

## Youth Partnership

Partnership between the European Commission  
and the Council of Europe in the field of youth



# INFORMATION TEMPLATE

## ON

# SOCIAL INCLUSION OF YOUNG PEOPLE

(INCLUDING GUIDELINES FOR  
EKCYP-CORRESPONDENTS)



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## Introduction and general guidelines

In general, *social exclusion* refers to processes that prevent individuals, groups or communities from accessing the rights, opportunities and resources that are normally available to members of society; responsible for social exclusion are often structural forces, such as: laws, public policies, institutional practices, organizational behaviours, and prevailing ideologies, values and beliefs<sup>1</sup>. The list of young people at risk of social exclusion can be extended almost *ad infinitum*<sup>2</sup> and it includes young people with disabilities, ethnic, sexual and religious minorities, homeless youth or young offenders etc. It is important, however, to be receptive to: (i) the emergence of new groups of young people at risk of social exclusion; (ii) the local particularities of exclusion for some groups; (iii) the intersectional nature of discrimination.

**The EU sees social inclusion** as '*a process which ensures that those at risk of poverty and social exclusion gain the opportunities and resources necessary to participate fully in the economic, social and cultural life and to enjoy a standard of living and well-being that is considered normal in the society in which they live. Social inclusion also ensures that vulnerable groups and persons have greater participation in decision making which affects their lives and that they can access their fundamental rights*'<sup>3</sup>. Social inclusion is one of the eight policy areas underlining the cross-cutting approach of the EU Youth Strategy. It is also a key priority of the Youth in Action programme. In 2012, the Cyprus Presidency priority in the youth sector was the participation and social inclusion of young people with a migrant background.<sup>4</sup> More recently, the trio Presidency (Ireland, Lithuania and Greece) reaffirmed EU's commitment by making Social Inclusion the overall thematic priority in the youth field for the period from January 2013 to end of June 2014. This theme includes accessibility to youth services and inclusiveness and emphasizes the importance of quality in the design and delivery of youth policy and provision.

In the context of rising youth unemployment, the Irish presidency proposed a 'Youth Guarantee', a policy measure aiming to give young people (< 25) a 'good quality offer of employment, continued education, apprenticeship or traineeship within four months of becoming unemployed'. In May 2013 the EU Youth Ministers will adopt Council Conclusions on the contribution of quality youth work to the development, well-being and social inclusion of young people (8575/13). A recent report by the Education, Audio-visual and Culture Executive Agency (EACEA) of the European Commission (Eurydice Unit) is presenting evidence from literature and surveys about the social exclusion of young people across the European Union, and how youth work can help<sup>5</sup>.

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<sup>1</sup> The Institute of Social Exclusion, Adler School of Professional Psychology.

<sup>2</sup> EU-CoE youth Partnership, Research Seminar "Mobility of young people – Opportunities and obstacles for cross-border volunteering for young people, particularly with fewer opportunities" European Youth Centre, Strasbourg, 11-13 December 2011 [Online] Available at: [http://youth-partnership-eu.coe.int/youth-partnership/documents/EKCYP/Youth\\_Policy/docs/Mobility/Research/Final\\_report\\_Volunteering\\_seminar\\_2011.pdf](http://youth-partnership-eu.coe.int/youth-partnership/documents/EKCYP/Youth_Policy/docs/Mobility/Research/Final_report_Volunteering_seminar_2011.pdf).

<sup>3</sup> European Commission (2010) *The European Social Fund and social inclusion*. [Online] Available at: <http://ec.europa.eu/esf/BlobServlet?docId=166&langId=en>.

<sup>4</sup> Council of the European Union (2012) *Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council on the participation and social inclusion of young people with emphasis on those with a migrant background*15652/1/12 REV 1 Brussels, 13.11.2012. [Online] Available at: <http://register.consilium.europa.eu/pdf/en/12/st15/st15652-re01.en12.pdf>

<sup>5</sup> [http://ec.europa.eu/youth/news/20130506-eurydice-study-social-exclusion-youth-work\\_en.htm](http://ec.europa.eu/youth/news/20130506-eurydice-study-social-exclusion-youth-work_en.htm)

**For the Council of Europe, ‘social cohesion’** is the political concept considered essential for the fulfilment of its core values: human rights, democracy and the rule of law. In 2005, the Council of Europe produced a methodological guide for the development of social cohesion indicators<sup>6</sup>. It defines the social cohesion as ‘*society’s ability to secure the long term well-being of all its members, including equitable access to available resources, respect for human dignity with due regard for diversity, personal and collective autonomy and responsible participation*’ (CoE, 2005: 23). This is a comprehensive instrument that: (i) defines the strategic concepts and approaches; (ii) provides practical tools for developing questions and indicators; (iii) enables the link between measurement and policy action.

Since 1997, the CoE Youth Department is running extensive evaluations of national youth policies, based on international reviews. They include topics related to social cohesion. More recently, the Enter! Project of the Council of Europe, aims to develop policy responses to exclusion, discrimination and violence affecting young people in multicultural disadvantaged neighborhoods. Its first part (2009-2012) included a two-year training course on access to social rights, besides other activities related to gender equality in youth projects and multicultural youth work.

