial and continuous training of teachers and educational staff for them to acquire the necessary competences to disseminate the message.

However, to date, global issues are not compulsory in school curricula of upper-secondary level education and are only dealt with occasionally in secondary schools, in the framework of school projects (projet d'établissement). Some schools have chosen to focus on environment and sustainable development issues in their projects. These concerns come far behind other fields such as transversal competences and interdisciplinarity, vocational guidance, opening to the outside world, internal communication, etc.

Other providers for pupils or school classes aiming at increasing the awareness on global issues include:

- Ecological centres (Centre de découverte de la forêt 'Burfelt' in Insborn, Centre d'accueil 'Ellergronn' in Esch/Alzette, Centre d'accueil 'A Wiewesch' in Manternach, Centre d'accueil 'Mirador' in Steinfort) offer activities for school classes (provided and funded by the ministry of Sustainable Development and Infrastructures)
- Regional infrastructures providing opportunities for teachers to organise activities with their classes in the framework of 'green classrooms' (Classes vertes) (e.g. [the House of Nature](#) [Centre de protection de la nature 'Haus vun der Natur'], operated by natur & ëmwelt in cooperation with the City of Luxembourg; the [Nature School Lasauvage](#) (Naturschoul Lasauvage), operated by the municipality of Differdange or the [Natural Park of Our](#) (Naturpark Our), operated by the municipalities Clervaux, Kiischpelt, Parc Hosingen, Putscheid, Tandel, Troisvierges and Vianden)

Non-formal learning

The [Youth Centre in Hollenfels](#) (Centre de jeunesse Hollenfels), operated by the National Youth Service, focuses on non-formal education in sustainable development. The centre offers activities and training programmes for teachers and school classes as well as for other interested groups. Working methods of the centre are characterised by an active, cooperative and participative approach.

The Luxembourgish Scouts Movement is another important provider of non-formal education, especially on environmental issues.

- The [FNEL Scout organisation](#) (Fédération nationale des éclaireurs et éclaireuses du Luxembourg) operates a [youth training centre](#) (Centre de formation jeunes 'Misärshaff'), which has received the environment label (Scout Centre of Excellence for Nature and Environment, SCENES) of the World Organisation of the Scout Movement. This means that the centre is committed to protecting the environment and promoting environmental understanding
- The [LGS Scout organisation](#) (LGS; Lëtzebuerger Guiden a Scouten) is also in charge of a [SCENES youth training centre](#) where it offers different training programmes and activities on environmental issues (Centre de formation et d'animation 'Neihaischen').

The [Climate Alliance of Luxembourg](#) (Klima-Bündnis Lëtzebuerg), coordinated by two NGOs, [Ecological Movement](#) (Mouvement écologique) and [Solidarity Third World](#) (astm; Action solidarité Tiers Monde), combines environmental and educational work with policy and with the support of solidarity projects in the southern regions of the world. Its objective is to achieve an integrated environmental and development policy. Climate Alliance contributes to awareness-raising in children and young people by offering various events and supplies, for instance: exhibitions, adventure bags, campaigns, teaching materials and workshops.

Another initiative is the [Centre for Ecological Learning Luxembourg](#) (CELL), founded in 2010 and launched in 2011. This non-profit organisation creates a space for experiencing lifestyles with a low impact on environment and for learning the skills that enable to live in post-carbon communities.

Educators' support

There is a large variety of activities available for teaching and educational staff. A compilation of actors in the field of education of sustainable development ([Recueil des acteurs de l'Éducation au Développement Durable](#)) provides an overview of the existing educational offers. Proposed by various NGOs and focusing on different topics, the activities presented in this compilation specifically address secondary school teachers.

[Solidarity Third World](#) (astm; [Action solidarité Tiers Monde](#)) is the main provider of activities concerning development education for young people but also for educators working with young people (e.g. in schools, youth centres).

A documentation centre on development cooperation (CITIM; [Centre d'information Tiers Monde](#)), operated by astm, offers instructional materials for educators and organises workshops in order to sensitise children and young people on global citizenship (see: [Pedagogical offers](#) on global learning). It is funded by the state's budget and donations.

Youth-targeted information campaigns on global issues

The documentation centre on development cooperation (CITIM; [Centre d'information Tiers Monde](#)) offers various workshops and training programmes that aim at informing young people about global issues.

In 2019, the first edition of the [fair on sustainable development education](#) took place. It was organised in joint collaboration by the ministry of Education, Children and Youth and the ministry of the Environment, Climate and Sustainable Development. The fair aims at bringing together government departments, schools and NGOs to present their offers of activities and educational materials on sustainable development. Furthermore, it offers opportunities for networking; it brings stakeholders in the sector into contact with teachers, educational staff and other multipliers.

