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GUIDANCE AND OUTREACH FOR  
INACTIVE AND UNEMPLOYED

# LUXEMBOURG

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Please cite this publication as:

INFPC (2018). Guidance and outreach for inactive and unemployed – Luxembourg. Cedefop ReferNet thematic perspectives series.  
[http://libserver.cedefop.europa.eu/vetelib/2018/guidance\\_outreach\\_Luxembourg\\_Cedefop\\_ReferNet.pdf](http://libserver.cedefop.europa.eu/vetelib/2018/guidance_outreach_Luxembourg_Cedefop_ReferNet.pdf)

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Reviewed by Cedefop

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This thematic perspective was prepared based on data/information from 2017. The opinions expressed here do not necessarily reflect those of Cedefop. Thematic perspectives are co-financed by the European Union and ReferNet national partners.

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## **Guidance and outreach for inactive and unemployed**

Many countries across the European Union (EU) have high levels of unemployment and of inactive adults. These phenomena are frequently associated with low levels of qualification and insufficient basic skills. They may also reflect lack of adjustment between skills demanded in the labour market and skills developed in formal education and training. In both cases up-skilling and re-skilling solutions could be explored to increase the employability of adults.

The national reports developed by ReferNet partners reflect efforts done by Member States to reach vulnerable groups affected by unemployment and inactivity and help them reengage in learning and employment. The reports refer, in particular, to measures which may include young adults not in employment, education or training (NEET) and adults undergoing long term unemployment (LTU), given their persistence in many countries and the high challenges these groups face.

The policy strategies and initiatives in focus shed light over ways to support the most vulnerable to find learning and qualifying solutions. Career guidance and counselling support to people with decaying skills, low levels of motivation and insufficient basic skills are addressed. Its instrumental role in providing information, identifying skills needs, clarifying career options and developing positive attitudes towards learning is made clear.

Whenever possible, outreach measures were described, addressing the ones who fall out of the scope of standard policies to support registered unemployed or recent education drop-outs. Many reports entertain an important discussion on the entitlement to social protection and its effectiveness in addressing the challenges of all demographic groups.

Lastly, Cedefop trusts that these reports will provide an important characterisation of current opportunities and challenges across the EU in establishing appropriate upskilling pathways for adults. Current European policy initiatives urge MS to integrate skills assessment measures with flexible learning and validation solution, where guidance services and outreach will necessarily play a key role.

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## CHAPTER 1.

# NEETs and long term unemployed

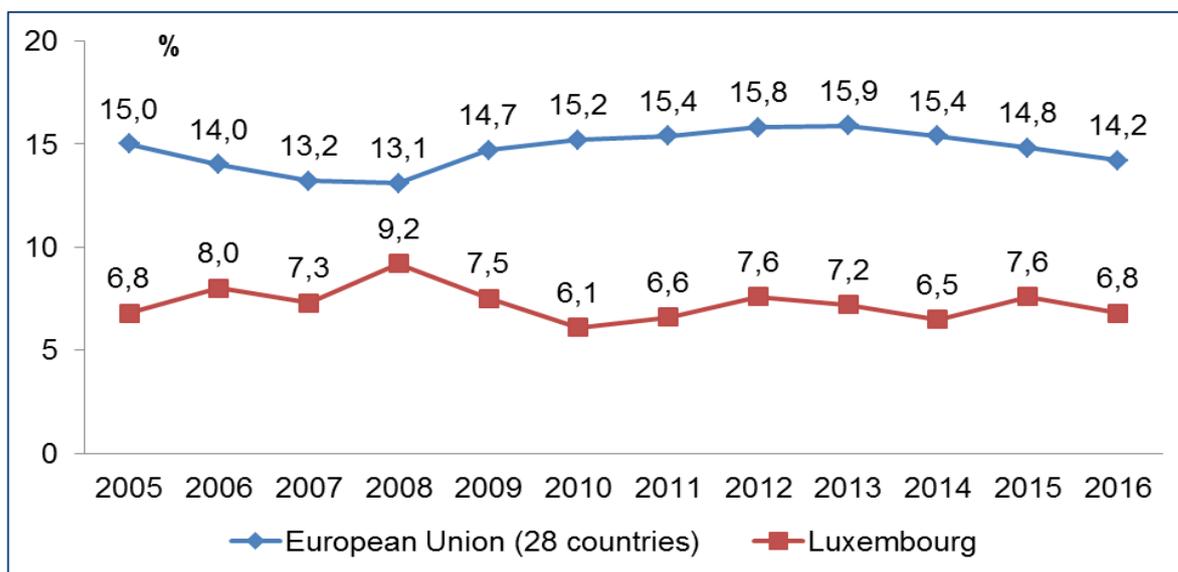
NEETs and long-term unemployed (LTU) have become a socially and politically relevant group and there is a large variety of measures addressing their needs. The two groups however can't be considered as unified social groups, as they cover a large range of situations, needs and problems (Milmeister & Berg, 2012). Indeed, NEETs are defined by the exclusion from the labour market and the exclusion from the educational system. This commonality must not hide the intern heterogeneity of the group in terms of age, qualifications, nationalities, competences and life situations. In terms of social work, these catch-all categories need therefore to be disaggregated in relevant subgroups in order to provide appropriate diversified social policy answers (vgl. Grunwald & Thiersch, 2004). Identifying specific groups at risk is important when talking about outreach and guidance, as they point to the necessity of a diversified approach when developing services and when trying to make people aware of them.