Social cohesion is one of the three core objectives of the Council of Europe's Youth Policy. Agenda 2020 emphasises the following priorities in the area of social inclusion of young people: (i) supporting the integration of excluded young people; (ii) ensuring young people’s access to education, training and the working life, particularly through the promotion and recognition of non-formal education/ learning; (iii) supporting young people’s transition from education to the labour market; (iv) supporting young people’s autonomy and well-being as well as their access to decent living conditions; (v) ensuring young people’s equal access to cultural, sporting and creative activities; (vi) encouraging intergenerational dialogue and solidarity<sup>7</sup>.

**Social exclusion is a multi-dimensional concept**, not reducible to economic aspects. Besides poverty, social exclusion also involves relational issues, such as inadequate social participation, lack of social integration and lack of power (Room, 1995). For instance, in the current economic climate, there are particularly worrying trends in youth unemployment and discourses on the risk of losing an entire generation are being heard<sup>8</sup>. But the crisis is not only economic; it is also social and political in nature, with many young people becoming increasingly disengaged or facing impediments in their access to social rights. Being migrant or of immigrant background, Roma, with an ethnic minority background, homeless, LGTB or with a disability, adds other layers of vulnerability and increases the barriers of access to services and networks of support. Social exclusion may perpetuate across generations. Tackling social exclusion often requires localised and tailored approaches.

## On the questionnaire

**This template for an information sheet on ‘Social inclusion of young people’** (asks about the situation and the measures taken at the national level in order to secure the social inclusion of young people). EKCYP annual questionnaires are intended to gather information about key themes of relevance to young people in Europe as defined by the

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<sup>6</sup> CoE (2005) *Concerted development of social cohesion indicators. Methodological guide*. Council of Europe Publishing. Strasbourg Cedex.

<sup>7</sup> Resolution CM/Res(2008)23 on the youth policy of the Council of Europe. Adopted by the Committee of Ministers on 25 November 2008 at the 1042nd meeting of the Ministers’ Deputies.

<sup>8</sup> Programme of the Irish Presidency of the Council of the European Union. 1 January - 30 June 2013, URL: [http://eu2013.ie/media/eupresidency/content/documents/EU-Pres\\_Prog\\_A4.pdf](http://eu2013.ie/media/eupresidency/content/documents/EU-Pres_Prog_A4.pdf)

Council of Europe and the European Commission. Unless there otherwise specified, the term young people refers to the age range 13 – 30. This questionnaire complements the National Youth Reports by soliciting information on actions going beyond those initiated by national governments such as on available research and the impact of youth work. Also, especially in the area of social inclusion, this questionnaire is likely to produce knowledge on the situation of young people that are not well represented in the Non-Governmental Youth Organizations.

**The first section will focus on an assessment of the situation of young people related to social inclusion. The subsequent sections will refer to the policy measures, the examples of practice and research in the area of the social inclusion of young people.**

Please write the name of the country when it is required.

Please write source and year in a footnote for each information and data provided.

When there are significant differences in meaning between the national language and the English formulation, please also provide the corresponding word in the national language.

**Two relevant comments regarding the format of the questionnaires:**

**A) In order to avoid changing the format of the questionnaire, please do the following :**

1. Save the 'Questionnaire' as Template
2. Click 'File' -> New -> My Template -> 'Questionnaire'

When this doc is open you can complete the document with the original formatting and styles.

**B) For an enhanced readability:**

Before sending back the finalised questionnaire, please delete the guidelines in Italics unless you consider it absolutely needed to understand your answer.

Thank you in advance!

# 1. The socio-economic situation of young people

## 1.1 Please inform which groups of the young people are perceived as being socially excluded. What are the main factors for being socially excluded as a young person in your country?

Although the overall situation of young people in Luxembourg regarding their social inclusion is rather favorable (in comparison to other European or Non-European countries), there is evidence that some groups of young people are socially excluded or at a high risk to become socially excluded. The social background plays the most important role to the effect that the family's social and economic resources have a very high impact on the further life chances of young people. In Luxembourg, young people growing up in poor households with low work intensity and/or low income are more likely to become socially excluded than young people from privileged families.<sup>9</sup> Especially for young immigrants and young people with low educational attainment (esp. early-school leavers) the risk is considerably higher. In general, these young people have more problems to find a job with decent income, they show poor scores regarding health outcomes (i.a. self-rated health, life satisfaction, multiple health complaints) health behaviors (i.a. eating behavior, oral health) and risk behavior (i.a. tobacco use, alcohol use)<sup>10</sup> as well as a lower political and social participation.<sup>11</sup>

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<sup>10</sup> Currie, C., Gabhainn, S. N., Godeau, E., Roberts, C., Smith, R., Currie, D., ... (2008). *Inequalities in young people's health: HBSC international report from the 2005/2006 survey. Health policy for children and adolescents: Vol. 5.* Copenhagen: WHO.

<sup>11</sup> Willems, H., Heinen, A., Meyers, C., Biewers, S., Legille, S., Milmeister, P., ... (2010). Zentrale Aspekte zur aktuellen Lebenssituation der Jugendlichen in Luxemburg. In Ministère de la Famille et de l'Intégration, Luxembourg (Ed.), *Rapport national sur la situation de la jeunesse au Luxembourg. Nationaler Bericht zur Situation der Jugend in Luxemburg* (pp. 1–377). Luxembourg: Ministère de la Famille et de l'Intégration.

