



Vocational education and training

Policy briefs 2023

LUXEMBOURG



This VET policy brief was produced by the European Centre for the Development of Vocational Training (Cedefop), Department for VET [vocational education and training] and Qualifications under the supervision of [Loukas Zahilas](#), Head of Department.

The report was drafted by [Eleni Myrtsioti](#), under the guidance of VET policies and systems team coordinator [George Kostakis](#).

This report is part of Cedefop's monitoring of vocational education and training policies and systems. It is based on detailed information on VET policy implementation submitted by Cedefop's European network of expertise on VET (ReferNet) and other sources. For additional information please visit Cedefop's online tool [Timeline of VET policies in Europe](#).

Please cite this publication as:

Cedefop (2024). *Vocational education and training policy briefs 2023 – Luxembourg*. Cedefop monitoring and analysis of vocational education and training policies.

<http://data.europa.eu/doi/10.2801/16323>

A great deal of additional information on the European Union is available on the internet.

It can be accessed through the Europa server (<http://europa.eu>).

Luxembourg: Publications Office of the European Union, 2024



© Cedefop, 2024.

The reuse policy of the European Commission is implemented by the Commission Decision 2011/833/EU of 12 December 2011 on the reuse of Commission documents (OJ L 330, 14.12.2011, p. 39). Except otherwise noted, the reuse of this document is authorised under the Creative Commons Attribution 4.0 International (CC BY 4.0) licence. (<https://creativecommons.org/licenses/by/4.0/>). This means that reuse is allowed provided appropriate credit is given and any changes are indicated. For any use or reproduction of photos or other material that is not owned by the EU, permission must be sought directly from the copyright holders.



PDF ISBN 978-92-896-3742-8 doi: [10.2801/16323](https://doi.org/10.2801/16323) TI-05-24-298-EN-N

Contents

1.	Introduction.....	2
2.	National VET context and challenges	2
2.1	National VET context.....	2
2.2	Challenges	3
3.	National VET policy priorities	3
4.	Main policy developments and progress 2020-23	3
4.1	Developing a National skills strategy for CVET	3
4.2	Strengthening IVET programme relevance.....	5
5.	Statistical information in relation to EU targets.....	5
6.	Conclusion.....	7
	References	7

1. Introduction

This VET policy brief produced by Cedefop presents a snapshot of vocational education and training policy developments in Luxembourg between 2020 and the beginning of 2023. It presents the context and the challenges the country faces, a selection of the latest VET-related statistics, as well as the national priorities until 2030 identified in [Luxembourg's national implementation plan](#). This VET policy brief provides information from Cedefop monitoring and analysis on the implementation of the [Council Recommendation on VET](#) and [Osnabrück Declaration](#). It offers stakeholders a regular source of information on VET policy developments that could be used for future policy making.

2. National VET context and challenges

2.1 National VET context

The VET system in Luxembourg is centralised, emphasising the two-stream learning system, school and work-based, supported by vocational schools and companies equally. The Ministry of National Education, Children and Youth is responsible for IVET, while higher VET is under the responsibility of the Ministry of Higher Education and Research. The dual system is important for secondary VET as it establishes strong links between school and work-based learning, preparing graduates to enter the workforce. Secondary VET prepares learners for professional life and studies in higher education. Qualifications in Luxembourg are delivered both by public and private providers; the latter are required to have authorisation from the respective Ministry (Cedefop; INFPC, 2022). In addition, many companies provide continuing VET courses (CVET) (OECD, 2023).

Social partner involvement is a distinct feature of VET in Luxembourg. The professional chambers act as independent policy institutes, are represented in the tripartite advisory committee on vocational training and consulted on VET legislation. This collaboration aims at developing and revising VET programmes and curricula when needed. The Luxembourgish VET system strengthened the involvement of stakeholders by establishing in 2019 a VET steering committee (*groupe de pilotage*), to coordinate VET development and validate curriculum development and update. It includes sectoral employer and employee representatives as well as the directorate of the VET Department of the Ministry of Education.

To get a better understanding of megatrends such as digitalisation, globalisation, demographic change and climate change, and the ways they influence policies on skills and qualifications, Luxembourg collaborated with the OECD in launching the Skills strategy project, which resulted in a comprehensive study. The outcomes of this study are reflected in the challenges and priorities in the following sections, and also through the developments listed next.