Many studies have shown that economic inactivity or the fact of not being in any kind of recognized involvement among young adults can be an indicator of a long-term marginalization process. Multivariate models indicate a significant, independent, long-term effect of being economically inactive and suggest that young adults run a high risk of staying economically inactive once they become inactive in the first place. Data also demonstrate that the risk of being economically inactive in the first place is much greater for certain groups. Indeed, those living in households receiving social assistance, those with parents with lower incomes and who are foreign-born run a higher risk of becoming NEET (Franzen & Kassman, 2005). This is an important consideration in the Luxembourgish context, where 45% of the population has a migratory background (Thill-Ditsch, 2010). Other risk factors include unemployment of parents, educational level of parents and having a handicap (Milmeister & Berg, 2012; Milmeister, Heinen, Milmeister, & Willems, 2013).

In 2016, the Youth unemployment rate (15-24 years) in Luxembourg was almost three times as high than the unemployment rate for the active population as a whole (15-74 years) (6,3% vs 18,9%) (Eurostat, lfsa\_urgan).

Relatively few people of this age in Luxembourg were NEETs, 6,8 % in 2016. The rate is among the lowest of the EU 28, where almost 14 % of this age group was neither in employment nor in education and training.

**Figure 1. Share of NEETs in Luxembourg and EU 28**



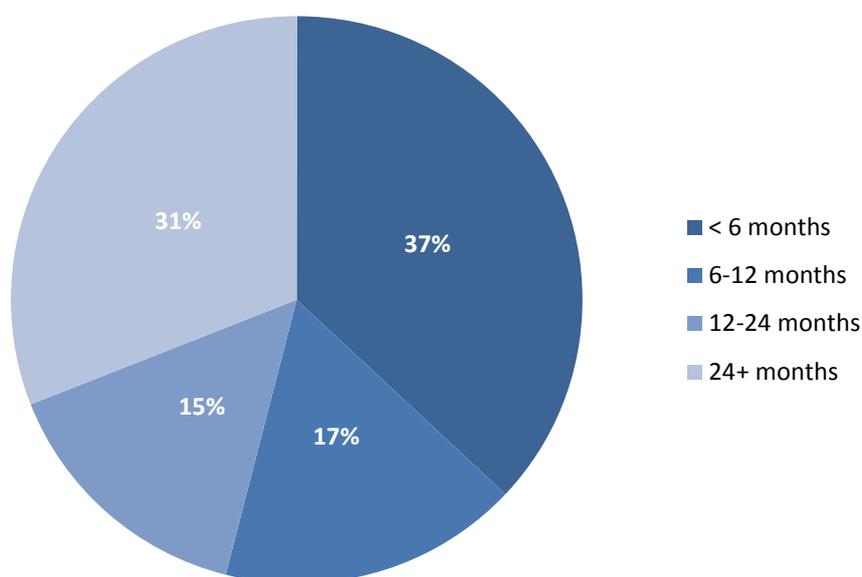
Source: Eurostat, edat\_lfse\_20

When talking about groups with bleak prospects, the long-term unemployed (LTU) <sup>(1)</sup> are another group at risk. Indeed, the duration of the job search is an important element, as it is susceptible to condition the continuation of the professional trajectory. The longer the unemployment period lasts, the higher the risk of not finding a stable job is. As with the NEET category, the LTU can't be considered as a unified social group. Indeed, the term regroups a large variety of social situations and groups in terms of age and life situations. In Luxembourg, 46% of the unemployed are long-term unemployed (Ministère du Travail et de l'emploi et de l'Economie sociale et solidaire, 2016, 80). Older unemployed are more at risk of becoming long-term unemployed. Indeed, the older the unemployed are, the more frequent long-term unemployment is.

<sup>(1)</sup> Long-term unemployment refers to the number of people who are out of work and have been actively seeking employment for at least a year. An unemployed person is defined by Eurostat, according to the guidelines of the International Labour Organization, as: someone aged 15 to 74 (in Italy, Spain, the United Kingdom, Iceland, Norway: 16 to 74 years); without work during the reference week; available to start work within the next two weeks (or has already found a job to start within the next three months); actively having sought employment at some time during the last four weeks.

