



# **Independent national experts network in the area of adult education/adult skills**

## **Full Country Report - Luxembourg**

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**Independent national experts network in the area  
of adult education/adult skills**

**Full country report - Luxembourg**

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## 1.0 COUNTRY OVERVIEW

### 1.1 Trends for the entire population

#### 1.1.1 Employment rate – entire population

**Table 1.1: Evolution of employment rate - national average (2010-2016) compared to EU data**

	Years									Targets	
	2000	2005	2010	2011	2012	2013	2014	2015	2016	EU 2020	National 2020
<b>EU-28 average</b>	:	67.9	68.6	68.6	68.4	68.4	69.2	70	71	75% of the 20-64 year-olds in employment	73
<b>Member State</b>	67.5	69	70.7	70.1	71.4	71.1	72.1	70.9	70.7		

*Source:* Employment rates by age and educational attainment level (%) Eurostat code lfsa\_ergaed, last updated 25 April 2017.

*Explanatory note:* This table compares the average employment rate of the population (ISCED all levels) aged 20 to 64 in a given Member State over the period 2000-2016 to EU targets and average, including the EU2020 target, national 2020 targets and the average EU employment rate for 2016.

#### -Comparison to EU2020 target

In 2016 Luxembourg achieved a 70.7% employment rate, slightly below the 2015 figures (70.9%) and 4.3 percentage points below the EU 2020 target of 75%. These figures hide great disparities between the low skilled and high skilled workers. High skilled workers are in high demand due to the highly skilled economy of Luxembourg.

#### -Comparison to National 2020 target

Luxembourg's national target is to have 73% of 20-64 year-olds in employment by 2020. With an employment rate in 2016 of 70.7% Luxembourg is still slowly heading towards its overall target. The employment rate in 2016 is similar to that of 2015, only falling slightly by 0.2%. According to the latest data youth employment is still the most problematic area with the highest decline from 44.1% to 40.7%.

The overall employment rate of men also slightly fell by 0.6 percentage points. For all other categories the employment rate showed an increase in 2016<sup>1</sup>. The government's

<sup>1</sup> Government of the Grand Duchy of Luxembourg, (2017a). National plan for smart, sustainable and inclusive growth: Luxembourg 2020, national reform programme of the Grand Duchy of Luxembourg under the European Semester 2017, [https://ec.europa.eu/info/files/luxembourg-national-reform-programme\\_fr](https://ec.europa.eu/info/files/luxembourg-national-reform-programme_fr)

latest unemployment figures show a decrease from 6.2% in 2016 to 6% unemployment rate in May 2017<sup>2</sup>.

*-Comparison between 2016 national data and the EU-28 average for 2016*

For 2016, national data indicate a rate of 70.7%, very closely aligned with the EU-28 average of 71%.

Compared to the EU average employment rate of 71% for this year, the Luxembourg rate fell just behind by 0.3% after being 0.9% ahead of the EU rate in 2015.

*-Evolution over time*

It is important to acknowledge that in 2015 there was a break in the statistical time series for the employment rate data<sup>3</sup>, which needs to be taken into consideration while observing the evolution of this variable over time. The brake may help explain the sudden fall in employment rate in 2015, which had been steadily growing since 2000. In order to achieve its national target of 73%, the employment rate in Luxembourg should increase by around 0.77 points each year for the next 3 years.

*1.1.2 Participation rate – entire population*

**Table 1.2: Evolution of participation rate in education and training - national average (2010-2016) compared to EU data**

Geographical area	Years									Targets	
	2000	2005	2010	2011	2012	2013	2014	2015	2016	EU 2020	National 2020
<b>EU-28 average</b>	:	9.6	9.3	9.1	9.2	10.7	10.8	10.7	10.8		
<b>Luxembourg</b>	4.8	8.5	13.5	13.9	14.2	14.6	14.5	18	16.8	15% of adults in lifelong learning (LLL)	

Source: Participation rate in education and training by sex and age (%), Eurostat code trng\_ifse\_01, last updated 25 April 2017.

Explanatory note: This table compares the participation rate in lifelong learning of adults aged 25-64 to EU data over the period 2000-2016.

<sup>2</sup> STATEC, (2017). *Conjoncture Flash* (flash conjuncture), May 2017, Luxembourg, <http://www.statistiques.public.lu/catalogue-publications/conjoncture-flash/2017/PDF-Flash-05-2017.pdf>

<sup>3</sup> Government of the Grand Duchy of Luxembourg, (2017a). National plan for smart, sustainable and inclusive growth: Luxembourg 2020, national reform programme of the Grand Duchy of Luxembourg under the European Semester 2017, [https://ec.europa.eu/info/files/luxembourg-national-reform-programme\\_fr](https://ec.europa.eu/info/files/luxembourg-national-reform-programme_fr)

*-Comparison to EU2020 target*

In 2015 Luxembourg surpassed for the first time the EU 2020 target of 15% of adults in lifelong learning, reaching 18%.

Despite a drop in the participation rate in 2016 to 16.8%, Luxembourg is still above the EU 2020 target by 1.8 percentage points.

*-Comparison between 2016 national data and the EU-28 average for 2016*

The participation rate of adults in education and training in Luxembourg is still well above the EU28 average of 10.8%. However, with the current percentage rate of 16.8%, it fell from being the 6th best performing country in this area to 9th in 2016.

*-Evolution over time*

Over the past few years Luxembourg has seen a dramatic increase in adult participation rates in education and training, having nearly doubled since 2005. Since the year 2000 participation rates have been growing steadily reaching a peak in 2015. However after an important jump in 2015, attributed to the introduction of a new statistical reporting method, participation rates showed a decrease of 1.2% in 2016.

## 1.2 Trends for low qualified adults

### 1.2.1 Share of low qualified adults

**Table 1.3: Share of low-qualified adults (ISCED 0-2) – national data (2010-2016) compared to EU-28 average 2016**

Geographical area	Years								
	2000	2005	2010	2011	2012	2013	2014	2015	2016
<b>EU-28 average</b>	:	30.6	27.3	26.6	25.8	24.8	24.1	23.5	23
<b>Luxembourg</b>	39.1	34.1	22.3	22.7	21.7	19.5	18	24	21.6

*Source:* Population by educational attainment level, sex and age (%), Eurostat edat\_lfse\_03, last updated 25 April 2017.

*Explanatory note:* this table compares the percentage of the population with low qualifications (ISCED levels 0-2) in 2016 to the EU-28 average for 2016 and the period 2000-2016.

*-Comparison to EU-28 average*

The EU average of low qualified adults is currently 23%. With a 21.6% share of low qualified adults, Luxembourg is an average performer in this area. The top performing country in this field (Lithuania) reports only 5.4% of the population with a lower



educational attainment. Luxembourg's performance is in the bottom third achieving the 21st position among EU Member States.

*-Evolution over time*

The share of low skilled adults in Luxembourg reached 21.6% in 2016, a decrease of 2.4 percentage points compared to 2015. While the decrease in 2016 has been substantial, it is still higher than its lowest point in 2014 when the share of population with low qualifications reached 18%.

Yet the share of low skilled adults has been decreasing significantly since 2005 staying around 22 percentage rates, decreasing to 19.5% in 2013 and increasing again significantly in 2015 (24%). Greater participation by adults with lower qualification level in vocational education and training is still necessary in order to maintain skill up-to-date and prevent early retirement.

*1.2.2 Employment rate of low skilled adults*

**Table 1.4: Employment rates of low skilled adults (ISCED 0-2) – national data (2010-2016) compared to EU-28 average 2016**

Geographical area	Years								
	2000	2005	2010	2011	2012	2013	2014	2015	2016
<b>EU-28 average</b>	:	55.7	53.8	53.4	52.7	52	52.6	53.2	54.3
<b>Luxembourg</b>	57.9	61.8	61.9	62	63	61.8	60.9	60.8	58.7

*Source:* Employment rates by age and educational attainment level (%) Eurostat code lfsa\_ergaed, last updated 25 April 2017.

*Explanatory note:* This table compares the employment rates of those with low qualifications (ISCED levels 0-2) to the EU average over the period 2010-2016.

*-Comparison to EU-28 average*

Luxembourg has achieved an employment rate of low skilled adults of 58.7%, which is above the EU average of 54.3%. However, it still has a long way to go in order to catch up with the best performing group of countries in this area, like Iceland and Switzerland that report an employment rate of lower skilled adults of 79.7% and 69.3% respectively.

*-Evolution over time*

Evolution of the employment rate of low skilled adults in Luxembourg has not shown much improvement over time. In 2005 the rate stood at 61.8%, i.e. 3.1 percentage points higher than in 2016. This trend is also observed at EU level with a slight decrease of the EU average from 55.7% in 2005 to 54.3% in 2016. Slightly higher rates were observed in 2011 (62%) and 2012 (63%) followed by steady slow decreases since then. Recent immigration waves can partly explain this trend.

1.2.3 *Participation rate of low skilled adults*

**Table 1.5: Participation rate of low skilled adults – EU average in comparison to national average**

Geographical area	Years								
	2000	2005	2010	2011	2012	2013	2014	2015	2016
<b>EU-28 average</b>	:	3.7	3.9	4	3.9	4.5	4.5	4.3	4.2
<b>Luxembourg</b>	1.1	3.3	4.9	4.5	5.3	6.1	7.4	7	6.9

*Source:* Participation rate in education and training by sex and educational attainment (%), Eurostat code and trng\_ifse\_03, last updated 25 April 2017.

*Explanatory note:* This table compares the participation rate in lifelong learning of adults aged 25-64 with low qualification levels (ISCED levels 0-2) to EU data and over the period 2000-2016.

- *Comparison to EU-28 average*

Compared to the EU average of 4.2% Luxembourg is a good performer in this area with 6.9% in 2016. Although Luxembourg ranked among the top 10 performers, at the very top of the list participation rates of low skilled adults in lifelong learning are reported to be close to 20% (Denmark and Sweden).

- *Evolution over time*

A steady increase in participation rates of low skilled adults in education and training has been reported since 2000. From 2005 to 2016 the participation rate has more than doubled. However, a decrease of 0.4% was reported for the first time in 2015.

The fact that another very slight decrease was again reported in 2016 (of 0.1%) should be given attention in order to avoid an on-going negative trend in the coming years.

## **2.0 BRIEF OVERVIEW OF ADULT LEARNING SYSTEM**

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### **2.1 Main features and a concise summary of historic development**

Adult education in Luxembourg takes place under the Lifelong Learning Strategy. It is defined as formal, non formal and informal education. Formal learning that leads to recognised degrees is organised in the public education system and in some private higher education institutions. Non-formal learning (short courses) for vocational purposes, and informal learning in the pursuit of personal fulfilment are offered by a range of public and private providers including NGOs, professional chambers and local municipalities. Local libraries and the national library play a strong role in access to knowledge and information for training purposes.

Adult education falls under the remit of the Ministry of Education, Children and Youth (MENJE - Ministère de l'Éducation nationale, de l'Enfance et de la Jeunesse). Two units are responsible for adult education: the Service for Adult Education (SFA – Service de la formation des adultes) and the Service for Vocational Training (SFP –Service de la formation professionnelle).

The adult education policy and government intervention is to be seen in the context of the national labour policy, itself a policy under the Luxembourg 2020 strategy as a response to the EU2020 strategy. The purpose is to support strong economic performance with a modernisation strategy leading to higher educational outcomes, the enhancement of worker upskilling over their lifetime, integration or reintegration on the labour market for the unemployed. These measures are all needed to meet the changing skill demands of the high-skilled economy.

In its 2017 report on Luxembourg OECD<sup>4</sup> recommends a focus on inclusive growth, tackling the issue of the work disincentives faced by the low-skilled youth, women and older workers.

There is no single framework law governing the provision of adult learning, yet a number of laws have been passed since the late seventies. The law on continuing vocational adult education establishing national centres for continuous VET was passed in 1979. Yearly since 1990 the MENJE publishes a catalogue on the provision of adult education that is widely circulated across the country. A national Lifelong Learning Strategy was launched in 2009. It is regularly refined, giving a strong focus to adult learning. Early School Leaving of young adults is tackled through the second path to qualification, with a number of initiatives launched in the last 15 years (e.g. the School for the Second Opportunity, Learn for Success, see section 3.2.1.)

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<sup>4</sup> OECD, (2017). Economic Survey of Luxembourg: Better skills for more inclusive growth. Available at: <http://www.oecd.org/eco/surveys/LUX-2017-oecd-economic-survey-EN.pdf>

Co-funding is provided by the State for private companies to support continuing learning. Individual learners can obtain special leave for training purposes and recognition of prior learning and experience.

The latest figures from Eurostat on participation in formal education and training are presented in table 2.1 below. The figures offer a breakdown by educational level, and indicate that over 25 year-olds who are engaged in formal adult learning, are mostly participating at post-secondary short cycle and above all bachelor level education. In the 20-24 range adults participate mainly in adult learning at lower secondary and master level.”

**Table 2.1 Number of participants in formal education and training by level of education and age**

	Age 20-24	Age 25+	Total
<b>Level of education (i.e. basic, vocational, higher)</b>	0	0	0
<b>Primary</b>	123	67	190
<b>Lower secondary</b>	3,486	681	4,167
<b>Upper secondary</b>	259	465	724
<b>Post-secondary non-tertiary education</b>	479	92	
<b>Short-cycle tertiary education</b>	2,355	693	
<b>Bachelor's or equivalent level</b>	416	2,093	
<b>Master's or equivalent level</b>	12	557	
<b>Doctoral or equivalent level</b>			
			8,516

Source: Eurostat, Eurostat database table "Pupils and students enrolled by education level, sex and age (educ\_uoe\_enra02)", accessed 2017.08.21

## 2.2 Provision

Adult education is provided by a range of public and private providers. Public providers operate at national level, including the national centres for continuous VET (established by law in 1979 and operating across the country), the National Institute for Languages (INL)<sup>5</sup>, local municipalities, and professional chambers. Vocational retraining for job seekers is provided by the Service for Vocational Guidance (Service de l'orientation professionnelle) of the Agency for the Development of Employment (ADEM, Agence pour le développement de l'emploi). The National Institute for the Development of Continuing Vocational Training (INFPC – Institut national de la formation professionnelle continue) oversees the co-

<sup>5</sup> INL, (2016). *Institut National des Langues (National Institute of Languages)* [Online]. Available at: <http://www.inll.lu> [Accessed: 11-10-2017]

funding and is monitoring the development of adult education. Commercial providers, including foreign training institutions, may be involved in all types of adult education.<sup>6</sup>

The Maison de l'Orientation<sup>7</sup> (Orientation House) also serves as a first contact point for adults seeking information on professions and training provision, before they are directed to the relevant organisations.