**1.2 Please provide the percentage representing the share of young people (18-24) who are at *risk of poverty* (and/or severely materially deprived and/or living in a household with very low work intensity).**

**a) People at risk of poverty in Luxembourg by age group (in %)**

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
0-5 years	14.1	19.1	21.5	20.7	19.4	20.3	21.1	23.0	20.8	22.7
6-11 yrs	17.1	19.2	18.2	16.8	19.2	18.5	22.4	19.7	20.0	21.8
12-17 yrs	18.4	19.9	21.0	21.7	21.1	20.7	23.8	21.3	20.1	23.3
<b>18-24 yrs</b>	<b>12.3</b>	<b>12.3</b>	<b>16.1</b>	<b>18.2</b>	<b>16.1</b>	<b>15.5</b>	<b>21.2</b>	<b>16.5</b>	<b>17.1</b>	<b>18.7</b>
25-49 yrs	11.4	12.5	13.7	14.2	13.2	13.8	14.3	14.9	13.7	15.0
50-64 yrs	8.2	8.3	8.8	9.8	10.0	9.8	11.0	10.8	10.1	11.6
65 yrs or over	10.3	8.2	7.8	7.9	7.2	5.4	6.0	5.9	4.7	6.1
<b>TOTAL</b>	<b>11.9</b>	<b>12.7</b>	<b>13.7</b>	<b>14.1</b>	<b>13.5</b>	<b>13.4</b>	<b>14.9</b>	<b>14.5</b>	<b>13.6</b>	<b>15.1</b>

(Source: Eurostat (online data codes: ilc\_li02))

**b) People in severe material deprivation in Luxembourg by age group (in %)**

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
0-5 years	2.4	1.1	1.9	1.3	0.9	1.0	1.4	0.1	0.9	1.1
6-11 yrs	3.9	0.4	3.9	1.7	0.4	0.9	0.5	0.0	1.1	2.6
12-17 yrs	2.9	0.5	4.2	1.9	0.6	0.8	1.5	0.4	1.6	1.6
<b>18-24 yrs</b>	<b>1.8</b>	<b>1.3</b>	<b>1.3</b>	<b>0.6</b>	<b>0.5</b>	<b>0.5</b>	<b>1.9</b>	<b>0.9</b>	<b>2.4</b>	<b>1.4</b>
25-49 yrs	1.9	0.7	1.9	1.1	0.9	0.8	1.2	0.6	1.6	1.5
50-64 yrs	1.0	1.2	1.4	1.1	1.0	0.7	1.1	1.0	0.7	1.4
65 yrs or over	0.8	0.3	0.2	0.4	0.6	0.0	0.2	0.1	0.0	0.0
<b>TOTAL</b>	<b>1.9</b>	<b>0.8</b>	<b>1.8</b>	<b>1.1</b>	<b>0.8</b>	<b>0.7</b>	<b>1.1</b>	<b>0.5</b>	<b>1.2</b>	<b>1.3</b>

(Source: Eurostat (online data codes: ilc\_mddd11))

**c) People living in a household with very low work intensity in Luxembourg by age group (in %)**

	2004	2005	2006	2007	2008	2009	2010	2011	2012
0-5 years	3.4	3.0	2.7	3.4	2.6	4.3	2.5	2.5	3.1
6-11 yrs	3.5	2.2	2.3	2.9	2.1	2.7	3.2	2.7	5.0
12-17 yrs	4.0	3.9	4.6	4.2	4.9	5.3	3.9	3.7	3.9
<b>18-24 yrs</b>	<b>5.7</b>	<b>4.2</b>	<b>3.9</b>	<b>4.2</b>	<b>3.9</b>	<b>10.6</b>	<b>5.2</b>	<b>5.0</b>	<b>4.5</b>
25-59 yrs	7.4	7.2	6.2	5.8	5.4	6.6	6.5	7.2	7.2

(Source: Eurostat (online data codes: ilc\_lvh11))

**1.3 Has an impact of the current financial crisis on young people been observed in your country?**

There have been no budget consolidation measures for people at risk of poverty or social exclusion.

## **2. Policy measures for young people at risk of social exclusion**

### **2.1 Social subsistence/ protection and health cover for young people living in poverty**

Young people are entitled to a number of benefits depending on their individual situation and/or the situation of their household. Most of social protection provisions address not only young people between 13 and 30 year but also children younger than 13 year. The following description encompasses the most important provisions that affect young people in general and particularly those living in poverty or at risk of poverty.

- Family allowance (“Allocation familiales”)

Family allowances are always paid for children up to the age of 18. They are paid up to the age of 27 for children who are still studying, while no age limit applies for children with a physical or mental handicap. The amount is based on the number of children so that family allowance provides financial support especially to households with a high number of children.

