



CEDEFOP

European Centre for the Development
of Vocational Training

EN

Leaving education early:

putting vocational education
and training in centre stage



LUXEMBOURG

Introduction

This is one of the 15 country fiches that have been developed as background material to the Cedefop study:

Leaving education early: putting vocational education and training centre stage.

[Volume I: investigating causes and extent](#)

[Volume II: evaluating policy impact](#)

The publication was produced by Cedefop, Department for learning and employability, under the supervision of Antonio Ranieri.

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Country fiches have been developed and drafted on the basis of desk research and interviews conducted between 2014-15 by ICF consulting services with national stakeholders, social partners, companies, VET providers and practitioners as well as learners who provided country-specific information. They have been validated by selected interviewees ⁽¹⁾.

Country fiches are available for: Austria, Belgium-Fr, Germany, Denmark, Estonia, France, Hungary, Ireland, Italy, Luxembourg, Netherlands, Norway, Poland, Portugal and United Kingdom.

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Please note that this is an unedited version.

⁽¹⁾ The detailed methodology as well as an anonymous list of all interviewees, including information on country, organisation and job position/role, is available on request. Please contact Cedefop expert in charge Irene Psifidou: rena.psifidou@cedefop.europa.eu

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1. Definitions applying in national and regional context

Questions	Answers
<p>What is the national definition(s) of early leavers from education and training?</p> <p>Who are classified as early leavers from education and training?</p>	<p>National ELET statistics refer to the number of secondary pupils (theoretically aged between 12 to 19 years old, but can include young people up to 25 years old) in Luxembourg who have during a given year:</p> <p>(a) left school 'temporarily' (i.e. left school without acquiring a certificate or diploma but resumed their education and training at a later stage either in Luxembourg or abroad);</p> <p>(b) left school 'permanently' (i.e. at least until the next 'census' based on the register of pupils in secondary education is published) without acquiring a certificate or diploma. This category includes early school leavers who were temporarily reintegrated but left school again.</p>
<p>What is the national definition of early leaving from VET?</p> <p>Does it include those in apprenticeships?</p>	<p>The above national definition of ELET covers pupils in general secondary education and technical/vocational secondary education.</p> <p>In Luxembourg, secondary education – which take place from 12 years onwards – is divided into two routes:</p> <p>(a) general secondary education lasting seven years;</p> <p>(b) technical/vocational secondary education (TVET), which starts with a common lower cycle (of three years) and is subsequently divided into three types of regimes: technical regime (five years), technician regime (four years) and vocational regimes (regime professionnel) (three years – including apprenticeships). See Figure 'Early leavers from education and training in EU-28 and Luxembourg'.</p>
<p>What are the data used to inform this definition and who is responsible for it? (i.e. which data set(s) provide information that is used to compute ELET indicators and who sponsors the collection and collects these data).</p>	<p>Annual statistics on ELET at secondary level (including TVET) are based on administrative data and on an annual survey of early school leavers.</p> <p>Regarding administrative data, the Ministry of National Education, Children and Youth (MENJE) together with the services of local action for youth (Action Locale pour les Jeunes, ALJ) have established a systematic procedure to identify early school leavers. Data is collected via a national digital register of pupils in secondary education ('fichier eleves') and through direct contact with young people in order to establish their current activity/status in terms of employment, education or training.</p> <p>National data on ELET also include a qualitative survey of early school leavers which sheds some light on reasons why pupils choose to drop-out. This survey is carried out by the ALJ.</p>

2. Rates of early leaving from VET during last five years

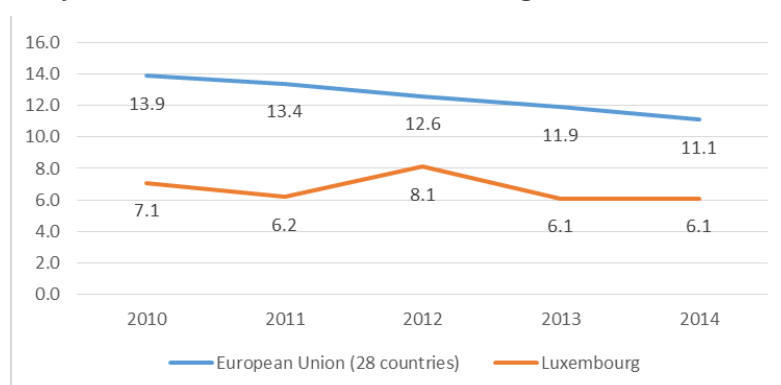
2.1. EU and national statistics on early leaving from education and training

Luxembourg has a national target of maintaining the rate of ELET below 10% by 2020. The government has previously stated that if the early leaving rate stabilises the national target may be modified in 2015. ELET can be measured through the European labour force survey (LFS) and the national administrative data. Both sources of data show that ELET has gradually decreased and stabilised in recent years.

2.1.1. Labour force survey

According to the LFS, ELET in Luxembourg is significantly below the EU average. In 2014, ELET in Luxembourg stood at 6.1% (down from 7.1% in 2010) compared to the EU average of 11.1%. However, according to the Ministry of National Education, Children and Youth (MENJE), this data should be interpreted with caution. It may not provide a true picture of ELET in Luxembourg since annual figures are subject to strong year-on-year variation due to the limited sample size used in small countries such as Luxembourg.

Early leavers from education and training in EU-28 and Luxembourg



Source: Labour force survey (LFS).

2.1.2. National statistics

Since 2008, national ELET statistics are published in an annual report by the Ministry of National Education, Children and Youth (MENJE). As mentioned above, this data is collected by the ministry together with the services of local

action for youth (Action Locale pour les Jeunes, ALJ) on the basis administrative data and a survey of early school leavers. All the data presented below is taken from the most recently published report of June 2015, which presents the data for 2012/13 ⁽²⁾.

