

# **Analytical Report on Education**

## **National Focal Point for LUXEMBOURG**

Association de soutien aux travailleurs immigrés  
(ASTI)/Association for the support of immigrant workers,  
Luxembourg

2004

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# 1. Executive summary

For the best understanding of this report, it is important to place it in the global context of the Luxembourgish immigration history. For this, explanations about the context have been annexed to the present report.

It must be outlined that we will concentrate on discrimination in a larger sense of the term, and not so much on racism or racist violence in school. This is not to reduce racism to discrimination, but due to the lack of data regarding racism and racist violence. We will bring details about the problem of lack of data later in the report.

For a quarter of a century, the Luxembourg school system has taken in an increasing number of non-Luxembourg pupils. Its multilingualism, conceived and adapted to a linguistically homogenous school population, is severely tested, and the report will show that the Luxembourg school system is taking time to adapt to the new school population. For foreign pupils the results show that the Luxembourg and German languages seem inaccessible to a great part, while the methods of learning adapted to the Luxembourg situation are either missing or appear to be ignored.

Whilst observing that many isolated initiatives are being taken on the ground, any concern to co-ordinate them is somewhat recent. These initiatives cannot hide the absence of political choice evaded over two decades. It should be observed that a growing number of pupils avoid or escape the non-differentiated linguistic demands of the official school system in private, international or cross-border schools.

More than one third of the present work force, crossing the border every day, has not been trained in that system, while occupying jobs in every economic sector. To a large extent, the German and French languages function as a threshold for people with a different mother tongue.

The PISA study by the OECD highlighted the deficiencies of the Luxembourg school system, which became antepenultimate in the ranking. The lesson to be learned by Luxembourg from PISA is that its school system does little with regard to social inequalities. As the (foreign) people from disadvantaged social strata are kept apart from the democratic political process and the flourishing economy of the last twenty years has resulted in jobs for (practically) all, there are few signs of a change of education policy.

The political world has certainly felt the shockwaves, and tried to respond to them in speeches and documents: a major voluntary initiative launched in 1991 rapidly ran out of steam. Routes exist which preserve a large proportion of the multilingualism whilst adjusting its demands, but it remains to be seen where the political desire is to start out on them. Nine months before the next elections, one should certainly not wait for an appropriate offensive.

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### 3. Glossary

#### TERMS USED IN THE REPORT:

##### **Immigrant (Immigré)**

A person of foreign origin, with a European or non European language, who left his or her country of origin to settle in Luxembourg, to live and work in Luxembourg, with or without having changed his origin nationality to the Luxembourg one.

##### **Foreigner (Etranger)**

According to the 1st article of the law of 28 March 1972 on the entry and the stay for foreigners, the medical control from abroad and the use of the foreign workforce, "any person who does not report the proof that it introduces to Luxembourg nationality is regarded as foreigner, with regard to the application of this law".

##### **Community-member (Communautaire)**

Any person who has the nationality of a Member State of the European Union.

##### **Non-community member (Non-communautaire)**

Person who has the nationality of a country not member of the European Union. On the level of the legislation concerning work and the stay in Luxembourg, there is a great divergence between Community-members and non-community members.

##### **Applicants of asylum (Demandeurs d'asile)**

Defined according to the Convention of Geneva of 1951. Admissibility to the asylum procedure is generally dependant on whether Luxembourg is the state responsible under the convention of Dublin. A person is considered an "applicant of asylum" until the final decision regarding his status is made: Refugee or refused (débouté du droit d'asile).

##### **Refugee (Réfugié)**

According to the Geneva Convention, a refugee is a person "who has a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinions, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country" (Geneva Convention, Article 1).

##### **First/ second generation Première/seconde generation**

One uses this term as regards the immigrants. The first generation are the people who arrived from their country of origin. The second generation are the people born in Luxembourg of immigrant parents. They hold either Luxembourg or a foreign citizenship, but they grew up in Luxembourg.

GLOSSARY OF INSTITUTIONS AND ORGANISATIONS MENTIONED IN THE REPORT

**ASTI**, non governmental organisation of solidarity with foreigners **NFPLU0003**

**CDAIC** intercultural centre run by MENFPS, the city of Luxembourg and ASTI

**IGSS**, General Inspection of Social Security, Luxembourg

**MEN**, Ministry of National Education until 1994, Ministère de l'Education nationale

**MENFP**, Ministry of National Education and Professional Training 1994-1999 Ministère de l'Education Nationale et de la Formation Professionnelle

**MENFPS**, Ministry of National Education and Professional Training and Sports, Ministère de l'Education Nationale et de la Formation Professionnelle et des Sports

**RGPP**, Répertoire général des personnes physiques daily overview of residents run by government's Centre Informatique

**STATEC**, governments statistic office

**La Voix**, daily paper in Luxembourg

## **4. Legislation and policies**

### **4.1. SHORT OVERVIEW OF SPECIAL LEGISLATION OR POLICIES FOR DIVERSITY IN EDUCATION**

The answers for item 5.1 and 5.2 can be gathered. Luxembourg does not present a specific legislation concerning diversity in education or the fight against discrimination in the sector of education.

Several debates however took place in the previous years, of which we will here present the ones we (NFP Luxembourg) suppose being the most important.

#### **4.1.1. “For integration schooling” 3B0003**

This 100-page document was published by the Ministry in February 1998. It is the fruit of meticulous research into the situation at different phases of education, the training of teachers and educational material, as well as a description of major recent projects and those in progress.

A descriptive part brushing the various aspects is followed by a section on the current situation and future orientation.

The document is of great documentary and analytical interest. The political dimension is not absent, but discreetly distilled. No mistake should be made as to the type of document it is, and its use: it is intended to provide a basis with a view to a parliamentary orientation debate and to enable politicians to draw measures from it.

Finally it was necessary to await a change of Minister and three years before the parliamentary debate, and a parliamentary motion, concocted jointly by the coalition parties and the Ministry of Education.

#### **4.1.2. The orientation debate 2000 3B0001**

On 29 November 2000, the Chamber of Deputies dedicated two sittings to an orientation debate.

In order to prepare for that debate, the parliamentary commission on education heard various educational parties, the Parents' Association, teachers unions, the Students' Committee, and the Associations of Foreigners.

The parliamentary debate led to a resolution being presented and passed by the majority parties.

### 4.1.3. Spring circular 3B0006

In the spring of each year, the Ministry publishes a circular intended for communes, to indicate to them the orientations to be followed for the following school year.

The spring circular only contains recommendations, any compulsory measure should be included in a law or “règlement grand-ducal”. (Grand-Ducal regulation)

For years spring circulars recommend teaching Luxembourg language in preschool or integrate mother tongue courses in primary school. Many other recommendations are part of the spring circular.

The Ministry explanation of not making those proposals compulsory is that the situation is different from one municipality to another and that the local authorities should take their responsibilities.

Law gives the municipalities only a responsibility on the level of infrastructures and equipment of schools: programmes and methods are in the hand of the Ministry of Education.

However the Ministry has two ways to intervene in the annual municipal plan for primary schools. First the school inspector as the representative of the Ministry takes part in the preparation of this plan. Once adapted by municipal council the Minister has to approve it. In spring 2001, following the orientation debate, under Point 4, there has been a summary of the parliamentary motion, the announcement of educational material and concepts for the learning of Lëtzebuergesch at pre-school level on return to school and an invitation to communes with a high density foreign population, within the context of training and support measures, to organise intensive courses in the Luxembourg language.

The idea is mooted of mother tongue participation at pre-school level.

Integrated course models in the mother tongue operating “in a large number of communes” are presented.

In order to facilitate the education of children of asylum seekers, the Ministry hired intercultural mediators for a specific period.

The holders of reception classes are informed that the software for learning German and French for young first arrivals may be placed at their disposal.

The elaboration is announced of a new alphabet primer, which must take account of several literacy approaches.

The main dispositions of the circular for spring 2002 were:

(5.2) “As in the past, Italian and Portuguese parents have the opportunity to register their child(ren) for integrated courses in their mother tongue ...” It is made reference to these 2 nationalities because they appear as important in the historical context of immigration in Luxembourg. Details about the immigration history of Luxembourg are annexed to the report.

Reference is made to reception classes as well as specific linguistic regime classes at post-primary level. As for pre – school education, there is the publication of “Das bin ich” material. Inter-cultural mediators for the children of refugees are quoted.

An associative platform (parents of pupils, teachers’ unions and the NGO) are trying to “follow-up this file”. In June 2002 it addressed the press, drawing up a mediocre balance sheet of follow-ups.

On 9 October 2002 the Ministry presented a statement to the parliamentary commission on the follow-ups of the November 2000 motion.

## **4.2. MONITORING SYSTEM**

### **4.2.1. Ombudsman<sup>1</sup>**

Following the second world Summit for the children who was held in New York from the 8 to 10 May 2002, and at the time of the international Day of the rights of the child which is celebrated each year on November 20, the Minister for the Family, social Solidarity and Youth, assisted on November 20, 2002 in "Lëtzebuenger Kannerduerf" with a forum of discussion as regards the rights of the child.

Opened to general public, this forum was the occasion to detect the present needs as regards the rights of the child and to specify the strategies, the objectives and measurements to set up during the five next years. The conclusions of the discussion constitute precious contributions for the development of a national Action plan for the promotion of the rights of the child.

After the opening of the forum by Mrs. Jacobs, Minister for Family affairs, social solidarity and Youth, seven speakers presented briefly, on the basis of their professional experiences and/or their voluntary engagement, the elements which, in their opinion, had to be taken into account to establish a national Program for the promotion of the rights of the child:

- Since 1989, the Luxembourg government took a whole series of systematic measurements
- having for object the promotion of the rights of the child. In collaboration with various actors on the ground, information and public awareness campaigns were launched, and conferences,
- seminars and cycles of formation were organised.
- Moreover, publications were realised which inform the children and the teenagers, in an adapted way, on their respective rights and duties.

Several initiatives were taken at the legislative and lawful level. In particular, the Chamber of Deputies adopted in July 2002 the law carrying institution of a Luxembourg

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<sup>1</sup> <http://www.gouv.lu> (23.07.2004).

committee of the rights of the child, called "Ombuds-Committee fir Rechter vum Kand" (ORK). No report is yet available.

#### **4.2.2. Le Centre de Psychologie et d'Orientation Scolaires<sup>2</sup> and its sections (SPOS) in colleges.**

(CPOS) The CPOS was created under the terms of the law of April 1, 1987, has the role:

- To ensure the psycho-pedagogical guidance of the pupils of secondary education, as well as collaborating in the school orientation of the pupils of the 6th year (last year) of the primary education.
- To facilitate to the young people the passage of the school to the professional life.
- Of advising, generally, parents, pupils as well as the institutions and people responsible for the training of the pupils in so far as the psychological, psycho-emotional and psychosocial aspects of the processes of training of the pupils are concerned.
- To act in concert on the organisation of the SPOS with the colleges of the directors and the
- college of the inspectors of primary education teaching, in so far as they are concerned, and to ensure the co-ordination of the activities of the services.
- Attribution of subsidies of the State for pupils.