### *2.2.1 Helps adults improve their Basic Skills*

On its website the Ministry of Education provides information<sup>8</sup> regarding the acquisition of basic skills. These are defined under six domains: reading, writing, speaking, understanding and numerical skills. Information is also provided on the places around the country where training is provided. The Education et Formation des Adultes Catalogue (catalogue on adult education and training) is published annually, and is circulated among others to all municipalities provide a whole section on the provision of courses on basic skills offered around the country.

### *2.2.2 Helps adults achieve a Recognised Qualification*

The law on continuing vocational adult education establishing national centres for continuous VET was passed in 1979. The law was amended in 1990 with reforms for technical secondary and vocational training, and further in 2008 when the Validation des Acquis de l'Expérience (VAE - Recognition of Prior Learning) was introduced.<sup>9</sup>

The VAE gives adults the opportunity to valorise their practical experience (minimum 3 years and 5,000 hours) and obtain certification that can be used for career progression or reorientation. In 2014 there were 1,389 applications of which 1,053 were deemed admissible.<sup>10</sup>

### *2.2.3 Helps adults develop other knowledge and skills, not for vocational purposes*

Beyond the acquisition of basic skills, non-vocational informal training is available for adults seeking to increase their general knowledge or in the pursuit of personal fulfilment. It is offered by NGOs and municipalities (i.e. information technologies, the arts, culture and the like). Local libraries and the national library also play a strong role in access to knowledge and information.

Other training initiatives include family learning, citizenship classes (compulsory to obtain the Luxembourgish nationality) and learning activities for older people. Adults can find all

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<sup>6</sup> Eurydice, (2016). *Description of National Education Systems: Luxembourg*, Available at: <https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Luxembourg:Overview> [Accessed: 03-09-2016]

<sup>7</sup> Centre de Gestion Informatique de l'Éducation. (2017). *Maison de l'orientation* [Online]. Available at <http://portal.education.lu/mo/>

<sup>8</sup> MENJE, (2015 ). *Instruction de base des adultes et des personnes à besoins spécifiques (Initial education for adults and people with specific needs)*. [Online] Available at <http://www.men.public.lu/fr/formation-adultes/instruction-base-adultes/abcd/>

<sup>9</sup> MEMORIAL, Journal Officiel du Grand-Duché de Luxembourg, Recueil de Legislation, A -- N° 220, 30 December 2008, <http://www.legilux.public.lu/leg/a/archives/2008/0220/a220.pdf>

<sup>10</sup> Houot, Isabelle, (2016). *La Validation des Acquis de l'Expérience au Luxembourg (Validation of Acquired Experience in Luxembourg)*. *Electronic Platform for Adult Learning in Europe* [Online]. <https://ec.europa.eu/epale/en/node/29911>

information regarding available courses in the catalogue on lifelong learning published by the Ministry of Education.

#### 2.2.4 *Facilitates Transition to the Labour Market for unemployed people or those at risk of unemployment (ALMPs)*

The Agency for the Development of Employment (ADEM) provide individuals and collective training support to adults and organisations/economic sectors. The 2016 activity report of the Ministry of Labour and Employment<sup>11</sup> reported that, in 2016, 4,200 unemployed people undertook training with ADEM, compared to 2,700 in 2015.

Among others ADEM is also responsible for the implementation of the Youth Guarantee Plan<sup>12</sup> (see section 3.1.2). It also looks after the adult apprenticeship scheme (226 people concluded such a scheme in 2016) and after the integration of the people who have been granted refugee status on the labour market (with financial incentives available for private companies). ADEM is cooperating with FEDIL, the Federation of Industrial Companies (to evaluate the competences of refugees) and NGOs such as ASTI, Association de Soutien aux Travailleurs Immigrés, the association for support to immigrant workers.

Since 2016 two new measures were introduced for job seekers above 45 years of age: a professionalisation placement programme (6-week work placement)<sup>13</sup> and professional reintegration contract (12 months).<sup>14</sup>

The ADEM training offer is structured around 7 clusters:

- Training programmes organised at the request of a specific sector or activity (e.g. lorry drivers, payroll management);
- Customised training for the specific needs of private companies; e.g. security agents in Dussmann Security;
- Retraining (with the purpose to enhance employability);
- Specific training organised for the NGOs and Ministerial bodies responsible for integration in the labour market;
- Small workshops (enhancing your CV, preparing for an interview);
- Sectorial training co-funded with the European Social Fund;
- The National Institute of Languages. Training is also organised in partnership with the Chamber of Commerce (through the House of Training), the Chamber of Employees (and its Luxembourg Lifelong Learning Centre) and the Chamber of Skilled Trades and Craft.

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<sup>11</sup> Government of the Grand Duchy of Luxembourg, (2017). Rapport d'Activités 2016 (Activity Report 2016). Ministère du Travail, Emploi et de l'Économie Sociale et Solidaire. <http://www.gouvernement.lu/6863327/2016-rapport-activite-travail-emploi.pdf>

<sup>12</sup> ADEM/ALJ/SNJ (2014). *Garantie pour la jeunesse (Youth guarantee)* [Online]. Available at: <http://www.jugendgarantie.lu/> [Accessed: 11-10-2017]

<sup>13</sup> ADEM. (2017b). *Stage de professionnalisation (professionalisation placement programme)*. [Online]. Available at: <http://www.adem.public.lu/fr/employeurs/demander-aides-financieres/embaucher-de-45-ans/stage-professionnalisation-employeur/index.html> [Accessed : 11-10-2017]

<sup>14</sup> ADEM. (2017a). *Contrat de réinsertion-emploi (professional reintegration contract)*. [Online]. Available at: <http://www.adem.public.lu/fr/employeurs/demander-aides-financieres/embaucher-de-45-ans/contrat-reinsertion-emploi-employeur/index.html> [Accessed: 11-10-2017]

The Fit4Job concept<sup>15</sup> was launched to provide support to the unemployed and increase employability prospects through sectorial training, and involving close cooperation with the strong sectors in the Luxembourg economy. Fit4Job is translated in 5 strands: (1) Fit4Coding (in the context of the strategy "Digital Lëtzebuerg"); (2) Fit4 Entrepreneurship; (3) Fit4Job – Financial markets; (4) the project "Relaunch my career"; and, (5) Fit4 Green jobs.

The programme "Entreprises partenaires pour l'emploi" (entreprises as partners for employment) was launched for the period 2015-2017 between the Ministry of Labour and Employment, ADEM and the Union of Luxembourg companies with the objective to recruit 5,000 unemployed people in the period 2015-2017. We have found no data as to the actual number of unemployed people that have been recruited through this scheme.

The work carried out by the Service National de la Jeunesse (National Youth Service) regarding young people not in education, employment, or training (NEET)<sup>16</sup> resulted in a study on the NEET<sup>17</sup> in Luxembourg released in June 2017. The study provides a thorough analysis of the problem (clearly relating it to the persistence of the NEET status, as against NEET who transit through the status), with a view to support future policy development through early prevention, among other policies. The report categorises the NEETs in 7 groups according to 8 types of problems (e.g. health, finances, cognitive, etc.)

The National Continuing Vocational Training Centres (CNFPC – Centre national de formation professionnelle continue) also provide opportunities for adults to gain new skills to enter or re-enter the labour market.

### 2.2.5 *Opens up Higher Education to adults*

The Ecole de la 2e Chance (School of Second Opportunity) was launched in 2011<sup>18</sup> for 16-30 year old adults to receive personalised support. It organises the Diplôme d'Accès aux études supérieures – DAES (Diploma to access higher education) from the 2016-2017 academic year, to offer adults the opportunity to enter higher education. In the academic year 2015-2016 there were 148 students participating<sup>19</sup>.

A small number of part-time master degrees are available at the University of Luxembourg.

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<sup>15</sup> INFPC (2017). *The portal for lifelong-learning: Programme Fit4Job*. [Online]. Available at: [http://www.lifelong-learning.lu/Detail/Article/Accueil/programme-fit4-job\\_2/en](http://www.lifelong-learning.lu/Detail/Article/Accueil/programme-fit4-job_2/en) [Accessed: 11-10-2017]

<sup>16</sup> Not in Education, Employment or Training

<sup>17</sup> Service National de la Jeunesse. (2017). *Les jeunes NEETs au Luxembourg* (Young NEETs in Luxembourg). <http://www.men.public.lu/catalogue-publications/enfance-jeunesse/statistiques-analyses/jeunesse/170613-neet-etudes-conf/brochure.pdf>

<sup>18</sup> It was in April 2009 that the Chamber of Deputies passed the bill on the establishment of E2C in Luxembourg. Since March 2011, the E2C in Luxembourg aims to train in language and mathematics and to create a pre-vocational setting. See: E2C Luxembourg <http://www.e2c.lu/ecole-de-la-deuxieme-chance/cadre-national-europeen>

<sup>19</sup> STATEC, (2016). *Les Chiffres Clés de l'Éducation Nationale: Statistiques et Indicateurs 2015/2016* (Key Figures of the National Education: Statistiques and Indicators 2015/2016). Ministère de l'Éducation nationale, de l'Enfance et de la Jeunesse. <http://www.men.public.lu/fr/actualites/publications/themes-transversaux/statistiques-analyses/chiffres-cles/2015-2016/index.html>

Through partnerships with foreign universities the LLLC, the Lifelong Learning Centre of the Chambre des Salariés (Chamber of Employees) offers adults specialised short courses and tertiary degree programmes, among others. It also offers the DAEU (diploma to access higher education).

The training centres of the Luxembourg Chamber of Commerce and the association of Banks and Bankers (ABBL) merged in 2015 to become the House of Training<sup>20</sup>, offering specialised sectorial training.

The ISEC-Hdw (Institut Supérieur de l'Économie - Hochschule der Wirtschaft)<sup>21</sup>, an initiative by the Chamber of Commerce and the Chamber of Skilled Trades and Craft is an institution of applied science for employers, offering dual training, with the knowledge delivered in the classroom and practical work in companies.

The Chamber of Commerce offers adults a Master in Entrepreneurship and Innovation, currently in full time mode but it is planned to offer a part-time option in the future.

#### *2.2.6 Enables adult employees to develop their work-related skills*

The proactive employment strategy of the government is translated in a broad training provision available to adult employees, enabling them to develop their work-related skills, either on the job or as a private initiative (evening classes). The eLearning provision is still under-developed.

Adults benefit from financial incentives and time to take further training. Companies can obtain State co-funding for their training plans. The coverage has been reduced in the recent law (28 August 2017<sup>22</sup>), arguably with the purpose to shift the responsibility back to companies, and to refocus the support to the most vulnerable: i.e. older workers above 45 years old and with no degree, for whom no changes have been made.

The OECD reports<sup>23</sup> that the share of training in active labour market policy spending remains rather low.

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<sup>20</sup> <https://www.houseoftraining.lu>

<sup>21</sup> [https://www.isec.lu/en\\_US/](https://www.isec.lu/en_US/)

<sup>22</sup> <http://www.lifelong-learning.lu/Detail/Article/Aides/cofinancement-de-la-formation/fr>

<sup>23</sup> OECD (2017). Economic Survey of Luxembourg: Better skills for more inclusive growth. <http://www.oecd.org/eco/surveys/LUX-2017-oecd-economic-survey-EN.pdf>



### 3.0 ADULT LEARNING POLICIES

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#### 3.1 Context

The current adult learning policy framework and governance in Luxembourg is the outcome of a number of pieces of legislation adopted since the late seventies in the context of the labour policy. The demand for skills is changing in Luxembourg, in the context of the high-skilled economy and the emergence of new economic sectors with a high growth potential. The demand for non-routine manual skills and abstract skills (intuition, creativity) is increasing rapidly, leading to the need to develop better upskilling for workers over their lifetime, and to tackle the problem of the low-skilled, both critical for inclusive growth - as was reported by OECD in its 2017 report on Luxembourg.

##### *3.1.1 Distribution of responsibilities regarding adult learning*

The State is responsible for the overall governance and supervision of adult education in Luxembourg, passing legislation that is translated into concrete implementation of specific plans and setting up new organisations to support the new initiatives.

Measures to increase participation in adult learning are always implemented through tripartite partnership agreements between the government, employer and employee representatives. The social dialogue between the Government, professional chambers and trade unions has always played an important role in Luxembourg. It also applies to the education system in which representatives of different interest groups (e.g. professional chambers) take part in consultative bodies.

The INFPC, the Institut National pour le Développement de la Formation Professionnelle Continue (National institute for the Development of Continuing Vocational Training) was created by legislation in 1992<sup>24</sup> to support the Ministry with the implementation of lifelong learning. It works on the formulation of continuing vocational educational concepts and oversees the provision of continuing vocational training. It also processes requests by companies to obtain public financial support for their training plans. It hosts the Luxembourg Lifelong Learning Portal<sup>25</sup> and sets up an observatory on adult education that provides qualitative studies and quantitative analyses on the public and private provision. All professional chambers are represented on its board.

The Lifelong Learning Portal<sup>26</sup> has an online search function by domain and provider for the 8,706 listed training programmes and 213 training providers. It also provides information on recognition of prior learning and different channels to obtain a degree. It hosts the Observatory on Lifelong Learning, currently doing a survey on the offer of lifelong learning and on the perception of lifelong learning among the general population.