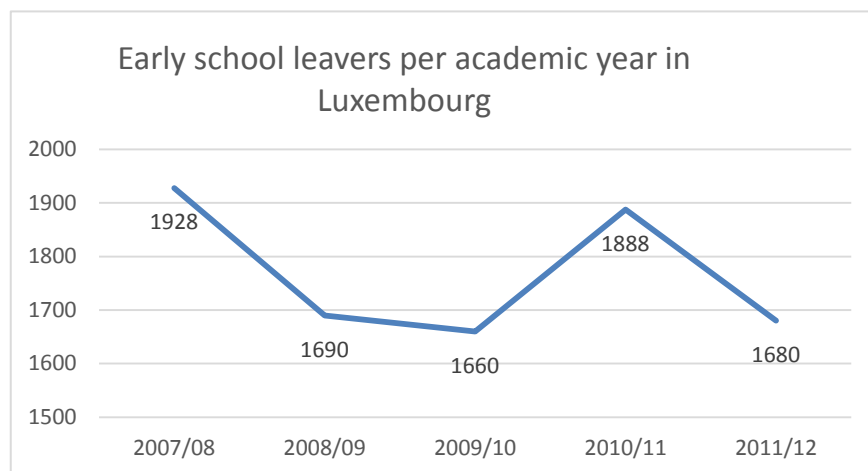
During the school year 2012/13, in total 1 643 pupils left secondary school without acquiring a qualification (this covers both temporary (25.3%) and permanent (47.4%) early school leavers as well as those who are non-contactable/have left the country/with no information (27.3%).

This figure compares to 1 680 in 2011/12, 1 888 in 2010/11, 1 660 in 2009/10, 1 690 in 2008/09 and 1 928 in 2007/08. On the basis of these figures, it is possible to calculate the 'theoretical rate of permanent ESL' calculated for a cohort of pupils entering secondary education in 2012/13 (i.e. the probability that they leave school without obtaining a qualification): 11.6 %. This rate is above that recorded for the four previous school years which was consistently around 9% ⁽³⁾.

⁽²⁾ MENJE (2015). *Le décrochage scolaire au Luxembourg année scolaire 2012/13: parcours et caractéristiques des jeunes en rupture scolaire – causes du décrochage*.

⁽³⁾ The 'theoretical rate of permanent ESL' was 9% in 2008/09, 9% in 2009/10, 9% in 2010/11 and 9.2% in 2011/12.

Early school leavers per academic year in Luxembourg



The risk of early school leaving is uneven across the population of secondary school students (figures below correspond to 2012/13 data, but similar patterns existed in previous years). The following risk factors emerge from the data ⁽⁴⁾:

- (a) boys have a higher risk of early school leaving; 60.5% of all early school leavers are male;
- (b) the risk of ELET varies according to the level of study; it is highest among pupils in their first year of upper secondary education (year 10), which represents 16.1% of the reference population but 30.4% of all early school leavers. Pupils in their last year of lower secondary education (year 9) represent 16.8% of the reference population but 22.1% of all ESLs. Pupils in the second year of upper secondary education (year 11) represent 14% of the reference population but 22.2% of all ESLs;
- (c) pupils who are non-nationals are over-represented among early school leavers: they represent 37.1% of all secondary school students but 41.7% of early school leavers;
- (d) the risk is stronger among those pupils who are older than their peers due to grade repetition. 49.2% of pupils of the reference population have a repeated 1 year of school or more, however, among ESLs, 98.7% have repeated one or more years. Pupils who have repeated at least 2 years represent 12.5% of the total secondary school population but 29.8% of all early school leavers.

⁽⁴⁾ MENJE (2015). *Le décrochage scolaire au Luxembourg année scolaire 2012/13: parcours et caractéristiques des jeunes en rupture scolaire – causes du décrochage*.

- (e) Finally, secondary TVET pupils are overrepresented among early school leavers (see below).

2.2. Rates of early leaving from VET

Pupils in general secondary education are markedly underrepresented among ESLs. In 2012/13, they represented 32.5% of the reference population but only 4.7% of ESLs.

In Luxembourg about two thirds of all secondary pupils attended TVET. As mentioned above, secondary TVET pupils are disproportionally affected by early school leaving, especially students in the last year of the lower cycle of TVET (year nine) and pupils in the 'vocational regime', including apprentices ⁽⁵⁾. As mentioned above, technical/vocational secondary education (TVET) starts with a common lower cycle (of three years) and is subsequently divided into three types of regimes: technical regime (five years), technician regime (four years) and vocational regime (regime professionnel) (three years – including apprenticeships).

Within the lower secondary education, it is the student of year nine 'pratique' which have the highest risk of dropping out; they represent 1.9% of the population but 12.8% of ESLs.

Within the upper secondary TVET system, the vocational regime (regime professionnel) 'produces' the greatest number of ESLs. For example, in 2012/2013, pupils registered in the Diplôme d'aptitude professionnelle (DAP) represented 9.6% of all secondary students but 18.7% of all early school leavers. Within the technical regime and the technician regime, pupils represent 15% and 9% of the population respectively, and 13.9% and 13% of ESLs.

⁽⁵⁾ The lower cycle of secondary education runs from year seven to year nine and covers the theoretical ages of 12 to 14 years.

Early leaving from general secondary education VET programmes in 2011/12 ⁽⁶⁾

	Type of ELET	Year of data collected (2012/2013)		
		age range	% of all secondary students	% of early school leavers
Ministry of National Education, Children and Youth	% ELET lower cycle of secondary general education	12-14 yrs	14.5	0.2
	% ELET upper cycle of secondary general education	15-18 yrs	18.0	4.4
	% ELET lower cycle of TVET	12-14 yrs	22.6	5.8
	% ELET 9th practical (lower TVET)	14 yrs	1.9	12.8
	% ELET preparatory regime (lower TVET)	12 yrs	6.2	3.2
	% ELET technical regime (upper TVET)	15-19 yrs	15.0	13.9
	% ELET technician's regime (upper TVET)	15-18 yrs	9.0	13.0
	% ELET DAP (upper TVET)	15-17 yrs	9.6	18.7
	% ELET CCP (upper TVET)	15-17 yrs	1.4	19.0
	IPDM, Second chance schools, reception classes, Insertion classes for young adults (classes d'insertion pour jeunes adultes, CLIJA)	N/A	1.7	9.0
	Total	N/A	100.0	100.0

National data on ELET also include a qualitative survey of early school leavers which sheds some light on reasons why pupils choose to drop out. This survey is carried out by the ALJ. The main reasons for ESL cited by 1 686 surveyed young people in 2012/13 are as follows:

- (a) 24.6% left school because of school failure;
- (b) 24.8% felt that they receive poor quality guidance;
- (c) 12.2% indicate that they were not able to find a apprenticeships contract, or that their contract were terminated by the employer;
- (d) 7% of ESLs left school for personal reasons;
- (e) 8.2% stressed their lack of motivation;
- (f) 3.6% do not give any reason.