- Guaranteed Minimum Income (RMG, “Revenu Minimum Garanti”)

Households living on resources below a certain threshold (set by the law), in certain circumstances, receive financial aid from the state. The value of this assistance depends on the resources and the composition of the household. Depending on the situation, individuals are entitled to an insertion allowance (linked to a measure of insertion of the employment market), to an additional allocation or a combination of these two benefits. These benefits are aimed at



persons at least 25 years old and who have exhausted all other options offered by Luxembourg and foreign laws (employment, social security, food allowance, etc.) to improve their situation.<sup>12</sup>

Individuals under 25 years can receive financial aid provided that they fulfill at least one of the following three exceptions: 1) the individual has a child or children in charge, 2) the individual is of legal age and cares for a sick or handicapped person, 3) the total household income is below the minimum income because of a handicap or sickness. In 2012 the number of young people under 30 years of age that are member of an RMG household is 8.167 (41.3%).<sup>13</sup>

- Financial aid for students from low income families (“Aides financières pour élèves de familles à revenus modestes”):

Secondary school pupils from low income households can apply for flat-rate voucher for schoolbooks and an annual subsidy. Granting depends on the number of parents, household income and the number of children in charge.

- Students allowances (“Aides financières pour études supérieures”)

Students in the post-secondary education are entitled to financial support. Allowance is composed of a grant (50%) and a bank loan (50%). Weighting between grant and bank loan depends on the student’s revenue.<sup>14</sup>

- Costs of living allowance (“Allocation de vie chère”):

The National Solidarity Fund (FNS) grants costs of living allowance in favor of low income households. The amount depends on the composition of the household as well as the household’s revenue.

- Childcare - service voucher (“Chèque-service accueil”)

Although the childcare - service vouchers are restricted to young people under 12 years of age, they are worth mentioning here because they are one of the major tools to enable the participation of children from disadvantaged backgrounds and foster social inclusion of these groups. The service voucher system guarantees cost free and cost reduced participation of children from all backgrounds in care, extra-scholar care, sports clubs and music schools. Additional free and cost reduces “credits” are allocated to children from disadvantaged backgrounds and thus the participation of those children is explicitly encouraged by the service voucher system.

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<sup>12</sup> <http://www.bienvenue.lu/page.php?url=sante/sociale/rmg&lang=en> (29/10/2013)

<sup>13</sup> Ministère de la Famille et de l'Intégration (2013). *Rapport d'activité 2012*. Luxembourg, p. 217

<sup>14</sup> [http://www.cedies.public.lu/fr/actualites/2013/08/Cedies\\_FR-info-Broschuer-24-07-13-reader.pdf](http://www.cedies.public.lu/fr/actualites/2013/08/Cedies_FR-info-Broschuer-24-07-13-reader.pdf) (29/10/2013)

## **2.2 Measures to meeting the medical Care needs of Young people at risk of social exclusion**

The Luxembourg health system is characterized by solidarity and generosity as well as a low out of pocket participation. It is nearly universal (97.9%) and covered by compulsory public health and care insurance. It guarantees free choice and equity of access to primary care providers and to medical specialists. The third party payer system (“tiers-payant social”) foreseen by the law dated 17 December 2010, reforming the health care system entered into effect on 1 January 2013. The system is aimed at persons declared to be in a precarious situation by the Social Office. The scheme allows people living in a state of material deprivation or at risk of poverty to visit a general practitioner, a specialist or a dentist without paying even the patient’s party payer system can’t be applied. The Social Offices is paying directly the bills like pharmacy-, hospital fees etc., if necessary.<sup>15</sup>

## **2.3 Measures to re-engage the young people not in employment, education or training (NEET)**

In Luxembourg, young people not in employment, education or training are considered to be at a very high risk of social exclusion and these young people are entitled by a number of different programs and policy measures.

There are two main governmental strategies that address the NEET population (not exclusively, but among other groups), namely “the national youth pact”<sup>16</sup> and the “national plan for smart, sustainable and inclusive growth”<sup>17</sup>.

The national youth pact defines five different action fields. One of these action field deals with the transition from school to work. It encompasses two main objectives: (a) the better information and orientation of young people and (b) the improvement of accompaniment.

The objective concerning the better information and orientation includes:

the setup of the guidance center that will include the most important support services for young people: ADEM-OP (“L’Agence pour le développement de l’emploi - Orientation professionnelle”; “Vocational guidance of the National Job and Employment Agency”), CEDIES (“Centre de Documentation et d’Information sur l’Enseignement Supérieur” – “Higher education documentation and information centre”), CPOS (“Centre de psychologie et d’orientation scolaires” – “Centre of Psychology and school counseling”), the regional offices of the ALJ (“Action Locale pour Jeunes” - Local Youth Service) and the SNJ (“Service national de la Jeunesse” – “The National Youth Service”), the information and orientation within the lower secondary orientation, the information sessions on the regional and local level (“Bock drop”) and the broadening of the information portal “www.anelo.lu”.