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<sup>24</sup> INFPC, (2017). *Textes légaux* (Legal texts), <http://www.infpc.lu/infpc/Article/textes-legaux/fr>

<sup>25</sup> INFPC, (2017). The portal for lifelong-learning. <http://www.lifelong-learning.lu/Accueil/en>

<sup>26</sup> INFPC, (2017). The portal for lifelong-learning, <http://www.lifelong-learning.lu/Accueil/en>

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- The key factors providing continuing adult education can be divided into a number of categories:
- A range of State-funded public providers under the Ministry (including the University of Luxembourg and the national centre for continuing education);
- Professional chambers and social partners, which include the Chamber of Commerce, Chamber of Skilled Trades and Craft and the Chamber of Employees;
- Local municipalities;
- Sector specific organisations (banking, construction, health sector, public administration and education) offer a range of training opportunities, either for their members only, or open to the general public;
- A growing number of private providers offering courses from IT to language and management (including small private higher education institutions in Luxembourg);
- NGOs (also focusing on integration of people newly arriving in Luxembourg).

*3.1.2 Major national socio-economic strategies governing the provision of Adult Learning*

Luxembourg is a small multilingual country characterised by a rapid increase of the population, a high number of migrants and a large proportion of border workers (who make 43.6% of the national workforce). Education attainment is high but problematic at the level of immigrants and those of low socio-economic backgrounds. A wide range of measures have been launched to target the low-skilled yet their unemployment remains high while the overall unemployment levels have decreased in Luxembourg from 6.9% in 2015 to 6.5% in 2016.<sup>27</sup>

The GDP growth rate dropped from 4.8% (2015) to 2.9% (2016), yet a growth to 4.9% is forecasted for 2018. The budgetary situation remains highly favourable. Consistent efforts are made to reduce national deficits since 2011 through tax reforms, fiscal targets, a reform of the pension system, among others with the so-called four-year Zukunftspack (Future Package<sup>28</sup>).

Luxembourg carried out the most recent adaptation of its Growth and Stability Programme<sup>29</sup> and National Reform Programme<sup>30</sup> in April 2017, which go hand in hand. Relevant to adult skills, the programme focuses on a set of measures on age policy, with the introduction of a plan for age management in companies with more than 150 employees (first introduced in April 2014). This age management plan focuses on the

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<sup>27</sup> STATEC, (2016). Labour market: Employment, unemployment and unemployment rate per month (seasonally adjusted) 1995–2016,

[http://www.statistiques.public.lu/stat/TableViewer/tableView.aspx?ReportId=12948&sCS\\_ChosenLang=en](http://www.statistiques.public.lu/stat/TableViewer/tableView.aspx?ReportId=12948&sCS_ChosenLang=en)

<sup>28</sup> Government of the Grand Duchy of Luxembourg, (2016). De Budget 2015, Zukunftspak,

<http://www.budget.public.lu/lu/budget2015/zukunftspak/index.html>

<sup>29</sup> Government of the Grand Duchy of Luxembourg, (2017d). 18e actualisation du Programme de Stabilité et de Croissance du Grand-Duché de Luxembourg 2017-2021(18th update of the Stability and Growth Program of the Grand Duchy of Luxembourg), Ministry of Finance, Luxembourg, 28 April 2017,

[http://www.mf.public.lu/actualites/2017/04/prog\\_stabilite\\_croissance\\_280417/index.html](http://www.mf.public.lu/actualites/2017/04/prog_stabilite_croissance_280417/index.html)

<sup>30</sup> Government of the Grand Duchy of Luxembourg, (2017a). National plan for smart, sustainable and inclusive growth: Luxembourg 2020, national reform programme of the Grand Duchy of Luxembourg under the European Semester 2017, [https://ec.europa.eu/info/files/luxembourg-national-reform-programme\\_fr](https://ec.europa.eu/info/files/luxembourg-national-reform-programme_fr)

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recruitment of older workers, professional careers, improvement of working conditions, and access to continuous education.

Initiated by the Ministry of the Economy in collaboration with the Chamber of Commerce and IMS (Inspiring More Sustainability), the strategic study on the third industrial revolution<sup>31</sup> was presented during the Luxembourg Sustainability Forum in November 2016. An American prospective economist Jeremy Rifkin carried out the study based on his model, according to which information and communication technologies (ICT), renewable energy and new forms of transport should converge in a smart and interconnected network. More than 300 people were involved in nine working groups focusing on energy, mobility, construction, food, industry, finance, smart economy, circular economy, and the 'prosumer and social model'. A large-scale consultation of key national organisations will lead to a final debate at the Chamber of Deputies followed by legislation and concrete measures. Such national priority setting will have major implications for adult upskilling programmes.

The provision of Adult Learning is set in the context of the national growth strategy and the high-skilled economy. The government has a proactive labour policy with a wide range of (financial) interventions and mechanisms to support the low-skilled, the unemployed and the employed. Overall a wide range of initiatives have been taken to improve information on the provision of adult education and enhance access. The Ministry of National Education, Children and youth (MENJE) has a range of information on training activities<sup>32</sup> and is coordinating a large range of the instruments. There is a wealth of supply from public State-funded organisations and increasingly small private providers.

Luxembourg presented its Youth Guarantee Plan to the Commission in 2014 in the context of the EU Youth Guarantee endorsed by all Member States (April 2013). It engaged in a dynamic approach of comprehensive reforms of public employment services and the vocational education and training systems. The Guarantee is based on three pathways relating to individual professional, educational and activation-orientated needs. Yet challenges remain to access the hard-to-reach non-registered young NEET<sup>33</sup>, to facilitate access to job offers, to further involve social partners and municipalities and to provide suitable linguistic support. Students from a migrant background and less favourable backgrounds are generally lower achievers and early school leavers. The main causes of this being Luxembourg's multilingual school system and the early student placement into vocational streams, both reinforcing educational gaps caused by socio-economic differences.

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<sup>31</sup> Government of the Grand Duchy of Luxembourg, (2017c). *The official portal of Grand Duchy of Luxembourg: Third industrial revolution in the Grand Duchy* [Online]. Available at: <http://www.luxembourg.public.lu/en/actualites/2016/11/15-rifkin/index.html> [Accessed: 11-10-2017]

<sup>32</sup> The 2017-2018 *catalogue de cours pour adultes* (catalogue of adult courses) produced by the Ministry of Education offers a comprehensive inventory of adult training opportunities. For more see: <http://www.men.public.lu/catalogue-publications/adultes/informations-generales-offre-cours/cours-adultes/17-18.pdf>

<sup>33</sup> Not in Education, Employment, or Training.

## 3.2 Adult learning policy framework

### 3.2.1 A summary of major developments/ changes since 2010

The law was further amended in 2014, yet only for the VET secondary school level, with the aim to improve the quality of the provision and to adapt it to labour market needs.

The 2009-2011 Luxembourg Lifelong Learning strategy made provisions for a number of measures to be taken to give higher visibility to lifelong learning and to increase its efficiency. Within the strategy new approaches to adult teaching were foreseen.

The 2012 Lifelong Learning strategy<sup>34</sup> defined 6 transversal principles; the adaptation of learning to the different phases of the learner's journey; student-centred learning; professional learner orientation; coordination; certification and quality assurance; and, enhanced access. Six measures were defined: creation of a Lifelong Learning (LLL) Consultative Commission; a Luxembourg Qualification Framework (CLQ); LLL adaptation to the learner and diversity of the Luxembourgish society; a single platform; quality; professionalisation of guidance; and, the creation of the position of adult trainer. To ensure quality of training and trainers, Luxembourg developed a series of indicators in the framework of EQAVET under which qualifications of teachers in IVET is required by law.<sup>35</sup>

In 2013 an Advisory Committee on LLL was established to improve access and quality to training. It aims at ensuring the implementation of the LLL strategy and encourages dialogue with stakeholders. In 2014 it set up various working groups for this purpose: training provider accreditation; validation of formal, non-formal and informal learning; training of trainers; and, access to training and higher education<sup>36</sup>.

With the aim of keeping older persons employed, the government introduced a draft law<sup>37</sup> in April 2014, to help older people remain at work or return to the labour market. This age pyramid management effort is accompanied by financial incentives for companies. Employers with more than 150 employees will be required to draw up an age management plan in key areas: recruitment of older workers; anticipation of changes in professional careers; improvement of working conditions; access to continuing education and training; and, the transmission of skills and knowledge.<sup>38</sup>

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<sup>34</sup> Anefore, (2012), Livre blanc stratégie nationale du lifelong learning [White paper for a national strategy of lifelong learning], <http://www.men.public.lu/catalogue-publications/adultes/informationsgenerales-offre-cours/livre-blanc-lifelong-learning/131025-s3l-livreblanc.pdf>

<sup>35</sup> INFPC, (2016). Supporting teachers and trainers for successful reforms and quality of vocational education and training: mapping their professional development in the EU – Luxembourg. Cedefop ReferNet thematic perspectives series, [https://cumulus.cedefop.europa.eu/files/vetelib/2016/ReferNet\\_LU\\_TT.pdf](https://cumulus.cedefop.europa.eu/files/vetelib/2016/ReferNet_LU_TT.pdf)

<sup>36</sup> Cedefop, (2015). Vocational education and training in Luxembourg: short description. Luxembourg: Publications Office, p. 64 <http://www.cedefop.europa.eu/en/publications-and-resources/publications/4141>

<sup>37</sup> Not in education, employment, or training. See: Government of the Grand Duchy of Luxembourg (2014). Projet de loi portant modification du Code du travail et portant introduction d'un paquet de mesures en matière de politique d'âges, No. 6678, Session extraordinaire 2013-2014, [http://www.cc.lu/uploads/tx\\_userccavis/4245\\_Mesures\\_matiere\\_de\\_politique\\_des\\_ages\\_PL\\_4245SBE.pdf](http://www.cc.lu/uploads/tx_userccavis/4245_Mesures_matiere_de_politique_des_ages_PL_4245SBE.pdf)

<sup>38</sup> Government of the Grand Duchy of Luxembourg, (2016). National plan for smart, sustainable and inclusive growth: national reform programme of the Grand Duchy of Luxembourg under the European Semester 2016: Luxembourg 2020, [http://ec.europa.eu/europe2020/pdf/csr2016/nrp2016\\_luxembourg\\_en.pdf](http://ec.europa.eu/europe2020/pdf/csr2016/nrp2016_luxembourg_en.pdf)

Significant attention is paid by the Government to help early school leaving young adults and adults without a qualification to re-enter education. In 2015 9.3% of the population aged 18-24 had at most lower secondary education and was not in further education or training.<sup>39</sup> Initiatives are structured under the so-called 2e voie qualifiante (second path to qualification). It is regulated by two laws passed in 1990<sup>40</sup> and coordinated by the Adult Training Service of the MENJE. They include:

- The Ecole de la 2e Chance (School of Second Opportunity) launched in 2011<sup>41</sup> for 16-30 year-old adults to receive personalised support. It will organise the Diplôme d'Accès aux études supérieures – DAES (Diploma to access higher education) from September 2016;
- The 9+ and 9+i initiatives launched in 2013<sup>42</sup> allow adults to complete the 9th year of education in a different format than the one offered in initial education, with a specific focus on languages and maths required to access formal education in Luxembourg;
- Evening classes to obtain the Diplôme d'Accès Professionnel (DAP - Diploma to Access the profession) for early school leavers in technical education, the Certificat de capacité professionnelle (CCP - Certificate of professional competences) or the Diplôme de technicien (Technical diploma);
- Learn for Success (L4S) launched in 2014<sup>43</sup> that offers a range of learning workshops tailored to the needs of individuals.

### 3.2.2 *Main legislative act(s) governing the provision of adult learning*

The law on continuing vocational adult education establishing national centres for continuous VET was passed in 1979. The law specifies that continuing vocational training can be provided by the Ministry of Education, Professional Chambers, the municipalities and private associations approved individually by the Ministry.

The law was amended in 1990 with reforms for technical secondary and vocational training, and further in 2008 when the Validation des Acquis de l'Expérience (VAE - Recognition of Prior Learning) was introduced.<sup>44</sup>

Legislation was passed in July 1991 to establish the Service de la formation des adultes (SFA - Adult Education Service) and to give legal status to the Luxembourg Language Centre. The remit of the Adult Education Service was limited to coordinating the public

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<sup>39</sup> Eurostat (ISOC). Online data code: t2020\_40 (data extracted August 2016)

<sup>40</sup> Conseil Economic et Social, (1994). La Formation Professionnelle Continue, La 2e voie de qualification, Avis CES/FORM.PROF.CONT(94), Luxembourg, 15 Novembre 1994, <http://www.ces.public.lu/fr/avis/educ-forma/1994-formation-prof-continue-2.pdf>

<sup>41</sup> It was in April 2009 that the Chamber of Deputies passed the bill on the establishment of E2C in Luxembourg. Since March 2011, the E2C in Luxembourg aims to train in language and mathematics and to create a pre-vocational setting. See: E2C Luxembourg <http://www.e2c.lu/ecole-de-la-deuxieme-chance/cadre-national-europeen>

<sup>42</sup> Government of the Grand Duchy of Luxembourg/MENJE (2014) Rapport d'activités 2014, <https://www.gouvernement.lu/4500720/2014-rapport-activite-education-nationale-enfance-jeunesse.pdf>

<sup>43</sup> MENJE, (2016). L4S: la nouvelle formation pour adultes, <http://www.men.public.lu/fr/actualites/articles/communiqués-conference-presse/2014/01/16-L4S/index.html> [accessed 03-09-2016]

<sup>44</sup> MEMORIAL Journal Officiel du Grand-Duché de Luxembourg, Recueil de Legislation, A -- N° 220, 30 December 2008, <http://www.legilux.public.lu/leg/a/archives/2008/0220/a220.pdf>

adult training provision, organising adult education evening classes leading to the qualifications available through full-time training, providing basic adult education on demand and general interest courses for adults through municipal authorities or non-profit-making associations.