For Luxembourg, among the unemployed aged 45 or more, the share of LTU ranges around 64% (Ministère du Travail et de l'emploi et de l'Economie sociale et solidaire, 2016, 81). Moreover, explored in a longitudinal perspective, during the last decade, the unemployment rate of seniors has progressed faster than the unemployment rate of the total active population. Low qualification also raises the risk of long-term unemployment for unemployed. Indeed, the share of long-term unemployed among the low qualified is 55% (Ministère du Travail et de l'emploi et de l'Economie sociale et solidaire, 2016). As the share of persons having low educational attainment is higher among seniors, their risk of being long-term unemployed is also higher. This is a generational effect, as older generations are usually less qualified than younger generations (Genevois & Leduc, 2013).

**Figure 2. Share of unemployed according to their length of inscription**



Source: Ministère du Travail et de l'emploi et de l'Economie sociale et solidaire, 2016

Almost one in four unemployed has a status of 'handicapped employee' (SH) (salarié handicapé) or of an employee with reduced work capacity (CTR) (salarié à «capacité de travail réduite») (Ministère du Travail et de l'emploi et de l'Economie sociale et solidaire, 2016, 82). These are unemployed persons with a health problem that hinders them in their capacity to work. The share of jobseekers with a health problem rises with the length of inscription. 90% of the jobseekers who are SH or CTR are registered at least 12 months. There is not only a link between health and length of inscription, but also between health and

age. This also contributes to explain the fact that seniors are more at risk of long-term unemployment.

Even though unemployment has dropped in Luxembourg (6% in December 2016), not all categories of workers are affected the same way (Statec, Note de conjoncture, April 2017). The recent drop in unemployment benefits mostly to the young (aged 30 or less), who represent in 2016 22% of the registered unemployed. The number of unemployed people less than 30 has reduced by 14% between 2014 and 2016. The number of unemployed of the people aged 45 or more, who represent 41% of the registered unemployed, has also declined, but by only 3%. The number of registered persons since between 12 and 24 months has declined by 12 % between 2015 and 2016, whereas the number of registered unemployed for more than two years has raised by 1% to make up 31% of the unemployed (Ministère du Travail et de l'emploi et de l'Economie sociale et solidaire, 2016, 81).

## CHAPTER 2.

# Existing national strategies in the sectors of education, training and employment which make use of outreach

Besides the measures in place for the implementation of the recommendations of the EU Council, the government has continued its efforts in order to reach the national objective (employment rate of 73% in 2020). These efforts are mainly directed towards the professional integration of unemployed, with a particular attention to vulnerable populations, such as young, women and seniors, as well as people with specific needs. Different strategies can be mentioned in the framework of durable professional integration, maintenance in active life and social inclusion.

The global approach of the Public Employment Service (Agence pour le développement de l'emploi, ADEM) is to offer an individualized support to jobseekers (Parcours personnalisé des demandeurs d'emploi (PPDE)). A profiling establishes their distance/proximity to the employment market on the basis of predefined criteria (education and training, work experience, linguistic competences, and health). According to the profile, the jobseeker will be oriented towards a type of service that best fits his needs. Unemployed people close to the employment market will benefit from a 'regular' support <sup>(2)</sup>, whereas people far removed from the employment market will be oriented towards a more intensive supervision. This supervision is characterized by an individual action plan that is formalized in a collaboration convention and provided by a specially trained counsellor. This approach has been introduced in all Employment agencies since 2015. In 2016, 77% of the jobseekers registered at the PES (Public Employment Service) have been profiled <sup>(3)</sup>. 32% of the unemployed have been directed towards an intensive supervision, while 68% have been directed towards a regular support.

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<sup>(2)</sup> They sign a collaboration convention and are accompanied by a counselor of the PES.

<sup>(3)</sup> Those who have not yet been profiled are mostly long-term unemployed and risk to be oriented towards an intensive accompaniment.

## 2.1. Unemployment strategies

In the framework of unemployment strategies, two new measures can be mentioned that aim to bring jobseekers closer to the employment market. The professionalization internship (*stage de professionnalisation*) and the Reinsertion-contract (*contrat de réinsertion-emploi*) have been applied since 2016. They are intended for employment seekers aged 45 or more, or those who have a status of handicapped worker, who are the most threatened by long term unemployment. The first measure is an internship of a maximum duration of six weeks, during which the employment seeker has the opportunity to prove his professional competences in a company. The second measure is an opportunity for the employment seeker to improve his professional capacities in a company for a duration of 12 months. The employers who want to sign a reinsertion contract or propose a professionalization internship with a jobseeker must be able to offer a real employment perspective at the end of the contract <sup>(4)</sup>.

In the framework of lasting professional integration of LTU, financial aid is available with respect to the hiring of older or long-term unemployed persons. Employers who hire an older or long-term unemployed <sup>(5)</sup> person may, under certain conditions, recover the social security contributions paid. The employment contract must be a permanent contract or at least a temporary contract of a minimum of 18 months and the contract must be for at least 16 hours work per week <sup>(6)</sup>. 2016 registered 8251 beneficiaries of this measure, with a budget of 30 157 264 € (Ministère du Travail et de l'emploi et de l'Economie sociale et solidaire, 2016).

