



# Fostering sustainable labour market integration of migrants in Luxembourg: skills matching policies and instruments

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LE GOUVERNEMENT  
DU GRAND-DUCHÉ DE LUXEMBOURG  
Ministry of Family Affairs, Solidarity, Living  
Together and Reception of Refugees  
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The European Migration Network, created by Council Decision no. 2008/381/EC of 14 May 2008, has the objective of supplying up-to-date, objective, reliable and comparable information on migration and asylum in the Community institutions, to the authorities and institutions of the Member States and to the general public with a view to support policy- and decision-making with the European Union.

### **National Contribution from Luxembourg**

***Disclaimer:** The following information has been provided primarily for the purpose of contributing to a Synthesis Report for this EMN Study. The EMN NCP has provided information that is, to the best of its knowledge, up-to-date, objective and reliable within the context and confines of this study. The information may thus not provide a complete description and may not represent the entirety of the official policy of the EMN NCPs' Member State.*



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## Preface

The opinions expressed in this report are those of the authors. They do not necessarily reflect the positions of the Luxembourg Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees.

The present report was drafted by Nicole Holzapfel-Mantin, David Thiry, and Adolfo Sommaribas, staff members of the National Contact Point Luxembourg within the European Migration Network, under the overall responsibility of Prof. Dr. Birte Nienaber. Support was provided by the members of the national network of the National Contact Point Luxembourg: Sylvain Besch (CEFIS), François Peltier, Charlie Klein and Paul Reiff (STATEC), and by Laurent Peusch and Jonathan Pereira Neves (ADEM, the Ministry of Labour). Furthermore, a wealth of information has been provided by additional public bodies and NGOs.

## Methodology

National reports are produced by the respective National Contact Points (NCPs) on the legal and policy situation in their Member State according to common specifications. Subsequently, a comparative synthesis report is generated by the European Commission with its service provider giving the key findings from each national report, highlighting the most important aspects, and placing them as much as possible within an EU perspective. The various national accounts and the summary report are made publicly available.

The EMN engages primarily in desk research, i.e. it collects and analyses data and information already available or published at the Member State or international level. Legal texts, official documents (such as parliamentary documents) and reports have been used for this study. Furthermore, a breadth of experts has been consulted.

## 1) Introduction

While the issue of mismatched skills in Luxembourg is often recognised as a problem affecting the entire population, several stakeholders underline the higher significance of this problem for migrants from third countries. Public debates on this subject have been limited and consisted mainly of questions about up- and reskilling for the entire population. Stemming from its increased relevance for migrants, the driver for skills mismatches most frequently cited among the various stakeholders is insufficient language proficiency. Its transversal impacts strongly affect migrants' labour market integration as language proficiency can act as a gatekeeper as it affects access to information on for example how to navigate Luxembourg's labour market and how to successfully complete administrative processes before job search even begins.

Problems with the recognition of foreign credentials figured prominently in the list of country- and employer-related drivers as well. These issues are linked to the sometimes-perceived high number of regulated professions in Luxembourg and to migrant-related drivers such as lacking documents as well as informally acquired work experience and skills.

Discrimination on the labour market has been acknowledged as a problem in particular by NGOs, and is also evident among employers, who mentioned missing related policies and strategies. Numerous and diverse public and non-public approaches exist to counter skills mismatch and to support skills matching. This study counted, non-exhaustively, 17 public and 34 non-public measures, whose objectives tackle manifold causes of and/or try to prevent skills mismatch. Public initiatives and policy instruments often centre on up- and reskilling (including language classes), which is also reflected in the breadth of professional development offers. However, they also include measures to improve relevant internal processes and strategic policy documents.

While public approaches are available to most residents, initiatives offered by non-public entities are characterised by a stronger focus on different categories of migrants. Conveying labour market information and improving language proficiency were the objectives most commonly reported. Accordingly, the main challenges described were the low rate of recognition of foreign credentials, limited labour market information, and high language requirements.

Not all reported challenges are addressed proportionally to their reported significance. While diploma recognition has not been met with a response in proportion to how frequently it was reported, limited labour market information and high language requirements are tackled by public and non-public measures in accordance with their prevalence signalled by stakeholders. This is mirrored in the good practices shared, which mainly consist of language classes and several partially cross-cutting non-public approaches to support individual labour market participants (i.e. migrants, employers) as most entities have no competence in the area of policy regulation. Takeaways contributed by stakeholders included demands for simplification and increased speed and efficiency of administrative processes (including diploma recognition) and for more ways to learn languages and different approaches to language requirements. An invitation to open alternative ways for diploma recognition was included along with the suggestion to increase collaboration among stakeholders. More and extended support was proposed for applicants for international protection as well as for employers.

## 2) Approach

### 2.1) Sources

The Luxembourg contribution to this study is based on three different types of sources:

- 1) Most information was collected by sending out qualitative questionnaires to relevant national stakeholders, which were subsequently synthesized. The EMN LU NCP received 16 completed questionnaires.
- 2) Conduction of desk research, which involved analysis of legal texts, official documents (e.g. parliamentary documents) and reports.
- 3) Collection of information and quantitative data through six direct exchanges (e.g. personal interviews) with experts.

The questionnaires were adapted to match their recipients' areas of expertise and hence not all questionnaires that were sent out contained all questions. The large amount of rich information gratefully received allowed to clearly identify the most important trends.

### 2.2) Categorisation of stakeholders

To better understand the 22 contributing stakeholders active in the field of labour market integration of third-country nationals in Luxembourg, they were grouped into five different categories:

#### **Public actors (4)**

- National employment agency (ADEM)
- Ministry of Education, Children and Youth (MENEJ), Directorate-General for accreditation and recognition (DGAR)
- Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MSFVA)
- National Institute for Statistics and Economic Studies (STATEC)

#### **Organisations representing employers (3)**

- Chamber of Commerce (CDC)
- Chamber of Skilled Trades and Crafts (CDM)
- Inspiring More Sustainability (IMS Luxembourg)

#### **Organisations representing employees – Labour unions (2)**

- Luxembourg Confederation of Christian Trade Unions (LCGB)
- Independent Luxembourg Trade Union Confederation (OGBL)

#### **Civil society actors (11)**

- Luxembourg Association for Intercultural Dialogue (ALDIC)
- Association for the Support of Immigrant Workers (ASTI)

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- Dress for Success Luxembourg
- Foundation for Encouragement, Promotion and Integration (Foundation EPI)
- Femmes en détresse (Women in distress - FED)
- Hëllef um Terrain (Help on the ground – HUT)
- Luxembourg Red Cross and Centre for Social Integration and Cohesion (LISKO)
- North-South Cooperation (CNS)
- Passerell
- SINGA Luxembourg

### **Research institutions (2)**

- Centre for Intercultural and Social Studies and Training (CEFIS)
- Luxembourg Institute of Socio-Economic Research (LISER)

### **Selection criteria for initiatives**

In total, 34 different initiatives to counter skills mismatching and/or promote skills matching (see question 4.4 and the appendix) were either found through desk research or suggested by stakeholders. As each NCP was asked to provide a maximum of three initiatives, the initiatives listed in question 6 were selected based on how well they fulfil the following five criteria:

- Approach tailored to migrants' individual profiles rather than a general approach
- Process for identifying migrants' skills and qualifications
- Valorisation of identified migrants' competences
- Incorporation of sector-specific training courses or other complementary courses (e.g. language courses, courses on labour market rules)
- Bridge-building to the labour market by connecting migrants with employers.

## Excursus

Access of applicants of international protection (AIPs) (and for those granted a deferral or suspension of removal) to the Luxembourgish labour market

In order to be allowed to work in Luxembourg, AIPs need to obtain a temporary work permit (*autorisation d'occupation temporaire* - AOT). An application for an AOT can be submitted to the National Employment Agency (*Agence pour le développement de l'emploi* - ADEM) six months at the earliest after the application for international protection has been submitted to the General Department of Immigration of the Ministry of Home Affairs, if a decision on the application for international protection has not yet been taken by the Minister responsible for asylum, and provided that the AIP is not responsible for the delay in taking the decision (*see Article 6 (2) of the amended Law of 18 December 2015 on reception of applicants for international protection and temporary protection (Reception Law)*).

This temporary work permit is only valid for one profession and one specific employer and is valid for six months and can be renewed. The granting of an AOT does not entitle the holder to a residence permit, or to the payment of full unemployment benefits (*see Article 6 (2) of the Reception Law*).

AIPs and their prospective employers jointly submit the AOT application. While ADEM will verify whether the employer has duly declared the vacant position intended for the AIP, the final decision to grant or refuse the AOT is taken by the General Department of Immigration (ADEM, 2025a). The labour market test conducted by the Employment Development Agency (ADEM) is waived for these individuals.<sup>1</sup>

### 3) Drivers of Skills Mismatch in Luxembourg

This section covers drivers of skills mismatch in regard to vertical skills mismatch (mismatch regarding the level of skills/education) as well as horizontal skills mismatch (mismatch in the field of education).

#### 3.1) Stakeholders have addressed the following 12 migrant-specific drivers for skills mismatches, i.e. drivers related to the migrant populations in Luxembourg, which were drawn from available literature and expert opinions

##### 3.1.1) Country of origin related drivers (e.g. lack of documentation of qualifications)

A total of 16 stakeholders found this driver to be applicable.

One stakeholder confirmed the existence of country-of-origin-related drivers of mismatches in general based on their exchanges with affected individuals.<sup>2</sup>

A general **lack of documentation** of qualifications was the main reported country-of-origin-related driver.<sup>3</sup> Several stakeholders noted this issue was especially relevant for refugees<sup>4</sup> as they potentially experience difficulties with their necessary documentation while fleeing (e.g. forgotten or not ready on departure) or struggle with the non-existence of diplomas, for example when specific documents, such as secondary school diplomas in Eritrea, are simply not issued.<sup>5</sup> While documentation is more available for higher education degrees, this is less the case for the trade sector (country-dependent).<sup>6</sup>

The **resulting inability of AIPs to request the recognition of their diplomas and professional certifications in Luxembourg**<sup>7</sup> was another reported cause for skills mismatches. Sectoral differences also play a role, for example the agricultural sector, which may be larger in countries of origin than in the host country.<sup>8</sup>

Not translated certificates of migrants may also hinder access to training in the host country.<sup>9</sup>

##### 3.1.2) Disparities in education system between country of origin and receiving country (e.g. strong vocational focus in receiving countries not present in countries of origin)

A total of eleven stakeholders found this driver to be applicable.

**Differences between the needs of the labour markets** in migrants' countries of origin and in the European Union as well as regarding **educational systems in the countries of origin (CoO) and destination, which are not always comparable** (e.g. Luxembourg's multilingual school system, tertiary education), were noted by several stakeholders<sup>10</sup> as compulsory education is not mandatory everywhere<sup>11</sup> and the **curricula in elementary and secondary education may differ** in countries of origin and destination.<sup>12</sup> The Chamber of Skilled Trades and Crafts (CdM) illustrated the latter point using the example of Luxembourg's dual vocational education system (i.e. combining apprenticeships in a company and vocational education at a vocational school), which is often unknown to migrants.<sup>13</sup> In addition, the breadth of the competences/qualifications certified by vocational diplomas often differ between countries e.g. in terms of acquired knowledge on safety standards, technologies,<sup>14</sup> the duration of schooling or trainings may vary, and educational systems might not always keep up with changing professions.<sup>15</sup>

TCNs might have **acquired technical job-related skills and experience informally** in their countries of origin without having pursued a formal education<sup>16</sup>.

### 3.1.3) Disparities in skill requirements for specific professions between country of origin and receiving country

A total of 12 stakeholders found this driver to be applicable.

Overall, training standards and skills acquired do not always correspond to the requirements of the labour market in the host country, which can make access to the regulated professions more difficult.<sup>17</sup> It has been reported that positions in Luxembourg usually require different<sup>18</sup> or higher skills than similar positions in countries of origin (e.g. required linguistic and job-related skills as well as experience),<sup>19</sup> which can make diploma recognition more difficult.<sup>20</sup> Professional standards and required certifications differ from sector to sector and significantly between countries,<sup>21</sup> especially regarding technological implementation and digitalization, as well as workplace safety and security.<sup>22</sup>

Hence, while migrants may have practical skills, they often **lack familiarity with local norms, tools, and compliance requirements**,<sup>23</sup> such as the hazard analysis and critical control points (HACCP)-tool and work-safety standards.<sup>24</sup> Similarly, migrants may not know where to start the process of learning about the skills required for the job they intend to work in, i.e. searching the [ROME-database](#) (Répertoire Opérationnel des Métiers et des Emplois / Operational Directory of Occupations and Jobs)<sup>25</sup> or higher skills than similar positions in countries of origin (e.g. required linguistic and job-related skills as well as experience),<sup>26</sup> which can make diploma recognition more difficult.<sup>27</sup> However, this process of understanding and (self-)assessing migrants' transferable skills can provide new ideas about trainings and jobs they could apply for once they are in the destination country.<sup>28</sup>

### 3.1.4) Extent of regulated professions<sup>29</sup> in country of origin– as opposed to receiving country- (i.e. regulations for the practice of certain professions)

A total of 13 stakeholders found this driver to be applicable.

Stakeholders pointed out that **many professions are regulated in Luxembourg unlike in many countries of origin**.<sup>30</sup> This could be attributed to liability issues and efforts to protect degrees and titles<sup>31</sup> or could be related to the type of profession (to protect the health and patrimony of the user), as e.g. medical professions are very highly regulated in Luxembourg<sup>32</sup> but also professions in the skilled trade and craft sector (e.g. electrician, plumber, bricklayer, mechanic) are regulated.<sup>33</sup> Migrants reported to supporting NGOs<sup>34</sup> that they find it **challenging to fulfil the prerequisites to access professional trainings** (e.g. language and mathematics requirements) for some trades or the health sector, which are only offered through public bodies and not by private entities. In order to be eligible to register for such professional training courses, applicants are required to have already contributed to the social security system for 12 months.<sup>35</sup>

In addition, some migrants may have worked in professions, such as police or military officer, in which they are not permitted to work in Luxembourg, as these professions are reserved to Luxembourgish citizens.<sup>36</sup>

### **3.1.5) Age-related drivers (in combination with migrant status interact on skills mismatch, e.g. age at time of arrival, these could impact skills mismatch, since younger migrants tend to have less difficulties in learning the language of the receiving country)**

A total of ten stakeholders found this driver to be applicable.

**Difficulties and challenges** associated with language acquisition<sup>37</sup> and with other efforts undertaken by migrants to integrate into the domestic labour market **increase with age**,<sup>38</sup> such as the potential need to update academic or technical skills.<sup>39</sup>

Migrants who arrive as children are usually smoothly integrated into the school system (in specific school classes) and are prepared for the labour market, while young migrants who might already have some foreign schooling or work experience already experience difficulties (due to disparities in educational systems, different work standards etc.) and need a lot of support (coaching and mentoring), to overcome their 'culture shock'.<sup>40</sup>

Migrants, in particular BTPs, who arrive at an older age, may not be eligible to work anymore as they have reached retirement age and might not be familiar with digital tools required by today's labour market.<sup>41</sup>

### **3.1.6) Gender-related drivers (that in combination with migrant status interact on skills mismatch)**

A total of eight stakeholders found this driver to be applicable.

The social expectations attached to the roles of women and men in different cultures, are seen to affect skills matching. This phenomenon mainly affects the role of women, regardless of their status, in their families.<sup>42</sup> **Trauma from gender-based (domestic) violence**, or gender-based discrimination as such (in countries of origin and destination),<sup>43</sup> can also have a strong **impact**. This has an intersectional<sup>44</sup> effect not only on how (migrant) women's skills are matched<sup>45</sup> but also on their careers.<sup>46</sup>

**Arriving migrant women might also have had less schooling** in their CoO and their (soft) skills acquired at home are not recognised or valued on the labour market in the host country.<sup>47</sup>

**Migrant women might be more homebound** and may not speak the language of the host country (well enough) and they might not have enough opportunities to practice the language<sup>48</sup> and/or less confidence to express themselves.<sup>49</sup> The possibility of migrant women being forced into accepting low-skilled jobs, for which they might be overqualified, has also been reported<sup>50</sup> (see also 3.1.7).

**Single migrant mothers may be overwhelmed** with childcare duties, language acquisition and labour market integration as it is often the case with female BTPs from Ukraine.<sup>51</sup>

**Transgender migrants** often report experiencing discrimination unrelated to their skills, which creates additional barriers to labour market integration.<sup>52</sup>

**Men** might feel more pressured in the host country to keep up their role as bread winner and to send remittances back to their country of origin and as a result might feel forced to accept jobs for which

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they are overqualified. Their cultural perception of the role of the man might prevent them from participating in training courses as well.<sup>53</sup>

### 3.1.7) Language proficiency of language of receiving country

A total of 13 stakeholders found this driver to be applicable.

**Luxembourg has three official languages** (Luxembourgish, French and German) with English as a lingua franca that is occupying a significant and growing role on the labour market.<sup>54</sup> Consequently, **Luxembourg's labour market is multilingual**, hence advanced language skills in several languages (mostly French, Luxembourgish, German, and English) are prerequisites.<sup>55</sup>

The number of languages spoken in Luxembourg in daily life and at work, is perceived as an advantage and/or as a barrier. **High language requirements are seen as a central obstacle** to integration in general and to the labour market in particular by most stakeholders.<sup>56</sup> Another stakeholder, Dress for Success, narrows the issue of language proficiency down to at least certain professions<sup>57</sup> and HUT and LSKO highlight the indispensability of French for labour market integration in Luxembourg, which is aggravated by insufficient, unsuitable and non-compulsory language classes.<sup>58</sup>

How easy and fast Luxembourg's languages are acquired also depends on how linguistically close migrants' mother tongue is and whether the learners are literate.<sup>59</sup> Language acquisition is also affected by gender-roles, particularly for migrant women, who, due to their roles in their families, might not always have enough time to attend language classes.<sup>60</sup>

As a consequence of limited language proficiency, migrant women might need to accept low skilled jobs (e.g. in areas such as cleaning, domestic work or catering) where their skills remain invisible (see also 3.1.6) and they might not be able to support their children's schooling, which in turn further perpetuates inequalities and even lower self-esteem.<sup>61</sup>

Linguistic problems can also stretch beyond language proficiency. For newcomers to Luxembourg, it is critical as it is **difficult to understand in which context, which language is spoken** in the country. While it is advisable to learn French to find employment, a minimum command of Luxembourgish is necessary to acquire citizenship or to integrate into society. Some BIPs deplore the lack of personalised advice on which language or languages to learn in their initial integration phase.<sup>62</sup> Based on exchanges with incoming migrants who had no command of any of Luxembourg's official languages, the trade union LCGB confirms this finding and noted that the country's linguistic situation is often misunderstood by newcomers. Migrants sometimes think that they need to learn Luxembourgish to integrate into the labour market and have difficulties understanding that it would be more helpful to learn French instead.<sup>63</sup>

### 3.1.8) Length of stay (considering that the longer migrants live in a country, the more the extent of skills mismatch tends to be reduced)

A total of seven stakeholders found this driver to be applicable.

The length of migrants' stay is interpreted either **as problematic or as providing more opportunities** depending on the respective actors. On the one hand, the longer migrants are not working in the

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country, the more difficult their labour market integration becomes as long idle periods may lead to loss of skills and also self-confidence.<sup>64</sup> On the other hand, the longer migrants stay in the host country, the better they may know the labour market, any job-specific requirements and how to access professional development and diploma recognition<sup>65</sup> and also the host country's language.<sup>66</sup> Over time, they might be able to participate in trainings to receive certifications<sup>67</sup> or they might reunite with their family and support their integration.<sup>68</sup> How the length of migrants' stay affects their labour market integration may also depend on migrants' age and on how well migrants are integrated into different social environments. Prolonged isolation within their own networks might be counterproductive as their knowledge of the codes of the working world might be lost and the expansion of networks outside their community (bridging social capital) may become an insurmountable barrier.<sup>69</sup>

### **3.1.9) Limited information about the labour market/employers, migrants might exhibit in comparison to natives/locals**

A total of eleven stakeholders found this driver to be applicable.

Insufficient information about Luxembourg's labour market is seen as a problem by several stakeholders,<sup>70</sup> with Dress for Success attributing part of the problem to a lack of motivation from migrants when searching for a job.<sup>71</sup>

Limited information about Luxembourg's labour market can mainly be traced back to seven causes:

- 1) A general lack of understanding of the administrative organisation of Luxembourg's labour market, i.e. which forms have to be filled out until when, which documents must be submitted, and which other administrative procedures must be paid attention to.<sup>72</sup>
- 2) Limited knowledge about labour law, which can lead to employers taking advantage and exploiting migrants.<sup>73</sup>
- 3) Not knowing that certain information exists (employers and migrants) and how to access it (e.g. due to insufficient language proficiency of migrants).<sup>74</sup>
- 4) Limited knowledge about employers' expectations and which skills are in demand,<sup>75</sup> e.g. migrants often lack knowledge of the structure and requirements of the skilled crafts sector, including career and training pathways.<sup>76</sup>
- 5) Lack of awareness of job search channels, difficulties with tapping into social capital (networks, online platforms, recruitment agencies), which are usually found outside migrants' communities, and hence a lack of bridging social capital.<sup>77</sup>
- 6) Limited access to the internet and to other digital tools, especially in conjunction with language barriers, aggravate successful labour market integration.<sup>78</sup>
- 7) Insufficient or no experience with the unwritten rules and social codes of the labour market: e.g. being on time, knowing when to apologise, which procedures to follow, how to present their qualifications.<sup>79</sup>

### **3.1.10) Discrimination/Stereotypes in public against (certain groups of) migrants (e.g. colour, ethnicity/origin, status)**

A total of ten stakeholders found this driver to be applicable.

The **existence of labour-market-related racism and discrimination is confirmed** by several stakeholders<sup>80</sup> as well as by two studies commissioned by the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees conducted by CEFIS and LISER<sup>81</sup> and by CEFIS, respectively.<sup>82</sup> These studies describe the various forms racism and discrimination can take on from the victims' perspectives. For instance, they materialise as language-based exclusion when language requirements are set disproportionately high for a specific position to pre-select certain applicants. Another form of racism and discrimination consists of the non-invitation of an applicant to a job-interview because of their migratory background<sup>83</sup> or, in case a job-interview takes place, ignoring an applicant's professional background and qualifications, and focussing on aspects, which are irrelevant for the open position, such as the candidate's migratory background.<sup>84</sup>

Discrimination is also reported as intersectional and as occurring regardless of status, which is the case for migrant women in particular when they have darker skin and/or wear a scarf.<sup>85</sup> Discrimination may also hinder access to professional information and opportunities, such as career advice.<sup>86</sup>

The organisation Inspiring More Sustainability (IMS), a non-profit business network that promotes Corporate Social Responsibility and leads the Diversity Charter Luxembourg project, focussed on general circumstances by acknowledging that **broader social and cultural perceptions of migrants can influence their access to employment and contribute to skills mismatch**. Negative stereotypes, xenophobia, or limited public narratives around migrant success stories can shape employer attitudes and recruitment decisions. IMS exemplifies negative representation of migrants in the media, which in turn can affect public perception of migrants. In addition, lack of intercultural dialogue in communities and workplaces can lead to misunderstandings or undervaluation of migrant experiences and competences.<sup>87</sup>

The Chamber of Skilled Trades and Crafts (CdM) reported such a **severe labour shortage in the crafts sector that economic necessity tends to outweigh any existing racist or discriminatory attitudes**.<sup>88</sup>(see also 3.2.1).

### **3.1.11) Career gaps of migrants (e.g. due to migrant journey)**

A total of six stakeholders found this driver to be applicable.

