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Institute for Research on Generations and Family - Youth Research

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Youth Policy in Luxembourg: Legislations, Strategies and Agendas in a European Perspective

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LE GOUVERNEMENT
DU GRAND-DUCHÉ DE LUXEMBOURG
Ministère de l'Éducation nationale,
de l'Enfance et de la Jeunesse



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I. INTRODUCTION

The present publication gives a comprehensive overview of youth policy governance in Luxembourg and its current developments by describing policies, legislations and objectives of youth policy within the main policy areas.

The publication is a follow-up of Youth Wiki, an initiative of the European Commission, which was realised by the University of Luxembourg in close cooperation with the Ministry of Education, Children and Youth and the Luxembourgish Erasmus+ Agency Anefore asbl.

Youth Wiki is a web-based tool providing a comprehensive overview of youth policy of the participating EU Member States. The project originated from the 'EU Youth Strategy' (Council of the European Union, 2009), which underlines the need for knowledge building and evidence-based youth policies.

The aim to plan European youth policy based on scientific evidence is not new. As early as 2001, the White Paper on Youth (European Commission, 2001) called for a greater understanding of the realities which concern young people. Youth Wiki is situated alongside a range of existing initiatives of the European Commission, which aim at fostering knowledge on the situation of young people in Europe. Examples include the European Commission's Youth Report, research from the European Knowledge Centre for Youth Policy (EKCY), the expertise of the Pool of European Youth Researchers (PEYR), or the dashboard of youth indicators.

From the perspective of politics, there are many reasons for strengthening the research on youth and thereby promoting a better understanding of the situation of young people. Diversity and complexity of societies have increased, so that reliable information on young people has become very important in order to get a better understanding of the current situation and to offer appropriate measures and programmes. Furthermore, politicians have to legitimise their policy, and they are expected to deliver arguments for their decisions which are not only based on subjective perceptions and attitudes but on reliable evidence. From the point of view of the European Commission, 'the information [provided by Youth Wiki] will lead to supporting policy actions and cooperation in the field of youth within the European Union and thereby lead to more evidence based policy-making, credibility and visibility of the youth field'. According to the European Commission, the users of Youth Wiki are 'external users such as youth workers or policy-makers to extract information in a dynamic way by country, theme or in multi-country comparison' (European Commission, 2016a, p. 2).

As on the European level also in Luxembourg, youth policy aims to base its policy on reliable evidence. With the introduction of the 2008 Youth Law, the evidence-based approach was regulated by law as a basic principle of national youth policy in Luxembourg for the first time (Chamber of Deputies, 2008a, Art. 2, 3). A cooperation agreement between the ministry in charge of youth policy (the Ministry of Education, Children and Youth, since 2013) 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 Youth Report, which is produced every five years, is a central element for evidenced-based policy in Luxembourg. As a scientific report on youth, it provides a comprehensive analysis of the situation of young people on a regular basis and delivers important evidence for the development of the Youth Pact.

The present publication deals with youth policy governance in Luxembourg and investigates the question of how legislations, strategies and agendas of youth policy in Luxembourg are oriented towards European youth policy trends. The presented results are based on the Luxembourgish data that were collected for the Youth Wiki project. Since the

report is focused on the main results, the content is slightly different than the content which is accessible on the webpage.

II. CONCEPT, METHODS AND DATABASE

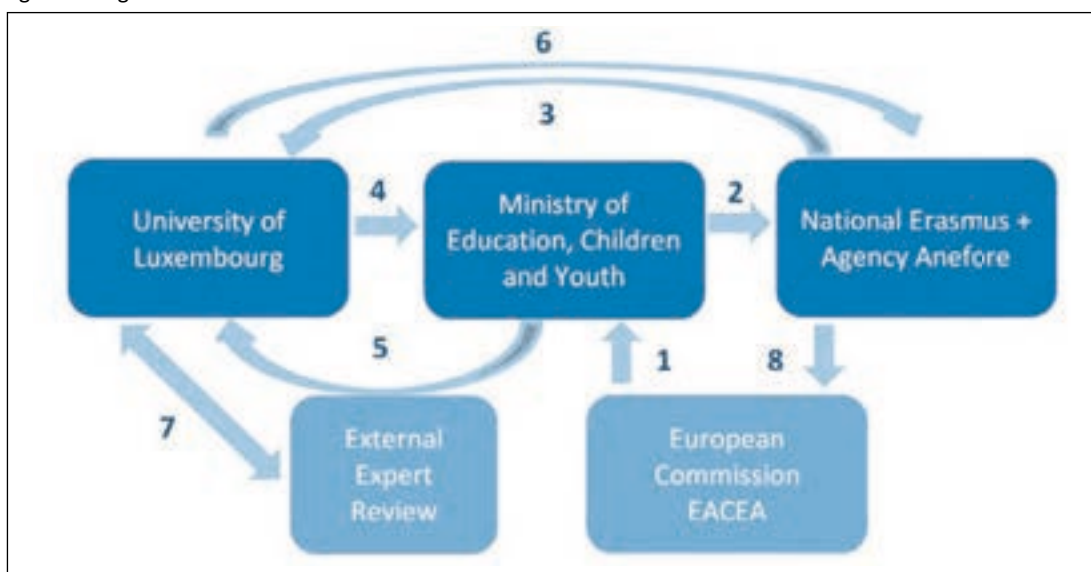
1. Concept and Methods

Youth Wiki is focused on the description of youth policies and provides qualitative information on policy and the situation of young people in Europe. It includes information on youth policy with regard to the eight fields of actions identified in the 'EU Youth Strategy' (2010-2018) (Council of European Union, 2009). Information covers the policy framework, laws and strategies, the main actors and the decision-making process, the organisation and funding of the activities. It includes eight fields of action identified in the 'EU Youth Strategy': (1) Voluntary Activities, (2) Employment and Entrepreneurship, (3) Social Inclusion, (4) Participation, (5) Education and Training, (6) Health and Well-being, (7) Creativity and Culture, and (8) Youth and the World.

The Education, Audiovisual and Culture Executive Agency (EACEA) bears the responsibility for the management of Youth Wiki. The National Erasmus+ Agency Anefore asbl has been nominated by the Ministry of Education, Children and Youth (which is in charge of youth policy) as National Correspondent for Luxembourg. The agency is responsible for providing the information requested in consultation with other national actors and authorities. The agency commissioned the University of Luxembourg as sub-contractor to provide the requested information on youth policy for the Youth Wiki project.

Figure 1 shows the organisation of the Youth Wiki project in Luxembourg. The Youth Wiki includes eight stages in which several actors are involved.

Figure 1: Organisation of Youth Wiki



Stage 1: The Education, Audiovisual and Culture Executive Agency (EACEA) of the European Commission invited representatives of the Ministry of Education, Children and Youth to designate a legal body to act as Youth Wiki national correspondent. The EACEA also defined the relevant issues of Youth Wiki, drafted a guide to content, determined the timeline and defined technical guidelines; it also provided the funding for the project.

Stage 2: The Ministry of Education, Children and Youth designates National Erasmus+ Agency Anefore to act as Youth Wiki national correspondent.

- Stage 3: The University of Luxembourg was designated to collect and analyse the requested data.
- Stage 4: The University of Luxembourg drafted the Youth Wiki chapters, and sent them to the Ministry of Education, Children and Youth.
- Stage 5: The ministry reviewed and validated the drafts by adding comments or amendments if necessary and returned them to the University of Luxembourg.
- Stage 6: The University of Luxembourg revised the drafts if necessary and sent them to the National Erasmus+ Agency Anefore.
- Stage 7: External experts reviewed the documents to ensure their quality and readability.
- Stage 8: The National Erasmus+ Agency Anefore published the drafts on the website by the use of a specific tool provided by the EACEA.

2. Database

The collected data and information are based on desk research, the summary, collation and/or synthesis of existing data. The following sources of data or documents were used:

- Official documents: laws, decrees, directives, regulations, framework guidelines, steering documents and similar public acts detailing the content of top-level policies and strategies in the field of youth.
- Studies/analyses/official evaluations: Information from studies, surveys, analyses or assessments/evaluations conducted directly by public authorities or commissioned to research centres, experts, think tanks and the like.
- National data and statistics: Administrative or research data and statistics on young people.

The Commission has drafted a Guide to Content which assists the national correspondents in identifying the information and drafting the content for the chapters composing the Youth Wiki. This ensures that all national correspondents deliver information in the same way. The Guide to Content sets the structure of the document by prescribing chapters and sub-chapters with compulsory headings and sub-headings. It also gives a very detailed description of the requested information for each chapter.

III. STRATEGIES AND GOVERNANCE OF YOUTH POLICY IN LUXEMBOURG

This introductory chapter on youth policy gives an overview of youth policy strategies and governance in Luxembourg.

The tasks and objectives of Luxembourgish Youth Policy were first regulated by law in 2008. According to the 2008 youth law (Chamber of Deputies, 2008a), youth policy is guided by three strategic orientations: participatory, cross-sectorial and evidence-based.

The main political structures by which these orientations are implemented are the youth observatory, the National Assembly of Young People, the interdepartmental committee but also the obligation to publish a national report on the situation of young people every five years.

The Ministry of Education, Children and Youth 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.

1. Target population of Youth Policy

The age range of young people is defined by the 2008 Youth Law (Chamber of Deputies, 2008a, Art. 3). According to this law, the age range of young people, defined as male and female children, adolescents and young adults, extends from birth to the 30th birthday. Young people are classified into three age groups:

- children under the age of 12 years;
- adolescents between the age of 12 and 18 years; and
- young adults of at least 18 years of age and younger than 30.

The revised 2016 Youth Law (Chamber of Deputies, 2016a, Art. 3) has not changed the overall age range (from 0 to the 30th birthday), but introduced a new differentiation concerning ages in the group of children. Specifically, children under the age of 4 are classified as 'young children'; the group of 'school children' includes young people aged 4 or more but less than 12 years, enrolled in school education (or children older than 12 years of age attending primary school or enrolled in an institution of special needs education). These two groups thus represent the age group of 'children'. In this law, 'young people' are defined as persons no longer attending primary education or special schools who are younger than 30 years. This age group is the main target group of youth policy in Luxembourg.

In several other legislations, provisions regarding young people define age groups differently. For instance, the law on legal protection of children and young people (Chamber of Deputies, 1992) addresses only minors; the labour legislation (Chamber of Deputies, 2006a) 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.

2. National Youth Law

After more than a decade of youth policy development, the first Youth Law was introduced in 2008 (Chamber of Deputies, 2008a). It was revised eight years later by the 2016 Youth Law (Chamber of Deputies, 2016a), which introduced some important modifications to the

law. Furthermore, there are three Grand-Ducal regulations that define the implementation of the youth laws:

- the 2009 Grand-Ducal regulation on youth (Chamber of Deputies, 2009a) that refers to the 2008 Youth Law (Chamber of Deputies, 2008a);
- the 2016 Grand-Ducal regulation (Chamber of Deputies, 2016b) that refers to the revised 2016 Youth Law (Chamber of Deputies, 2016a);
- the 2016 Grand-Ducal regulation on quality assurance (Chamber of Deputies, 2016b) that refers to the revised 2016 Youth Law (Chamber of Deputies, 2016a); and
- the 2017 Grand-Ducal regulation on the introduction of a national framework on non-formal education of children and young people (Chamber of Deputies, 2017a) that refers to the 2008 Youth Law (Chamber of Deputies, 2008a).

The 2008 Youth Law (Chamber of Deputies, 2008a) sets the frame 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; and
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:

- 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.
- 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.
- 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 an 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); and
- 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).

The revised Youth Law of 2016 (Chamber of Deputies, 2016a) introduced some important modifications with regard to the objectives and the alignment 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); and
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 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). 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; and
4. the establishment of a supervision mechanism of the quality assurance system in close cooperation with research institutions.

3. National Youth Strategy

The National Youth Strategy, first published in 2012, is defined by the Youth Pact (Ministry of Family and Integration, 2012). The 2012 Youth Pact is the national youth strategy which guides the political action taken by the government relating to youth. The choice of themes is the result of the findings of the national report on the situation of young people in Luxembourg (Ministry of Family and Integration, 2010) 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. Initially introduced in 2012, it covers the period from 2012 to 2014. The second Youth Pact was published in 2017 (Ministry of Education, Children and Youth, 2017a); it defines the national youth strategy for the period from 2017 to 2020.

The 2012 Youth Pact

The 2012 Youth Pact (Ministry of Family and Integration, 2012) outlines five action fields and defines different objectives to support the young people of Luxembourg. Specifically, these are:

1. Manage the transition from school to the labour market by providing:
 - better information and guidance; and
 - better support.
2. Achieve a successful start in adult life by:
 - preventing isolation of disadvantaged families;
 - creating housing structures for youth in distress;
 - facilitating housing access; and
 - developing the quality of socio-educational care.
3. Foster the well-being of young people by:
 - promoting the use of new media regarding information and communication preventing the problematic use of psychoactive substances;
 - promoting emotional and sexual health;
 - implementing the educational project: 'school climate';
 - implementing the national strategy on the mental health of children and youth;
 - helping and protecting youth in distress;
 - promoting a balanced diet and physical activity;
 - reducing morbidity and mortality of young people by implementation of violence and accidents prevention measures; and
 - promoting the integration of children and young people with specific needs.
4. Establish young people as stakeholders by:
 - eliminating gender boundaries;
 - promoting and developing youth participation;
 - promoting and extending participation opportunities;
 - promoting the access to culture; and
 - implementing the national action plan regarding integration and the fight against discrimination.

5. Scientific monitoring of youth policy:
 - in order to get a better comprehension and knowledge of youth in Luxembourg; and
 - by preparing the editing of the second national youth report.

Although the 2012 Youth Pact (Ministry of Family and Integration, 2012) 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).

The Youth Pact also presents a number of cross-sectorial priorities and, thus, is in line with the 2008 Youth Law (Chamber of Deputies, 2008a) that calls for the cross-sectorial approach of youth policy. The most important priorities are:

- coordination of the measures of different actors and agencies, which target young people at risk for social exclusion;
- greater efficiency of existing measures;
- realisation of prevention measures and family support;
- anchoring of measures into structures and institutions at the local level; and
- use of participative methods and involvement of young people.

Since 2010, in an interdepartmental committee for youth, the Luxembourg 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 published in 2010 (Ministry of Family and Integration, 2010). 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.