The July 1995 law on employment and vocational training provided a legal basis for the Pacte National de l'Emploi (National Employee Pact) established by the government and social partners. A law passed in February 1999 which guided the implementation of this National Action Plan for Employment through preventive measures against unemployment such as individualised practical training measures and skill profiles.

The June 1999 law further supported continuing vocational training by defining funding criteria and public grants for enterprises investing in employee training, collective access to continuing vocational training in the workplace and the right to establish vocational training units. A law passed in October 2007 granted individuals broader access to vocational continuing education with the right to take 80 days of leave during their career for training purposes.

### 3.2.3 *Main strategy(-ies)*

Luxembourg also continues to improve adult learning in the context of its national lifelong learning strategy. In January 2015, the Consultative Commission for Lifelong Learning resumed its work, which was interrupted due to the change of government. The Commission reactivated the five working groups: validation of prior experience; accreditation of organisations, obtaining programme and non-formal certifications; access to training; and, trainers' training, diploma for access to higher education – the DAES. Beyond the conclusions and legislation passed on the DAES, the conclusions of the four other working groups will be approved by the Consultative Commission and findings transposed into legislation in the course of 2017.

The reform on the curriculum for vocational training is carried out with a Swiss institution, the Eidgenössisches Hochschulinstitut für Berufsbildung (the Federal Institute of Professional Training in Zurich), and Swiss experts.<sup>45</sup> The Swiss VET system is seen as one of the most successful examples in Europe, since Switzerland had a youth unemployment rate of only 8.6% in 2015. Expertise is provided for methodology questions, didactics and scientific support.

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<sup>45</sup> MENJE. *Formation professionnelle: les adaptations en cours et a venir* (Professional learning: current and future adaptations). <http://www.men.public.lu/fr/actualites/grands-dossiers/formation-professionnelle/adaptations/index.html>

### 3.2.4 Main implementing act(s)

#### **The following changes have been made in the law with regards to policy and measures to support adult education:**

- On 31 July 2016 a regulation<sup>46</sup> was issued on the organisation of preparatory modules giving access to higher education in the context of the adult education strategy and the Ecole de la 2e Chance (The School for the Second Chance). The DAES<sup>47</sup> or Diplôme d'accès aux études supérieures (Diploma granting access to higher education) started in the 2016-2017 academic year. Its purpose is to give adults who left initial education without any diploma the opportunity of a second qualification pathway to access higher education;
- On 15 December 2016 a modification<sup>48</sup> was made to the December 1992 modified law, which created a public professional training centre and defined a framework for the staff of continuous professional training centres. The modification focuses on developing the profile of the centre and introduces the concept of a Plan de Développement du Centre (plan for the institutional development of the centre), known as PDC, and a Development Unit for the centre. The December law modification also modifies the May 2009 modified law that created the National Language Institute and introduced the position of teacher of the Luxembourgish language;
- The 8 February 2017<sup>49</sup> law focuses on changes to enhance student skills and progress with their studies (i.e. through curriculum adaptations, more informative assessment reports, remedial support, and length of the apprenticeship);
- On 29 August 2017<sup>50</sup> a new law was passed on the decrease of the financial coverage of continuing education in companies, yet continuing with the same coverage for older workers and those with no degree.

### 3.3 National quantitative policy targets

We have found no information in the public domain about targets linked to Adult Learning in broader economic policies.

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<sup>46</sup> Journal Officiel du Grand Duché de Luxembourg, (2016a). MEMORIAL, Recueil de Legislation, A - N° 192, 31 July 2016, <http://data.legilux.public.lu/eli/etat/leg/rqd/2016/07/31/n9/jo>

<sup>47</sup> Eurydice, (2016). Luxembourg: National Reforms in Vocational Education and Training and Adult Learning, [https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Luxembourg:National\\_Reforms\\_in\\_Vocational\\_Education\\_and\\_Training\\_and\\_Adult\\_Learning#A\\_new\\_training\\_programme\\_leading\\_to\\_a\\_.27Diploma.C2.A0for\\_access\\_to.C2.A0higher.C2.A0education.27](https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Luxembourg:National_Reforms_in_Vocational_Education_and_Training_and_Adult_Learning#A_new_training_programme_leading_to_a_.27Diploma.C2.A0for_access_to.C2.A0higher.C2.A0education.27)

<sup>48</sup> Journal Officiel du Grand Duché de Luxembourg, (2016b). MEMORIAL, Recueil de Legislation, A - N° 263, 15 December 2016, <http://data.legilux.public.lu/eli/etat/leg/loi/2016/12/15/n1/jo>

<sup>49</sup> MENJE, (2017). *Formation Professionnelle: Des adaptations pour améliorer les compétences et la réussite des élèves* (Vocational Training: Adaptations to improve the skills and success of students), Dossier de presse, 8 February 2017, <https://www.gouvernement.lu/6710589/Dossier-de-presse.pdf>

<sup>50</sup> MEMORIAL, Journal Officiel du Grand-Duché de Luxembourg, Recueil de Legislation, A -- N° A798, 29 August 2017 <http://legilux.public.lu/eli/etat/leg/loi/2017/08/29/a798/jo>

**Table 3.1 Targets linked to Adult Learning in broader economic policies/LLL strategies/framework or implementing act**

General information		Progress toward target		
Target (target figure and date to be achieved by)	Adoption date (e.g. 31/03/2018)	Initial value (at date of adoption)	Current value	Summary of progress against target
None	n/a	n/a	n/a	n/a

### 3.4 Quality assurance

For the public providers, quality assurance is organised formally for the formal adult education. For non-formal adult education, it is taken more implicitly and assessed at the level of individual adult trainers, rather than organised formally through a quality assurance system to assess individual courses, workshops and the providers themselves. Yet a number of indicators have been recently defined in the framework of EQAVET.<sup>51</sup>

The performance of adult trainers is assessed with the same criteria used for initial education teachers. The position of adult trainer has been created in the context of the Lifelong Learning Strategy. New teaching and evaluation methods have been defined.<sup>52</sup>

### 3.5 Future policy developments

On 14 September 2015 the Government Council approved the bill to amend labour code articles on the support provided to companies for continuous vocational education and training. The bill reduces the co-funding from 20% to 15%, with the exception of provision for older workers that continues to be a high priority. These changes were made in the framework of the "Future Package" (Zukunftspak). In addition, from the 2016-2017 academic year, the Diplôme d'accès aux études supérieures, DAES (Diploma for access to higher education) is offered by the École de la deuxième chance in the context of the second qualification pathway to help adults without a secondary school diploma to access higher education.<sup>53</sup> It allows holders to access higher education and public sector professions in which a secondary school diploma is required. The target audience is 20-

<sup>51</sup> INFPC (2016). Supporting teachers and trainers for successful reforms and quality of vocational education and training: mapping their professional development in the EU – Luxembourg. Cedefop ReferNet thematic perspectives series, [https://cumulus.cedefop.europa.eu/files/vetelib/2016/ReferNet\\_LU\\_TT.pdf](https://cumulus.cedefop.europa.eu/files/vetelib/2016/ReferNet_LU_TT.pdf)

<sup>52</sup> The provisions of the grand-ducal regulation of October 24th, 2011, regulating the training of adult trainers will no longer be valid for adult trainers recruited for 2016-2017 academic year. The dispositions of the Law of July 30th, 2015 (cf. art. 6, p. 3912) will be applicable. See: INFPC (2016). Supporting teachers and trainers for successful reforms and quality of vocational education and training: mapping their professional development in the EU – Luxembourg. Cedefop ReferNet thematic perspectives series, p.15, [https://cumulus.cedefop.europa.eu/files/vetelib/2016/ReferNet\\_LU\\_TT.pdf](https://cumulus.cedefop.europa.eu/files/vetelib/2016/ReferNet_LU_TT.pdf)

<sup>53</sup> Eurydice (2016). Description of National Education Systems: Luxembourg: National Reforms in Vocational Education and Training, [https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Luxembourg:National\\_Reforms\\_in\\_Vocational\\_Education\\_and\\_Training\\_and\\_Adult\\_Learning#A\\_new\\_training\\_programme\\_leading\\_to\\_a\\_.27Diploma.C2.A0for\\_access\\_to.C2.A0higher.C2.A0education.27](https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Luxembourg:National_Reforms_in_Vocational_Education_and_Training_and_Adult_Learning#A_new_training_programme_leading_to_a_.27Diploma.C2.A0for_access_to.C2.A0higher.C2.A0education.27)



year old adults who left initial training for at least two years and have a minimum of 12 months' work experience.

The 2016 and 2017 NRP<sup>54</sup> refer to a range of measures taken in the 2014 law proposal. It requires employers with more than 150 employees to draw up an age management plan with initiatives for older workers (retention, further training), to anticipate changes in professional careers, and to improve working conditions and access to continuing education and training for older workers. The law is currently still in the legislative process.

Age-related liabilities remain high in the Luxembourg labour market in relation to pension costs, despite recent reforms. Early retirement remains widespread and there are too few incentives for older workers to stay at work. Besides, too little is done to enable older workers to have more flexible working styles.

The 2016 and 2017 NRP mentioned that the government would progressively implement the measures defined in the 2012 Lifelong Learning Strategy and continue to focus on tackling the problem of low skilled adults as a result of early school leaving with the range of measures under the second path to qualification.

In recent years, the Luxembourg's education landscape has undergone some profound transformations.<sup>55</sup> Reforms were launched to develop a more comprehensive and flexible system taking into account changing family structures and economic developments. A reform of the secondary school level is currently underway. In addition, the number of professional short-cycle programmes leading to a Brevet de technicien supérieur (BTS – Advanced Technician Diploma) has continued to increase. Since continuing vocational adult education is closely related to the vocational education reforms in the latter which have also impacted on the former.

The uptake of formal, non-formal and informal adult education is increasing for the high skilled, with a growing learning culture in Luxembourg at the level of individuals and in companies. Yet the take up remains too limited for the low skilled and older workers who still do not sufficiently engage in training and remain fragile in the labour market.

Further policy will no doubt emerge from the outcomes of the strategic study on the third industrial revolution<sup>56</sup> and from the work of the four working groups on lifelong learning.<sup>57</sup>

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<sup>54</sup> Government of the Grand Duchy of Luxembourg. (2017). National plan for smart, sustainable and inclusive growth: national reform programme of the Grand Duchy of Luxembourg under the European Semester 2017: Luxembourg 2020. [https://ec.europa.eu/info/2017-european-semester-national-reform-programmes-and-stability-convergence-programmes\\_en](https://ec.europa.eu/info/2017-european-semester-national-reform-programmes-and-stability-convergence-programmes_en)

<sup>55</sup>Eurydice (2017). Description of National Education Systems: Luxembourg, <https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Luxembourg:Overview>

<sup>56</sup> Government of the Grand Duchy of Luxembourg, (2017c). *The official portal of Grand Duchy of Luxembourg: Third industrial revolution in the Grand Duchy* [Online]. Available at: <http://www.luxembourg.public.lu/en/actualites/2016/11/15-rifkin/index.html> [Accessed: 11-10-2017]

<sup>57</sup> Cedefop (2015). Vocational education and training in Luxembourg: short description. Luxembourg: Publications Office, p. 64 <http://www.cedefop.europa.eu/en/publications-and-resources/publications/4141>

## 4.0 INVESTMENT IN ADULT LEARNING SYSTEMS

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### 4.1 Total investment in adult learning and change over time

The financial information available on investment and budgets allocated specifically to adult education and training in Luxembourg is provided in the table below. Adult learning in its different forms falls under several policies, programmes and State entities, hence the difficulty in providing a comprehensive overview.

Reported expenditure on national education provide detailed items of expenditures, yet they do not single out adult education with the exception of the budget allocated to the MENJE for adult education via the SFA which for 2017 amounts to €4,897,622<sup>58</sup>.

Professional associations are partly financed by government subsidies. In 2008 the Government allocated €30 million to support 850 businesses through co-funding measures to support the development of training plans.

The State financial help for companies has been modified by the Law of the 29 August 2017 on modifications of the Labour law<sup>59</sup>. The modifications will come into effect in the operating year 2018. The State's financial contribution will decrease from 20% to 15% of the training investment costs made during the operating period. It is increased by 20% with regard to the wage cost of participants meeting one of the following criteria, at the start of the implementation of the company's training plan: no degree accepted by the public authorities, having less than 10 years' seniority, and being under 45 years old.

The investment is capped according to the company size. The length of job-training decreases from 173 to 80 hours per participant and per operating period.

No longer eligible is the mandatory training planned by the legislator for the exercise of regulated professions. Training declared compulsory by the company is still eligible.

To structure the application for co-financing, the training is divided into 7 training categories: languages, computing/office automation, management/human resources management, finance/accounting/law, quality/ISO/security, technique/professions, adaptation to the work position (new hiring, transfer, or adaptation).

Eurydice offers information on the overall national education budget, yet it does not single out adult education either. The overall education budget of Luxembourg in 2015 amounts to €1,227,060,872.<sup>60</sup>

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<sup>58</sup> Journal Officiel du Grand Duché de Luxembourg, (2016c). MEMORIAL, Recueil de Legislation, A - N° 276, 27 December 2016, p.5448, <http://data.legilux.public.lu/eli/etat/leg/loi/2016/12/23/n12/jo>

<sup>59</sup> MEMORIAL, Journal Officiel du Grand-Duché de Luxembourg, Recueil de Legislation, A -- N° A798, 29 August 2017 <http://legilux.public.lu/eli/etat/leg/loi/2017/08/29/a798/jo>

<sup>60</sup> European Commission/EACEA/Eurydice (2015). National Sheets on Education Budgets in Europe 2015, Eurydice Facts and Figures, Luxembourg: Publications Office of the European Union. p.48, <https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/images/8/8f/194EN.pdf>

The CEDEFOP financing database<sup>61</sup> is reporting that Luxembourg has a number of financial mechanisms in place such as a training fund (in 2010 the funds disbursed amounted to €500,000), grants for companies and individuals (amounting to €41,000,000 in State funding in 2011), loans and training leaves (with a volume of funding by the State of €2,606,570). All of these mechanisms have a payback clause in case of non-delivery.