⁽⁶⁾ MENJE (2015). *Le décrochage scolaire au Luxembourg année scolaire 2012/13: parcours et caractéristiques des jeunes en rupture scolaire – causes du décrochage.*

3. National and regional strategy to tackle ELET

Luxembourg does not have a formal national strategy to fight against early school leaving ⁽⁷⁾. However, the 2011 national report for the ET2020 strategy underscore that measures to tackle ESL are based on a detailed analysis of the risks and causes of ESL and include three axes of intervention: promotion of educational success, strengthening of vocational guidance and reintegration programmes. As detailed below, a number of national measures have been put in place to tackled ELET.

The Grand Duchy has made early school leaving a priority issue of its Presidency of the EU Council (July to December 2015). On 9-10 July 2015, it organised a symposium entitled ‘Staying on track: tackling early school leaving and promoting success in school ⁽⁸⁾’ which brought together around 200 education experts. On the basis of the idea and recommendation that emerged during this event, the Luxembourg Presidency will proposal a number of conclusions that will be submitted for approval of the ministers during the Council ‘Education, youth and culture’ in November 2015.

Similarly, a bill is planned to be submitted to the parliament in January 2016 to establish an observatory of school retention (Observatoire du Maintien Scolaire) whom role will be to coordinate national measures and develop a strategy for combatting early school leaving, manage the actions of different actors, propose new policy measures, monitor early school leaving, and carry out research in this area. A series of national measures have been implemented in recent years to prevent ELET. The table below details these measures, highlighting the elements of the measures which are linked to VET.

Scope	Description
Recent reforms of the education and training systems	A series of 2009 reforms of education and training system ⁽⁹⁾ placed emphasis on learning outcomes and key competences (socle de competences) in the design of education and training curricula and in the evaluation and

⁽⁷⁾ European Commission (2015). *Rapport de suivi de l'éducation et de la formation 2014*. Luxembourg, pp. 6-7.
http://ec.europa.eu/education/tools/docs/2014/monitor2014-lu_fr.pdf [accessed 26.4.2017].

⁽⁸⁾ <http://www.eu2015lu.eu/en/actualites/articles-actualite/2015/07/symposium-decrochage/> [accessed 26.4.2017].

⁽⁹⁾ Loi portant organisation de l'enseignement fondamental, la loi concernant le personnel de l'enseignement fondamental et la loi relative à l'obligation scolaire, 21 janvier 2009.

Scope	Description
	<p>the award of qualifications.</p> <p>In 2009, the reform of the initial education system introduced various changes in relation to a competency-based approach and increased the age limit for mandatory education from 15 to 16 years ⁽¹⁰⁾.</p>
Elements of the prevention measures are explicitly linked to VET	The 2008 reform of vocational training introduced a competency-based approach.
Strengthening guidance and orientation activities	<p>Secondary schools are obliged to provide guidance to pupils. Most secondary schools have a Service for Educational and Psychological Guidance (SPOS), which cooperates with teachers and parents in determining needs and educational priorities for individual pupils. At the end of lower secondary education cycle, each student will receive a guidance profile (profil d'orientation).</p> <p>In 2012, a 'maison d'orientation' was established, bringing together different government services and agencies, including, ADEM (the Public employment services), Psychological and School Guidance Centre (CPOS), the Centre for Documentation and Information on University Studies (CEDIES), the Local Action for Youth (ALJ) and the National Youth Service (SNJ). The services provided focus primarily on young people, but are also available to adults.</p>
Elements of the prevention measures that are explicitly linked to VET	This cross-sector guidance takes place at the key stages when pupils benefit the most from extra support, for instance when they are required to make decisions about their orientation at the last year of the lower cycle of TVET.
Supporting newly arrived non-nationals	<p>As mentioned above, pupils who are non-nationals are over-represented among early school leavers; the lack of linguistic competences (in a country where multilingualism is key feature of the education and training system) is an important reason for this.</p> <p>Luxembourg has set up a number of programmes targeting pupils who are newly arrived non-nationals. Newly arrived children and their parents can go through a 'reception desk' (CASNA Cellule d'accueil scolaire pour nouveau arrivants (for children aged 12 and above)), and can benefit from the services of intercultural mediators to translate and advise on schooling and educational pathways. Moreover, a number of special classes are offered in an attempt to integrate pupils who have newly arrived into the</p>

⁽¹⁰⁾ Loi du 6 février 2009 portant organisation de l'enseignement fondamental (Mém. A – 20 du 16 février 2009, p. 200) modifié par Loi du 16 décembre 2011 (Mém. A – 259 du 20 décembre 2011, p. 4320).