Dress for Success linked career breaks not only to **migration** but also to gender (family care duties).<sup>89</sup> The NGO Foundation EPI specified that the problem is often not about migrants experiencing career breaks but rather them having to start new professional careers at a later age.<sup>90</sup>

Migration sometimes has opposite effects on migrants' careers: on the one hand it has been reported that **due to their journey(s), and or PTSD** (post-traumatic stress disorder), migrants may have gaps in their CVs and their knowledge might become outdated,<sup>91</sup> which in turn could make it more difficult for them to successfully enter the labour market and thus diminish their confidence.<sup>92</sup> On the other hand, it has been observed that duly explained and justified migration-related career gaps are not a problem.<sup>93</sup>

In some cases, gaps might appear in migrants' CVs as they omit specific jobs they worked in in their CoO (e.g. political, legal, medical, military professions) to hide their overqualification when applying for entry-level jobs.<sup>94</sup>

Migrants may also be forced to inactivity until their application for residence has been approved<sup>95</sup> or as long waiting periods, which may occur between their registration with ADEM and ONIS and the meeting with a regional social inclusion officer were reported.<sup>96</sup> AIPs who were working on a Temporary Occupation Authorization (*Autorisation d' Occupation Temporaire*, AOT)<sup>97</sup> but whose international protection procedure is concluded negatively, will lose their AOT, which results in a short career break.<sup>98</sup>

### 3.1.12) Other drivers

Other migrant-specific drivers recognised by stakeholders are:

1. Mental health issues may hamper labour market integration.<sup>99</sup>
2. The trade union OBGL advocated for a **genuine right to training and inclusive lifelong learning for all workers** while lamenting that **financial incentives** for professional and continuing education for all workers, including migrants, are **missing**.<sup>100</sup>

## 3.2) Based on available literature and expert opinions, what are country-/employer-specific drivers for skills mismatching of migrants in Luxembourg, which were drawn from available literature and expert opinions

### 3.2.1) Economic and labour market conditions (e.g. economic recession, which might affect migrants' skills mismatch more than non-migrants)

A total of nine stakeholders found this driver to be applicable.

The **high demands put on employees by Luxembourg's unique labour market** (see 3.1.7), e.g. language requirements,<sup>101</sup> can lead to skills mismatches, which are seen to affect migrants more.<sup>102</sup>

For example, learning several languages is a time-intensive and costly undertaking<sup>103</sup> and migrants across all skill-levels report that they experience that language skills are often valued higher than actual technical/professional skills.<sup>104</sup>

Stemming from Tripartite-exchanges,<sup>105</sup> the LCGB, however, considered skills mismatch a problem that affects migrants and non-migrants alike.<sup>106</sup> Several stakeholders commented on the current situation of **acute labour shortages** and of recession and see the former circumstances either as **leading to more openness to hiring TCNs**<sup>107</sup> or as **potentially resulting in skills mismatches** as employers may be forced to hire migrants quickly, even if they do not fully match the job requirements.<sup>108</sup> The latter situation could also lead employers to look for motivated and reliable people, regardless of their migration-status<sup>109</sup> (see also 3.1.10). Issues related to the economic and labour market conditions are viewed to affect migrants' skills mismatch more than cross-border workers and local residents.<sup>110</sup>

The Luxembourgish labour market has also been described as offering more positions to prospective employees who hold a graduate degree than to people who want to work in the craft and trade sector, which is ascribed to be rigid and "only open" to specific nationalities.<sup>111</sup>

Inspiring More Sustainability Luxembourg (IMS) generally described the hiring processes by the signatories of the Diversity Charter as often developing in two ways: (1) employers hire individuals whose skills align with the job and invest in their training to further develop their potential; or, less frequently, (2) employers hire someone who is overqualified for the role due to limited opportunities in the labour market.<sup>112</sup>

### **3.2.2) Structure of housing markets (e.g. housing policies with no rent caps, shortage of affordable housing in areas with available matching jobs for migrant population's profiles)**

A total of ten stakeholders found this driver to be applicable.

The **housing market in Luxembourg is tense**, which is e.g. acknowledged in the Coalition Agreement 2023-28<sup>113</sup> and by the Minister of Housing and Spatial Planning,<sup>114</sup> as well as by professionals working in real estate.<sup>115</sup> The National Employment Agency (ADEM) indicates that housing prices play a decisive role in foreign workers' decisions on whether to move to Luxembourg or not. This means that the current housing crisis has the potential to affect the country's leverage on narrowing or closing the skills gap.<sup>116</sup>

**Luxembourg's housing market is not spared from discrimination issues.**<sup>117</sup> In conjunction with its high competitiveness, Luxembourg's housing market is problematic for migrants.<sup>118</sup> More specifically, high rental prices and low availability of (affordable) housing can **force people to find accommodations further away** from the cities in more affordable rural areas.<sup>119</sup> For people living in rural areas where the coverage of the public transport network is insufficient, getting to language classes or to work can be quite difficult. This problem is not always sufficiently addressed through online classes (as these necessitate equipment and some technological knowhow).<sup>120</sup> This situation is aggravated by the fact that legally residing TCNs in Luxembourg are not allowed to look for accommodation in a neighbouring country.<sup>121</sup>

AIPs are accommodated in reception structures, with little individual space and privacy, which can negatively impact their mental and physical health and in turn also their employability.<sup>122</sup> As **refugees must reside in Luxembourg**, they do not have the possibility to profit from more affordable housing in neighbouring countries. Without any financial capital or family support, access to home ownership is practically impossible.<sup>123</sup>

The tense housing market may even **impact refugees' decision to work**. Refugees sometimes feel forced not to work in order to not be expelled from the reception structures. They assume that they would not be able to find accommodation on the housing market with the income they would earn while working.<sup>124</sup>

Often, a permanent work contract (CDI) and a certain income level above the minimum wage are necessary to even have some kind of chance on the rental market in Luxembourg.<sup>125</sup> New arriving migrants are also challenged by the difficult housing situation in Luxembourg.<sup>126</sup>

### **3.2.3) Limited accessibility/availability of social assistance**

A total of three stakeholders found this driver to be applicable.

In terms of access, social assistance is **not always sufficient**.<sup>127</sup> For example, the option of going (back) to university and study to obtain Luxembourgish diplomas might not be financially feasible for all migrants as student status is not compatible with receiving a social inclusion income (REVIS).<sup>128</sup>

Migrants are also confronted with social workers who often do not have enough time for each migrant and sometimes need more specific labour market-related information to prevent skills mismatch.<sup>129</sup> Finally, navigating through complex administrative procedures and identifying the social assistance they are entitled to is another major challenge.<sup>130</sup>

#### **3.2.4) Limited access to formal childcare (for migrants based on their status, as opposed to non-migrants)**

A total of five stakeholders found this driver to be applicable.

The persistence of this challenge has been confirmed for BTPs<sup>131</sup> and migrants in general.<sup>132</sup>

According to ADEM, another potential challenge could be tied to the fact that 66% of Ukrainian refugees are women, often with children, who depend on childcare in order to work. If they cannot find a childcare spot that corresponds to their working hours, they may no longer be looking for work and are closing their file.<sup>133</sup> These challenges largely persist.<sup>134</sup>

The Division of Intercultural Living Together at the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees confirmed that labour market integration, access to childcare facilities and learning and practice of an administrative language of the country are three major challenges for third-country national women regularly highlighted by national stakeholders.<sup>135</sup> The process for applying for a childcare spot is complex.<sup>136</sup> If access to childcare is insufficient, it **can hinder especially migrant women to work full-time** in jobs that match their qualifications and participate in professional development or language classes<sup>137</sup> and thus obstruct their financial independence.<sup>138</sup> Insufficient access to childcare especially keeps women from taking language classes, which in turn makes it difficult or impossible for them to successfully complete necessary administrative processes related.<sup>139</sup>

**Access to (publicly funded) childcare is limited to those with a work contract** which affects individuals with TUC<sup>140</sup>-placements and the participants of some language-courses, as they are not counted as equivalent of a work contract. Limited childcare access, however, can have a negative impact on parents' and especially single parents' abilities to learn a language and look for work.<sup>141</sup>

#### **3.2.5) Employer-specific conditions (e.g. no diversity and inclusion strategy from which particularly migrants would benefit from in terms of skills mismatch)**

A total of eight stakeholders found this driver to be applicable.

A general lack of awareness has been attested to employers by one stakeholder who also demanded an action plan to remedy this shortcoming.<sup>142</sup> Employers are often seen as misinformed or as not informed at all on how to hire TCNs.<sup>143</sup>

The fact that obtaining an AOT is even more complex for AIPs further dissuades employers from hiring them. The absence of government-led programmes for labour market integration of migrants (e.g. the [HOPE-programme](#) in France) can be considered a barrier to access the labour market.<sup>144</sup>

Limited implementation of strategies on corporate social responsibility (CSR) or environmental, social, governance (ESG)<sup>145</sup> or the absence of a diversity and inclusion (D&I) strategy within organisations have been seen as significantly contributing to skills mismatch which particularly affect migrants<sup>146</sup> (see 3.2.7). Even though, three stakeholders mentioned that at least some employers have such regulations in place.<sup>147</sup>

IMS observed additional employer-specific factors:

- Discriminatory or biased recruitment procedures:

Some employers rely on criteria that are not based on hard or soft skills, motivation, or life experience. Instead, their decisions may be influenced by stereotypes or assumptions, which can disadvantage migrant candidates.

- Lack of awareness, training on unconscious biases, and micro-aggressions:

Without proper training, recruiters and managers may unintentionally overlook qualified migrant candidates or undervalue their competences - also reported by the CdM and the Luxembourg Red Cross.<sup>148</sup>

- Limited multicultural awareness and sensitivity:

Employers may not be equipped to understand or integrate diverse cultural perspectives, which can lead to misinterpretation of communication styles, qualifications, or work behaviours.

- Lack of support from leadership to create internal networks or Employee Resource Groups (ERGs):

These groups can play a crucial role in supporting minorities, fostering intercultural values, and creating safe spaces for dialogue and inclusion. Without leadership endorsement, such initiatives often fail to emerge or sustain.<sup>149</sup>

### **3.2.6) Migration laws, policies, and practices (e.g. recognition processes of foreign qualifications, insecure status)**

A total of 16 stakeholders found this driver to be applicable.

Stakeholders listed five main issues related to migration laws, policies, and practices.

#### **3.2.6.1) Recognition of foreign diplomas, qualifications, and experience**

The problem of recognition of foreign diplomas, qualifications, and experience<sup>150</sup> (see also 3.1.1) was mentioned most frequently and will hence be examined in more detail.

The importance of getting foreign qualifications recognised stretches beyond the regulated professions. Recognised qualifications are vital for career development and mobility across all skill-levels.<sup>151</sup> Difficulties with the recognition of diplomas can hinder access to training<sup>152</sup> and/or result in overqualification, where highly educated individuals are employed in low-skilled positions. In conjunction with the complexity and length of administrative procedures required to obtain residence

Fostering sustainable labour market integration of migrants in Luxembourg: skills matching policies and instruments and work permits, employers may be faced with a choice between hiring a less qualified candidate with legal work status or a highly qualified individual without the necessary permits. This situation places migrants at a disadvantage and can hinder their professional integration.<sup>153</sup>

Even though recognition may not be needed for all occupations as migrant employees can be absorbed into the labour market if their prospective employers hire them without recognition and internally assess their skills or train them on-the-job,<sup>154</sup> the recognition of diplomas, which can also affect holders of EU-diplomas, is seen as one of the most critical causes for skill mismatches.<sup>155</sup>

Stakeholders raised four points in particular:

- 1) The **low recognition rate** of diplomas or professional experience is an obstacle to validate migrants' acquired experience.<sup>156</sup>
- 2) Recognition of diplomas, etc. **cannot be obtained on the private market**<sup>157</sup> as this is only done by the competent authority.
- 3) **Recognition processes**<sup>158</sup> are seen as a driver.<sup>159</sup> They are described as **complex and time-consuming**,<sup>160</sup> if not restrictive,<sup>161</sup> particularly when documentation is incomplete or qualifications do not align with Luxembourg's standards.<sup>162</sup> AIPs are not eligible to apply for diploma recognition<sup>163</sup> until their application for international protection has been approved. Migrants who bring professional experience in manual tasks without diplomas from their home countries, often run into administrative difficulties with getting their experience recognised. These difficulties can lead to people accepting lower skilled jobs, changing career direction, and/or returning to education.<sup>164</sup>

The option of going (back) to university and study to obtain Luxembourgish diplomas might not be financially feasible for all migrants who would like to improve their career choices and skills matches as student status is not compatible with receiving social inclusion income (REVIS)<sup>165</sup> (see 3.2.3).

- 4) The issue that **diploma recognition is only available to BIPs, but not to AIPs**, has been raised by the NGO Passerell. Nevertheless, the time spent in the lengthy asylum procedures in Luxembourg could be used to better prepare AIPs, who have real perspectives of being granted protection, for the job market, which would hence prevent highly skilled applicants to apply for jobs that are below their qualification levels (which is a current phenomenon for migrants). Passerell would thus advocate in favour of diploma recognition during the asylum procedure in Luxembourg.<sup>166</sup>

Due to the essential nature of the **healthcare sector**, which is characterised by persistent labour shortages,<sup>167</sup> recognition of diplomas must often follow very specific processes.

#### Diploma recognition in the healthcare sector:

The main obstacle to finding qualified personnel in the healthcare sector is the professional recognition of diplomas and the right to practise. The Ministry of Health and Social Security is competent to control that the requirements for practicing in the healthcare professions - including diploma requirements are met before issuing a licence to practise.<sup>168</sup>

The process for the recognition of diplomas from the healthcare-sector, which have been obtained outside the EU can be summarised as follows:

Healthcare professionals trained in third countries must first obtain recognition of their diploma in another Member State in order to be allowed to practice their profession in Luxembourg. This obligation applies to almost all medical fields in Luxembourg and is due to the fact that no training programme in these fields is offered in Luxembourg.

However, the [Law of 31 July 2020](#) on the organisation of specialised medical studies at the University of Luxembourg, which amended the Law of 28 October 2016, initiated training in neurology, oncology and general medicine at the University.<sup>169</sup> In turn, this allowed the Ministry of Higher Education and Research to implement a recognition procedure for these professional qualifications obtained in third-countries so that these diploma holders will not have to get their degrees recognised in another MS first.<sup>170</sup> Discussions to extent this training offer at the University to include paediatrics and psychiatry are underway.<sup>171</sup>

However, the lack of medical training programmes and the resulting impossibility to recognise medical diplomas from third countries has reportedly driven several medical doctors to seek approval to practice elsewhere.<sup>172</sup>

#### ADEM's role:

While ADEM does not have a mandate to intervene in these processes, the agency does support job seekers in acquiring the language skills required by current legislation.<sup>173</sup>

ADEM informs the job seekers of the procedures to follow in order to apply for recognition of their diploma and the right to practise. If such recognition is not possible, ADEM tries to redirect them towards other professions. Indeed, in the absence of recognition of their qualifications, some job seekers possibly move on to pursue other careers outside the healthcare sector.

However, some could join an entry-position in the healthcare sector in the position of lower-skilled staff, with the possibility of undergoing training courses leading to additional qualifications. Upskilling and reskilling approach is supported by ADEM and some of these people have begun or successfully completed professional retraining<sup>174</sup>

#### Availability of relevant data and information:

Data on the country in which the qualification was obtained are not currently recorded in the professional register of persons authorised to practise. However, within the frame of the current overhaul of the Digital Register of Health Professions such data will be recorded for all new applications for authorisation to practise.<sup>175</sup>

However, ADEM supplied information on the registered job seekers, which helps to contextualise the issue of mismatch and skill shortage in Luxembourg's healthcare sector and its 24 regulated healthcare professions.

On 18 December 2024, 641 available resident job seekers registered with ADEM were looking for a job in the health, care and social sectors as their first application.

In this group of registered job seekers:

- 80% were women.
- 60% were under the age of 45,
- 26% had a bachelor's degree,
- 17% had a master's or PhD,
- 18% had a non-EU-27 nationality. It is important to mention, that the number of those with a non-EU-27 qualification could be even higher,
- 33% had between 1 and 4 years of professional experience,
- 25% had between 5 and 9 years of professional experience.<sup>176</sup>

ADEM also reported that in January 2025, around 200 people were registered with a diploma in a healthcare profession (nurses, doctors, laboratory technicians, psychologists, occupational therapists, speech therapists, midwives, masseur-physiotherapists, etc.) issued by a third country who do not have the right to practise in Luxembourg. Half of these people stated that they have the language skills required for the healthcare professions (i.e. a B2 level of German or French).<sup>177</sup>

The share of beneficiaries of international protection with higher education qualifications amongst the total number of available job seekers in Luxembourg corresponded to 2,8% in July 2025 (compared to 4,5% in July 2022, 3,7% in July 2023, and 3,5% in July 2024). For beneficiaries of temporary protection, this share corresponds to 5,1% in July 2025 (compared to 8,1% in July 2022, 6,0% in July 2023, and 5,5% in July 2024).<sup>178</sup>

On 5 September 2025, 141 job seekers from third countries holding a diploma in a regulated medical profession, which they have obtained in a third country, were registered with ADEM. Most job seekers from this group received their diploma either in Brazil or in Ukraine. In addition to this group, approximately 50 TCN job seekers were registered with ADEM who have a health diploma but do not have the required level of qualification or were inactive for more than 10 years.<sup>179</sup>

### 3.2.6.2) Status-related problems:

AIPs have an uncertain status and BTPs' status is only secured until 4 March 2026. Hence it is difficult for them to plan ahead or to find employment. Further, AIPs have to wait six months before they can apply for an AOT. They are not subject to the labour market test (see 6.1.4). Instead, it has been suggested by a stakeholder to facilitate access to work and information for the employer by stating "Unlimited access to work" on the residence permit without having to fill in a form (e.g. [orange card](#) in Belgium).<sup>180</sup>

### 3.2.6.3) Lack of initial support

Due to the quite complex and long immigration procedures, the lack of initial support for migrants to access the labour market has been lamented.<sup>181</sup>

### 3.2.6.4) Missing support for the private sector to hire migrants

Such support, which could take on the form of initiatives to employ job seekers who are older than 50 years (EMI50+),<sup>182</sup> is particularly critical for small craft businesses that often lack Human Resources expertise.<sup>183</sup>

The NGO North-South Cooperation mentioned the lack of economic incentives for employers to hire AIPs, meaning that it would be more expensive to hire an AIP than to hire a job seeker registered with ADEM.<sup>184</sup>

Current procedures for hiring individuals from outside the EU add complexity and can create disadvantages.

IMS has observed that some employers may feel "afraid" or reluctant to engage them due to the long and complicated processes (e.g. application for an AOT, which is necessary for hiring AIPs or for an application for a temporary work permit when hiring a TCN salaried worker), preferring to hire EU nationals—even when their skills do not fully match the job requirements—simply because the administrative burden is lower. This dynamic can reinforce skills mismatch and limit opportunities for highly qualified TCN candidates.<sup>185</sup> ALDIC and the North-South Cooperation highlighted problems with the AOT procedure for the recruitment of AIPs.<sup>186</sup>

### 3.2.6.5) (Lack of) integration policies, and practices (e.g. no tailored, subsidized language trainings, no job guidance for migrants, no early facilitation of labour market access)<sup>187</sup>

A total of 11 stakeholders found this driver to be applicable.

Luxembourg does not prescribe companies how they should implement diversity measures.<sup>188</sup> The Government holds the view that society and economy should respect that there are different perspectives on diversity itself. The Government has been supporting companies for more than 30 years with diversity/equality programmes and is continuing to do so, including labels<sup>189</sup> that entail voluntary commitments to diversity.<sup>190</sup>

Besides a general remark on the existing room for improvement with respect to existing training,<sup>191</sup> stakeholders noted several aspects, which characterise this driver:

- 1) Absence of structured integration policies and practices can significantly contribute to skills mismatch among migrants (see 3.2.5). While some public initiatives exist, they are often not well known or not sufficiently tailored to the specific needs of employers and migrant job seekers. On this point, IMS indicates that many organisations are not aware of the associative ecosystem and networks that support migrant integration and employment. As a result, they miss opportunities to collaborate with actors who could help them identify and prepare talent with the right potential.<sup>192</sup>
- 2) Lack of diversity, equity, and inclusion (DEI) policies that influence Human Resources management and internal/external communication can lead to environments where migrant employees are not fully supported or understood, limiting their ability to apply their skills effectively (see 3.2.8).<sup>193</sup>
- 3) When employers do not see other businesses successfully hiring and integrating migrants as good examples they can follow, chances are that they may perceive it as risky or unfeasible. However, when they learn about successful cases, they might more likely be convinced and encouraged to try as well.<sup>194</sup>
- 4) Lack of (free of charge or subsidised) opportunities for TCNs to regularly practice their acquired languages to maintain and improve fluency<sup>195</sup>
- 5) Employers need guidance on how to hire TCNs and migrants job seekers need advice on how to access the labour market.<sup>196</sup>

The **existing vocational pathways need to be improved** (e.g. language classes for all workers).<sup>197</sup> **Tailored subsidised support and career guidance**, as well as **help with labour market access** for migrants are still **limited**<sup>198</sup> and **policies need to be adapted** to their actual target group, for instance by tailoring language trainings to the specific needs of the respective professions.<sup>199</sup>

In order to obtain access to the labour market via ADEM, job seekers have to master French at a certain level<sup>200</sup> and it is subject to different conditions depending on the migrant's status. Some employers may also prefer workers who are placed under work of public utility (TUC).<sup>201</sup>

Language trainings have been perceived as decisive for addressing skills mismatches. Dress for Success specified that they see many motivated job-seeking migrant women, who sometimes take too much (language training) upon themselves. As a consequence, they do not succeed, which in turn discourages them.<sup>202</sup>

### 3.2.6.6) Other drivers

IMS mentions digital recruitment bias as an additional barrier as automated screening tools and algorithms may unintentionally filter out candidates with non-standard CVs or foreign qualifications.<sup>203</sup>

## 4) National policies in Luxembourg for promoting sustainable labour market integration through countering skills mismatch/facilitating skills matching

Section 4 gives an overview of the responsible actors for addressing skills mismatch/promoting skills matching and provides an analysis of the available policies and initiatives in Luxembourg that aim to address skills mismatch among migrant groups and/or promote skills matching of migrant groups.

### 4.1) Who are the key actors in Luxembourg responsible for addressing skills mismatch/promoting skills matching of migrants?

Several public and private entities impact skills matching in Luxembourg. Whilst all the actors listed in this section deal with the issue of skills mismatching among migrant groups, the majority does not focus specifically or exclusively on this topic.

#### 4.1.1) Ministries

The Ministries related to education, namely the Ministry of Education, Children and Youth (MENEJ) and the Ministry of Research and Higher Education (MESR), are in charge of the former while several entities in Luxembourg are responsible for the recognition of diplomas, qualifications, and experience.

The Ministries of Labour, including the affiliated ADEM, of Living Together (formerly Integration), and of Gender Equality and Diversity further shape these processes by supporting skills matching projects or proposing and implementing relevant laws and policies.