## 2.2. Employment strategies

In order to boost employment, collaborations between different stakeholders are established with the aim of organizing specific actions (programme

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<sup>(4)</sup> [http://www.adem.public.lu/fr/employeurs/demander-aides-financieres/embaucher\\_de\\_45-ans/contrat-reinsertion-emploi-employeur/index.html](http://www.adem.public.lu/fr/employeurs/demander-aides-financieres/embaucher_de_45-ans/contrat-reinsertion-emploi-employeur/index.html)

<sup>(5)</sup> Long-term unemployed of 30 years of age and over who have been registered as a jobseeker for at least 12 months; long-term unemployed of 40 years of age and over who have been registered as a jobseeker for at least 3 months; unemployed persons of 45 years of age and over who have been registered as a jobseeker for at least 1 month.

<sup>(6)</sup> Law of 31 July 2012, Measures in Favour of employment (Loi du 31 juillet 2012, Mesures en faveur de l'emploi).

«*Entreprises, partenaires pour l'emploi*»<sup>(7)</sup>, notably partnerships with companies, and targeted trainings for jobseekers that are adapted to the needs of the companies have been developed and initiated. The different actions and their visibility in public space allow to reach out to different groups.

The implementation of measures in favour of lasting professional integration, maintenance in active life and social inclusion are, in particular, supported by the operational program of the European Social Fund for the period 2014-2020. The new ESF operational program has defined different thematic objectives: labour market, education and training and social inclusion. The program targets above all young people under 30, people far removed from the labour market and jobseekers aged 45 or more.

In the framework of this program, different objectives have been focused on:

- (a) raise competences of unemployed and in particular those aged 45 or more
- (b) increase lasting professional integration of young people
- (c) enhance activation of disadvantaged people who are far removed from the first labour market (beneficiaries of the RMG),
- (d) favour acquisition of new competences, especially among people aged 45 or more, in order to adapt their competences to the future needs of the labour market.

The employment strategies and practices are characterized by their proactive nature. For example, the concept «*Fit4Job*»<sup>(8)</sup> is one of the proactive employment policy elements of the government that aims at a:

- (a) proactive supervision of unemployed people or people who newly enter the employment market via a sector-based approach
- (b) raising the employability of these groups by a diagnostic and a training adapted to a particular sector
- (c) close collaboration with the professionals of a sector allowing to respond the best way possible to the needs of the sector and the concerned people

The program '*Relancer ma carrière*' (Reboost my professional career) was initiated by the Ministry of labour, employment and social economy (Ministère du

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<sup>(7)</sup> In 2015, 23 companies have received the label «*Entreprise, partenaire pour l'emploi*»:

Aldi, ArcelorMittal, Auchan Luxembourg, AXA, Cactus, Ceratizit, CFL, Chaux de Contern, Colruyt, Cora, Croix Rouge, Delhaize, DuPont, Elco, La Provençale, Luxair, Lux Airport, Match, OST Manufaktur, Pall Center, Post Luxembourg, Sodexo, Six (Cetrel). In 2016, 7 companies have received the label: EY Luxembourg, LUXTRAM, R. Goedert, SAMSIC Luxembourg Facility Services, ARAL, GULF, PC TANK.

<sup>(8)</sup> Fit4GreenJobs, Fit4 Financial Markets, Fit4Coding

Travail, de l'Emploi et de l'Économie sociale et solidaire) the PES and the House of training (Training body of the Chamber of Commerce) and aims at supporting jobseekers aged 45 and 65 by making an assessment on their competences and by accompanying them in their job search, in particular by means of coaching. The project consists in 5 stages: i) an evaluation interview, ii) group workshops 'reboost my professional career <sup>(9)</sup>', iii) an individual workshop <sup>(10)</sup>, iv) 'success teams': support the candidates with the implementation of their professional projects <sup>(11)</sup>, v) 'meet4job': meetings organized in close collaboration with the PES, aiming to facilitate contact between jobseekers and employers.

The project is cofounded by the European Social Fund with 633 600 € in 2016 and 2017.

### 2.3. Strategies in the framework of youth

According to the law on youth modified in 2008, the political priorities for youth (defined in the Youth Pact) are redefined every 5 years by an interministerial committee on the basis of the youth report, published every 5 years by the University of Luxembourg following scientific results and consultation with young people. Indeed, the youth parliament (*Parlement des jeunes*), the Superior Youth Council (*Conseil supérieur de la jeunesse*) as well as Youth organizations are consulted for the elaboration of the Youth Pact, and give their position regarding the Youth Pact and play an important role in the discussion between the Youth and the government. This allows adapting the policies to the concrete situation of young people and to best respond to their needs. Youth policies touch upon the different living environments of young people: school, work, family, social and associative life and cover guidance, diversification and promotion of transversal competences. The transversal outlook of the policies implies that the different ministries coordinate their actions in favour of young people. A law proposal has been elaborated for the implementation of the national youth action plan 2017-2020 (*Jugendpakt 2017-2020*). This plan consists of subjects related to employment, housing and citizenship. The proposition has been submitted for consultation to the different

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<sup>(9)</sup> They last 3 days and prepare the candidates at preparing a new professional project.