Scope	Description
	educational system. At the level of primary education, this is done through welcome classes, remedial lessons ⁽¹¹⁾ , and integrated lessons to teach the pupils' mother tongue. At the level of secondary education ⁽¹²⁾ , welcome classes, insertion classes, classes with a specific language focus or classes that are based on a particular form of learning (e.g. international baccalaureate) are available to newly arrived pupils.
Elements of the prevention measures that are explicitly linked to VET	Dedicated welcome and insertion classes as well as classes with a special language focus are available to TVET pupils in secondary education. For more information, see section below 'Recent policy initiatives which include a role for VET to reduce ELET'.
Support to young pupils being at-risk of ELET because of behavioural or learning difficulties	<p>In July 2011, a new law promulgated the right of students with special educational needs to have equal access to professional and educational qualifications ⁽¹³⁾.</p> <p>Following this change in legislation, a number of preventative measures targeted at pupils at-risk of ELET because of learning or behavioural issues have also been established. These include service and centres specialising in the early detection of hearing, speaking, reading and writing difficulties, as well as the provision of specialised support to pupils with special educational needs. The latest is ensured, under the responsibility of the Service for Differentiated Instruction of the Ministry of National Education, Children and Youth (MENJE), by specialised schools and individual support for pupils in mainstream education.</p> <p>The Psychological and School Guidance Centre (CPOS) also provides support to pupils with behavioural issues through 'mosaic classes' (classes mosaïques), in which pupils are monitored in small groups in an alternative learning environment (for 6-12 weeks) and supported with their reintegration to mainstream classes. Moreover, a</p>

⁽¹¹⁾ Règlement grand-ducal du 16 juin 2009 déterminant le fonctionnement des cours d'accueil et des classes d'accueil pour enfants nouvellement installés au pays (Mém. A – 144 du 19 juin 2009, p. 1992).

⁽¹²⁾ Classes ACCU et classes CLIJA: Règlement grand-ducal du 10 juillet 2003 portant institution de classes d'accueil et de classes d'insertion dans le cycle inférieur et le régime préparatoire de l'enseignement secondaire technique (Mém. A – 98 du 18 juillet 2003, p. 1974), Classes RLS: Règlement grand-ducal du 10 juillet 2003 introduisant des classes à régime linguistique spécifique au régime technique, au régime de la formation de technicien et au régime professionnel de l'enseignement secondaire technique (Mém. A – 98 du 18 juillet 2003, p.1974).

⁽¹³⁾ Loi du 15 juillet 2011 visant l'accès aux qualifications scolaires et professionnelles des élèves à besoins éducatifs particuliers.

Scope	Description
	<p>'Stop&Go' programme offered by CPOS provides an approach aimed at self-development for early leavers through body work and other non-verbal creative techniques ⁽¹⁴⁾.</p> <p>Since December 2012, a new pilot project (Izigerstee pilot project ⁽¹⁵⁾) provides places in dedicated classes for pupils with serious behavioural issues (aged 11 to 15 years), where they may stay up to two years (while maintaining a close contact and continuing to be enrolled in their school of origin) before reintegrating mainstream education (generalist or VET streams). At present, three classes are in place, with 6-7 pupils per class. Pupils are referred to this project if they are at risk of early school leaving and present significant behavioural difficulties.</p> <p>Ad-hoc projects are implemented in a number of generalist and VET secondary school to support students with behavioural issues.</p>
Elements of the prevention measures that are explicitly linked to VET	These special services are available to pupils in the generalist and VET system.
(Micro) Pilot projects in schools to support innovation in measures to tackle early school leaving	<p>In recent years a number of micro-projects have been funded by the Ministry of National Education within secondary schools to combat early school leaving (projets de maintien scolaire).</p> <p>These small pilot project typically last three-four years. Each year, schools report back to the ministry of the activities and results achieved in combating early school leaving through their pilot projects. A final report also provides evidence of its results, challenges encountered and possibilities for extension of pilot project or up-scaling to the national level.</p> <p>The 'mosaic classes' (classes mosaïques) which provide support to pupils with behavioural issues in small groups in an alternative learning environment (for 6-12 weeks) was originally a small pilot project funded under this scheme, which was subsequently scaled up the national level.</p> <p>Similarly, the SCRIPT INNO manages a number of innovative pedagogical project that aim to support young</p>

⁽¹⁴⁾ <http://www.elgpn.eu/elgpndb/view/261> [accessed 26.4.2017].

⁽¹⁵⁾ The impulse behind this project was the realisation that the short 'mosaic classes' did not provide sufficient or long enough support to young people with serious behavioural issues. The Itzigerstee pilot project was inspired and mirrored on a project of a German VET secondary school.

Scope	Description
	people at risk of dropping out and re-integrate those who have ⁽¹⁶⁾ . Projects aim to address a number of causes of ESL as identified by the ALJ annual survey of ESLs mentioned above (school failure, poor quality guidance, lack of apprenticeship, personal reasons (family, financial health), lack of motivation, atmosphere at school, etc.).
Elements of the prevention measures that are explicitly linked to VET	<p>These innovative pilot projects that seek to fight against early school leaving are available VET students:</p> <ul style="list-style-type: none"> (a) the project Comenius Regio uses culture as a way of motivating young people to stay in school ⁽¹⁷⁾; (b) CARAT project seeks to promote a pleasure atmosphere and pupil well-being at school; (c) the Diversity Management project seeks to transform diversity (in terms of age, nationality, culture, gender) as a richness and asset for a school and its pupils; (d) Sprouch a Bewegung project seeks to support over a number years a preparatory classes of a lower secondary TVET school (year seven to year nine), providing students with communication skills, self-confidence, and language skills.

4. Recent policy initiatives

New policy initiatives being undertaken that include a role for VET to reduce ELET: either by

- (a) reducing ELET from VET; or
- (b) reducing ELET in general through VET.

Scope and questions	
A number of projects are in place aimed at reducing ELVET. They are typically prevention measures and take place within the lower cycle of VET.	
Local Action for Youth (ALJ)	<p>ALJ is an initiative placed under the ambit services in charge of vocational education and training of the Ministry of National Education, Children and Youth (MENJE). The ALJ's activities cover:</p> <ul style="list-style-type: none"> (a) prevention and proactive intervention (by assisting pupils during important transition periods); (b) remediation strategies for early school leavers; (c) tracking, contacting and supporting students in early

⁽¹⁶⁾ For an overview of these projects, see:
<https://portal.education.lu/inno/PROJETS.aspx> [accessed 26.4.2017].

⁽¹⁷⁾ For more information on these projects, see:
<https://portal.education.lu/inno/PROJETS.aspx> [accessed 26.4.2017].