The Youth Pact 2017-2020

The second Youth Pact 2017-2020 (Ministry of Education, Children and Youth, 2017a) deals with the transition from youth into adulthood. Just like its predecessor, the 2012 Youth Pact (Ministry of Family and Integration, 2012), the Youth Pact 2017-2020 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 by this committee on an annual basis. The methods and procedures of the 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. It defines 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); and

- 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; and
 - 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; and
 - develop the concertation between the political stakeholders in order to formalise a sustainable strategy of the Youth Guarantee.
2. Youth and housing
- develop and formalise 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'; and
 - 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'); and
 - 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; and
 - 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; and
 - 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).

The interdepartmental committee for youth prepares and 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. The Youth Pact describes specific actions. In addition to describing specific actions, the Youth Pact defines deadlines to meet these as well as the political level of implementation (national, regional, local), the target group and the involved public authorities (e.g. ministries, public administrations, youth services) (Ministry of Family and Integration, 2012, pp. 6-7).

4. Youth Policy Decision-Making

At national level, youth policy falls within the competence of the Ministry of Education, Children and Youth. Youth policy is regulated and coordinated by the department of youth within this ministry. According to the 2008 Youth Law (Chamber of Deputies, 2008a), youth policy in Luxembourg is guided by three strategic orientations: participatory, cross-sectorial and evidence-based. These orientations are implemented by (see Residori, Reichert, Biewers-Grimm & Willems, 2015):

- The interdepartmental committee youth: composed of representatives of different governmental departments, it is the coordinating authority within the implementation process of cross-sectorial youth policy; it advises the government on youth policy projects, makes proposals, promotes the cross-sectorial process and coordinates actions with other cross-sectorial government strategies.
- The Youth Report: an empirical documentation produced every five years, providing a scientific analysis on the situation of young people; it delivers important evidence for the development of the Youth Pact.
- The national structured dialogue aiming to enhance 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. Every 12 to 18 months, meetings with youth groups from different backgrounds are organised to discuss and collect the opinions about and suggestions on different elements of the youth policy (e.g. employment) (see: Consultation of Young People).

On the local level, 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 is not a legislative authority and only serves in an advisory capacity. Municipalities and youth organisations play an important role, as they implement national initiatives at the local level. Financial support from the state to municipalities for investing in buildings and equipment on behalf of young people is linked to the Municipal Youth Plan, which includes the active participation of young people (Chamber of Deputies, 2008a, Art. 17 & 19).

The National Youth Service contributes to the implementation of youth policy. It was founded in 1984 as a public administration placed under the authority of the Ministry of Education, Children and Youth. 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 Youth Law of 2016 (Chamber of Deputies, 2016a), 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 youth in the economic, social and cultural life (e.g. Youth in Action programme and other national voluntary services);
- 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+); and
- contribute to the development of communal or intercommunal youth plans.

According to the 2016 Grand-Ducal regulation (Chamber of Deputies, 2016b), 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; and
5. quality development.

With the 2017 law (Chamber of Deputies, 2017b), the tasks of the National Youth Service were enlarged. It is in charge of supporting young people in their transition to the world of work by setting 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 to maintain school attendance and ensure follow-up of school leavers. Furthermore, the National Youth Service is in charge of the supervision of the quality of the pedagogical work with children and youth in the institutions of non-formal education (e.g. child care, youth work).

5. Cross-sectorial approach with other ministries

The cross-sectorial approach is a basic principle of youth policy in Luxembourg. The interdepartmental committee is in charge of managing the government actions concerning the implementation of the cross-sectorial 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 (Chamber of Deputies, 2016b). 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; and
- to coordinate these measures with others that have been selected in the context of other transversal governmental strategies.

The Youth Pact, which guides political action of the government in the field of youth, is an action plan that explicitly implements cross-sectorial 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'.

6. Evidence-based youth policy

The evidence-based approach is a basic principle of national youth policy in Luxembourg (Chamber of Deputies, 2008a, Art. 2, 3).

The research group 'Youth Research: Context and Structures of Growing-up' at the University of Luxembourg is the main youth research group in Luxembourg. From an interdisciplinary perspective, this group investigates the situation of young people utilising a multi-methodological approach. 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, since 2013) 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. A forum for interaction and ongoing dialogue between the worlds of politics and administration on the one hand, and the academic world on the other, has thus been established to address issues concerning young people. The steering committee adopts the research centre's work plan and budget.

According to the 2008 Youth Law (Chamber of Deputies, 2008a, Art. 15, 1), the ministry in charge of youth policy (the Ministry of Education, Children and Youth, since 2013) has to present a national report on the situation of young people to the parliament every five years. It delivers important evidence for the development of the Youth Pact.

The first national youth report was published in 2010 (Ministry of Family and Integration, 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) (Ministry of Family and Integration, 2011).

The second youth report was published in 2015 (Ministry of Education, Children and Youth & University of Luxembourg, 2015a). Unlike the first general report, this report focuses on a specific topic: the transition from youth into adulthood. It (a) describes the different ways of young peoples' transition into adulthood, (b) documents the support services in Luxembourg that are specifically aimed at young people and (c) analyses the experiences and evaluations of those services from the perspective of young people (A summary in English was published in 2015) (Ministry of Education, Children and Youth & University of Luxembourg, 2015b).

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. Both features increase the transparency and visibility of research not only to students and researchers, but also to the media and to field workers. By providing knowledge and information, the Centre plays an active role in promoting evidence-based policy-making in Luxembourg.

The national report on education (Ministry of Education, Children and Youth & University of Luxembourg, 2015c, 2015d) 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 (Chamber of Deputies, 2009b), a report on the quality of the educational system has to be prepared every five years. The first national report on education was published in 2015. It contains two parts: The first part presents key numbers related to the formal educational system (Ministry of Education, Children and Youth & University of Luxembourg, 2015c) and the second part (Ministry of Education, Children and Youth & University of Luxembourg, 2015d) is an edited book in which different authors present their scientific analyses of the educational system.

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 Research and Innovation in Social Work, Social Pedagogy, Social Welfare at the University of Luxembourg. The research priorities of the institute can be characterised by these three aspects: (1) Life-worlds, Social Support and Social Networks, (2) Transitions during the Life Course and (3) Transformations and Changes in Social Work.
- 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, the psychological and vocational guidance centre and the coordinating service for educational and technological research and innovation 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. 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.
- 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, 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 applies the age groups under the age of 25 and from 25 to 29 and thus displays the number of young unemployed.

In 2016, the total budgetary allocation for cooperation agreements with research institutes in the field of youth is 448 500€ (2015: 418 500€) (Government of the Grand-Duchy of Luxembourg (2016b)). 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 institutionalized 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.

7. Funding youth policy

Youth policy is funded by the government budget. The overall budget of the children and youth department is 386 319 741 € (this corresponds to 20% of the ministry's budget and 3% of the government's total budget) in 2015 and 425 148 344 € (this corresponds to 30.9% of the ministry's budget and 3.2% of the government's total budget) in 2016, whereas the largest portion is used for childcare service provision. The budget for youth related services is 12.3 million in 2015 and 14 million € in 2016. (Government of the Grand-Duchy of Luxembourg, 2015, 2016a).

Due to the cross-sectorial 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 (e.g. youth centers, associations). Youth projects in Luxembourg also use EU funds (e.g. Erasmus + projects, Outreach Youth Work).

8. Cross-border cooperation in the youth field

In Luxembourg, there are many cross-border programmes and projects in the youth field. Currently, there are international cooperation actions in the framework of voluntary programmes:

- The National Youth Service is in charge of the implementation and monitoring of the European Voluntary Service. This programme allows young people (aged 18 to 30 years) to volunteer in a foreign country at various public utility projects (environment, arts and culture, activities for children, young or elderly people, cultural heritage, sports, etc.) for a period of 2-12 months.
- The Voluntary Cooperation Service (SVC; Service Volontaire de Coopération) allows young residents to go abroad to a developing country. This programme was implemented in partnership with the Directorate of Cooperation of the Ministry of Foreign Affairs. Volunteers are sent to organisations approved as a non-governmental development organisation (NGDOs) and as a voluntary service organisation.
- The International Volunteer Programme (VIF; Volontaire internationale de la Francophonie) enables Francophone youth (ages 21 to 34 years) the opportunity to provide their knowledge and expertise for a development project and to gain international mobility experience within the francophone world. These volunteer missions take place within Francophone institutions wishing to benefit from the support of a volunteer for projects.
- The Ecological Citizen Service in the Greater Region programme has been developed in cooperation with the neighbouring countries (bordering sections of Belgium, France, and Germany) of the so-called Greater Region. It is a voluntary service that allows young people between the ages of 18 and 25 years to gain training and orientation experience and to participate in a project focusing on the environment and sustainable development in the Greater Region.

On the policy level, Luxembourg is engaged in the following cross-border cooperation in the youth field:

- The Youth Working Party prepares items for discussion by EU ministers for youth. Its work includes youth issues such as: participation and active citizenship, including through 'structured dialogue', solidarity and social inclusion of young people, recognition of the value of informal and non-formal learning, youth work, opportunities for young people in education and training and in the labour market. The working party also deals with youth issues related to other sectors such as education, employment, health and well-being and sport. This work is coordinated with the other relevant working parties.
- The permanent working group on youth and work, a cross-border cooperation project in the Greater Region which is presided over by Luxembourg. 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.
- The European Knowledge Centre for Youth Policy (EKCYC). Its online database provides the youth sector with a single access point to reliable knowledge and information about the situation of young people across Europe. EKCYC aims at enhancing knowledge transfers between the fields of research, policy and practice through the collection and dissemination of information on youth policy, research and practice in Europe and beyond. The Ministry of Education, Children and Youth has designated a youth researcher as a national correspondent representing Luxembourg.

- The Expert Group on EU Youth Indicators which has developed a dashboard of youth indicators in order to provide a quick and comprehensive cross-sectorial view of the economic and social situation of young people in the EU. The dashboard is the result of the extensive contributions and successful deliberations of the expert group and is presented in a Commission Staff Working Document on EU Indicators in the Field of Youth released in 2011.

IV. YOUTH POLICY IN THE EIGHT EU YOUTH STRATEGY FIELDS

1. Voluntary Activities

The present 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 because voluntary activities are undertaken by a high number of Luxembourgish young people. The legal basis of youth volunteering was introduced in 1999 and of Youth Voluntary Service in 2007. These laws regulate volunteering on both the national and international level.

The Ministry of Education, Children and Youth is the main public authority in the field of policy on voluntary activities of young people. Anefore is the agency in charge of the implementation of the European youth voluntary service (Erasmus+ Programme) and the National Youth Service is in charge of other volunteering programmes (e.g. National Voluntary Service).

Possibilities and limitations of the recognition of acquired skills was an important point of discussion in Luxembourg over the last years. Mechanisms of skills recognition have been introduced in the meantime.

1.1 General context

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.

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, 2009).

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. From a legal point of view, this period 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 (Chamber of Deputies, 1994), the 1999 Law on Voluntary Service (Chamber of Deputies, 1999a) and the 2007 Law on Youth Voluntary Service (Chamber of Deputies, 2007). 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 was published in Luxembourg (SPES, 2009).

1.2 Administration and Governance

Voluntary activities of young people take place within different non-profit organisations in Luxembourg. They can be distinguished as activities either with or without the legal basis of the 2007 Law on Youth Voluntary Service (Chamber of Deputies, 2007).

Youth Voluntary Service is strictly regulated by the 2007 Law on Youth Voluntary Service (Chamber of Deputies, 2007). Specifically, voluntary service is a full-time activity, not paid, of general interest and based on the volunteer's personal decision of free will. According to the law, voluntary service excludes from having another paid job (Art. 2, 3). 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.

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.

The main public actor involved in policy-making on youth volunteering is the Ministry of Education, Children and Youth, whose public administration, the National Youth Service, implements the voluntary service for young people below 30 years of age. However, it is worth mentioning that the promotion of volunteering in general is placed under the responsibility of the Ministry of Family Affairs, Integration and the Greater Region. As a result of this, the target age groups of initiatives and policies sometimes overlap.

Several non-public actors also take part in the implementation of youth volunteering:

- The Youth Merit Luxembourg Foundation 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 is an important nationwide contact point that provides information on youth volunteering and the voluntary service.

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.

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

- The Voluntary Agency 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.

- The Higher Council for Voluntary Work is a national institution that promotes volunteering and acts as an advisory body to the government in the field of voluntary work.

1.3 National Strategy on Youth Volunteering

Youth volunteering is an important issue of youth policy in Luxembourg. Promoting youth volunteering is often associated with other objectives, such as fostering non-formal learning, youth participation and social integration.

An important reference is the 2008 Youth Law (Chamber of Deputies, 2008a) which describes the mission of the National Youth Service on youth volunteering. It outlines the tasks of providing support of the volunteering activities of young people and organising programmes of the voluntary service (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 from voluntary activities (Art. 7i). Procedures concerning the training of youth workers (animateurs, aide-animateurs) as well as conditions concerning the recognition of volunteering experiences of young people are regulated by the 2009 Grand-Ducal regulation (Chamber of Deputies, 2009a). The Youth Law further states that authorities will enhance volunteering by contributing to the support of organisations (Art. 15,4).

Promoting and developing voluntary activities is also one among other objectives outlined in the 2012 Youth Pact, the national youth strategy which guides political action of the government in the field of youth. Under the objective 'promote and develop youth participation' it calls to strengthen the participation of all young people in associations and at voluntary activities. Under the objective 'better support', the youth pact also calls for the financial perpetuation of the Voluntary Guidance Service, a voluntary programme that especially focuses on young people with fewer opportunities.

The Youth Pact 2017-2020 (Ministry of Education, Children and Youth, 2017a) 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 to foster the collaboration of different stakeholders in the field of youth participation.

1.4 Laws and Regulations on Youth Volunteering

According to the 2007 Law on Youth Voluntary Service (Chamber of Deputies, 2007), the voluntary service addresses young people below the age of 30 years, who have successfully completed mandatory schooling (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 legislation confers benefits on young volunteers like pocket money (Art. 5,2 (9) and Art. 6,4), subsistence allowance (Art. 6 (6)) and third-party and social insurance (Art. 5,3 (1) and (2) and Art. 6,5).

The law not only 'foresees measures that encourage volunteers to participate to 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, 2009, p. 227).