The CPOS ensures the co-ordination of the activities of the Services of Psychology and of Orientation School (SPOS) in the colleges and the technical schools and it co-operates actively with the service of the vocational guidance of the Administration of Employment.(Adem)

On the level of the integration of the foreign children, the CPOS described its action plan in its booklet of June 2002: "... to tie a dialogue with the parents and to imply them in the schooling and the integration of their children"

First reflections on a methodology and an action plan:

- The school is a paramount protagonist in the conceptualisation of the cultural identity of the Luxembourg society.
- Multicultural at its base, the school is actually confronted to a particular challenge which touches at the same time the development of a suitable standard of education in the schools and the integration of the foreign children requiring a detailed attention. A reality which was particularly raised in the PISA study confirming the correlation between the schooling level and the socio-economic environment from which these children come. The school success is increasingly related to social integration.

Moreover, the parents play an important part in the development of the school career of the children. However, the parents of foreign pupils are generally confronted with

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<sup>2</sup> <http://www.cpos.lu> (23.07.2004).

specific difficulties, which require a detailed attention of our share. In this context, the Minister encourages the intensification of the dialogue with the parents of pupils. It is a question "of introducing a pedagogy knowing to imply the parents in the schooling of their children and to thus create beneficial school partnership for the pupils". It is accordingly that collaboration was born between the co-ordinator from schooling of the foreign children from the Ministry for National Education, and the CPOS. The CPOS and the SPOS are thus encouraged to collaborate in concrete projects in this context. It is certainly useful to think of the possibilities available to the various SPOS like for the divergent needs in the schools from the common point of view tying a dialogue with the parents and implying them in the schooling and the integration of their children. The following questions can prove to be useful in order to formulate concrete suggestions:

- How can one organise the school system as well as possible in order to imply all the parents?
- How can one improve the co-operation with the parents in order to guarantee a good integration and school success?
- How can one frame the pupils who do not receive any support on behalf of their family?
- Do you know examples and practices, which we can take into account?

In this direction and in order to concretise projects relative to this context, a first stage consisted so that each SPOS nominates a person of reference among its team. This person would be responsible for the schooling of the foreign pupils in the concerned school establishment. In addition, a working group, whose objective would be to look further into the questions about this topic and to reflect on the strategies of intervention to deploy on the ground, will be set up soon. A list of the people of reference for the majority of the colleges was already transmitted to the parents of pupils during the public briefing of May 4, 2002 intended for the parents of Capverdian pupils. This list will also be available to the public during next demonstrations. Lastly, with an aim of intensifying the dialogue with the parents of Capverdian and Portuguese pupils, groups of exchange will soon be organised within the CPOS. (The Luxembourg government selected these two groups of pupils as both speak the Portuguese language, and in many cases, a problem appears while trying to create contact between the teachers and the parents of their pupils. The dialogue is difficult as many of the parents have problems with the French language or sometimes even do not speak French.)

The list is annexed to the present report. They are actually carrying out a research on violence (racial violence included) in colleges, but results have not been outlined yet.

CPOS does not have any data on racism or discrimination in education.

We included the Ombudsman and the CPOS-Service in this report for the following reasons: even if they actually do not present a great interest in anti-discrimination or anti-racist work in the field of education, both of the services have the potential to intervene in case of any problem. As the CPOS as well as the ombudsman have been created to support children or pupils in any case of problem (family problems, school problems, etc), a child confronted with discrimination has the possibility to consult one of these services. If we consider this possibility, we suppose both of the services could in that case play a major role.

## 5. Description and analysis of existing data and sources

### 5.1. CHARACTERISTICS OF THE LUXEMBOURG SCHOOL SYSTEM

#### GENERAL POPULATION

**Table 1: Nationalities present Luxembourg schools in 2002**

Luxembourg:	276,505
Portuguese:	64,805
French:	23,803
Other EU citizens:	21,363
Non-EU citizens except Yugoslavs:	20,926
Italian:	20,707
Belgian:	17,026
German:	11,450
Yugoslav:	8,283

*(Source : Statec)*

**Table 2: Luxembourg Education system**

#### A) Infant education

Offered in 76 communes

Age: 3

Period: 1 year

Free

Non-obligatory attendance

#### B) Pre-school education

Age: 4

Period: 2 years

Free

Obligatory attendance

#### C) Primary education

Age: 6

Period: 6 years

Free

Obligatory attendance

## D) Secondary education

At the age of 12 years a choice must be made between:

Secondary education (SE) for a period of 7 years, aimed towards a classic matriculation.

Secondary technical education (STE) for a period of 3 to 7 years aimed towards a technical matriculation or intermediary qualifications.

Preparatory education for a period of 3 years. Basically preparatory education prepares for active life, it does not led to real qualifications .

(Source : Statec)

**Table 3: National school system**

Name	Age	Duration	Frequentation	Responsibility
(A) Infant education "éducation précoce"	3	1 year	Non - obligatory	Municipality
(B) Preschool "Education préscolaire"	4	2 years	Obligatory	Municipality
( C) Primary school "Education primaire"	6	6 years	Obligatory	Municipality
Orientation to one of the 3 following ways				
Preparatory education Enseignement technique préparatoire	12	3 years	Obligatory	Ministry of Education
Secondary technical education Enseignement secondaire technique	12	3 to 7 years	3 years obligatory	Ministry of Education
Secondary education Enseignement secondaire	12	7 years	3 years obligatory	Ministry of Education

Special education is provided to handicapped children in the classes of "Education Différenciée". Official policy's objective is the integration of these children in the "normal" classes.

The educational obligation is 11 years of study (4 to 15 years of age).

The languages used and studied:

Lëtzebuergesch

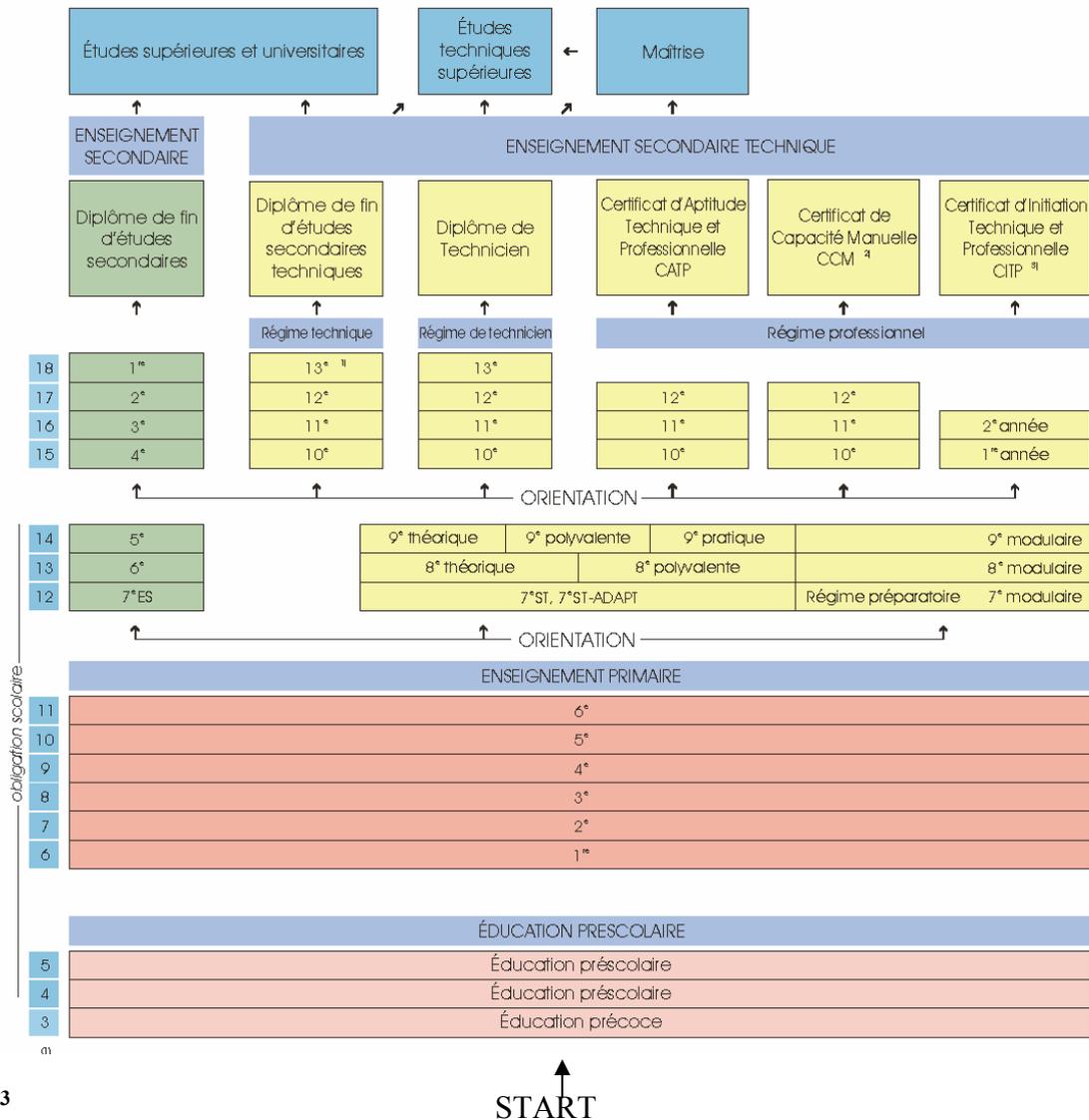
French

Literacy in German, after 3 half-years: French.

Officially German should be the language used for all subjects except French. In the practice Luxemburgish is frequently used

German and French continue to be present in all streams until matriculation.

**Table 4: The Luxembourg education system (in French)**



The graph presents the Luxembourg education system. The child possibly starts with the preschool education. After the primary education, a first choice has to be done regarding the secondary education.

We observe that the number of pupils in secondary and secondary technical education has increased, but that the percentage of foreigners has hardly changed.

We will clarify this analysis by the percentages of foreigners at the beginning, the middle and the end of secondary education 2000-2001.

<sup>3</sup> <http://www.script.lu> ; <http://www.men.lu> (23.07.2004).

In the 7<sup>th</sup> grade (first secondary grade) 15.7% of pupils were foreigners, in the 5<sup>th</sup> grade 13.7% and in the first grade (matriculation year, 10.3%).

Thus, the low rate of foreigners decreases even further in the course of the seven years of secondary education.

