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Luxembourg National Agency Inclusion and diversity strategy

2021 - 2027

Equity. Diversity. Belonging.
Together, we shape opportunities for all.



Erasmus+
Enriching lives, opening minds.

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Luxembourg National Agency Inclusion and diversity strategy 2021 - 2027

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I. Introduction

Inclusion and diversity are core values of the European Union[1]. Societies are increasingly diverse (cultures, abilities, social groups, sexualities, political opinions, identities, education, training, literacy levels etc.) and European Union (EU) programmes should provide opportunities that are accessible for all. Inclusion and diversity is one of the main priorities of the Erasmus+ and the European Solidarity Corps programme 2021-2027. The European Commission has formulated the "**Implementation guidelines Erasmus+ and European Solidarity Corps Inclusion and Diversity Strategy". The current document acts as a complement to the strategy** and defines the short, medium- and long-term measures to promote inclusion and equal opportunities at the national level. It covers the period 2021-2027.

Diversity: Diversity in the context of this strategy refers to differences of all kinds such as ethnicity, religion, culture and language, different (dis)abilities, educational levels, social backgrounds, economic situations, health statuses, or the place of origin – as described in the definition of "people with fewer opportunities". Differences are a positive source for learning rather than the cause for negative competition and prejudice.

Inclusion of Participants with fewer opportunities
Participants with fewer opportunities are defined in this context - in line with the European *Inclusion and diversity Strategy*

1) physical or mental disability
2) health problems
3) barriers linked to education and training systems
4) cultural differences
5) social barriers
6) economic barriers
7) obstacles linked to discrimination
8) geographic obstacles.

The strategy is complemented by an Action Plan, which is updated annually and adapted by appropriate monitoring.

[1] Article 9 of the consolidated version of the EU Treaties "In all its activities, the Union shall observe the principle of the equality of its citizens, who shall receive equal attention from its institutions, bodies, offices and agencies."

II. Situation in Luxembourg

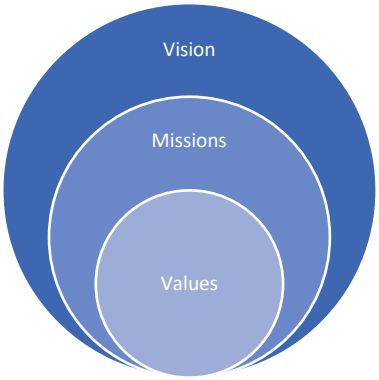
In the context of Erasmus + (2021-2024), the Luxembourg National Agency for Erasmus+ and European Solidarity Corps programmes (hereinafter: the NA) contracted 203 KA1 projects (of 377 submitted projects), 64 KA2 (of 209 submitted projects), 47 Solidarity projects (of 113 submitted) and 8 volunteering projects addressed one or more of the following **topics**:

- Inclusion, promotion equality and non-discrimination
- Disabilities
- Physical and mental health, well-being
- Promoting gender equality
- Employability
- Inclusion of marginalised young people
- Youth employability
- Bridging intercultural, intergenerational and social divide
- Equal access and transition to labour market
- Reception and integration of refugees and migrants
- Development of disadvantaged rural and urban areas
- Overcoming skills mismatch and addressing the needs of the labour market
- Preventing racism and discrimination
- Prevention of bullying
- Social assistance and welfare
- Teaching and learning of foreign languages
- Human rights and rule of law
- Inter-generational cooperation
- Preventing early school leaving and failure in education.

With a total number of 322 contracted projects funded in the years 2021-2024, the percentage of inclusion projects is based on the information provided by the application is 9,94%.

What **proportion of people with fewer opportunities** is actually in the projects is difficult to detect and is mainly based on the self-assessment of organisers and participants.

III. Vision, missions and values



Our values: openness, fairness, equality, equity, understanding, empathy, commitment and support.

Our mission:

- to ease access to inclusion and diversity groups to our programmes or fund projects fostering the values of inclusion and diversity
- to promote equal opportunities, equal access, social inclusion, diversity and equality in all activities.

Our vision: The NA envisions that by 2027, people of various backgrounds will know and be able to participate without boundaries in the actions of the Erasmus+ and European Solidarity Corps programmes, as to learn and develop themselves in an international context.

They will be able to:

- Easily access **information** about the programme
- **Participate** in international and national projects
- Access funding and benefit from special (financial) support measures.

Ultimately this will produce societal cohesion, to foster a greater involvement in society, develop a sense of shared citizenship.

IV. Target groups

Before the development of this strategy, providing support to people with limited opportunities has always been part of the NA's code of conduct as an institution and a standard for all its staff.