Information providers

The website www.bne.lu aims at conferring a better visibility to NGOs. It gives them the opportunity to present their educational activities in a well-structured database which lists all governmental and non-governmental organisations active in the following domains: environmental education, development education, citizenship education promoting solidarity economy or world citizenship (bne.lu/organisations). The website

also provides an overview of activities offered by the different organisations (bne.lu/activites).

The Collaborative Circle of NGOs in the Field of Development ([Cercle de coopération des ONG de développement](#)) publishes a [list](#) of NGOs active in development education in Luxembourg. It provides information on their activities and on opportunities to take part in voluntary activities.

The [Voluntary Agency](#) (Portail du Bénévolat) provides information and sensitises pupils and their teachers on volunteering opportunities in different fields of sustainable development action.

Key initiatives

The initiative '[fair politics](#)' is coordinated by the [Collaborative Circle of NGOs in the Field of Development](#) (Cercle de coopération des ONG de développement). The website provides information about human rights and different issues on development aid policy (e.g. migration, agriculture, climate policy, tax justice). The '[Collective Tax Justice Luxembourg](#)' was initiated following the Luxleaks revelations. The collective brings together citizens calling for a public debate that questions the usefulness, legitimacy and qualities of the abusive exploitation of aggressive tax planning in Luxembourg. Beyond questions of tax policy, the collective also intends to tackle the issue of the excessive dependency of Luxembourg's economy on the financial sector, as well as the impact of the financial centre on real estate speculation, the competitiveness of small- and medium-sized enterprises and income inequality. The government published a leaflet ([S'engager avec la Coopération au développement et de l'Action humanitaire](#)) containing information on the opportunities available for young people to participate in humanitarian aid and international solidarity projects.

9.5 Green volunteering, production and consumption

Green volunteering

The [Centre for Ecological Learning Luxembourg](#) (CELL) offers informal volunteering opportunities and voluntary services. The Repair Café Luxembourg offers informal voluntary opportunities. [Transition minett](#) is an NGO that offers projects in the domain of urban gardening, sustainable consumption and renewable energies. Aiming at sensitising people with regard to these issues, this NGO offers opportunity for informal volunteering in different projects.

Green production and consumption

There are no top-level programmes or important actions targeting young people.

9.6 Intercontinental youth work and development cooperation

Intercontinental youth work cooperation

Programmes of voluntary service are implemented by the National Youth Service. Since 2009, a [Voluntary Cooperation Service](#) (SVC; Service volontaire de coopération) is proposed to young people aged 18 to 30 years.

SVC offers the possibility to commit to a cooperation project. Its objective is to raise awareness for the problems of developing countries, to provide a learning opportunity as well as to promote intercultural dialogue. For this programme, SNJ cooperates with the ministry of Foreign Trade/Direction of Development Cooperation (ministère des Affaires Étrangères/[Direction de la Coopération au Développement](#)) and the Collaborative Circle of NGOs in the Field of Development.

Scout movements also organise volunteering opportunities for young people. For instance, the NGO [Guiden a Scouten fir ENG Welt](#) manages development projects in Senegal, Niger, Bolivia and India. The organisation [ONGD-FNEL Scouts & guides pour le développement communautaire](#) develops projects in Nepal.

Similarly, schools may be active in supporting development cooperation: The secondary school Athénée de Luxembourg, for instance, took the initiative to create a non-profit organisation, coordinating all the school's Third World country projects ([Athénée - Action humanitaire](#)).

Development cooperation activities

In Luxembourg, 94 NGOs collaborate with the ministry of Foreign Trade/Direction of Development Cooperation in the domain of development cooperation. Young people may commit to volunteering activities in cooperation with these NGOs by contributing to awareness raising activities, formulating development projects, participating in fund-raising, drafting and research work. A published list of all NGOs approved by the ministry is available. The ministry offers work experience and training courses to students and contributes to travel expenses if the student provides a report. Furthermore, the ministry finances and selects young experts for UN and EU programmes ([webpage of the ministry](#)). The Luxembourg Development Cooperation Agency ([Lux-Development S.A.](#)) offers opportunities for young people interested in development cooperation after completion of secondary school. In the framework of bilateral cooperation projects, these young people may commit for a year and, after initial training at the agency, be sent to a developing country (i.e. Burkina Faso, Cape Verde, Mali, Niger, Namibia, Senegal, Nicaragua, El Salvador, Laos and Vietnam) ([webpage of the ministry](#)).

An additional support measure for volunteers is available in the form of special holidays granted for volunteering activities in the domain of development cooperation (congé de la coopération au développement). Six days a year may be granted.

An additional support measure for volunteers is available in the form of special holidays granted for volunteering activities in the domain of development cooperation (congé de la coopération au développement). 6 days a year may be granted. The general development goals of cooperation activities are defined by [Luxembourg's general development cooperation strategy](#). It includes four main objectives:

- Improving access to quality basic social services
- Strengthening inclusive governance
- Enhancing socio-economic integration of women and youth
- Promoting inclusive and sustainable growth.