**Table 1: Relevant ministries in charge**

Ministry	Competence
MENEJ	Accreditation of prior learning and experience (VAE) <a href="https://men.public.lu/en/systeme-educatif/professionnel/validation-acquis-experience.html">https://men.public.lu/en/systeme-educatif/professionnel/validation-acquis-experience.html</a>
MESR	Recognition procedure other health professions <a href="https://mesr.gouvernement.lu/en/demarches/reconnaissance-professionnelle/autres-professions-de-sante/procedure-de-reconnaissance-sante.html">https://mesr.gouvernement.lu/en/demarches/reconnaissance-professionnelle/autres-professions-de-sante/procedure-de-reconnaissance-sante.html</a>
	Any other foreign diploma <a href="https://mesr.gouvernement.lu/en/demarches/reconnaissance-academique/tout-autre-diplome-etranger.html">https://mesr.gouvernement.lu/en/demarches/reconnaissance-academique/tout-autre-diplome-etranger.html</a>
MTEESS (including ADEM)	Registration of job seekers, offering and organising professional development, up- and reskilling courses <a href="https://adem.public.lu/en.html">https://adem.public.lu/en.html</a>
MFSVA	Support of labour market integration measures <a href="https://mfsva.gouvernement.lu/en.html">https://mfsva.gouvernement.lu/en.html</a>

Ministry	Competence
MEGA	Support of labour market integration measures <a href="https://mega.gouvernement.lu/en.html">https://mega.gouvernement.lu/en.html</a>

#### 4.1.2) State services and administrations

The following entities organise training and professional development for the entire population (including migrants). There is no specific body that focusses on migrants in particular to reduce or prevent skills mismatching. However, a number of stakeholders propose measures to facilitate the employability of TCNs.<sup>204</sup> Many NGOs that support the employability of TCNs (as listed in Q4.4 and in the appendix) receive financial support from public bodies as well as from European funds such as the European Social Fund Plus (ESF+) and the Asylum, Migration and Integration Fund (AMIF). In light of the centrality of language skills in Luxembourg, numerous language classes are for example offered by Luxembourg's people university<sup>205</sup> and municipalities. These language classes are open to all residents and assist with improving integration and employability. For this reason, only language classes who directly link migrants' language acquisition with employability are mentioned.

**Table 2: Professional training and development offered and/or organised by state services and administrations<sup>206</sup>**

Training domains	Service or administration
<p><b>General interest training</b></p> <p>The <a href="#">Department of Adult Education</a> (SFA) is responsible for:</p> <ul style="list-style-type: none"> <li>• coordinating the training offered to adults through evening courses by secondary education together with the training provided by the National Institute for Languages (<i>Institut National des Langues, INLL</i>),</li> <li>• organising a scheme for adults which, through evening classes, provides access to the diplomas and certificates usually issued by daytime education with the exception of the vocational scheme (e.g. <a href="#">eBac</a>),</li> <li>• organising and defining the content of general interest courses in areas categorised as general training and social promotion,</li> <li>• defining the programmes of general interest courses and courses run for adults.</li> </ul>	<p><b>SFA - Service de la formation des adultes (Department of Adult Education)</b> Ministère de l'Éducation nationale, de l'Enfance et de la Jeunesse (Ministry of Education, Children and Youth, MENEJ)</p>
<p><b>Vocational training</b></p> <p>The <a href="#">Department of Vocational Training</a> (SFP) is tasked with:</p> <ul style="list-style-type: none"> <li>• the vocational training and social and educational supervision of unemployed workers and job seekers,</li> <li>• the back to education options (vocational aptitude diploma/diplôme d'aptitude professionnelle, DAP or vocational capacity certificate/certificat de capacité professionnelle, CCP),</li> </ul>	<p><b>SFP - Department of Vocational Training (Service de la formation professionnelle)</b> (MENEJ)</p>

<ul style="list-style-type: none"> <li>• adult apprenticeships,</li> <li>• organisation of the final apprenticeship examinations and examinations for the Master Craftsmanship in partnership with the relevant professional chambers.</li> </ul>	
<p><b>Vocational training</b></p> <p>The <a href="#">National Centre for Continuing Vocational Training</a> (CNFPC) is the preferred location to implement the continuing vocational training organised by the Ministry.</p> <p>The <a href="#">CNFPC</a> in Ettelbruck delivers:</p> <ul style="list-style-type: none"> <li>• professional guidance and initiation courses (<i>cours d'orientation et d'initiation professionnelles</i>, COIP) aimed at young unemployed people,</li> <li>• continuing vocational training and vocational retraining courses,</li> <li>• adult apprenticeship courses (DAP-CCP),</li> <li>• general or specific training to meet the requirements of companies, professional sectors or associations at the request of the Minister of Labour,</li> <li>• evening classes.</li> </ul>	<p><b>CNFPC - National Centre for Continuing Vocational Training</b> (<i>Centre National de Formation Professionnelle Continue</i>)</p>
<p><b>Language training</b></p> <p>The <a href="#">National Institute for Languages</a> (INLL), under the authority of the Ministry of Education, Children and Youth, has the following mission:</p> <ul style="list-style-type: none"> <li>• providing modern language courses to adults with a view to: <ul style="list-style-type: none"> <li>○ promoting plurilingualism,</li> <li>○ facilitating integration and social cohesion,</li> <li>○ contributing to people's employability,</li> </ul> </li> <li>• facilitating intercultural exchange through the practical use of the languages taught,</li> <li>• offering literacy classes.</li> </ul> <p>As a national certification centre, the INLL:</p> <ul style="list-style-type: none"> <li>• certifies knowledge of Luxembourgish for the regulated diplomas and certificates in respect of the Luxembourgish language,</li> <li>• organises international tests and examinations in foreign languages.</li> </ul>	<p><b>INLL - National Institute for Languages</b> (<i>Institut national des langues Luxembourg</i>) (MENEJ)</p>
<p><b>Digital skills</b></p> <p>The <a href="#">Digital Learning Hub (DLH)</a> is a public institution created in 2022 to contribute to the Government's mission to close the digital skills gap by way of continuing education. The DLH offers:</p> <ul style="list-style-type: none"> <li>• highly specialized courses in various sectors of IT for reskilling and upskilling</li> </ul>	<p><b>DLH - Digital Learning Hub</b> (MENEJ)</p>

<ul style="list-style-type: none"> <li>• courses that are open to everyone <sup>207</sup></li> </ul>	
<p><b>Integration and reintegration training</b></p> <p>The <a href="#">National Employment Agency</a> (ADEM) has a wide-ranging mission in the field of training including:</p> <ul style="list-style-type: none"> <li>• acting to retrain or re-employ the workforce,</li> <li>• promoting the training, redeployment and professional integration of disabled workers,</li> <li>• organising and providing vocational guidance for young people and adults, with a view to integrating them into the world of work,</li> <li>• providing guidance, training, job placements, redeployment and vocational reintegration for workers with reduced capacity to work.</li> </ul>	<p><b>ADEM - National Employment Agency</b> <i>(Agence pour le développement de l'emploi)</i></p> <p>(Ministry of Labour, Employment and the Social and Solidarity Economy)</p>
<p><b>Career guidance and orientation</b></p> <p>The Maison de l'Orientation (MO), under the authority of the Ministry of Education, Children and Youth brings together public bodies active in the field of educational and vocational guidance in one place and consists of eight different departments. The MO is open to all residents seeking advice on their educational and career path and helps them to identify their skills, abilities and interests.</p> <p>Anonymous walk-in sessions are available to the public and follow-up career guidance consultations can be requested. Five thematic counters on secondary education, training and professional career, higher education, youth information, and training for adults. The latter offers:</p> <ul style="list-style-type: none"> <li>• advice and information for adults (e.g., going back to school),</li> <li>• linguistic integration,</li> <li>• programs to improve reading and writing skills,</li> <li>• personalised learning workshops.<sup>208</sup></li> </ul>	<p><b>MO – Maison de l'orientation</b> <i>(Vocational Guidance Centre)</i></p> <p>(MENEJ)</p>

#### 4.1.3) Professional chambers' training bodies

Professional chambers are strongly involved in upskilling.

They are constantly increasing their training activities, and for a number of years already have special training facilities.

**Table 3: Professional training and development offered by the professional chambers**<sup>209</sup>

Training domains	Training body
<p><b>Continuing training and the Master Craftsmanship (<i>Brevet de Maîtrise</i>)</b></p> <p>Every year, the <a href="#">Chambre of Skilled Trades and Crafts</a> (<i>Chambre des Métiers</i>) offers a programme of courses and seminars for company managers and their employees.</p> <p>This training provision includes management courses adapted to the specific needs of small and medium-sized companies, courses to study towards the Master Craftsmanship as well as specific technical courses. The latter are reserved exclusively for companies in the crafts sector, which are registered with the Chamber of Skilled Trades and Crafts.</p>	<p><b>Chamber of Skilled Trades and Crafts (<i>Chambre des Métiers</i>)</b></p>
<p><b>Vocational and university training</b></p> <p><b>Initial training</b> – working together for high-quality education</p> <p>With regard to initial training, the <a href="#">Chamber of Commerce</a> (<i>Chambre de Commerce</i>) is committed to improving the quality of secondary education and in particular vocational education. It proposes curricula for general secondary education and is also actively involved in organising apprenticeships, in particular by identifying potentially relevant professions, developing programmes, providing general supervision and defining the operating methods.</p> <p><b>Continuing training</b> -<a href="#">House of Training (HoT)</a>: training courses tailored to the needs of companies</p> <p>The Chamber of Commerce is the co-founder of the House of Training, the reference partner for continuing vocational training for the Luxembourg economy. By bringing together the continuing vocational training offers from the Luxembourg School of Commerce (<a href="#">LSC</a>) and the Banking Training Institute (<i>Institute de formation bancaire Luxembourg</i>, <a href="#">IFBL</a>) (the training bodies of the Chamber of Commerce and the Luxembourg Bankers' Association respectively) under one umbrella, the House of Training offers a very wide range of training courses tailored to the needs of companies, employees and the employment market.</p> <p><b>University training</b> -<a href="#">ISEC (Institut Supérieur de l'Économie)</a> - a university of applied sciences</p> <p>With regard to university training, in addition to its partnership with the University of Luxembourg, the Chamber of Commerce has joined forces with the Chamber of Skilled Trades and Crafts to create the ISEC, which opened its doors in September 2016, and which complements the offered continuing vocational training programmes</p>	<p><b>Chamber of Commerce (<i>Chambre de Commerce</i>)</b></p>

by creating a "professionalising" tertiary training course. The ISEC offers higher education courses that lead to certification or a diploma. According to the Bologna nomenclature, the diplomas are delivered at a bachelor's or master's degree level. The courses can be followed as a work-study programme, but since the educational scheme is an applied one, it also provides for placements and apprenticeships in companies that enable students to obtain ECTS credits.

#### **Continuing training, specialist training and university training**

The Lifelong Learning Centre ([LLLC](#)) offers evening courses, seminars and specialist training together with university training, in association with Luxembourgish and foreign partners.

The LLLC also allows anyone that can provide proof of significant professional and/or non-professional experience to obtain one or several diplomas from its "Evening Classes" programme (including Computer Science and Office Automation Equipment, Accounting and Budgetary Control, Law, Marketing Actions, Social Skills, Economics and Management) without having to attend a course or sit examinations.

**Chamber of Employees (*Chambre des salariés Luxembourg, CSL*) - Luxembourg Lifelong Learning Center (LLLC)**

#### **4.1.4) Trade unions stakeholders**

**Table 4: Professional training and development offered by trade unions**<sup>210</sup>

Training domains	Training body
<p><b>Economic and legal training</b></p> <p>The <a href="#">EST</a>, the Higher School for Labour is a training institute that is under the authority of a tripartite board of directors, and under the supervision of the Minister of Labour.</p> <p>It provides courses aimed at employed workers and self-employed workers covering the acquisition, development and adaptation of their knowledge, particularly in the following areas: economics, taxation, constitutional law, employment law, social security legislation and culture.</p> <p>The EST may also be tasked with the training of staff representatives in companies based in the Grand Duchy of Luxembourg.</p>	<p><b>EST - École supérieure du travail (Higher School for Labour)</b></p>

#### 4.1.5) Associations and foundations

Private associations and foundations are also stakeholders as regards continuing training.

A non-exhaustive list of not-for-profit associations and foundations can be accessed via the search engine on the lifelong-learning.lu portal, as well as through the [directory of training bodies](#) published by the National Institute for the Development of Continuing Vocational Training (*Institut national pour le développement de la formation professionnelle continue*, INFPC).

Not-for-profit associations (a.s.b.l.) and foundations whose head office is located in the Grand Duchy of Luxembourg must be approved in order to carry out training activities, some of which are listed in Q4.4 and in the appendix.

#### 4.1.6) Sector specific bodies

There are currently several sector-specific bodies that are involved in delivering [continuing vocational training](#).

**Table 5: Professional training and development offered by sector specific bodies**<sup>211</sup>

Training domains	Research centre
<p><b>Construction sector</b></p> <p>The main objective of the Institute for Training in the Construction Industry (<a href="#">IFSB</a>), is to implement a sector-specific construction training system for all categories of employees. The IFSB is an initiative created by the Federation of Construction and Civil Engineering Companies (<i>Fédération des entreprises de construction et de génie civil</i>), and the Grouping of Building and Public Works Entrepreneurs (<i>Groupement des entrepreneurs du bâtiment et des travaux publics</i>).</p>	<p><b>IFSB - Institut de formation sectoriel du bâtiment (Institute for Training in the Construction Industry)</b></p>
<p><b>Hospital sector</b></p> <p>The DeWidong Continuing Vocational Training Centre (<i>Centre de Formation Professionnelle Continue DeWidong</i>, <a href="#">CFPC DeWidong</a>) was created by the Luxembourg Hospitals Alliance (<i>Entente des hôpitaux luxembourgeois</i>) and the trade unions OGBL and LCGB, as part of the hospital sector collective agreement. Its main purpose is market research and information on training provision, both on continuing training and certified training.</p> <p>It offers sector-specific training programmes for all categories of employees in establishments that are members of the Luxembourg Hospitals Alliance.</p>	<p><b>CFPC DeWidong (DeWidong Continuing Vocational Training Centre)</b></p>

#### 4.1.7) Higher education

**Table 6: Higher education**

Training domain	Training body
<p>The University of Luxembourg offers tertiary education at the:</p> <ul style="list-style-type: none"> <li>• Faculty of Science, Technology, and Medicine,</li> <li>• Faculty of Law, Economics and Finance,</li> <li>• Faculty of Humanities, Education, and Social Science and in</li> <li>• Five research centres.</li> </ul>	<p><b>University of Luxembourg</b> <b>Ministry of Research and Higher Education (MESR)</b></p>

**Table 7: Specialised higher education institutions**<sup>212</sup>

<p><a href="#">LUNEX University</a> of Applied Sciences</p> <p>Specialising in:</p> <ul style="list-style-type: none"> <li>• Sports</li> <li>• Motor skills</li> <li>• Physiotherapy</li> </ul>	<p><b>Private</b></p>
<p><a href="#">Luxembourg School of Business</a> (LSB)</p> <p>Offers:</p> <ul style="list-style-type: none"> <li>• full-time weekend MB</li> <li>• MA in management</li> </ul>	<p><b>Private</b></p>
<p><a href="#">Miami University Dolibois European Center (MUDEC)</a></p> <p>Awards foreign degrees</p>	<p><b>Private</b></p>

**Table 8: Short cycle programmes (BTS)**<sup>213</sup>

<p>A <a href="#">BTS (Brevet de technicien supérieur)</a> is a higher education short cycle study programme (minimum 120 ECTS), offered by public high schools, with a professional purpose that meets the needs of companies. Luxembourg currently offers <a href="#">36 BTS</a> in the following fields: commerce, health, industry, applied arts, crafts and services.</p> <p>The higher BTS professional diploma can be obtained through basic study, but also (in part) through the recognition of prior educational or professional experience (VAE).</p>	<p><b>Public high schools (MENEJ)</b></p>
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## **4.2) Have there been policy debates on skills (mis-)matching of migrants in Luxembourg between January 2023 and June 2025?**

Yes, although discussions and exchanges on this topic have been limited. Indirectly related discussions on Bill 8234<sup>214</sup> took place in Parliament. This debate, however, primarily centred on up- and reskilling in general as a solution to skills mismatches/skills gaps. Similarly, the "Skillsdäsch", which brings together the Luxembourg government and its partners, seeks to implement a comprehensive skill strategy that includes job seekers and workers, regardless of origin.<sup>215</sup>

The LCGB and the OGBL also recalled general Tripartite exchanges on Skills Mismatch, which were not linked to the specific situation of migrants.<sup>216</sup> During discussions on foreign talent, the focus remained mostly on attracting workers from other EU Member States. However, some bilateral exchanges between the Social Partners<sup>217</sup> and the Minister for Economy on attracting talent did include the facilitation of labour market access for highly qualified TCNs.<sup>218</sup> The OGBL believes that in the context of general labour shortages in Luxembourg, it is essential to continue discussions on the skills and qualifications of all workers. Migrants play an important role, as they represent a large part of the labour market in Luxembourg.<sup>219</sup>

## **4.3) Does Luxembourg have policies and instruments in place to counter skills mismatching and/or promote skills matching? YES/NO.**

Please note that when a table field contains "N/A" (not available), no information was provided.

### **4.3.1) Skills-Plang (continuation of the 2018-project Skillsbridges)**

- **Description:**

- The Skills-Plang was introduced by Bill 8234 (deposited in June 2023)<sup>220</sup> and was launched on 12 November 2025. This strategic tool for a changing labour-market represents ADEM's first initiative specifically for current employees and it has four main objectives:
  - Anticipating tomorrow's jobs
  - Improve employability through upskilling and reskilling programs
  - Combating unemployment
  - Improving the competitiveness and resilience of businesses by anticipating the skills needs of the Luxembourg market
- Eligible companies, i.e. companies, which operate in Luxembourg for at least three years and experience a significant transformation of their activities, particularly due to digitalization, ecological transition, or new customer expectations, receive support from external experts and funding (Employment Fund) to implement the Skills-Plang developed for them.<sup>221</sup>

- **Drivers for skills mismatch addressed:**

- Technological developments
- Limited or wrong skills
- Lack of knowledge about skills needs

- **Targeted form of mismatch:**

- not available

- **Target group of this policy/instrument:**

- Job seekers/unemployed people
- Small and medium-sized enterprises
- Employees

- **Beneficiaries of this policy/instrument:**

- Small and medium-sized enterprises

#### 4.3.2) Skillsdësch (Skills Roundtable)

- **Description:**

- Since autumn 2020, this platform that has brought together partners (Ministry of National Education, Children and Youth, Ministry of Labour, Employment and the Social and Solidarity Economy, companies and trade unions) to analyse skills needs, identify the most promising professional fields, define a training action plan and implement it.<sup>222</sup>  
This roundtable is a key reform measure of the National Recovery and Resilience Plan.<sup>223</sup>

- **Drivers for skills mismatch addressed:**

- Lack of knowledge about skills needs

- **Targeted form of mismatch:**

- Both

- **Target group of this policy/instrument:**

- All employees, employers, and job seekers

- **Beneficiaries of this policy/instrument:**

- Population at large

#### 4.3.3) Work-in-Luxembourg.lu platform

- **Description:**

- The [Work-in-Luxembourg.lu platform](#) has been launched in 2022 and directly targets talent from all over the world in national economic sectors that report severe labour shortage. On this platform, more than 1 000 open positions are published, job seekers and employers can post their profiles, job seekers can apply to the job offers and employers can directly contact suitable candidates.

This initiative has been classified by the [European Labour Authority](#) (ELA) as the best communication product within the European Employment Services network ([EURES](#)).<sup>224</sup> The Government Council has also approved a roadmap for the elaboration of a national strategy for the attraction, development and retention of talents: Luxembourg Talents Hub.<sup>225</sup>

- **Drivers for skills mismatch addressed:**

- Limited labour market information, Lack of communication amongst/with stakeholders

- **Targeted form of mismatch:**

- Both

- **Target group of this policy/instrument:**

- Job seekers, prospective employers

- **Beneficiaries of this policy/instrument:**

- Talent from all over the world

#### 4.3.4) Inter-ministerial platform to enhance the employability of AIPs, BIPs, and BTPs

- **Description:**

- Under the leadership of the MFSVA Division of Living Together (*Division du vivre-ensemble interculturel*, DVEI), an inter-ministerial platform to enhance the employability of AIPs, BIPs, and BTPs has been set up. Several stakeholders, i.e. the ONA, the National Social Inclusion Office (ONIS), the ADEM (Ministry of Labour), the DGIM (MAINT), as well as the SFA and SFP (MENEJ) work together to prepare and integrate AIPs for and into employment. Each stakeholder contributes their specific expertise to feed into a comprehensive approach, which can be adapted to individual needs. This platform pursues three interconnected objectives under the umbrella goal of getting the target groups into remunerated employment faster: (i) facilitate financial independence, (ii) speed up transition out of reception facilities, and (iii) promote integration into society.<sup>226</sup>

The working group discusses in particular: the implications of the new Reception Directive, which shall allow AIPs to access the labour market earlier, the creation of skills assessment mechanisms to assess the employability of AIPs as early as possible, and language trainings.<sup>227</sup>

- **Drivers for skills mismatch addressed:**

- Lack of social and financial integration

- **Targeted form of mismatch:**

- not available

- **Target group of this policy/instrument:**

- AIPs
- BIPs
- BTPs

- **Beneficiaries of this policy/instrument:**

- AIPs
- BIPs
- BTPs

#### 4.3.5) Vocational training pilot projects

- **Description:**

- The Government supports upskilling and reskilling of BIPs through vocational training pilot projects for which the National Centres for Continuing Vocational Training (*Centre national de formation professionnelle continue*, CNFPC) in Esch-sur-Alzette and Ettelbruck organize training courses for “cleaning agent” and “assistant cook.” These courses combine professional training with French courses. Upon completion, participants are placed with employers, including through job days organized specifically for this target group, as well as within the framework of individual guidance by ADEM.<sup>228</sup>

- **Drivers for skills mismatch addressed:**

- Lack of qualifications, insufficient language proficiency, career gaps, disrupted educational trajectories

- **Targeted form of mismatch:**

- Horizontal

- **Target group of this policy/instrument:**

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- Adults (18+ years) who have worked in Luxembourg for at least one year

- **Beneficiaries of this policy/instrument:**

- BIPs

#### 4.3.6) Language-integrated work-based learning for young adult migrants

- **Description:**

- In September 2024, Luxembourg introduced a new apprenticeship programme format, combining work-based learning with intensive French language training (eight hours per week). This initiative aims to make VET (vocational education and training) in Luxembourg more inclusive, reduce language barriers, improve accessibility for young, recently immigrated third-country migrants, and increase their chances of sustainable labour market integration upon achieving a qualification.

Many participants have experienced disruptions in their educational pathways and learning processes and have been schooled in multiple languages during transitions between countries. Although many of them possess prior professional experience or have acquired skills through formal, non-formal, or informal learning, they may struggle with independent reading and writing in the Latin alphabet.<sup>229</sup>

- **Drivers for skills mismatch addressed:**

- Insufficient language proficiency, disrupted educational trajectories, limited accessibility of VET

- **Targeted form of mismatch:**

- not available

- **Target group of this policy/instrument:**

- Young adults (aged 18-23) who cannot access regular VET programmes due to insufficient proficiency in the country's teaching languages (French, German, and English).

- **Beneficiaries of this policy/instrument:**

- Recently immigrated TCNs aged 18-23 years

#### 4.3.7) Additional vocational training measures

- **Description:**

- AIPs and BIPs who are registered with ADEM have access to additional training measures, such as language classes, sectoral training and training for digital competences.<sup>230</sup> ADEM offers financial aid and guidance for job seekers to access vocational training. Covers tuition and sometimes transport costs.<sup>231</sup>

- **Drivers for skills mismatch addressed:**

- Lack of qualifications, insufficient language proficiency, financial barriers, skill gaps, career gaps<sup>232</sup>

- **Targeted form of mismatch:**

- Both<sup>233</sup>

- **Target group of this policy/instrument:**

- Registered job seekers<sup>234</sup>

- **Beneficiaries of this policy/instrument:**

- AIPs
- BIPs

- Migrants needing requalification or retraining in trades.<sup>235</sup>

#### Measures by ADEM only:

##### 4.3.8) Sectoral studies

- **Description:**

- Over the course of 2022-2024, ADEM has published ten sectoral studies to better tackle talent shortages and skills gaps (*fossé de compétences / inadéquation des compétences*). ADEM is conducting a more in-depth analysis of the labour market to better understand which future skills will be needed and to develop training courses accordingly. Further ADEM puts more emphasis on re- and upskilling initiatives.<sup>236</sup>

- **Drivers for skills mismatch addressed:**

- Lack of knowledge about skills needs

- **Targeted form of mismatch:**

- not available

- **Target group of this policy/instrument:**

- Job seekers
- Employers

- **Beneficiaries of this policy/instrument:**

- not available

##### 4.3.9) Interactive dashboard JobInsights

- **Description:**

- Following the ten sector studies published in 2022-2024, ADEM has continued its efforts to increase transparency on the job market and has developed the new interactive dashboard [JobInsights](#), which is based on job vacancies registered with ADEM, to inform about job opportunities and trends in occupations and skills.

