



Vocational education and training policy briefs 2024

LUXEMBOURG



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1. Introduction

This VET policy brief ⁽¹⁾ produced by Cedefop presents a snapshot of vocational education and training policy developments in Luxembourg between 2020 and the end of 2024. 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 (Luxembourg, 2022). This policy brief provides information from Cedefop monitoring and analysis on the implementation of the [Council Recommendation on VET](#) and [Osnabrück Declaration](#) and contributes to shaping new EU priorities in VET as of 2026 and informing the mid-term evaluation of the Council Recommendation on VET.

2. National VET context and challenges

2.1 National VET context

The VET system in Luxembourg is centralised. The Ministry of National Education, Children and Youth is responsible for all types of education, including initial and continuing VET, while higher education falls under the Ministry of Research and Higher Education. In cooperation with the Ministry of Labour, Employment and the Social and Solidarity Economy, the education ministry is also responsible for training measures for the unemployed. Social partner involvement is a distinctive 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. They are involved in the development and revision of VET programmes and curricula, support companies and apprentices by providing practical training, and organise CVET courses (Cedefop & National Institute for the Development of Continuing Vocational Training [INFPC], 2022).

A key feature of secondary VET is the dual system, which combines school-based and work-based learning. Secondary VET prepares learners to enter the workforce and pursue their studies in higher education. Three-year pre-VET programmes provide 12-to-14-year-olds with general and practical knowledge based on learning outcomes and guidance. Afterwards, learners can pursue a professional qualification through four different types of VET programmes. In terms of adult learning, adults have access to formal and non-formal learning, as well as guidance services. Adult education and continuing vocational education and training (CVET) allow individuals at any stage of their life to pursue learning according to their needs, which may include obtaining a first degree, developing or improving knowledge, changing careers or adapting to new technologies (Cedefop & INFPC, 2022).

CVET is promoted through training leave and other incentives. Financial support, such as joint funding arrangements and language learning, are also available for companies. The public employment service organises VET courses aimed at jobseekers' upskilling or reskilling. Non-regulated CVET programmes lead to sectoral rather than formal qualifications. Close links with neighbouring countries, multilingualism and a high share of foreign citizens

⁽¹⁾ See also the previous edition: Cedefop. (2024). [Vocational education and training policy briefs 2023 – Luxembourg](#). Cedefop monitoring and analysis of vocational education and training policies.

have a strong impact on VET. Luxembourg provides more language training than any other EU country (Cedefop & INFPC, 2022).

2.2 Challenges

In Luxembourg, approximately half of the working population are cross-border workers, most of whom are not trained in the national system. As a result, large-scale European surveys, such as the Adult Education Survey and Labour Force Survey, focusing on the resident population, are not accurately capturing the current picture (National Institute for the Development of Continuing Vocational Training [INFPC] & VET Department of the Ministry of Education, Children and Youth [SFP], 2024).

Also, national data on skills collected by government bodies for administrative purposes are inconsistent, not comprehensive or not available in an aggregated form, calling for a consistent data governance strategy (INFPC & SFP, 2024).

In recent years, Luxembourg has experienced increased skills shortages in sectors that are key for the green transition. These shortages are creating obstacles to the transition to a net-zero economy. VET programmes are expected to address the skills mismatch in the job market (European Commission, 2024). While upskilling and reskilling programmes with a focus on the green transition have increased in number, skills mismatches persist, and work shortages continue to grow. This underscores the need for additional support to upskill and reskill workers, especially those who are most affected by it (European Commission, 2024).

Some of the country's challenges are linked to multilingualism. This applies particularly to the school attainment of children and young people from different language and socio-economic backgrounds. The gap between disadvantaged students and their peers is bigger in Luxembourg than in any other EU country (European Commission, 2024). Although the country is addressing this issue through long-term measures, their positive impact might take years before it is reflected in the country statistics (INFPC & SFP, 2024).