2.2 Challenges

The main challenges Luxembourg faced during 2022 include the development of a National skills strategy for CVET, and fostering attractiveness, skills provision, and quality assurance in IVET programmes. While the targeted challenges concerning IVET are more straightforward, the development of a national strategy entails efforts to tackle multiple challenges. This was also illustrated through the outcomes of the national skills project that Luxembourg worked on with OECD.

Challenges include the provision of learning opportunities relevant to adults, strengthening career guidance to achieve upskilling *en masse*, improving attraction, retention and integration policies, and strengthening data governance. Looking at the bigger picture, the societal and environmental challenges common for all countries, as well as the current need for a skilled workforce, Luxembourg must also design forward-looking skills policies for the future.

3. National VET policy priorities

Luxembourg's strategy for 2030 is reflected in strategic and legal frameworks and outlined in detail in its National implementation plan. The NIP was prepared in response to [2020 Council Recommendation on VET](#) and the [Osnabrück Declaration](#); the priorities identified are:

- a) the development of a National skills strategy for CVET;
- b) strengthening the relevance of IVET programmes.

4. Main policy developments and progress 2020-23

4.1 Developing a National skills strategy for CVET

Luxembourg commissioned a study led by the OECD to develop its National skills strategy. A survey was initially launched in 2021 to analyse the current state-of-play and provide a framework before the main kick-off event (Cedefop, 2023).

In 2022, the [Digital Learning Hub](#) was inaugurated, aiming at introducing high performance digital skills programmes that address the current shortage in highly skilled ICT professionals. It is a flagship initiative coordinated by the Vocational training department (*Service de la formation professionnelle*, SFP) of MENJE ⁽¹⁾ to support digital transition. Several programmes are part of this initiative, inclusive to all learners regardless of their previous background and the Hub offers great facilities and infrastructure in its physical space as well as virtually. The main areas where training is offered are coding, design thinking, cybersecurity and blockchain.

⁽¹⁾ Ministry of Education, Children and Youth.

[Université Populaire \(UniPop\)](#) was established in April 2021 and provides the opportunity for adult learners and returning students to obtain either a professional diploma or attend a short course in one of the seven specific domains. The courses and programmes may take place either physically or online and are inclusive for employed learners; they are self-paced and do not require learners to leave their job, and they are also entitled to educational leave. It brings together three public lifelong learning organisations: the National Languages Institute (INL), the National Centre for Continuing Vocational Training (CNFPC), and the Adult Education Service of the Ministry of Education, Children and Youth (SFA). Employed learners are eligible for educational leave, and those who worked for short time during the COVID-19 pandemic, are entitled to a EUR 500 voucher for online training in digital skills.

In 2020, [the public employment service \(Agence pour le développement de l'emploi - ADEM\)](#) launched various jobseeker training initiatives, focusing on IT skills, project management, and sector-specific training. The [Basic digital skills programme](#), led by the Chamber of Commerce (CC) and ADEM, targeted jobseekers with minimal IT skills. [Skill you up 2.0](#), managed by the House of Training and ADEM, offered skill assessment and professional project development for jobseekers over 30 years old with secondary education.

In 2021, [CNFPC introduced courses on transversal green skills](#) for employees in the public and private sector. This relates to a general adaptation of VET offer that started in 2019, aiming at giving learners the necessary skills to navigate a changing labour market, aligned with the European Green Deal and the challenges it addresses; it will also help them acquire skills for the digital transition.

In 2021, the Vocational Guidance Centre (*Maison de l'orientation*) [launched a platform for school and career guidance](#). This provides information about educational offers, learners' wellbeing, tips, and advice on how to write a CV. Applying for an academic programme is often an overwhelming process, so information about access requirements for higher education, application procedures and about the recognition of diplomas is on offer. It also provides information to adult learners about general education courses, validation of prior experiential learning, resumption of studies, and assisting with reading, writing and linguistic integration. In 2022 it extended its services, providing a general overview of professions and VET programmes, as well as opportunities for first professional experiences, apprenticeships, volunteering opportunities, extracurricular activities and related administrative procedures.