Standards of quality are also defined by the 2007 Law on Youth Voluntary Service (Art. 3) (Chamber of Deputies, 2007). 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 meet several requirements that are reviewed and supervised by the commission. They 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.

1.5 Youth Volunteering at national level

In Luxembourg, three national voluntary services do exist. All of them have their legal basis defined in the 2007 Law on Youth Voluntary Service (Chamber of Deputies, 2007). These services can be described as follows:

1. National Voluntary Service (SVN; Service Volontaire National):

The SVN 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 (Successful Transitions to Training and Employment) (Participants in the SVN (former Voluntary Guidance Service) in 2015: 270; Ministry of Education, Children and Youth, 2016, p. 35).

2. Voluntary Cooperation Service (SVC; Service Volontaire de Coopération):

The SVC 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 2015: 26; Ministry of Education, Children and Youth, 2016, p. 36).

3. Civic Voluntary Service (SVCi; Service volontaire civique):

The SVCi offers a learning and orientation experience, and aims at developing solidarity between young people, promoting active citizenship and fostering mutual understanding. The target group consists of young residents of Luxembourg between the ages of 18 and 30 years who wish to participate for a period of 3-12 months (Participants in the Civic Voluntary Service in 2015: 71; Ministry of Education, Children and Youth, 2016, p. 36).

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 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 National Youth Service has published a list of eligible activities (National Youth Service, 2013). The modalities are regulated by the Grand-Ducal regulation of 11 November 2008, which defines the modalities of application of the leave for youth workers (Chamber of Deputies, 2008b). 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 2015, a total of 493 individuals requested this special leave; 446 applications were granted (corresponding to 2.110 hours) (Ministry of Education, Children and Youth, 2016, p. 38).

The total amount designated for the voluntary services is 150 000€ (2015 and 2016) for operational costs and 2 380 000€ (2015) or 2 280 000€ (2016) 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 2016 it corresponded to 335 000€ (Government of the Grand-Duchy of Luxembourg (2015, 2016b).

A large number of voluntary activities 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 (Chamber of Deputies, 2016a), 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 (a) activities for young people (2015: 115 752€; 2016: 115 752€) and (b) clerical expenses of youth organisations and organisations in charge of organising leisure activities for young people (2015: 90 000€; 2016: 90 000€). Some youth organisations are also funded on the basis of an agreement with the Ministry of Education, Youth and Children.

1.6 Cross-Border Mobility Programmes

Luxembourg participates in the European Voluntary Service (SVE; Service Volontaire Européen) which is part of the European Erasmus+/Youth in Action programme. The National Youth Service is in charge of the implementation and monitoring of the European Voluntary Service. This programme allows young people (aged 18 to 30 years) to volunteer in a foreign country at various public utility projects (environment, arts and culture, activities for children, young or elderly people, cultural heritage, sports, etc.) for a period of 2-12 months.

The objectives are manifold: professional orientation, personal engagement, intercultural competences, self-development, overcoming limitations, participation and

citizenship. In 2015, 21 volunteers from Luxembourg participated in this program, and the European Voluntary Service received a total amount of 333 780€ in EU funds (Ministry of Education, Children and Youth, 2016, p. 39). The evaluation of the European Voluntary Service is ensured by the Luxembourgish participation at the research-based analysis of youth in action (RAY).

Two additional cross-border programmes are active in Luxembourg:

1. Ecological Voluntary Service in the Greater Region (SCEGR; Service civique écologique en Grande-Région):

This Ecological Voluntary Service in the Greater Region was introduced in September 2015. It enables young people between the ages of 18 and 25 years to gain training and orientation experience by working in a project related to the environment and sustainable development in the Greater Region (border regions in Belgium, France and Germany). This voluntary service lasts for a period of 9 to 12 months.

2. French-Luxembourgish Voluntary Service (SciFL; Service civique franco-luxembourgeois):

This French-Luxembourgish Voluntary Service was introduced in December 2014. It evolved from an agreement between the Civic Service Agency in France and the National Youth Service in Luxembourg. The rules and regulations of the SciFL programme are very similar to those of the national Civic Voluntary Service. Annually, the Voluntary Service allows 10 French young people to participate in voluntary service in Luxembourg and 10 Luxembourgish young people to participate in voluntary service in France.

1.7 Raising Awareness about Youth Volunteering Opportunities

The main body responsible for disseminating information on youth volunteering opportunities is the National Youth Service. It is in charge of supporting networks of volunteering organisations, assisting with young volunteers and promoting volunteering opportunities.

The Youth Information Centre 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 National Voluntary 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 National Voluntary Service to youth in Luxembourg (Successful Transitions to Training and Employment) (Koch, Mierzowski & Hänisch, 2014):

- The 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.
- The Centre of psycho-social and educational support (CPAS; Centre psycho-social et d'accompagnement scolaire) provides information on secondary schools in Luxembourg and abroad, as well as educational and/or professional guidance and support. The CPOS also offers educational, psychological and psychotherapy counselling to adolescents and their families.

1.8 Skills Recognition

In Luxembourg, there are different schemes of skills recognition which are regulated by law.

According to the Grand-Ducal Regulation of 9 January 2009 on Youth (Chamber of Deputies, 2009a), 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 (since 2013, the Ministry of Education, Children and Youth). 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; and
- 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 (Chamber of Deputies, 2009a). In 2015, a total of 94 certifications of engagement have been issued (Ministry of Education, Children and Youth, 2016, p. 39).

The Grand-Ducal Regulation of 11 January 2010 (Chamber of Deputies, 2010a) 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.

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 and consists of:

- certificates that can be obtained by participants of several actions and sub-actions of the Youth in Action programme; and
- 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 which 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.

The Europass is a portfolio of skills that is 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. The Europass is a unique reference tool which 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; and
- 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 five 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. Employment & Entrepreneurship

The following chapter describes youth policy in the field of employment and entrepreneurship which has become an important issue on the youth policy agenda in Luxembourg. This is related to the increasing youth unemployment rate during the last years, which indicates that the transition from the educational system into employment represents a critical phase for many young people in Luxembourg.

The policy has introduced new strategies and offers to tackle these challenge: the career guidance and counselling services were integrated into one structure (House of Guidance), the 'youth guarantee' was implemented and the voluntary services for young people with low qualifications was extended. Furthermore, the Local Youth Action (main career guidance and counselling service on the local level) was integrated into the National Youth Service.

2.1 General context

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 total in 2000 to 395 200 in 2014), and most of these jobs require high qualifications (Hury et al., 2015).

The financial crisis of 2008 led to an interim increase in overall unemployment (2.2% in 2000; 6.4% in 2015) and also within the young population (6.4% in 2000, 16.6% in 2015). Compared to other European countries, the current unemployment rate for the population as a whole is rather low whereas it is rather high for the group of young people (Eurostat, n.d.).

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. This is particularly true for young people with poor qualifications who are at increased risk of becoming unemployed (Ministry of Education, Children and Youth, 2015a).

2.2 Administration and Governance

The Ministry of Labour, Employment and the Social and Solidarity Economy 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 department 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-sectorial cooperation) and also in the implementation of the Youth Guarantee programme.

Entrepreneurship falls into the competence of the Ministry of Economy 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.

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 Center, it also plays an important role in providing training for young professionals, adults, lifelong learning and socio-economic training for staff representatives in businesses.

2.3 Skills Forecasting

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 Competitiveness Observatory (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 Competitiveness Observatory publishes reports 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.

Skill 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, 2015a). 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.

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, 2015b).

2.4 Career Guidance and Counselling

Career guidance and counselling is provided by the House of Guidance (Maison de l'orientation), a public institution which houses various existing career guidance and counselling services at one location. The 2017 law on the organisation of the House of Guidance defines the modes of operation and the cooperation between the different services (Chamber of Deputies, 2017b). 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 (e.g. the Girls' Day – Boys' Day where boys and girls can experience professions that are not typical for their gender, which is organised in close cooperation with the Ministry of Education, Children and Youth and the Ministry of Equal Opportunities). The main target group of the service are youth in secondary education.
- The Centre of psycho-social and educational support (CPAS; Centre psycho-social et d'accompagnement scolaire) provides guidance to young people to help them discover their skills and professional objectives. The CPAS also offers psychological counselling to young people and their families.
- The National Youth Service offers a National Guidance Service 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. The National Youth Service also hosts the homepage www.anelo.lu, an online platform that presents information on apprenticeships and careers and also offers a job application manager. With the 2017 law (Chamber of Deputies, 2017b), the National Youth Service is also in charge of setting 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 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 inform themselves about higher education in Luxembourg and abroad).

The 2017 law (Chamber of Deputies, 2017b) on the organisation of the House of Guidance defines its general objectives which are as follows:

- 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;
- ensure a concerted and coherent approach of the different services towards citizens and external institutions, services and associations;
- develop common information tools on the basis of data provided by institutions and bodies conducting labour market studies and analysis;
- 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; and
- 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 an orientation approach that is adapted to the specific needs of its school population and is in line with the terms of reference which defines minimum standards. Schools are obliged to:

- inform pupils about the school system and the training paths, including possibilities for higher education both in Luxembourg and abroad;
- publicise the socio-economic world, in particular the labour market; and
- help pupils to develop their skills to make decisions about the training paths to be chosen and develop a personal study project.

An orientation forum, composed of representatives from different institutions, will be created. The mission is

- 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; and
- 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 (SPAS; 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 who inform young people about the existing offers of the National Youth Service (e.g. Voluntary Guidance Service, Level Up) 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. It aims at improving the employability of the participants and is funded by the European Social Fund. Take Your Future in Your Hands (Huel deng Zukunft an d'Hand) is an information session where young people can gather information on various job opportunities.

Career Guidance and Counselling is also provided in the framework of the Youth Guarantee which was implemented in 2014. The aim of the Youth Guarantee is to improve the quality and the coherence between the various existing programmes and offers of the different services in Luxembourg. 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 is followed over time by different actors who exchange information about the past, the present and the future of the young persons (Government of the Grand-Duchy of Luxembourg, 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.

2.5 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 (INFPC, 2016).

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 (Chamber of Deputies, 2008c) 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 (Chamber of Deputies, 2012) and the 2013 Grand-Ducal regulation (Chamber of Deputies, 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):

- the concomitant track, where practical knowledge is acquired through the combination of time spent working in an enterprise and in compulsory school attendance;
- 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; and
- 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.

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):

- 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.
- 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.
- 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 Orientation Centre (COSP; Centre d'orientation socio-professionnelle).

The Second Chance School (École de la deuxième chance) addresses specific disadvantaged target groups and provides assistance to young dropouts to help them regain motivation and offer specific trainings to (re)integrate them into traditional secondary school education, in an apprenticeship or on the job market.

Traineeships for jobseekers are also an integral part of the Youth Guarantee Implementation Plan.

2.6 Integration of Young People in the Labour Market

The employment initiation contract (CIE; contrat d'initiation à l'emploi) and the employment support contract (CAE; contrat d'appui employ) 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 to integrate into the labour market and develop their skills. A contract which includes the different learning objectives forms the basis of the 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 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.

These two measures form an integral part of the National Employment Agency's assistance to young jobseekers in the framework of the Youth Guarantee (Ministry of Education, Children and Youth & Ministry of Labour, Employment and the Social and Solidarity Economy, 2014). With the implementation of the Youth Guarantee, the National Employment Agency has also redesigned its programmes for young people 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 (Ministry of Labour, Employment and the Social and Solidarity Economy, 2016, p. 107).

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) during the measure.

2.7 Cross-Border Mobility in Employment, Entrepreneurship and Vocational Opportunities

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 (European Commission, 2016). The National Agency Anefore (Agence Nationale chargée de

la mise en œuvre du volet éducation et formation du programme Erasmus+) is in charge of the implementation of the programme on the national level. The budget for youth projects within the Erasmus+ Programme was 1.08 million € in 2015.

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 to 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.

2.8 Development and promotion of Entrepreneurship

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, 2016a).

The Luxembourg Business Academy, a privileged partnership between the University of Luxembourg and the Luxembourg Chamber of Commerce, offers a master's degree in entrepreneurship and innovation. The key objectives of the degree are to extend 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 the ability to understand the components of a business plan and to appreciate different business and financial models as well as constructing a detailed financial and marketing plan, to advance employability skills in team work, presentation and leadership as well as facilitating intercultural communication and 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 presented the 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 and also by developing transversal skills in young people to help them engage in future entrepreneurial challenges.

There are two institutions in Luxembourg that promote entrepreneurship and foster entrepreneurship competences in young people:

- The association Young Entrepreneurs (Jonk Entrepreneuren) was created by the government in cooperation with economic stakeholders. The association's objectives are to explain and teach young people, throughout their school curriculum, that self-employment is a concrete alternative to paid employment and to arouse the interest of young people to undertake, to innovate, to create and to take initiatives. It 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.
- The mission of the Junior Chamber International Luxembourg (Jeune Chambre Economique) is to give young people the opportunity to develop their talents as leaders, to allow them to grow in the areas of social responsibility, entrepreneurship and solidarity. Members, ages 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).

Organised by BEE-SECURE, Makerfest is an exposition which gives young people the opportunity to engage hands-on in new technologies. Geared towards young participants, this event offers numerous workshops to participate in as well as demonstrations of state-of-the-art technologies. The BEE-SECURE initiative 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. 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 social inclusion of young people, inclusion and social cohesion are central objectives of the Luxembourgish youth policy as it is defined by the 2008 youth law (Chamber of Deputies, 2008a).

The Luxembourgish welfare state offers many financial provisions and services for people who are at risk of becoming socially excluded. Most of these are not exclusively designed for and dedicated to young people but for the general population at risk of social exclusion (e.g. welfare aid, guaranteed minimum income, costs of living allowance). However, since the risk of social exclusion is higher among disadvantaged young people (e.g. at risk of poverty, low educated, migrant status), many offers are addressed towards this group.

3.1 General Context

Although the overall life situation of young people in Luxembourg is rather favourable, there are some groups of young people that are socially excluded or at a high risk to become socially excluded. The social background plays an important role to the effect that the family's social and economic resources have a very large impact on young people's further life chances. 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 (Ministry of Family and Integration, 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 underrepresentation of specific groups in social and political organisations (Ministry of Education, Children and Youth & University of Luxembourg, 2015a).