Scope and questions	
	<p>leaving and those at risk of dropping out.</p> <p>It primarily provides support to:</p> <ul style="list-style-type: none"> (a) young people in their transition from school to working life; (b) to young people who have dropped out of education and want to return to school; and more generally (c) to any young person between 15 and 25 years of age who are looking for information and guidance in relation to education, training and labour market issues ⁽¹⁸⁾.
PROCI classes	<p>The PROCI is an educational approach implemented as a pilot project in the common lower cycle of secondary TVET (years seven, eight, and nine) (prior to the subsequent division into three types of TVET regimes). Pupils of PROCI classes are supported by the pedagogical team and cannot repeat their seven or eight year. At the end of year 9, on the basis of an evaluation, the young person's competences and the parents' opinion, the class council decides on the pupil's individual orientation.</p> <p>Evaluations of this project in 2004-05 showed positive results, including, a significant reduction in the number of pupils repeating a year, better school grade in year 10 for PROCI students compared to their peers. However, it was found that PROCI did not have a positive influence on the number of early-school leavers in TVET.</p>
TVET classes with reinforced classes in languages or maths	<p>Pupils in year seven of lower cycle of secondary TVET can, if need be, benefit from reinforced classes in German, French or maths.</p>
O-limp pedagogical project	<p>The aim of this project is to ensure a better orientation of pupils in the three years of lower secondary TVET education and reduce ELVET during this period.</p>
'Insertion classes' to newly arrived non-national	<p>TVET 'insertion classes' are available to pupils who have acquired a good level of education in their country of origin but do not have a good command of the languages in which classes are taught in Luxembourg. They follow regular classes as well as intensive classes in French or German:</p> <ul style="list-style-type: none"> (a) STF (intensive learning of French) classes are offered to pupils with good level of maths but limited knowledge of French. They are offered an intensive course in French; (b) STA (intensive learning of German) classes are offered

⁽¹⁸⁾ Règlement grand-ducal du 24 août 2007 portant organisation:

- (a) de cours d'orientation et d'initiation professionnelles au Centre national de formation professionnelle continue et aux lycées;
- (b) des mesures destinées à initier et à accompagner la transition vers la vie active par l'Action locale pour jeunes (Mém. A – 167 du 3 septembre 2007, p. 3248).

Scope and questions	
	<p>to pupils have a low level of German, but a good level of maths and French. They are offered an intensive course in German;</p> <p>(c) MOF (classes modulaires francophones): Francophone modular classes for years seven, eight and nine are offered to TVET pupils who do not have the level to integrate STF/STA classes, but have a sufficient enough level in French to follow modular classes.</p>
'Welcome classes' to newly arrived non-nationals	<p>TVET 'welcome classes' (Les classes d'accueil de l'enseignement secondaire technique destinées aux élèves nouveaux arrivants (ACCU)), are available to TVET students who do not have the educational level sufficient enough to integrate STF/STA/MOF classes. They are offered an intensive course in French and Luxembourgish.</p> <p>Newly arrived pupils are oriented towards these welcome classes through the 'reception desk' (CASNA Cellule d'accueil scolaire pour nouveau arrivants).</p>
Support to young pupils at being at-risk of ELVET because of behavioural or learning difficulties	<p>The Psychological and School Guidance Centre (CPOS) provides support to pupils with behavioural issues through 'mosaic classes' (classes mosaïques) and a new pilot project (Itzigerstee pilot project). See section above 'National measures to tackle ELET'.</p>
<p>Certain policy initiative aim to reducing ELET in general through VET. They are typically remediation measures.</p>	
Second chance school (Ecole de la deuxième chance, E2C)	<p>Luxembourg's first second chance school (Ecole de la deuxième chance, E2C) was set up in March 2011 (the adoption of the legislative framework regulating its activities dates back to 2009 ⁽¹⁹⁾). The E2C is available to early school leavers aged 16 to 30 years and provides both general and vocational training (including an internship in a company), extra-curricular activities and socio-pedagogic support. The pedagogy is based on personalised support and interdisciplinary work. In 2014-15, E2C offers up to 200 places in 12 different classes (covering both general education and TVET).</p>
Guidance and professional initiation courses (Cours d'orientation et d'initiation professionnelles, COIP) and Professional initiation courses to diverse professions (cours	<p>'Guidance and professional initiation courses' (COIP) and Professional initiation courses to diverse professions (IPDM) are available to pupils and early school leavers aged 15 to 18 years who lack the necessary skills to find a job and do not fulfil the requirements for entry into TVET. In this sense, they constitute a 'bridging measure' into TVET or into the labour market.</p>

⁽¹⁹⁾ Loi du 12 mai 2009 portant création d'une École de la 2e Chance (Mém. A – 105 du 20 mai 2009, p. 1550).

Scope and questions	
d'initiation professionnelle à divers métiers IPDM) ⁽²⁰⁾	
<p>Is the role of VET in reducing ELET assuming greater or lesser importance? Why?</p> <p>ELET has been addressed through a number of initiatives in Luxembourg, including reforming the education system, strengthening guidance and orientation activities, supporting newly arrived non-national through a dedicated reception desk and special insertion classes, supporting young people at risk of ELT because of behavioural and learning difficulties through dedicated classes, and experimenting through micro-projects to address the causes of ELET.</p> <p>The role of VET has assumed greater importance in reducing ELET in recent years as the government has actively sought to prevent pupils leaving school without any qualification. Following this logic, the gradual expansion of the range of VET regimes (three VET regimes now exist in Luxembourg), including the number of apprenticeship (offered in the professional regime) and the number of places in VET has served to decrease the number of ESLs by directing pupils at-risk towards vocational education and training. This impetus towards increasing the range of VET qualifications is also been driven by the objective of equipping young people with skills that match labour market needs and ease their school-to-work transition.</p> <p>VET has also been used as a remedial measure to bring drop-outs back into the educational system. The second chance school provides the opportunity for ESLs to reintegrate the school system – by obtaining a VET or generalist education qualification – in a supportive environment and benefiting from a personalised pedagogy. Similarly, the COIP-IPDM classes offered are bridging measures for pupils at risk of dropping-out to integrate a VET programme or the labour market.</p> <p>Yet, at the same time, early leaving from VET classes is also a concern in Luxembourg. Pupils in general secondary education are markedly underrepresented among ESLs. In 2012/13, they represented 32.5% of all secondary school pupils but only 4.7% of ESLs. A number specialised classes and measures have been taken within VET schools to prevent ELET, including reinforced classes in languages or maths, TVET insertion classes and welcome classes for newly arrived non-nationals, etc.</p>	