The policy focus on the youth age group encompasses two fields of action: Strengthening of employability and promoting equal access to decent employment opportunities and entrepreneurship, by particularly targeting women and young people not engaged in education, employment or training (NEET) Fostering vocational training systems and craftsmanship, specifically with regards to ICT and green jobs and their alignment with local labour market needs.

9.7 Current debates and reforms

Forthcoming policy developments

At present, there are no forthcoming developments.

Ongoing debates

Political engagement and protest by young people to raise awareness of climate change is a major issue in Luxembourg and has strongly influenced the public debate in 2019 and 2020. With the Covid 19 pandemic, the climate debate has lost some of its visibility,

but it is still a very important issue, especially for young people. In the post-pandemic era, the issue will certainly become more prominent again.

One important debate focuses on migration and policy measures to handle the comparatively high number of migrants and asylum seekers from Third World countries. Main challenges are the provision of suitable accommodation for these people, language learning and social integration. Another prevailing debate is on the objectives of the policy paper '[The New European Consensus on Development: "Our World, Our Dignity, Our Future"](#)' which is a joint statement by the Council and the representatives of the governments of the member states meeting within the Council, the European Parliament, and the European Commission. The Luxembourgish NGO on development aid policy recently criticised the decisions defined, as they focus on fighting migration instead of increasing people's well-being and reducing inequalities in the world (see: [Statement](#)).

10. YOUTH WORK

This chapter gives an overview on structures and activities with regard to youth work in Luxembourg. Youth work in Luxembourg is provided by youth organisations and its volunteering members and the youth centres, or what is commonly known as open youth work. Generally, youth work in Luxembourg is based on non-formal and informal learning processes focused on young people and on voluntary participation. The development of quality standards and increasing funding over the last years and decades demonstrate the continuous professionalisation and increasing importance of youth work. The introduction of a framework for quality assurance and a systematic monitoring in 2017 marks a milestone in the development of youth work in Luxembourg.

10.1 General context

Historical developments

The historic origins of youth work in Luxembourg go back to the beginning of the 20th century when youth movements evolved. At that time, youth movements were strongly related to the church, and youth work was mainly provided by people doing voluntary work for young people. Over time, youth work in Luxembourg has moved from a political role to a more educational and social work role, due to the professionalisation of and growing public support for youth organisations. The foundation of the National Youth Council in 1960 and the National Youth Service in 1964 were important milestones in the context of this professionalisation of youth work in Luxembourg. At that time, youth organisations were not enthusiastic about the idea of a government youth work office. In the 1990s even, the leaders of the National Youth Council still demanded the dissolution of the National Youth Service and the reallocation of the support directly to youth organisations. Because of the ongoing professionalisation, the field of youth work has separated into two branches: the youth organisations with their volunteering members and the professional youth work (which is mainly offered by youth centres on the regional or local level, commonly known as open youth work) (Schroeder, 2014). During the 1990s, the professionalisation of youth work progressed further. The creation of a ministry for youth and the introduction of the occupation of child and youth care educators consisting of individuals who work in this field contributed to this development. The designated salaries of the various occupations in this field were defined in a collective agreement between trade unions and social work employers. Furthermore, this agreement allowed for numerous opportunities for mobility within the field of social work. After the 1999 elections, youth policy and youth work were integrated into the family ministry. This ministry is a 'generational' ministry, which is responsible for policies pertaining to children, young people, elderly people and disabled people. Youth work policy had thus moved closer than ever to social work policy, but was yet still seen as

being situated between education, social security and employment policies. After the 2013 elections, the [ministry of Education, Children and Youth](#) became responsible for youth policy and the educational and employment agenda of youth work gained in importance. With the introduction of a [framework of non-formal education for open youth work](#) in 2017 (règlement grand-ducal du 28 juillet 2017 portant établissement du cadre de référence national 'Éducation non formelle des enfants et des jeunes'), quality assurance and a systematic monitoring of youth work was established.

National definition or understanding of Youth Work

Youth work in Luxembourg includes professional youth work provided mainly by youth workers in youth centres and voluntary youth work provided mainly by youth organisations. This means that youth work is delivered by paid as well as unpaid and volunteer youth workers. Generally, youth work is based on non-formal and informal learning processes focused on young people and on voluntary participation. The main objectives of youth work in Luxembourg include (Schroeder, 2014): (1) Promotion of social integration of young people, (2) Organisation of leisure activities, (3) Promotion of the political participation in a democratic society.

10.2 Administration and governance of youth work

Governance

The department of youth of the [ministry of Education, Children and Youth](#) is the main actor in policy-making on youth work on the national level. It is in charge of the definition of the objectives of youth work and the coordination of policies in the field of youth work. It also supports NGOs (e.g. youth organisations) by funding and provides conceptual work for the open youth centres on the local or regional level. The National Youth Service is a point of contact, information, counselling and support for actors in the field of youth work. It is in charge of the youth work's quality assurance. According to the 2016 [revised Youth Law](#) (loi du 24 avril 2016 portant modification de la loi modifiée du 4 juillet 2008 sur la jeunesse), quality assurance is guaranteed on a regular basis. Furthermore, the National Youth Service offers training programmes and courses for young people and for professional youth workers. On the local or regional level, municipalities are important supporters of youth work. They provide funding for open youth work in the local youth centres and are involved in the conceptual work of youth centres.