<sup>(10)</sup> lasts 8 hours and helps to specify the project of the jobseeker and helps him to present it in a clear and structured way.

<sup>(11)</sup> lasts 4 half days.

actors in the field of youth and an open space conference has taken place on February 16th 2017.

The national youth report shows that youth unemployment has raised during the last years and that it represents an important factor of youth poverty, and that the young unemployed are often low qualified. In order to tackle this problem, the reform of the school system aims to better support young people in their search and the follow-up of training schemes that best fit their aspirations and capacities. One of the objectives of the reform of vocational training of 2008 is to reduce the inadequacy of qualifications and to better fit the competences of the young to the needs and demands of the employment market. The government has planned an in-depth VET curricula reform that has already begun in 2017 to improve the skill sets of learners, improve cooperation between education, professional chambers and companies and to improve the content of the VET programmes. Next to a good qualification that significantly raises the chances to find employment (*Observatoire de la Formation*, 2015), information, guidance and accompaniment are considered essential ingredients for a successful transition to employment.

In the framework of the NEET problem, Luxembourg with a school dropout rate of 6,1% (Eurostat), has a proactive approach. The NEET issue is tackled at its roots: prevention of school dropout. A national strategy to fight school dropout is being implemented, with the establishment of an Observatory of school maintenance (*Observatoire du maintien scolaire*), that coordinates the efforts in favour of pupils risking early school dropout and initiates measures to help them access a recognised certification<sup>(12)</sup>. The platform “school hook-up” (*plateforme accrochage scolaire*) implemented since 2013 is a tool that allows a systematic evaluation of the school dropout risk among pupils of 10th grade of technical secondary education (4th year) and 4th grade secondary education (4th year), through individual support and interventions in class. Initial and continuing training of teachers and socio-educative staff helps them to strengthen their competences to avoid school dropout.

A more diversified school offer is another response to school failure and drop out: French speaking streams, provision of special schooling and accompaniment for young people aged 11-15 at high risk for school dropout (*Verhalen, testen an trainéieren*), Second chance school<sup>(13)</sup> (*Ecole de la*

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<sup>(12)</sup> <http://zukunft.men.lu/fr/grands-projets/la-strategie-nationale-contre-l-echec-scolaire>, accessed 14.06.2017

<sup>(13)</sup> Based on an innovative educational concept, the Second chance school (*Ecole de la 2e chance* or E2C) is an integral part of the State school system that is open to any young person or adult between the ages of 16 and 30 years who, as a result of failure or of bad orientation choices, has dropped out of school or has been unable

*deuxième chance*), Mosaic classes, and COIP courses (cf Country Report 2016, 2.6.).

The government program attaches priority to the supervision and school and professional guidance of pupils. The creation of the House of Guidance (*Maison de l'orientation*) has been an important step in this direction. Indeed, the House of Guidance gathers relevant guidance services where young people can find different services in one place. With the law reforming the House of Guidance, it becomes a single point of contact and platform for stakeholders in school and professional guidance. This law also establishes a National Council (*Conseil national*), named Forum orientation, in charge of establishing a national information and guidance strategy. The centralization allows for a better coordination of the services and actors, while raising the visibility. In an outreach perspective, this centralisation facilitates access of people looking for guidance or help. The law reforming the House of Guidance has renamed the Psychological and educational guidance center (CPOS) <sup>(14)</sup> and redefined its missions <sup>(15)</sup>. The new law puts a focus on the coordination of activities between stakeholders, such as Psychological and educational guidance service (SPOS) <sup>(16)</sup> and Local Youth Action (ALJ, *Action Locale Jeunes*). In this context, the collaboration with parents will be promoted, especially in lower level of secondary education (ISCED 2). This collaboration helps to involve parents in the fight against school dropout.

The missions of National Youth Service (*Service National de la Jeunesse*, SNJ) have also been redefined by the law of July 4th 2008. Indeed, the SNJ contributes to the implementation of youth policies and constitutes a contact, information, counselling and support point for young people and actors working in the youth field. The SNJ not only offers young people learning opportunities by organizing sociocultural and socio-educative out-of-school activities, but also develops specific educational programs in specialised youth centres. It is

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to find a place as an apprentice. E2C meets learners' needs in terms of initiation, catching up, qualification, retraining and personal fulfilment. The school may offer training in respect of general secondary education starting from 5<sup>th</sup> grade and technical secondary education starting from 9<sup>th</sup> grade.

<sup>(14)</sup> Centre de psychologie et d'orientation scolaires will be renamed 'Centre psycho-social et d'accompagnement scolaire' (Centre for psycho-social and educational support).

<sup>(15)</sup> The Centre for psycho-social and school support is a resource center for the Service for psycho-social and scholar support of the schools and receives young people who dropped out of school or who want to reintegrate school.