5. Stakeholder cooperation

Questions	Answers
<p>What are and have been the main influences of stakeholders in the development and implementation of VET-related policies specifically to reduce ELET?</p> <p>(a) Employers, (b) trade unions social</p>	<p>In recent years, national authorities in Luxembourg have increasingly sought to promote a cross-sector, multi-disciplinary approach to reducing ELET.</p> <p>Different stakeholders have influenced the development and implementation of VET-related policies specifically to reduce ELET. In designing such policies, the government consults with:</p> <p>(a) professional chambers: since the 2008 law on the reform of professional training ⁽²¹⁾, professional</p>

⁽²⁰⁾ Règlement grand-ducal du 24 août 2007 create the classes COIP/IPDM.

partners , (c) VET institutions, (d) other learning providers.	<p>chambers act as equal partners to the Ministry of Education in the design VET programmes and curricula. These chambers act as the voice of the social partners (Chambre des métiers; Chambre de commerce; Chambre des salaires, Chambre de l'agriculture) and ensures legislation pertaining to VET are the result of a tripartite consultation;</p> <p>(b) ALJ and Ministry of Education: together they compile quantitative and qualitative information on the extent and the reasons for ELET;</p> <p>(c) IFEN (Institut de Formation de l'éducation nationale) Training Institute for National Education ⁽²²⁾: the IFEN provides lifelong training teachers and social-pedagogical staff. It also is consulted in the design of new policy measures linked to TVET;</p> <p>(d) INFPC (Institut national pour le développement de la formation professionnelle continue) national institute for the development of lifelong learning;</p> <p>(e) SCRIPT INNO (cellule de compétence pour l'innovation pédagogique et technologique), department for pedagogical and technological innovation: SCRIPT INNO is a specialised department within the Ministry of Education responsible for pedagogical innovation most notably within the field of TVET.</p>
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6. Monitoring systems ⁽²³⁾

Question	Answers
What specific early leavers monitoring systems exist?	<p>Name/descriptor</p> <p>A systematic monitoring system of early school leavers (at secondary level) is based on two streams of data, one quantitative, the other qualitative:</p> <p>(a) Ministry of National Education, Children and Youth (MENJE) maintains a national digital register of pupils in secondary education ('fichier élèves'). The register is updated on a monthly basis;</p> <p>(b) monthly data on ESL is communicated to the regional offices of local action for youth (Action Locale pour les Jeunes, ALJ). The ALJ makes direct contract with ESL on the national register, in order to establish their current activity/status (in terms of employment, education or training) and survey them on their reasons</p>

⁽²¹⁾ Loi du 19 décembre 2008 portant réforme de la formation professionnelle.

⁽²²⁾ Previously named L'Institut de Formation continue (IFC).

⁽²³⁾ MENJE (2015). *Le décrochage scolaire au Luxembourg année scolaire 2012/13: parcours et caractéristiques des jeunes en rupture scolaire – causes du décrochage.*

Question	Answers
	<p>for drop-in out.</p> <p>Aims</p> <p>This two-pronged early school leaves monitoring systems aims to identify ESL as soon as they drop-out (since the national register is updated on a monthly basis), provide them with support and guidance (through the ALJ), and survey ESL on the reasons for dropping out.</p> <p>Year introduced/planned</p> <p>This national monitoring system began to be planned in 2000 and is in operation since 2002.</p> <p>Coverage</p> <p>This monitoring system measures drop-up among all pupils enrolled in secondary school in Luxembourg (both generalist and vocational).</p>
<p>What information is monitored/collected?</p>	<p>Information that is monitored/collected includes: the number of drop-outs in secondary education, the name and contact details of all drop-outs (for follow-up actions by the ALJ), the reasons for dropping out (through the survey carried out by the ALJ), the background characteristics of drop outs (i.e. gender, age, language, migrant status, programme they were enrolled in, etc.).</p>
<p>What are the data used for? How it is used by VET institutions/providers?</p>	<p>Since 2003, results of the national monitoring systems (in place since 2002) have been used by national decision-makers and VET institutions/providers in the design of legislation, measures, programmes, special classes, and curricula to prevent ELET.</p>
<p>How is the monitoring system linked with offering support measures? (i.e. is it being used to contact those who have dropped out to provide support to find employment, education or further training?)</p>	<p>The monitoring systems is linked to offering support measures to ELET through two pathways:</p> <ul style="list-style-type: none"> (a) ALJ local offices make direct contract with all ESLs and provide them with guidance services to support their reintegration into the schooling system or the labour market; (b) design a broader choice of more effective classes/programmes/measures in line with the needs of ESLs and those at-risk of ELET.
<p>What role is/ has the monitoring system played in the design, development or implementation of the policies, strategies and initiatives?</p>	<p>Since 2003, results of the national monitoring systems (in place since 2002) have been used by national decision-makers and VET institutions/providers in the design measures, programmes, special classes, and curricula to prevent ELET:</p> <ul style="list-style-type: none"> (a) on the basis of this greater knowledge of ELET and a policy debate which emerged in 2003 (and is ongoing), the total offer of classes/programmes/measures for young people in secondary education was purposefully broadened and differentiated. In effect, a number of new specialised classes were created (including within VET institutions), including, special classes for pupils