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 (NIP). The NIP was prepared in response to [2020 Council Recommendation on VET](#) and the [Osnabrück Declaration](#); the objectives set in the NIP cover both CVET and IVET and are as follows:

- (a) the development of a National skills strategy for CVET; this objective is further broken down into four priorities:
 - (i) providing labour-market relevant adult learning opportunities;
 - (ii) guiding and incentivising skills choices;
 - (iii) attracting and retaining foreign talent to fill skills shortages in Luxembourg;
 - (iv) strengthening the governance of skills data.
- (b) fostering attractiveness and up-to-date skills provision in IVET programmes.

4. Main policy developments and progress 2020-24

4.1 Developing a National skills strategy for CVET

Between 2020 and 2024, Luxembourg has taken significant steps to progress with the development of a national skills strategy focusing on VET, thus responding also to the challenges the country faces in CVET. Specific initiatives included the provision of short CVET programmes aiming to foster skills needed for the digital and green transition, the launch and development of a digital learning hub, courses offered by the public employment service, and a change in the organisation structure of guidance in secondary schools.

Luxembourg has launched an OECD supported study, including consultations with all relevant stakeholders, to design a [National skills strategy](#). The strategy responds to the need to anticipate demographic change and satisfy sectoral skills demand to ensure the competitiveness and resilience of the Luxembourgish economy. During a tripartite and inter-ministerial consultation of the 'Skillsdësch' (Round table on Skills), the Skills Strategy - Assessment and Recommendations report was set up, which OECD presented in February 2023. In 2024, conceptual work on Luxembourg's was ongoing. The recommendations are organised around the four strategic areas (see Section 3) considered priorities during the study implementation (OECD, 2023) and in line with Luxembourg's NIP.

Luxembourg's [Skillsbridges](#) initiative addresses the shortage of qualified labour and supports the necessary professional transitions for a sustainable and innovative economy. The Skillsbridges are short CVET programmes aiming to promote digital inclusion, making digital technology accessible to everyone. They also focus on skills for the green transition. Three Skillsbridges programmes were introduced in September 2024 covering the following topics: artificial intelligence for administrative teams; green space maintenance worker; and low-carbon construction and the use of bio-based building materials. Around twenty additional training programmes are due to be gradually introduced from spring 2025, increasing the capacity of the programme to up to 800 participants per year. Strong emphasis is placed on STEM (science, technology, engineering and mathematics), including digitalisation, artificial intelligence, the green transition and renewable energies, construction, process management, hospitality and soft skills. The initiative is part of [Luxembourg's Recovery and Resilience Plan](#) and is co-financed by the European Union. It is supported by the [OECD Skills Strategy Luxembourg](#) (Cedefop & ReferNet, 2025).

Luxembourg continues offering [training to support the green transition](#), an initiative that has been in place since 2019. The aim of this initiative is to adapt the VET offer to the needs of the green transition through increasing and promoting CVET offer, introducing new green IVET programmes and occupation-specific green skills in the existing programmes, and piloting transversal skills such as circular economy. Faced with the ecological transition and the growing importance of sustainable development, the Chamber of Skilled Crafts and Trades (CdM) offers a full catalogue of training courses to help craftspeople prepare for today's current challenges related to energy and efficiency, in the framework of the EU co-funded FSE+ programme Investing in the future (Investir dans le future, 2021-27). Specific projects preparing for the challenges of the green transition in the crafts sector are Sustainable into the future (Nohalteg an d'Zukunft +, NANZ+), Sustainability and Heat pump technology training

module+ (Pompe à chaleur, PAC). Recent milestones include the offer of courses on sustainability management and corporate social responsibility in 2023. In 2024, the National Centre for Continuing Vocational Training (CNFPC) launched an online survey to gather expectations and training needs related to the circular economy (Cedefop & ReferNet, 2025).