## 4.2 Public national investment

**Table 4.1 Breakdown of public national investment**

The following table provides an overview of the nature of public investment, the sources, amounts, overall targeted number of participants and the targeted provision level.

Title of public investment source	Source of funding	Amount of funding	Targeted number of participants	Targeted level of provision	Start/ end date
Investissement pour la croissance et l'emploi (2014-2020)	Funded by the European Social Fund and the Ministry of Labour, Employment and Social and Solidarity Economy	Priority axis 1: Supporting sustainable professional integration, measure 1.1: €8 million;  Priority axis 3: Promote the acquisition of new skills €8 million <sup>62</sup>	Adults of at least 45 years of age	Formal and informal professional training	2014-2020
Adult Training Service	Ministère de l'Éducation nationale, de l'Enfance et de la Jeunesse	€4,755,201 <sup>63</sup>	All adults	General interest courses, basic adult education, second path to qualification	1991-

<sup>61</sup> Cedefop (2016). Financing adult learning, <http://www.cedefop.europa.eu/FinancingAdultLearning/>

<sup>62</sup> Government of the Grand Duchy of Luxembourg/(2017). Fonds Européens.(European Funds) [Online]. <http://www.fonds-europeens.public.lu/fr/programmes/ice-2014-2020/ice-volet-fse/index.html> [Accessed: 27 September 2017].

<sup>63</sup> STATEC, (2016). Les Chiffres Clés de l'Éducation Nationale: Statistiques et Indicateurs 2015/2016 (Key Figures of the National Education: Statistics and Indicators 2015/2016). Ministère de l'Éducation nationale, de l'Enfance et de la Jeunesse. <http://www.men.public.lu/fr/actualites/publications/themes-transversaux/statistiques-analyses/chiffres-cles/2015-2016/index.html>

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National Language Institute	Ministère de l'Éducation nationale, de l'Enfance et de la Jeunesse	€10,634,118	Public in general	Language training.	1991-
Professional Training Service	Ministère de l'Éducation nationale, de l'Enfance et de la Jeunesse	€78,881,512	Adults in general	Professional training	
Sectoral training fund for temporary work	Temporarily work agencies	€990,000 in 2010 <sup>64</sup>	All entities contributing to the fund	Induction training and continuing training	2009-
Banking Training Institute (IFBL)	Member companies	In the period 2008-10: approximately €500,000 per year	All companies that contribute to the fund	Firm-specific	1990-
Joint funding of training (of the company training plan).	Ministry of Education and Vocational Training, and companies.	€41 million in 2011	All employees affiliated with Luxembourg's social security system and bound by an employment contract (permanent or fixed) as well as those working as	Continuous education and training; firm/sector specific and transferable	2000-

<sup>64</sup> Cedefop, (2013). Adult Learning Financial Database (Online). Available at: <http://www.cedefop.europa.eu/FinancingAdultLearning/> [Accessed: 28 September 2017].

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			sub-contractors for the applicant company		
Paid individual training leave	State budget, Ministry of Education and Vocational Training	€2,606,570 in 2012	Private sector employees having a working contract of at least 6 months with their current employer, working in Grand Duchy of Luxembourg, independent of their nationality and residency	Training must not relate to the actual occupation	2008-
Paid training leave for Luxembourgish language learning	State, Ministry of Labour and Employment		Private sector employees having a working contract of at least 6 months with their current employer, working in Luxembourg		2009-
State financial aid for higher education.	Ministry of Labour and Employment; Ministry for Higher		All residents eligible to enrol in higher education	Higher education	2000-

Education and Research; Retail banks; and individuals (future income)					
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### 4.3 EU support via structural funds (primarily ESF)

#### 4.3.1 Structural fund support planned as part of 2014-2020 financial framework

Non-national sources to support adult learning include the 2014-2020 ESIF (European Structural and Investment Fund), and a combination of three funds (EAFRD<sup>65</sup>, ERDF<sup>66</sup>, ESF<sup>67</sup>). The overall budget is €456,419,829, broken down into EU funding (€140,133,226) and national co-funding (€316,286,603). A sub-strand focuses on education and vocational training (€4,011,245) and measures against social inclusion (€10,695,845). Currently, Luxembourg benefits from a total budget of €40,112,446 in ESF co-financed in equal parts by the national and EU funds<sup>68</sup>. This compares to earlier ESF funding for 2007-2013 amounting to €50,500,000 for one programme under the competitiveness objective. At the end of December 2012 Luxembourg reported a total of 16,177 job entries as a result of the initiative<sup>69</sup>. According to the data on financial support to the Member States between 2014 and 2020, available in July, 2016 for the European Commission from Operational Programmes for the European Social Fund (ESF), the planned financial support from the European Union for the investment priority most directly targeting adult learning, i.e. Investment priority 10.3 – Enhancing access to lifelong learning, is €4 million.

The priorities for the ESF 2014-2020 in the field of adult education in Luxembourg are to upskill workers' knowledge, in particular those over 45, increase employment rates of older people and women, and improve qualifications of jobseekers including migrants. They are structured in two strands.<sup>70</sup>

<sup>65</sup> European Agricultural Fund for Rural Development

<sup>66</sup> *European Regional Development Fund*

<sup>67</sup> European Social Fund

<sup>68</sup> EC (2016). European Structural & Investment Funds, Country Data for: Luxembourg, <https://cohesiondata.ec.europa.eu/countries/LU#> [accessed: 02-09-2016]

<sup>69</sup> EC (2015). Employment, Social Affairs & Inclusion, Support to asylum seekers under the European Social Fund and the Fund for European Aid to the Most Deprived, <http://ec.europa.eu/esf/BlobServlet?docId=14499&langId=en>

<sup>70</sup> Government of the Grand Duchy of Luxembourg (2016). Portail des Fonds Européens, Volet FSE, <http://www.fonds-europeens.public.lu/fr/programmes/ice-2014-2020/ice-volet-fse/index.html>

Strand I focuses on supporting durable professional integration

Measure 1.1 has a total budget of €8,000,000 (20% of the total budget). The priorities are to support increased skills and knowledge of job seekers to improve their professional integration, particularly those aged 45 years and older. Actions include among others:

- Comprehensive training for sustainable integration (in growth sectors: logistics and green jobs);
- Workshops and training courses tailored to the specific needs of the target groups;
- Activation of the long-term unemployed and job seekers aged 45 years through integrated approaches (activation, training, coaching for professional integration and monitoring);
- Innovative cooperation and awareness-raising of economic actors on sustainable professional integration issues of the low-skilled job seekers aged 45 years or long-term unemployed;
- Measures for the professional integration of job-seeking women (equality of opportunity),

Strand II focuses on promoting new skills acquisition

With a total budget of €8,000,000 (20% of the total ESF budget) this priority aims to support lifelong learning to enhance the adaptability of the workforce to future challenges and to encourage the continued employment of older workers. Examples of actions include:

- Sectorial and foresight studies on the need for continuous training, especially for new growth areas;
- Partnerships with economic actors for a participation of older workers of at least 45 years in lifelong learning (training and retraining);
- Continuous training projects for employees (logistics, IT, communication, green jobs);
- New forms of organisation and exchange of good practices of public training providers.

The ESF programme in Luxembourg is giving high priority to employment and inclusion, focusing on the integration of young people in the changing labour market by raising their knowledge, skills and qualifications.

At the time of writing, the impact assessment of the previous ESF programme is not yet available to provide information on the outcomes of these initiatives. When available it should provide further insight into precise challenges, efficient approaches to enhance adult education and new needs that should be addressed.

Luxembourg can take part in all Actions of the Erasmus+ programme, one of which is the Mobility project (for adult education staff in adult education organisations) and the Mobility project (for VET learners and staff - both part of key action 1), cooperation and partnership

projects including online projects for adult education, EPALE (part of key action 2), and support to policy reform (key action 3).<sup>71</sup>

In the absence of a comprehensive overview of the national financial investment made in adult education, it is clear however that there is growing financial investment by the State, economic actors and individuals. This can be seen from the wealth of initiatives and training opportunities available, all contributing to developing a growing learning culture in Luxembourg to support future economic growth.

There is no public evidence on appraisals carried out by the State on the performance of the various State-funded bodies and training providers, either internally or by an external agency, to assess areas of potential duplication which do seem to exist in the supply (and the funding), to rationalise the offer and redirect funding to new domains for future growth.

#### *4.3.2 EU support via structural funds (primarily ESF) provided as part of 2007-2013 financial framework*

During the 2007-2013 ESF programming period the financial allocation for Luxembourg amounted to a total €50.5 million with the State and the EU contributing equal amounts. Distributed by policy themes, financing was allocated as follows: €13.1 million to the human capital theme, €20.4 million to the adaptability theme, and €15 million to the access to employment theme<sup>72</sup>. In comparison, Luxembourg benefits from a total budget of €40.1 million in ESF for the 2014-2020 financial framework.

The ESF for that period operated under one operational programme, the Regional Competitiveness and Employment 2007-2013 programme. Spending priorities aimed at improving access to employment for disadvantaged groups, increasing adaptability of workers and business, and improving qualifications and skills. The target groups selected were young people and older workers. In total there were 33,370 participants.

#### **4.4 Effectiveness of investment**

The ex-post evaluation of the 2007-2013 ESF programme<sup>73</sup> states that outputs for most of the interventions have exceeded their set targets. At the micro level ESF interventions were said to have helped with job creation, preservation of employment for older people, and increase participation in lifelong learning training activities. At the macro level the impact study found the ESF programme could have contributed to increasing the employment rate.

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<sup>71</sup> Anefore (2016). *Éducation des adultes*, <http://www.anefore.lu/programmes/erasmus/education-des-adultes/> [accessed 30-08-2016]

<sup>72</sup> European Commission, (2015). *ESF Ex-post Evaluation Synthesis 2007-2013 Country Report - Luxembourg*. Directorate-General for Employment, Social Affairs and Inclusion.

<sup>73</sup> European Commission, (2015). *ESF Ex-post Evaluation Synthesis 2007-2013 Country Report - Luxembourg*. Directorate-General for Employment, Social Affairs and Inclusion.



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Access to employment and social inclusion were the policy fields that registered most effective results, with a financial allocation of €33.4 million, only one indicator not achieved but nearly achieved. Activities under these fields targeted specific vulnerable groups and focusing on training and integration in to the labour market. The policy field on increasing adaptability had a financial allocation of €15 million and also registered good results, having achieved almost all targets.

Under the human capital theme financing amounted to €13.1 million. A total of 9,400 participants of which the low-skilled (ISCED 1-2) benefited the most with a participation rate of 25.8%, followed by youth (16-24 year-olds) at 9.7%, and the unemployed with 9.1%. Under the adaptability theme financing totalled €20.4 million and had a total participation of 15,700 beneficiaries, of which 48.8% were low skilled, 8.6% unemployed, 5.8% youth, 4% from disadvantaged groups, and 0.5% inactive.

Under the third theme, access to employment, a total of €15 million was allocated and had a total of 8,200 participants, of which 70.8% low skilled, 67.5% youth, 50.2% inactive, 32.4% employed, and 7.4% disadvantaged. It stands out that low skilled people were in all areas the group with higher participation, for the three policy themes they represented 47.7% of beneficiaries, followed by youth with a participation rate of 22.1% overall and the unemployed at 12.5%.

Key lessons from the ex-post evaluation are to focus more on certain target groups, specifically the young under the age of 30, older people above the age of 45 (both employed and unemployed) and disadvantaged groups), and to direct efforts at sectors where jobs can be available for these target groups (areas identified included building & construction, health, logistics, green jobs, retail and circular economy).

Overall and beyond the ESF intervention it is difficult to assess the effectiveness of the overall investment in adult learning in Luxembourg, because there is insufficient quantitative information on the volume of this investment. Some quantitative information is available yet it covers different periods of time. Investment is made across a wide range of organisations at national and local level.

Yet from the wealth of the provision available described in this report one can only conclude that the adult learning is very high on the agenda of policy-makers in Luxembourg, with significant resources made available to support the development of a wide infrastructure (through various organisations such as the INFPC, the CNFPs, provisions in municipalities and educational institutions) in the context of a lifelong learning strategy.

Annual data gathering on financial investment and update of adult learning as well as a longitudinal assessment of concrete impact on the national, economy, public and private organisations and individual learners would provide more evidence-based (quantitative) information to shape future policy and decisions on current and future investment.

## 5.0 ASSESSMENT OF EXISTING POLICY

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There have not been any major reforms recently (since July 2016) with regards to adult education. Limited adaptations have been made to the law. Earlier reforms are continuing in the context of the national lifelong learning strategy<sup>74</sup> and the provisions made for older workers (maintaining them in the work place, upskilling and requalification mechanisms, among others for the digital economy). It is premature to assess whether the newly introduced DAES (diploma granting access to higher education) will attract large number of adult learners.

The national economy continues to show significant strength, with optimistic economic forecasts in the short and medium term. The new economy requires a highly skilled labour force for the new economic clusters that are emerging (e.g. the FinTech industry in financial services, logistics, ICT). The follow-up of the above-mentioned Rifkin report will lead to new legislation and technical measures, which will no doubt include new provision for adult learning and upskilling of the workforce.

The government is clearly continuing to give high priority to reforming education and training in order to improve quality, relevance and skills acquisition. The major reforms at secondary school level aim to tackle the problem of early school leaving. Other measures target the low skilled and the NEET, yet their employment is still decreasing. In addition, Luxembourg is also facing the challenge to integrate immigrants and recent refugees into the multicultural education system and the labour market.

On 15 December 2016 the Government passed the law on the principle of equal salary by gender in the context of the 2015-2018 Action Plan for gender equality. One of the underlying purposes is to bring more women in the workplace, which the new provisions<sup>75</sup> for early childcare are also supporting (i.e. parental leave, tax reform, and voucher system for childcare centres).