**Table 5: Distribution of nationalities in the "regime modulaire" and in Luxembourg society 1999/2000**

Nationality of pupils in the "regime modulaire"	% of pupils in the "regime modulaire"	% of these nationalities in Luxembourg in 2000
Luxembourg	39.2%	63.1%
Portuguese	35.4%	13.9%
"ex-Yugoslavian"	12.4%	1.9%
Italian	4.1%	4.6%
Capverdian	2.4%	0.4%
French	1.4%	4.7%
Belgium	0.5%	3.5%
Dutch	0.6%	0.96%
German	0.4%	2.5%
Other	3.6%	-

*cf. BRITZ, J., Novembre 2000, "Régime préparatoire" (=régime modulaire), MENFPS: p.10 . SESOPI, février 2001, Chiffres clés sur la population du Luxembourg : p.5.*

The graph is described in the following table:

**Table 6: Number and percentage of Luxembourg and foreign pupils, academic year 2000/2001**

	Primary education	Preparation regime	Secondary technical education	Secondary education
Foreigners	11532	1240	7994	1292
Luxembourgers	18896	908	13437	8423
TOTAL	30428	2148	21431	9715
Foreigners	37,90%	57,73%	37,30%	13,30%
Luxembourgers	62,10%	42,27%	62,70%	86,70%

(MENFPS+SCRIPT-2001)

<http://www.men.lu>

<http://www.script.lu>

**Table 7: Pupils on the different education regimes and in Secondary Educatio.**

In the above graph, the white colour represents the Luxembourg pupils, the black colour stands for the non-national pupils. The difference in number between Luxembourg and non-national pupils is more important in secondary education (classical education; preparation to university studies) than in the secondary technical education (Secondary technical education for a period of 3 to 7 years aimed towards a technical matriculation or intermediary qualifications). In the preparation regime, the graph shows that the number of foreign pupils is more important than for the Luxembourg pupils (Preparatory

education for a period of 3 years. Basically preparatory education prepares for active life, it does not led to real qualifications .)

Out of 556 pupils (children of asylum seekers), 320 are in the "regime modulaire". If we would remove all children younger than 12 (being in primary), a very small amount of Yugoslavian pupils would be left over for the rest of the secondary sector (technique and "classique").

In the Luxembourg school system, the foreign pupils are over-represented in technical secondary education. In traditional secondary education, the rate of foreign pupils varies only slightly during the nine last years. This type of teaching accomodates mainly Luxembourg pupils.

Technical teaching: Since 1992/93, the number of Luxembourg pupils, as well as the number of foreign pupils in technical teaching, strongly increased.

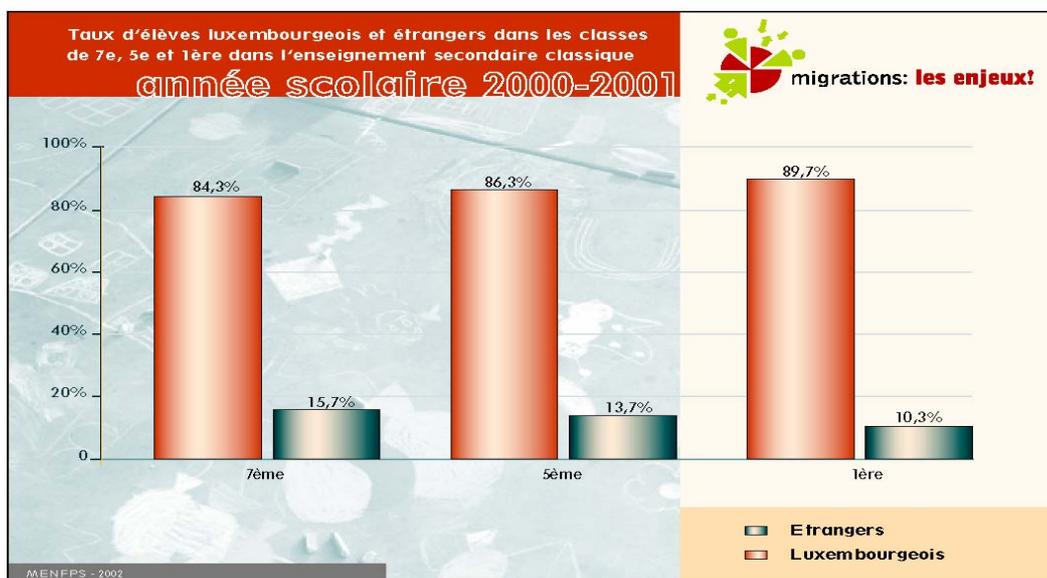
Traditional teaching: One can note that there is thus a light increase in the number of foreign pupils in traditional teaching in the nineties. However, the percentage has remained for several years around 12 %, a number which is lower than the rates of foreigners in the total population or even in the other regimes of teaching. As for the 7th, 5th and 1st grades of Secondary education the rate of the allowed foreign pupils decreases (from 15,7% in the 7th grade to 10,3% in the 1st).<sup>4</sup>

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<sup>4</sup> "Images et paroles d'avenir", CD-Rom, ASTI- CDAIC, 2002.

Table 8: Luxembourgers and foreigners in Secondary Education 2000-2001

SECONDARY SCHOOL 2000/2001  
 % LUXEMBOURGERS AND FOREIGNERS  
 1<sup>er</sup> = FIRST YEAR  
 3<sup>ème</sup> = THIRD YEAR  
 1<sup>er</sup> = LAST YEAR



The regime préparatoire secondaire technique includes the greatest number of foreign pupils, while general secondary education is attended less by foreign pupils and much more by Luxembourg pupils. The data on primary education teaching do not include the special classes nor the classes of reception in which a majority of foreign children are provided education for. In 1999/00, there were 4.914 pupils who attended the foreign schools established in Luxembourg which are not included in these data. It is necessary also to take into account the fact that there is a great number of Luxembourg pupils and foreign pupils in the school establishments of the primary education and especially of the secondary in the frontier areas. For example, in 2000-2001, 703 Luxembourg pupils attended secondary school in Belgium. It was not possible for us to obtain the figures of

the pupils not-Luxemburgish, residing at Luxembourg and who attend the school in the frontier area. We estimate that at least 2000 pupils of the Grand-Duchy attend a secondary school in France or Belgium.<sup>5</sup>

## 5.2. DATA ON SPECIAL CLASSES AND TRAINING FOR CHILDREN OF MIGRANTS AND MINORITIES

### 5.2.1. Intercultural Classes 3C0003

Active approaches for different school classes and different subjects reacted to the issues of racism, xenophobia anti-Semitism, exclusion and intolerance, aiming to foster sensibilisation and information about "living together" and mutual respect.<sup>6</sup>

A circular sent to the communes and to heads of schools on 2 October 2000 stipulates that all pupils at the age for obligatory school attendance must be admitted to school, irrespective of the status of their parents (asylum seekers, illegal immigrants).

Access to schooling beyond obligatory school duration is not guaranteed for children of asylum seekers. Professional training based on school and practice requires a work permit, which is not allocated to young asylum seekers. Training run by the Unemployment Fund is not open for these young people, not being allowed to work they cannot benefit of the Unemployment Fund.

To override these prescriptions the Ministry of Education offers training without outside practice.

The ministry has 5 intercultural mediators to help to build bridges between school and refugee's families.

Young people who have matriculated and wish to pursue university studies abroad, but to whom their country of origin does not grant passports (Albanians from Kosovo for example) find it impossible to pursue such studies.

The Ministry gives a 200 Euro grant per child to the municipalities whose schools are frequented by asylum seekers' children.

**Table 9: Refugees' children in school**

Frequentation	1999/200	2001/2002
Pre-school	295	317
Primary	621	642
Secondary	-	16
Technical secondary	547	387
Total	1 463	1 362

<sup>5</sup> *SeSoPI-Centre Intercommunautaire II/01 et X/99 et le fascicule publié par le Service Général de l'informatique et des Statistiques de la Communauté Française, 2001.*

<sup>6</sup> As for special classes for the children of asylum seekers, please refer to the Annex.

### 5.3. DATA ON PARTICIPATION IN PRIMARY AND SECONDARY SCHOOL EDUCATION, EXAMS, ATTAINMENT LEVELS AND EXPULSION RATES

#### 5.3.1. Pisa study 3C0010

Luxembourg became 29<sup>th</sup> in the ranking of the PISA study carried out in OECD countries among pupils aged 15, followed only by Brazil and Mexico.

The essential conclusion regarding Luxembourg was that the Luxembourg school system does little against social inequality (p. 82 of the Luxembourg Pisa report).

It is to be noted here that the discussion on schooling has been linked for twenty years with immigration and linguistic aspects, and social origins as well as inequalities have been pushed behind the curtains of child nationality: essentially, in the meantime most of the manual workers are foreigners.<sup>7</sup>

The results of the PISA-study led to a parliamentary debate which, however, did not go beyond the circulation debate.

**Table 10: Pupils repeating a class in Primary School**

Nationality	Total of pupils	Pupils repeating	%
Luxembourgers	19 609	698	3.6%
Portuguese	5 736	501	8.7%
Capeverdians	236	28	11.9%
Italians	936	43	4.6%
French	884	51	5.8%
Belgians	539	12	2.2%
Germans	384	18	4.7%
Ex-Yugoslavs	1 292	113	8.7%
Others	1 277	44	3.4%
Total	30 893	1 508	

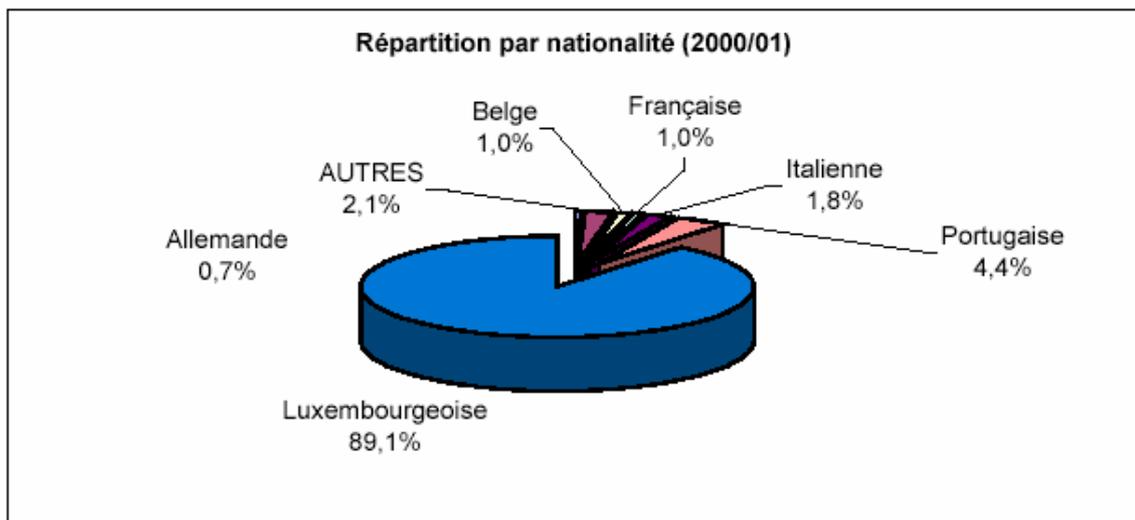
<sup>7</sup> Chiffres Clés de l'E.N ; <http://www.men.lu> (23.07.2004).