The [Digital Learning Hub \(DLH\)](#) was launched in 2022 to bridge the digital skills gap by offering around 150 training courses in areas such as coding, design thinking, cybersecurity and blockchain to around 900 participants. Since then, DLH has emphasised innovative learning methods and peer exchanges, featuring renowned institutions such as École 42 and D-School. In 2023, DLH offer increased to a total of 306 courses and recorded 3 645 registrations, while issuing 2 095 certifications. It kept momentum also in 2024: from January to September, DLH offered a total of 372 courses and recorded 6 975 registrations. DLH courses target diverse groups, including young people, jobseekers and professionals, to foster digital expertise (Cedefop & ReferNet, 2025).

[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, allowing learners to continue working while studying. Learners 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). SFA also provides information and guidance service for adult learners. Since 1 February 2021, employees can apply online for individual educational leave (CIF) through the dedicated platform [myGuichet.lu](#). CIF is a special leave granted to attend courses, prepare for exams, and similar activities. Each employee is entitled to a total of 80 days of CIF throughout their professional career. [MyGuichet.lu](#) also enables employers to apply for reimbursement to compensate for their employees' CIF days.

Luxembourg's public employment service (Agence pour le développement de l'emploi, ADEM) offers many specific training measures for jobseekers, from sectoral training schemes to transversal ones aimed at increasing the overall employability of jobseekers. In 2023, ADEM, the House of Training and the Chamber of employees launched new projects. The Fit4Agile project gives jobseekers the opportunity to acquire or formalise project management skills to make their profile more attractive to employers. The Skills4job project supports jobseekers by offering three pathways: (re)defining a short-term career path by identifying upskilling or reskilling needs, strengthening cross-disciplinary skills through a tailored training plan, and optimising employability by working on job search strategy. In 2024, thanks to the [Basic digital skills programme](#), jobseekers registered with ADEM could attend relevant training at the House of Training at the Chamber of Commerce or at the Lifelong Learning Centre at the Chamber of Employees. The programme StartYourCareer offered by the House of training from the Chamber of Commerce, enables young jobseekers (between 18 and 29) to define a realistic short-term career plan. To better answer individual needs, the programme focuses on individual or small group coaching (Cedefop & ReferNet, 2025).

Luxembourg has been focusing on strengthening guidance provision since 2016/17. More recently, in 2023, the House of Guidance (Maison de l'orientation) [launched a new website](#), bringing together in one place all available resources and information related to academic and professional guidance. The [website](#) is designed for learners and their parents seeking a secondary school or information about higher education, as well as for young people entering professional life or adults seeking to reskill or upskill. In 2024, the law introducing a change in the [organisational structure of guidance in secondary schools](#) entered into force. Following this law, the missions of the School Guidance and Integration Unit (Cellules d'orientation et intégration, COI) have been expanded to include the integration of newly arrived learners. The guidance teams are part of the newly created educational and psycho-social departments (département éducatif et psycho-social). As VET is part of upper secondary education, the missions of the COI include guidance from lower secondary education to VET, as well as guidance on VET pathways, including into post-secondary VET. The guidance procedures of the secondary schools are evaluated, in line with the reference framework and based on the school development plan, every five years (Cedefop & ReferNet, 2025).

4.2 Fostering attractiveness and up-to-date provision in IVET programmes

In the period 2020-24, Luxembourg implemented several measures to foster attractiveness of IVET and address the challenges the country faces in this VET sector. Targeted initiatives included the introduction of digital credentials for learning, sectoral and transversal skills demand anticipation, modernisation of VET programmes, and a new apprenticeship programme format with a strengthened language learning component.

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 VET graduates, in addition to receiving their paper diploma or certificate. While VET paper diplomas and certificates are issued only in French, the EDCL is available in French, German, and English to facilitate sharing with employers, universities, and other institutions both nationally and internationally. More than 1600 graduates received secured and legally authenticated, electronically sealed certificates in multiple languages, recognised across the EU. A total of 5 142 VET graduates received their digital credentials between 2022 and 2024 (1 810 in 2022, 1 648 in 2023 and 1 684 in 2024).