The objective concerning the improvement of accompaniment encompasses:

(5) the prolongation of the job measure for qualified young people (CIE-EP – “Contrat d’initiation à l’emploi – expérience pratique”),

(6) the strengthening of personal accompaniment,

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<sup>15</sup> [http://www.mfi.public.lu/a\\_z/T/TiersPayantSocialProcedure/index.html](http://www.mfi.public.lu/a_z/T/TiersPayantSocialProcedure/index.html) (24/10/2013)

<sup>16</sup> Ministère de la Famille et de l’Intégration (2012). Pacte pour la Jeunesse. Luxembourg. [[http://www.jugendpakt.lu/sites/jugendpakt.lu/files/downloads/JugendPakt\\_Brochure\\_WEB.pdf](http://www.jugendpakt.lu/sites/jugendpakt.lu/files/downloads/JugendPakt_Brochure_WEB.pdf)]

<sup>17</sup> Le Gouvernement du Grand-Duché du Luxembourg. (2013). National plan for smart, sustainable and inclusive growth: Luxembourg 2020.

- (7) the improvement of the labor market integration of young handicapped people,
- (8) the continuation of the Voluntary Guidance Service (SVO – “Service Volontaire d’orientation”) program,
- (9) the introduction of a training for young people that take part in the job measure (CAE - “Contrat d’appui-emploi”),
- (10) the introduction of special accompaniment “Coup de pouce” (stimulus) that addresses young people under 20 years of age without any qualification, and
- (11) the introduction of an electronic version of “Portfolio fir déi Jonk” (Portfolio for young people) (a collection of certificates of all completed courses, trainings, internships or projects).

Some of these objectives and actions are also taken up by the “National plan for smart, sustainable and inclusive growth” under the article “Promote measures favoring the transition of young people from school to professional life and those measures motivating young people to return to school.” According to this strategy, the government will delve into the problematic of disadvantaged young people through the National Youth Service (SNJ), particularly young people with the NEET profile and act along three lines of approach:<sup>18</sup>

- (1) The development of an activation and information platform ([www.anelo.lu](http://www.anelo.lu)): The platform will provide detailed information on several trades, on the guidance and counseling services and opportunities available to young persons for making their initial forays into the working world
- (2) The increase of capacities of the Voluntary Guidance Service (SVO)
- (3) The better knowledge of NEET youth: A report from the University of Luxembourg on young people undergoing precarious transitions to working life has been published in 2013. Results of this report are an element in the SNJ strategy for better estimating and analyzing the NEET phenomenon in Luxembourg. A 2013 feasibility study on administrative data will follow up on whether a large scale longitudinal study cannot be carried out in 2014.

Furthermore, the national employment agency (ADEM) provides two important measures to reengage inactive young people to go back into employment, education or even to support the first-time job-seekers. The two measures CIE (Contrat d’initiation à l’emploi) and CAE (Contrat d’appui-emploi) address people younger than 30. The measures should ensure that its beneficiaries receive practical training during working hours in order to facilitate their integration into the employment market.<sup>19</sup> In 2009, the CIE was expanded by the CIE-EP (Contrat d’initiation à l’emploi – expérience pratique). Contrary to the CIE and CAE that address young people with lack of qualification or low educational degrees, the CIE-EP was specially designed for higher qualified young people (with upper secondary educational degree or even tertiary educational degree). Furthermore, the Luxembourgish government plans to implement the European youth guarantee in 2014.<sup>20</sup> This youth guarantee means that all young people not in employment, education or training gets an offer within four months.<sup>21</sup>

<sup>18</sup> Le Gouvernement du Grand-Duché du Luxembourg (2013). National plan for smart, sustainable and inclusive growth: Luxembourg 2020, p. 50

<sup>19</sup><http://www.guichet.public.lu/entreprises/en/ressources-humaines/contrat-convention/jeunes-actifs/cie/index.html#panel-3!> (14/12/2013)

<sup>20</sup>Chambre des Salariés. (2013). *Le plan d’action pour la jeunesse “garantie jeunes”: Les nouveaux CAE et CIE.*

<sup>21</sup> The offer encompasses either an opportunity to go back to school (ALJ), the activation of young people (SVO), or the support to get into employment (ADEM).

## **2.4 Measures to ensure access to decent housing for young people at risk of social exclusion**

The Housing Ministry is providing housing, through the so-called public promoters, such as the municipalities, the “Fonds de Logement” or the “Société Nationale des Habitations à Bon Marché” (National Society for Cheap/Affordable Housing) responsible for the sale and the rental of affordable housing. The “Fonds de Logement” provides social housing to NGO’s in order to accommodate homeless people, under the condition that the different NGO’s guarantee a regular monitoring to those people. Furthermore, the Housing Ministry and the Ministry for Family and Integration are funding projects such as the “Agence Immobilière Sociale” (Social Estate Agent’s) and the “Wunnéngshëllef” (Non-Profit Housing Association).

The municipalities play an important role on the local level. Through Article 26 of the Law of September 21, 2006 (“Loi sur le bail à usage d’habitation”) the municipalities have to ensure - as far as possible - housing to all persons who reside legally on the territory of the commune. The public promoters pay attention to not create “ghettoisation” by promoting a social mix in housing projects of a certain scale. During the year 2012, the Social Offices spent 27 % of their aid to subsidize housing costs for people at risk of poverty.

Furthermore a number of associations and organizations provide housing structures for minors and young people. The funding is ensured by agreements with the Ministry of Family and Integration and also the Ministry of Health.