**Table 11: Pupils repeating a class in Secondary School:**

62.2% of the pupils in secondary technical education are older than originally foreseen for the respective grades; in secondary education the figure is 22.7%. There is no breakdown by nationality.

nationalité	1997/98		1998/99		1999/00		2000/01	
	luxembourgeois	1099	91,1%	994	89,1%	1017	91,2%	1085
portugais	39	3,2%	41	3,7%	42	3,8%	53	4,4%
italiens	21	1,7%	22	2,0%	18	1,6%	22	1,8%
allemands	8	0,7%	14	1,3%	6	0,5%	8	0,7%
belges	7	0,6%	8	0,7%	7	0,6%	12	1,0%
français	15	1,2%	14	1,3%	11	1,0%	12	1,0%
autres	18	1,5%	23	2,1%	14	1,3%	26	2,1%
<b>total étrangers</b>	<b>108</b>	<b>8,9%</b>	<b>122</b>	<b>10,9%</b>	<b>98</b>	<b>8,8%</b>	<b>133</b>	<b>10,9%</b>
<b>TOTAL</b>	<b>1207</b>	<b>100%</b>	<b>1116</b>	<b>100%</b>	<b>1115</b>	<b>100%</b>	<b>1218</b>	<b>100%</b>

**Table 12: Distribution of nationalities, academic year 2000/2001**



## **5.4. ADULT EDUCATION AND VOCATIONAL TRAINING BY ETHNICITY/COUNTRY OF ORIGIN / NATIONALITY / CITIZENSHIP**

Concerning the adult education, a catalogue of courses was published. In the introduction, the Minister for National Education, Professional formation and Sports explained the importance of adult education and gives an overview on the prior areas of education:

"The adult training was never as important as nowadays. (...) The instruction and the training given during childhood and adolescence, as important as they are to create the bases for any later personal development, will quickly appear insufficient. In a society with fast developments, the acquired knowledge and competencies must be renewed and supplemented with regular intervals. In its communication 'To carry out a European space of education and formation throughout its life', the Commission of the European Union stresses the importance to follow the trajectory of progress. With this intention, it is essential to offer, to all those who feel the need, the possibility of renewing their knowledge and know-how, not only with a view to professional competence and social development, but also for personal progress.

The human being is in a process of continual training which takes place constantly and at any place: within the family, in social relations, on the place of work, during the leisure hours... It is thus not only the business of the educational formal circles, even if those must play an important part there, in particular by an offer of courses which meet the needs for the population. In the same way, it is the responsibility for the educational circle to develop the taste of the training throughout the life. The persons in charge for the Ministry for National Education, the vocational training and the Sports endeavour to take up the challenge. Many initiatives were taken in this direction and the present booklet is made the echo of it. The European debate caused by the European Commission will undoubtedly contribute to a widening of the offer of the courses, and to a better flexibility in favour of adult education. Moreover, it is a question of guaranteeing the quality of the courses, of tightening the co-operation with the economic world and the social partners. It will be necessary to bring closer the parts concerned, to harmonise supply and to improve the orientation of learning. Currently, in Luxembourg, the Professional Training service and the Training service of the Adults of my ministry share the responsibility on the lifelong training (...)

The courses of social advancement are addressed to adults who want to improve in a specific field for personal or professional reasons.

As for the continuous vocational training, these courses are addressed to employees and are organised partly on request of the concerned companies, administrations and institutions. Within the framework of the adults training, one finds courses of the lower, average and superior cycles, of post-primary education teaching and courses, which prepare to the diplomas of end of secondary technical and secondary traditional studies (seconde way of qualification).

Also appear in the program the training of various artistic and artisan techniques, courses in social sciences, natural and social, courses of insertion or professional reintegration for

the women. The majority of the offered courses, however, relate to initiation with communication

and information technologies and the training of the languages. The training of the official, national and foreign languages, vital for our country, pursues only one goal: to gain practice in the principal languages of communication for the social and professional integration in a multicultural and multilingual country. The arrivals from any countries of origin, the establishment of international institutions and foreign companies, the immigration of workers and the reception of refugees, as well as the desire of the Luxembourgers at all the levels of the social and professional life to practise, with a sufficient control, three or four different languages, require that efforts have to be made: the first ones (immigrants) must be integrated, and the seconds (Luxembourgers) must be given the means of satisfying the requirements of a professional environment and a social background where the knowledge of the languages plays a crucial role."<sup>8</sup>

## 5.5. DATA ON SPECIAL TRAINING PROGRAMS

an example of a special training programme for teachers is one aimed at the “**Reception of the child migrating and French language teaching**”:

- **Contents:** This seminar is addressed to teachers who are involved in the reception of a firstly-arriving pupil. It will tackle the following questions: How to accommodate a firstly-newcomer pupil and his family? How to approach the training of the language of the host country and how to integrate elements which take into account the daily life and the history of the pupils?
- **Activities:** Didactic supports will be presented to the participants. The participants will also prepare sequences of teaching. They will also have the possibility of addressing their questions/wishes to the trainer.
- **Duration:** 15 hours schedule

## 5.6. DATA ON TEACHERS QUALIFICATION

We did not find any statistics on participation in those programmes. However, programmes include:

- **Formation continue pour les besoins de l'enseignement secondaire et de l'enseignement secondaire technique**
- **Formation continue - Priorités 2002-2003**

As for secondary and secondary technical education, programmes are regarded as priority which aim at

- improving the school success with the help of

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<sup>8</sup> <http://www.script.lu> (23.07.2004).

- the promotion of a differentiated pedagogy in order to hold account of an increasing heterogeneity within the classes;
- the development of a pedagogy of support;
- the practical application of the tools of information and communication in order to accompany the technological developments our society.
- promoting the dialogue between the teaching personnel and the parents;
- developing a climate favourable to training and teaching within the school establishment.

## **5.7. DATA ON RECORDED COMPLAINTS**

As we already explained in each report within the framework of RAXEN, we are confronted constantly with the inexistence of data and figures on racial, ethnic, religious or cultural discriminations. The only figures available emanate from the grand-ducal police force and are limited to the number of complaints, which were introduced concerning an act of discrimination or racism. Considering the fact that we do not have any other element, we allow ourselves to again include these figures in this report.

Complaints are not recorded separately. Police reports do not distinguish between the different kinds of complaints. In general, the data on complaints is following for the years 2002:

- 11 complaints
- 14 perpetrators
- Out of these 14, 12 were over 18 years old: nine men and three women.
- Two were minors, both male.
- Out of the 14 perpetrators, ten were residents of Luxembourg, six Luxembourgers and four non-nationals.
- One perpetrator was non-national and non-resident, and for three perpetrators details were not given.
- Regarding the age of the perpetrators, one is younger than 15 years, one between 15 and 18 years, two between 21 and 25 years and ten older than 25 years.

## **5.8. DATA ON COURT CASES**

No data has been provided by the Luxembourg NFP.

## **5.9. REPORTS ON RACISM, DISCRIMINATION, SEGREGATION AND EXCLUSION**

### **5.9.1. ASTI Study**

ASTI realised during the year 2002 a study about the young people in Luxembourg concerning their opinion on the subject of migration.

The study, which has not been published yet, concluded on interesting results. Four schools took part in the public awareness campaign and accommodated the organisers in the various classes. On the whole the size of sampling was of 1009 participants including 280 pupils of the Technical school of Arts and Métiers (L.T.A.M), 316 of the Technical school of Center (L.T.C), 102 of the College Athenaeum and finally 311 of the Technical school Michel Lucius. 376 of the young people were Luxembourgers and 353 were of foreign nationality, 367 girls and 362 boys, from 13 to 21 years old.

A first pilot questionnaire was used (see appendix) and was distributed in the first college where the activities took place. It comprised four questions and the participants were to choose two of them. The questions were given in two languages: French and Luxemburgish, the pupils had the choice to answer in one of the two languages.

- What is a Luxembourger for you?
- What do you feel when you hear the assertion: " the Luxembourgers are in the process of disappearance"?
- How do you imagine your daily life in Luxembourg in 2020?
- Which are the advantages and the disadvantages of a multicultural society?

### **5.9.2. General conclusion of the investigation:**

A significant difference could be observed between the opinions of the Luxembourg and foreign pupils as regarding a multicultural society. The Luxembourgers showed more apprehensions than the foreigners and felt tin general impaired by the increase of foreigners in the country. The foreigners were more positive with the idea of being able to live together, but on the basis of their answer the feeling not to be accepted by the Luxembourgers was largely present.

The analysis of the results shows that the foreigners as well as the Luxembourgers estimate that the Luxembourgish culture and the Luxembourgers are in the process of disappearance. This relates especially to the answers obtained thanks to the second question, where the majority of the young people agreed with the assertion given.

Differences were observed insofar as the Luxembourgers answered in a preserving way, and showed a certain fear of losing their identity.

Many foreigners regretted what could happen to Luxembourg, in particular the disappearance of the language.

According to the analysis of answers given by both the foreigners and the Luxembourgers in the various schools, the school which accommodates the most foreigners (L.T.C) had a majority of answers favourable to the multiculturalism, followed by the Athenaeum and, lastly, the L.T.M.L. That can mean that if there is a bigger share of foreigners the pupils' opinions change in favour of a multicultural society.

Still, it could be observed that in the L.T.C. the large majority of foreigners answered in French. In the Athenaeum, the answers from foreigners were rather in Luxembourgish, which is also true for some from the L.T.M.L. The Luxembourgers always answered in their mother tongue in all the schools.

The results of this study cannot be generalised, because the arguments are only based on a section of the school population. The method of research could have favoured results with more validity. A method of research more tangible would be the realisation of individual semi-structured interviews with fewer participants in order to be able to take each opinion more in detail. Another method would be the structured questionnaire in order to be able to make a quantitative analysis of (statistical) results by having a high number of participants.

Thanks to the pilot questionnaire distributed in the first school (College of Arts and Métiers) some advantageous changes could be realised and the second questionnaire which comprised information on the participants made it possible to show important differences. Its results should inspire the research workers for new studies, which would confirm its first arguments.

### **5.9.3. "Das Wohlbefinden der Jugendlichen in Luxembourg"<sup>9</sup> (The wellbeing of young people in Luxembourg)**

This is the first national study on the well being of the young people in Luxembourg. The study was carried out within the framework of the international study "Health behaviour in School-aged children HBSC" of the World Health Organisation. The purpose of the study is to show obviousness on the feelings of the young people, on their health and their wellbeing. The study is interested particularly in the following subjects: socio-economic factors, family, time-free school, buddies and, legal and illegal drugs, violence, sexual intercourse, contraception, AIDS.

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<sup>9</sup> Das Wohlbefinden der Jugendlichen in Luxembourg (The well-being of young people in Luxembourg) isbn 2-87995-012-0 (Ministère de l'Education Nationale); 2-919909-37-1 (Ministère de la Santé), 3B0011.

#### **5.9.4. Rapport National sur la Jeunesse au Luxembourg (National report on Youth in Luxembourg)<sup>10</sup>**

The report isn't only about racism, but also gives general information about youth in Luxembourg. The report is divided into five chapters and some annexes. Chapter 1 is about the country of Luxembourg, its historical background, demographic situation, political situation, linguistic situation and the labour market. Chapter 2 is about the life conditions of youth in Luxembourg: education, economic situation, health, youth and their family, leisure, violence. Chapter 3 is about youth in politics, chapter 4 about politics and their work in favour of youth and chapter 5 about the future of youth politics in Luxembourg.