Cross-sectoral cooperation

The cross-sectoral cooperation of youth work and its integration into other policy and practical fields has been strengthened during the last years. This includes mainly the fields of formal education and housing policy. The [2017 Law on Secondary Education](#) (loi du 29 août 2017 portant sur l'enseignement secondaire) includes the development of youth work services in schools. It aims at strengthening the link between schools and youth work. According to the law, schools are obligated to draft a school development plan (plan de développement scolaire) by which extracurricular activities in the field of non-formal education and youth work are defined. Youth work is also involved in the field of housing policy for young people. The [ministry of Education, Children and Youth](#), together with the [ministry of Housing](#), has inaugurated several specific youth housing units (Jugendwunnen) on the local level for young people between 18 and 30 years of age where they can get support and guidance from youth workers.

10.3 Support to youth work

Policy/legal framework

The objectives of youth work provided by services for young people (Services pour jeunes) are defined by the [1999 grand-ducal regulation](#) (règlement grand-ducal du 28 janvier 1999 concernant l'agrément gouvernemental à accorder aux gestionnaires de services pour jeunes). As stated in Art. 6.4, their objective is to 'participate in the development of a socio-cultural policy of democratisation by the provision of tools for participation by giving particular attention to social groups whose economic, social and cultural conditions are not favourable'. This regulation introduced also a system of governmental enablement to be granted to organisations implementing services for young people. This includes financial support granted to institutions on signing an agreement with the state which determines the services to be provided by the institution and the rules of payment, accounts and control. It also defines the objectives of open youth work, which are:

- Contributing to the development of young people in order to enable them to become aware of their abilities and to develop them, to experiment, to express themselves and to develop a critical, active and responsible citizenship
- Participating in the prevention, social and professional integration and integration on the local and regional level
- Encouraging users to organise themselves in groups, by promoting attitudes of self-confidence and solidarity and by fostering the integration of individual problems in a collective momentum
- Participating in the development of a socio-collective democratisation policy by providing tools for participation by focusing particular attention on social groups with less favourable economic, social and cultural conditions
- Ensuring, through various measures, young people's active participation in the design, implementation, management and evaluation of actions. These measures promote young people's involvement and work to implement projects on socio-cultural development at local or regional level.

An important [law regulating the quality aspects of youth service structures](#) was introduced in 1998 (loi du 8 septembre 1998 réglant les relations entre l'État et les organismes œuvrant dans les domaines social, familial et thérapeutique). Together with the [1999 grand-ducal regulation](#) (règlement grand-ducal du 28 janvier 1999 concernant l'agrément gouvernemental à accorder aux gestionnaires de services pour jeunes), it sets a frame for the relationships between the state, as an enabling agency, and non-public actors who provide social, family and therapeutic work. Every institution offering hosting, counselling, help, care, assistance, social training, activities or vocational guidance is eligible for state support. Financial support by the state will be granted to these institutions after signing a mutual agreement with the state, which outlines the services to be provided by the institution and the rules of payment, accounts and control. The [grand-ducal regulation of 28 July 2017](#) on the introduction of a national framework on non-formal education of children and young people (règlement grand-ducal du 28 juillet 2017 portant établissement du cadre de référence national 'Éducation non formelle des enfants et des jeunes') defines a system of quality assurance and a systematic monitoring in the field of youth work. Youth work particularly focuses on young people at risk of poverty or social exclusion and thus aims to ensure that all young people gain the opportunities and resources necessary to fully participate in economic, social and cultural life in Luxembourg.

Funding

Financial support for youth work is provided by the ministry of Education, Children and Youth. It is not possible to provide a comprehensive overview of funding of youth work because the field is very differentiated and youth work is funded by different schemes in

terms of institutions and degree of professionalisation (professional and voluntary youth work). The most reliable data on funding is available for the field of professional youth work under the legal framework of the [1999 grand-ducal regulation](#) (règlement grand-ducal du 28 janvier 1999 concernant l'agrément gouvernemental à accorder aux gestionnaires de services pour jeunes). All youth services for young people (Service pour jeunes) which have an agreement (in accordance to this regulation) are funded by public budget. The total budget was [€ 13 111 234](#) in 2018 and has increased to [€ 17 845 014](#) in 2020.

Youth centres are funded by the state and the municipality. Each of these fund always half of the total personnel costs. Buildings are provided or funded by the municipality and furnishings are funded by the state. The total budget of the National Youth Service was [€ 19 982 436](#) in 2018 and has increased to [€ 24 755 941](#) in 2020. Other youth initiatives (e.g. political youth parties) are funded by the budget line 'Subsides pour activités dans l'intérêt des jeunes' with a total amount of € 106 541 (in 2020).