This dashboard supplies up-to-date access to key information about each occupation and sector of activity. It further informs about the requirements, the expectations in terms of qualifications, professional experience and skills, particularly linguistic and cross-disciplinary skills demanded by employers.<sup>237</sup>

- **Drivers for skills mismatch addressed:**

- Limited labour market information

- **Targeted form of mismatch:**

- not available

- **Target group of this policy/instrument:**

- Internal

- **Beneficiaries of this policy/instrument:**

- e.g. general public
- Experts
- Employers
- Training organisations

- Unemployed job seekers
- Employees looking for a new job

#### 4.3.10) Development of model for extracting skills data from job descriptions

- **Description:**

- To address skills mismatching, it has to be understood, which skills are sought by employers. Such detailed information can only be obtained by utilising more advanced text processing methods (natural language processing), which extract this data from job offers. Since 2021, ADEM is working to improve its internal data science capabilities and developed its own model for extracting skills data from job descriptions. As ADEM continues to develop this model further to increase its accuracy,<sup>238</sup> evaluations regarding its efficacy cannot yet be made.<sup>239</sup>

- **Drivers for skills mismatch addressed:**

- Lack of knowledge about skills needs

- **Targeted form of mismatch:**

- not available

- **Target group of this policy/instrument:**

- Employers, employees

- **Beneficiaries of this policy/instrument:**

- not available

#### 4.3.11) ADEM's Strategy 2025<sup>240</sup>

- **Description:**

- This strategy has nine objectives of which several address the imbalance between available skills and employers' needs, i.e. the skills gap, which leads to vacant positions that cannot be filled.
- In order to improve skills matching, ADEM works with job seekers and employers.
- Skills can only be matched if job seekers' skills are known, which is why objectives 1 and 5 in ADEM's 2025 Strategy envision continuous investment in ways to get to know its registered job seekers better.<sup>241</sup>  
Since 4 July 2023, all job seekers registering with ADEM have had to take online tests in the languages they declared they spoke when they registered.<sup>242</sup>
- Feedback from employers on whether and why a job seeker has been employed or not is essential for ADEM to improve to job seekers' theoretical or practical skills.<sup>243</sup>
- In 2024, ADEM and the *Union des Entreprises Luxembourgeoises* (UEL) renewed their close collaboration for the fifth time as part of the "Partnership for Employment". This collaboration, which includes the professional chambers and federations, strives to reduce unemployment and ensure that employers find candidates who match their current and future needs. ADEM re- and upskills job seekers (and company employees) in line with the identified missing skills.<sup>244</sup>
- ADEM has a TCN-unit (*cellule ressortissants de pays tiers*), which assists employers with hiring a TCN.<sup>245</sup>

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- In line with objective 2 of its 2025-strategy, ADEM also strives to anticipate changes in the labour market in terms of professions and skills and proposing relevant solutions to companies and translates this knowledge into tailored courses for job seekers.<sup>246</sup>

- **Drivers for skills mismatch addressed:**

- Lack of knowledge about skills needs, lack of knowledge about competences

- **Targeted form of mismatch:**

- not available

- **Target group of this policy/instrument:**

- Employers
- Job seekers

- **Beneficiaries of this policy/instrument:**

- Population at large

#### 4.3.12) ADEM's list of occupation in high shortage and & Fast-Track Hiring

- **Description:**

- This list identifies trades with labour shortages and allows employers to hire third-country nationals more quickly by bypassing the labour market test.

- **Drivers for skills mismatch addressed:**

- Labour market barriers, employer-side delays

- **Targeted form of mismatch:**

- Vertical

- **Target group of this policy/instrument:**

- Employers in high-demand sectors with labour shortage, job seekers in high-demand sectors with labour shortage

- **Beneficiaries of this policy/instrument:**

- TCNs applying for jobs in trades with labour shortages (e.g. construction). Employers benefit from reduced administrative delays.

#### 4.3.13) VAE – Validation des Acquis de l'Expérience

- **Description:**

- A process to obtain formal recognition for skills acquired through work experience. Candidates submit a portfolio and undergo an interview with a jury.  
This may be necessary in cases where a qualification recognition might be needed or wanted, i.e. for certain regulated employee professions (healthcare), for regulated independent professions (including several professions in the crafts and skilled trades sector, such as plumber), but also helpful for career development.<sup>247</sup>

- **Drivers for skills mismatch addressed:**

- Not recognised qualifications/experience, career gaps, disparities in education systems

- **Targeted form of mismatch:**

- Vertical

- **Target group of this policy/instrument:**

- Adults with professional experience but no formal diploma

- **Beneficiaries of this policy/instrument:**

- Migrants with informal or foreign training in trades (e.g. construction, catering, mechanics).

#### 4.3.14) Recognition of Foreign Diplomas (MENEJ/MESR)

- **Description:**

- A formal process for evaluating foreign qualifications to determine equivalence with Luxembourg diplomas. Depending on what type of diploma has been submitted for recognition, it is either the MENEJ or the MESR that will conduct the recognition process, whose successful completion is required for accessing regulated professions.

- **Drivers for skills mismatch addressed:**

- Qualification gaps
- Regulated professions
- Disparities in education systems

- **Targeted form of mismatch:**

- Vertical

- **Target group of this policy/instrument:**

- Job seekers with foreign diplomas

- **Beneficiaries of this policy/instrument:**

- Labour migrants seeking access to regulated professions (e.g. electrician, plumber). The process involves diploma comparison and may require supplementary training.

#### 4.3.15) Adult Apprenticeship Pathway

- **Description:**

- This pathway enables adults (18+) who have worked in Luxembourg for at least one year to enter formal apprenticeship contracts to obtain official diplomas DAP (vocational aptitude diploma / *diplôme d'aptitude professionnelle*), CCP (vocational capacity certificate / *certificat de capacité professionnelle*), or DT (technician's diploma/*diplôme de technicien*). Combines workplace training, which is acquired in a company authorised to train apprentices, with vocational schooling, provided at secondary schools or at the National Centre for Continuing Vocational Training (CNFPC).<sup>248</sup>

- **Drivers for skills mismatch addressed:**

- Not recognised qualifications, lack of qualifications, career gaps, disrupted educational trajectories

- **Targeted form of mismatch:**

- Horizontal

- **Target group of this policy/instrument:**

- Adults aged 18+ who have worked in Luxembourg for at least one year

**Beneficiaries of this policy/instrument:**

- **Migrants** who missed traditional schooling

#### 4.3.16) Maison de l'Orientation Career Guidance

- **Description:**

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- A public service offering career counselling, guidance on training paths, and labour market information, which is available in multiple languages.
- **Drivers for skills mismatch addressed:**
  - Limited labour market information
- **Targeted form of mismatch:**
  - Both
- **Target group of this policy/instrument:**
  - All migrants, especially newcomers
- **Beneficiaries of this policy/instrument:**
  - Migrants needing orientation on vocational pathways and labour market needs.

#### **4.3.17) INFPC Lifelong Learning Portal**

- **Description:**
  - This centralised platform lists adult education and training opportunities. It includes information on funding, certification, and employer partnerships.
- **Drivers for skills mismatch addressed:**
  - Career gaps
  - Lack of access to adult education
- **Targeted form of mismatch:**
  - Both
- **Target group of this policy/instrument:**
  - Adults seeking continuing education
- **Beneficiaries of this policy/instrument:**
  - Migrants needing upskilling or reskilling in trades

#### **4.4) Are there any initiatives in Luxembourg to counter skills mismatching and/or promote skills matching implemented by municipalities, interest organisations, employer associations, IGOs or NGOs?<sup>249</sup>**

Yes. 34 different initiatives to counter skills mismatching and/or promote skills matching were identified through desk research or reported by contributing stakeholders. The selection criteria used to determine the three most relevant initiatives are explained in the “Methodology” section. An alphabetical (non-exhaustive) list with all found initiatives is included in the appendix.

##### **4.4.1) Lët'z Work! by Croix Rouge Luxembourg / Luxembourg Red Cross**

###### **Duration:**

01/2024 – 12/2025

- **Description:**
  - Improving the employability of AIPs, i.e. the individual's ability to maintain or acquire the skills necessary to find employment, understand the labour market in Luxembourg, and adapt to change. The project:

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- Offers several group workshops in different languages as an initial approach to Luxembourg's labour market
- Individual assessment of each participant's skills + regular meetings to support their integration process
- Mentoring programme and network of partner companies to bring AIPs and companies together
- Recently in collaboration with the Chamber of Commerce<sup>250</sup>

- **Source:**

- Luxembourg Red Cross<sup>251</sup>

- **Financed by:**

- ESF+
- Ministry of Labour

- **Drivers addressed:**

- Limited labour market information (about skills and competences assessment, networking), lack of support for AIPs, employers' lack of information on how to hire an AIP, loss of motivation, loss of skills

- **Targeted form of mismatch:**

- not available

- **Target group:**

- AIPs

#### **4.4.2) Projet d'accompagnement « Inter-C » (Support-project "Inter-C") by Foundation EPI, Touchpoints, Ministry of Labour, Employment and the Social and Solidarity Economy, André Losch Foundation, ADEM**

- **Duration:**

- Pilot project 2018-2021, actual project running since 2021

- **Description:**

- Individual integration-support of BIPs and BTPs by helping them find employment and providing support during the first months after hiring and in their workplace (this project has been integrated into the Service d'Accompagnement à l'Insertion Socio-Professionnelle, AISP, in 2023). The project i.a. works with each participant to:
  - find social and professional activities that match their personal situation and profile
  - enter the workforce or return to school
  - manage their applications (cover letter, CV, etc.)
  - prepare for job interviews
  - contact potential employers and to collaborate with other relevant services.

- **Source:**

- Foundation EPI<sup>252</sup>

- **Financed by:**

- André Losch Foundation

- **Drivers addressed:**

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- Limited labour market information (job search, skill and competences assessment, networking)

- **Targeted form of mismatch:**

- not available

- **Target group:**

- BIPs
- BTPs between 18 and 25 years who are registered as job seekers with ADEM

#### **4.4.3) Accompagnement Personnalisé pour l'Emploi dans les Structures d'accueil (APES) (Individual Support for Employment in Reception Structures) by North-South Cooperation**

- **Duration:**

- 01/2024 – 12/2025

- **Description:**

- Individual support residents of reception centres who have at least A2-level in French, English, or Luxembourgish to prepare them for the job market in several stages:
  - Stage 1: Development of an individualised career plan
  - Stage 2: Basic training (e.g. Luxembourg's labour market)
  - Stage 3: Individual training sessions
  - Stage 4: CV and cover-letter writing
  - Stage 5: Mentoring programme to help find each participant an internship or job
- In addition, a guide on preparing AIPs/BIPs for the job market is drafted and distributed.

- **Source:**

- North-South Cooperation<sup>253</sup>

- **Financed by:**

- AMIF

- **Drivers addressed:**

- Limited labour market information (rights and responsibilities of employees and employers, job search), no skill and competences assessment, lack of support for drafting personal action plan to improve employability, missing network

- **Targeted form of mismatch:**

- not available

- **Target group:**

- AIPs
- BIPs
- BTPs

## 5) Skills Matching Challenges in Luxembourg

Based on available reports and studies and expert opinions, this section identifies the main challenges and causes that Luxembourg faces with regards to countering skills mismatch among migrant groups.

### 5.1) What are the main challenges in addressing skill mismatching of migrants and their underlying causes?

#### 5.1.1) Recognitions of qualifications, experiences, skills<sup>254</sup>

- **Description:**

- Long, complex, sometimes hard to understand procedures
- Whether one's diploma is recognised or not affects multiple aspects of labour market integration, career development, and also integration at large.<sup>255</sup>
- See sections 3.1.1, 3.1.3, 3.1.4, 3.2.6

- **Groups affected the most:**

- Labour migrants
- Third-country nationals<sup>256</sup>
- BIPs
- BTPs
- Persons who arrived via family reunification<sup>257</sup>

- **Forms of mismatch:**

- Vertical

- **Underlying causes:**

- Luxembourg's recognition procedure is formal and long. Many migrants lack the required documentation or equivalence for diplomas in regulated trades. The recognition process requires official transcripts and certifications, which are often unavailable or incompatible.
- Complex and long recognition procedures for foreign qualifications<sup>258</sup>
- Lack of or insufficient documentation,<sup>259</sup>
- Administrative barriers to work and to obtain residence permits<sup>260</sup>
- Multilingual requirements to access processes but existing language proficiency gaps<sup>261</sup>
- Need for recognition is amplified by the number of regulated professions.<sup>262</sup>
- Recognition of qualifications: 25% of Ukrainian refugees currently looking for work in Luxembourg have a secondary school diploma, and 73% have a university degree. Despite a certain level of educational attainment, it might be easier for BTPs to adapt to a job, which does not match their formal qualification(s).<sup>263</sup> These challenges largely persist.<sup>264</sup>

#### 5.1.2) Limited labour market information and support<sup>265</sup>

- **Description:**

- Lack of information and support for employers on how to recruit TCNs and AIPs<sup>266</sup>
- Insufficient knowledge of the sometimes substantially different needs of the labour markets and employers in countries of origin and destination<sup>267</sup>

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- Lack of understanding on how to navigate Luxembourg's labour market<sup>268</sup>
- Especially small businesses, which often lack HR expertise or administrative support to navigate hiring procedures for migrants<sup>269</sup>
- See section 3.1.9

- **Groups affected the most:**

- Migrants

- **Forms of mismatch:**

- Both

- **Underlying causes:**

- Lack of a practical comprehensive guide for new arrivals, which would enable anyone moving to Luxembourg to familiarise themselves with the most relevant information for a good start in the country. It would be particularly important for migrants to easily obtain comprehensive and adequate information for example about the labour market in general and about the relationship between the minimum social wage and the cost of living to reduce the difficulties they often face (few migrants are aware that the social minimum wage is below the poverty line or is too low to provide adequate accommodation in Luxembourg).<sup>270</sup>
- Lack of clear communication about which skills are currently sought after on the labour market.<sup>271</sup>
- Hiring TCNs is a long and complicated process.<sup>272</sup>
- Small businesses may be unaware of available subsidies, training programmes, or recognition services (in the case where these are needed, namely for the independent professionals and entrepreneurs in certain regulated professions), which limits their ability to hire and integrate migrant workers effectively.<sup>273</sup>

### 5.1.3) Language challenges<sup>274</sup>

- **Description:**

- Proficiency in either/and French, English, Luxembourgish, or German is often a prerequisite for employment, particularly in the public sector. For migrants from third countries, mastering multiple languages may be especially challenging and can function as a barrier to accessing certain job opportunities.<sup>275</sup>
- Especially problematic in the health sector where insufficient language proficiency is already posing many challenges for cross-border-workers (Frontaliers), who make up more than half of current employees.<sup>276</sup>
- Even when job seekers have the necessary qualifications and skills, they might not be able to work in their profession if they lack the required language skills<sup>277</sup>
- See section 3.1.7

- **Groups affected the most:**

- Labour migrants
- BIPs
- BTPs
- Persons who arrived via family reunification<sup>278</sup>
- Young migrants<sup>279</sup>

- **Forms of mismatch:**

- Both

- **Underlying causes:**

- Language proficiency gaps <sup>280</sup>
- Only 40% of BTPs have sufficient knowledge of English, whereas 60% do not speak French, 90% do not speak German, while in trilingual Luxembourg (French, German, and Luxembourgish), French is predominant on the labour market;<sup>281</sup> these challenges largely persist.<sup>282</sup>
- Social biases and risk perception<sup>283</sup>
- Personal limiting beliefs and institutional biases<sup>284</sup>
- Language-integrated programmes are still limited in scope.<sup>285</sup>
- Learning several languages is a time-intensive and costly undertaking <sup>286</sup>
- Migrants experience that language skills are often valued higher than actual technical/professional skills.<sup>287</sup>
- The existing [linguistic leave](#) (*cong  linguistique*) is currently limited to learning Luxembourgish and should hence be extended to include country's other official languages<sup>288</sup>
- Insufficient understanding in which linguistic context which language is to be spoken.<sup>289</sup>

#### 5.1.4) Underemployment due to urgent economic needs<sup>290</sup>

- **Groups affected the most:**

- BIPs
- Persons who arrived via family reunification <sup>291</sup>

- **Forms of mismatch:**

- Horizontal<sup>292</sup>

- **Underlying causes:**

- Migrants often accept jobs that do not match their skills (e.g. cleaning, hospitality) due to immediate financial pressure and lack of guidance. This leads to skill underutilisation and long-term mismatch.<sup>293</sup>

#### 5.1.5) Access to professional networks and bridging social capital

- **Description:**

- Migrants often have difficulties accessing informal networks and social capital, which is crucial for navigating the labour market and securing jobs that match their skills <sup>294</sup>
- See section 3.1.12

- **Groups affected the most:**

- not available

- **Forms of mismatch:**

- not available

- **Underlying causes:**

- No mentors or sponsors<sup>295</sup>

#### 5.1.6) Housing

- **Description:**

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- Luxembourg's housing market is tense (low availability of housing in general and of affordable housing in particular) and not spared from discrimination, which negatively impacts training and working opportunities.
- See 3.2.2
- **Groups affected the most:**
  - AIPs
  - BIPs
  - BTPs
  - Elderly migrants
  - Female migrants
  - Single-parent families
  - Large families
- **Forms of mismatch:**
  - Both
- **Underlying causes:**
  - Lack of clear guidance on rules, contracts, and administrative obligations to help third-country nationals navigate the housing market more effectively.<sup>296</sup>
  - High demand for social housing not matched due to limited supply and location of social housing sometimes very remote while public transport is not available or insufficient.<sup>297</sup>

#### 5.1.7) Discrimination in the labour market

- **Description:**
  - Language-based exclusion when language requirements are set disproportionately high.<sup>298</sup>
  - Non-invitation of an applicant to a job-interview because of migratory background<sup>299</sup>
  - During a job-interview, ignoring an applicant's professional background and qualifications, and focussing the candidate's migratory background.<sup>300</sup>
  - Intersectional phenomenon, especially for migrant women whose outward appearance is visibly different from the Caucasian average.<sup>301</sup>
  - See sections 3.1.10 and 3.2.5
- **Groups affected the most:**
  - Labour migrants
- **Underlying causes:**
  - BIPs
  - BTPs
  - Persons who arrived via family reunification<sup>302</sup>
- **Forms of mismatch:**
  - Both
- **Underlying causes:**
  - Limited availability of data and indicators on discrimination in the labour market based on nationality, race, skin colour, real or perceived origin, or citizenship status. This data gap becomes even more significant when crossed with other factors such as age, gender, or

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disability. In contrast, Belgium has e.g., developed the [UNIA Socio-Economic Monitoring Report](#). This tool provides robust data to raise awareness, track trends, and support inclusive policies and actions. The absence of similar data in Luxembourg makes it more difficult to build evidence-based arguments, evaluate progress, and design targeted interventions to promote equal opportunities for all.<sup>303</sup>

- Broader social and cultural perceptions of migrants.<sup>304</sup>
- Difficulties for the Center for Equal Treatment (*Centre pour l'égalité de traitement*, CET) or other public entities with addressing this.<sup>305</sup>
- Lack of trust to report discrimination.<sup>306</sup>
- Lack of awareness of micro-aggressions.<sup>307</sup>
- Lack of diversity and inclusion (D&I) strategies.<sup>308</sup>
- Existing stereotypes and reluctance on the part of some employers towards migrants, resulting in less openness to recruitment.<sup>309</sup>

#### 5.1.8) Access to childcare

- **Description:**

- Affects (migrant) women in particular and within this demographic group especially single mothers, for example Ukrainian mothers who often came without their partner and who obtained Temporary Protection (TP)<sup>310</sup>
- See sections 3.1.6 & 3.2.4

- **Groups affected the most:**

- Mainly migrant women

- **Forms of mismatch:**

- Both

- **Underlying causes:**

- Efforts are underway to address the lack of childcare (including after-school care). However, as there are no central waiting lists, this problem can neither be quantified nor are any additional details (e.g. which population group is affected the most) available.<sup>311</sup>

#### 5.1.9) Training opportunities<sup>312</sup>

- **Groups affected the most:**

- Migrants
- BIPs

- **Forms of mismatch:**

- Both

- **Underlying causes:**

- Despite the legal provisions regarding the conditions for access to language leave, many private companies have a different point of view on the subject and refuse to grant linguistic leave to their employees to study Luxembourgish during their working hours. Theory and reality seem somewhat different in this regard.<sup>313</sup>
- Lack of a framework that enables everyone to develop their skills throughout their lives, whether or not they are migrant workers. Trainings are sometimes not tailored to the specific needs of the labour market and to migrants' profiles.<sup>314</sup>

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- Tripartite council (yet to be created) to monitor:
  - Reformed individual training leaves leading to better structured and coordinated continuing training provisions
  - General skills issues and on skills issues affecting migrant workers to help fill the existing Skills Gap through targeted training.<sup>315</sup>

#### **5.1.10) Early access to labour market**

- **Description:**
  - AIPs should have immediate access to the labour market as it is the case with BTPs<sup>316</sup>
  - See section 3.1.11
- **Groups affected the most:**
  - AIPs
- **Forms of mismatch:**
  - Both
- **Underlying causes:**
  - Six-month wait for eligibility to apply for AOT
  - Access to the labour market could also be delayed due to mental health issues<sup>317</sup> and/or administrative delays.<sup>318</sup>

#### **5.1.11) Digital and technological barriers**

- **Groups affected the most:**
  - Migrants, BIPs
- **Forms of mismatch:**
  - Vertical
- **Underlying causes:**
  - Limited access to technology or digital literacy gaps<sup>319</sup>

#### **5.1.12) Data on skills matching of migrants<sup>320</sup>**

- **Description:**
  - For example, data on the country in which qualifications were obtained are not currently recorded in the professional register of persons authorised to practise. However, within the framework of the current overhaul of the Digital Register of Health Professions such data will be recorded for all new applications for authorisation to practise.<sup>321</sup>
- **Groups affected the most:**
  - Migrants
- **Forms of mismatch:**
  - Both
- **Underlying causes:**
  - The lack of this data creates a barrier for employers to know which TCN job seekers are authorised to practise in Luxembourg.

#### **5.1.13) Insufficient knowledge of migrant populations and their specific needs<sup>322</sup>**

- **Groups affected the most:**

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- BIPs
- female migrants
- Elderly migrants
- **Forms of mismatch:**
  - Both
- **Underlying causes:**
  - Lack of training of the administrative and human resources staff who evaluate migrants' applications

#### **5.1.14) Implementing the strategies that have been elaborated on an institutional level<sup>323</sup>**

- **Groups affected the most:**
  - BIPs
  - Female migrants
  - Elderly migrants
- **Forms of mismatch:**
  - Both
- **Underlying causes:**
  - Insufficient resources or knowledge of all issues involved

## 6) Skills matching: Lessons Learned & Good Practices

Section 6 presents lessons learned and good practices in tackling migrant skills mismatch, the identified challenges in Section 5 and/or promoting sustainable labour market integration through skills matching.