#### **5.10. RESEARCH ON CONTENT OF TEACHING MATERIAL SUCH AS ANALYSIS OF LITERATURE AVAILABLE, ANY CROSS-COUNTRY STUDIES AVAILABLE.**

No research has been done and is available on this subject.

#### **5.11. NON-EXISTING DATA**

Unfortunately, there is no data available

- on the social origins of pupils
- on pupils educated in non-subsidised schools and in neighbouring countries
- on Repeating by nationalities in SE and STE
- about the number of pupils frequenting higher education
- time of stay of foreign children and parents to distinguish first, second and third generation
- data to show the school career of children from different social, national and linguistic origin

We have already referred to the incomplete figures concerning pupils going from Luxembourg to schools in Belgium and France.

Other important data is also missing.

The absence of figures is all the more regrettable since the PISA study points to social inequalities hardly eased by the Luxembourg school system.

Pupils attending international schools in Luxembourg are no longer statistically registered.

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<sup>10</sup> Hendrik OTTEN + Georges WIRTGEN in cooperation with CeSiJe (Study Centre on the situation of Youth in Europe asbl) and Charles BERG + Christiane MEYERS, edited by CeSiJe, Ministry of Family, social Solidarity and Youth + SNJ (National Youth Service), 3B0007.

As Luxembourg only offers a very limited range of higher and university studies on its own territory, the young people of Luxembourg must essentially follow such studies abroad.

The Luxembourg authorities only have figures on students who receive grants and assistance from them.

The Ministry itself refers (Les chiffres clés de l'Education nationale 2002, page 21) to the non-existence of details as to the respective mother tongue of pupils by stating that "data which is not gathered officially".

A total absence of figures on racial discrimination or incidents that occurred in the various schools has to be noticed.

We can find figures on violence in schools, see for example template 3B0011 or 2B0001. However, these figures show violence in general, but do not consider any details for racial violence.

Such figures, which are not being collected at present, should be provided by the CPOS, Psychology and of School Orientation Centre, which exists at the national level, and to which each school has access. Especially in the secondary schools a service of the CPOS exists and is in more or less close liaison with the pupils. We estimate that this service is placed best to collect these figures.

Another gap exists on the level of the figures concerning the indirect discrimination of our education system, which besides was strongly criticised since the presentation of the study PISA (cf. analytical report on education and template n° 3C0010).

The absence of figures is just the more regrettable as the study PISA shows that the social inequalities are hardly attenuated by the Luxembourg school system.

The Ministry points out (key figure 2002, page 21) the inexistence of precision as for the respective mother tongue of the pupils.

To be able to provide these figures, and especially with the level of racial violence in the schools, a system of collection of data must first of all be installed. This collection must be done inevitably at the national level. Until today, no step has been taken to start such a collection.

The European Commission against Racism and Intolerance noted in his second report on Luxembourg <sup>11</sup>that there seems to be an important need to set in place a data collection system. It suggest that the Luxembourg authorities should try to establish such a data collection system, which should work in a coherent and complete manner.

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<sup>11</sup> ECRI, Second report on Luxembourg, 13/12/2002, conseil de l'Europe, p. 20

## **6. Analysis of direct and indirect discrimination**

### **6.1. CONNECTION BETWEEN OCCURRENCE AND DISCRIMINATION ON THE GROUND OF ETHNICITY AND OTHER VARIABLES (AGE, GENDER, CLASS, RELIGION, ...)<sup>12</sup>**

At the beginning of the year 2001, several violent events occurred in Luxembourg schools. The media spoke of violence among young people, physical violence, mobbing and theft which happen, according to press articles, every day in Luxembourg secondary schools. At the beginning of February 2001, more particularly, the media concentrated on the events which had taken place at a secondary school in the South of the country, in which extreme right movements had been observed. After the case was raised several times by the media, nobody really had the impression of having understood what had actually occurred in the school. So a Deputy from the Socialist Workers' Party in Luxembourg posed a parliamentary question to the Minister of National Education, Professional Training and Sport, referring to a circular from the psychology and orientation department of the school and a letter from the mother of a pupil. In his question, he wanted to know what had really happened, how the presence of the neo-Nazi movement had manifested itself in school courses and if there had been propaganda or neo-Nazi acts in other schools in Luxembourg.

The Minister of National Education responded to this parliamentary question that it was clearly too early to speak of a neo-Nazi presence in Luxembourg schools. Effectively, in this school in the South of the country, strange behaviour had been observed in some pupils, which was reflected in their manner of expressing themselves and in their way of dressing: black boots and black leather coats. However, the Department of Psychology and Scholastic Orientation (CPOS) had found it necessary to take preventive measures following several disputes between pupils of different nationalities. In a secondary school in the North of the country, anti-Nazi words were daubed on the walls of the building. As a consequence the school received anonymous threats and asked the Grand Ducal Police to keep a watch on the surroundings of the school. As for the other secondary schools in Luxembourg, no incident has been notified and the Minister also explained that numerous school courses offered the opportunity to discuss the problem of the extreme right. Many actions have been undertaken to remind pupils of the barbarism of the Nazis, and against that background the Minister mentioned visits to concentration camps with pupils, conferences, meetings with survivors of World War II, and visits to the Resistance Museum in Esch-sur-Alzette in Luxembourg. In his answer to the parliamentary question the Minister promised to react with severity against any Nazi act whatsoever in schools.

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<sup>12</sup> Analytical report on racial violence, NFP Luxembourg, Raxen, EUMC, 2002.

## 6.2. RELATION BETWEEN SCHOOL EDUCATION, EMPLOYMENT AND UNEMPLOYMENT FIGURES FOR MIGRANTS AND MINORITIES.<sup>13</sup>

We need to draw attention to direct impacts on the labour market due to dualistic results which can easily be related to the different “advantaged” and “disadvantaged national” groups having gone through Luxembourg's school system.

By the end of 2001, the results of the PISA study were widely discussed at all levels: Luxembourg found itself on the last position of all European countries and on 30<sup>th</sup> position out of 32 countries outperforming only Mexico and Brazil.

Up to the presentation of PISA's results nationals quite often considered their own school as an example of an excellent system – being highly selective. Major criticism was voiced by a minority of people (ecological party, parts of the socialist party). Very few pedagogical alternatives exist.<sup>14</sup>

The OECD studies, notably the CERI produced tables which attributed Luxembourg a top position in terms of "public expenses" and a bottom position in terms of outcomes: For example, "pupils leaving school **without** qualification" reached over 50%.<sup>15</sup>

Meanwhile, different elements have been accepted by public opinion: Schools are not really prepared to help children with school problems nor to help highly intelligent children. Both groups, the top and the bottom, represent much less than the average 10% of the other OECD countries.

This of course concerns mainly children of migrants and of asylum seekers/refugees. Newcomers from the top of the pyramid arriving in the middle of the school career have three options for their children:

- access to the International or European School with an adapted language system or
- being able and willing to help their children
- being able and willing to pay for help.

Statistics, as we will see, show quite positive results without even taking into account the data from these extra-territorial schools.

The Italian immigration has meanwhile adapted to Luxembourg's life style: their children (2<sup>nd</sup>, 3<sup>rd</sup> generation and more) are no longer victims *to the same extent* as newcomers on the bottom of the socio-professional pyramid (Portuguese and ex-Yugoslavian).

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<sup>13</sup> Analytical report on employment, NFP Luxembourg, Raxen, EUMC, 2002.

<sup>14</sup> The extra-territorial schools like the International and the European school are not accessible for everybody; the only real alternative is Waldorf with a clearly opposite pedagogical approach. Very few contacts exist between the public school and Waldorf schools.

<sup>15</sup> During years the Ministry did not any more participate in CERI studies; during the last years, data were again provided and for certain items like “taux de diplômés en fin d'études secondaires” Luxembourg is still on the bottom of the table.

Without going into detail, we will just give a few examples which show the main obstacles these excluded pupils face during school time and will face in future on the labour market:

One of the major reforms of recent years was the integration of the former “enseignement complémentaire” into the "enseignement secondaire technique" under the present name "enseignement modulaire". The main idea was to give pupils of the former "complémentaire" a real chance of transfer to the “régime professionnel” (vocational training, apprenticeship) which was until then a rare event.

Pupils who are in the "régime modulaire" are disadvantaged compared to the rest, insofar as school obligation ends after nine years at the age of 15 and in the best case at the 9th form of the “modulaire”. The modular school is meant to restart literacy, to provide minimum knowledge in mathematics, in German and French by a modular system adapted to individual proficiency.

If we have a look on the distribution of the nationalities in the "régime modulaire", certain immigration groups and asylum seekers are concentrated in this part of the school system facing afterwards an obvious disadvantage in the labour market.

By the law of 3 June 1994 the former "complémentaire"<sup>16</sup> was integrated to the general EST giving theoretically an opportunity to change from the modular system to one of the three other "régimes" of the EST; the main chance would be to be transferred to the "régime professionnel" (apprenticeship). Data about transfers from the "modulaire" to the "régime professionnel" will be available in a few months.

To conclude: chances of pupils coming out of the "régime modulaire" are extremely low. In general, they have access to two types of intermediate apprenticeship-qualification:

- the so-called "CCM" (Certificat d'aptitude manuelle) which is, de facto, the only practical part of a real apprenticeship. But once the CCM has been obtained and with five years experience in the profession or in the sector, the employee can claim the social minimum wage for qualified workers of € 1.548,27 / month (instead of 1.290,21 / month for unqualified workers);
- the so-called CITP (Certificat d'initiation technique et professionnelle) which is de facto, the first year of practical and theoretical apprenticeship realised in two years time. Once the CCM has been obtained and having worked for five years in the profession or in the sector, the employee can claim the social minimum wage for qualified workers (law of 6<sup>th</sup> January 1997).

To be admitted for a real apprenticeship, a CATP (Certificat d'aptitude technique et professionnelle), pupils need to have passed with success the 9<sup>th</sup> form of the “régime professionnel”. Coming from the “modulaire” there are possibilities to be transferred to the "régime professionnel"; however, up to now success stories were very scarce.

Just in order to compare to the top of the school system, the "enseignement secondaire" we find an opposite representation of the different national groups:

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<sup>16</sup> This was entirely separated from the "Enseignement Secondaire Technique" (EST).

**Table 13: Distribution of nationalities in the "enseignement secondaire"<sup>17</sup>**

Nationalities of pupils in the "enseignement secondaire"	% of pupils in the "enseignement secondaire"	% of these nationalities in Luxembourg in 2000
Luxembourgish	86.3%	63.1%
Portuguese	4.6%	13.9%
"ex-Yugoslavian"	0.98%	1.9%
Italian	1.8%	4.6%
Cap-Verdian	0.02%	0.4%
French	1.1%	4.7%
Belgium	1.3%	3.5%
Netherlands		0.96%
German	1.3%	2.5%
Others		

*Cf. Les chiffres clé de l'Education Nationale, MNFPS, Luxembourg, mars 2002: p.50 s. SESOPI, février 2001, Chiffres clés sur la population du Luxembourg : p.5.*

In terms of statistical data, the **educational level of adult asylum seekers** is unknown: neither the "Cellule de régularisation", nor the Ministry of Justice have data on this. So the only way to have an idea about the reality was a study run by the International Organisation for Migrations (OIM, May – July 2000) about working chances of returning asylum seekers.<sup>18</sup> Having surveyed 3.200 people, this very precious source about educational level of the asylum seekers was unfortunately not sufficiently detailed.