<sup>(16)</sup> Service de psychologie et d'orientation scolaires that will be renamed Services psycho-sociaux et d'accompagnement scolaires (Service for psycho-social and scholar accompaniment)

therefore an important stakeholder in informal learning as well as an important actor supporting professionals in youth work (providing training, logistic, material, and financial support...). With regard to outreach activities, the SNJ is an important actor in disseminating information via youth portal ([www.youth.lu](http://www.youth.lu)).

With regard to NEETs and in the framework of the Youth Guarantee another important mission worth mentioning is the SNJ' work with regard to the transition between school and active life. Indeed, the unit transition to active life (*Unité Transition vers la vie active*) is in charge of the programs facilitating the integration in professional life. These are in particular the Voluntary Services and the projects «Anelo» and «Level up». The first project is an internet platform informing on opportunities in training and professional life ([www.anelo.lu](http://www.anelo.lu)). The latter is the project level up, aiming to inform, support, and activate young people with peer-to-peer accompaniment (cf 2014 News on 'Be my buddy'). Next to workshops allowing getting in touch with different work environments, it also offers mobility projects. In the "Let's go abroad!" project young people have the opportunity to participate in 3 to 6 week long projects abroad.

Launched in 2014, the Youth Guarantee has been developed and improved in order to better activation paths for NEETs (Ministère du Travail et de l'emploi et de l'Economie sociale et solidaire, 2015).

## CHAPTER 3.

# Examples of practices

### 3.1. Measures addressed to LTU

Special measures are intended for jobseekers not on benefit and managed by social initiatives (union and communal initiatives like *Forum pour l'Emploi*, *ProActif* and other non-profit associations). They help to strengthen the professional and personal competences of the participants in a wide range of activities while allowing them to get closer to the labour market. Their aim is to help jobseekers to integrate or re-enter working life. Jobseekers working in a special measure sign a fixed-term contract of two years. The special measures are financed by the Employment Fund (*Fonds pour l'emploi*). In 2016 the costs were 69 470 515,12 €

In 2015, the special measures (*mesures spéciales*) were almost one third of all the measures offered by ADEM. In 2016, 1640 special measures have been offered, which is a rise of 9% compared to 2015 (Ministère du Travail et de l'emploi et de l'Economie sociale et solidaire, 2016, 110). The special measures are intended mostly for low qualified people. Indeed, special measures are mainly (77%) taken up by low qualified job seekers. Senior unemployed are also slightly overrepresented in special measures: 37% of people in a special measure are aged 45 or more, although they only represent 26% of jobseekers in a measure (and 41% of the total unemployed).

For instance, *ProActif* A.s.b.l.'s is one of the initiatives involved in the social and professional reintegration of jobseekers by creating an environment that promotes employment, in order to help job seekers to (re)integrate the labour market. *ProActif* provides professional supervision by advisors on social and professional reintegration, helping jobseekers to overcome potential obstacles that may prevent them from finding a new job. Social accompaniment is an important part of the daily work of the social initiatives. Staff composed of social workers, educators, psychologists supports participants. Together with the counsellors they set up a profile and determine interests, weaknesses and problems and elaborate a professional project, help with administrative procedures, job search and problem solving. During job coaching sessions they are familiarized with the different channels of job search and learn how to write a CV. For those in need, there is the possibility to offer psychological accompaniment.

Back-to-work schemes provide an opportunity to learn by doing and also to attend certified vocational training, improving the chances of finding a job on the labour market. Career guidance and counselling are provided. Solutions are set up individually according to the needs of the people. Validation activities may be set up or portfolios implemented when appropriate. *ProActif* A.s.b.l. works in gardening, construction, child care, cookery, joinery and services to the public. The association works closely with partners who are involved in employment and training.

The Unit of Social Initiatives (*Cellule des initiatives sociales*) collects and registers the job offers by the social initiatives. It organizes recruitment workshops and collects information sheets of the jobseekers accompanied by the social initiatives. The unit analyses and verifies the professional project, the supervision of jobseekers in a special measure and the offered trainings. It also gives an opinion to the Ministry of Labour and Employment when social initiatives ask for a co-financed permanent contract. 3 to 4 people are employed in this unit (psychologists and social workers).

The Unit is also in charge of conducting individual interviews with the jobseekers who are appointed to a social initiative. In 2016, the Unit has registered (Ministère du Travail et de l'emploi et de l'Economie sociale et solidaire, 2016, 107):

- 1.596 vacant positions at the social initiatives
- 3.427 jobseekers have been assigned
- 1.483 jobseekers have been hired

### 3.2. Reaching out to NEETs- Outreach Youth Work

The education ministry (*Ministère de l'Education Nationale, de l'Enfance et de la Jeunesse*) together with the Alliance of the Managers of Youth Houses (*Entente des Gestionnaires des Maisons de Jeunes*, EGMJ) have developed a systematic procedure to identify young NEETs by a proactive approach. Currently, six people work on a pilot program financed in the framework of the European Social Fund with a budget of 1.2 million €. This pilot project is meant to be perpetuated later on. The EGMJ's target population are young people who from an administrative point of view have been inactive since several years, i.e. they are not in school, not registered as unemployed and not in employment. During this first phase, seven municipalities took part in the project, which was preceded by an analysis of the social and economic background of the participating municipalities. In the first step, a large campaign was launched with a mass mailing in order to inform young people and parents of the service.