### 6.1) Are there any implemented practices to counter the identified challenges or to counter skills mismatching and/or promote skills matching for migrants in Luxembourg, which have been identified as good by Luxembourg?

#### 6.1.1) More language classes

ADEM has significantly increased its offer for language courses. Together with the National Language Institute (INLL), ADEM has set up intensive language courses in different languages (Luxembourgish, French, German, English) to allow job seekers to quickly acquire the basic language requirements in business sectors that are urgently looking for workers.<sup>324</sup>

The existing and free platform [Léier Lëtzebuergesch Online](#) (Learn Luxembourgish Online) will undergo major changes by 2026 and e.g. more interactive features will deliver an improved Luxembourgish-learning experience.<sup>325</sup>

As an additional response to the ever-growing demand for learning Luxembourgish, the INLL is developing a free online platform to study Luxembourgish. This platform will focus on professional contexts, starting with social care, healthcare, early childhood education, and informal education. It is expected to be launched during the 2025-2026 academic year.<sup>326</sup>

- **Cause(s) or challenges addressed:**
  - Insufficient language proficiency
  - Limited access to language classes
- **Form(s) of mismatch:**
  - Both
- **Target group:**
  - Job seekers in general, hence also including migrants

#### 6.1.2) Language-integrated work-based learning for young adult migrants<sup>327</sup>

- **Cause(s) or challenges addressed:**
  - Insufficient language proficiency,
  - Disrupted educational trajectories,
  - Limited accessibility of VET
- **Form(s) of mismatch:**
  - Both
- **Target group:**
  - Young adult migrants (18–23) unable to access regular VET

### 6.1.3) ADEM's list of occupations in high shortage and Fast-Track Hiring

- Identifies trades with labour shortages and allows employers to hire third-country nationals more quickly by bypassing the labour market test<sup>328</sup>
- **Cause(s) or challenges addressed:**
  - Labour market barriers
  - Employer-side delays
- **Form(s) of mismatch:**
  - Vertical
- **Target group:**
  - TCNs

### 6.1.4) Waiving of labour market test for AIPs when applying for an AOT<sup>329</sup>

- Applications for AOTs have since risen from 170 applications to 358 in 2024 and to 463 in (October of) 2025<sup>330</sup> Labour market barriers
- Employer-side delays
- **Form(s) of mismatch:**
  - Both
- **Target group:**
  - AIPs who submit an application for an AOT
  - Beneficiaries of a deferral or suspension of removal
  - TCNs applying for jobs on ADEM's list of occupations in high shortage

### 6.1.5) ADEM Jobday

ADEM's Jobday for the hospitality sector (see A.2)<sup>331</sup> was well received and the MFSVA and the ADEM are in contact to organise similar additional events.<sup>332</sup>

- **Cause(s) or challenges addressed:**
  - Limited labour market information
  - Lack of networks (labour market)
- **Form(s) of mismatch:**
  - Both
- **Target group:**
  - AIPs

### 6.1.6) Offering different types of training courses to specific groups

#### 6.1.6.1) Comprehensive cross-cutting courses such as Crafted Pathways<sup>333</sup>

- **Cause(s) or challenges addressed:**
  - Lack awareness on discrimination
  - Lack of information on housing context
  - Lack of information on administrative issues
  - Lack of information on health issues

- **Form(s) of mismatch:**

- Vertical

- **Target group:**

- Migrants

#### 6.1.6.2) For migrant women

Facilitate access to training for migrant women to help them develop skills while respecting cultural diversity to ultimately improve their professional and social integration<sup>334</sup>

- **Cause(s) or challenges addressed:**

- Lack of skills (due to no access to education in country of origin)
- Lack of experience (due to no access to education in country of origin)
- No recognition of qualifications in host country

- **Form(s) of mismatch:**

- Vertical

- **Target group:**

- Single parent families

#### 6.1.6.3) Tailored courses such as Concorde or Lët'z Work<sup>335</sup>

- **Cause(s) or challenges addressed:**

- Insufficient diploma recognition
- Limited labour market information (understanding which skills are relevant to the job market)
- Lack of skills

- **Form(s) of mismatch:**

- Vertical

- **Target group:**

- AIPs
- BIPs
- BTPs
- Vulnerable TCNs

#### 6.1.6.4) Personalised mentoring and coaching such as “One step forward”, by SINGA, see 6.3<sup>336</sup>

- **Cause(s) or challenges addressed:**

- Insufficient diploma recognition
- Limited labour market information (understanding which skills are relevant to the job market)
- Lack of skills

- **Form(s) of mismatch:**

- Vertical

- **Target group:**

- AIPs
- BIPs
- BTPs
- Vulnerable TCNs

### 6.1.7) Offering long-term support

e.g. the Socio-Professional Integration Support Service by Foundation EPI

- **Cause(s) or challenges addressed:**
  - Limited labour market information
  - Questions and procedures that pile up over time
- **Form(s) of mismatch:**
  - Both
- **Target group:**
  - Isolated migrants in particular

### 6.1.8) Partnerships of NGOs with companies and institutions

SINGA Luxembourg actively engages with the private sector and institutions to encourage and facilitate the recruitment of migrants. This often results in direct opportunities for beneficiaries and a better alignment between their skills and employers' needs.<sup>337</sup>

- **Cause(s) or challenges addressed:**
  - Recruitment biases
- **Form(s) of mismatch:**
  - Both
- **Target group:**
  - TCNs and employers

### 6.1.9) Entrepreneurship support

SINGA has developed incubation and co-creation programmes that allow newcomers with entrepreneurial ambitions to test, adapt, and launch their projects. These initiatives not only valorise skills that might otherwise remain underutilized but also foster innovation by combining diverse perspectives.<sup>338</sup>

- **Cause(s) or challenges addressed:**
  - Limited access to professional networks
  - Entrepreneurial skills underutilized:
    - Incubation and co-creation programmes allow migrants to develop business ideas, validate them, and access resources to launch ventures in Luxembourg
- **Form(s) of mismatch:**
  - Horizontal
- **Target group:**
  - TCNs planning to become self-employed

### 6.1.10) Community-based peer learning

By facilitating exchanges between locals and newcomers, whether through workshops, networking events, or collaborative projects, SINGA creates spaces where both hard and soft skills are recognized, practiced, and transferred. This approach counters social isolation while simultaneously building employability.<sup>339</sup>

- **Cause(s) or challenges addressed:**
  - Community-based peer learning and networking events connect Newcomers with locals and professionals, thus reducing isolation
- **Form(s) of mismatch:**
  - Both
- **Target group:**
  - TCNs

### 6.1.11) Inter-ministerial platform to enhance the employability of AIPs, BIPs, and BTPs

Under the leadership of the MFSVA Division of Living Together (*Division du vivre-ensemble interculturel*, DVEI), an inter-ministerial platform to enhance the employability of AIPs, BIPs, and BTPs has been set up (see 4.3.4).

- **Cause(s) or challenges addressed:**
  - The working group discusses in particular: the implications of the new Reception Directive, which shall allow AIPs to access the labour market earlier, the creation of skills assessment mechanisms to assess the employability of AIPs as early as possible, and language trainings<sup>340</sup>
  - The working group discusses in particular: the implications of the new Reception Directive, which shall allow AIPs to access the labour market earlier, the creation of skills assessment mechanisms to assess the employability of AIPs as early as possible, and language trainings
- **Form(s) of mismatch:**
  - not available
- **Target group:**
  - AIPs
  - BIPs
  - BTPs

## **Employers' perspective:**

### **6.1.12) Diversity Charter, Diversity Day, Diversity Awards**

- Voluntary self-regulatory measures to support diverse recruitment and inclusion practices and increase their visibility
- Publications on this topic ([several of which are publicly available](#))<sup>341</sup>
- **Cause(s) or challenges addressed:**
  - Talent shortages and labour market integration
  - Recognition of foreign qualifications
  - Language barriers
  - Social biases and risk perception
  - Personal limiting beliefs and institutional biases
  - Insufficient visibility and valorisation of diversity efforts
- **Form(s) of mismatch:**
  - Both
- **Target group:**
  - Employers in Luxembourg and hence indirectly their employees.
  - The Diversity Charter Lëtzebuerg currently has more than 325 signatories (public, private and voluntary sectors), representing 22% of Luxembourg's payroll.

## **6.2) Are there any lessons learned regarding effective measures to counter skills mismatching of migrants and/or promote skills matching for migrant groups?**

### **6.2.1) Administrative processes**

- Need to be faster, more efficient, less complex<sup>342</sup>
- TCNs need to receive more information on how to complete such processes, ideally in their own language as they have to deal with administrative issues before their language competences in French, German, and/or Luxembourgish are sufficient<sup>343</sup>

### **6.2.2) Language integration and training**

6.2.2.1) Language proficiency is key to access to and successful completion of vocational training and certification.

- Embedding language learning into apprenticeships and work-based trainings (e.g. dual training with language support) could reduce dropout rates and lead to increased success<sup>344</sup>
- Language training should start as soon as possible following migrants' arrivals and should be more intensive (e.g. 4h/week for AIPs is seen as not enough)<sup>345</sup>

6.2.2.2) Language should not be a transversal barrier<sup>346</sup>

- Organisations increasingly understand that language acquisition is a process, and skills can be demonstrated even before fluency.<sup>347</sup>

- Diversity Charter signatories who offer on-site language support or bilingual team environments are more successful in inclusion.<sup>348</sup>

#### 6.2.2.3) Mapping of comprehensive training processes, which link to integration

- Start with individual intake interviews covering e.g. identification of skills, language proficiency, understanding of the labour market, health, childcare, digital literacy, recognition of diplomas, qualifications<sup>349</sup>
- Define a realistic career plan<sup>350</sup>
- Offer personalised guidance during participation in workshops and trainings, including mentoring and coaching<sup>351</sup>
- Offer training documents in participants' languages<sup>352</sup>

### 6.2.3) Recognition of (informal) experience, qualifications, and skills acquired outside of Luxembourg

#### 6.2.3.1) Validation of skills by employers

While formal recognition of qualifications is not always legally required for employment in the skilled trades, many employers still do seek reassurance that a candidate possesses the necessary knowhow and technical competence to perform the job safely and effectively. This is particularly important in sectors where methods, safety standards, or technologies may differ significantly from those used in the migrant's country of origin. However, employers—especially SMEs—often lack the time, expertise, or resources to assess foreign diplomas, verify overseas work experience, or evaluate practical competences and hence need more support.<sup>353</sup>

Employers may not be able to confidently validate skills of prospective migrant employees without external support. Hence employers require accessible tools such as competency-based assessments, sector-specific bridging modules, and advisory services that help employers interpret foreign qualifications and experience. Strengthening these mechanisms is especially urgent given the labour shortages affecting Luxembourg's skilled trades sector, where SMEs play a central role in workforce integration.<sup>354</sup>

#### 6.2.3.2) Recognition of skills must extend beyond diplomas

- Many signatories of the Diversity Charter report difficulties assessing migrant talent due to unfamiliar qualifications or lack of documentation and some have created on-the-job validation mechanisms, mentoring systems, or task-based evaluations.<sup>355</sup>
- Suggestion to broaden the definition of "qualification" to include (soft and hard) skills acquired informally<sup>356</sup>
- Organisations should recruit based on (potential) skills rather than solely on formal qualifications or local experience. This approach promotes equal treatment and helps unlock the full potential of diverse talents, including migrants, contributing to a more inclusive and resilient labour market.<sup>357</sup>

#### **6.2.4) Career guidance**

Migrants frequently start working in jobs that are unrelated to their qualifications due to urgency and/or lack of professional orientation. Early skills-screening and sector-specific counselling during early integration phases may help align migrants' skills with labour market needs.<sup>358</sup>

Provide TCNs with personalised guidance and information early on (instead of a one-size-fits-all approach) in a language they understand on how to navigate the social system, the labour market etc.<sup>359</sup>

#### **6.2.5) Collaboration**

- Efforts to promote skills matching are more impactful when organisations partner with civil society, government, and other stakeholders, such as clients, service providers, or educational institutions, e.g. associations working directly with migrants, or participation in national events such as Diversity Day, multiply visibility, legitimacy, and reach.<sup>360</sup>
- Policymakers should encourage and support multi-actor partnerships, recognising that successful inclusion depends on systemwide alignment and coordination
- Improving collaboration between social actors requires improvement
  - Current offers are broad but fragmented, and the absence of coordination creates duplication and confusion among beneficiaries. A structured support pathway, combining mandatory and optional sessions, would increase clarity and effectiveness<sup>361</sup>
  - Encouraging cultural and leisure activities involving both migrants and non-migrants for mutual understanding and to reduce discrimination, which would also have positive effects on migrants' mental health<sup>362</sup>

#### **6.2.6) Health**

Ensure access to tailored psychological support in multiple languages for migrants who have experienced trauma to address mental health challenges and prevent long-term exclusion<sup>363</sup>

#### **6.2.7) AIPs**

- Allowing asylum seekers to register for and access ADEM's measures<sup>364</sup>
- Abolishing AOT for asylum seekers<sup>365</sup>
- Allowing AIPs to apply for recognition of their qualifications and diplomas already before they obtain international protection status

#### **6.2.8) Considering the specific needs of migrant women<sup>366</sup>**

Women are often discriminated in multiple ways based on their gender, geographic and cultural origins, language etc., which creates additional vulnerabilities.<sup>367</sup>

- Continue to offer training courses for migrant women in an appropriate space (e.g. women only) where they can feel safe and focus on the content to be conveyed<sup>368</sup>
- Encourage intercultural dialogue on topics such as parenthood, integration, wearing a veil, and professional integration in safe spaces<sup>369</sup>

### 6.2.9) Employers

- Support employers with tools, guidance, and information on how (mandatory procedures etc.) to hire TCNs<sup>370</sup> and AIPs (obtaining an AOT)<sup>371</sup>
- Directly involve employers in designing training programmes and career paths
- Long-term skills matching is most successful when employers move beyond compliance and embrace inclusive values and practices and reflect on their potential biases<sup>372</sup>
- Employers' motivation and learning readiness is increased with peer-learning and -sharing through workshops, working groups, mentoring exchanges, and annual awards<sup>373</sup>
- Policymakers should support normalising anti-racism dialogue in the workplace and back this with training, incentives, or even reporting obligations<sup>374</sup>
- Inclusion efforts must involve all levels of the organisation (i.e. managers, frontline staff).<sup>375</sup>

## 7) Conclusions

### 7.1) How prevalent is the skills mismatching of migrants in Luxembourg?

All stakeholders did recognise the existence of mismatched skills among migrants. The rate of overqualification amongst TCNs is higher than for EU-citizens or Luxembourg nationals. For the year 2022, Eurostat calculated the following overqualification rates for people employed in Luxembourg: TCNs 12,4%, EU-citizens 7,2%, and Luxembourgers of 4,7% - the European average of overqualification of TCNs lay at 39,6%.<sup>376</sup>

These findings are underlined when assessing the results of the 2022 Structure of Earnings Survey (SES), published in 2024, as well as the Luxembourgish 2021 population census. Both studies show that foreign residents have significantly higher overqualification rates than Luxembourgish nationals.<sup>377</sup>

### 7.2) What are the main drivers for skills mismatching of migrants in Luxembourg?

To analyse their contributions, stakeholders' replies were grouped into themes and the drivers distilled. The five most commonly mentioned migrant-specific drivers, listed in descending order, were:

- 1 Barriers created by high language requirements
- 2 Limited labour market information
- 3 Existence of (labour market-related) discrimination
- 4 Lack of documentation to prove acquired skills and qualifications
- 5 Different education systems between countries of origin and Luxembourg

Overall, drivers 1) and 2) were by far the most frequently mentioned ones. Stakeholders also noted that these drivers often impacted each other (e.g. high language requirements can be connected to discrimination and lack of documentation can be linked to issues with diploma recognition) and linked them accordingly.

On the receiving country and the employers' side, the five main drivers brought up were:

- 1 Issues with the recognition of foreign diplomas, qualifications, and experience (low recognition rate, long and complex processes)
- 2 Luxembourg's tense, competitive, and discriminatory housing market
- 3 Childcare is limited and difficult to sign up for as there are no centralised lists
- 4 Missing support for employers on the private labour market
- 5 Not enough individual support, career guidance, and help with labour market access.

Issues with the recognition of foreign diplomas were by far the most frequently mentioned driver associated with skills mismatches of migrants. While Luxembourg's tense housing market was the second most common point raised, its significance was more closely related to labour market integration in general.

### **7.3) How do the policies in Luxembourg respond to the phenomenon of skills mismatch of migrants and/or promote skills matching?**

The drivers most commonly addressed by Luxembourg's policies and instruments were the lack of skills/competences, insufficient knowledge about needed skills (job-seeking migrants) and existing competences, insufficient language proficiency, lack of qualifications, limited labour market information, and disrupted educational trajectories.

All 34 initiatives by NGOs included in this study address, albeit to varying degrees, skills mismatching and the promotion of skills matching. They deal with limited labour market information, insufficient language proficiency, lack of skills, limited labour market integration and a lack of networks or networking capacities. Most initiatives (20 out of 34) can be categorised as targeted initiatives offering migrant-specific trainings and workshops to foster labour market integration. The remaining 14 initiatives are general mainstream approaches that promote integration and access to the labour market without necessarily focusing on migrants' individual profiles, skills, and competences.

When setting the listed main drivers against the issues most commonly addressed, a partial overlap can be observed. Of the most often reported drivers, high language requirements and limited labour market information received a corresponding response from public and non-public initiatives. The second most important driver, problems with the recognition of foreign credentials, received comparatively low attention.<sup>378</sup> The tense housing market and access to childcare have not been met with a response. Next to tackling limited information about the labour market and insufficient language proficiency, public and non-public initiatives tackled lacking (or not needed) skills and career gaps. The observed imbalance can be partially traced back to the fact that many of the offered initiatives are open to large demographic groups and not limited to TCNs. Hence, given the required breadth of many initiatives, interests specific to TCNs may not always be fully considered.

### **7.4) What are Luxembourg's lessons learned, good practices, and challenges regarding tackling skills mismatching/promoting sustainable labour market integration of migrants through skills matching?**

As a multilingual country, Luxembourg places strong emphasis on language acquisition and offers more language courses in different formats (including online) to broaden access. Yet, it often remains difficult for newcomers to fully understand the various linguistic contexts in Luxembourg, i.e. under which circumstances is which language spoken. Further, language acquisition is often perceived as time-consuming and expensive. ADEM's invitation of AIPs and BIPs to attend its Jobday has received good feedback, and this event will be developed further. NGOs listed several cross-cutting projects that are designed to address several different but interconnected challenges together. On the employers' side raising awareness of and increasing visibility and valorisation of diversity efforts are reported as good practices, which ideally should receive additional support. However, the two latter groups of stakeholders have no competence to address some of the main challenges, the recognition of foreign credentials, housing issues, and limited availability of childcare. Further exchanges and cooperations involving all stakeholders on how to advance skills matching are seen as a way forward.

End of text part of report.

## Appendix

### Definitions

Unless otherwise specified, and with the exception of terms relating to skills, the definitions refer to the **EMN Asylum and Migration Glossary**, online version.<sup>379</sup> The definition of skills in turn are mostly based upon the European Centre for the development of vocational training (**CEDEFOP**).<sup>380</sup>

- **Beneficiary of international protection:** A person who has been granted refugee status or subsidiary protection status.
- **Beneficiary of temporary protection:** A person who enjoys temporary protection.
- **Employment:** The exercise of activities covering whatever form of labour or work regulated under national law or in accordance with established practice for or under the direction and / or supervision of an employer.
- **Labour market integration:** The extent to which migrants will achieve the same range of labour market participation as nationals of EU Member States by using their skills and realising their economic potential.
- **Labour matching:** The process by which the skills and qualifications of a worker is compared with the requirements of a particular job vacancy, to establish whether they match wholly or partly.
- **Migrant:** In the EU/EFTA context, a person who either:
  - (1) establishes their usual residence in the territory of an EU/EFTA Member State for a period that is, or is expected to be, of at least 12 months, having previously been usually resident in another EU/EFTA Member State or a third country; or
  - (2) having previously been usually resident in the territory of the EU/EFTA Member State, ceases to have their usual residence in the EU/EFTA Member State for a period that is, or is expected to be, of at least 12 months.

N.B.: For more information on the specific groups of migrants covered in the context of this study, please refer to the section 'Scope of the study'.

- **Migrant worker:** A person who is to be engaged, is engaged or has been engaged in a remunerated activity in a state of which they are not nationals.
- **Qualification:** The formal outcome of an assessment and validation process by a competent body determining that an individual has achieved learning outcomes to given standards.<sup>381</sup>
- **Refugee:** In the EU context, either a third-country national who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, political opinion or membership of a particular social group, is outside the country of nationality and is unable or, owing to such fear, is unwilling to avail themselves of the protection of that country, or a stateless person, who, being

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outside of the country of former habitual residence for the same reasons as mentioned above, is unable or, owing to such fear, unwilling to return to it, and to whom Art. 12 (Exclusion) of Directive 2011/95/EU (Recast Qualification Directive) does not apply.

- **Skill:** The ability to apply knowledge and use know-how to complete tasks and solve problems. Skills can be described as cognitive (involving the use of logical, intuitive and creative thinking) or practical (involving manual dexterity and the use of methods, materials, tools and instruments).<sup>382</sup> The term skills covers generic (skills that are not specific to a particular job or industry, such as problem-solving or communication skills) and specialised (e.g. technical expertise required for certain professions) skills.<sup>383</sup>
- **Skills matching:** A process by which individuals' skillsets are aligned with organisations' skill needs.<sup>384</sup> In the context of this study skills matching also includes when the educational qualification and/or field of study is aligned with the job performed/recruited for.
- **Skills mismatch:** A situation of imbalance between the skills and/or (educational) qualifications possessed by the workforce (supply) and those needed by the labour market (demand).<sup>385</sup>

The term as used in this study includes mismatch in terms of skills and educational qualification, as well as of one's field of study:

- **Vertical skill mismatching:** when an employee's **skills or education level** is either higher (overqualification) or lower (underqualification) in relation to their occupation, e.g. a nurse working as a nursing assistant.<sup>386</sup>

Vertical skills mismatching can manifest in the following ways:<sup>387</sup>

- **Overskilling:** the individual has more skills than required to perform a job adequately.
  - **Underskilling:** the individual has less skills than required to perform a job adequately.
  - **Overeducation:** the individual has a level of education and training higher than that required to perform their job.
  - **Undereducation:** the individual has a level of education and training lower than that required to perform their job.
- **Horizontal skills mismatching:** when the individual's **field of education or (vocational) training** does not relate to field of the occupation they work in ('out-of-field employment'),<sup>388</sup> e.g. a nurse working as a marketing manager.<sup>389</sup> Horizontal mismatch is usually measured by comparing an employee's attended field of study and the field required for the job the employee holds.<sup>390</sup>
  - **Third-country national:** Any person who is not a citizen of the European Union within the meaning of Art. 20(1) of Treaty on the Functioning of the European Union (TFEU) and who is not a person enjoying the European Union right to free movement, as defined in Art. 2(5) of the Regulation (EU) 2016/399 (Schengen Borders Code).

**List of initiatives found**

34 different initiatives to counter skills mismatching and/or promote skills matching were either identified through desk research or suggested by contributing stakeholders. The selection criteria used to determine the three most relevant initiatives are explained in Section 2. All initiatives were sorted alphabetically by organiser and have been included in this appendix.