As highlighted in the briefing last year, CEDEFOP<sup>76</sup> forecasts that most future job growth in Luxembourg up to 2025 will be in business and other services while employment in the primary and manufacturing sectors are forecasted to fall. This will continue to affect the low skilled worker.

Luxembourg is a small multilingual country characterised by a rapid increase of the population, high immigration and a large proportion of border workers. Education attainment is high but problematic for immigrants and those from low socio-economic

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<sup>74</sup> Anefore (2012). Livre blanc stratégie nationale du lifelong learning [White paper for a national strategy of lifelong learning], <http://www.men.public.lu/catalogue-publications/adultes/informationsgenerales-offre-cours/livre-blanc-lifelong-learning/131025-s3l-livreblanc.pdf>

<sup>75</sup> Government of the Grand Duchy of Luxembourg, (2017b). The official portal of Grand Duchy of Luxembourg: News and changes for 2017, <http://www.luxembourg.public.lu/en/actualites/2016/12/30-nouveautes2017/index.html>

<sup>76</sup> Cedefop, (2015). Country Forecasts: Luxembourg Skill and Demand up to 2025, <http://www.cedefop.europa.eu/printpdf/publications-and-resources/country-reports/luxembourg-skills-forecasts-2025>

backgrounds. A wide range of measures target the low skilled yet their employment does not sufficiently improve.

No changes can be observed since July 2016 on the six indicators used in last year's report to assess policies and measures taken by Luxembourg.

In what follows we have taken into account the EU conceptual framework for the assessment of adult learning policy interventions<sup>77</sup> and evaluated the way Luxembourg is performing against the six key success factors in terms of policies and initiatives undertaken.

Six Indicators	Key Success	Luxembourg
1. Improve disposition towards learning	learners towards	<p>There are a wide range of measures taken at national and local levels to make citizens aware of the benefits of adult learning. Learners can obtain targeted guidance through national sources of information and guidance centres (e.g. the national Orientation House on education and training, the website of the ministry of education, the various Chambers and the Unemployment Agency ADEM). Local municipalities also play a strong role in the promotion and the delivery of adult education.</p> <p>Social partners are fully engaged. All decisions in Luxembourg are the outcomes of tripartite agreement between the government, employers and employees' organisations.</p> <p>Learners can obtain financial support and paid leave for adult education.</p>
2. Increase investment in learning	employers	<p>There is national co-funding available for companies to develop training plans to upskill the workforce. From desk research we have found no evidence that external accreditation qualifications are used by employers, yet there is no doubt that these will be used in particular sectors where such qualification plays a strong role (e.g. for regulated professions<sup>78</sup>).</p>

<sup>77</sup> EC (2015). An in-depth analysis of adult learning policies and their effectiveness in Europe, [http://ec.europa.eu/epale/sites/epale/files/all\\_in-depth\\_analysis\\_of\\_adult\\_learning\\_policies\\_and\\_their\\_effectiveness\\_in\\_europe\\_12.11.2015\\_pdf.pdf](http://ec.europa.eu/epale/sites/epale/files/all_in-depth_analysis_of_adult_learning_policies_and_their_effectiveness_in_europe_12.11.2015_pdf.pdf)  
Overview of the six key success factors, indicating the strength of evidence (available in all languages): <https://epale.ec.europa.eu/en/policy-tool/key-success-factors>

<sup>78</sup> International qualifications accreditation of regulated professions include certifications and licenses in areas such as administration and management (Project Management Institute certifications, financial services (European Foundation certificate in banking), ICT sector (e.g. Cisco and Microsoft certifications), transport sector (e.g. International Civil Aviation Organisation), welding (e.g. the EWF/IIW system). For more see: Cedefop (2012). International qualifications, Luxembourg: Publications Office of the European Union, [http://www.cedefop.europa.eu/files/4116\\_en.pdf](http://www.cedefop.europa.eu/files/4116_en.pdf)

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	<p>It seems that significant formal or non-formal other than on the job training takes place outside working hours<sup>79</sup>, yet employees have the opportunity to obtain paid leave.<sup>80</sup> Companies are stimulated to define training plans that include work-based learning.<sup>81</sup></p>
<p>3. Improve equity of access for all</p>	<p>There is significant funding available to offer wide access to all for training opportunities, in particular for the under-represented and the difficult to engage with. There is a wealth of training opportunities offered free of charge. Targeted support is available for fragile groups through intermediary national and local organisations.</p> <p>Basic skills (literacy, numeracy) and digital skills are fully integrated in the development of adult learning.</p> <p>There is national provision for the recognition of prior learning yet at the time of writing we have found no evidence of the volume of the take-up to date.</p>
<p>4. Deliver learning that meets the needs of employers and learners</p>	<p>More needs to be done to gain a clear understanding of the precise needs and motivations of adult learners. It is not quite clear whether the current supply has been constructed to respond to precise needs in Luxembourg.<sup>82</sup> Yet through the strong involvement of the social partners one would assume that this has been the case.</p> <p>However, more extensive work on current and future skill needs and skill forecasting for the Luxembourg economy as a whole, companies and individual learners would be</p>

<sup>79</sup> Reiff, Paul. (2013) *L'éducation des adultes au Grand-Duché de Luxembourg (adult education in the Grand Duchy of Luxembourg)*. Bulletin du STATEC, p.19. <http://www.statistiques.public.lu/catalogue-publications/bulletin-Statec/2013/PDF-Bulletin1-2013.pdf>

<sup>80</sup> Since January 2008, an individual training leave (*congé individuel de formation*) helps employees to attend courses, prepare and pass examinations, prepare dissertations or accomplish all other work relating to the an eligible course while keeping their job and drawing their salary. See: Eurydice (2016). Description of National Education Systems: Luxembourg - Lifelong Learning Strategy, [https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Luxembourg:Lifelong\\_Learning\\_Strategy](https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Luxembourg:Lifelong_Learning_Strategy) [accessed 03-09-2016]

<sup>81</sup> For example: financial aid to promote apprenticeships (*aide de promotion de l'apprentissage*). See: INFPC (2014). Apprenticeship-types schemes and structured work-based learning programmes: Luxembourg, Cedefop ReferNet, [https://ec.europa.eu/epale/sites/epale/files/refernet\\_lu\\_2014\\_wbl.pdf](https://ec.europa.eu/epale/sites/epale/files/refernet_lu_2014_wbl.pdf) In addition, since 2013 the government has provided more financial support for companies that invest in lifelong learning for their employees. This financial support for training begins at 20% and rises to 35% to support workers aged over 45 and workers with low qualifications. See: EC (2015). Education and Training Monitor 2015: Luxembourg. Luxembourg: Publications Office of the European Union [https://ec.europa.eu/education/tools/docs/2015/monitor2015-luxembourg\\_en.pdf](https://ec.europa.eu/education/tools/docs/2015/monitor2015-luxembourg_en.pdf)

<sup>82</sup> VET standards on curricula are based on occupational standards, developed in cooperation with professional chambers and informed by skill needs in enterprises. The following institutions ensure VET provision is in line with labour market needs: Permanent Labour and Employment Committee (Comité Permanent du Travail et de l'Emploi), Training Observatory, Employment Observatory, Competence Observatory, Business Federation of Luxembourg. In addition curriculum teams and vocational commissions are the bodies responsible for designing qualifications. See: Cedefop (2015). Vocational education and training in Luxembourg: short description. Luxembourg: Publications Office, Cedefop information series, <http://www.lifelong-learning.lu/bookshelf/documents/vocational-education-and-training-in-luxembourg.pdf>

	<p>needed. A future reorganisation and alignment of the provision to these new needs may be required.</p> <p>More flexibility and innovation is needed in the workplace to stimulate new forms of adult learning that is currently delivered with a fairly traditional and presentational approach with little focus on eLearning<sup>83</sup> or blended learning.</p> <p>There is no evidence that progress pathways in the learning process are currently defined according to the national qualification framework (CLQ). The CLQ is referenced to the European Qualification Framework and can serve as a non-binding framework for the guidance of all stakeholders to position their qualifications in relation to other qualifications.</p>
<p>5. Deliver high quality adult learning</p>	<p>There is currently no comprehensive quality control framework for the monitoring and evaluation of adult learning programmes. However, the 2012 Lifelong Learning strategy made provision for the profession of adult trainers in State-funded adult education institutions and programmes. The intention is clearly to grow an adult education workforce.</p>
<p>6. Co-ordinate an effective lifelong learning policy</p>	<p>Adult Learning policies are coordinated with other policies related to social inclusion, unemployment and economic growth, with coordination mechanisms in the Greater Region in which Luxembourg is operating and tapping for its labour needs.</p> <p>The INFPC was set up to support the Ministry with analysis on adult education and policy formulation.</p>

At system level, and considering the three criteria in the EU conceptual framework, participation in adult education increased considerably in Luxembourg, growing by 2.3 percentage points from 2014 (14.5%) to 2016 (16.8%), well above the 10.8% EU28 average. Attainment increased, yet it remains problematic for the low skilled.

### 5.1 Develop learners' interest in learning

There is the perception that this disposition is growing. The outcomes of the survey currently carried out by the INFPC should deliver further information. The unemployment

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<sup>83</sup> See: Observatoire de la Formation (2014) FORMABREF: L'offre de formation continue en chiffres - enquête 2014, [http://www.lifelong-learning.lu/bookshelf/documents/l\\_offre-de-formation-continue-en-chiffres---enquete-2014.pdf](http://www.lifelong-learning.lu/bookshelf/documents/l_offre-de-formation-continue-en-chiffres---enquete-2014.pdf)

agency ADEM continues to offer personalised support and access to training opportunities. Financial support and paid leave for adult education remain unchanged.

There is a wide range of measures taken at national and local levels to make citizens aware of the benefits of adult learning. Learners can obtain targeted guidance through national sources of information and guidance centres: for example, the national Orientation House on education and training, the website of the ministry of education, the various Chambers and the Unemployment Agency ADEM. Local municipalities also play a strong role in the promotion and the delivery of adult education.

Social partners are fully engaged; all decisions in Luxembourg are the outcomes of tripartite agreement between the government, employer and employee organisations.

Learners can obtain financial support and paid leave for adult education.

## 5.2 Increase employers' investment in learning

The same co-funding arrangements exist (as reported in 2016) continues to be available for companies to develop training plans to upskill their workforce. Companies continue to be stimulated to define training plans that include work-based learning. Yet there is no survey on the scale of the impact of the investment made.

There is national co-funding available for companies to develop training plans to upskill the workforce. From desk research we have found no evidence that external accreditation qualifications are used by employers yet there is no doubt that these will be used in particular sectors where such qualification plays a strong role (e.g. for regulated professions<sup>84</sup>).

It seems that significant formal or non-formal training, other than on the job training takes place outside working hours.<sup>85</sup> Employees have the opportunity to obtain paid leave.<sup>86</sup> Companies are stimulated to define training plans that include work-based learning.<sup>87</sup>

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<sup>84</sup> International qualifications accreditation of regulated professions include certifications and licenses in areas such as administration and management (Project Management Institute certifications, financial services (European Foundation certificate in banking), ICT sector (e.g. Cisco and Microsoft certifications), transport sector (e.g. International Civil Aviation Organisation), welding (e.g. the EWF/IIW system). For more see: Cedefop. (2012). International qualifications, Luxembourg: Publications Office of the European Union, [http://www.cedefop.europa.eu/files/4116\\_en.pdf](http://www.cedefop.europa.eu/files/4116_en.pdf)

<sup>85</sup> Reiff, Paul. (2013) *L'éducation des adultes au Grand-Duché de Luxembourg*, STATEC, Bulletin du STATEC, p.19, <http://www.statistiques.public.lu/catalogue-publications/bulletin-Statec/2013/PDF-Bulletin1-2013.pdf>

<sup>86</sup> Since January 2008, an individual training leave (*congé individuel de formation*) helps employees to attend courses, prepare and pass examinations, prepare dissertations or accomplish all other work relating to the an eligible course while keeping their job and drawing their salary. See: Eurydice. (2016). Description of National Education Systems: Luxembourg - Lifelong Learning Strategy, [https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Luxembourg:Lifelong\\_Learning\\_Strategy](https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Luxembourg:Lifelong_Learning_Strategy) [accessed 03-09-2016]

<sup>87</sup> For example: financial aid to promote apprenticeships (aide de promotion de l'apprentissage). See: INFPC. (2014). Apprenticeship-types schemes and structured work-based learning programmes: Luxembourg, Cedefop ReferNet, [https://ec.europa.eu/epale/sites/epale/files/refernet\\_lu\\_2014\\_wbl.pdf](https://ec.europa.eu/epale/sites/epale/files/refernet_lu_2014_wbl.pdf) In addition, since 2013 the government has provided more financial support for companies that invest in lifelong learning for their employees. This financial support for training begins at 20% and rises to 35% to support workers aged over 45 and workers with low qualifications. See: EC. (2015). Education and Training Monitor 2015:

### 5.3 Improve equity of access for all

There is on-going funding available for training opportunities, in particular for the under-represented and difficult to engage with.

There is significant funding available to offer wide access to all for training opportunities, in particular for the under-represented and those groups that are difficult to engage with. There is a wealth of training opportunities offered free of charge. Targeted support is available for fragile groups through intermediary national and local organisations. Basic skills (literacy, numeracy) and digital skills are fully integrated in the development of adult learning. There is national provision for the recognition of prior learning yet at the time of writing we have found no evidence of the volume of the take-up to date.

### 5.4 Deliver learning that is relevant

It still is not clear whether the current training provision is fully aligned to current and future skills needs. Adult learning is still currently delivered in a fairly traditional approach with little focus on eLearning or blended learning.

More needs to be done to gain a clear understanding of the precise needs and motivations of adult learners. It is not quite clear whether the current supply has been constructed to respond to precise needs in Luxembourg.<sup>88</sup> Yet through the strong involvement of the social partners one would assume that this has been the case. However more extensive work on future skill needs and skill forecasting for the Luxembourg economy as a whole, companies and individual learners would be needed. A future reorganisation and alignment of the provision to these new needs may be required.