The Ministry of Family and Integration funds two overnight emergency hostels (“Foyer Ulysse”, “Foyer de nuit Abrisud”/ 128 people younger than 30 in 2102), accommodation structures for adults (Foyers de l’Entraide & Foyer Paul Faber; Service LEA; Maison Neiers; Wunnéngshëllef; Ennerdaach asbl; Agence Immobilière Sociale; Co-labor) (616 people younger than 30 in 2012) and special accommodations for young adults (107 people younger than 30 in 2012).<sup>22</sup>

The Ministry of Health funds further accommodation structures that address particularly young people (namely “Les Niches” with 41 accommodations in 2012 and “Immo-Stëmm” with 16 apartments, rooms or studios in 2012) (Ministère de la Santé, 2013, S.221).

The Luxembourgish Government has endorsed the national strategy against homelessness and housing exclusion for the years 2013 – 2020. Two action fields address particularly homelessness children and young people.<sup>23</sup>

1) The first action field of this strategy refers to the objectives that are part of the national youth pact as well (namely objective 6: aider et protéger les jeunes en détresse, “help and protect young people in distress”)<sup>24</sup>. These objectives aim to prevent homelessness of young people.

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<sup>22</sup> Ministère de la Famille et de l’Intégration (2013). Rapport d’activité 2012. Luxembourg, p. 112

<sup>23</sup> Ministère de la Famille et de l’Intégration (na). Stratégie nationale contre le sans-abrisme et l’exclusion liée au logement 2013-2020.

2) The second action field addresses homelessness young people between 18 and 30 years in Luxembourgish municipalities. Young people living in special housing offers need a minimum of accompaniment in order to stabilize the individuals on a psychological, social and relational level. Some municipalities have already established this kind of accommodation. Other municipalities should follow the lead and a network of projects will be set up in order to create synergies.

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<sup>24</sup> For further information see : Ministère de la Famille et de l'Intégration (2012). Pacte pour la Jeunesse. Luxembourg. [[http://www.jugendpakt.lu/sites/jugendpakt.lu/files/downloads/JugendPakt\\_Brochure\\_WEB.pdf](http://www.jugendpakt.lu/sites/jugendpakt.lu/files/downloads/JugendPakt_Brochure_WEB.pdf)] (25/10/2013)

## **2.5 Measures addressing the social integration of young people with disabilities**

The “National plan for smart, sustainable and inclusive growth”<sup>25</sup> encompasses a series of measures that aim at improving processes for accommodating persons with specific needs and promoting their reinsertion into the labour and employment market. This national plan addresses not exclusively young people but has a high impact on young people as well.

The plan stresses that the government shall continue to consider accessing employment and integration into the primary labour market, as well as providing protected structures offering jobs to handicapped persons as a priority, since employment is a key factor for integrating such persons in order to promote autonomy and economic independence of these persons.

A conference dealing with handicaps and employment brought together persons - handicapped workers, managers of protected structures, employers and unions - to draw up a list of priorities in the domain and to share good practices in recruiting. In 2013, the “Protected Workshops” will, in concert with the Ministry of Labour and Employment, prepare a report on the accomplishments of the amended law dated 12 September, 2003 on the integration of handicapped persons.

Furthermore, awareness campaigns will be launched targeting the public and private sectors. These measures include the support of job coaching projects, initiatives aimed at integrating handicapped people into the labour market and providing follow-up.

A special effort will be extended to the category of job seekers designated as “externally reclassified”. They will receive improved follow-up for re-insertion appropriate to their situations. More generally, a draft law on the modification of the reclassification system was finalized by the Ministry of Labour and Employment and by the Ministry of Social Security. The modifications aim at accelerating procedures, more thorough preservation of individual rights in external reclassification and the creation of conditions conducive to favoring internal reclassification. The concept is based on supporting companies in their efforts to improve working conditions, by making experts available, by emphasizing internal reclassification, i.e. within a worker’s same company, in external reclassification efforts, and above all, improving reinsertion of reclassified persons in a job.

The UN-Convention on the Rights of Persons with Disabilities was adopted by the Luxembourgish government and entered into force as from 28 July 2011. A national action plan in order to implement this convention was set up by the Luxembourgish government. It encompasses a number of actions to be taken: (1) the sensibilisation of the society (2) the reduction of prejudices (3) the empowerment of people with disabilities (4) the creation of a center of competence for simple language or a center in charge of promoting a simple communication (5) accessibility to websites and (6) the recognition of sign language.<sup>26</sup>

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<sup>25</sup> Le Gouvernement du Grand-Duché du Luxembourg (2013). National plan for smart, sustainable and inclusive growth: Luxembourg 2020, pp. 24–25

<sup>26</sup> Le Gouvernement du Grand-Duché du Luxembourg. (2012). Luxembourg: Rapport Social National, p. 3

The national youth pact also addresses young people with specific needs and disabilities. The objective 9 of the pact aims at a better integration of young people that are chronically ill or young pupils with disabilities.<sup>27</sup>

## **2.6 The contribution of youth work (and youth centres) to social inclusion of young people**

The Grand-Ducal regulation of the 28 January (*Règlement grand-ducal du 28 janvier 1999 concernant l'agrément gouvernemental à accorder aux gestionnaires de services pour jeunes*) defines the different tasks of youth work (the regulation encompasses youth work in general and with that also the youth centres that play a central role in the Luxembourgish youth work). It defines important tasks such as (1) prevention, social and professional integration and the integration within the local and regional context, (2) improving self-confidence, solidarity and the integration of individual problems within a collective dynamic and taking part at the development of a socio-cultural policy and citizenship education. Thus, integration and participation are two important concepts and objectives of the Luxembourgish youth work and they contribute to the social inclusion of young people.