Luxembourg is involved in the [European Solidarity Corps](#) which is the most important international funding sources for youth work activities in Luxembourg

Cooperation

There are several types of cooperation between youth work stakeholders:

- The '[Daachverband vun de Lëtzebuerger Jugendstrukturen](#)' (DLJ), the national umbrella organisation of 18 supporting youth services and 61 local youth centres, supports youth work. The main tasks of the DLJ include the promotion of exchanges, coordination and cooperation between members, support for the work of youth centres and services, increasing the awareness of open youth work and the representation of members' interests abroad in the relevant political bodies
- The commission of the national framework on non-formal education of children and young people (commission du cadre de référence national) is composed of representatives from different ministries (e.g. education, sports, culture, health) and other public bodies ([2016 grand-ducal regulation](#), Art. 1). It is in charge of elaborating and evaluating the national framework on non-formal education of children and young people
- The commission for lifelong learning (Commission de la formation continue) is composed of representatives from different ministries (e.g. education, sports, culture, health) and other public bodies ([2016 grand-ducal regulation](#), Art. 10). It is in charge of the validation and recognition of lifelong learning activities of youth workers
- The Higher Youth Council (Conseil Supérieur de la Jeunesse) is composed of 19 representatives from several organisations and administrations that are concerned with youth issues (including eight young representatives from youth organisations, four representatives from youth services, four representatives from organisations which work on behalf of young people, two student representatives, one representative of Syvicol, one representative from the National Assembly of Young People, one representative from the ministry in charge of youth policy and one representative from youth research) ([2015 grand-ducal regulation on youth](#), Art. 1).

10.4 Quality and innovation in youth work

Quality assurance

The National Youth Service is in charge of the quality assurance of professional youth work. According to the [revised Youth Law of 2016](#) (loi du 24 avril 2016 portant modification de la loi modifiée du 4 juillet 2008 sur la jeunesse), quality assurance is guaranteed on a regular basis. Furthermore, [the 1998 law](#) (loi du 8 septembre 1998 réglant les relations entre l'État et les organismes œuvrant dans les domaines social, familial et thérapeutique) regulates the structural quality of youth work in open youth

centres (e.g. number of employees, size of groups, infrastructure, and security standards). With the introduction of a [framework of non-formal education for open youth work](#) in 2017 (règlement grand-ducal du 28 juillet 2017 portant établissement du cadre de référence national 'Éducation non formelle des enfants et des jeunes'), quality assurance and a systematic monitoring has been established. The quality of results, e.g. indicators of personal development, acquisition of competences or educational success are explicitly not defined by this regulation. It rather aims at improving the quality of the learning environment and stimulating learning. An important element of the framework is that every youth centre has to define a concept of general action ('Concept d'Action Générale'). After the concept is reviewed positively by the National Youth Service and adopted by the ministry of Education, Children and Youth, it is valid for a period of three years. The concept includes four parts:

1. A pedagogical part describing the objectives of youth work and basic pedagogical principles on the local and regional level
2. Measures of self-evaluation
3. A definition of action fields in which projects for pedagogical quality assurance are implemented
4. A plan for further training of the educational staff.

With the adoption of the [2017 grand-ducal regulation](#) (règlement grand-ducal du 28 juillet 2017 portant établissement du cadre de référence national 'Éducation non formelle des enfants et des jeunes'), youth centres are required to fill out a logbook which contains detailed information on their visitors and the activities provided. The logbook includes information on five fields: (1) Description of members, (2) number of visitors per day, (3) number of participants in activities, (4) information, guidance, assistance, and (5) information on further training of educational staff. The youth centres' quality standards are supervised by regional agents of the National Youth Service. Besides a review of the documents (concept, the logbook and activity reports), the agents conduct interviews with the educational staff (once a year). These interviews address the concept, the specific objectives and the individual priorities of the youth centre. The results of these interviews form the evidence base for deducing strengths of and challenges to the youth centres. Besides this internal evaluation, there is an external evaluation to assess the entire programme.

Furthermore, quality assurance is conducted through professional standards and through specific funding mechanisms. Professional standards for professionals working with young people are defined by the [1999 grand-ducal regulation](#) (règlement grand-ducal du 28 janvier 1999 concernant l'agrément gouvernemental à accorder aux gestionnaires de services pour jeunes) (see: [10.5 Youth Workers](#)). Funding of youth work is regulated by the 1998 [law on quality aspects of youth service structures](#) (loi du 8 septembre 1998 réglant les relations entre l'État et les organismes œuvrant dans les domaines social, familial et thérapeutique) (see: [10.3 Support to Youth work](#)).

Research and evidence supporting Youth Work

The [Centre for Childhood and Youth Research](#) at the University of Luxembourg is the main youth research centre in Luxembourg. Research on youth work and the evaluation of youth work are essential parts of the research agenda. Research projects are jointly funded by the state and the University of Luxembourg.