More flexibility and innovation is needed in the workplace to stimulate new forms of adult learning, which is currently delivered with a fairly traditional and presentational approach and with little focus on eLearning<sup>89</sup> or blended learning. There is no evidence that progress pathways in the learning process are currently defined according to the national qualification framework (CLQ). The CLQ is referenced to the European Qualification Framework and can serve as a non-binding framework for the guidance of all stakeholders to position their qualifications in relation to other qualifications.

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Luxembourg. Luxembourg: Publications Office of the European Union, 2015, [https://ec.europa.eu/education/tools/docs/2015/monitor2015-luxembourg\\_en.pdf](https://ec.europa.eu/education/tools/docs/2015/monitor2015-luxembourg_en.pdf)

<sup>88</sup> VET standards on curricula are based on occupational standards, developed in cooperation with professional chambers and informed by skill needs in enterprises. The following institutions ensure VET provision is in line with labour market needs: Permanent Labour and Employment Committee (Comité Permanent du Travail et de l'Emploi), Training Observatory, Employment Observatory, Competence Observatory, Business Federation of Luxembourg. In addition, curriculum teams and vocational commissions are the bodies responsible for designing qualifications. See: Cedefop (2015). Vocational education and training in Luxembourg: short description. Luxembourg: Publications Office, Cedefop information series, <http://www.lifelong-learning.lu/bookshelf/documents/vocational-education-and-training-in-luxembourg.pdf>

<sup>89</sup> See: Observatoire de la Formation. (2014) FORMABREF: *L'offre de formation continue en chiffres - enquête 2014* (Continuing education offer in numbers – 2014 survey), [http://www.lifelong-learning.lu/bookshelf/documents/l\\_offre-de-formation-continue-en-chiffres---enquete-2014.pdf](http://www.lifelong-learning.lu/bookshelf/documents/l_offre-de-formation-continue-en-chiffres---enquete-2014.pdf)

## **5.5 Deliver learning that is of high quality**

There is currently no comprehensive quality control framework for the monitoring and evaluation of adult learning programmes. However, the 2012 Lifelong Learning strategy made provision for the profession of adult trainers in State-funded adult education institutions and programmes. The intention is clearly to grow an adult education workforce.

The adult education higher education degree programmes are subject to accreditation under the national provision made for higher education accreditation and by the national foreign universities with which they are co-delivered (e.g. the Chamber of Employees). There does not seem to be any national provision to assess the wealth of adult short courses offered by the range of public providers, nor private providers which are left to market forces. It is possible that satisfaction surveys by companies and individual learners direct decisions for new developments.

Every course supported by the Department of Adult Education and organised in high schools, municipalities and NGOs is said to adhere to quality principles based on which grants can be obtained to promote equitable access and transparency.<sup>90</sup> We have found no other reference in the public domain regarding the visibility of this quality label beyond its reference in the EPALE report 2012-2014 referenced in the previous sentence.

## **5.6 Ensure coherent policy**

Adult learning policies continue to be coordinated with other policies related to social inclusion, unemployment and economic growth, with coordination mechanisms in the Greater Region around Luxembourg (i.e. beyond its borders), from which Luxembourg is tapping for its labour needs.

Since Luxembourg did not take part in the OECD PIAAC Survey (2012/13) we have found no evidence on improvement of adult skills. Yet computer skills have been improving among adults (25-64) with low formal education. The rate of individuals who have never used a computer or performed basic computer tasks lowered from 34% in 2012 to 28% in 2014.<sup>91</sup> In 2012 courses that target groups lacking ICT skills (elderly people and immigrants) were reformed, which may also have proved a positive change<sup>92</sup>. The national unemployment level has decreased which can be one indication that the skill level has improved overall, even if this could also be attributed to higher job creation.

In the absence of a national quality assurance framework or an external assessment of the current provision there is currently no concrete information available to indicate whether the quality of lifelong learning has improved in the last few years in terms of the content and the mode of delivery. Yet when one assesses potential outcomes for individuals, employers and the community as a whole according to the EU conceptual

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<sup>90</sup> [https://ec.europa.eu/epale/sites/epale/files/aal\\_luxembourg\\_.pdf](https://ec.europa.eu/epale/sites/epale/files/aal_luxembourg_.pdf)

<sup>91</sup> Eurostat, (ISOC). Online data code: isoc\_sk\_cskl\_i (data extracted August 2016)

<sup>92</sup> MENJE, (2014). Implementation of the European Agenda for Adult Learning in Luxembourg 2012-2014, Service de la formation des adultes, Luxembourg, [https://ec.europa.eu/epale/sites/epale/files/aal\\_luxembourg\\_.pdf](https://ec.europa.eu/epale/sites/epale/files/aal_luxembourg_.pdf)



framework for the assessment of adult learning policy intervention, there is the perception of a wide range of positive outcomes from the many initiatives listed in this country briefing and statistics from national sources (STATEC, the national statistics office) and international sources (EU, OECD).

**Table 5.1 EU framework – Adult learning policy interventions**

	Individuals	Employers	Community
Increased Income	For the high skilled		
Well-being/health	The low skilled remain fragile		
Increased Employability		For the skilled workers	
Reducing the Skills gap		There is a skills gap for high skilled positions that are not filled	
More relevant qualifications		Cooperation with employers enhanced to develop relevant knowledge and skills	
Higher GDP			GDP went down but is expected to grow by 2018
Increased civic and social participation			Overall wider participation, yet ongoing difficulty to engage some groups
Improved equality			Difficulties for the low-skilled and those from fragile backgrounds despite measures taken

Source: Own elaboration (from the criteria in the EU framework for the assessment of adult learning policy interventions).

Overall and based on the above one can conclude that the existing policies cover most of the necessary elements of an effective adult learning system quite well, yet further categorization and structuration in an overarching comprehensive national framework would still be needed, including a quality assurance framework.

## 6.0 STRENGTH AND WEAKNESSES OF THE ADULT EDUCATION SYSTEM

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Based on the analysis of national policy and programme developments in adult education the following strengths and weaknesses can be identified.

### 6.1 Strengths

There is a body of legislation developed since the seventies on adult education and a national Lifelong Learning Strategy structured in a number of transversal criteria and specific measures. Adult education is clearly given high priority in national development plans. The social dialogue that is embedded in the Luxembourg society is a strong asset and critical success factor to develop new policies in adult education and training.

There is a large provision for adult education with a wide range of public and private providers. While this is a strength it can at the same time be a weakness in so far as it can be difficult to understand the specificity of some of these in relation to the specific needs in the labour market. There is the perception that there is overlap and duplication and that some restructuring would be needed. Yet the government has made significant efforts to clarify the offer from (public) sector organisations, offer information and guidance and analyse trends in the sector (e.g. with the support of the INFPC). This is proving key to the development of an overall learning culture in Luxembourg, in companies and individual learners. The State offers a range of mechanisms to stimulate companies and individuals in taking up further training. These include financial grants, tax measures and individual access (through training leaves) and the modularisation of educational programmes.

There are several programmes targeting the low skilled and disadvantaged with a wide range of adult education measures that should have an effect in future years, even if at present the uptake of the low skilled remains too low. Much effort is made to support low skilled young adults leaving school early to take up a second or accelerated path to qualification, have their experience recognised and obtain further qualifications, all so critical in the local labour market. Through the ESF funding a number of initiatives have been taken to look into the new skills needed for the economic sectors that will see major growth in coming years. Wide support is provided to immigrants and refugees to help them integrate into the society and the labour market. Despite all the efforts made in that direction, there could still be a problem with lack of information and access to those who most need the programmes.

### 6.2 Weaknesses

There is **no national quality framework** to assess the implementation and delivery of adult education by State-funded providers, nor the overall impact of the national adult education policy in terms of the investment made. Besides, there is too little information on the quality of the provision of education by private providers that are left to market forces. A study conducted in 2013 concluded that out of the active training organisations identified, 80% of them were private organisations and 63% were small (less than five

employees). Furthermore, eLearning is not very prominent in the teaching and learning approach.<sup>93</sup> Since these private providers are not regulated their quality and relevance can be questionable.

There is too **little publicised data on adult education** uptake and satisfaction across the range of State providers. While there are indicators in place meant to assess different aspects of VET (e.g. relevance, quality, investment, participation – including disadvantaged groups, completion rates, needs of the labour market) many are not being used by CVET.

There is **little evidence of integrated future skill forecasting** being taken into account to restructure the current adult education provision (launching new programmes and ending current ones), and develop new teaching and learning approaches (including eLearning or blended learning). Luxembourg needs a high skilled workforce for its developments and to bring more people in employment to address the future growth projections 2015-2018 that are coming from commercial sectors (services to companies, commerce, catering, transport, communication, ICT<sup>94</sup>) rather than just from the current finance and insurance sectors.

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<sup>93</sup> Observatoire de la Formation (2014) FORMABREF: L'offre de formation continue en chiffres - enquête 2014 (Continuing education offer in numbers – 2014 survey), [http://www.lifelong-learning.lu/bookshelf/documents/l\\_offre-de-formation-continue-en-chiffres---enquete-2014.pdf](http://www.lifelong-learning.lu/bookshelf/documents/l_offre-de-formation-continue-en-chiffres---enquete-2014.pdf)

<sup>94</sup> The ICT sector accounts for 7% GDP (4% labour force), one of the highest in OECD; there is a projected growth and search for high skilled workers in ICT. See: EU Skills Panorama (2014) Luxembourg Analytical Highlight, Prepared by ICF and Cedefop for the European Commission, [http://skillspanorama.cedefop.europa.eu/sites/default/files/EUSP\\_AH\\_Luxembourg\\_0.pdf](http://skillspanorama.cedefop.europa.eu/sites/default/files/EUSP_AH_Luxembourg_0.pdf)

## **7.0 FURTHER POLICY REFORMS AND ORIENTATIONS NEEDED**

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There is a wide range of programmes to support participation in adult learning which offer opportunities for the low-skilled in Luxembourg. Yet more focus is needed on skill and job mapping, as well as on forecasting of skills for the new emerging economic sectors. In turn these need to be translated in a structured and concrete provision of public and privation adult education to respond to the emerging new skills' needs, including for high and medium upskilling. The current adult education provision should be assessed thoroughly in terms of its adequacy to current and future labour market needs and the duplication in the provision.

More systematic and longitudinal data collection on adult education is needed to gather and publish information on the uptake of adult education by different learners' profiles (high, medium or low skilled), economic sectors and types of organisations. The concrete impact of training, further training and retraining activities on individual learners is not sufficiently known. It needs to be measured in order to identify gaps and launch more targeted actions for specific groups, priority sectors or skills.

Policy is also needed for the quality assurance of the adult education provision. A national systemic quality framework would support ongoing assessment of the current national adult education policy, its implementation and the overall return on investment. The quality framework should have relevant indicators to assess State-funded providers of adult education (as organisations) and the programmes they offer. Such a quality framework could include quality control, quality enhancement or provisions for the accreditation of adult education providers and individual programmes. Regarding programmes the focus should be on assessing whether the knowledge and skills provided are fully relevant and in full adequacy with labour market needs. The pedagogic approaches should also be reviewed to measure whether they reflect new current learning styles by individuals, including through the use of e-learning and new technologies.

Some measures also need to be taken and a framework defined under which the quality of private providers is reviewed, to guarantee quality to individual learners are companies making use of external private training providers. This is particularly important since evidence shows an enormous uncontrolled growth of this provision, at the moment with little supervision other than by the market itself.

## 8.0 SUMMARY

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Overall key policy priorities address the country's current key challenges described in the country overview. Significant effort is taken to stimulate a learning culture in Luxembourg to support the economic growth and diversification. The strong social dialogue plays a vital role in launching new initiatives.

The employment rate slightly decreased in 2016 to 70.7% (compared to 70.9% in 2015) and slightly below the EU average (71%). The unemployment rate decreased slightly in 2016 yet the overall figure hides a number of disparities. Unemployment remains problematic for the low-skilled.

Luxembourg is a good performer with 16.8% of adults participating in adult education, surpassing the ET 2020 benchmark, yet the figure is down from 2015 (18%). The country has the most multilingual lower-skilled individuals in Europe. More participation of lower skilled adults in adult education is needed, in particular of older adults who only participate at a rate of 6.9%. Vulnerable groups include women and foreign-born residents.

Country Specific Recommendations in the area of adult learning are provided on age related liabilities (pension costs and incentives to limit early retirement). The NRP mentions a draft law requiring the introduction of an age management plan in companies (more than 150 employees). Other measures include the progressive implementation of the lifelong learning strategy, and an alternative qualification path for individuals who have not achieved 9th grade level, to maintain the drop-out rate below 10%.

The trilingual education system is proving a major challenge for foreign-born residents and students from lower socio-economic backgrounds as it leads to early school leaving. The government is currently reforming the secondary school education level and introducing measures under the second path to qualification to help adults who dropped out of initial education to obtain a qualification.

Further policy and actions are required to continue to introduce more flexibility in the education system and the labour market, among others through more flexible approaches to work. A restructuring of the adult education provision may be needed to rationalise the offer and redirect efforts to new fields.

There are no quality assurance mechanisms of the adult education provision at the system and organisational level. Quality is only targeted at individual adult learners in public organisations. There is neither sufficient information nor quality assurance for the delivery of adult education by private organisations. Too little focus is placed on impact assessment of the current provision and investment to inform future policy developments.

Luxembourg needs a high skilled workforce for its future developments and to bring more people in employment to address the future 2015-2018 growth projections. These will come from commercial sectors (services to companies, commerce, catering, transport,

communication, ICT<sup>95</sup>). Yet there is too little evidence of a sufficiently integrated future skill forecasting being taken into account to inform the current adult education provision (content and modes of delivery) and its future development.