The youth workers from EGMJ get in touch with the young people in their social environments (*Maison de Jeunes*, or other places where they hang around). In the first place a preliminary informal talk allows the youth worker to identify the young person's current activities, their education, employment or training status and check whether he is within the scope of the target public.

The first phase is a contact phase, during which the youth workers try to set up a relationship of trust with the young through informal meetings, leisure activities or discussion with other young in the same situation.

In a second phase, when identifying young inactive people with problems, they try to find the motivating factor and offer an accompaniment to help them engage in a change process with the aim to bring them back on track, either in employment or back to education.

During the third phase, they offer tailored individual support and follow-up to young people who want to reintegrate the school system or who look for solutions for their professional, educational or private situation. They may also intervene in crisis situations. If the young person wishes so, the staff of EGMJ can also initiate a process with the parents. The EGMJ offers accompaniment and support until the youngster has found a definite solution. They offer individualised support in restarting education or engaging in a professional project. The main working tool is the 'change plan' (*plan de changement*), which helps to visualize the steps accomplished and the next steps to be taken. This tool is used only since the second, more formalized phase of the accompaniment.

So far 114 administrative inactive people (NEETs) have been identified, whereof 23 have already been transferred to another service.

Even though the population is quite varied, most young have a migratory background, are aged between 16 and 26, have, in most cases, not reached more than ISCED 2 level and have a difficult family background.

For this project the EGMJ has 5 regional offices with 5 educators and 1 project coordinator. The EGMJ is financed by the Education Ministry (Ministère de l'Education nationale, de l'Enfance et de la Jeunesse, MENJE). The staff of EGMJ organises regular exchanges about the different cases in order to find the best solutions, but also in order to have psychological support. All educators have been trained in youth outreach work.

A convention has been signed with the Public Employment Service (Administration de l'emploi, ADEM), allowing an exchange of addresses, in order to facilitate the outreach to young people in difficulties. Now that the project is established and well connected with other regional services, informal networks (by word of mouth) are also used to identify and find young NEETs.

From 2018 on, the participating municipalities will have an equivalent full time person continuing to work on the project. The salary costs will be covered by the municipality and the state.

### 3.3. The “Job now” programme (Jobelo!)

The *Jobelo!* Program targets young jobseekers (18-25 year old) without sufficient qualifications and far removed from the employment market, helping them to enter the labour market or find an apprenticeship. The programme is run by the PES (Adem) and the Socio-professional Guidance Centre (COSP) <sup>(17)</sup> in close collaboration with other partners. The program explicitly targets young people who did not complete secondary school. The program was developed by the Ministry of Labour, Employment and the Social and Solidarity Economy and also the Ministry of Education, Children and Youth. It is implemented by different PES departments such as the Youth Service, the Employer Service and the Professional Guidance Service in collaboration with the Socio-professional Guidance Centre (COSP) and several services under the responsibility of the Ministry of Education, such as the National Youth Service (SNJ), the Local Youth Action (ALJ), the second chance school (E2C) and the National Centre for vocational training (CNFPC). It is an integrated program of professional guidance that gives the possibility to obtain work experience and gain qualifications (completing initial secondary school is a precondition for starting an apprenticeship) (*Ministère du Travail et de l'emploi et de l'Economie sociale et solidaire, 2016*).

PES job counsellors identify potential participants and guide them towards the program. Necessary skills to participate in programmes are assessed, such as language skills or qualifications that are needed for an apprenticeship in certain professions. This is done in order to identify potential jobs for the participant and skills that could be improved through the program. In the PES, a dedicated *Jobelo!* team works with the participants and employers and coordinates the activity of different PES departments involved in the program.

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<sup>(17)</sup> COSP is a non-profit association that is financed by an annual convention established with the Ministry of Work and Employment (Ministère du Travail, de l'Emploi et de l'Économie sociale et solidaire, MTEES) and the Ministry of Education (Ministère de l'Éducation Nationale, de l'Enfance et de la Jeunesse, MENJE). Its mission is to assess the social and professional skills of young jobseekers and guide them in their career plans.

The National Centre for vocational training (CNFPC) is involved in the access to an apprenticeship, while other services under the responsibility of the Ministry of Education, offer support throughout the program by providing information on the participants' eventual previous experiences with the implicated partners. In case a participant will not conclude a contract with an employer, these services can provide support for accessing offers that are not directly part of the program (ex: voluntary service provided by SNJ). All organizations also collaborate closely within the framework of the Luxembourg Youth Guarantee. Since 2014 the PES has a cooperation agreement with the national employers' association that, amongst other things, aims to increase the number of employers participating in the program.