The Fit 4 project management programme, initiated in January 2020, focused on project management skills in digital contexts, while other programmes like FIT4 coding and Fit 4 green & build jobs were reintroduced as the Coding for jobs and #BuildYourFuture programme respectively. Training courses were tailored to sector demands, like bricklaying and heavy goods vehicle driving. The Fit 4 entrepreneurship programme evolved into the Start your business programme. In 2021, a partnership with Google provided e-learning opportunities in fields like IT support and UX design. The [Move to Luxembourg](#) talent attraction campaign is a fiscal incentive designed and coordinated by the Ministry of

Finance (MFIN) for the purpose of attracting foreign talent for the financial centre in Luxembourg, greatly contributing to the aims of the national skills strategy (OECD, 2023).

The #BuildYourFuture programme, oriented jobseekers towards the trade and construction sectors, offering assistant level training with progression opportunities. Overall, 5 673 jobseekers participated in ADEM-organised training, excluding adult vocational training.

4.2 Strengthening IVET programme relevance

Luxembourg introduced [fifteen supplementary occupation-specific certificates for qualifications](#) in 2022 as part of regular IVET programmes, to respond to the rapidly changing skill requirements in the labour market. These certificates are offered in areas such as work safety in forestry and agriculture, work safety in handling overhead cranes and forklifts, first aid, handling refrigeration units containing fluorinated greenhouse gases (*Kälteschein*) and fastening technology (Cedefop, 2023). New IVET programmes in green and digital occupations were also introduced in 2021, resulting in technician diplomas in areas such as smart buildings and energies, smart technologies, and climate hazardous gases.

During the academic year 2019/20, [a pilot project issued 174 EDCL certificates](#) in six VET programmes. The pilot completed in 2021 and Luxembourg was the first country to deliver European digital credentials for learning (ECDL) online to all graduates, in addition to receiving their paper diploma or certificate. More than 1600 graduates received secured and legally authenticated, electronically sealed certificates in multiple languages, recognised across the EU. In 2022, 1810 graduates received their digital credentials.

5. Statistical information in relation to EU targets

Luxembourg shows progress in most indicators presented in Table 1. The employment rate among recent IVET graduates between the ages of 20 and 34 years stands at 93.9%, which is already significantly higher than the 82% EU target for 2025.

By 2025, the EU aims at raising the percentage of recent IVET graduates (aged 20-34) with a work-based learning experience as part of their VET to 60%. This rate in Luxembourg was 33.7% in 2022, low compared to the EU target that year.

Luxembourg is on track to achieve by 2025 the 50% EU target set in the Skills Agenda for adult participation (25 to 64-year-olds) with learning experience in the previous 12 months. Latest available data in 2022 show that Luxembourg's 45.2% rate is better than the EU average. For unemployed adults with a learning experience in the last 4 weeks the respective percentage is 33.4%, well beyond the EU average for 2025 of 20%. More indicators and their progress compared to the EU targets are presented in Table 1.

Table 1. **European vocational education and training policy dashboard: Luxembourg**