The results were the following:

- "All together 27% of the Montenegrin population (in Luxembourg)<sup>19</sup> are in possession of a university, college or vocational degree and were accordingly educated at university, college or vocational facility." Unfortunately no specification was given whether they have "baccalaureate + 2, 3 or 4" or whether they have a vocational degree.
- "Most people with university and college degrees were professionally engaged in industry, health and public sector.
- Education level is generally higher among men than among women.
- Only 10% of those surveyed were self-employed in their country although the potential among those with vocational, college and university degree to begin self-entrepreneurial activities is relatively high." (OIM , May – July 2000: p.4s).

In general, the **educational levels at which foreign pupils leave school** are highly determined by the nationality –in correlation with the socio-professional status of the breadwinner of the family that they belong to.

<sup>17</sup> Secondary school system (lycée classique or lycée technique)

<sup>18</sup> To be specific this study focussed on people of ex-Yugoslavia, mainly on the Montenegrin population and wanted to establish a picture which would enable Luxembourg's authorities to facilitate the return of this group.

<sup>19</sup> Luxembourgish residents that have their origins in Montenegro (ex-Yugoslavia) and that asked asylum in Luxembourg (Convention of Geneva).

So Portuguese, ex-Yugoslavian, Cap Verdian pupils are clearly disadvantaged; Italians being presently in 3<sup>rd</sup> or even 4<sup>th</sup> generation are not yet sufficiently present in the “enseignement secondaire”, but their presence in the “modulaire» dropped already to an equivalent of their presence in Luxembourg’s society.

A quite positive presence of Yugoslavians in “enseignement secondaire” is in contrast to a very poor outcome in the “enseignement modulaire”. Unfortunately we do not know how children of Yugoslavian academic refugees perform in school. During evaluation interviews we recognised a strong presence of refugee children in the “Centres Nationaux pour la formation professionnelle continue”<sup>20</sup> solely because of language problems.

As Luxembourg’s school system has been conceived for Luxembourgish pupils, the disadvantage for foreigners can be mainly attributed to the importance and selective character of language teaching as well as a pedagogical approach which after PISA has finally been recognised as an socially unjust and selective system – needing the quickest possible systematic evaluation and reform.

The only result we would like to summarise is the poor outcome for certain nationalities resulting in a very frail position in the labour market, a high probability of remaining at the level of an unqualified worker (which is synonymous with a high risk of unemployment) and a long term dependency on unemployment schemes and eventually on social assistance.

### **6.3. GROUPS VULNERABLE TO RACISM OR DIRECT AND INDIRECT DISCRIMINATION IN THE EDUCATION SECTOR.**

We must differentiate definition of racial discrimination in the field of education. We propose for that to speak on one hand of direct discrimination, and on the other hand of indirect discrimination.

We use the term *direct discrimination* in the field of education for any racist phenomenon, which intervenes between the young people on the level of their education. They can be phenomena of violence between young people, discriminations, exclusion or unequal treatment. This occurs in a direct way, and we even estimate that that is made with a certain intention on behalf of the author.

On another side, we should not neglect and especially not ignore the phenomenon of the indirect discrimination, which can take place in the field of national education. This is discrimination, which is the result of the inequalities, which exist on the level of education. One speaks about inequalities of access to education, inequalities due to the mother tongue, due to the socio-economic level of the parents of the pupil, due to the statute of residence of the parents (“Sans-papiers”, applicant of asylum). The results of these phenomena are definitely visible in the PISA study for Luxembourg (cf. PISA study).

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<sup>20</sup> These are training centres for unemployed people which are considered as the lowest level of the educational system.

## **7. Good practice**

### **7.1. ANTI-DISCRIMINATION LEGISLATION**

No new legislation is in place.

### **7.2. DATA ON NEW POLICIES AND LEGISLATION**

There are no new policies.

### **7.3. CURRENT STRATEGIES, INITIATIVES AND EXAMPLES OF GOOD PRACTICE.**

#### **7.3.1. Dat sin ech (DAS BIN ICH – This is me)**

« Dat sin ech » is a project of social and intercultural education for children from 4 to 8 years. It is a European project, elaborated within the framework of the program Socrates-Comenius.

By pointing out what is common to all children (adventures, joys and fears, occupations and concerns, tastes, etc), the project allows the children of various origins to identify themselves with the characters of the books. It gives them the opportunity to speak about their own experiences, and it supports the exchange and stimulates the self-confidence. The books are written in Luxembourg language, the songs encourage to sing, dance and play, the CD supports listening in German classes. The video-film, the book of ideas for the teacher and the book of puppets give multiple suggestions for work with the children.

The international partners of the project are the Netherlands, Germany and Denmark. The books and the photographs represent cultural diversity in the daily reality of the children. The stories tell events of their daily life, their adventures and their experiences. The accent is put on the things common to all the children: joys, fears, occupations and concerns.

#### **7.3.2. Letz-multi SNJ**

“Lët Multi” is a project to make young people aware of the implications of a multicultural society, proposed by the National Youth Service. This project is aimed at youngsters from 12 years of age. It has the aim to urge young people to indulge in cultural dialogue and to promote understanding, tolerance and acceptance of others. Moreover, it aims at awakening curiosity in the face of differences by reducing the anguish of the other “Other”. In order to avoid the trap of creating cultural ghettos, the project proposes contact and exchange between the different cultures, which exist side by side in the country. It is therefore against the background of intercultural teaching that the National

Youth Service wishes to realise “Lëtz Multi”<sup>21</sup>. It consists of a Forum for a Multicultural Europe, different projects and three regional festivals. In October 2002, the NYS is for the twelfth time promoting an inter-school encounter between Luxembourg secondary schools and those in other member states or EU candidate states. On the theme of multicultural society, the Forum consists of working and discussion groups. The other projects consist of workshops of a multicultural nature: a culinary evening, theatre, dance workshop, painting and sport. The projects are arranged by youth centres, secondary schools, youth organisations and youth clubs. The first projects began in the northern and eastern regions of the country and were great successes. At the beginning of 2003 there will be a similar project in the southern region and at the end of 2002 in the central region.

### **7.3.3. Passepartout CARITAS <sup>22</sup>**

The Passe-Partout project is directed particularly towards the teenagers and the young adults refugees in Luxembourg. By accompanying the refugees in their daily life, the project seeks to support their good relations with the residents within the Luxembourg society. The project is co-financed by the European Funds for the Refugees and the Ministry for the Family. Thanks to a team of socio-educational organisers. PASS –PARTOUT acts directly on the ground:

- “We contact the young people in the specific spaces and places which they attend (public places and parks, lines of bus, of train, cafes and discotheques, shopping malls, stations, accesses of the schools) to know their practices.
- We propose mediation in the possible conflicts implying young refugees.
- We meet the various institutional actors in order to hear their experiments, even their complaints (burgomasters, social workers, professors, persons in charge for schools, organises, tradesmen) and generally, the "large public".
- We stimulate competencies of the young refugees, by encouraging their initiatives, by developing their direction of the responsibilities and while fighting against their sometimes forced idleness.
- We seek public and private buildings for the vocational training.
- We support meetings / exchanges between Luxembourg and young refugees.”

### **7.3.4. Example of intercultural learning in school**

PROJECT: INTEGRATION MULTICULTURAL AU LYCÉE TECHNIQUE DU CENTRE

The pupils were between 13 and 17 years old. Originating from various countries, coming from different the social layers, the pupils learned the French and German languages in the form of intensive courses.

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<sup>21</sup> <http://www.letzmulti.lu>, (06.06.2002).

<sup>22</sup> Fondation Caritas Luxembourg - Yves SCHMIDT, 29 rue Michel Welter, B.P 1721, L-1017 Luxembourg, Tél.: 40 21 31 531 ou 40 21 31 444, Fax: 40 21 31 409, e-mail: [yves.schmidt@caritas.lu](mailto:yves.schmidt@caritas.lu).

However, beyond this objective and vis-à-vis this cultural and linguistic co-education, the teachers developed a pedagogy based on the teaching of fundamental values like respect of the other, tolerance and the broadmindedness vis-à-vis differences. As for the transmission of knowledge, the teachers and more generally the school are given the objective to teach pupils how to live.

In that, the teacher becomes the mediator reconciling, integrating and structuring relations between the pupils and their families, their host country and the society in general. The broadmindedness, flexibility, the installation of an educational work, are the qualities the teachers of this school have. The pupils acquire, thanks to this form of teaching, a real responsibility, recognition and acceptance of the other and differences. It is in fact a pedagogy which is based on the acquisition of fundamental and preparatory principles and on the training of new techniques. Initially, one has to learn how to get to know the other, then One is able to learn how to get to know the surrounding world.

## 8. Summary and conclusions

Equality of opportunity is a past discourse now forgotten with its various possible actions. A concern to act on social inequalities is almost absent, and the PISA study tells us so (again). This aspect was covered over the decades by the discourse on the linguistic situation.

A very large group of the population is politically marginalised.

With 37% of residents who are not voters, an aging autochthonous population, the political class has made express choices: among those choices a school offering greater opportunity to children from modest backgrounds does not appear. So the political class does not allow resident intellectual potential to develop and produce the capacities necessary for the economy. The latter turns to the cross-border regions to get its qualified but less polyglot work force.

The linguistic situation has been broadly mystified, but is hardly adapted to a more and more diverse population.

Schooling based on elimination and selection produces a mono-ethnic elite. The severe educational demands at all levels in the German and French languages have given those languages the function of a threshold which is hard to cross: German eliminates non-Luxembourgers, French does the same for Luxembourgers.

People who have managed to be successful in this system and become part of the elite are not motivated to change the system.

The strongly expanding labour market can develop even further even with rather immobile schooling as cross-border workers trained elsewhere are available.

The teaching body is well remunerated, but not too inclined towards innovation.

There is a quasi-absence of university and pedagogic research infrastructure.

There is a lack of teachers and school infrastructure, despite the excellent financial situation of the country.

There is an absence of educational concepts both in the area of pedagogics and among politicians.

There is an intensive discourse about the importance of the Luxembourgish language from infant and pre-school on (see above).

There has been a flourishing economic situation for 30 years, a more modest unemployment level (2 to 3%) and a continuous creation of new jobs.

It should be noted that for some years the Ministry of Education has had a co-ordination unit. Here the document “For integration schooling” was prepared and numerous practical initiatives were recognised and supported.

In this unit effective, pragmatic and rapid responses were conceived for the education of children of asylum seekers (e.g. the system of intercultural mediators).

The unit was well equipped with staff, which is not a financial question in a prosperous state like Luxembourg, but without doubt the expression of a political will.

We would note here that in the draft Law on secondary schools currently being prepared, incitement to racial hatred and religious intolerance is provided as a ground for dismissal.