Young people are accompanied throughout the program by a team of job counsellors and social workers. PES job counsellors identify potential participants and guide them towards the program. The program follows a step-by-step approach that aims to integrate young people without qualifications into the labour market. The program consists of the following stages:

- 1 During the first two months the participants take part in six practical workshops exploring different professional fields such as construction, catering, gardening and landscaping etc. so that young people find out about their skills and interests. Based on the outcome of these workshops, the counsellors at COSP help the participants to plan a professional career and organize an internship in a company.

During the first two months, the participants also receive socio-educational training (i.e. how to behave in the workplace, communication skills, teamwork) to prepare them for a real job situation. In addition, the PES Guidance Service crosschecks whether the planned entry into the labour market is in line with the skills and previous education the participant already has and which additional qualifications are required. At this stage the collaboration with the Ministry of Education plays a major role by providing the accurate information on the level of education and the eventual lack of competences that can be addressed during stage 3. In addition, the young people receive support in writing job applications, IT skills and communication techniques. The team gathers information on the young peoples' skills (like language skills or qualifications that are needed for an apprenticeship in certain trades and professions) and interests at an early stage of the program helping them to define their individual trajectories in close cooperation with partner organizations as well as employers. This is done in order to identify potential jobs for the participant and skills that could be improved through the program.

- 2 The next step is a one month internship in a private company, association or municipality to help participants to find out more about a specific profession (Professional initiation experience-*Expérience d'initiation professionnelle*, EIP). During this period the employer has the opportunity to get to know the young before proceeding with a support to employment contract (CAE) (see point 3). This work experience is organised by the COSP counsellor. They identify problems or questions that participants may have during this initial transition to working life. If the internship does not lead to a subsidised work contract, another internship can be organised. At the end of the internship, an evaluation is done by the young participating in the project, the counsellor and the company. During this period, the participant doesn't have a work contract and doesn't benefit from a salary.
- 3 If both the young person and the employer are satisfied and want to continue working together, they sign a subsidised employment contract (Employment Support Contract – *Contrat d'Appui Emploi*, CAE) for 12 months. The young person receives the social minimum wage. The employer provides on-the-job training and receives a reimbursement for 75% of the salary paid and 100 % of the social insurance contribution <sup>(18)</sup>. During this year, the young persons who require further qualifications to access an apprenticeship have the possibility to follow special classes. During this year, the young person is accompanied by a counsellor of the COSP with the objective that at the end of the CAE, the young person continues his professional training in the framework of an adult apprenticeship or that he is employed by the company.
- 4 At the end of the program, young people are in a position to apply for an apprenticeship or a long- or short-term working contract. Some may also decide to re-enter school to gain further qualifications.

The program team at the PES provides on-going support for the participants of the program after they find an apprenticeship or employment opportunities. In case a participant will not conclude a contract with an employer, these services can provide support for accessing offers that are not directly part of the program (ex: voluntary service provided by SNJ).

The National Centre for vocational training (CNFPC) is involved in the access to an apprenticeship.

The PES, COSP and Ministry of Education employ dedicated staff to run the program. In the COSP centres, a multidisciplinary team consisting of job

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<sup>(18)</sup> This reimbursement is paid by the Luxembourg Employment Fund that is tax funded. If the employment contract is extended for six months, the salary is subsidized by 50%.

counsellors, social workers and vocational trainers offer various socio-educational and vocational workshops. A monitoring committee composed of all partners involved in the program meets regularly in order to discuss individual cases and their potential trajectories and to agree on the next steps towards a positive outcome of the program for each participant

Since 2014 the PES has a cooperation agreement with the national employers' association that, amongst other things, aims to increase the number of employers participating in the program. Besides the general *Jobelo!* program, the PES and the Ministry of Education can organize special sector-specific training programs, especially for sectors that have a real need for workforce.

Since the «*JobElo*» has been launched in 2013, 92 apprenticeship contracts have been signed. Since its beginnings, 326 employers have participated in the project. In 2016:

- 265 young people have started training at COSP
- 193 have finished the training
- 125 young have followed up with an EIP Training
- 85 employment-support contracts (*contrats d'appui-emploi* (CAE agrément)) have been signed
- 32 other contracts have been signed (permanent contracts, determined contracts, Employment insertion contract (*Contrat d'insertion par l'emploi*, CIE), apprenticeship contracts, etc.)

## CHAPTER 4.

# Conclusion

The need to fight exclusion by supporting LTU and NEET have been part of the European agenda and have led to a number of initiatives and individualized support mechanisms in the Luxemburgish policy framework. In order to offer adequate responses in the framework of a problem that touches a very diversified population, the Luxemburgish policy answer is differentiated and lies in the diversification of the school offer, the initial and continuing professional training of actors in the fields of youth work and unemployment, but also in the individualized support mechanisms that those seeking help can benefit from.

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