Participative youth work

The [National Youth Service](#) organises conferences for youth workers on a regular basis. They aim at supporting and facilitating the exchange between youth work providers and youth workers.

'Smart' youth work: youth work in the digital world

[BEE SECURE](#) is a national initiative that specifically addresses media literacy and the safe use of new media by young people in Luxembourg (see: [6.8 Media literacy and safe use of new media](#)). Promoting media literacy and online safety through non-formal and informal learning is organised within the framework of the BEE SECURE initiative. BEE SECURE offers various training opportunities for youth workers and youth leaders on request, according to their specific needs and objectives. The pedagogical guidelines for youth centres ([Safe Internet in the youth centres](#)) are one main element. These guidelines include a charter on best practice with regard to online safety and also pedagogical tools for youth workers.

10.5 Youth workers

Status in national legislation

There is no legal framework for the profession of youth work per se. The professional background of youth workers ranges from educators with a secondary education diploma (with specialisation in education or health; university graduates with a bachelor's or master's degree e.g. in the field of educational/social science or psychology). The bachelor's degree in educational and social sciences ('Bacheloren sciences sociales et éducatives') offered by the University of Luxembourg is an important bachelor programme for students who desire to work with young people. Although no legal framework exists for the profession of youth work, professionals working with young people have to fulfil basic requirements with regard to educational degrees/diplomas. The requirements are defined by the [1999 grand-ducal regulation](#) (règlement grand-ducal du 28 janvier 1999 concernant l'agrément gouvernemental à accorder aux gestionnaires de services pour jeunes). Article 17 of this law calls for certain educational qualifications. Applicants must hold a Luxembourgish or equivalent foreign degree as a (among others) lawyer, psychologist, pedagogue, sociologist, curative educator, occupational therapist, social worker, social hygiene assistant, or teacher. Volunteers also have to fulfil specific qualification requirements (certificate for assistant facilitators ('brevet aide animateur') or its equivalent).

Education, training and skills recognition

The leave for youth workers (congé jeunesse) is a programme that supports the development of voluntary activities in young people. The leave for youth workers was introduced in 2007 and entitles young people to time off from work so that they can participate in voluntary activities within the country and abroad: internships, study days or seminars, holiday camps or clubs, etc. The modalities are regulated by the [grand-ducal regulation of 11 November 2008](#) defining the application modalities of the youth workers' leave (règlement grand-ducal du 11 novembre 2008 déterminant les modalités d'application du congé-jeunesse). Teachers, trainers, non-formal education workers and youth workers are offered the opportunity to receive training and certification related to the further development of their social and civic competences. The National Youth Service is the main provider of training opportunities in the field of non-formal education (see: [Pedagogical offers](#)). The [Training Institute of National Education](#) (IFEN; Institut de formation de l'Éducation nationale) provides training courses for elementary and secondary school teachers in civic education.

Mobility of youth workers

Youth workers have the possibility to take part in exchange programmes in the framework of the European Solidarity Corps initiative (see: [2.5 Cross-border mobility programmes](#)) and the Voluntary Cooperation Service (SVC; Service Volontaire de Coopération) (see: [2.4 Youth volunteering at national level](#)).

10.6 Recognition and validation of skills acquired through youth work

Existing arrangements

Political recognition of professional youth work has been strengthened over the past decades by the legislation framework and the laws adopted. Non-formal education was strengthened especially by the revised [2016 Youth Law](#) (loi modifiée du 24 avril 2016 portant modification de la loi modifiée du 4 juillet 2008 sur la jeunesse) and the [2017 grand-ducal regulation](#) (règlement grand-ducal du 28 juillet 2017 portant établissement du cadre de référence national 'Éducation non formelle des enfants et des jeunes') on the introduction of a national framework on non-formal education of children and young people. These legislations introduced a monitoring system for institutions of non-formal education (e.g. local youth centres) and define the objectives of non-formal education.

The formal recognition of non-formal education and learning in youth work is specified in the [2009 grand-ducal regulation on Youth](#) (règlement grand-ducal du 9 janvier 2009 sur la jeunesse). The National Youth Service is in charge of the recognition procedure. Furthermore, the [2010 grand-ducal regulation](#) (règlement grand-ducal du 11 janvier 2010 portant organisation de la validation des acquis de l'expérience pour la délivrance des brevets, diplômes et certificats prévue au chapitre V de la loi du 19 décembre 2008 portant réforme de la formation professionnelle) defines the validation of non-formal and informal learning procedure ('validation des acquis de l'expérience – VAE'). Furthermore, the certificate is an online tool that allows non-profit organisations to award their participants a certificate of competences. The tool is available to any organisation, club or institution offering training courses, projects or other activities on a regular basis. It is based on pre-defined skills and thereby fosters not only the skills' recognition, but also the development of a consistent definition of the various kinds of skills in youth workers.