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 (Ministry of Education, Children and Youth & University of Luxembourg, 2015a). The transition into the world of work is another challenge with has gained importance due to the steady increase of unemployment rates of young people in Luxembourg over the last 15 years. Although the situation in Luxembourg is somewhat better than in other European countries (young people are less frequently unemployed, find jobs matching their qualifications more frequently and are given permanent employment contracts sooner), adolescents and young adults with poor school-leaving qualifications (or none at all), young men, or specific migrant groups face high difficulties with the transition into work. They are more frequently unemployed, 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 particularly for young immigrants and young people with low educational attainment (especially early school leavers), the risk of social exclusion is considerably higher. In general, it is more difficult for these young people to find a job with a decent income, they 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).

3.2 Administration and Governance

According to Art. 1, 7 of the 2016 Youth Law (Chamber of Deputies, 2016a), ‘inclusion and social cohesion’ is one of several important objectives of youth policy. Policy concerning 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. Due to the cross-sectorial approach of youth policy, a large number of other public actors are involved in policy-making on social inclusion of young people.

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 which is involved in policy-making in the field of social inclusion.

The main ministries and their main associated administrations involved on social inclusion policy are:

- The 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 (National Youth Service; 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); and
 - Centre of psycho-social and educational support (CPAS; Centre psycho-social et d'accompagnement scolaire).
- the Ministry of Family Affairs, Integration, and the Greater Region, 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); and
 - National Solidarity Fund (FNS; Fonds national de solidarité).
- the Ministry of Housing, in charge of housing policy, including the management of housing subsidies for people in need
- the Ministry of Labour, Employment, and the Social and Solidarity Economy, in charge of employment policy
 - National Employment Agency (ADEM; Agence pour le développement de l'emploi).
- the Ministry of Health, in charge of health policy, including prevention programmes
- the Ministry of Equal Opportunities, in charge of gender equality policy
- the Ministry of Justice, in charge of legal policy, including human rights and naturalisation
- the Ministry of Social Security, in charge of social protection policy

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

- The Luxembourg Anti-Poverty Network (EAPN-Lëtzebuerg), an NGO that consists of 13 national member associations; the Caritas charity mission and the Red Cross as umbrella organisations as well as 11 grassroots organisations;
- The Confederation Caritas Luxembourg (Confédération Caritas Luxembourg asbl) works to fight poverty and social exclusion on the national and international level; it currently includes 18 member organisations. Three members of the Confederation, namely the

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).

- The Red Cross is an NGO which offers a large number of 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).
- The youth departments/sections of the Luxembourgish labour unions form additional important factions. The Mouvement ATD Quart Monde Luxembourg is an NGO which fights against poverty and social exclusion and for dignity for all people.

3.3 Inclusive Programmes for Young People

The Youth Guarantee is an important inclusive European programme for young people that was implemented in Luxembourg in 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. It is coordinated by the Ministry of Labour, Employment and the Social and Solidarity Economy. The implementation includes four phases:

- Phase 1 – Outreach and Information: Spreading information about the various possibilities that are available to the young people for receiving assistance and systematically contacting every young school dropout;
- Phase 2 – Orientation: Guiding/directing the young person to 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; and
- 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 is guided by three different approaches to orientate 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 program: 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). Funding for the Youth Guarantee will be provided through the budget of the Ministry of Education, Children and Youth and the

Employment Fund (295,680 € in 2017). It is partly funded by the European Solidarity Fund (Government of the Grand-Duchy of Luxembourg, 2014, p. 35).

Assessment of the Youth Guarantee Implementation Plan will be done according to two criteria. First, there will be an assessment of the percentage of young persons who have received the offer that has been defined in their individual contract within 4 months of signing this contract. 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 as well as by the employer six months after the contract has begun and eight weeks before the end of the contract. This evaluation is specifically designed to monitor the improvement of specific skills (personal, social, technical, language, ICT) during the measure.

3.4 Initiatives Promoting Social Inclusion and Raising Awareness

I'm not a refugee is a campaign launched in 2016 which aims at promoting intercultural awareness and understanding among young people. The campaign promotes social progress and cohesion by re-humanizing the discussions about 'refugees', allowing refugees to speak for themselves, fighting the growing populism, fears, stereotypes and prejudices, and connecting residents and refugees. Young refugees can share their stories on its website. Local residents are given the opportunity to meet the refugees, contact them by mail, open their world to them, help them to integrate, find work, a place to stay and support them in their transition to living in a new country. The offers for political participation are important initiatives by which young people's rights are promoted.

The Ombuds Committee for Children's Rights (ORK; Ombuds-Comité fir d'Rechter vum Kand) which is mainly funded by the Ministry of Education, Children and Youth, is an important institution which is in charge of publicising the Convention on the Rights of the Child in Luxembourg and to ensure that it is respected. It was founded by the 2002 law on the Ombuds Committee for Children's Rights. The tasks of the ORK are to

- give its opinion on draft laws and regulations concerning children's rights and suggest amendments;
- inform about the situation of children and ensure the application of the Convention on the Rights of the Child;
- present an annual report to the government and to the chamber of deputies on the situation of children's rights in Luxembourg as well as on its own activities;
- promote the development of children's freedom of expression and their active participation in issues concerning them;
- examine the situations in which children's rights are not respected and make recommendations on possible remediation; and
- receive information and complaints regarding offences against children's rights, try to mediate and give advice in order to ensure the best possible protection for children.

The Centre for Political Education (Zentrum fir politesch Bildung) is an important provider of initiatives to safeguard democracy against and prevent radicalisation which lead to violent extremism.

3.5 Access to Quality Services

Housing

The so-called public promoters, such as the municipalities, the Housing Fund (Le 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 the rental of affordable housing. The Fonds de Logement provides social housing to NGOs in order to accommodate homeless people, under the condition that the different NGOs provide regular monitoring of the residents.

Furthermore, the Housing Ministry 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 Association (Wunnéngshëllef).

The municipalities play an important role on the local level. According to article 26 of the 2006 Law on rental contracts (Chamber of Deputies, 2006b), the municipalities have to ensure - as far as possible - housing to all persons who reside legally in the territory of the municipality. The public promoters must ensure that 'ghettoisation' does not occur by promoting a social mix in housing projects.

Furthermore, a number of associations and organisations 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 & the Ministry of Health:

- The Ministry of Family Affairs, Integration, and the Greater Region funds two overnight emergency hostels (Foyer ulyse, Foyer de nuit Abrisud), accommodation structures for adults (CNDS-Wunnen, Service LEA, Wunnéngshëllef, Ennerdaach asbl, AIS, Co-labor, LSE-Adultes) (housing 882 people under the age of 30 in 2015) and special accommodations for young adults (housing 130 people in 2015) (Ministry of Family Affairs, Integration, and the Greater Region, 2016).
- The Ministry of Health subsidises further accommodations that particularly address young people (Les Niches housed 67 adults and 18 children in 2015 and Immo-Stëmm housed 29 persons in 2015) (Ministry of Health, 2016a).

The National Agency for Children (ONE; Office national de l'enfance) provides accommodations for young people in distress. Accompanied by educational support, these accommodations (SLEMO; Accueil en formule de logement encadré) are designed for young people between 16 and 27 years of age.

As a consequence of the increasing demand of young people to get 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 the 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 (Ministry of Family Affairs and Integration, 2011). Two action fields in this policy specifically address the homelessness of children and young people:

- Action field two of this strategy aims at preventing homelessness of young people: assistance to young people in distress and homelessness of young people. It includes

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

- Action field three addresses the 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, and 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 under the authority of the Ministry of Education, Children and Youth; it was created by the 2008 law on the child and family aid (Chamber of Deputies, 2008d). The ONE is the national contact point that provides information on all available support measures and assistance to children and young people in need (difficulties with regard to the physical, mental, psychological and social development, physically or mentally endangered, social exclusion, etc.). The child, young person and/or a family member may apply for help directly at the office. In coordination with providers of childcare, the office 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 ONE is the organisation of the foster care placement of children and young people. The primary concern is that the child or the young person should remain in his or her home environment, with institutional or foster care placement remaining an exception. The ONE provides a large variety of offers and measures (regulated in the 2011 Grand-Ducal regulations) (Chamber of Deputies, 2011a). These can range from providing assistance at the appropriate facilities or in the family, during the day and/or night to outpatient support (psychological, social or educational support).

The Social Welfare Office (Office Social) is another contact point which supports people in need on the local or regional level; it is for all people in need (and, but not exclusively, for children or youth). The office collaborates with people, authorities, and other agencies who are involved in working with persons who find themselves in a difficult situation, with the goal of coordinating their actions to prevent and fight against poverty and social exclusion. This assistance is based on a professional accompaniment in court, in the medium or long term, and the right to material aid in kind or in cash. The social welfare office, as mandated by the 2009 law organising social welfare service (Chamber of Deputies, 2009c), is of palliative, curative, or preventative nature. It is an additional measure to support the aid authorised by other laws and regulations, and an individual can only apply for it after all of those other means have been exhausted. The main goal is to take care of people who have been marginalised by society and to enable them to reach a comfortable situation. All means are made available to those who qualify for this assistance, so that their precarious situations are identified, remedied and not allowed to deteriorate further.

Besides the Social Welfare Offices, youth centres and the youth workers working in them provide another important social service on the local level: Youth work 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 participate fully in economic, social and cultural life. The youth centres offer different initiatives and projects which are focused on disadvantaged young people.

Health care

The Luxembourg health system is characterised by solidarity and generosity as well as low out-of-pocket participation. It is nearly universal (97.9%) and is covered by compulsory public health and care insurance. It guarantees free choice and equity of 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 is aimed at persons declared to be in a precarious situation by the Social Welfare Office (Chamber of Deputies, 2010b). The scheme allows people living in a state of material deprivation or at risk of poverty to visit a general practitioner, a specialist or a dentist without paying. If necessary, the Social Welfare Office will directly pay the bills such as pharmacy 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 a number of financial benefits depending on their individual situation and/or the situation of their household. Most of these 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 that affect young people in poverty or at risk of poverty:

- Guaranteed minimum income (RMG; Revenu Minimum Garanti)

The guaranteed minimum income was introduced by the 1999 Law (Chamber of Deputies, 2004) on the guaranteed minimum income (in the meantime, some modifications have been made). According to this law, in certain circumstances, households living on resources below a certain threshold receive financial aid from the state. The value of this assistance depends on the resources and the composition of the household. Depending on the situation, individuals are entitled to an insertion allowance (linked to a measure of insertion of the employment market), to an additional allocation or to a combination of these two benefits. These benefits are aimed at persons at least 25 years of age and who have exhausted all other options offered by Luxembourg and foreign laws (employment, social security, food allowance, etc.) to improve their situation.

Individuals under 25 years of age can receive financial aid, provided that they fulfil at least one of the following three exceptions: 1) the individual cares for a child or children, 2) the individual is of legal age and cares for a sick or handicapped person, and 3) the total household income is below the minimum income due to a handicap or illness.

- 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 (Chamber of Deputies, 2009c) on welfare service. Welfare aid is accorded by the Social Office on the local level. Financial aid 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 for purchasing school books and 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 Sécurité) grants costs of living allowance to support low income households. The amount depends on the composition of the household as well as the household's revenue.

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

- Family allowance (Allocation 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 a high number of children.

- Student allowances (Aides financières pour études supérieures)

Students in post-secondary education are entitled to financial support so that every student is able to enrol in post-secondary education regardless of the financial background of their parents. 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 who are enrolled in secondary education abroad and doing their VET are also entitled to student allowances.

- Social minimum wage (Salaire social minimum)

The social minimum wage guarantees that no salary may be under a certain amount. However, there are some 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% (Government of the Grand-Duchy of Luxembourg, 2016b). Despite these restrictions, the minimum wage is an important factor in the prevention of social exclusion and discrimination of specific groups.

3.6 Youth work to foster social inclusion

The objectives of services for young people (e.g. open youth work of local youth centers) in Luxembourg are defined in the 1999 Grand-Ducal regulation (Chamber of Deputies, 1999b). 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 is not favourable'.

Youth work 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 participate fully in economic, social and cultural life.

Youth centres are the main providers of youth work on the local or regional level. There are 53 youth centres in Luxembourg whose fields of action and objectives are defined in the 2017 Grand-Ducal regulation (Chamber of Deputies, 2017a) defining a national framework on non-formal education of children and young people. Social inclusion is one important objective of youth work, among others.

Outreach Youth Work is a pilot project targeting inactive young people with low motivation and resources to manage their professional integration and who are in a NEET (Not in Education, Employment, or Training) status. In the outreach youth work project, educators of local youth centres are a major resource for young people. They offer support to young people by facilitating access to information, providing guidance and proposing the

development of a 'plan of change' in order to motivate them to go back to school or to enter the job market. The project period is two years (2016-2017) and is funded by the European Social Fund.

4. Participation

The following 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 as it aims at enabling young people to participate in society but also to give them a voice in the process of policymaking. Therefore a large number of participation offers was created over the last years (e.g. youth parliament, youth council, local youth plans).

The low political participation of young people with a migrant background (and/or low socioeconomic status), both within the representative democracy (elections) and other youth specific participation offers, is a major challenge of youth policy in Luxembourg.

4.1 General context

The Grand Duchy of Luxembourg is a representative democracy in the form of a constitutional monarchy. Luxembourg is a centralised state, and 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, and the refusal to vote may be punished by a fine.

4.2 Youth participation in representative democracy

Young people as voters

The age limit for voting in national, local and European Parliament elections is 18 years; the age limit for the referendum on the Luxembourgish Constitution is the same. There are no special provisions for young people in the electoral law and/or rules.

There has been a broad political and public discourse 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 the population's opinion on amendments. Voters were asked three 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 rejected by the voters. After the referendum, the debate on lowering the voting age has waned, and currently there are no imminent plans to lower the voting age.

With regard to 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 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 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

Political parties are important for young people to become politically involved. The Luxembourgish political parties have youth departments/sections where young people can be involved and represent their interests. These parties are considered to be youth organisations as defined by the 2008 youth law (Chamber of Deputies, 2008a). They receive a small annual lump sum for administrative tasks from the Ministry of Education, Children and Youth.

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); and
- the Pirate Party (Jonk Piraten).

With regard to young peoples' representation in the national parliament, there is currently 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 (Chamber of Deputies, 2003a), the age limit for standing as a candidate in national, local and European elections is 18 years.