The [FutureSkills initiative](#), launched by ADEM in 2020, aims to align training with evolving labour market demands through sectoral and transversal skills studies. In 2020, a training programme was introduced to strengthen and expand core competences for jobseekers. It was oriented to the development of soft skills and consisted of a blend of autonomous e-learning and virtual classes. In 2022, ADEM published seven sectoral studies, analysing labour market trends and skill requirements for finance, industry, construction, accommodation and food service, trade, transport and logistics, and crafts. These studies, developed with employer organisations, helped tailor training offers to current and future market needs. In 2023, ADEM released two additional sectoral studies focusing on social work, and health and care sectors, enriched with qualitative analyses from sector experts. In

2024, a skills study on IT professions was conducted in collaboration with several key organisations, as part of the government's 'innovative initiatives'.

Since 2020, [new vocational training programmes](#) have been developed, and existing ones modernised to address the challenges posed by rapidly changing skills demands and the diverse language backgrounds of learners. To support the green and digital transitions, the following new IVET programmes have been launched: DAP smart materials and electro-technologies (Vocational aptitude diploma at EQF level 3) in the school year 2020/21, DT electromobility (technician diploma at EQF level 4) in the school year 2023/24. To quickly respond to evolving skills requirements and labour market needs, new [supplementary certifications](#) are introduced annually within IVET programmes (Cedefop & ReferNet, 2025).

In response to challenges posed by the country's multilingualism, in September 2024, Luxembourg introduced a [new apprenticeship programme format](#), combining work-based learning with intensive French language training. This initiative aims to raise the inclusiveness of VET, reduce language barriers, and improve accessibility for young, recently immigrated third-country migrants. The language-integrated work-based learning programmes target young adults (aged 18-23), who cannot access regular VET programmes due to insufficient proficiency in the country's languages (German, French and English). It aims to mitigate disruptions they may have experienced in their learning process due to transitions between countries (ReferNet Luxembourg & Cedefop, 2025).

5. Statistical information in relation to EU targets

Luxembourg presents a mixed picture between progress in some indicators and regression in some others (see Table 1).

The country is on track to achieve by 2025 the 50% EU target set in the Skills Agenda for adults (25 to 64-year-olds) with a learning experience in the previous 12 months. Latest available data show that in 2022 Luxembourg's 45.2% rate is better than the EU-27 average of 39.5%.

The share of unemployed adults with a learning experience in the last 4 weeks dropped to 28.5% in 2024 from 33.4% in 2022 but is still exceeding the EU target of 20% by 2030 set in the Skills Agenda. It is one of the highest scores among the EU-27 countries, almost twice the value of the EU-27 average (15.3%), reflecting the country's efforts in this field.

The employment rate for 20 to 64-year-olds slightly dropped to 74.2% in 2024 (compared to 74.8% in 2022), placing Luxembourg just below the EU-27 average of 75.8%.

Luxembourg further decreased the rate of early leavers, from 8.2% in 2022 to 7.8% in 2024, remaining well below the EU-27 average of 9.6% in 2024 and meeting already the EU target of less than 9% by 2030 set by the Council Resolution on EEA.

Luxembourg's NEET rate for 15–29-year-olds increased from 7.4% in 2022 to 9.9% in 2024. However, it is still better than the EU-27 average of 11%, and close to the EU target of 9% by 2030 set by the ESPR Action Plan.