Furthermore the ministerial working paper „Guidelines for non-formal education in childhood and adolescence” emphasizes the role of non-formal education within the different practical fields in childhood and adolescence and its importance for social inclusion of young people.<sup>28</sup> The working paper puts in place procedures developing the quality of extra-scholar care, by highlighting processes of non-formal education in care structures and by requiring the providers of extra-scholar care to implement the principles of non-formal education in their structures. The concept of non-formal education, as described in this law proposal, puts a major focus on the preparation of children and youth for active and responsible citizenship and on the social participation of children and youth.

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27 Ministère de la Famille et de l'Intégration. (2012). Pacte pour la Jeunesse. Luxembourg. [[http://www.jugendpakt.lu/sites/jugendpakt.lu/files/downloads/JugendPakt\\_Brochure\\_WEB.pdf](http://www.jugendpakt.lu/sites/jugendpakt.lu/files/downloads/JugendPakt_Brochure_WEB.pdf)]

28 The working paper is part of the law proposal No 6410 deposited on the 7th of March 2012. Although the deposited law proposal has not become law yet its practical implementation in the youth field has already begun.

### 3 Research on social inclusion

#### 3.1 Is there any national report/ national survey investigating the social exclusion of young people in your country, including issues of discrimination?

- Frising, A., Hury, J., Lamboray, C., Osier, G., Peltier, F., Reiff, P., ...Zahlen, P. (2013). *Rapport travail et cohésion sociale. Cahier économique: Vol. 116*. Luxembourg: statec.  
<http://www.statistiques.public.lu/catalogue-publications/cahiers-economiques/2013/PDF-Cahier-116-2013.pdf>
- Milmeister, P., Heinen, A., Milmeister, M., & Willems, H. (2013). *Jugendliche Risikolagen im Übergang zwischen Schule und Beruf: Eine Sekundäranalyse empirischer Daten für Luxemburg*. Walferdange.  
[http://www.snj.public.lu/sites/default/files/1303034\\_Broch\\_SNJ\\_EtudesConference\\_Vol2\\_def\\_0.pdf](http://www.snj.public.lu/sites/default/files/1303034_Broch_SNJ_EtudesConference_Vol2_def_0.pdf)
- Milmeister, P. & Berg, C. (2012). „NEETs“ in Luxemburg: Explorative Studie zu Konzept und Phänomen, mit Einschätzungen von Akteuren aus dem Jugendbereich. Luxemburg.  
[http://www.mfi.public.lu/publications/poljeun\\_service/NEET.pdf](http://www.mfi.public.lu/publications/poljeun_service/NEET.pdf)
- Schronen, D., & Urbé, R. (Eds.). (2013). *Sozialalmanach: Vol. 2013. Schwerpunkt SSIG - Services sociaux d'intérêt général*. Luxembourg: Caritas.
- Willems, H., Heinen, A., Meyers, C., Biewers, S., Legille, S., Milmeister, P., ...Roob, C. (2010). Zentrale Aspekte zur aktuellen Lebenssituation der Jugendlichen in Luxemburg. In Ministère de la Famille et de l'Intégration, Luxembourg (Ed.), *Rapport national sur la situation de la jeunesse au Luxembourg. Nationaler Bericht zur Situation der Jugend in Luxemburg* (pp. 1–377). Luxembourg: Ministère de la Famille et de l'Intégration.  
<http://www.mfi.public.lu/publications/RapportNationalSituationJeunesse/RapportIntegral.pdf>

#### 3.2 Is there any longitudinal research focused on the cumulative nature of disadvantage (taking place across generations of the same family)?

- Ministère de la Sécurité Sociale. (2013). *Analyse de la trajectoire de vie des bénéficiaires du dispositif du revenu minimum garanti (RMG)*.  
[http://www.mss.public.lu/publications/Apercus\\_et\\_cahiers/autres/trajectoires\\_beneficiaires\\_rmg.pdf](http://www.mss.public.lu/publications/Apercus_et_cahiers/autres/trajectoires_beneficiaires_rmg.pdf)
- Ministère de la Sécurité Sociale. (2013). *Rapport sur la situation actuelle au 13.8.2012 des bénéficiaires du dispositif du revenu minimum garanti (RMG)*.  
[http://www.mss.public.lu/publications/Apercus\\_et\\_cahiers/autres/rapport\\_situation\\_actuelle\\_beneficiaires\\_rmq.pdf](http://www.mss.public.lu/publications/Apercus_et_cahiers/autres/rapport_situation_actuelle_beneficiaires_rmq.pdf)



### **3.3 Apart from national reports and surveys, are you aware of other research that is valuable for understanding the situation of young people (esp. those with fewer opportunities) in the current crisis?**

The youth research group within the Integrative Research Unit on Social and Individual Development (INSIDE) at the University of Luxembourg has started a new research project since the beginning of 2013. The project deals with the subjective view of young people taking part in transition measures and aims for getting better knowledge of the situation and the perspectives of young people. Furthermore it gives a comprehensive description and overview of all existing transition measures in Luxembourg.