4.3 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 (Chamber of Deputies, 2008a). It is constituted by delegates from youth organisations and NGOs working on behalf of young people, as well as individual young. 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. five permanent commissions; and
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

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 can apply for membership, so that every young person who is interested can participate at the assembly. 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 (Art. 4.2; Youth Parliament, 2015), the plenary session takes place three times a year. The number of participants in the 2017/2018 parliamentary term was approximately 200.

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 in the assembly as active members. This promotion is an important activity facilitating greater 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, Art. 11, Art. 12; Youth Parliament, 2015). 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 has thereby no direct influence on the legislative process.

The topics regularly dealt with by the National Assembly of Young People are reflected in five permanent commissions that deal with specific political issues. These commissions are:

- Foreign and European Affairs (Affaires Étrangères et Européennes);
- Economy and Employment (Économie et Travail);
- Environment, Health and Transport (Environnement, Santé et Transport);
- Education and Research (Éducation et Recherche); and
- Equal opportunities and Education (Égalité des Chances et Intégration).

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. Furthermore, the assembly has been subsidised by the European programme Erasmus+ /Youth in Action. In 2015, funding by the Erasmus+ programme amounted to 35,000€.

Youth councils

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

The Higher Youth Council was introduced by the 2008 Youth Law (Chamber of Deputies, 2008a). It is established at national level and is supervised by the ministry in charge of youth policy (Ministry of Education, Children and Youth), receives funding from it and is accountable to it. The Council 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 (Syndicat des Villes et Communes luxembourgeoises), 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) (Chamber of Deputies, 2015a, 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 one third 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 to analyse a particular issue (Art. 26). Decisions can only be made when a majority of members are present (Art. 28), and the duration of the mandate is three years.

The Higher Youth Council 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) (Chamber of Deputies, 2008a). In the past, the council drafted several statements which deal with issues such as the new youth programme 'Erasmus for all', the revision of the 2008 Youth Law (Chamber of Deputies, 2008a) or the reform of the governance of the University of Luxembourg (for further details see: Recommendations of the Higher Youth Council 2012-2013 (Avis du Conseil supérieur de la jeunesse 2012-2013) (Ministry of Education, Children and Youth, 2012).

b) National Youth Council (Conférence Générale de la Jeunesse du Luxembourg)

The National Youth Council is an umbrella organisation and interest group of young people and youth organisations in Luxembourg. 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) (National Youth Council, 2015).

The organisation is composed of an executive committee with nine member organisations. It determines which projects are implemented and is in charge of the further development of the council. There are three full-time collaborators: two full-time collaborators support the National Assembly of Young People and the National Pupil Conference of Luxembourg and 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 Youth Council's main objective 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. Furthermore, the council is an important partner organisation in the framework of the European structured dialogue. (The Activity Report 2015 presented by the council provides a complete overview of projects and activities) (National Youth Council, 2015).

Higher education student unions

There are several bodies that represent 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) The 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 two spokespersons and three 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 student's rights, (3) Youth unemployment, (4) Societal issues, and (5) Europe. These topics are focused on by four working groups: (1) Higher education policies, (2) Secondary education policy, (3) International issues, and (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) The Association of Luxembourg Student Circles (ACEL; Association des Cercles d'Étudiants Luxembourgeois)

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

- 1) bring together Luxembourgish students who are living abroad and also in Luxembourg;
- 2) inform students and future students; and
- 3) represent students and fight for their rights on the national and international level.

The association is managed by a committee which is 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 resident, enrolled in a post-secondary education institution, 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) the 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. To express intellectual, religious, political and cultural values and become present in the public discourse, the ALUC hosts conferences and prepares informative publications. With its orientation on Christianity, 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 2003 law regarding the creation of the University of Luxembourg (Chamber of Deputies, 2003b) also defines a representation of students and their interests within the university. According to this law, one student is to be elected to the board of governors with an advisory function (Art. 19 (10)) and two students of each faculty are to be elected to the university council (Art. 27 b). According to the internal regulations of the University of Luxembourg (Youth Parliament 2015), one student is to be elected to the faculty council (Art. II.5.101). There is no student council to represent students in university governance.

School student unions

The National Pupil Conference of Luxembourg (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 one member and one 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 (Chamber of Deputies, 2001); and
- 2015 Grand-Ducal regulation on the organisation of the National Pupil Conference of Luxembourg (Chamber of Deputies, 2015a).

a) The Student Council (comité d'élèves)

Student councils are elected every two years by all the pupils enrolled in secondary schools; voting is compulsory. The student council meets at least two times per trimester. All pupils can stand as a candidate and must submit their candidature to the director. 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 director). 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 the 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; and
4. to draft propositions regarding academic life and students' work (National Youth Service, 2008).

The school director 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. One candidate and one deputy member are selected by the student council of the secondary school.

b) The National Pupil Conference of Luxembourg (CNEL; 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 a month. The age range of its members is 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 (National Youth Service, 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).

Youth departments of the labour unions

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:

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

4.4 Young People's Participation in Policy-Making

Youth participation and consultation is a basic principle of youth policy in Luxembourg. The 2008 Youth Law (Chamber of Deputies, 2008a) 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: the Higher Youth Council, the National Youth Council and the National Assembly of Young People.

- The Higher Youth Council, which was introduced by the 2008 Youth Law (Chamber of Deputies, 2008a), 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; Chamber of Deputies, 2008a). It is composed of 19 representatives of several organisations and administrations concerned with youth issues (e.g. five representatives of youth organisations) (2009 Grand-Ducal regulation on youth, Art. 24; Chamber of Deputies, 2009a). Meetings are called for by the minister, the president of the council or by written request of one third of its members (Art. 25). The council may establish commissions or working groups assigned a permanent mission or committed to

analysing a particular issue (Art. 26). Decisions are taken by a majority of members present (Art. 28).

- 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 to 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.
- The National Assembly of Young People, established by the 2008 Youth Law (Chamber of Deputies, 2008a), 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 a national and a 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; Chamber of Deputies, 2008a).

These bodies meet on a regular basis and play a predominant role in the national structured dialogue. Furthermore, the National Pupil Conference of Luxembourg and the Youth Information Centre are two important organisations that are also involved in the national 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) it 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 had the opportunity to 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.

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 (Ministry of Family and Integration, 2012) and the Youth Pact 2017-2020 (Ministry of Education, Children and Youth, 2017a) that define the main policy themes of national youth policy. 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).

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 (Chamber of Deputies, 2008a) reinforces the implementation of Municipal Youth Plans.

4.5 National Strategy to Increase Youth Participation

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 (Chamber of Deputies, 2008a, 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 (Ministry of Family and Integration, 2012) and in the Youth Pact 2017-2020 (Ministry of Education, Children and Youth, 2017a); promoting the participation of young people is defined as a main objective of youth policy.

The 2012 Youth Pact outlines five action fields and defines several objectives to support the young people of Luxembourg. The fourth action field is titled 'Establish young people as stakeholders', and it aims at fostering the participatory potential of young people. The fourth 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; and
- implementing the national action plan regarding integration and the fight against discrimination.

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

The Youth Pact 2017-2020 (Ministry of Education, Children and Youth, 2017a) defines political objectives with regard to three domains: (1) school-to-work transitions, (2) housing transitions and (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; and
 - develop further the method of structured dialogue, both for youth organisations and young people which are not member.
- 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; and
 - 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 (Ministry of Education, Children and Youth, 2017a) does not define any concrete mechanisms, outputs, or time frames for the implementation of the

different actions nor does it name the involved public or non-public actors and their specific role in the process of the implementation.

4.6 Supporting Youth Organisations

Youth organisations (Organisation de jeunes) are defined by the 2016 Youth Law (Chamber of Deputies, 2016a). According to Art. 3.(5), youth organisations are associations that are active in the Grand-Duchy of Luxembourg. They include every non-profit association or foundation, constituted in accordance with the 1928 law concerning associations and foundations, whose main objective is the work with young people (Chamber of Deputies, 1994). 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 they are outlined in the 2016 Youth Law) to be legally recognised.

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

4.7 ‘Learning to participate’ through formal, non-formal and informal learning

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, respectful of democracy, values and fundamental rights of society (Chamber of Deputies, 2008a).

Furthermore, the 2009 law on compulsory education highlights the importance of the development of social and civic competences at schools (Chamber of Deputies, 2009b). According to this law (Art. 3), 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 [...]’.

An important project to promote civic education in youth is the strategy for civic education launched in 2014 by the Ministry of Education, Youth and Children. 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.

Formal learning

Citizenship education is incorporated in curricula for general and vocational education at upper secondary level, and it is taught as a separate subject (EACEA & Eurydice, 2012, p. 19). The compulsory period of citizenship education is quite short in Luxembourg (3 years). The designated teaching time for citizenship education is specified only for upper secondary education, and the current recommended teaching time is 21.1 hours per year (EACEA & Eurydice, 2012, pp. 25-26). Objectives of citizenship education at upper secondary level are (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; and
- 5) encouraging active participation and engagement in the local community.

Non-formal and informal learning

The Youth Parliament, the Higher Youth Council, or the National Youth Council provide learning opportunities for young people and contribute to the development of young people's social and civic competences.

The revised Youth Law of 2016 (Chamber of Deputies, 2016a) introduces mechanisms of quality assurance in non-formal education which are defined by the 2017 Grand Ducal Regulation on non-formal education in childhood and youth (Chamber of Deputies, 2017b). It 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 for members of pupils' committees and for school mediators (National Youth Service, 2014). The 'Centre for Political Education' is an important institution that supports non-formal learning activities focusing on social and civic competences.

4.8 Raising political awareness among young people

The Centre for Political Education (Zentrum fir politesch Bildung) was inaugurated in October 2016; it represents the main element of the government's strategy to foster political education. 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; and
- dealing with societal and political issues in order to develop campaigns for the general public and more specific audiences.

There are further programmes and initiatives which promote political awareness among young people.

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, in both 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 publishes the magazine SLAM which is edited mostly by and addresses young people. The publication focuses on different youth-specific issues (e.g. voluntary services, education, social media), and the editorial contributions are geared towards the youth of Luxembourg.

Furthermore, youth-targeted information campaigns about democratic rights and democratic values (e.g. the campaign 'I can vote', The National Youth Councils information campaign on the local elections) and the promotion of the intercultural dialogue among young people exists in Luxembourg (e.g. initiatives of the Association for the Support of Migrant Workers (ASTI; Association de Soutien aux Travailleurs Immigrés), the NGO 4motion or the National Youth Service)

5. 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 approaches with regard to these issues and also presents specific programmes and measures which are undertaken by public authorities. It highlights specific issues or challenges for Luxembourg 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) but also responsible for the cross-sectorial youth policy and with it, 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 envisaged.

5.1 General context

The Luxembourgish educational system is characterized by a high share of foreign pupils (43.8% in 2013/2014) and a great diversity of pupils in terms of their socioeconomic, cultural and linguistic background (Ministry of Education, Children and Youth & University of Luxembourg, 2015c). 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 of December 2013 (Government of the Grand-Duchy of Luxembourg, 2013a). According to this document, the central issues of educational policy are:

- equal starting opportunities for all;
- quality education; and
- development of every child's individual capacities.

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 (Ministry of Education, Children and Youth & University of Luxembourg, 2015d).

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 (Ministry of Education, Children and Youth, Coordinating Service for Educational and Technological Research and Innovation, University of Luxembourg, and Luxembourg Centre for Educational Testing, 2016). 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 2011; their share within tertiary education has also increased significantly (Reiff, 2012).

The national report on education is focused on multilingualism and social inequalities, and thereby, these two issues reflect important challenges for the Luxembourgish educational system of today and the future (Lenz & Bertemes, 2015).

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, 2016c).

According to the 2009 law on compulsory education (Chamber of Deputies, 2009b), 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. It is subdivided into two branches:

- general secondary education leading to a general secondary school leaving diploma (Diplôme de fin d'études secondaires); and
- technical secondary education preparing pupils for working life and leading 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 technical 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)).

5.2 Administration and 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-centered, 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'.

The Ministry of Higher Education and Research (MESR; Ministère de l'Enseignement Supérieur et de la Recherche) is responsible for 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 (Ministère de la Famille de l'Intégration et à la Grande Région) and measures and training programmes addressed to unemployed persons are implemented jointly by the Ministry of Labour and Employment (MTE; Ministère du Travail et de l'Emploi) through its Agency for the Development of Employment (ADEM; Agence pour le développement de l'emploi) and the Ministry of Education, Children and Youth.

The main bodies responsible for designing qualifications are curriculum teams and national commissions (i.e. vocational programme commissions and technical secondary and general secondary education commissions) which are composed of representatives of different ministries, departments and agencies (see: Grand-Ducal regulation of 30 July; Chamber of Deputies, 2011b).

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:

- develops and revises programmes for the trades and professions it is responsible for;
- ensures consistency between the objectives of school-based and work-based training;
- provides guidelines and procedures for continuous assessment of learners at school and in the workplace, in cooperation with the respective committees; and
- 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 general and technical 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, 2015a). 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.

5.3 Preventing early leaving from education and training (ELET)

Reducing ELET is one major objective of the National Reform Programme of the Grand Duchy of Luxembourg (Government of the Grand-Duchy of Luxembourg, 2016c). 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).

- 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.
- 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.
- 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. It 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 then contacted by the Local Action for Youth (Action Locale pour Jeunes). The most recently published survey reveals that almost half of the respondents (48.7%) report not having found vocational training (they either did not find a training position or did not have access to the desired training). The survey also shows that 22.1% of the respondents leave school during the academic year because they risk failing the year. A share of 9.7% reports having chosen the wrong training programme (Ministry of Education, Children and Youth, 2017b).

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 law (Chamber of deputies, 2017b) by which the Local Action for Youth (Action 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; and
- 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 revised law (Chamber of Deputies, 2017c) on the organisation of general and technical secondary schools, 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; and
- 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 orientation cell (cellule d'orientation). It is 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 reference). This reference framework defines:

- the objectives of the school and vocational guidance offerings;
- 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; and
- 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 (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 revised 2017 law (Chamber of Deputies, 2017c), the Psychology and School Guidance Service (SPOS; service de psychologie et d'orientation scolaires) was replaced by the Psycho-social and Educational Support Service (SPAS; 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 school, 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 Second Chance School (E2C; Ecole de la deuxième chance) is available to early school leavers aged 16 to 24 and provides both general and vocational training (including an internship with companies), extra-curricular activities and comprehensive socio-pedagogic support.
- The House of Guidance is a public institution which houses various career guidance and counselling services at one location.