Skills

There are no further top-level national policies and/or recognition mechanisms for specific skills and competences.

10.7 Raising awareness about youth work

Information providers

There are several information providers and counselling structures that aim at increasing awareness about youth work in Luxembourg (see: [Information providers / counselling structures](#)).

Key initiatives

Information providers and counselling structures are in charge of raising awareness with regard to non-formal and informal learning and quality youth work (see: [Information providers / counselling structures](#)).

10.8 Current debates and reforms

Forthcoming policy developments

The national framework on non-formal education of children and young people will be extended to other field of youth work, going beyond open youth work on the local level.

Ongoing debates

The implementation of the [2017 law on Secondary Education](#) (loi du 29 août 2017 portant sur l'enseignement secondaire), by which offers of youth work in schools were

introduced, is ongoing. Based on the initial experiences, further developments, on how youth work can be implemented in schools and which resources are required, are under discussion. Youth work in Luxembourg was and is still strongly affected by the Covid-19 pandemic. The work routine for many youth workers was fundamentally changed during the lockdown because most of the structures for young people were closed (such as youth centers but also projects and campaigns). A budget increase, which was initially planned for 2021, and the coming years can probably not be realised. As a result, in a mid-term and long-term perspective, there might be a certain stagnation regarding the recruitment of new personnel and the further development of new structures or projects in the field of youth work. A positive aspect is that providers of youth work were somehow forced to deal with the closure of the facilities and had to find digital solutions. This might be a promising impetus for the further development of methods of digital youth work and its implementation.

GLOSSARY

A

Assemblée nationale des jeunes – Luxembourgish youth parliament established by the 2008 Youth Law. It is constituted by delegates from youth organisations and NGOs working on behalf of young people, as well as individual young persons.

attestation de l'engagement – certificate that includes the date and duration of the volunteering commitment, the type of engagement, the tasks performed by the young volunteer, the description of achieved qualifications and a general statement describing the type of training.

B

baccalauréat international – a general baccalaureate degree recognised as an equivalent qualification to the secondary school diploma.

bénévolat – French term for voluntary activities.

C

cellule d'orientation – secondary school committee composed of teachers and educational staff carrying out school and vocational guidance at a school according to the reference framework.

classe d'accueil – class for newly arrived 12- to 15-year-old pupils in the Grand Duchy with no knowledge of either German or French; where pupils are taught French intensively and introduced to Luxembourgish.

Cellule d'accueil scolaire pour élèves nouveaux-arrivants (CASNA) – reception unit for newly-arrived pupils from other countries. The unit provides information on the Luxembourgish school system and available support measures. Reception in Luxembourgish, French, German, English, Portuguese, and other languages on request.

certificat de capacité professionnelle – professional degree that allows direct access to professional life, but also offers the opportunity of undertaking further studies (master craftsman training or higher technical studies).

certificat de l'engagement – certification for volunteering. To be considered for this certification, young volunteers under the age of 30 years must have completed either a minimum of 400 hours in a project or a minimum of 3 months in a voluntary service programme; young people who have participated in a training session of at least 150 hours are also eligible.

classe d'insertion pour jeunes adultes – class for newly arrived learners (aged at least 16 years) in the Grand Duchy; students are taught French or German intensively and receive basic training to prepare for technical secondary education or for the job market.

classes mosaïques – classes focusing on pupils with behavioural difficulties and identified as being at high risk of dropping out of education. In these classes, pupils are intensively monitored for a temporary length of time (between 6 to 12 weeks on average) in small groups and within alternative learning environments.

comité interministériel de la jeunesse – (founded in Luxembourg in 2010) – committee dealing with the exchange of information on youth between the ministries in charge of education, work, health, family, housing, sports, gender equality, culture and justice.

commission d'attestation – (introduced by the grand-ducal regulation of 9 January 2009 on Youth) – twelve-member committee in charge of the development, evaluation and recognition of volunteer experience.

Conférence Générale de la Jeunesse du Luxembourg (CGJL) – Youth Council of Luxembourg: umbrella organisation and interest group of young people and youth organisations in Luxembourg. Its main objective is to increase active participation of young people in society.
conseil supérieur de la jeunesse – an advisory board on youth issues, either of its own initiative or by request of the government.

congé jeunesse – leave of absence for youth workers. Persons responsible for activities for young people are entitled to a time off from work in order to participate in voluntary activities within the country and abroad, such as internships, study days or seminars, holiday camps or clubs, etc.

conseil supérieur de la jeunesse – advisory board studying youth-related issues, either of its own initiative or by request of the government. The council recommends reforms and innovations that aim at increasing the well-being of young people. It is established at national level and is not part of the Luxembourgish constitutional structure.

contrat d'initiation à l'emploi – specific employment contract for young people under 30 years of age. The Employment Fund reimburses a share of the basic salary compensation to the employer and pays all of the employer's social security costs.

contrat d'appui emploi – specific employment contract for young people under 30 years of age. The CAE enables both qualified and unqualified young people to receive practical and theoretical training if they have been registered with the National Employment Agency for at least 3 months.