Also to be noted are awareness rising actions regarding the parents of foreign pupils.

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## **10. Annexe**

### **10.1. BRIEF OVERVIEW OF THE POLITICO-CULTURAL SITUATION**

Luxembourg schooling was originally conceived for a linguistically homogenous population, the arrival of non-Luxembourg pupils and non-Lëtzeburgësch speakers from birth is rather recent: it only goes back a quarter of a century.

To compare national education with a super-tanker, one can say that it manoeuvres surely but the new direction to be taken is still not clear.

The first observation – doubtless too general – Luxembourg schools are slow in adapting. However, this non-adaptation does not prejudice an electorate too severely, which might influence education policy.

It would clearly be wrong to say that nothing is happening. In Luxembourg, teachers are trying to find new practical responses to the new questions, which are being asked, and this is also apparent with regard to the education of foreign children.

These practical initiatives are beginning to become more sustained, even encouraged, but also without doubt in the absence of any clear concepts coming from the national authorities.

It is to be noted here that a detailed analysis of ministerial spring circulars would definitely produce a list of varied and interesting proposals. However, no obligatory measure has been taken, outside the introduction of new manuals. The communal administrations are invited to implement support courses, take on additional teachers, a teaching team, integrated courses in mother tongue, parent involvement, etc, etc.

These invitations may or may not have consequences. Here communal autonomy can rightly be mentioned: but it is necessary to outline respective competence. Communal administrations appoint teaching staff and are responsible for logistics, whilst all the educational skills and supervision are not within their competence but the exclusive responsibility of the Minister of National Education, and the cogs in his machine which are the inspectors of primary education.

When the communal authorities are called every year to draw up a school curriculum for the coming year, that is done in collaboration with the inspector: the latter can therefore intervene at the early stage of drawing up the curriculum. Once ordered by the local council, the Minister must give his approval; the supervisory authority can also assert its “invitations”.

Therefore, “coercive” measures are not absent by chance, since even the “invitations” by the supervisory authority are not accompanied by argumentative force, or if such should be the case hierarchical force, from the Minister.

The argument put forward in preference for “invitations” as opposed to obligations is that situations vary from one commune to another and that unique measures should not be imposed on varied situations. Let us leave the argument there, as it becomes less and less

pertinent, since every commune is confronted by a more or less significant presence of foreigners.

If the authors of the proposals, called invitations, were convinced of what they put forward, they might proceed as follows: they would make their measures obligatory and communes for which they were not appropriate would be exempted in a clear and simple manner by proving that their local situation did not necessitate such or such an approach advocated from above.

Although the 1912 Law on Schools enables communes to introduce a new subject into the primary school timetable, in accordance with local needs, it does not provide the framework in which to elaborate innovative concepts to respond to the questions which are asked at an entirely different level, and which by far exceed the educational competences of the mayor and members of the local authority education committee.

We now ask the provocative question when is disinterest became so manifest?

In 1985 we saw Parliament for the first time in its history dealing with a question outside its actual legislative work, when it dealt with the subject of educating immigrant children. That is to say that this question is of concern to members of parliament.

The voluntary approach of the “40 measures” in 1991 seems to rather contradict this pessimistic question.

However, looking more closely at speeches, documents and parliamentary wishes over the last twenty years, the impression is gained that the same questions always return: it is as if the papers of 1980 were simply rewritten without any substantial changes.

Situated between Germany, France and the French-speaking area of Belgium, the Grand Duchy has been influenced economically, culturally and linguistically. It is difficult to choose between one sphere and another, both exerting a clear influence, and in the economic and cultural areas each of the two languages has its own importance.

As the Luxembourg language is a German dialect, the proximity of Luxembourgish-speakers to German language is given, outside a somewhat snobbish preference for French in some social strata: it was clearly a means of differentiation from the *vulga plebs* whilst playing on the memories ever present in the Luxembourg population of the occupations in the two World Wars of the 20<sup>th</sup> century.

The logic of literacy, using the German language based on extensive knowledge of the Luxembourg language, was anchored in the Education Law of 1912. It was intended for a school population which was homogenous in respect of its linguistic origins. After three half-year periods it made sense to add French, starting as a genuine foreign language.

## **From work force to demographic rescue**

Since then, a great deal of water has flowed down the Rivers Alzette and Moselle, and the composition of the resident population has been transformed on a huge scale.

More than any other European country, the growth of Luxembourg is associated with the call for a foreign work force: industrialisation from the end of the 19<sup>th</sup> century brought about a massive requirement for foreign workers.

This was characterised by a deliberate rotation: contracts of employment were only valid for a period of two to three years. Clearly these employees were singles, without families, without children.

With just a few exceptions, this type of immigration persisted until the beginning of the Sixties.

The second model introduced family immigration, and this constituted the beginning of a significant presence of children in our schools. That presence came on a national average to exceed one third of the school population.

The questions posed by these new pupils were slow to be answered by the scholastic institution.

A first political warning came in 1983 with the first orientation debate in parliamentary history, that is to say the first time the Chamber of Deputies studied a question in the absence of specific draft legislation. This demonstrates the importance attached to this question at that time. After that, Parliament returned to the question again in November 2000. In the meantime there have been papers, positions taken and government initiatives (education forums, working groups, and so on) in abundance.

To add to the catalogue of 40 measures taken in 1991 by the Minister of Education, that catalogue was accompanied by an administrative calendar.

We will come back to that.

It is to be noted that during this period the number of pupils in post-primary education increased, as did the percentage of foreigners. The number of buildings and teaching staff did not increase as a consequence, and these days there is a serious lack of premises (made up for by temporary accommodation) and of teachers (balanced by hundreds of junior teachers).

After the elections in 1999, the ministerial portfolio for National Education, traditionally held by a Christian Socialist Minister, passed to the Liberals, who had campaigned for an "education offensive".

The publication of the PISA study came as a bombshell: here was the Grand Duchy, accustomed to first place in international classifications like GDP, at the rear of the pack, only followed by Mexico and Brazil. Would the shock waves have a salutary and constructive effect?

We would observe that some things happened, some initiatives were taken, structures were implemented, means were deployed: but it remains to be seen whether the questions asked will receive satisfactory answers, whether any of the ideas are developed, implemented, assessed, adjusted and so on.

## 10.2. IMMIGRATION AND INTEGRATION IN LUXEMBOURG

Traditionally, immigration is welcome in official discourse: for many years, the economy flourished, and this resulted in a situation where there were more jobs than workers available in the country. The last quarter of the 20<sup>th</sup> century was a period of almost full employment, and saw the creation of many new jobs, as well as an increase in the active population. There was no real debate on immigration: it just took place, and it was a "win/win" situation. The only discourse was about the successful and easy integration everybody was supposed to achieve.

There was no explicit policy regarding immigration.

The Law on the entry and residence of foreigners was passed in 1972, and only a few non-significant changes have taken place since then. The law was conceived for non-EU workers. As Portugal (which used to be the main provider of working force) since then has become a member of the EU, this legislation is now only applicable to a small part of the foreigners: migrants from third-countries.

The only real debate which took place in that period was about the voting rights of EU nationals at local and European level, mentioned in the Maastricht Treaty. At the time of the discussion and adoption of this treaty in Parliament, it seemed that this "European citizenship" was its main element. As a third of the residents were potentially concerned by this new dimension of citizenship, it was a real challenge. This may explain the exceptions and derogations Luxembourg was granted in the Maastricht Treaty and in the following directive: very long residence periods and no executive charge (for example, mayor)<sup>23</sup>.

The debates which took place in that period gave the impression that the legislator was prouder of the restrictive conditions than of the principle itself.

As a result, in the following local elections (October 1999)<sup>24</sup> the rate of inscription on the voting lists was very low, with few foreign candidates, half a dozen of whom were elected<sup>25</sup>.

It is noteworthy that the vote is compulsory in Luxembourg, and voting lists are established by the administration. However, foreigners have to register on the voting lists 18 months before Election Day. Once they are on the list, voting is compulsory for foreigners, too.

This hardly existing debate about immigration is in the process of changing, due to three new factors. As this change has only started recently, it is still difficult to assess its importance.

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<sup>23</sup> Law of 28 December 1995 establishing the conditions for EU citizens' participation in local elections (élections communales).

<sup>24</sup> RED 4 SeSoPi 1998.

<sup>25</sup> RED 6 SeSoPi 2000.

### **10.3. THE DEBATE ON THE RISE OF PENSION LEVELS**

It is important to note that the debate about pensions has been ongoing for the last 15 years. It has led to the creation of a political party which asks for a fair deal regarding pension levels in the public and private sectors: this party has always won, and at the moment, it has 7 MPs out of 60.

In the present repartition system, the constantly growing working population produces more than needed to pay for pensions, so there is political pressure to raise the pension levels. However, the present level of pensions can only be maintained for the next generations provided the active population continues to grow. The Prime Minister launched the discussion about a potential future "700,000 inhabitants state" in his address to the Parliament in May 2001, using a demographic projection based on a 4% growth of the economy and of the active population in the next 50 years, starting from the present 440,000 inhabitants of the country, trying to show that higher pension levels in the future require a larger number of contributors.

The debate was simplified as if those 700,000 people were a main policy objective. Environment, transport and quality of life would be endangered. The fact that any growth of population could only come from foreigners was only an implicit argument. Nevertheless, an important reform of pensions levels was adopted after a roundtable with social and economic actors in 2001: higher pension levels, without higher contributions. Employers were the only ones having problems, arguing the system could not be paid in a few years.

The debate was focused so much on the figure of 700,000, which was supposed to be reached in 2050, that closer projections, such as the one according to which the Luxembourg/foreign residents rate could reach 50/50 within a decade, were neglected, as well as the possible increase in border-crossing workers, who could reach 300,000 in the year 2050!

## 10.4. THE RESTRICTIVE ASYLUM POLICY AND THE REGULARISATION CAMPAIGN

In the early 1990s, Luxembourg received a few thousand refugees, mainly from Bosnia. There was no legislation on asylum: asylum-seekers were instructed to find a job and accommodation and could stay, just like migrants.

With the Kosovo war, a few other thousands refugees came. Meanwhile, a Law on asylum<sup>26</sup> was passed. There was no more question of integrating them. One should note that there was no change in the economic situation in Luxembourg: each year, five to six thousand newly created jobs had to be done by newcomers crossing the border, or by immigrants.

A regularisation campaign followed, as a first reaction: it was a "one-shot action" which took place in the spring of 2001. The conditions to be fulfilled were the following: the applicant had to prove his/her presence in Luxembourg before 1 July 1998, or to prove that s/he had worked illegally since 1 January 2000. People from Kosovo were entitled to regularisation if they had arrived before January 1, 2000. People fulfilling one of these conditions were given six months to find a job.

The "*sans-papiers*" were a semantic creation in Luxembourg: in the prosperous years, illegal immigrants were legalised every day. In the early 1970s, most Portuguese immigrants came illegally but were legalised almost as soon as they arrived. Economic needs overruled the official procedure.

The regularisation had the (non admitted) purpose to get a few hundred people out of the crowded asylum procedure. However, many asylum seekers were excluded: the people from Sandjak, an area covering the south of Serbia and the North of Montenegro. The population in this region is mainly Muslim.