Question	Answers
	<p>with behavioural difficulties, with learning difficulties, with language difficulties, for pupils needing more individualised support, welcome and insertion classes for newly arrived non-nationals, bridging classes (COIP/IPDM), and second chance school;</p> <p>(b) more recently, a new aspect of this policy debate on tackling ELET has focused on acting preventatively at the level of lower secondary education (years 7-9, i.e. ages 12-14 years) by transforming the way VET institutions deliver classes and evaluate student learning. Within preparatory classes (lower secondary education) of the professional regime, a system of teaching through 'modules' allows for a more adapted teaching (with a strong practical aspect) and regular assessment of VET students. It also allow greater flexibility, since modules can be combined to suit to interests and profile of the VET pupil. Modules are recognised within the other two regimes of technical vocational education, allowing students to transition to other regimes in upper secondary education (year 10 onwards);</p> <p>(c) at level of individual measures, evaluative data – most notably data on the profile and needs of ELET – have been used in the design of effective practices. For instance, the second-chance school (E2C) which began as a pilot project in 2011, before being established as an fully-fledged school, was designed and dynamically evolved (in terms of personalised pedagogy and support) on the basis of these findings;</p> <p>(d) similarly, this data on ELET also informed 2009 reform of the initial education system (c.f. section national measures to tackle ELET). This reform placed greater emphasis on learning outcomes and key competences, by so doing it also aimed to improve diploma recognition across different branches of secondary education system and introduce greater flexibility in educational pathways, by allowing students to move between Luxembourg three TVET regimes and general secondary education.</p>

7. Effect of the economic crisis

Question	Answers
<p>In what ways has the role of VET in reducing ELET been influenced by the economic crisis:</p> <p>(a) supply of VET places;</p> <p>(b) demand for VET</p>	<p>According to interviewees, the economic crisis has pushed the government to invest more resources and open more specialised VET classes to fight against ELET.</p> <p>Both the supply and demand for apprenticeships has increased throughout the crisis.</p> <p>The perception of VET is gradually improving as both</p>

Question	Answers
places; (c) qualifications of VET students (increasing decreasing); (d) popularity and perception of VET; (e) increase/decrease in public; resources for VET; (f) access to 'second chance' VET opportunities,	demand and supply increase. Since 2012, access to 'second chance' VET opportunities are available thanks to the second-chance school (E2C).

8. Factors positively contributing to the effectiveness of VET in reducing ELET

Country-level factors:

- (a) since 2003, a robust monitoring system of early leaving from education and training is in place in Luxembourg, whose results feed into the design of VET policies. ESLs are systematically identified on a monthly basis via a national digital register of pupils in secondary education ('fichier élèves') managed by the Ministry of National Education. National data on ELET also include a qualitative survey carried out by the ALJ which sheds some light on reasons why pupils choose to drop out. Both strands of data are used in the formulation of national VET policies to ensure that they are tailored to the needs of ESLs (See section monitoring systems);
- (b) since the early 2000s, the total offer of classes/programmes/measures for young people in secondary education was purposefully broadened and differentiated. In effect, a number of new specialised classes were created (including within VET institutions), including, special classes for pupils with behavioural difficulties, with learning difficulties, with language difficulties, for pupils needing more individualised support, welcome and insertion classes for newly arrived non-nationals, bridging classes (COIP/IPDM), and second chance school;
- (c) a wide range of stakeholders are involved in the design of VET related measures to tackle early school leaving, including professional chambers, the Training Institute for National Education (Institut de Formation de l'éducation nationale, IFEN), the national institute for the development of lifelong learning (Institut national pour le développement de la formation professionnelle continue, INFPC), and the department for pedagogical and

technological innovation SCRIPT INNO (cellule de compétence pour l'innovation pédagogique et technologique) (see section Stakeholder cooperation in VET related policies to reduce ELET). This wide range of diverse stakeholders has two advantages: it ensures buy-in from different actors (for instance, the active support of employers through the professional chambers in the provision of apprenticeships), and it ensures better designed policies which take into account the knowledge and expertise on the training institutes and research institutes;

- (d) Luxembourg has established a plethora of national measures to address ELET, however, to date no comprehensive and coordinated national strategy has been established which means that measures were not systematically considered within a broader strategic context or vision. The planned introduction of an observatory of school retention (Observatoire du Maintien Scolaire) – in a bill to be submitted to parliament in January 2016 – marks an important step towards ensuring coherence, complementarity, and synergies across policy measures aimed at tackling ELET and establishing a national strategy, thus placing VET measures for tackling ELET within a broader policy framework and improving their overall effectiveness;
- (e) the ALJ plays a role of impartial mediator and conduit linking students who have dropped out or who are at risk of dropping-out to suitable VET programmes. ESLs often are in conflict with the school system and ALJ staff are seen as impartial and trusted counsellors who can help support the young person back into VET;

Features of VET:

- (a) increased emphasis has been placed on personalised guidance to ensure that young people integrate a VET programme which meets their capacities, needs and aspirations. This emphasis comes from the finding of the annual qualitative survey of ESLs in Luxembourg (carried out by the ALJ) which shows that 24.8% of ESLs cited poor quality guidance as the main reasons for dropping out of school;
- (b) in February 2015, a bill was presented on the 'guidance house' and coherence between educational and professional guidance (projet de loi portant sur la Maison de l'orientation et la cohérence de l'orientation scolaire et professionnelle). The bill introduces a series of reforms that aims to provide lifelong guidance, most notably by giving a legal basis to the 'Maison de l'orientation' (guidance house) which was established in 2012 as a once-stop-shop bringing together the main services/actors charged with school and professional guidance;