D

diplôme d'aptitude professionnelle – professional degree that gives holders immediate access to professional life.

E

École nationale pour adultes (ENAD) – (previously called 'École de la deuxième chance') - educational provision addressing specific disadvantaged target groups and providing assistance to young dropouts to help them regain motivation. The scheme offers these learners specific training with a view to (re)integrating them into traditional secondary school education, an apprenticeship or into the job market. This type of education is available to early school leavers aged from 16 to 24 years.

enquête qualitative – an often used non-standardised research method in social research, during which the interviewees are given space to expand on their answers and accounts of their experiences and feelings. Moreover, their answers are not pre-categorised in the interview schedule.

enquête quantitative – research method, standardised or non-standardised, in which the survey participants provide an answer that corresponds to a number; the result can be used for statistical analysis.

F

formation professionnelle initiale – educational scheme aiming to provide general training, both theoretical and practical, with a view to obtaining a vocational qualification that leads to an official certificate.

frontalier – cross-border commuter, a person who works in one country but lives in another and returns there daily, or at least once a week.

G

Grande Région – 'Greater Region' including the area of Lorraine in France; Saarland and Rhineland-Palatinate in Germany; the Walloon Region and the French- and German-speaking communities of Belgium; and the Grand Duchy of Luxembourg.

H

I

Institut de formation de l'Éducation nationale (IFEN) – Training Institute of National Education, in charge of the development of continuing vocational training and promotion of lifelong-learning.

J

Jugendgarantie – a European programme implemented in Luxembourg in June 2014. The Youth guarantee ensures that all young people up to the age of 25 receive a [good quality offer](#) of employment, continued education, apprenticeship or traineeship, within four months of leaving formal education or becoming unemployed.

Jugendpakt – national Youth strategy that guides the political action taken by the government in relation to the Youth sector.

K

L

loi – Law. In the Grand Duchy of Luxembourg, either the [Parliament](#) or the Government may propose a bill. The right of initiative of the government is exercised by the presentation of 'bills of law' whereas the right of initiative of the Chamber of Deputies is exercised by the presentation of 'propositions of law'. Thereafter, these bills or propositions of law are especially subject to the opinion of the Council of State. After receiving notice of the Council of State, the proposition or bill is returned to Parliament. The Parliament has to hold a vote on the complete text of the bill or proposition a second time within three months of the first vote, unless the Parliament and the Council of State both decide to waive the second vote. The law finally adopted by the Parliament only enters into effect after it has been granted royal assent, enacted by the Grand Duke, and published in the '[Mémorial](#)' (the official journal of the Grand Duchy of Luxembourg).

M

N

O

Observatoire jeunesse – body in charge of monitoring youth issues with the mission to prepare, coordinate and initiate surveys, recommendations, analysis, studies and reports on the different aspects of the situation of young people in Luxembourg.

organisation de jeunes – association, active in the Grand-Duchy of Luxembourg, whose main objective is the work with young people. It may be a non-profit association or a foundation constituted in accordance with the 1928 law on associations and foundations.

P

Q

R

S

Service de Coordination de la Recherche et de l'Innovation pédagogiques et technologiques (SCRIPT) – the prime mission of the research and educational innovation department is to promote, implement and coordinate initiatives and research aimed at pedagogical and technological innovation throughout the Luxembourgish education system, as well as the development of quality assurance mechanisms in both the area of education and in the field of teaching practice. **Service National de la Jeunesse (SNJ)** – National Agency for Youth in Luxembourg, placed under the authority of the ministry of Education, Children and Youth, and contributing to the implementation of Youth policy. The SNJ is a contact point for information, counselling and support for young people and actors in the field of youth work. **Syvicol (Syndicat des Villes et Communes Luxembourgeoises)** – Association of Luxembourg Cities and Municipalities is composed of local representatives and promotes the interests of the cities and municipalities. It provides opinions on draft legislation which have an impact on the local level.

T

U

V

validation des acquis de l'expérience (VAE) – accreditation of prior and experiential learning. VAE offers an additional means of access to diplomas by the recognition of knowledge acquired through formal, non-formal and informal learning. VAE is applicable to everyone, regardless of age, level of study or professional status.

volontaire – a person who 'engages of completely free will, without being paid in terms of money, into an action serving another person or the community. Volunteering is a commitment of free will and unpaid, offered by persons acting for the interest of other persons or for the general interest in the framework of a structure going beyond mutual aid in the family or the circle of friends'.

W

X

Y

young people – persons no longer attending primary education or special schools and younger than 30 years.

Z

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Information from previous years can be accessed and freely downloaded through the PDF files below.

2019

[Luxemburg 2019.pdf](#)

2018

[Luxemburg 2018](#)

2017

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