Type of indicator ⁽²⁾	Indicator	Last available year	LU	EU-27	Policy Document	EU target (year)
VET for developing a lifelong learning culture						
Progress	Adults (25 to 64-year-olds) with a learning experience in the last 12 months (%)*	2022	45.2	39.5	Skills Agenda Council Resolution on EEA ESPR Action Plan	50% (2025) 47% (2025) 60% (2030)
Progress	Low-qualified adults with a learning experience in the last 12 months (%)	2022	20.0	18.4	Skills Agenda	30% (2025)
Progress	Unemployed adults with a learning experience in the last 4 weeks (%)	2022	33.4 ^u	13.2	Skills Agenda	20% (2025)
Context	Employment rate for 20 to 64-year-olds (%)	2022	74.8	74.6	ESPR Action Plan	78% (2030)
Context	Early leavers from education and training (%)	2022	8.2	9.6	Council Resolution on EEA	<9% (2030)
Context	NEET rate for 15 to 29-year-olds (%)	2022	7.4	11.7	ESPR Action Plan	9% (2030)
VET for Resilience, transitions, sustainability and excellence						
Progress	Adults (16 to 74-year-olds) with at least basic digital skills (%)	2021	63.8	53.9	Skills Agenda ESPR Action Plan	70% (2025) 80% (2030)
Progress	Employment rate for recent IVET graduates (20 to 34-year-olds) (%)	2022	93.9	79.7	Council Rec on VET	82% (2025)
Progress	Recent IVET graduates (20 to 34-year-olds) with a work-based learning experience as part of their vocational education and training (%)	2022	33.7	60.1	Council Rec on VET Council Resolution on EEA	60% (2025)
Context	25 to 34-year-olds with tertiary attainment (%)	2022	61	42	Council Resolution on EEA	45% (2025)
Context	Gender employment gap (%)	2022	6.5	10.7	ESPR Action Plan	To be halved (2030)
Context	People at risk of poverty or social exclusion (1000s)	2022	121 ^b	95 284	ESPR Action Plan	15 million reduction (2030)
Context	Employed ICT specialists (1000s)	2022	23.9	9 370.2 ^e	2030 Digital Compass	20 million, with convergence between men and women (2030)
VET for the European Education Area						
Progress	Learners in IVET who benefitted from learning mobility abroad (%) **	2021	0.8	2.1 ^{dV}	Council Rec on VET Skills Agenda	8% (2025)
Context	Average number of foreign languages learned in IVET	2021	2.3	1.2		

Available flags: b – break in times, d – definition differs, e – estimated, u – low reliability, V – Cedefop estimate

* Eurostat data (Adult Education Survey, special calculation excluding guided on-the-job training)

** Provisional estimates affected by the COVID-19 pandemic

Source: Cedefop. [European VET policy dashboard](#)

(2) [Definitions](#) on the type of indicators are available.

6. Conclusion

Significant efforts have been made between 2020 and 2022 to further modernise VET and adult learning in the country through initiatives and multiple strategies adopted during recent years. Luxembourg has been working on its National skills strategy to address the challenges in CVET, including the provision of adult learning opportunities, to fill skills shortages in the labour market.

Initiatives like the Digital Learning Hub, *Université Populaire* (UniPop), and CNFPC's green skills courses aim to provide relevant learning opportunities, fostering a seamless transition from basic skills to vocational training readiness. Luxembourg addresses challenges in career guidance and financial incentives through several measures such as the Vocational Guidance Centre platform; initiatives like Skill you up and Fit 4 project management aim to guide learners and jobseekers and support them in skill development opportunities.

Luxembourg is acknowledging the outcomes of the study led by the OECD and has created an inter-ministerial working group to design a roadmap for the development of a national talent attraction, development and retention strategy in partnership with stakeholders outside government. Specific measures to attract foreign talent and strengthen skills governance may contribute to implementing the national skills strategy.

To strengthen Luxembourg's IVET programme relevance, the introduction of internationally recognised occupation-specific certificates as part of regular IVET programmes contributed to responding to changing requirements in the labour market. Short courses in transversal green skills and technician diplomas in emerging areas emphasise Luxembourg's commitment to staying ahead in green and digital occupations.

Luxembourg's initiatives between 2020 and 2023 demonstrate a commitment to resilience, adaptability, and relevance in the face of evolving socio-economic dynamics. Further steps in the above measures will allow the country to meet the objectives set in the national implementation plan in line with the Council recommendation on VET and the Osnabrück declaration.

References

[accessed 19.3.2024]

Cedefop; INFPC - National Institute for the Development of Continuing Vocational Training (2022). *Vocational education and training in Europe - Luxembourg: system description* [From Cedefop; ReferNet. Vocational education and training in Europe database].

Cedefop and Refernet (2023). *Timeline of VET policies in Europe* [online tool].

INFPC (2022). *Teachers and trainers in a changing world – Luxembourg: Building up competences for inclusive, green, and digitalised vocational education and training (VET)*. Cedefop ReferNet thematic perspectives series.

Luxembourg (2018). *Accord de Coalition 2018-2023*.

Luxembourg (2022). *National Implementation Plans on VET: Luxembourg*.

OECD (2023). *OECD skills strategy Luxembourg: assessment and recommendations*.
OECD Skills Studies, OECD Publishing, Paris.