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 apply also for VET. For example, Mosaic Classes have been established in four VET schools, and E2C Second Chance Schools are available for VET students and utilise VET pedagogies.

The main programme addressing ELET in the field of non-formal and informal learning is the National Voluntary Service (SNO; Service National d'Orientation). 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.

Level Up is an education and training programme for early school leavers which was introduced in 2013 in the context of measures alleviating the consequences of the economic crisis on youth employment, and it acts as complementary activity to the Voluntary Guidance Service. It gathers different projects which focus on international mobility, peer education and the development of creativity and manual skills (in the form of individual support, information sessions, and workshops).

Furthermore, the Outreach Youth Work is a pilot project 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.

5.4 Validation of non-formal and informal learning

The Validation of non-formal and informal learning (VAE; Validation des acquis de l'expérience) allows citizens to obtain diplomas from technical secondary education or a master craftsman's diploma (brevet de maîtrise) through the recognition of their non-academic knowledge and experiences.

There are some more arrangements for the validation of non-formal learning (certification of engagement, Certificat, Youthpass, Europass).

5.5 Cross-border learning mobility

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:

- degree mobility, that is, long-term mobility aimed at the acquisition of a degree or certificate in the country of destination; and
- 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 (68% in 2012/13) (European Commission, EACEA, & Eurydice, 2016b). This high proportion is related to the Luxembourg's longstanding lack of a tertiary education institution (the University of Luxembourg was first created in 2003) and also the lack of certain 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. 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 a national level by the Ministry of Education, Children and Youth. It can be differentiated into mobility via traineeship or mandatory mobility.

- 1) 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.
- 2) Mandatory mobility means that certain training programmes/courses require a placement abroad. This is particularly the case for certain training programmes in the agricultural and health sectors. There are also trades that could 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.

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 the key action 1 'Learning mobility of individuals'. In the field of education and training the projects focus on (1) higher education students and staff, (2) VET learners and staff, (3) mobility project for school staff or (4) mobility project for adult education staff (for further details, see: Erasmus+ Programme Guide (European Commission, 2016b)).

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 youth work is regulated by the existing cross-border mobility programmes.

The international project 'International Volunteering Opportunities for all' (www.IVO4all.eu) is part of the National Youth Service and funded by the Erasmus+ program. It plans to test an alternative management process of international volunteering schemes that would ensure a better inclusiveness of young people with fewer opportunities, and to test specific measure to tackle those. One important event in the framework of this project is the workshop 'LET'S GO ABROAD. International mobility opportunities, accessible to all young people' which was organised by the National Youth Service. The objective of the workshop, dedicated to youth workers, was to discuss new methods to address all young people for voluntary services and to debate on new strategies of youth information, preparation, support and valorisation as well as an effective system of quality assurance of the international voluntary services.

5.6 Social inclusion through education and training

The Ministry of Education, Children and Youth has developed different initiatives (Ministry of Education, Children and Youth, 2015) which provide educational support for children and young people with special needs and behavioural problems. They aim at:

- strengthening the linkage between schools and the child and youth welfare services;
- fostering inclusive education approaches;
- creating specialized centres for children with behavioural problems and learning difficulties; and
- reforming the commission of social inclusion (commission d'inclusion scolaire), which makes decisions on the educational needs of the individuals.

In general, educational support is focused on the following target groups:

- pupils who have recently arrived in Luxembourg;
- pupils who encounter difficulties with at least one of the three official national languages (Luxembourgish, French, German); and
- pupils with special educational needs (e.g. physical or cognitive disabilities, early school leavers).

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) (Ministry of Education, Children and Youth, 2017c). Moreover, parents can request an intercultural mediation. The intercultural mediators speak a range of different languages and help with issues regarding schooling and education and 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;

- 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.
- 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 technical 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 technical secondary education.

- There are two types of insertion classes in secondary school for pupils who have very little or no knowledge of French (STF classes; secondaire technique à apprentissage intensif du français) or 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 an equivalent qualification to the secondary school diploma. Classes leading to an IB in general secondary education are targeted at pupils who have recently arrived in Luxembourg and who are opting for general secondary instruction in French or English.

Specific measures and programmes focus on ELET. Information brochures on schooling in Luxembourg are provided by the Ministry of Education, Children and Youth in different languages in order to inform pupils with different language backgrounds.

Citizenship education is incorporated in curricula for general and vocational education at the upper secondary level, and it is taught as a separate subject. The compulsory period of citizenship education is quite short in Luxembourg (3 years). The designated teaching time for citizenship education is specified only for upper secondary education, and the current recommended teaching time is 21.1 hours per year (EACEA & Eurydice, 2012).

Objectives of citizenship education at the upper secondary level are (EACEA & Eurydice, 2012):

- 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; and
- 5) encouraging active participation and engagement in the local community.

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. The 2015/2016 programme (National Youth Service, 2015a) provides an overview of the various training opportunities that are offered. Special training topics are addressed to youth workers, such as the 2016 training programme for the youth sector (National Youth Service, 2015b). For example, one training session titled 'Values, participation, democracy' deals particularly with the development of social and civic competences.

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

5.7 Skills for innovation

The Luxembourg Tech School (LTS) is an 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 enroll 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. LIDIT's goal is to implement a national coalition of information and communication technologies (ICT) in Luxembourg focused on technology education and promotion. It 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.

5.8 Media literacy and safe use of new media

The Ministry of Education, Children and Youth has launched the national strategy Digital (4) Education. The strategy aims at enabling students to develop skills necessary for the appropriate and responsible use of ICTs and to promote innovative pedagogical projects using digital technology in schools. The strategy defines educational challenges which are to

- give all students an equal access to ICT tools and to use the potential of ICT to address the different needs of students;
- promote the use of ICT in education (formal & non-formal) and to integrate ICT-related skills into the curriculum;
- contribute to a national effort and adapt the education system to the demands of the labour market; and
- 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:

- Digital Citizen: prepare students and future citizens to live in a world where technologies play an ever-increasing role;
- Digital Peers: promote a secure and responsible use of ICT technologies;
- Digital Learner: provide teachers and pupils with the necessary resources (learning tools, software, multimedia resources, etc.) to create appropriate learning situations;
- 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; and
- 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 which specifically addresses media literacy and the safe use of new media in Luxembourg. Introduced in 2010, the mission of BEE SECURE is 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.

An advisory board, which serves 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 Stopleveline, a website for reporting illegal activities.
- The 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 assure 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 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. The 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 which are 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 takes care of all organisational aspects, trainer coordination and school appointments, as well as the 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 (and 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, and (3) you are the only one who can protect yourself.

The web page of www.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.

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 (Ministry of Education, Children and Youth, 2014) 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 homepage 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 posed by new media.

BEE SECURE organises different campaigns such as 'SHARE RESPECT – Stop Online Hate Speech'. The objective of the 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 in the conceptual plan, 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 'CLEVER CLOUD USER (2015/16)' informs citizens about the cloud, including relevant technology, legal implications, positive factors and risks – with specific focus on the protection of private data.

There are two hotlines which are operated by the KannerJugendTelefon (BEE SECURE, 2017):

- BEE SECURE Stopline: citizens can anonymously report suspicious content, such as child sexual abuse material, racism, revisionism, discrimination and/or terrorism. In 2016, the BEE SECURE Stopline registered a total of 586 links containing child sexual abuse material. 372 of these links were classified as illegal by the BEE SECURE Stopline. The Stopline received a total of 114 links containing racist, revisionist and discriminatory content. 59 of these links were classified as illegal by the BEE SECURE Stopline team. The majority of these links consist of posts and comments on social media, which demonstrates the importance of a major public campaign like 'SHARE RESPECT – Stop Online Hate Speech.'
- BEE SECURE Helpline: mainly targets children, youth and their parents and offers information, advice and help on ICT-related topics. These topics include computer protection, Internet fraud, social networks, privacy rights, technical safety and cyberbullying. Callers can remain anonymous while talking to pedagogues and psychologists who are also experts in the field of information security. In 2016, the Helpline received a total of 287 calls (293 in 2015, 226 in 2014) and 512 online requests via the online form.

BEE SECURE organises and hosts different events (BEE SECURE, 2017):

- Safer Internet Day: in 2017 titled 'Be the change: Unite for a better Internet'. The goal of this event is to raise the Internet users' awareness to problems linked to digital communication
- 'DigiRallye': a rich journey of discovery through the Internet world. More than 100 children of Maison Relais around the country will participate in this event
- International conference 'Children and Youth on the Net' (in 2017) in collaboration with the University of Luxembourg. This conference will bring together experts of science, education, media and politics to share results, current research and best practices and to discuss potential opportunities for collaboration.

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

The web page www.enfancejeunesse.lu is the main Internet platform on non-formal education for young people. It provides comprehensive information about the trainings offered by different institutions of non-formal education, relevant publications (e.g. pedagogical guidelines, legal basis) and 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 which provides 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.

Two Internet pages provide available information on voluntary services for both interested young people and for the volunteering organisations: Information on available voluntary services (<http://volontaires.lu/>) and more general information on the Erasmus+ programme (with the European Voluntary Service) (<http://europe.snj.lu/>).

Information providers and counselling structures are in charge of raising awareness with regard to non-formal and informal learning and quality youth work. Furthermore, there are some specific information such as the information booklet 'Non-Formal Education with Children and Young People. Learning in out-of-school settings' published by the Ministry of Family and Integration together with the National Youth Service which contains the definition, concepts, features and fields of action of non-formal education (Ministry of Family and Integration & National Youth Service, 2013).

6. Health and Well-being

The following chapter describes youth policy in the field of health and well-being in Luxembourg and gives an overview of policies and measures. Risk behaviour and mental problems are very prevalent in the young generation in Luxembourg, and there are a large number of strategies and campaigns targeting specific health issues. Most of the campaigns focus on behavioural prevention with regard to smoking, alcohol or sexual intercourse.

6.1 General context

Luxembourg shows some specific development and outcomes with regard to core indicators on young peoples' health conditions and health behaviour.

Concerning mortality, injuries (79%) are the most frequent cause of mortality among adolescents (15-24 years of age, yearly average between 2002-2012), a proportion which is significantly higher than the European average (62%). Other types of disease are of much lower importance: tumours (9%), diseases of the circulatory system (4%), diseases of the central nervous system (3%), and endocrine diseases (1%) (Direction of Health, 2014).

Road accidents and suicides are the most frequent causes of death by injuries (68%), a statistic which proves that risk behaviour and mental problems are very prevalent in young people in Luxembourg and they can lead to serious consequences. The risk of death caused by an 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 due to the small absolute number of cases (Direction of Health, 2014).

According to Eurostat data, the relevance of suicide for mortality has declined. Eurostat reports that death rate by suicide of young people between 15 and 29 years of age has decreased during the 2000s. It was 9.9 in 2000 and 5.2 in 2010 (per hundred thousand inhabitants) (Eurostat, n.d.).

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 part in this cross-national study since 2015). A comparison of the results from the 2005/2006 and 2013/2014 surveys shows that self-rated health and life satisfaction remained stable on an average level (compared to other countries), while other indicators have changed (with regard to the 15-year-olds who were asked). The share of young people who reported that they are overweight or obese (according to BMI) has increased and also the share of young people who think they are too fat (with regard to this subjective rating of weight, Luxembourg is second in the ranking of all participating countries). Obesity of young people is an important issue, and nowadays it concerns a comparably high share of young people (Currie et al., 2008; Inchley et al., 2016).

Alcohol consumption of young people in Luxembourg is on an average level and has declined during the last years. In 2005/2006, the percentage of 15-year-olds who drink alcohol at least once a week was 19% for women and 30% for men. The share has decreased in 2013/2014 down to 9% (women) and 14% (men) (Currie et al., 2008; Inchley et al., 2016). These data give evidence for a significant reduction in the problematic alcohol use of young people.

Regarding the prevalence of illicit drug use, the national drug report shows an overall decline between 1999 and 2006 and a fair stabilization afterwards. Even though cannabis remains the most frequently used illicit drug by youngsters aged 12 to 18 years, cannabis use prevalence rates declined remarkably between 1999 and 2006, and seem to have stabilised in the years thereafter. Since 2006, a general increase is found in the mean age at first use of cannabis and illicit drugs (LIH, 2016).

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 up to 26% in 2016 (Fondation cancer, 2016).

6.2 Administration and 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 (La Division de la Médecine Scolaire, de la Santé des enfants et des adolescents) within the Ministry of Health is the main governmental authority which is 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 different national programmes and initiatives (e.g. National Action Plan of Healthy Eating and Physical Exercise (Gesond iessen méi bewegen), promotion of emotional and sexual health (Promotion de la santé affective et sexuelle) and collaborates with different 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; and
- 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) and 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 three regional centres in Luxembourg which provide help desk services, medical services and consultations which all are free of charge.
- 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 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.
- The Jugend- an Drogenhëllef is a foundation funded by the Ministry of Health. It organises the 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.

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.

6.3 Sport, youth fitness and physical activity

The National Action Plan of Healthy Eating and Physical Exercise (Gesond iessen, méi bewegen) is an interministerial strategy which was developed and implemented by four ministries (Ministry of Health, Ministry of Sports, Ministry of Family and Integration, and Ministry of Education and Vocational Training) and introduced in 2006. 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 action plan encompass:

- raising awareness and providing information on the importance of lifestyles which enable physical, mental and social health;
- promoting healthy and balanced eating; and
- increasing the quantity and quality of physical activity of the population, especially of children and adolescents.

Based on the results of a study on physical activities (Wagner et al., 2010), six specific domains of action were defined:

- promote minimal motor skills;
- stimulation and education of children's motor skills;
- motivate girls and boys to participate in physical activities and sports;
- promote soft mobility and informal sport;
- complete and improve the sports offers on the local and national level; and
- strengthen the importance of sports in school.

Currently, different 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, 2007, 2011) and initiatives in other countries (e.g. 'In Form' in Germany).

Programmes and initiatives which promote and support sport and physical activity among young people are an integral part of the National Action Plan of Healthy Eating and Physical Exercise (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 originality of the campaign lies in the setting up of the website www.letzmove.lu which offers the possibility for each participant to record and trace his daily physical and sports activities and to compare it with recommendations of specialists, to set and achieve personal goals and to participate in a challenge with other participants. The 'Movy' was introduced as a unit of measurement which corresponds to a moderate intensity activity of 10 minutes. The goal for individuals is to collect enough 'Movys' per day to ensure a sufficient contribution to maintaining one's personal 'health capital'.