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<sup>95</sup> As previously mentioned there is a projected growth for high skilled ICT workers, which currently accounts for 4% of the labour force and 7% of GDP, one of the highest in OECD. See: EU Skills Panorama (2014). Luxembourg Analytical Highlight, Prepared by ICF and Cedefop for the European Commission [http://skillspanorama.cedefop.europa.eu/sites/default/files/EUSP\\_AH\\_Luxembourg\\_0.pdf](http://skillspanorama.cedefop.europa.eu/sites/default/files/EUSP_AH_Luxembourg_0.pdf)

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ANNEXES

**Annex 1: List of adopted legal acts, strategies, laws**

Name	Date of adoption	Short description of content
<b>National plan for smart, sustainable and inclusive growth - Luxembourg 2020</b>	April 2017.	Relevant to adult skills, the programme focuses on a packet of measures on age policy, including access to continuous education (first introduced in 2014) and transmission of skills and knowledge.
<b>Modifying Act of 15 December 2016</b>	15 December 2016	This law modifies the December 1992 law, which created a public professional training centre and defined a framework for the staff of continuous professional training centres. The modification focuses on developing the profile of the centre and introduces the concept of a Plan de Développement du Centre (plan for the institutional development of the centre) and a Development Unit for the centre. The December law modification also modifies the May 2009 law that created the National Language Institute and introduced the position of teacher of the Luxembourgish language
<b>Vocational Education and Training Reform 2016.</b>	22 August 2016	The law of 22 August 2016 modifies the 2008 law reforming professional training.
<b>Regulation on Access to Higher Education.</b>	31 July 2016	It regulates organization of preparatory modules giving access to higher education in the framework of adult education and the Ecole de la 2e Chance (School for the Second Chance). The DAES or Diplôme d'accès aux études supérieures (Diploma granting access to higher education) aims to give adults who left initial education without any diploma the opportunity of a second qualification pathway to access higher education
<b>Law Modifying the 2009 Act Establishing the Creation of Schools of Second Opportunity (E2C)</b>	27 August 2014	The law modified the 2009 Act which established the creation of Second Chance Schools. Provides for the establishment of a training pathway, in the context of adult education, organized in the form of preparatory modules which may give access to higher education; successful completion of these preparatory modules

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		grants access to regulated professions and public sector jobs as well as the completion of secondary school.
<b>Lifelong Learning Strategy 2012.</b>	23 November 2012	In order to create a coherent national framework for lifelong learning, Luxembourg has adopted a national strategy in November 2012. It is based on 6 principles and 8 major measures. Its implementation is entrusted to the Advisory Committee on lifelong learning.
<b>Vocational Education and Training 2008 Reform</b>	19 December 2008.	It aimed at strengthening the links between VET and the labour market and focused on competence-based and modular qualifications. Implemented between 2010/11 and 2013/14.
<b>The law on continuing vocational adult education</b>	21 May 1979.	This law established national centres for continuous VET The law specifies that continuing vocational training can be provided by the Ministry of Education, Professional Chambers, the municipalities and private associations approved individually by the Ministry

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**Annex 2: Inventory of policy interventions**

Name of intervention	Source (with hyperlink)	Budget	Outputs	Which of the 6 building blocks for successful adult learning policies does it target?						Further details/description (purpose, duration, responsible entity etc.)
				Fosters learners' interest in learning	Employers' investment in learning	Improve equity of access for all	Learning that is relevant	High quality learning	Coherent policy	
Fit4Entrepreneurship project	Government of the Grand Duchy of Luxembourg/(2017). Fonds Européens.(European Funds) [Online]. <a href="http://www.fonds-europeens.public.lu/fr/programmes/ice-2014-2020/ice-volet-fse/index.html">http://www.fonds-europeens.public.lu/fr/programmes/ice-2014-2020/ice-volet-fse/index.html</a> [Accessed: 27 September 2017].	€ 450.800	Not available yet.	√			√			Started in 2017 it provides support for job seekers who want to embark on a business project through a diagnosis of entrepreneurial

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Name of intervention	Source (with hyperlink)	Budget	Outputs	Which of the 6 building blocks for successful adult learning policies does it target?						Further details/description (purpose, duration, responsible entity etc.)
										skills, a comprehensive training program and individual support by business leaders.
Individual Training Leave	Cedefop, (2013). Adult Learning Financial Database (Online). Available at: <a href="http://www.cedefop.europa.eu/FinancingAdultLearning/">http://www.cedefop.europa.eu/FinancingAdultLearning/</a> [Accessed: 28 September 2017].	€ 2 606 570 in 2012	2,831 accepted applicants in 2012	√	√	√			√	Allows beneficiaries to take individual training courses while keeping their salary and employment. They benefit from 80 days of training leave during the course of their professional career for any person engaged

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Name of intervention	Source (with hyperlink)	Budget	Outputs	Which of the 6 building blocks for successful adult learning policies does it target?						Further details/description (purpose, duration, responsible entity etc.)
										in a professional activity in the private sector.
Second Path to Qualification Courses	Government of the Grand Duchy of Luxembourg/MENJE, (2017). Rapport d'Activités 2016 (Activity Report 2016). Ministry of National Education, Infancy and Youth. <a href="http://www.men.public.lu/fr/actualites/publications/themes-transversaux/rapports-activites-ministere/rapport-activite-2016/index.html">http://www.men.public.lu/fr/actualites/publications/themes-transversaux/rapports-activites-ministere/rapport-activite-2016/index.html</a>		In 2015-2016, 157 learners were enrolled for secondary education and 452 for technical secondary education.			√	√		√	The second path to qualification courses allows those who have not completed their initial training or who have not reached the level required to carry out their professional projects, to obtain the same diplomas and certificates as those issued by secondary, technical and vocational



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Name of intervention	Source (with hyperlink)	Budget	Outputs	Which of the 6 building blocks for successful adult learning policies does it target?					Further details/description (purpose, duration, responsible entity etc.)	
									secondary education. These face-to-face or distance-learning courses are tailored to the needs of adults and help to reconcile employment and training.	
Reduced Enrolment Fee Scheme	Government of the Grand Duchy of Luxembourg/MENJE, (2017). Rapport d'Activités 2016 (Activity Report 2016). Ministry of National Education, Infancy and Youth. <a href="http://www.men.public.lu/fr/actualites/publications/themes-transversaux/rapports-activites-ministere/rapport-activite-2016/index.html">http://www.men.public.lu/fr/actualites/publications/themes-transversaux/rapports-activites-ministere/rapport-activite-2016/index.html</a>		In 2015-2016 9,876 vouchers issued, 5,657 vouchers were.	√		√		√	√	It is the national tool through which economically disadvantaged people are encouraged to participate in training.

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Name of intervention	Source (with hyperlink)	Budget	Outputs	Which of the 6 building blocks for successful adult learning policies does it target?	Further details/description (purpose, duration, responsible entity etc.)
			Of the vouchers used, courses in Luxembourg, French, German and English are the most frequently chosen, followed by ICT.		Since 2013, the certificates issued by the institutions responsible for disadvantaged people are replaced by vouchers giving a reduced registration fee to the courses given by the lycées, the municipalities, the recognized associations and the National Institute of Languages
Vocational Training Aid.	Government of the Grand Duchy of Luxembourg, (2017). Rapport d'Activités 2016 (Activity Report		In 2016,		Financial support for

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Name of intervention	Source (with hyperlink)	Budget	Outputs	Which of the 6 building blocks for successful adult learning policies does it target?						Further details/description (purpose, duration, responsible entity etc.)
	2016). Ministère du Travail, Emploi et de l'Economie Sociale et Solidaire. <a href="https://www.gouvernement.lu/6863327/2016-rapport-activite-travail-emploi.pdf">https://www.gouvernement.lu/6863327/2016-rapport-activite-travail-emploi.pdf</a>		338 applications for vocational training assistance were handled in close collaboration with the ADEM	√	√	√	√		√	vocational training. Aims at aiding people to get a job, others have benefited from a measure of professional insertion proposed by the ADEM
Ecole de la 2e Chance (E2C - School of	E2C, (2017). École de la Deuxième Chance (School of Second Opportunity) [Online]. Available at: <a href="http://www.e2c.lu/ecole-de-la-deuxieme-">http://www.e2c.lu/ecole-de-la-deuxieme-</a>		148 students in the acad			√	√	√	√	Since March 2011, the E2C in Luxembourg aims to train in

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Name of intervention	Source (with hyperlink)	Budget	Outputs	Which of the 6 building blocks for successful adult learning policies does it target?					Further details/description (purpose, duration, responsible entity etc.)
Second Opportunity)	<p>chance/cadre-national-europeen [Accessed: 28 September 2017].</p> <p>STATEC, (2016). Les Chiffres Clés de l'Education Nationale: Statistiques et Indicateurs 2015/2016 (Key Figures of the National Education: Statistiques and Indicators 2015/2016). Ministère de l'Éducation nationale, de l'Enfance et de la Jeunesse.  <a href="http://www.men.public.lu/fr/actualites/publications/themes-transversaux/statistiques-analyses/chiffres-cles/2015-2016/index.html">http://www.men.public.lu/fr/actualites/publications/themes-transversaux/statistiques-analyses/chiffres-cles/2015-2016/index.html</a></p>		mic year 2015-2016						language and mathematics and to create a pre-vocational setting. It is aimed at young people between the ages of 16 and 30,
The 9+ and 9+ Initiatives.	<p>Government of the Grand Duchy of Luxembourg/MENJE, (2017). Rapport d'activités 2016 (Activity Report 2016). Ministry of National Education, Infancy and Youth.  <a href="http://www.men.public.lu/fr/actualites/publications/themes-transversaux/rapports-activites-ministere/rapport-activite-2016/index.html">http://www.men.public.lu/fr/actualites/publications/themes-transversaux/rapports-activites-ministere/rapport-activite-2016/index.html</a></p>		In 2015-2016, 30 adult learners attended classes on four	√		√		√	Launched in 2013 it allow adults to complete the 9th year of education in a different format than the one offered in initial education, with a specific focus

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Name of intervention	Source (with hyperlink)	Budget	Outputs	Which of the 6 building blocks for successful adult learning policies does it target?						Further details/description (purpose, duration, responsible entity etc.)
			mornings a week, (16 hours per week).							on languages and maths required to access formal education in Luxembourg
Learn for Success	<p>Government of the Grand Duchy of Luxembourg/MENJE, (2017). Rapport d'activités 2016 (Activity Report 2016). Ministry of National Education, Infancy and Youth. <a href="http://www.men.public.lu/fr/actualites/publications/themes-transversaux/rapports-activites-ministere/rapport-activite-2016/index.html">http://www.men.public.lu/fr/actualites/publications/themes-transversaux/rapports-activites-ministere/rapport-activite-2016/index.html</a></p> <p>MENJE, (2016). L4S: la nouvelle formation pour adultes (New Training for Adults), <a href="http://www.men.public.lu/fr/actualites/articles/communiqués-conference-presse/2014/01/16-L4S/index.html">http://www.men.public.lu/fr/actualites/articles/communiqués-conference-presse/2014/01/16-L4S/index.html</a> [Accessed 28 September 2017].</p>		From September 2015 to July 2016, 145 apprenticeship agreements were concluded covering	√		√	√		√	Launched in 2014 that offers a range of learning workshops tailored to the needs of individuals. The Learn for Success learning workshops (L4S) opened at the Schools of Second Opportunity.

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Name of intervention	Source (with hyperlink)	Budget	Outputs	Which of the 6 building blocks for successful adult learning policies does it target?						Further details/description (purpose, duration, responsible entity etc.)
			g 2,491 hours of individual coaching							The majority of learners enrolled in this scheme are adults who wish to improve their general skills.
Investment for growth and employment programme (2014-2020)	Government of the Grand Duchy of Luxembourg, (2017). Fonds Européens.(European Funds) [Online]. <a href="http://www.fonds-europeens.public.lu/fr/programmes/ice-2014-2020/ice-volet-fse/index.html">http://www.fonds-europeens.public.lu/fr/programmes/ice-2014-2020/ice-volet-fse/index.html</a> [Accessed: 27 September 2017].	Priority axis 1: Supporting sustainable professional integration € 21.6 million;  Priority axis 3: Promote		√	√	√	√	√	√	Aims to combat unemployment by strengthening skills and competences of young people and jobseekers. It makes it possible to improve equal access to education and lifelong learning for all age groups in order

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Name of intervention	Source (with hyperlink)	Budget	Outputs	Which of the 6 building blocks for successful adult learning policies does it target?						Further details/description (purpose, duration, responsible entity etc.)
		the acquisition of new skills € 8 million								to help keep older workers longer in the labor market.
Ministerial Quality Label	Government of the Grand Duchy of Luxembourg, (2014). Implementation of the European Agenda for Adult Learning in Luxembourg 2012-2014. <a href="https://ec.europa.eu/epale/sites/epale/files/aal_luxembourg_.pdf">https://ec.europa.eu/epale/sites/epale/files/aal_luxembourg_.pdf</a>							√	√	Every course supported by the Department of Adult Education and organised by high schools, municipalities and associations adheres to quality criteria to benefit from the quality label and to get grants. A new portfolio for

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Name of intervention	Source (with hyperlink)	Budget	Outputs	Which of the 6 building blocks for successful adult learning policies does it target?						Further details/description (purpose, duration, responsible entity etc.)
										teachers in adult education has been introduced.
Training Co-financing: the "Companies, Partners for Employment" Program	Government of the Grand Duchy of Luxembourg, (2017). Rapport d'Activités 2016 (Activity Report 2016). Ministère du Travail, Emploi et de l'Economie Sociale et Solidaire. <a href="https://www.gouvernement.lu/6863327/2016-rapport-activite-travail-emploi.pdf">https://www.gouvernement.lu/6863327/2016-rapport-activite-travail-emploi.pdf</a>		In total, 30 companies have been labelled since the beginning of the program signed with the label:	√			√		√	The program foresees close cooperation for concrete actions, between ADEM and individual companies, development of targeted training for jobseekers and adapted to the needs businesses, and awareness-raising campaigns.



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Name of intervention	Source (with hyperlink)	Budget	Outputs	Which of the 6 building blocks for successful adult learning policies does it target?						Further details/description (purpose, duration, responsible entity etc.)
			"Company, partner for employment".							

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