**Table: Initiatives found that counter skills mismatching and/or promote skills matching**

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p><u>Table A1.1</u></p> <p>Project name: n/a (pilot project to improve employability of BIPs)</p> <p>By: <b>ADEM, ONA, MENEJ (SFA)</b></p> <p>Duration: n/a</p> <p>Description: Participation of 28 pre-selected BIPs (according to the required criteria for the targeted professions) who are trained at the National Centre for Continuous Vocational Training (<i>Centre National de Formation Professionnelle Continue, CNFPC</i>) as kitchen assistants or cleaners. They receive theoretical and applied training (practical internships with employers for kitchen assistants) for several weeks and also French-courses. At the end of the training with employers (potential hiring), a Job Day is organized.</p> <p>Source: Reply to Parliamentary Question 2149<sup>391</sup></p>	N/A	<p>Insufficient language proficiency</p> <p>Lack of networks</p>	N/A	BIPs
<p><u>Table A1.2</u></p> <p>Project name: ADEM Jobday</p> <p>By: <b>ADEM, MFSVA, ONA</b></p> <p>Duration: n/a</p>	N/A	<ul style="list-style-type: none"> <li>• Limited labour market information</li> <li>• Lack of networks</li> </ul>	N/A	AIPs

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p>Description: AIPs are now invited to ADEM’s Jobdays (BIPs and BTPs are invited for several years already) where they can directly engage with potential employers. At ADEM’s Jobday for the hospitality sector (3 March 2025) a specific slot was reserved for AIPs at the beginning of the day. AIPs could meet with employers willing to hire them under favourable conditions. A preparatory information session on the modalities of the Jobday and the expectations of the job market was organised for AIPs ahead of this job fair.</p> <p>Source: ADEM &amp; Reply to Parliamentary Question 2149<sup>392</sup></p>				
<p><u>Table A1.3</u></p> <p>Project name: Plateforme d'apprentissage de langues</p> <p>By: <b>National Employment Agency (ADEM) &amp; Babbel</b></p> <p>Duration: 01/2024 – 12/2025</p> <p>Description: Luxembourg’s labour market is multilingual and according to ADEM:</p> <ul style="list-style-type: none"> <li>• 14% of job seekers registered with ADEM do not speak any of the country's languages (well enough),</li> <li>• 39% speak only one of the country's languages</li> <li>• 46% of positions declared to ADEM required at least an intermediate level of at least two languages (French, Luxembourgish, German, English).</li> <li>• Against this background, ADEM started to offer to all registered job seekers access to free online language learning courses with the subscription-based language learning software Babbel, allowing everyone to improve their skills at their own pace. ADEM has received support and co-financing from the</li> </ul>	ESF+	Insufficient language proficiency	N/A	N/A

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p>European Social Fund Plus (ESF+) (2021-2027 “investing in the future” program) and the Ministry of Labour.</p> <ul style="list-style-type: none"> <li>For the period 2024-2025, ADEM can distribute 200 free Babbel-licenses per month to job seekers registered with ADEM. This offer, which is part of ADEM’s increase in training actions (upskilling, reskilling), has so far been met with considerable success.</li> </ul> <p>Source: ADEM<sup>393</sup></p>				
<p><u>Table A1.4</u></p> <p>Project name: Crafted Pathways</p> <p>By: <b>Association Luxembourgeoise pour le Dialogue Interculturel (ALDIC)</b></p> <p>Duration: 01/2024 – 12/2025</p> <p>Description: Fostering coexistence and encouraging personal development of newcomers to Luxembourg by offering a series of interactive workshops on e.g. employability, housing, empowerment, and health.</p> <p>Source: ALDIC<sup>394</sup></p>	<ul style="list-style-type: none"> <li>AMIF</li> <li>MFSVA</li> </ul>	<ul style="list-style-type: none"> <li>limited labour market information</li> <li>(rights and responsibilities of employees and employers, job search, skill and competences assessment, drafting personal action plan to improve employability)</li> </ul>	Both	migrants
<p><u>Table A1.5</u></p> <p>Project name: Shape Up</p> <p>By: <b>Association Luxembourgeoise pour le Dialogue Interculturel (ALDIC)</b></p> <p>Duration: 01/2025 – 12/2027</p> <p>Description: Offers participants to take part in five ideation sessions, during which they can explore their talents and</p>	André Losch Foundation	<ul style="list-style-type: none"> <li>Limited labour market information</li> <li>(determining one’s values, qualities and skills, writing of resume, practicing job interviews,</li> </ul>	Both	Everyone between 16 and 30, including migrants

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p>aspirations, strategically plan their future, and improve their employability skills. SHAPE UP aims to empower participants to help them achieve their ambitions.</p> <p>Source: ALDIC<sup>395</sup></p>		<p>learning about some personal development techniques through a specific podcast, working in a team through different exercises, participating in some practical workshops like creating one's LinkedIn profile, etc.)</p>		
<p><u>Table A1.6</u></p> <p>Project name: Spark of Solidarity</p> <p>By: <b>Association Luxembourgeoise pour le Dialogue Interculturel (ALDIC)</b></p> <p><b>Duration: 03/2024 – 09/2025</b></p> <p>Aims to equip 100 young participants with skills in project management, leadership, and community engagement through workshops and individual mentoring. In addition, ALDIC offers support in finding funding for participants' social projects, from proposal writing to implementation.</p> <p>Source: ALDIC<sup>396</sup></p>	<p>Œuvre Nationale de Secours Grande-Duchesse Charlotte</p>	<p>Limited labour market information (practical workshops and individual support to develop leadership, project management, and community engagement skills).</p>	<p>Both</p>	<p>Everyone between 18 and 30 years, including migrants</p>
<p><u>Table A1.7</u></p> <p>Project name: Coach4Work</p> <p>By: <b>ASTI</b></p>	<p>ESF+</p>	<p>Limited labour market information</p>	<p>N/A</p>	<p>Migrants</p>

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p>Duration: 07/2023 – 06/2025</p> <p>Description: ASTI offers individual training given by volunteers (1h/week for 6 months) to better understand the labour market in Luxembourg:</p> <p>General information on Luxembourg’s labour market</p> <p>Individual support to strengthen participants’ skills and to develop a career plan that meets market requirements</p> <p>Source: ASTI &amp; J. Lopes<sup>397</sup></p>				
<p><u>Table A1.8</u></p> <p>Project name: Guichet info migrants</p> <p>By: <b>ASTI</b></p> <p>Description: Helps with administrative challenges, i.a. obtaining a work permit.</p> <p>Source: ASTI<sup>398</sup></p>	N/A	Limited labour market information	N/A	Migrants
<p><u>Table A1.9</u></p> <p>Project name: Lët'z Work!</p> <p>By: <b>Croix Rouge Luxembourg / Luxembourg Red Cross in collaboration with the Chamber of Commerce (CdM)</b></p> <p>Duration: 01/2024 – 12/2025</p> <p>Description: Improving the employability of AIPs, i.e. the individual's ability to maintain or acquire the skills necessary to find employment, understand the labour market in Luxembourg, and adapt to change. The project:</p> <p>Offers several group workshops in different languages as an initial approach to Luxembourg’s labour market</p>	<ul style="list-style-type: none"> <li>• ESF+</li> <li>• Ministère du travail</li> </ul>	<ul style="list-style-type: none"> <li>• Limited labour market information (about skills and competences assessment, networking)</li> <li>• Lack of support for AIPs</li> <li>• Employers’ lack of information on how to hire an AIP</li> <li>• Loss of motivation</li> </ul>	N/A	AIPs

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
Individual assessment of each participant's skills + regular meetings to support their integration process Mentoring programme and network of partner companies to bring AIPs and companies together. Source: Luxembourg Red Cross <sup>399</sup>		<ul style="list-style-type: none"> <li>• Loss of skills</li> </ul>		
<u>Table A1.10</u> Project name: Digital literacy courses By: <b>Digital Inclusion A.s.b.l.</b> Description: Different kinds of classes to improve digital autonomy and employability of people in Luxembourg are offered. Classes free of charge and they include language assistance to ensure that everyone follow, and additional individualised support is provided by a team of volunteers. The following classes are offered in multiple languages (Arabic, English, French, Luxembourgish, Persian, Portuguese, Bosnian, Serbian, Croatian, Montenegrin, Spanish, Tigrinya, Ukrainian): <ul style="list-style-type: none"> <li>• First steps with computers (Digital Literacy)</li> <li>• Second steps with computers (Digital Autonomy)</li> <li>• MyGuichet &amp; online services in Luxembourg (Digital Citizenship)</li> <li>• First steps with smartphones</li> </ul> Source: Digital Inclusion ASBL <sup>400</sup>	N/A	Lack of general digital skills	N/A	N/A
<u>Table A1.11</u> Project name: Dress for Success Work Readiness Program By: <b>Dress for Success Luxembourg</b>	<ul style="list-style-type: none"> <li>• Financial support from</li> </ul>	<ul style="list-style-type: none"> <li>• Gender-related</li> <li>• Career gaps</li> </ul>	Both	<ul style="list-style-type: none"> <li>• Female job seekers (includi</li> </ul>

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p>Duration: Since 2017</p> <p>Description: Preparation of unemployed or underemployed women, whose English or French level is at least B1/B2 and who are registered with ADEM, for their job interview consisting of:</p> <ul style="list-style-type: none"> <li>• Five workshops:                             <ol style="list-style-type: none"> <li>1) Job search tools-workshop: Writing skills for motivation letters and CV</li> <li>2) Workshop about personal preparation for working in Luxembourg: Work/life balance, identifying personal strengths and put them to use in job search</li> <li>3) Workshop on what an employer is looking for: Employers and HR-professionals talk about what they look for in prospective employees, working on a linked-in-profile</li> <li>4) Workshop on understanding the work environment in Luxembourg: Employee rights, work etiquette, office politics</li> <li>5) Workshop to prepare for the job interview: How to dress, how to act, what to say</li> </ol> </li> <li>• Personalised mentoring taking place twice a year in French and English.</li> </ul> <p>Source: Dress for Succes<sup>401</sup></p>	<p>private donations</p> <ul style="list-style-type: none"> <li>• ADEM: logistical support (space, mail, etc.)</li> </ul>			<p>ng female BIPs,</p> <ul style="list-style-type: none"> <li>• BTPs,</li> <li>• and migrant women )</li> </ul>
<p><u>Table A1.12</u></p>	<p>ESF+</p>	<p>Insufficient language proficiency</p>	<p>N/A</p>	<p>Social inclusion income</p>

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p>Project name: Programme d'Apprentissage et de Renforcement Linguistique pour l'Emploi (PARLE) (Language Learning and Enhancement Program for Employment)</p> <p>By: <b>Excellence for Integration and Development (EFID)</b></p> <p>Duration: 02/2025 – 12/2027</p> <p>Description: Has the objective to improve employability and empowerment of TCNs (who receive REVIS) through job-related practice of French. Participants receive individual assessments at the beginning and end of the language training, along with recommendations for continuing their studies. In addition, a workshop for job search and, if necessary, personalized coaching are offered.</p> <p>Source: EFID<sup>402</sup></p>				(REVIS) receiving TCNs
<p><u>Table A1.13</u></p> <p>Project name: Intègr'Emploi</p> <p>By: <b>EFID</b></p> <p>Duration: 01/2024 – 12/2025</p> <p>Description: Intègr'Emploi supports integration into the Luxembourg labour market by:</p> <ul style="list-style-type: none"> <li>• Improving language skills and helping understand professional norms. This program includes job-oriented language courses and workshops on workplace culture and norms adapted to the specific needs of these groups.</li> <li>• Conducting individual orientation and assessment sessions at the beginning and end of the program, as well as providing individual support and progress monitoring.</li> </ul>	ESF+	<ul style="list-style-type: none"> <li>• Limited labour market information</li> <li>• Insufficient language proficiency</li> <li>• Lack of qualifications</li> <li>• Not recognised qualifications/experience</li> </ul>	N/A	Migrants

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<ul style="list-style-type: none"> <li>• Offering 30 hours of language training, focused on high-demand sectors such as cleaning and catering to improve sector-specific communication skills.</li> <li>• Providing a 4-hour workshop on workplace culture, equipping participants with a better understanding of the norms and expectations of the Luxembourg labour market.</li> </ul> <p>Source: EFID<sup>403</sup></p>				
<p><u>Table A1.14</u>                      Project name: Eng nei Schaff (A new work)                      By: <b>Eng nei Schaff ASBL</b>                      Duration: 2025 - 2026                      Description: This project increases the employability of workers through the job-related practice of French.                      Source: Eng Nei Schaff ASBL<sup>404</sup></p>	ESF+	Insufficient language proficiency	N/A	People who participate in community work (receiving social inclusion income). This group includes a large number of migrants.
<p><u>Table A1.15</u>                      Project name: Projet d'accompagnement « Inter-C » (Support-project "Inter-C")</p>	André Losch Foundation	<ul style="list-style-type: none"> <li>• Limited labour market information</li> </ul>	N/A	<ul style="list-style-type: none"> <li>• BIPs,</li> <li>• BTPs between</li> </ul>

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p>By: <b>Foundation EPI, Touchpoints, Ministry of Labour, Employment and the Social and Solidarity Economy, André Losch Foundation, ADEM</b></p> <p>Duration: Pilot project 2018-2021, actual project running since 2021</p> <p>Description: Individual integration-support of BIPs and BTPs by helping them find employment and providing support during the first months after hiring and in their workplace (this project has been integrated into the Service d'Accompagnement à l'Insertion Socio-Professionnelle, AISP, in 2023). The project i.a. works with each participant to:</p> <ul style="list-style-type: none"> <li>• find social and professional activities that match their personal situation and profile,</li> <li>• enter the workforce or returning to school</li> <li>• manage their applications (cover letter, CV, etc.)</li> <li>• prepare for job interviews</li> <li>• contact a potential employer and to collaborate with other relevant services.</li> </ul> <p>Source: Foundation EPI<sup>405</sup></p>		<ul style="list-style-type: none"> <li>• (job search, skill and competences assessment, networking)</li> </ul>		<p>n 18 and 25 years who are registered as job seekers with ADEM</p>
<p><u>Table A1.16</u></p> <p>Project name: Jardins du loup</p> <p>By: <b>Equisolidaire</b></p> <p>Duration: n/a</p> <p>Description: The permaculture-inspired organic market gardening activity offers a first work experience in Luxembourg by familiarising participants with the codes and rules of the</p>	<p>ONIS</p>	<ul style="list-style-type: none"> <li>• Limited labour market information</li> <li>• Insufficient language proficiency</li> </ul>	<p>N/A</p>	<p>Migrants (especially refugees)</p>

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
Luxembourg working world. In addition, learning the French language is encouraged through immersion in the workplace and by offering on-site conversation. Source: Equisolidaire <sup>406</sup>				
<u>Table A1.17</u> Project name: Skills for employment (SFE) By: <b>Femmes en détresse (FED)</b> Duration: 2025 - 2026 Description: Women work in the newly (2024) opened FED-store, which sells donated items. This project, which is a TUC-placement, helps participants acquire different additional skills. Project participants receive (socio-educational) support tailored to their personal situation. Learning to the successfully perform these tasks (under supervision) adds value to participants' career paths. Source: Femmes en détresse <sup>407</sup>	ESF+	<ul style="list-style-type: none"> <li>• Limited labour market information</li> <li>• (learn to navigate Luxembourg's labour market, general, laws, networking)</li> <li>• Insufficient language proficiency</li> <li>• Poor employability in general</li> <li>• Lack of skills (professional, technical, organisational)</li> </ul>	N/A	Women who participate in community work (receiving social inclusion income), including migrant women.
<u>Table A1.18</u> Project name: Coup de pouce vers l'autonomie (A helping hand towards autonomy) By: <b>Femmes en détresse (FED)</b> Duration: 02/2025 – 01/2029 Description: Set of tools/activities to empower migrant women by providing general and labour market-related information on Luxembourg (which sectors have the most vacancies,	AMIF	<ul style="list-style-type: none"> <li>• Limited labour market information</li> <li>• Insufficient language proficiency</li> <li>• Lack of informal (soft) and transferable skills</li> <li>• Limited labour market integration</li> </ul>	N/A	<ul style="list-style-type: none"> <li>• Migrant women in their forties,</li> <li>• AIPs,</li> <li>• BIPs,</li> <li>• BTPs</li> </ul>

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p>recruitment processes, employers' expectations etc.), improving French-proficiency, teaching informal (soft) and transferable skills, such as interpersonal communication, time management, teamwork.</p> <p>Source: Femmes en détresse<sup>408</sup></p>				
<p><u>Table A1.19</u></p> <p>Project name: Ready 4 Work</p> <p>By: <b>Femmes en détresse (FED), ADEM</b></p> <p>Duration: n/a</p> <p>Description: Nine-week-training for BTPs and BIPs to improve their command of English and French and to acquire transversal skills. The objective is the facilitation of their socio-professional integration by preparing them for the labour market.</p> <p>Source: Femmes en détresse<sup>409</sup></p>	<p>ADEM</p>	<p>Insufficient language proficiency (English and French)</p>	<ul style="list-style-type: none"> <li>• Participants often hold a bachelor, master or comparable degree/qualification, hence vertical mismatches are observed.</li> </ul>	<ul style="list-style-type: none"> <li>• For the 1<sup>st</sup> R4W module :</li> <li>• Female BIPs and BTPs</li> <li>• For the 2<sup>nd</sup> R4W module :</li> <li>• Mixed training ,</li> <li>• Individual BIPs and BTPs</li> </ul>

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p><u>Table A1.20</u>                      Project name: Motiv'Langues Project at the Maison du Partage (House of Sharing)                      By: <b>Hëllef um Terrain (HUT)</b>                      Description: Helping migrants to increase opportunities to express themselves, to engage in learning activities e.g. the language(s) of their host country. Maison du Partage developed the Motiv'Langues project, in partnership with the ONIS (National Institute for National Statistics and Statistics) to improve knowledge and practice French language amongst the eligible migrant REVIS beneficiaries through activities related to daily life and integration. These diverse and adaptable activities shall enable them to fully participate in the social and professional life of the country.                      Duration: n/a                      Source: Hëllef um Terrain<sup>410</sup></p>	<p>ONIS</p>	<ul style="list-style-type: none"> <li>• Insufficient language proficiency</li> <li>• Limited labour market integration</li> <li>• Lack of social integration</li> </ul>	<p>N/A</p>	<p>Migrant REVIS- recipients</p>
<p><u>Table A1.21</u> Project name: Oasis Digital Centre                      By: <b>HUT</b>                      Description: Provides free access to digital technology (incl. hardware) and assistance with administrative procedures (text comprehension, letter writing, translation, administrative procedures, etc.). Writing workshops are offered as well to encourage independence.                      Source: Hëllef um Terrain<sup>411</sup></p>	<p>N/A</p>	<ul style="list-style-type: none"> <li>• Limited labour market information</li> <li>• Lack of skills</li> </ul>	<p>N/A</p>	<p>Everyone, but focus is on migrants</p>
<p><u>Table A1.22</u>                      Project name: Motirö (Together)</p>	<p>ESF+</p>	<ul style="list-style-type: none"> <li>• Lack of networks</li> </ul>	<p>N/A</p>	<ul style="list-style-type: none"> <li>• Young AIPs</li> </ul>

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p><b>By: Jesuit Refugee Service (Luxembourg)</b>                      Duration: 01/2023 – 12/2024                      Description: Provided holistic support to young refugees in shelters or with families. The project established partnerships with services related to studies, the world of work, private companies, and society in general.                      Source: Fondation Sainte-Imrine<sup>412</sup></p>		<ul style="list-style-type: none"> <li>• Limited labour market information</li> </ul>		<ul style="list-style-type: none"> <li>• Young BIPs</li> <li>• especially UAMs</li> </ul>
<p><u>Table A1.23</u>                      Project name: Empower to employ  <b>By: Luxembourg-Ukraine Chamber of Commerce (LUCC)</b>                      Duration: 2025 - 2026                      Description: Addressing obstacles with labour market integration faced by BTPs by training them to write CVs, providing career coaching and assessment as well as mentoring.                      Source: Luxembourg-Ukraine Chamber of Commerce<sup>413</sup></p>	ESF+	<ul style="list-style-type: none"> <li>• Limited labour market integration (resulting Financial instability)</li> <li>• Insufficient language proficiency</li> <li>• Limited labour market information (no available tools, support, networking capacities)</li> </ul>	N/A	Ukrainian BTPs
<p><u>Table A1.24</u>                      Project name: Renforcer l'Intégration des Demandeurs d'asile vulnérables sur le marché du travail au LUXembourg : résultats d'un essai contrôlé randomisé (<i>Strengthening the integration of vulnerable asylum seekers into the labour market in Luxembourg: Results of a randomized controlled trial - IDEALUX</i>)  <b>By: Luxembourg Institute of Socio-Economic Research (LISER)</b>                      Duration: 02/2025 – 12/2028</p>	AMIF	<ul style="list-style-type: none"> <li>• Limited labour market integration of refugees (long term)</li> <li>• Lack of social integration of refugees (long term)</li> <li>• Insufficient language proficiency (French)</li> </ul>		Approximately 1000 BIPs registered with ONIS (social inclusion office)

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p>Description: Conduction of a randomized controlled trial on an integration policy for approx. 1 000 BIPs in Luxembourg who receive REVIS and are in a vulnerable situation. In a first round of data collection (starting fall 2025), to obtain extensive socio-demographic information and French levels of all participants are assessed by means of a language test especially designed by EFID. From January to June 2026, 400 randomly selected participants of the initial group will participate in PARLE- 6-weeks long intensive French-courses (given by EFID, please see corresponding entry in q6), while the remaining participants (i.e. the control group), will participate in standard basic language courses and workshops offered to refugees and migrants. Both groups will be followed for six months to two years (maximum) by means of surveys and (anonymised) administrative data. A second round of data collection in fall 2026 will assess the effectiveness of the different types of language-classes by comparing the trajectories of the two groups. The breadth of data collected will also allow to understand the role other living conditions (e.g. daycare availability during language classes, distance to be travelled to get to classes) play with respect to participants' course completion in particular and labour market integration in general.</p> <p>Source: LISER <sup>414</sup></p>		<ul style="list-style-type: none"> <li>• Encountered obstacles against following courses and learning</li> <li>• Lack of soft skills to navigate the job market</li> <li>• Low aspirations and prospects for the future</li> </ul>		<p>who receive REVIS and are in a vulnerable situation</p>
<p><u>Table A1.25</u>                      Project name: ReStart!                      By: <b>North-South Cooperation</b>                      Duration: 2025 - 2026</p>	<p>ESF+</p>	<ul style="list-style-type: none"> <li>• Limited labour market information,</li> <li>• Limited labour market information</li> </ul>	<p>N/A</p>	<p>AIPs</p>

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p>Description: Personal support for AIPs with career guidance, job market training, job search, connecting them with businesses, practicing Luxembourg’s main languages.</p> <p>Source: North-South Cooperation<sup>415</sup></p>		<ul style="list-style-type: none"> <li>• Limited networking capacities</li> </ul>		
<p><u>Table A1.26</u></p> <p>Project name: Accompagnement Personnalisé pour l'Emploi dans les Structures d'accueil (APES) (Individual Support for Employment in Reception Structures)</p> <p>By: <b>North-South Cooperation</b></p> <p>Duration: 01/2024 – 12/2025</p> <p>Description: Individual support residents of reception centres who have at least A2-level in French, English, or Luxembourgish to prepare them for the job market in several stages:</p> <ol style="list-style-type: none"> <li>1. Development of an individualised career plan</li> <li>2. Basic training (e.g. Luxembourg’s labour market)</li> <li>3. Individual training sessions</li> <li>4. CV and cover letter writing</li> <li>5. Mentoring program to help find each participant an internship or job</li> </ol> <p>In addition, a guide on preparing AIPs/BIPs for the job market is drafted and distributed.</p> <p>Source: North-South Cooperation<sup>416</sup></p>	AMIF	<ul style="list-style-type: none"> <li>• Limited labour market information</li> <li>• (rights and responsibilities of employees and employers, job search, skill and competences assessment, drafting personal action plan to improve employability, networking)</li> </ul>	N/A	AIPs, BIPs, BTPs
<p><u>Table A1.27</u></p> <p>Project name: Concorde</p> <p>By: <b>Passerell</b></p> <p>Duration: 01/2024 – 12/2025</p>	AMIF	<ul style="list-style-type: none"> <li>• Limited labour market information</li> </ul>	N/A	TCNs (incl. AIPs, BIPs, BTPs)