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 (25-64 year-olds) with a learning experience in the last 12 months (%) [*]	2022	45.2	39.5	Skills Agenda	50% (2025)
					Council Resolution on EEA	47% (2025)
					ESPR Action Plan	60% (2030)
Progress	Low-qualified adults with a learning experience in the last 12 months (%) ^(*)	2022	20	18.4	Skills Agenda	30% (2025)
Progress	Unemployed adults with a learning experience in the last 4 weeks (%)	2024	28.5	15.3	Skills Agenda	20% (2025)
Context	Employment rate for 20-64 year-olds (%)	2024	74.2	75.8	ESPR Action Plan	78% (2030)
Context	Early leavers from education and training (%)	2024	7.8 ^u	9.3	Council Resolution on EEA	<9% (2030)
Context	NEET rate for 15-29 year-olds (%)	2024	9.9	11.0	ESPR Action Plan	9% (2030)
VET for Resilience, transitions, sustainability and excellence						
Progress	Adults (16-74 year-olds) with at least basic digital skills (%)	2023	60.1	55.6	Skills Agenda	70% (2025)
					ESPR Action Plan	80% (2030)
Progress	Employment rate for recent IVET graduates (20-34 year-olds) (%)	2024	70 ^u	80.0	Council Rec on VET	82% (2025)
Progress	Recent IVET graduates (20-34 year-olds) with a work-based learning experience as part of their vocational education and training (%)	2024	70 ^u	65.3	Council Rec on VET	60% (2025)
					Council Resolution on EEA	
Context	25-34 year-olds with tertiary attainment (%)	2024	63.8	44.2	Council Resolution on EEA	45% (2025)
Context	Gender employment gap (%)	2024	5.5	10.0	ESPR Action Plan	To be halved (2030)
Context	People at risk of poverty or social exclusion (1000s)	2024	132	93 333	ESPR Action Plan	15 million decrease (2030)
Context	Employed ICT specialists (1000s)	2024	26	10273.6 ^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 a learning mobility abroad (%) ^{**}	2021	0.8	2.1 ^{dv}	Council Rec on VET	8% (2025)
					Skills Agenda Council Rec Europe on the Move	12% (2030)
Context	Average number of foreign languages learned in IVET	2023	2.1	1.2 ^d		

Available flags: b – break in time series, c – confidential, d – definition differs, e – estimated, f – forecast, n – not significant, p – provisional, r – revised, s – Eurostat estimate, u – low reliability, z – not applicable, V – Cedefop estimate.
Special value: : – not available

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

^{**} Provisional estimates affected by the Covid19 pandemic.

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

⁽²⁾ Definitions on the type of indicators are available at <https://www.cedefop.europa.eu/en/tools/european-vet-policy-dashboard/methodology>

6. Conclusion

Between 2020 and 2024, Luxembourg made significant efforts to further strengthen CVET and foster the attractiveness of IVET. The country 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 Skillsbridges highlight the country's strategic focus on CVET coupled with efforts to foster a sustainable and innovative economy by providing targeted training in key sectors requiring skills for the digital and green transition. This project complements other initiatives, such as the Digital Learning Hub, targeted training opportunities to support the green transition and new projects launched by the public employment service, the House of Training and the Chamber of employees. All these initiatives create a seamless continuum aiming to provide adults with learning opportunities in key sectors and equip them with the skills required by the rapidly changing labour market needs.

In parallel, Luxembourg is strengthening the relevance and attractiveness of its IVET programmes. Responding to national challenges, Luxembourg has strengthened VET school guidance, introduced internationally recognised occupation-specific certificates as part of regular IVET programmes as a response to changing requirements in the labour market, and a new apprenticeship programme format integrating intensive French language courses for recently immigrated third-country migrants.

Luxembourg's initiatives between 2020 and 2024 demonstrate the country's commitment to strengthening both CVET and IVET by adopting a wide range of measures covering varied aspects of the Luxembourgish VET system as a whole. The country's recent policy developments are in line with the priorities established in its NIP as well as with rapidly evolving socio-economic trends, demonstrating the country's resilience and adaptability. Further steps in the above initiatives will allow the country to fully implement its priorities and meet both the EU-level quantitative targets and the objectives set in its NIP in line with the Council recommendation on VET and the Osnabrück declaration.

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