The Fitness Pass campaign was launched in 2001 to promote participation in leisure sport activities that is 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 they usually participate in.

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 to people of all ages and in all fields. Any sports enthusiast, novice or 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 the respective age.

The educational framework of the law on quality assurance within the non-formal learning structures includes the action field 'Movement, body awareness and health'. It encompasses actions in the following fields: (a) movement, play and sport, (b) health and well-being, (c) nutrition and eating culture, and (d) playing and learning environment (Reglement grand-ducal zum Rahmenplan noch auf dem Instanzenweg). The main objectives are to foster a critical perspective toward nicotine, alcohol and drug use, and to increase self-esteem and develop gender identity.

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

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

6.4 Healthy lifestyles and healthy nutrition

There are different strategies or plans which focus on specific health issues (e.g. tobacco use, drug abuse, emotional and sexual health, healthy nutrition).

Action plans

The national tobacco plan (Plan National de Lutte contre le Tabagisme, PNLT 2016-2020) is the national action plan which aims at reducing tobacco consumption (Ministry of Health, 2016b). It was drafted by a 'tobacco working group' ('groupe tabac'), which is composed of representatives of 17 different 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:

- provide the public with a favourable environment for preventing smoking and achieving a long-term smoking cessation;
- protect young people and prevent tobacco use;
- help people who want to quit smoking to wean themselves from tobacco on a long-term basis; and

- reduce morbidity and premature mortality related to smoking.

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

- raise awareness and motivate young people not to smoke;
- reduce the demand for tobacco of young people;
- denormalise the smoker's image;
- make tobacco products less attractive and less accessible;
- regulate electronic vaporization devices; and
- increase price and improve tax policy on tobacco products.

The plan defines quantitative objectives until 2020:

- 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%; and
- 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 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 and the Fondation Cancer.

Smoking and alcohol consumption are also central issues of the national plan for preventing cancer (Plan National Cancer Luxembourg 2014–2018) (Ministry of Health, 2014). The 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 budget for 2017 is 1,907,350 €) (Government of the Grand-Duchy of Luxembourg, 2017).

The 2015-2019 national action plan on drugs and drugs addiction (Stratégie et plan d'action gouvernementaux 2015–2019 en matière de lutte contre les drogues d'acquisition illicite et les addictions associées) is a national policy strategy on drug addictions (Ministry of Health, 2015). It is oriented towards the strategy on the European level (EU Drugs Strategy (2013-20), Council of the European Union, 2012) and aims at increasing health protection, public security and social cohesion. The strategy relies on two policy pillars, namely supply reduction and demand reduction. Youngsters and recreational drug use are defined as one main target group or priority.

The strategy lists 60 separate actions to provide a clear definition of tasks, involved management actors, financial requirements, deadlines and performance indicators. The action plan reflects priorities set by the government: primary prevention (4 projects), treatment and care (7 projects), socio-professional reintegration (5 projects), reduction of risks and damages (9 projects), research, evaluation and information (8 projects), supply reduction (18 projects), and coordination and international relations (9 projects). Special focus is placed on primary prevention, offers of accommodation and housing, socio-professional reinsertion measures, diversification and access to therapeutic offers and quality management (Ministry of Health, 2015).

With regard to sexual health, a national action plan on emotional and sexual health (Government of the Grand-Duchy of Luxembourg, 2013b) was elaborated and implemented

by the different ministries, namely the Ministry of Education, Children and Youth, Ministry of Equal Opportunities, Ministry of Family Affairs, Integration, and the Greater Region, and Ministry of Health. The action plan addresses mainly children and young people and aims to achieve the following objectives:

- develop respect and one's own integrity;
- accept particularities of genders;
- recognise the right to identity and sexual orientation, pleasure, intimacy and reproduction; and
- prevent unwanted pregnancies, sexually transmitted diseases and sexual abuse.

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

- good governance;
- information, sensitisation and education on emotional and sexual health;
- improvement of skills;
- equal access for everybody: diversification and sustainability of the offers; and
- 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 national programme and action plan's objectives, a National Reference Centre for the Promotion of Emotional and Sexual Health was created in 2017. The 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 in 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 in school libraries (the budget for 2017 is 140,000 €) (Government of the Grand-Duchy of Luxembourg (2017).

The promotion of healthy lifestyles and healthy nutrition is one main objective of the National Action Plan of healthy eating and physical exercise (Gesond iessen méi bewegen) (Government of the Grand-Duchy of Luxembourg, 2006).

Projects and initiatives

Beside these plans, 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.

The foundation cancer:

- publishes the youth magazine Den Insider which deals with different health issues (such as healthy nutrition, sports, smoking, self-confidence, cancer, etc.);
- has launched the information campaign 'Be smart, don't start' which informs young people about the dangers and negative effects of smoking by providing posters, leaflets and stickers for interested persons and institutions;

- 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; and
- organises the campaign Mission non-smoking (Mission Nichtrauchen) 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, foundation cancer, the positive pressure of peers is a main element for the success of this campaign.

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 2017 edition was road safety and the risks associated with drinking and driving.

The nationwide campaign No alcohol under 16 years – We adhere! (Keen Alkohol ënner 16 Joer – Mir halen eis drun!) 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 Trampoline 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. The webpage www.goodfoodloop.lu of this initiative contains healthy recipes and tutorials of freestyle sports.

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.). The activities in schools encompass the following topics:

- school climate and school culture;
- emotional and sexual education;

- nutrition and the promotion of physical activity; and
- prevention of drug abuse.

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.

There are also peer-to-peer education approaches in Luxembourg such as the Risk & LifeStyle Peer Education programme which offers young people a framework of reflection and experimentation for risk situations in everyday life (e.g. discrimination, addictions, gangs, media, and violence). It offers young people the opportunity to receive concrete tools to cope with these risks and to accompany them in their personal learning process. Target groups are pupils in secondary schools and also youth organisations and youth centres. The programme is offered by the 4motion NGO.

Peer-mediation in daily school life is a project which aims at all Luxembourg primary and secondary schools that are 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.

6.5 Mental health

There are several plans and initiatives promoting 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 (Ministry of Health & Centre of Information and Prevention, 2015). 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:

- improving the understanding of suicidal problems in Luxembourg;
- improving the resilience of individuals and their ability to self-help;
- improving social resources, collective resilience and the ability to prevent suicide;
- adopting a coordinated approach to suicide prevention;
- providing targeted suicide prevention activities; and
- establish quality standards and standards for suicide prevention.

and five objectives which are to strengthen:

- individuals, families and the community;
- individual and collective resilience following traumatic events;
- the community's ability to identify needs for care;
- the collective and individual ability to respond promptly and appropriately to the distress of persons; and
- 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 for suicidal persons, their social environment and professionals. The website provides information on the available emergency services, consultation services, helplines and self-help groups.

The 2015-2019 national action plan on drugs and drugs addiction (Stratégie et plan d'action gouvernementaux 2015–2019 en matière de lutte contre les drogues d'acquisition illicite et les addictions associées) is an important strategic document which aims at preventing health risks and improving mental health of young people (Ministry of Health, 2015).

The interministerial initiative BEE SECURE is in charge of raising awareness about the risks posed by new media and is an important offer which aims at preventing abuse of new media and, by this, improving mental health of young people.

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 different competitions which are focused on different media, images, texts, videos or music.

This Youth Centre Marienthal is operated by the National Youth Service and offers activities addressing the well-being of young people. The activities encompass primary prevention activities (such as courses in team-building) and freestyle activities for interested groups (e.g. school classes).

A recommendation report on the setup of a comprehensive national strategy on mental health for children and young people defines future needs and challenges for a youth-centred mental health policy (CRP-Santé & Ministry of Health, 2010) but it has not been adopted and implemented yet.

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

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 & Ministry of Health, 2010) criticises that early detection of mental health disorders remains underdeveloped and that disorders often are 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 of 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 systematic screening of signs and symptoms, risk factors or mental troubles (CRP-Santé & Ministry of Health, 2010).

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.

Young people in distress are guided whether to the National Office of Childhood or to the Juvenile Court who decides according to the specific need of the young which measure is appropriate. Professionals in the respective institutions (schools, youth centres, hospitals, work, etc.) in 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 indications of distress.

The Psycho-social and Educational Support Service (SPAS; service psycho-social et d'accompagnement scolaires) in secondary schools and the medical care at schools (médecine scolaire) are important stakeholders for the early detection and signposting of young people facing health risks:

- The SPAS is in charge of providing the psycho-social support in secondary schools. The SPAS 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 private and public primary and secondary school (1987 law on the regulation of medical care at schools) (Chamber of Deputies, 1987).

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

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 (National Youth Service, 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.

7. Creativity and Culture

This chapter gives an overview of youth policy in the field of creativity and culture and the different programmes and offers. The promotion of a sense of initiative, creativity and spirit of initiative of young people is defined as an objective of youth policy (outlined in the 2008 law on youth).

Besides the cultural initiatives within formal education, cultural policy for young people is focused mainly on the field of non-formal education and youth work. The National Youth Service is the main public authority that is in charge of the implementation of programmes and projects. Projects deal with different issues such as artistic, audiovisual, or technological and entrepreneurial aspects.

7.1 General context

Over the last decade, the landscape of cultural offerings has been greatly modified and expanded in Luxembourg. Luxembourg's nomination for European Capital of Culture in 1995 and 2007 has affected this development as it has pushed the investment in culture in a sustainable way. The establishment of the university in 2003 has also had an impact on the 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).

In general, participation of young people in creative and cultural experiences is rather high among young people in Luxembourg compared to other European Union countries. The Eurobarometer survey shows that a high share of young people in Luxembourg participates 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).

The young people seem to have a rather critical view on the cultural attractions and opportunities in Luxembourg. The results of a survey on culture in Luxembourg show that young people under 35 years of age rate the current cultural offers and also the development of the cultural landscape in Luxembourg during the past 10 years significantly more negative than the older age groups (TNS Ilres, 2016).

7.2 Administration and 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. It 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.

The Ministry of Culture is the main public authority which is in charge of the development and implementation of the general national and international cultural policy and is also in charge of funding cultural projects (Ministry of Culture, 2017).

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

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.

7.3 National strategy on creativity and culture for young people

Promoting sense of initiative, creativity and spirit of initiative of young people is defined as an objective of youth policy (revised 2016 Youth Law Art. (10); Chamber of Deputies, 2016a). The development of young peoples' creativity and culture is an important objective both within formal and non-formal education.

One main 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.

The Division of Pedagogical Innovation (Division de l'innovation pédagogique) 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.

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, 2017a).

The Ministry of Education, Children and Youth has launched a webpage which serves as:

- a means of communication between cultural actors and schools;
- a place of exchange between schools and cultural life; and
- an informative platform on cultural projects of pedagogical interest.

Youth centres are the responsible authority for the promotion of creativity and culture on the local level. They are responsible for the implementation of the guidelines of non-formal education in children and youth age. They aim at creating spaces in which young people can express and share their youth-specific forms of expression, as well as perceive culture as a process of creativity and artistic productivity. The ministry highlights three points: (1) the promotion of the development of an independent youth culture, (2) learning as a creative process, and (3) experience and learning environment (Chamber of Deputies, 2017a).

The National Youth Service offers and promotes different socio-cultural activities for young people. It provides infrastructure and projects in the field of creativity and culture and 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, 2017).

7.4 Promoting culture and cultural participation

Promoting culture and cultural participation is facilitated by reducing financial constraints by specific cards for young people. Until the age of 26, young people can use the European Youth Card to receive discounts for entrance tickets to various cultural institutions (museums, theatres, concerts and cinemas). The city of Esch/Alzette offers a Cultural Card Youth-Esch (Carte Culture Jeunes-Esch) to young people between 12 and 30 years of age which entitles them to discounts on admission to cultural institutions in Esch/Alzette. The Cultural Card (Kulturpass) is another card which 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) in order to promote equal access to culture and leisure for socially disadvantaged persons and groups.

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. Many of these institutions offer specific programmes for young people outside the school context (e.g. iPhil).

There are several webpages which disseminate information on cultural opportunities to young people:

- Youth.lu-Agenda: Agenda which contains 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 provides information about cultural events in Luxembourg and in its neighboring regions and is a project of the Association for Cultural Grand Region (Espace Culturel Grande Région).
- Cultural Education-Agenda: Agenda which contains 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 (Information and Press Service of the Luxembourg Government, 2015).

The National Audiovisual Centre (CNA; Centre National de l'Audiovisuel), funded by the Ministry of Culture, is in charge of safeguarding the national audiovisual heritage and to make it accessible to interested people. The access to the different available kinds of 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 Centre on Literature (Centre national de littérature), funded by the Ministry of Culture, is in charge of safeguarding the national literary heritage and to make it accessible to interested people. It offers specific events for children and young people (e.g. book fairs, exhibitions).

7.5 Developing cultural and creative competences

The Forum Geesseknäppchen, run by the National Youth Service, is a youth centre specialised in the domain of creativity. The activities are focused on technological, entrepreneurial and artistic aspects. The centre integrates the 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 activities are subdivided into three domains:

1) The technology domain

This domain is focused on 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 allows the youth an opportunity to experience actual handling of digital equipment and offers them the opportunity to realise their own digital projects.

2) The entrepreneurship domain

Participants are offered a space of co-creation, a place of exploration, experimentation as well as entrepreneurial discovery. The main objective is the development and encouragement of the entrepreneurial spirit. The idea is mainly based on the concept of 'design thinking', which regards errors as normal because consolidation and routing (i.e. a nonlinear, cyclical and sinuous process) allow the creator to go back and forth throughout the process of creation.

3) The artistic activities domain

The forum offers spaces for artistic activities such as the aquarium, which is a multifunctional room, but also a rehearsal room for musicians or actors and a recording studio. The forum also offers support by professionals if needed.

There are further public offers which offer activities in order to develop young peoples' cultural and creative competences:

- Centre Marienthal, run by the National Youth Service, offers activities in the field of audio-visual technologies. Actors from the youth sector can utilise its services to organise training courses, study sessions, conferences and seminars. The centre also organises several events, such as the 'Crème fraîche' contest in the framework of the Luxembourg City Film Festival and the 'Créajeune' festival, a video competition in the Greater Region.
- The National Youth Service has established partnerships with different 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 Festival of Huts (Festival des Cabanes) 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. It includes different projects which aim at making audiovisual creation accessible for 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 opinion formation, in order to promote a critical spirit and a curiosity about the images.
- The national cultural institutions (theatres, museums, concert halls) offer training programmes for professionals. For instance, the Rotondes offers specific training for teachers in the domain of acting, creative writing, or hiphop, and the Philharmonie offers guidance to prepare teachers for a concert visit with their school class.
- The Training Institute of National Education (IFEN; Institut de formation de l'Education 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 that is 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 Federation of Music of Luxembourg '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. 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.
- 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 from the Ministry of Education, Children and Youth.