The collected data will provide an important data basis for the second national youth report (legally fixed by the 2008 Youth Act). The report is going to be published in 2015 and provides an important database for the development of the next national youth pact (and thereby the evidence-based policy-making process in the field of youth policy).

## **4 Examples of policy responses and practices**

### **4.1 What are the relevant initiatives/projects at regional/ national level promoting the social inclusion of young people?**

The national youth pact will guide political action of the government in the field of youth for the years 2012 to 2014. The national youth pact contains 76 actions in favor of young people, which are regrouped into five action fields (transition to work, start into adult life, health and well-being, participation in society and evidence based youth policy).

The national youth pact presents different transversal priorities. One main priority encompasses the coordination of measures of different actors. Although the social inclusion of young people is not explicitly mentioned as a major focus of the national youth pact, young people at risk of social exclusion are important target groups within all five action fields.

### **4.2 Have young people and civil society organizations been given political and financial support to be involved in the policy making process on social inclusion?**

In Luxembourg there are some initiatives and projects that support children and young people to participate in the policy making process. Although they do not aim exclusively on social inclusion they are worth mentioning here. The projects provide opportunities for young people to participate in decision making either on the local or national level and with that they contribute to foster social inclusion.

On the local level some municipalities in Luxembourg have established a “Kannergemengenrot”, a children’s town council (for example: Lorentzweiler, Dudelange, Bertrange, Contern, Differdange,

Heffingen, Junglinster, Sanem, Steinsel, Walferdange etc.) to enable children to express themselves and voice their opinion on municipal questions concerning them. In addition, some local municipalities organize youth forums to enable the participation of youth in local policy (for example: Hesperange, Esch-sur-Alzette, Luxembourg, Pétange, Strassen, Sanem etc.).

The “Municipal Youth Plan” (“Plan communal jeunesse”, PCJ) is another important political program that aims at fostering the active participation of young people on the local level (2008 Youth Act, Art. 17 &19). It presents three main elements: 1) collection of knowledge from persons in contact with young people on local level, 2) data collection in a youth survey, 3) participation of young people in the political decision-making process.

On the national level the Law on Youth (July 4th 2008) establishes two major bodies through which youth are consulted on policy questions relating to them and through which young people can participate in policy making: (1) The Higher Youth Council (art. 12) is formed by representatives of youth organisations, pupils and student organisations and professional youth work organisations as well as the local and national administrations. It studies any question of relevance for young people, on its own initiative or asked by the government and voices its opinion to the government (or anyone else). (2) The National Youth Assembly (art. 14) is composed of youth delegates and voices the concerns of young people vis-à-vis of the government and the parliament. It holds plenary sessions and thematic commissions, issues resolutions, tours with the Mobile Information Unit (including opinion polling), collaborates with Youth Organisations and Youth Info Centres.

Both bodies are partner in the “structured dialogue”, a series of procedures structuring and enabling a dialogue between policy and youth on a European as well as a national level. In 2013, a new national procedure for the consultation of youth (and youth workers) on policy questions relating to them will be implemented. During the first year of implementation, this national “structured dialogue” will focus on the “youth guarantee” and will involve youth actors, actors from the Ministry of Employment and Work and from the Ministry of Family Affairs and Integration.

The following bodies representing young people were involved in the consultation process: the National Youth Assembly, the National Pupils Council, the National Federation of Youth Organisations and the Higher Youth Council.<sup>29</sup>

Aside of these legally established bodies, the “Conférence Générale de la Jeunesse du Luxembourg-CGJL”, the national federation of youth organisations represents 29 youth organisations and voices the concerns of youth on a national as well as international level. The CGJL is involved in the implementation of the structured dialogue at European and national level and the support of the youth assembly.

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<sup>29</sup> <http://cij.lu/emploi/2013/11/garantie-pour-la-jeunesse/>

The “Centre de Mediation” is continuously financially supported by the government. Their activities include the inclusion of children in mediation processes in the case of separations and the protection of the child’s right to be heard individually and personally.

One of the objectives of the Ombuds committee for Children’s Rights is to enable children to express themselves freely and to participate actively around questions that relate to them. Children can contact the president of the Ombuds committee directly and confidentially to voice their information, complaints and grievances.

#### **4.3 Have youth organisations and other civil society organisations been involved in the development of the policies related to social inclusion of young people**

Youth organisations and other civil society organisations are represented in the Higher Youth Council (“Conseil supérieur de la jeunesse”), an advisory board studying youth issues, on its own initiative or by request of the government. The government asks the council’s advice on new regulations and laws. The council recommends reforms and innovations aiming at increasing young people’s well-being.

The National Assembly of Young People, youth organisations and youth services working with young people or in favor of them have been involved in the counselling process for the national youth pact. This strategy reflects the general concept of youth policy: It has a strong sectorial dimension by which particularly youth organisations and organisations working in favour of young people.

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- Règlement grand-ducal du 9 janvier 2009 sur la jeunesse (2009 Grand-ducal regulation on youth)