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p>Description: Helping participants to better understand and therefore better navigate daily life in Luxembourg (incl. society, labour market, rights). The project focuses on:</p> <ol style="list-style-type: none"> <li>1. labour market</li> <li>2. housing</li> <li>3. administration and civic issues.</li> </ol> <p>Source: Passerell<sup>417</sup></p>				
<p><u>Table A1.28</u></p> <p>Project name:</p> <p>By: <b>RYSE – Refugee Youth Support &amp; Empowerment</b></p> <p>Description: Organization that is supporting refugees under the age of 35 on the job market</p> <p>Refugees will get through a mentor support and guidance on the job market, educational opportunities, government services and learn how to be a successful young adult in Luxembourg; opportunities to gain work experience and to improve skill set.</p> <p>Source: RYSE<sup>418</sup></p>	N/A	<ul style="list-style-type: none"> <li>• Limited labour market information</li> <li>• Lacking educational opportunities</li> <li>• Lack of (or not needed) skills</li> </ul>	N/A	Refugees under 35
<p><u>Table A1.29</u></p> <p>Project name: Inclusion+</p> <p>By: <b>SINGA</b></p> <p>Duration: 01/2024 – 12/2025</p> <p>Description: Comprehensive inclusion of newcomers to Luxembourg through unique training on intercultural and work-related topics. The latter consist of:</p> <ol style="list-style-type: none"> <li>1. CV and cover letter writing sessions,</li> </ol>	AMIF	<ul style="list-style-type: none"> <li>• Limited labour market information</li> <li>• (e.g. no knowledge on the procedure for obtaining work authorization)</li> </ul>	N/A	<ul style="list-style-type: none"> <li>• AIPs</li> <li>• BIPs</li> <li>• BTPs</li> </ul>

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p>2. Workshop on how to find work in Luxembourg.</p> <p>3. Individual support for applying for a temporary work permit, and weekly individual support such as coaching and skills assessment.</p> <p>Source: SINGA<sup>419</sup></p>				
<p><u>Table A1.30</u></p> <p>Project name: One step forward</p> <p>By: <b>SINGA</b></p> <p>Duration: n.a.</p> <p>Mentoring program for providing innovative support for refugee students to bridge the gap between education and employment. SINGA’s collaborators are connected to refugee students to share their experience and skills to help them succeed in their academic and professional pursuits.</p> <p>Source: SINGA<sup>420</sup></p>	N/A	<ul style="list-style-type: none"> <li>• Lack of networks and/or capacities</li> <li>• Lack of recognition of diplomas and professional experience</li> <li>• Difficulties with translating skills into terms that are relevant to the Luxembourgish job market <sup>421</sup></li> </ul>	Vertical	<ul style="list-style-type: none"> <li>• AIPs</li> <li>• BIPs</li> <li>• BTPs</li> </ul>
<p><u>Table A1.31</u></p> <p>Project name: Crossroads</p> <p>By: <b>Touchpoints ASBL</b></p> <p>Duration: 2023-2025</p> <p>Description: Providing participants with information and guidance so they can make choices about their professional future and take the initiative.</p> <p>Source: Touchpoints<sup>422</sup></p>	N/A	Limited labour market information	N/A	Migrants

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<p><u>Table A1.32</u>                      Project name: Sleeves up                      By: <b>Touchpoints ASBL</b>                      Duration: 2016 – 2024<sup>423</sup>                      Description: Enabling participants to turn their talents into a means of earning a living or increasing their financial income. Participants receive training to start their own businesses and are taught basics of the Luxembourg economy, pitching, determining commercial viability, financing, administrative procedures, tax issues, marketing, and how to identify and utilise various existing resources. One-on-one mentoring helps participants develop their ideas, overcome implementation obstacles, and access relevant support. Internships are available for participants who have completed a training cycle. This project intends to connect local and immigrant populations in Luxembourg to promote and build long-term coexistence.                      Source: Touchpoints<sup>424</sup></p>	N/A	<ul style="list-style-type: none"> <li>• Limited labour market information</li> <li>• (how to start a business)</li> </ul>	N/A	Migrants
<p><u>Table A1.33</u>                      Project name: Work Integration Luxembourg (WIL)                      By: <b>Zarabina ASBL, ADEM</b>                      Duration: n/a                      Description: Four-week orientation workshop to prepare refugees for the labour market in Luxembourg. The training will offer:</p> <ul style="list-style-type: none"> <li>• Assistance with starting a career</li> </ul>	N/A	<ul style="list-style-type: none"> <li>• Limited labour market information</li> <li>• (rights and responsibilities of employees and employers, job search, skill and competences assessment)</li> </ul>	N/A	Refugees

Initiative (alphabetical order by organiser)	Financed by	Driver(s) addressed (if possible, to identify)	Form(s) of mismatch (vertical, horizontal, both)	Target group
<ul style="list-style-type: none"> <li>• Self-assessment of existing abilities, knowledge, competences and qualifications</li> <li>• Finding career paths according to the job market requirements.</li> <li>• Getting to know the Luxemburgish job market, the statutory provisions and what does everyday business life look like in Luxembourg.</li> <li>• Developing new perspectives and new possibilities.</li> <li>• Developing an individual competency profile.</li> <li>• application training and assistance with drafting individual application documents.</li> </ul> <p>Source: Zarabina<sup>425</sup></p>		<ul style="list-style-type: none"> <li>• Lack of information and awareness about skills</li> <li>• Lack of information and awareness about qualifications</li> </ul>		

<p><u>Table A1.34</u></p> <p>Initiative name: Diversity Charter</p> <p>By: <b>Inspiring More Sustainability Luxembourg (IMS)</b></p> <p>Duration: ongoing</p> <p>Description: The Diversity Charter Lëtzebuerg is a voluntary self-commitment, open for signature by any organisation and/or business in Luxembourg wishing to commit to diversity promotion and management through concrete actions that go beyond legal obligations. The not-for profit business network IMS is the project leader, and the Charter is supported by seven additional privileged private and public partners - Deutsche Bank Luxembourg, the Ministry of Gender Equality and Diversity, PwC, Linklaters, CACEIS Investor Services Bank, Sodexo and HSBC. Ninth Charter in the European Union, it is part of the <a href="#">European platform of Diversity Charters</a>, led by the European Commission's DG Justice. The Diversity Charter Lëtzebuerg currently has <a href="#">more than 325 signatories</a> (public, private and voluntary sectors), representing 22% of Luxembourg's payroll. The diversity policies advocated by the Charter aim to ensure that everyone has access to employment and career opportunities that align with their skills and aspirations, while respecting and valuing their individual characteristics. This objective is targeted not only from an intercultural perspective, but also transversally, through inclusive recruitment processes, human resources management, and communication practices. IMS strives to train their signatories (for example, through a free e-learning module), to promote good practices via events and online exchanges, and to publish resources and documents focused on migration and professional inclusion.</p> <p>Source: IMS<sup>426</sup></p>	N/A	N/A	N/A	N/A
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- <sup>28</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)
- <sup>29</sup> Professions regulated in Luxembourg:  
Law of 28 Octobre 2016 (<https://legilux.public.lu/eli/etat/leg/loi/2016/10/28/n2/jo>) and lists of regulated professions on guichet.lu: <https://guichet.public.lu/en/entreprises/creation-developpement/profession/liste-professions-reglementees.html>
- <sup>30</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)  
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- <sup>31</sup> Information obtained from HUT on 11 September 2025 (HUT, 2025)
- <sup>32</sup> Information obtained from ASTI on 23 September 2025 (ASTI, 2025)  
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<sup>33</sup> Information obtained from the LSKO on 1 October 2025 (LSKO, 2025)

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<sup>34</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

Information obtained from the North-South Cooperation on 7 August 2025 (North-South Cooperation, 2025)

<sup>35</sup> Information obtained from the North-South Cooperation on 7 August 2025 (North-South Cooperation, 2025)

<sup>36</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

<sup>37</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

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<sup>38</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

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<sup>39</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

<sup>40</sup> Information obtained from the LSKO on 1 October 2025 (LSKO, 2025)

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<sup>41</sup> Information obtained from the LSKO on 1 October 2025 (LSKO, 2025)

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<sup>42</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)

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<sup>43</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

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<sup>44</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

<sup>45</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)

<sup>46</sup> Information obtained from Dress for Success Luxembourg on 1 August 2025 (Dress for Success Luxembourg, 2025)

<sup>47</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)

Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

- <sup>48</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>49</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- <sup>50</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>51</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- <sup>52</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)
- <sup>53</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- <sup>54</sup> STATEC, Population census 2021, pp. 13–17 (2023)
- <sup>55</sup> STATEC, Rapport Travail et cohésion sociale 03/2024, p. 60/61 (2024)
- <sup>56</sup> Information obtained from ASTI on 23 September 2025 (ASTI, 2025)
- Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)
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- Information obtained from Passerell on 24 September 2025 (Passerell, 2025)
- <sup>57</sup> Information obtained from Dress for Success Luxembourg on 1 August 2025 (Dress for Success Luxembourg, 2025)
- <sup>58</sup> Information obtained from HUT on 11 September 2025 (HUT, 2025)
- Information obtained from the LISKO on 1 Oktober 2025 (LISKO, 2025)
- <sup>59</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- <sup>60</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>61</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>62</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)
- Information obtained from SINGA on 30 September 2025 (SINGA, 2025)
- UNHCR, Consultations relatives à certains aspects du processus d'intégration des personnes bénéficiaires de la protection internationale (BPI) au Luxembourg : l'apprentissage des langues, l'emploi et le logement, p. 6 (UNHCR, 2023)
- <sup>63</sup> Information obtained from the LCGB on 23 July 2025 (LCGB, 2025)
- <sup>64</sup> Information obtained from HUT on 11 September 2025 (HUT, 2025)
- Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- <sup>65</sup> Information obtained from ASTI on 23 September 2025 (ASTI, 2025)
- Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- Information obtained from Passerell on 24 September 2025 (Passerell, 2025)
- Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>66</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>67</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>68</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- <sup>69</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

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<sup>70</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

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<sup>71</sup> Information obtained from Dress for Success Luxembourg on 1 August 2025 (Dress for Success Luxembourg, 2025)

<sup>72</sup> Information obtained from ASTI on 23 September 2025 (ASTI, 2025)

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<sup>73</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

<sup>74</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

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<sup>75</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)

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<sup>78</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

<sup>79</sup> Information obtained from HUT on 11 September 2025 (HUT, 2025)

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<sup>81</sup> CEFIS et al., Le racisme et les discriminations ethno-raciales au Luxembourg. Rapport d'étude quantitative et qualitative (2022)

<sup>82</sup> CEFIS, Racisme & discriminations au Luxembourg - à l'écoute des victimes (2024)

<sup>83</sup> CEFIS et al., Le racisme et les discriminations ethno-raciales au Luxembourg. Rapport d'étude quantitative et qualitative, p. 140 (2022)

<sup>84</sup> CEFIS, Racisme & discriminations au Luxembourg - à l'écoute des victimes, p. 24 (2024)

<sup>85</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)

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<sup>86</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)

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<sup>87</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)

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<sup>88</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

<sup>89</sup> Information obtained from Dress for Success Luxembourg on 1 August 2025 (Dress for Success Luxembourg, 2025)

<sup>90</sup> Information obtained from Foundation EPI on 2 October 2025 (Foundation EPI, 2025)

<sup>91</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)

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<sup>92</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)

<sup>93</sup> Information obtained from ASTI on 23 September 2025 (ASTI, 2025)

<sup>94</sup> Information obtained from SINGA on 30 September 2025 (SINGA, 2025)

<sup>95</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)

<sup>96</sup> Information obtained from the LISKO on 1 Oktober 2025 (LISKO, 2025)

<sup>97</sup> Please see "Excursus" before section 3.

<sup>98</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

<sup>99</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)

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<sup>100</sup> Information obtained from OGBL on 24 September 2025 (OGBL, 2025)

<sup>101</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

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<sup>102</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)

<sup>103</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

<sup>104</sup> Information obtained from the North-South Cooperation on 7 August 2025 (North-South Cooperation, 2025)

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<sup>105</sup> Institutionalised and continuous dialogue between the government, employers and trade unions on important economic and social issues with a view to finding a consensus (<https://luxembourg.public.lu/en/society-and-culture/political-system/tripartite.html>)

<sup>106</sup> Information obtained from the LCGB on 23 July 2025 (LCGB, 2025)

<sup>107</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

<sup>108</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

<sup>109</sup> Information obtained from Dress for Success Luxembourg on 1 August 2025 (Dress for Success Luxembourg, 2025)

<sup>110</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

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<sup>111</sup> Information obtained from the LISKO on 1 Oktober 2025 (LISKO, 2025)

<sup>112</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)

<sup>113</sup> Government of Luxembourg, Accord de coalition 2023-2028, p. 39 (Government of Luxembourg 2023)

<sup>114</sup> Hansen, Interview with Claude Meisch: Luxembourg has "some catching up to do" on affordable housing (Hansen, 2024)

<sup>115</sup> Nextimmo.lu, No, the housing crisis in Luxembourg isn't over yet (Nextimmo.lu, 2025)

<sup>116</sup> Aulner, De "Skills Gap" gëtt ëmmer méi grouss (Aulner, 2023)

<sup>117</sup> CEFIS, Racisme & discriminations au Luxembourg - à l'écoute des victimes (CEFIS, 2024)

CEFIS et al., Le racisme et les discriminations ethno-raciales au Luxembourg. Rapport d'étude quantitative et qualitative, p. 140 (2022)

<sup>117</sup> CEFIS, Racisme & discriminations au Luxembourg - à l'écoute des victimes, p. 24 (CEFIS, 2024)

CEFIS et al., Le racisme et les discriminations ethno-raciales au Luxembourg. Rapport d'étude quantitative et qualitative (CEFIS, 2022)

Lepinteur et al., Equal price for equal place? Demand-driven racial discrimination in the housing market (Lepinteur et al., 2025)

<sup>118</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)

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<sup>119</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

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<sup>120</sup> UNHCR, Consultations relatives à certains aspects du processus d'intégration des personnes bénéficiaires de la protection internationale (BPI) au Luxembourg : l'apprentissage des langues, l'emploi et le logement, p. 7 (UNHCR, 2023)

<sup>121</sup> Article 9 of the amended Grand Ducal Regulation of 5 September 2008

<sup>122</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

<sup>123</sup> Information obtained from Foundation EPI on 2 October 2025 (Foundation EPI, 2025)

<sup>124</sup> Information obtained from the North-South Cooperation on 7 August 2025 (North-South Cooperation, 2025)

- <sup>125</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)  
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- <sup>126</sup> Information obtained from ASTI on 23 September 2025 (ASTI, 2025)  
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- <sup>127</sup> Information obtained from ASTI on 23 September 2025 (ASTI, 2025)  
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- <sup>128</sup> Article 3 k) of the Law of 28 July 2018
- <sup>129</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)
- <sup>130</sup> Information obtained from Foundation EPI on 2 October 2025 (Foundation EPI, 2025)
- <sup>131</sup> Information obtained from the ADEM on 30 September 2025 (ADEM, 2025b)
- <sup>132</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)  
Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>133</sup> Obert, L'intégration nuancée des réfugiés ukrainiens dans le marché de l'emploi (Obert, 2023)
- <sup>134</sup> Information obtained from the ADEM on 30 September 2025 (ADEM, 2025b)
- <sup>135</sup> Information obtained from the Ministry of Family Affairs, Integration and the Greater Region on 29 October 2021 (MIFA, 2021)
- <sup>136</sup> Information obtained from SINGA on 30 September 2025 (SINGA, 2025)
- <sup>137</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)  
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- <sup>138</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>139</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>140</sup> Works of Public Utility (TUC): This measure, organised by the ONIS (Office for Social Inclusion), consists of temporarily assigning REVIS beneficiaries under ONIS supervision to work placements in companies.  
(<https://adem.public.lu/en/demandeurs-demploi/aides-financieres-mesures/mesures-emploi/autres-mesures.html>)
- <sup>141</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)  
Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- <sup>142</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>143</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)  
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- <sup>144</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)  
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- <sup>145</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)
- <sup>146</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)  
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<sup>147</sup> Information obtained from ASTI on 23 September 2025 (ASTI, 2025)

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<sup>149</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)

<sup>150</sup> Information obtained from the DGAR on 28 August 2025 (DGAR, 2025)

<sup>151</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

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<sup>152</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

<sup>153</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)

<sup>154</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

<sup>155</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

<sup>156</sup> Information obtained from HUT on 11 September 2025 (HUT, 2025)

<sup>157</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

<sup>158</sup> lifelong-learning.lu, Recognition of diplomas of secondary education (lifelong-learning.lu, n.d.–a)

<sup>159</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

MENEJ, Accreditation of prior learning and experience (VAE) (MENEJ, 2024a)

<sup>160</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

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<sup>161</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)

<sup>162</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

<sup>163</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

<sup>164</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)

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<sup>165</sup> UNHCR, Consultations relatives à certains aspects du processus d'intégration des personnes bénéficiaires de la protection internationale (BPI) au Luxembourg : l'apprentissage des langues, l'emploi et le logement, p. 9 (UNHCR, 2023)

<sup>166</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)

<sup>167</sup> Luxembourg is experiencing serious shortages in health care staff for example due to over-aging of the medical workforce and the patients, strong population growth and the lack of a full medical school (or faculty) (even though this issue is being addressed).

The ratio of doctors is at 3 per 1 000 population and to reach the European average of 3,8 per 1000 residents, the country would need 1 200 doctors until 2030. Even though the shortage of nurses is not as high for doctors, the country would need 3 800 additional nurses until 2030. As a result, Luxembourg is heavily dependent on medical staff either moving to

Luxembourg or commuting to Luxembourg on a daily basis (cross-border workers) from either Belgium, France, or Germany (in 2017, almost 50% of all medical doctors were non-Luxembourgers).

Ministry of Health and Social Security, National Health Plan, 2023, p. 24, 28, URL: <https://sante.public.lu/dam-assets/fr/publications/p/plan-national-sante-2023/minsante-rapport-plan-national-sante.pdf>

Fédération des Hôpitaux Luxembourgeois, Vision 2030 pour les hôpitaux et le système de santé luxembourgeois, December 2022, p. 78, URL: <https://fhlux.lu/web/wp-content/uploads/2023/02/fhl.lu-20230222-livre-blanc-vision-2030.pdf>

Luxembourg Government, Coalition agreement 2018-2023, 3 December 2018, p. 72 & 91 URL: <https://gouvernement.lu/dam-assets/fr/publications/accord-coalition/2018-2023/Accord-de-coalition-2018-2023.pdf>

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<sup>168</sup> Reply to Parliamentary Question 1547 (2025)

Reply to Parliamentary Question 1661 (2025)

<sup>169</sup> Law of 31 July 2020

<sup>170</sup> Reply to Parliamentary Question 6525 (2022)

<sup>171</sup> Reply to Parliamentary Question 1547 (2025)

<sup>172</sup> Strötgen, Selbstverschuldeter Ärztemangel (Strötgen, 2021)

<sup>173</sup> Reply to Parliamentary Question 1547(2025)

Reply to Parliamentary Question 1661 (2025)

<sup>174</sup> Reply to Parliamentary Question 1547 (2025)

Reply to Parliamentary Question 1661 (2025)

<sup>175</sup> Reply to Parliamentary Question 1547 (2025)

<sup>176</sup> Reply to Parliamentary Question 1661 (2025)

<sup>177</sup> Reply to Parliamentary Question 1547 (2025)

<sup>178</sup> Information obtained from the ADEM on 30 September 2025 (ADEM, 2025b)

Reply to Parliamentary Question 1133 (2024)

<sup>179</sup> Reply to Parliamentary Question 2817 (2025)

<sup>180</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

<sup>181</sup> Information obtained from ASTI on 23 September 2025 (ASTI, 2025)

Information obtained from OGBL on 24 September 2025 (OGBL, 2025)

<sup>182</sup> Information obtained from HUT on 11 September 2025 (HUT, 2025)

Information obtained from OGBL on 24 September 2025 (OGBL, 2025)

<sup>183</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

<sup>184</sup> Information obtained from the North-South Cooperation on 7 August 2025 (North-South Cooperation, 2025)

<sup>185</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

Information obtained from IMS on 3 September 2025 (IMS, 2025)

<sup>186</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

Information obtained from the North-South Cooperation on 7 August 2025 (North-South Cooperation, 2025)

<sup>187</sup> See e.g. recommendations by [PES Network to have an idea about labour market integration policies](https://employment-social-affairs.ec.europa.eu/news/pes-network-adopts-7-recommendations-guide-employment-services-assisting-refugees-and-persons-2023-07-07_en), [https://employment-social-affairs.ec.europa.eu/news/pes-network-adopts-7-recommendations-guide-employment-services-assisting-refugees-and-persons-2023-07-07\\_en](https://employment-social-affairs.ec.europa.eu/news/pes-network-adopts-7-recommendations-guide-employment-services-assisting-refugees-and-persons-2023-07-07_en), accessed 6 March 2025.

<sup>188</sup> Oral reply to Parliamentary Question 226 (2025)

Information obtained from Passerell on 24 September 2025 (Passerell, 2025)

<sup>189</sup> e.g. <https://actionspositives.lu/en/page-daccueil-english/>, <https://www.chartediversite.lu/en/>

<sup>190</sup> Oral reply to Parliamentary Question 226 (2025)

<sup>191</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)

<sup>192</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)

<sup>193</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)

<sup>194</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)

<sup>195</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

<sup>196</sup> Information obtained from SINGA on 30 September 2025 (SINGA, 2025)

<sup>197</sup> Information obtained from OGBL on 24 September 2025 (OGBL, 2025)

<sup>198</sup> Information obtained from ASTI on 23 September 2025 (ASTI, 2025)

Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

Information obtained from Passerell on 24 September 2025 (Passerell, 2025)

<sup>199</sup> Information obtained from HUT on 11 September 2025 (HUT, 2025)

Information obtained from the LCGB on 23 July 2025 (LCGB, 2025)

Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

<sup>200</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

<sup>201</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)

<sup>202</sup> Information obtained from Dress for Success Luxembourg on 1 August 2025 (Dress for Success Luxembourg, 2025)

Information obtained from the LCGB on 23 July 2025 (LCGB, 2025)

<sup>203</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)

<sup>204</sup> [lifelong-learning.lu](https://lifelong-learning.lu), Training stakeholders: who does what? (lifelong-learning.lu, n.d.–b)

<sup>205</sup> Université Populaire <https://www.unipop.lu/en/>

<sup>206</sup> [lifelong-learning.lu](https://lifelong-learning.lu), Training stakeholders: who does what? (lifelong-learning.lu, n.d.–b)

<sup>207</sup> MENEJ; Digital Learning Hub and 42 Luxembourg: two pillars of digital technology training (MENEJ, 2024b)

<sup>208</sup> Maison d'orientation, Apprentissage pour adultes (MO, 2022b)

<sup>209</sup> [lifelong-learning.lu](https://lifelong-learning.lu), Training stakeholders: who does what? (lifelong-learning.lu, n.d.–b)

<sup>210</sup> [lifelong-learning.lu](https://lifelong-learning.lu), Training stakeholders: who does what? (lifelong-learning.lu, n.d.–b)

<sup>211</sup> [lifelong-learning.lu](https://lifelong-learning.lu), Training stakeholders: who does what? (lifelong-learning.lu, n.d.–b)

<sup>212</sup> Let's make it happen, Higher education

<sup>213</sup> Let's make it happen, Higher education

<sup>214</sup> Became the [Law of 19 June 2025](#)

<sup>215</sup> Information obtained from OGBL on 24 September 2025 (OGBL, 2025)

<sup>216</sup> Information obtained from the LCGB on 23 July 2025 (LCGB, 2025)

Information obtained from OGBL on 24 September 2025 (OGBL, 2025)

<sup>217</sup> In Luxembourg, the social partners are represented by five professional chambers, which represent employers and the employees and i.a. provide continuous training courses.