8. Youth and the World

This chapter focuses on young people's participation in all stages of policy-making related to global issues and on youth cooperation at the global level.

The chapter shows general policy approaches, the concept of sustainable development and the related National Strategy of Education to Sustainable Development as the main strategic policy document with regard to education on global issues. It also presents specific programmes and measures which are undertaken by public authorities.

Although policy in this field is not a main issue of youth policy in Luxembourg, the chapter illustrates that there are many initiatives and projects which are organised by NGOs and offered to school pupils or other interested groups.

8.1 General Context

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 (Government of the Grand-Duchy of Luxembourg, 2012).

The report on Sustainable Development from the Perspective of Young People (*Nachhaltige Entwicklung aus der Sicht von Jugendlichen*; Faber and Boll, 2010) gathers scientific data regarding the questions of motivation, knowledge, competences and behaviour of young people in the domain of 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).

The Faber and Boll report (2010) 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; Ministry of Family and Integration, 2010). Faber and Boll (2010) 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.

The Flash Eurobarometer Youth on the Move (European Commission, 2011) examines the participation of adolescents and young adults (aged 15-30 years) in activities of various organisations. 4.4% 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 27 EU member states is 3.2%. 5.8% of young people in Luxembourg indicated they were active in "an organisation promoting human rights or global

development'', whereas the mean value for all the member states is 5.2% (European Commission, 2011).

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). 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).

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. It was 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).

8.2 Administration and 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. 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.

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

- 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 frame 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*) (Government of the Grand-Duchy of Luxembourg, 2011a).
- 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.

- 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.

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

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.

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 2017.

8.4 Raising awareness about global issues

The Charter for Education of Sustainable Development (Charte 'Education au développement durable' (EDD)) is a key initiative to raise awareness about global issues by promoting global education (Government of the Grand-Duchy of Luxembourg, 2011b).

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 which have adopted the charter have to orient their offers in accordance to the defined objectives and quality criteria.

The web page www.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) and aims at conferring a better visibility to NGOs and give them the possibility to present their educational activities in a database. The website serves also as a platform of information and exchange between community life, educational community, young people and the general public. It offers an overview of the existing governmental and non-governmental organisations which are active in the domains of education of environment, development, citizenship promoting solidarity economy or world citizenship.

In the frame 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 (Government of the Grand-Duchy of Luxembourg, 2011a). This national strategy aims at creating networks between the actors and fostering their cooperation, at integrating education of sustainable development into the school system (at all levels and in all educational settings, formal and non-formal), at installing a monitoring and evaluation system of the implementation of the strategy and at 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 in order to allow these important multipliers to acquire the competences requested.

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

Formal learning

The national strategy on sustainable development aims at integrating education of sustainable development into the initial training of teaching and educational staff as well as into their on-going training in order to allow these important multipliers to acquire the requested competences. However, to date, global issues are not compulsory in school curricula of upper-secondary level education and are dealt with only 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 (but these domains are far behind other fields such as transversal competences and inter-disciplinarity, vocational guidance, opening to the outside world, internal communication, etc.).

Further offers for pupils or school classes which aim at raising awareness on global issues are:

- Ecological centres (Centre de découverte de la forêt 'Burfelt' in Insenborn, 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 provide opportunities for teachers to organise activities with their classes in the frame of 'green classrooms' (Classes vertes) (e.g. the Nature House (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

There are further offers in the field of non-formal learning which promote awareness about global issues:

- The Youth Centre in Hollenfels (Centre de jeunesse Hollenfels), operated by the National Youth Service, focuses on non-formal education of 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) operate 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; Lëtzebuurger 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 (Action solidarité Tiers Monde), combines environmental and educational work with policy and with support of solidarity projects in the southern regions of the world, in order to achieve an integrated environmental and development policy. Climate Alliance contributes to awareness raising in children and young people by offering different 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, is a non-profit organisation creating a space to experience lifestyles with a low impact on environment and to learn the skills enabling 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) (Ministry of Education and Vocational Training, 2012) 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. Action solidarité Tiers Monde (astm) 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 (Centre d'information Tiers Monde, CITIM), operated by astm, offers instructional materials for educators and organises workshops in order to sensitise children and young people on global citizenship. It is funded by the state's budget and donations.

Information providers and youth targeted information campaigns on global issues

There are several institutions or initiatives which provide youth targeted information campaigns on global issues for young people:

- The annual City Rally, organised by the Youth Council in cooperation with the Youth Information Centre, focused on sustainable development in 2016. The target group was pupils between 15 and 18 years of age. In teams composed of a maximum of 6 people, the participants had to face challenges and activities at different stations with regard to issues on human rights or sustainable development in general. This rally aims at informing and sensitising pupils and their teachers to the wide variety of issues in sustainable development.
- 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 government publishes a leaflet (Je m'engage avec la Coopération au développement) which contains information on the opportunities available for young people to participate in projects for humanitarian aid and international solidarity.
- The documentation centre on development cooperation (Centre d'information Tiers Monde, CITIM) offers various workshops and training programmes which aim at informing young people about global issues.
- The website www.bne.lu aims at conferring a better visibility of NGOs and gives them the opportunity to present their educational activities in a well-structured database. It provides a list of all governmental and non-governmental organisations which are active in the following domains: education to environment, to development, to citizenship promoting solidarity economy or to world citizenship. The website provides also an overview of activities offered by the different organisations.
- 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 and provides information on their activities and on opportunities to get involved in voluntary activities.
- The Voluntary Agency provides information on volunteering opportunities in different fields of and sensitising pupils and their teachers to the wide variety in sustainable development action such as Humanitarian aid/international solidarity/Third World; Environment and Human rights/Peace.

8.5 Intercontinental youth work and development cooperation

Programmes of voluntary service are implemented by the National Youth Service. Since 2009, a Voluntary Service of Cooperation (SVC, Service volontaire de coopération) is offered and addresses young people from ages 18 to 30 years. SVC offers the possibility to commit oneself to a cooperation project and its objective is to raise awareness for problems of developing countries, to offer an opportunity to learn as well as to promote intercultural dialogue. For this programme, National Youth Service Ecooperates with the Ministry of Foreign Trade/Direction of Development Cooperation (Ministère des Affaires Etrangères/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. Also, 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).

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, formulating of development projects, 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. The Luxembourg Development Cooperation Agency (Lux-Development S.A.) offers opportunities for young people who are interested in development cooperation after completion of secondary school. In the frame of projects of bilateral cooperation, these young people may commit for a year and, after initial training at the agency, are sent to a

developing country (i.e. Burkina Faso, Cape Verde, Mali, Niger, Namibia, Senegal, Nicaragua, El Salvador, Laos and Vietnam).

In 2016, 90 persons participated in the training courses (Ministry of Foreign and European Affairs, 2016): 16 associated experts to the United Nations (Experts associés auprès des Nations Unies, JPO), 6 young experts to the European Commission (Jeunes experts auprès de la Commission européenne, JED), 11 volunteers to the United Nations (Volontaires des Nations Unies, VNU), 6 trainees of Lux-Development (Stagiaires Lux-Development, ATJ), 8 trainees from ENDA Third World (ENDA Tiers Monde), and 43 participants of the Voluntary Service of Cooperation (Service volontaire de coopération, SVC).

An additional support measure consists of granting special holidays for volunteering activities in the domain of development cooperation (Congé de la coopération au développement). Six days a year may be granted (2016 Labour Legislation, Art. 234-32 to 234-42; Central Service for Legislation Luxembourg, 2016).

V. CONCLUSIONS

The present publication provides a comprehensive overview of youth policy governance in Luxembourg and its current developments based on the most important legislations but also on strategy papers and specific plans for their implementation.

Our findings have shown that there are many initiatives in Luxembourg with regard to the eight fields of action identified in the 'EU Youth Strategy'. The findings reflect a large range of existing policies in the youth field and illustrate the increasing importance of an integrated, cross-sectorial youth policy approach in Luxembourg, which was legally defined first by the 2008 Youth Law.

Youth policy as a reaction to societal challenges in Luxembourg

The publication gives a detailed description of youth policies but also indicates how social change and current societal challenges are dealt with in Luxembourg.

For instance, the high number of young immigrants in Luxembourg and their cultural and linguistic diversity creates new challenges and opportunities for politics and society with regard to their social integration and participation. Thus, youth policy has developed many programmes, especially in the field of participation, to foster the integration of young people, particularly those with a migrant background.

Education has also become an essential part of youth policy in Luxembourg. As in other countries, education of youth is very important in Luxembourg because an educational degree is an indispensable requirement to integrate successfully in the world of work. Young people need to develop the right skills and find opportunities to use them productively. Besides formal education, non-formal education, especially in the field of youth work, has gained in importance. Whereas formal education can only partly balance social inequalities by providing equal opportunities for everybody regardless of social background, non-formal education is expected to reach all young people and allow also young people with a low socio-economic background to develop specific skills. Therefore, youth policy has launched many initiatives to promote opportunities of non-formal learning in the field of youth work.

Another important issue for Luxembourg is the youth unemployment rate, which has increased during recent years. Particularly young people without or with low educational degrees struggle to find quality jobs. The high unemployment rate indicates that the transition from the educational system into employment represents a critical phase for many young people in Luxembourg. As a response to this, youth policy has initiated many initiatives to prevent these problems by supporting young people in navigating the transition into adulthood.

From sectorial to cross-sectorial policy: the integrated approach of youth policy in Luxembourg

Our findings show that the range of policies in the presented eight fields of action differ considerably. Some policy fields are well-developed, whereas others are rather poorly developed. For instance, policies in the fields of youth participation or non-formal learning are wide-ranging with regard to the existing legislations or strategies. However, policies in other fields such as social inclusion or youth cooperation at the global level are fairly low.

This difference illustrates to what extent certain issues are currently of political importance, but it also reflects the historical emergence and self-concept of youth policy in Luxembourg. In the early days, youth policy was focused on promoting leisure activities and supporting the providers of activities for young people in the field of voluntary work. Although the range of youth policy has developed further, these issues are still predominant.

Currently, Luxembourgish youth policy is characterised by its cross-sectorial or integrated approach, which is similar to the trends on the European level. Siurala (2006, pp. 11-12) describes the situation in Europe in the following way: 'it is evident that the narrow minded view of non-formal education and that of youth work as leisure time activities is no longer valid. As young people face a broad range of risks, one has to adopt a broader strategy covering also employment, formal education, health, housing, culture and social affairs. This strategy is called integrated youth policy and it has been very strongly promoted by international organisations.' As Residori et al. (2015, p. 14) state in their evaluation report on the implementation of cross-sectorial youth policy in Luxembourg, 'cross-sectorial youth policy and interdepartmental collaboration with the youth division have become a routine that is a natural reflex, for some policy fields.' However, cross-sectorial youth policy is also challenging because policy-makers have to build multilateral communication and strategic collaboration between different departments which sometimes have heterogeneous interests and scarce (time) resources (Residori et al., 2015).

The challenge to describe cross-sectorial youth policy

The cross-sectorial approach of youth policy does not only challenge policy-makers. During the collection and analysis of data for the present publication it became apparent that the cross-sectorial approach is also challenging for the realisation of a comprehensive description of youth policy. This becomes even more apparent because cross-sectorial means that youth policy is (a) not limited to its former priorities of leisure activities and voluntary work, and (b) not exclusively implemented by the public authority in charge of youth policy (the youth department within the Ministry of Education, Children and Youth) but in cooperation with other departments.

Against this backdrop, how can we define which initiatives and programmes are relevant for the description of youth policy in Luxembourg? We certainly cannot concentrate only on the initiatives which were introduced by the youth department within the Ministry of Education, Children and Youth but need to include all policies that have an impact on the individual life situation of youth. For this reason, the description of youth policy for Luxembourg includes many programmes, which are not necessarily designed for young people but which may have a certain impact on the life situation of young people. But where do we draw the line? What is youth policy and what is not? Youth policy has to permanently deal with these questions because negotiating borders and a permanent self-affirmation of what youth policy is are inherent for the further development of cross-sectorial youth policy.

Evidence as an important basis for youth policy development in Luxembourg

The evidence-based approach has become a basic principle of youth policy both on the European and Luxembourgish level. Reliable information on young people is the basis for a better understanding of the situation of young people and for policy development. The present report is focused on the question of how youth policy deals with youth issues or young people and their specific needs and challenges.

Giving an overview of existing legislations and policy agendas on youth, the information collected for Youth Wiki serves as an inventory of youth policy. The report structures the broad field of youth policy and illustrates, for instance, in which fields youth policy initiatives exist and in which fields there are only a few or no initiatives. In this way, the findings help both policy-makers and professionals in the youth field to reflect on the current policy approaches and priorities and serve as an information base which can stimulate the societal and political debate on the further development of youth policy.

European youth policy as a framework for Luxembourgish youth policy

Youth Wiki is realised according to standardised guidelines prescribed by the European Commission and the action fields of the Youth Strategy (which were defined with the involvement of the national governments). Following this given structure, the description of the national youth policy is framed by a supranational policy agenda. This procedure has many advantages but also bears some risks.

On the one hand, the standardised format allows cross-country comparison and the interactive search for thematic data for every participating country. The Youth Wiki sets a certain benchmark for national policies and classification of youth policy, and thereby it allows mutual learning and contributes to the identification and dissemination of good practices.

On the other hand, the standardisation can pose also challenges for national youth policy. The supranational policy agenda may affect the national agenda in the way that it specifies action fields and also its subordinated content dimensions and theoretical concepts, so that national particularities are at risk of being ignored or receiving insufficient consideration. Without doubt, Youth Wiki is a worthwhile project which promotes the conception of a cross-sectorial youth policy resulting in many benefits both on the European and national level. However, national youth policies or Luxembourgish youth policy in particular has to reflect continuously on the questions of how youth policy is oriented towards a European agenda and which gaps or blind spots remain underrepresented.

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