At the end of the campaign, 2,850 people had been regularised, 2,007 of whom came from former Yugoslavia, and practically all of whom were asylum-seekers: the total amounted to 1,554 applicants, 64% of which got an work and residence permit. This regularisation had no specific legal base: the government published a kind of "*vademecum*" and referred to the Immigration Law of 1972, i.e. the issuance of a permit depends on the economic situation. Therefore, the criteria of the *vademecum* (date of arrival, for example) were not necessarily decisive: the explanation for a refusal was not based on the *vademecum* conditions but on the vague rules of the 1972 law. The government based its *vademecum* on a parliamentary resolution.<sup>27</sup>

For example, an asylum-seeker from Montenegro who arrived after 1 July 1998 but who worked illegally from 1 January, 2000 onwards, saw his application for regularisation rejected. He introduced his request on 13 July, 2001, and was called in October to the regularisation office to be informed that it had been rejected. He was put in prison for being in Luxembourg illegally, and then sent back to Yugoslavia a few days later. He went to Court: the lower administrative court rejected his case, but he made an appeal

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<sup>26</sup> Law of 3 April 1996 creating a procedure for the examination of asylum applications.

<sup>27</sup> Parliamentary motion of 22 March 2001.

before the High Administrative Court and won. The Court declared that the conditions established in the *vademecum* had the value of directives and that the government had to respect them.<sup>28</sup> As the examination of applications was over and the corresponding office had closed on 31 December 2002, the judgement of the Court had little influence on the way the government dealt with the regularisation process.

As the asylum procedure is very strict (recognition rate of refugee status in Luxembourg: 2 to 5 % a year), most asylum-seekers receive a negative answer. This is the case for almost all Muslims from the Sandjak: hundreds and hundreds are asked to return. As those requests are not very successful, the government started expulsions of rejected asylum-seekers on 5 November 2002.

## **10.5. THE SLOWER ECONOMIC DEVELOPMENT**

There was a change in the autumn of 2002: economic predictions dropped from 3-4 % in the previous years to 0,5-1 %. The debate on the future "700,000 inhabitants state" now seems far away, but the question of the funding of the pension system remains. The demographic challenge still exists: in 2001, 37% of the population (i.e. foreigners) had 2,736 children, whereas the other 63% (Luxembourg inhabitants) had only 2,723. The ageing population needs young people, who are not "available" in the country, and, therefore, have to come from abroad.

## **10.6. DIFFERENT TERMS FOR DIFFERENT TYPES OF IMMIGRANTS**

As stated before, Luxembourg's situation is not typical (little unemployment, increasing workforce due to immigration). The continuously growing foreign population and the traditionally good integration seem to be accompanied by a changing discourse. The arrival of a significant number of asylum-seekers may have contributed to this change, especially since the end of the 1990s. The population was accustomed to the many foreigners who were usually employed in the numerous positions created in the past, as well as in the new ones. However, suddenly, the reference to foreigners' "laziness" became easy, as the government did not explain why it did not and does not allow asylum-seekers to work.

The open attitude of all the traditional political parties was not challenged by the openly right-wing party, as it never got more than 3% of the votes (1999 general elections). On the other hand, the ADR party nibbled votes on the conservative side, for example, from the Christian party's voters. The populist approach of ADR is not openly xenophobic, but its restrictive views on immigration influence other parties. After 15 years of coalition between Christians and Social Democrats, the 1999 elections brought a Christian-Liberal coalition. The Liberals won due to the huge support they received from civil servants and from their influential Union CGFP, which tries to keep public jobs for nationals.

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<sup>28</sup> Judgment of the Administrative Court, 12 November 2002.

The discourse about foreigners has become more rigid, even restrictive, while the number of foreign workers has continued to grow. In parallel, significant numbers of asylum-seekers are present in the country. Nevertheless, the open option has been maintained in the government (and in the Christian party). The Prime Minister stays on the foreigners' side, while the Minister of Justice is still a hardliner promoting law and order.

The terror attacks on 11 September 2001 had effects in Luxembourg, too. The Muslim community was about to get recognition (and public financing) just like the Catholic, Protestant, Orthodox and Jewish ones, when a magazine<sup>29</sup> published accusations and speculations on the fact that Muslim activities were on the limit of legality. There were no openly anti-Islamic reactions, but suspicions developed. The fact that a large part of the Muslims are asylum-seekers from the Sandjak region contributed to confuse the situation.

Immigration of highly qualified people is not mentioned in the official discourse: it simply takes place, without difficulty. This pragmatic approach works particularly well when athletes are concerned.

## **10.7. IMMIGRATION AND DISCUSSIONS ABOUT SOCIAL AND ECONOMIC POLICIES FOR THE FUTURE**

At the end of the parliamentary discussions on regularisation and refugees in winter / spring 2001, the House adopted a resolution calling for a larger debate about immigration. The proposal came from the Green party.

To this effect, the Special Parliamentary Commission on Immigration was created. This happened in the context of the "700,000 inhabitants state" debate and the pension debate. Later, the House initiated a debate on sustainable development: the corresponding public debate in the House had meanwhile taken place.<sup>30</sup>

At the time of the debate on the state of the nation,<sup>31</sup> the project of a "Future Convention" was put forward. The principle was adopted. Since then, the coalition parties do not agree anymore about the idea and that Future Convention seems dead before even coming to life. The Commission on Immigration issued an intermediary report in July 2002 and has not convened since.

In Luxembourg, the link between immigration, which has been a constantly growing factor since the 1960s, and the ageing within the population, and consequently with the pension system, is more obvious than anywhere else.

### **citizenship**

Voting right on local level is a real challenge with a 37% of foreigners, most of them EU-citizens.

The Maastricht treaty gave Luxembourg the right to a lot of exceptions and derogations. In the local elections of 1999 only 12 % of the foreigners took part

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<sup>29</sup> Thursday, 10 October, 2002.

<sup>30</sup> 4 July 2002.

<sup>31</sup> 5 May 2002.

**consultative bodies**

As the Luxembourg society is almost obsessed by the wish to reach consensuses, there is a lot of consultative bodies for almost every area, among them one for “integration of foreigners”.

On national level there is a National Council for Foreigners composed 50/50 by Luxembourgers and foreigners. The latter are elected by foreigners’ associations.

This council is almost never asked for an advice by government. It is free to discuss any subject. It is divided into a few commissions and publishes an annual report.

On local level each municipality with more than 20% of foreigners has to have an consultative body composed as on national level of 50% Luxembourgers and 50% of foreigners. Generally this body is busy with preparing local festivals and very rarely involved in local policy making.

**double citizenship**

For the moment a foreigner who wants to acquire the Luxembourg nationality has to abandon his original one.

The naturalisation is 800 people on annual average.

At the last change of citizenship legislation in summer 2001 the Parliament refused to adopt double citizenship.

A year later, in March 2002 the Prime Minister announced government’s new open attitude towards double citizenship.

**research**

Unfortunately there is very scarce research in the field of immigration and integration.

**crossing borders**

The 100,000 crossing border workers represent 1/3 of Luxembourg’s workforce. Even though they are hardly involved in Luxembourg’s politics they constitute an essential part of the Grand Duchy’s economy and work force.

## 11. List of contacts

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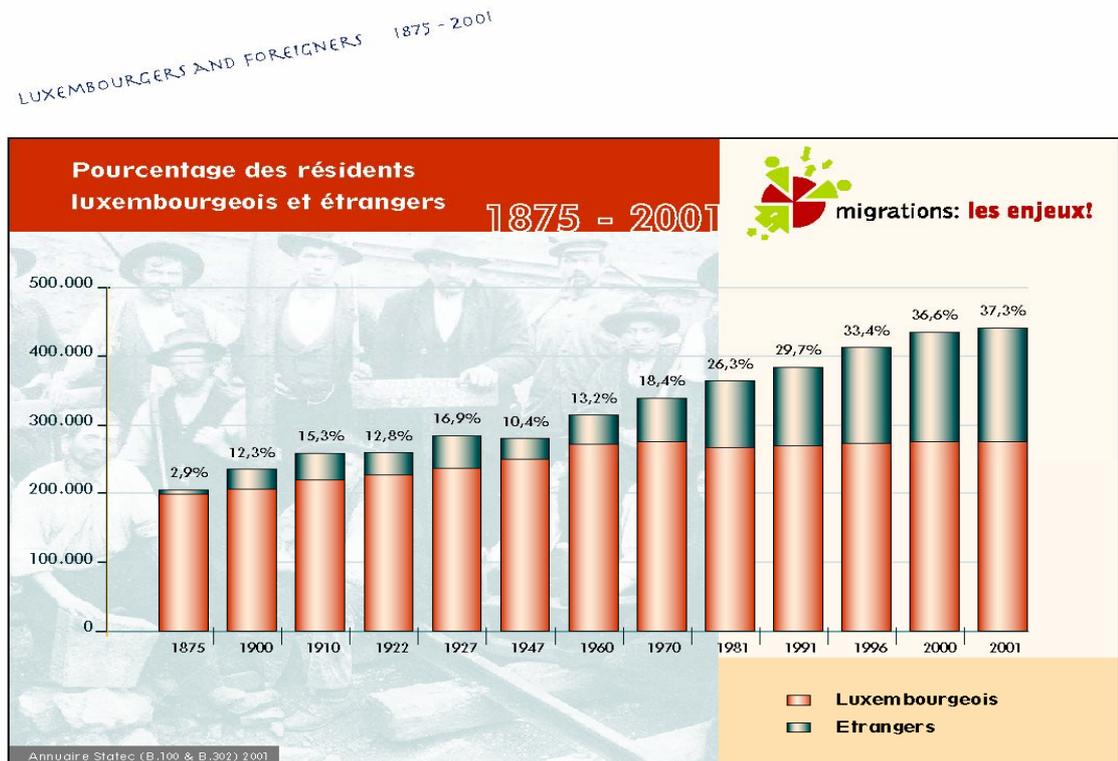
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## 11.1. NATIONALITIES IN LUXEMBOURG



SINCE 1960 THE NUMBER OF LUXEMBOURGERS IS CONSTANT, THE ONE OF FOREIGNERS HAS INCREASED. HOWEVER WE MUST CONSIDER THAT THERE IS AN AVERAGE OF 800 NATURALIZATIONS A YEAR. WITHOUT THE NATURALIZATIONS THE INDEGENOUS POPULATION WOULD HAVE DECREASED

Since 1960, the Luxembourg population has remained constant (around 260,000) whilst the foreign population has increased from 13 to 37 per cent.

**Nationalities in Luxembourg 2002** (according tot their numerical importance )

Luxembourgers:	276,505
Portuguese:	64,805
French:	23,803
Other EU citizens except the ones cited:	21,363
Non-EU citizens except Yugoslavs:	20,926
Italian:	20,707
Belgian:	17,026
German:	11,450
Yugoslav:	8,283

(Source: Statec)

**11.2. WAGE-EARNERS 2001**

37%	cross-border
36%	Luxembourgers
26%	foreign residents

(Source: Statec)