The employers are organised in three professional chambers:

- The Chamber of Commerce (*Chambre de Commerce*);
- The Chamber of Trades and Skilled Crafts (*Chambre des Métiers*);
- The Chamber of Agriculture (*Chambre d'Agriculture*).

The employees are represented by two professional chambers:

- The Chamber of Employees (*Chambre des Salariés*);
- The Chamber of Clerks and Civil Servants (*Chambre des fonctionnaires et employés publics*).

<https://www.bibb.de/en/146422.php>

<sup>218</sup> Information obtained from the LCGB on 23 July 2025 (LCGB, 2025)

<sup>219</sup> Information obtained from OGBL on 24 September 2025 (OGBL, 2025)

<sup>220</sup> Parliament, Le programme « Skills-Plang » à la loupe (Parliament, 2025)

<sup>221</sup> ADEM, Rapport Annuel 2023, p. 83(ADEM, 2024d)

MTEESS & ADEM, Lancement officiel du programme Skills-Plang, (2025)

<sup>222</sup> MENEJ et al., OECD Skills Strategy: Recommendations for Improving Skills in Luxembourg (MENEJ et al., 2023)

<sup>223</sup> European Commission, Luxembourg's recovery and resilience plan (European Commission, 2025)

<sup>224</sup> ADEM. Un acteur majeur pour répondre aux défis futurs du marché de l'emploi – l'ADEM présente son rapport annuel 2021 et sa stratégie "ADEM 2025" (ADEM, 2022b)

<sup>225</sup> ADEM. Un acteur majeur pour répondre aux défis futurs du marché de l'emploi – l'ADEM présente son rapport annuel 2021 et sa stratégie "ADEM 2025" (ADEM, 2022b)

Government of Luxembourg, Conseil de gouvernement – Résumé des travaux du 8 juillet 2022 (Government of Luxembourg, 2022)

<sup>226</sup> MFSVA, Rapport d'activité 2024, p. 198 (MFSVA, 2025)

<sup>227</sup> Reply to Parliamentary Question 2149 (2025)

Reply to Parliamentary Question 2672 (2025)

<sup>228</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

Reply to Parliamentary Question 2672 (2025)

<sup>229</sup> CEDEFOP, Luxembourg: language-integrated work-based learning for young adult migrants (CEDEFOP, 2025)

<sup>230</sup> Reply to Parliamentary Question 2672 (2025)

<sup>231</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

<sup>232</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

<sup>233</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

<sup>234</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

- <sup>235</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)
- <sup>236</sup> ADEM, Les actions de l'ADEM sur un marché de l'emploi qui peine à rebondir (ADEM, 2024b)
- <sup>237</sup> ADEM, Rapport Annuel 2024, p. 31 (ADEM, 2025d)
- <sup>238</sup> ADEM, Rapport Annuel 2024, p. 27 (ADEM, 2025d)
- <sup>239</sup> Information obtained from the ADEM on 30 September 2025 (ADEM, 2025b)
- <sup>240</sup> ADEM, Stratégie ADEM 2025 (ADEM, 2022a)
- <sup>241</sup> ADEM, Stratégie ADEM 2025, pp. 12, 21 (ADEM, 2022a)
- <sup>242</sup> ADEM, Rapport Annuel 2024, p. 35 (ADEM, 2025d)
- <sup>243</sup> ADEM, Rapport Annuel 2024, p. 42 (ADEM, 2025d)
- <sup>244</sup> ADEM, Rapport Annuel 2024, p. 43 (ADEM, 2025d)
- <sup>245</sup> ADEM, Rapport Annuel 2024, p. 46 (ADEM, 2025d)
- <sup>246</sup> ADEM, Rapport Annuel 2024, p. 15 (ADEM, 2025d)
- <sup>247</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)
- <sup>248</sup> Maison d'orientation, Apprentissage pour adultes (MO, 2022a)
- <sup>249</sup> For an example for such an initiative see e.g. Global Compact on Refugees, 'Talent-based matching of newcomers to employment opportunities', <https://globalcompactrefugees.org/good-practices/talent-based-matching-newcomers-employment-opportunities>, accessed 5 February 2025.
- <sup>250</sup> Information obtained from the CC on 16 September 2025 (CC, 2025)
- <sup>251</sup> (Luxembourg Red Cross, 2024, n.d.)
- <sup>252</sup> Foundation EPI, Lancement d'un nouveau service Inter-C (2021)  
Foundation EPI, Rapport d'activité, pp. 5, 19 (2023)  
Reply to Parliamentary Question 2149 (2025)
- <sup>253</sup> North-South-Cooperation, APES - Personalised support for employment in reception facilities (2023)  
North-South-Cooperation, APES - Personalised support for employment in reception facilities (n.d.–a)
- <sup>254</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)  
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Information obtained from OGBL on 24 September 2025 (OGBL, 2025)  
Information obtained from Foundation EPI on 2 October 2025 (Foundation EPI, 2025)
- <sup>255</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)
- <sup>256</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)
- <sup>257</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>258</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)  
Information obtained from OGBL on 24 September 2025 (OGBL, 2025)
- <sup>259</sup> Information obtained from the ADEM on 30 September 2025 (ADEM, 2025b)  
Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)  
Information obtained from ASTI on 23 September 2025 (ASTI, 2025)

- Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)
- Information obtained from the DGAR on 28 August 2025 (DGAR, 2025)
- Information obtained from Dress for Success Luxembourg on 1 August 2025 (Dress for Success Luxembourg, 2025)
- Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- Information obtained from the North-South Cooperation on 7 August 2025 (North-South Cooperation, 2025)
- Information obtained from Passerell on 24 September 2025 (Passerell, 2025)
- <sup>260</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>261</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>262</sup> Information obtained from ASTI on 23 September 2025 (ASTI, 2025)
- Information obtained from Foundation EPI on 2 October 2025 (Foundation EPI, 2025)
- Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- Information obtained from the North-South Cooperation on 7 August 2025 (North-South Cooperation, 2025)
- Information obtained from Passerell on 24 September 2025 (Passerell, 2025)
- Information obtained from SINGA on 30 September 2025 (SINGA, 2025)
- <sup>263</sup> Information obtained from the ADEM on 14 September 2023 (ADEM, 2023)
- <sup>264</sup> Information obtained from the ADEM on 30 September 2025 (ADEM, 2025b)
- <sup>265</sup> Information obtained from OGBL on 24 September 2025 (OGBL, 2025)
- Information obtained from the LCGB on 23 July 2025 (LCGB, 2025)
- <sup>266</sup> Information obtained from HUT on 11 September 2025 (HUT, 2025)
- Information obtained from IMS on 3 September 2025 (IMS, 2025)
- Information obtained from the LCGB on 23 July 2025 (LCGB, 2025)
- Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- Information obtained from OGBL on 24 September 2025 (OGBL, 2025)
- <sup>267</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)
- <sup>268</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)
- Information obtained from ASTI on 23 September 2025 (ASTI, 2025)
- Information obtained from Foundation EPI on 2 October 2025 (Foundation EPI, 2025)
- Information obtained from HUT on 11 September 2025 (HUT, 2025)
- Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- Information obtained from Passerell on 24 September 2025 (Passerell, 2025)
- <sup>269</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)
- <sup>270</sup> Information obtained from the LCGB on 23 July 2025 (LCGB, 2025)
- <sup>271</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- <sup>272</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>273</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)
- <sup>274</sup> OECD, OECD Skills Strategy Luxembourg (OECD, 2023)

Information obtained from Foundation EPI on 2 October 2025 (Foundation EPI, 2025)

<sup>275</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)

Information obtained from OGBL on 24 September 2025 (OGBL, 2025)

<sup>276</sup> Information obtained from the LCGB on 23 July 2025 (LCGB, 2025)

<sup>277</sup> Information obtained from OGBL on 24 September 2025 (OGBL, 2025)

<sup>278</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)

<sup>279</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

<sup>280</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)

<sup>281</sup> Information obtained from the ADEM on 14 September 2023 (ADEM, 2023)

<sup>282</sup> Information obtained from the ADEM on 30 September 2025 (ADEM, 2025b)

<sup>283</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)

<sup>284</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)

<sup>285</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

<sup>286</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

<sup>287</sup> Information obtained from the North-South Cooperation on 7 August 2025 (North-South Cooperation, 2025)

UNHCR, Consultations relatives à certains aspects du processus d'intégration des personnes bénéficiaires de la protection internationale (BPI) au Luxembourg : l'apprentissage des langues, l'emploi et le logement, pp. 4,5,9 (UNHCR, 2023)

<sup>288</sup> Information obtained from the LCGB on 23 July 2025 (LCGB, 2025)

<sup>289</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)

Information obtained from SINGA on 30 September 2025 (SINGA, 2025)

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<sup>290</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

<sup>291</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

<sup>292</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

<sup>293</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)

<sup>294</sup> Information obtained from SINGA on 30 September 2025 (SINGA, 2025)

<sup>295</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)

<sup>296</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

Information obtained from Foundation EPI on 2 October 2025 (Foundation EPI, 2025)

<sup>297</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)

UNHCR, Consultations relatives à certains aspects du processus d'intégration des personnes bénéficiaires de la protection internationale (BPI) au Luxembourg : l'apprentissage des langues, l'emploi et le logement, (UNHCR, 2023)

<sup>298</sup> CEFIS, Racisme & discriminations au Luxembourg - à l'écoute des victimes (CEFIS, 2024)

CEFIS et al., Le racisme et les discriminations ethno-raciales au Luxembourg. Rapport d'étude quantitative et qualitative (CEFIS, 2022)

- <sup>299</sup> CEFIS et al., *Le racisme et les discriminations ethno-raciales au Luxembourg. Rapport d'étude quantitative et qualitative*, p. 140 (CEFIS, 2022)
- <sup>300</sup> CEFIS, *Racisme & discriminations au Luxembourg - à l'écoute des victimes*, p. 24 (CEFIS, 2024)
- <sup>301</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- <sup>302</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>303</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>304</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>305</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>306</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>307</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)
- <sup>308</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>309</sup> Information obtained from Foundation EPI on 2 October 2025 (Foundation EPI, 2025)
- <sup>310</sup> Information obtained from the ADEM on 30 September 2025 (ADEM, 2025b)
- Obert, *L'intégration nuancée des réfugiés ukrainiens dans le marché de l'emploi* (Obert, 2023)
- <sup>311</sup> Reply to Parliamentary Question 1380 (2024)
- <sup>312</sup> Information obtained from the LCGB on 23 July 2025 (LCGB, 2025)
- Information obtained from OGBL on 24 September 2025 (OGBL, 2025)
- Information obtained from SINGA on 30 September 2025 (SINGA, 2025)
- Information obtained from Foundation EPI on 2 October 2025 (Foundation EPI, 2025)
- <sup>313</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)
- <sup>314</sup> Information obtained from the LCGB on 23 July 2025 (LCGB, 2025)
- Information obtained from OGBL on 24 September 2025 (OGBL, 2025)
- Information obtained from Foundation EPI on 2 October 2025 (Foundation EPI, 2025)
- <sup>315</sup> Information obtained from the LCGB on 23 July 2025 (LCGB, 2025)
- <sup>316</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- <sup>317</sup> Information obtained from the LISKO on 1 Oktober 2025
- <sup>318</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- <sup>319</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>320</sup> Information obtained from the LCGB on 23 July 2025 (LCGB, 2025)
- <sup>321</sup> Reply to Parliamentary Question 1547 (2025)
- <sup>322</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)
- <sup>323</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)
- <sup>324</sup> Information obtained from the ADEM on 14 September 2023 (ADEM, 2023)
- <sup>325</sup> MENEJ, *Rentrée 2025/2026 à l'Institut national des langues Luxembourg* (MENEJ, 2025)
- <sup>326</sup> MENEJ, *Rentrée 2025/2026 à l'Institut national des langues Luxembourg* (MENEJ, 2025)
- <sup>327</sup> CEDEFOP, *Luxembourg: language-integrated work-based learning for young adult migrants* (CEDEFOP, 2025)

- <sup>328</sup> Article 622-4 (5) of the Labour Code
- <sup>329</sup> Law of 18 December 2015
- <sup>330</sup> Oral reply to Parliamentary Question 50 (2025)
- <sup>331</sup> ADEM, L'ADEM a organisé un Jobday dédié au secteur de l'Horeca (ADEM, 2025c)
- <sup>332</sup> Reply to Parliamentary Question 2672 (2025)
- <sup>333</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)
- <sup>334</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>335</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)
- <sup>336</sup> Information obtained from SINGA on 30 September 2025 (SINGA, 2025)
- <sup>337</sup> Information obtained from SINGA on 30 September 2025 (SINGA, 2025)
- <sup>338</sup> Information obtained from SINGA on 30 September 2025 (SINGA, 2025)
- <sup>339</sup> Information obtained from SINGA on 30 September 2025 (SINGA, 2025)
- <sup>340</sup> Reply to Parliamentary Question 2149 (2025)
- Reply to Parliamentary Question 2672 (2025)
- <sup>341</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>342</sup> Information obtained from SINGA on 30 September 2025 (SINGA, 2025)
- <sup>343</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)
- <sup>344</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)
- Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)
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- Information obtained from Foundation EPI on 2 October 2025 (Foundation EPI, 2025)
- <sup>345</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)
- <sup>346</sup> Information obtained from SINGA on 30 September 2025 (SINGA, 2025)
- <sup>347</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>348</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>349</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- <sup>350</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- <sup>351</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- <sup>352</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)
- <sup>353</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)
- <sup>354</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)
- <sup>355</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>356</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025. (Luxembourg Red Cross, 2025)
- Information obtained from Foundation EPI on 2 October 2025 (Foundation EPI, 2025)

- <sup>357</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)  
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- <sup>358</sup> Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)  
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- <sup>359</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)  
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Information obtained from Foundation EPI on 2 October 2025 (Foundation EPI, 2025)
- <sup>360</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>361</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)  
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- <sup>362</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)
- <sup>363</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)
- <sup>364</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)
- <sup>365</sup> Information obtained from Passerell on 24 September 2025 (Passerell, 2025)
- <sup>366</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>367</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>368</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>369</sup> Information obtained from FED on 3 October 2025 (FED, 2025b)
- <sup>370</sup> Information obtained from the Luxembourg Red Cross on 1 October 2025 (Luxembourg Red Cross, 2025)  
Information obtained from the Chambre des Métiers on 3 September 2025 (CdM, 2025)
- <sup>371</sup> Information obtained from ALDIC on 1 October 2025 (ALDIC, 2025)
- <sup>372</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>373</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)  
Information obtained from Passerell on 24 September 2025 (Passerell, 2025)
- <sup>374</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>375</sup> Information obtained from IMS on 3 September 2025 (IMS, 2025)
- <sup>376</sup> EUROSTAT, Over-qualification-rates by citizenship (EUROSTAT, 2025)
- <sup>377</sup> STATEC, Information received from STATEC based on 2021-Population Census on 12 September 2025 (2025a)  
STATEC, Information received from STATEC based on 2022-Structure of Earnings Survey (SES) on 9 September 2025 (2025b)
- <sup>378</sup> In her reply to QP 3033 on 14 November 2025, the Minister in charge of higher education announced that the academic title registry service (*Service Registre des Titres*), in close collaboration with the Government IT Centre (*Centre des technologies de l'information de l'État*, CTIE), is working on a new management program for applications. This program will reduce time-consuming tasks such as encoding and enable better management of the information collected on the respective foreign higher education systems for ultimately more fluid processing of applications, without compromising on the precision of decisions.  
It is possible that the service for the recognition of diplomas of secondary education (*Service de la reconnaissance des diplômes de l'enseignement secondaire*) at the Ministry of Education, Children and Youth might also use this program (with

the necessary adaptations), which will make the transmission of applications for diploma recognition submitted to the wrong ministry easier and faster.

Reply to Parliamentary Question 3033, Délais de traitement pour la reconnaissance des diplômes, 14 November 2025, URL: [https://wdocs-pub.chd.lu/docs/exped/2025/11/QP\\_61000\\_1763121272329.pdf](https://wdocs-pub.chd.lu/docs/exped/2025/11/QP_61000_1763121272329.pdf)

<sup>379</sup> European Commission, 'EMN Asylum and Migration Glossary', [https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary\\_en](https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary_en), accessed 11 July 2024.

<sup>380</sup> CEDEFOP, 'Skills matching', <https://www.cedefop.europa.eu/en/tools/european-skills-index/skills-matching>, accessed 20 January 2025.

<sup>381</sup> European Commission, 'European Skills, Competences, Qualifications and Occupations', <https://esco.ec.europa.eu/en/about-esco/escopedia/escopedia/skill>, accessed 24 March 2025.

<sup>382</sup> European Commission, 'European Skills, Competences, Qualifications and Occupations - Qualifications', <https://esco.ec.europa.eu/en/classification/qualifications>, accessed 24 March 2025.

<sup>383</sup> Lise, J., Postel-Vinay, F., 'Multidimensional skills, sorting, and human capital accumulation' (2020), *Journal of Economic Surveys*, [https://www.atlantafed.org/-/media/documents/news/conferences/2017/0921-labor-supply-sorting-wages/papers/lise\\_postel-vinay-multidimensional-skills-sorting-human-capital-accumulation.pdf](https://www.atlantafed.org/-/media/documents/news/conferences/2017/0921-labor-supply-sorting-wages/papers/lise_postel-vinay-multidimensional-skills-sorting-human-capital-accumulation.pdf), accessed 21 January 2025.

<sup>384</sup> Joss, S., Collings, D. G., McMackin, J., Dickman, M., 'A skills-matching perspective on talent management: Developing strategic agility' (2024), *Human Resource Management*, 63 (1), p. 141, <https://onlinelibrary.wiley.com/doi/full/10.1002/hrm.22192>, accessed 5 February 2025.

<sup>385</sup> The definition of skills mismatch and the following forms of this phenomenon are based on the definition of CEDEFOP, 'Glossary – Skills mismatch', <https://www.cedefop.europa.eu/en/tools/vet-glossary/glossary?search=mismatch&letter=S>, accessed 5 February 2025.

<sup>386</sup> Albert, C., Davia, M. A., Legazpe, N. (2021). Educational mismatch in recent university graduates. The role of labour mobility. *Journal of Youth Studies*, 26(1), p. 119.

<sup>387</sup> The following definitions were developed by EMN Austria for the purpose of this study based on existing research.

<sup>388</sup> Redmond, P., Brosnan, L., 'Skills mismatch in Europe', <https://www.trails-project.eu/skills-mismatch-in-europe/>, accessed 20 January 2025.

<sup>389</sup> Albert, C., Davia, M. A., Legazpe, N. (2021). Educational mismatch in recent university graduates. The role of labour mobility. *Journal of Youth Studies*, 26(1), p. 119.

<sup>390</sup> Somers, M. Cabus, S., Groot W., Maassen van den Brink, H. (2019), 'Horizontal Mismatch Between Employment And Field Of Education: Evidence From A Systematic Literature Review' *Journal of Economic Surveys* 33(2), 567-603.

<sup>391</sup> Reply to Parliamentary Question 2149 (2025)

<sup>392</sup> ADEM, L'ADEM a organisé un Jobday dédié au secteur de l'Horeca (ADEM, 2025c)

Reply to Parliamentary Question 2149 (2025)

<sup>393</sup> ADEM, Babbel (ADEM, 2024a)

ADEM, Plateforme d'apprentissage de langues (ADEM, 2024c)

<sup>394</sup> ALDIC, Crafted Pathways (2023)

ALDIC, Crafted Pathways (2024)

<sup>395</sup> ALDIC, Shape up (n.d.)

<sup>396</sup> ALDIC, Shape up (n.d.)

<sup>397</sup> ASTI, Coach4work (2023)

ASTI, Coach4work (2024)

Lopes, J., entorat de migrants pour une meilleure insertion à l'emploi : projet Coach4Work (Lopes, 2025)

<sup>398</sup> ASTI, Guichet info migrants (n.d.)

<sup>399</sup> Luxembourg Red Cross, Lèt'z Work (2024)

Luxembourg Red Cross, Lèt'z Work (Luxembourg Red Cross, n.d.)

<sup>400</sup> Digital Inclusion ASBL (Digital Inclusion ASBL, n.d.)

<sup>401</sup> Information obtained from Dress for Success Luxembourg on 1 August 2025 (Dress for Success Luxembourg, 2025)

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MTEESS & ADEM, L'Agence pour le développement de l'emploi (ADEM) s'associe à "Dress for Success" pour faciliter le retour à l'emploi des femmes (MTEESS & ADEM, 2015)

Reply to Parliamentary Question 2149 (2025)

<sup>402</sup> EFID, Programme d'Apprentissage et de Renforcement Linguistique pour l'Emploi (PARLE) (EFID, 2025)

<sup>403</sup> EFID, Intègr'Emploi. (EFID, 2024, n.d.)

<sup>404</sup> Eng Nei Schaff ASBL Apprentissage du français (Eng Nei Schaff ASBL, 2025)

Eng Nei Schaff ASBL, Eng Nei Schaff ASBL (facebook) (Eng Nei Schaff ASBL, n.d.)

<sup>405</sup> Foundation EPI, Lancement d'un nouveau service Inter-C (2021)

Foundation EPI, Rapport d'activité, pp. 5, 19 (2023)

Reply to Parliamentary Question 2149 (2025)

<sup>406</sup> Equisolidaire, Les jardins du loup (Equisolidaire, n.d.)

MFSVA, Rapport d'activité 2024, p. 217 (MFSVA, 2025)

<sup>407</sup> FED, Skills for employment (FED, 2025c)

FED, Centre de formation et d'insertion professionnelle pour femmes (FED, n.d.)

<sup>408</sup> FED, Coup de pouce vers l'autonomie (FED, 2024)

<sup>409</sup> FED, Formations, (FED, 2025a)

Reply to Parliamentary Question 2149 (2025)

<sup>410</sup> HUT, Motiv'Langues (n.d.–a)

<sup>411</sup> HUT, Oasis Digital Centre (n.d.–b)

<sup>412</sup> Fondation Sainte-Imrin (n.d.)

JRS (2022) & (2024)

<sup>413</sup> LUCC, Empower to employ. (LUCC, n.d.)

LUCC, Donner les moyens d'employer (LUCC, 2025)

<sup>414</sup> LISER, Renforcer l'Intégration des Demandeurs d'asile vulnérables sur le marché du travail au LUXembourg : résultats d'un essai contrôlé randomisé (IDEALUX) (LISER, 2025)

<sup>415</sup> North-South-Cooperation, ReStart! (2025)

North-South-Cooperation, ReStart! (n.d.–b)

<sup>416</sup> North-South-Cooperation, APES - Personalised support for employment in reception facilities (2023)

North-South-Cooperation, APES - Personalised support for employment in reception facilities (n.d.–a)

<sup>417</sup> Passerell, Concorde (2023)

Passerell, Concorde (n.d.)

<sup>418</sup> RYSE, Need support? (RYSE, n.d.)

<sup>419</sup> SINGA, Inclusion + (2023)

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<sup>420</sup> SINGA, One step forward (n.d.–b)

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<sup>423</sup> Touchpoint ceased its activities on 30 June 2024, <https://www.linkedin.com/company/touchpoints-asbl/posts/?feedView=all>

<sup>424</sup> Integration.lu - La banque de données en ligne sur l'intégration, Sleeves Up - TouchPoints asbl (Integration.lu, n.d.)

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