- (c) in particular, the bill emphasises the importance of timely and quality (i.e. adapted to individual situation and needs) guidance for pupils in reducing early school leaving. The future law will introduce the obligation (beginning in school year 2017/18) for all secondary schools (generalist and vocational) to establish an internal guidance procedure for their pupils. While overarching objectives will be established at the national level, secondary schools will have the autonomy to put in place measures that are best suited to the needs of their students;
- (d) the Ministry of National Education is currently supporting the development of innovative practices in the design of effective guidance measures within secondary school. In order to improve the exchange of good practices, the Ministry launched in 2015 a pilot project which consists in accompanying 16 secondary school (including VET schools) in the design of the guidance procedure. Six schools will participate in the pilot group and 10 others in a reflexion group. Supported by SCRIPT INNO, the 6 schools will elaborate their guidance procedures by the end of the school year 2015/2016 and will subsequently put it in place during the year 2016-2017. In parallel, the reflexion group will elaborate a reference framework and qualitative criteria for pupil guidance. A webpage has been put in place to follow the progress of this pilot project ⁽²⁴⁾;
- (e) the increased availability of quality apprenticeships in the past three to four years has served to widen the choice of routes into the labour market and offer students the opportunity to integrate more practical training. This emphasis comes from the finding of the annual qualitative survey of ESLs in Luxembourg which shows that 12.2% of ESLs noted that they dropped out of school before they were not able to find an apprenticeship or because their contract was terminated;
- (f) the chamber of commerce has strongly supported the development of apprenticeship system in Luxembourg; it acts as an intermediary between schools and employers and has taken a number of measures in recent years to improve the quality of apprenticeships. A number of such measures are cited below:
 - (i) a dedicated team of 'apprenticeship counsellors' supports and guides companies who provide apprenticeships to students or wish to do so;
 - (ii) any company who wishes to provide apprenticeship or traineeship places must have be certified by the chamber of commerce. This

⁽²⁴⁾ <http://orientation.script.lu>[accessed 26.4.2017].

certification is based on a number of technical criteria, including the compulsory training of the apprenticeship tutor, and ensure that the company is able to respect the formal training curricula. This certification process serves to prevent apprenticeships from being used as a cheap form of labour;

- (iii) curricula are designed in a tripartite manner, the Ministry of National Education is mainly responsible for drafting the theoretical side, while chamber representatives (both workers and employers) support the development of curricula of in-company training;
- (iv) apprenticeships are validated by a tripartite evaluation commission;
- (v) the chamber of commerce is currently preparing its own assessment test which will be available to companies from 2016 onwards. In considering potential apprentices, employers will be able to make candidates sit a test (prepared by the chamber of commerce) to evaluate their strength as possible apprentices. This system was developed since employers feel that national diplomas among ninth year students are not always a guarantee of adequately qualified pupils;
- (g) more recently, a new aspect of this policy debate on tackling ELET has focused on acting preventatively at the level of lower secondary education (years seven to nine, i.e. ages 12-14 years) by transforming the way VET institutions deliver classes and evaluate student learning. Within preparatory classes (lower secondary education) of the professional regime, a system of modular teaching (i.e. where classes are delivered through 'modules') allows for the courses to meet the personal needs and interests of the pupil and regular assessment of VET students. The regular assessment of pupils' performance allows for the early detection learning difficulties and provides an early notification of when a student is failing to learn the necessary competences and hence is at risk of dropping out. Support measures can be offered on the basis of these results. Modular teaching also allows greater flexibility, since modules can be combined to suit to interests and profile of the VET pupil. Modules are recognised within the other two regimes of technical vocational education, allowing students to transition to other regimes in upper secondary education (year 10 onwards).
- (h) VET teachers and socio-pedagogical staff receive dedicated training to prevent early school leaving among their pupils. By law, school staff must receive a minimum of eight hours of training per year. The Training Institute for National Education IFEN (Institut de Formation de l'Education Nationale) provides lifelong training to teachers and socio-pedagogical staff. It provides

over 600 training programmes of different types (seminars, supervision, coaching guidance, conferences, exchange networks, etc.) including on the issue of early school leaving; school staff are taught to identify early signs of a student being at risk of dropping out, they exchange among themselves (through peer-to-peer learning by means of networks, etc.) on how to motivate pupils to remain in school, etc. School staff is also trained to cooperate with parents to prevent their child's early leaving from education and training. Parents often transfer their experience of schooling onto their child; they may have a lack of confidence in the schooling system as they may have dropped out of school themselves. Teachers learn how to build relationships of trust and cooperation with parents.

9. Factors constraining the effectiveness of VET to reduce ELET

- (a) An important constraining factor influencing the effectiveness of VET measures to reduce ELET in secondary education is the fact that the plethora of specialised VET classes targeting pupils at risk of dropping out or providing ESLs a chance to reintegrate the school system through VET (e.g. second chance school) are 'remediation' classes. Pupils in these classes are already struggling to remain/reintegrate the school system. A priority which is emerging within the Ministry of Education is to act further 'upstream' in the education system at the level of primary education and earlier to prevent pupils dropping out in secondary education. For instance, 60% of all pupils in the first year of primary education are foreign-born or have a migration background. Pupils struggling with attaining a good command of the three national languages in Luxembourg (French, Luxembourgish and German) contributes to ELET. Accordingly, the government has recently launched bi-lingual day nurseries to promote better language skills to children even before they enter the school system.
- (b) There is a lack of early warning system to identify pupils who are at risk of dropping out. No systematic procedure is in place to identify pupils at risk of dropping out in order to provide them with early support to prevent ELET. Teachers – on request – can receive specialised training to detect signs that a pupil is at-risk of ELET.
- (c) There is a shortage of apprenticeship places in certain sectors, including car mechanics, management, and secretarial studies. In these branches, demand for apprenticeship is greater than the offer. The Ministry of Education is currently working the professional chambers (most notably the

- employers' chambers: chambre des métiers; chambre de commerce) to encourage them to find employers interested in taking on more apprentices.
- (d) TVET teachers need lack a clear understanding of their role in terms of combating early school leaving and the broader network of actors which can support them in preventing early school leaving. Teachers may sometimes feel that they are not sufficiently supported and lack a clear understanding of their role and the steps they need to take when they are facing a young person that is at risk of dropping out. A range of actors (psychologies, guidance councillors, parents, NGOs, ALJ, etc.) can provide valuable intervention to the young person, as they are able support them in their work. Staff need to know the steps to follow and when/how to call upon these external actors for support.