The NA supports inclusion and diversity as widely as possible and pays attention to the different target groups that have been identified at the European level. According to our national context, considering the recurrent needs identified through the projects in the past years, being in line with the European and national priorities, the Agency will in a first phase focus its inclusion strategy on the following **three target groups**:

1. (Organisations working with) people **who face barriers linked to education and training**

   For some pupils, school is proving to be a real obstacle course for some. By the time they reach adolescence, many of them have dropped out of a school system in which they no longer find themselves. As the labour market offers less and less job opportunities for low-skilled people, the European Commission's objective is to reduce the EU's early school leaving rate to less than 10% (Europe 2020 strategy). While Luxembourg's dropout rate of 8.2% (school year 2023/2024[2]) is below the 10% threshold set by the European Commission, the fight against early school leaving remains one of the main priorities for national education authorities in Luxembourg.

[2] Parution du nouveau rapport sur le décrochage scolaire - Actualités - Education nationale, Enfance et Jeunesse - Luxembourg

2. (Organisations working with) people **who suffer from the consequences of their cultural differences**

   Multiculturalism is part of Luxembourg's DNA – 47%[3] of the Luxembourgish population are foreign nationals. This situation calls for vigilance and proactivity in the fight against any form of racism or xenophobia. Cultural diversity is central to the sustainable development of individuals, communities and countries. Nonetheless, it can also create new challenges to people and organisations.

3. (Organisations working with) people **who face economic barriers**

   Even though Luxembourg is a small but highly prosperous country, it presents a complex landscape when it comes to economic inclusion. The national context shows a highly competitive labour market, significant housing costs, and a complex social safety net. Addressing these economic barriers requires multifaceted approach, focusing on education, inclusive employment policies, affordable housing, social security reforms and community integration programs.

The target groups will be assessed in a second phase and adapted according to the national context and the needs of the beneficiaries. It should be noted that, although three target groups have been identified, no other group will be excluded.

Background

1. **People who face barriers linked to education and training: struggling to perform, early school leavers, NEETS, low skilled adults**

   For some pupils, school is proving to be a real obstacle course for some. By the time they reach adolescence, many of them have dropped out of a school system in which they no longer find themselves. As the labour market offers less and less job opportunities for low-skilled people, the fight against early school leaving[4] remains the main challenge for national education authorities in the European Union and in Luxembourg.

2. **People who suffer from the consequences of their cultural differences: migrant, refugee, newly arrived, ethnic minority, sign language users, linguistic adaptation or cultural differences**

   Despite the country's strong commitment to integration, about 25%[5] of residents report having experienced discrimination in the past three years. Among young people aged 16 to 34, this figure rises to 34%, while approximately 34 percent of people from ethnic minorities also report discrimination. The most frequently cited reasons include nationality, with 70% identifying it as a cause, followed by ethnicity, appearance, and language skills (56%). As such, ongoing efforts in inclusive policymaking, language education, and intercultural dialogue are crucial to ensure equal opportunities and active participation for all members of society.

3. **People who face economic barriers: low income, self-support, on welfare, long-term unemployment, homelessness**

   In Luxembourg, despite its overall wealth, a substantial share of the population lives under economic strain: in 2024 about 18.1 % of residents were at risk of poverty. Children are

[3] LUSTAT Data Explorer • Evolution of total, Luxembourgish and foreign population on 1st January (assessed in September 2025)
[4] Drop-out rate in Luxembourg for the school year 2021/2022 and 2022/2023: 8,1% for 2021/2022 and 7.6% for 2022/2023 (accessed in September 2025)
[5] Discrimination in Luxembourg is at a high level — Luxtoday.lu (accessed in September 2025)

particularly affected, with around 24.1 % of those under 18 living in households whose standard of living is below the poverty threshold compared to just 9.4 % among people aged 65 and over.

Long-term unemployment is also a concern: about 2.3 % of the labour force was long-term unemployed in late 2024. The number of available resident job seekers registered with ADEM (Public employment service) stood at 18,065 on 31st August 2025, an increase of 330 people (or 1.9%) compared to August 2024.

Homelessness, though numerically smaller, is visible: a census in Luxembourg City in October 2022 found 197 people in the streets, emergency shelters or hospitals; adding seasonal shelter programmes brings the homeless count in major cities closer to 240.

While Luxembourg remains one of the most economically advanced countries in the world and has one of the highest GDP per capita in the world, social and economic inequalities are increasing.

The number of people in a situation of severe material deprivation and facing economic difficulties related to durable goods, housing and the housing environment, as well as the number of the working poor is increasing.

Definitions[6]

1. **Barriers linked to education and training:** *Individuals struggling to perform in education and training systems for various reasons, early leavers from education and training, NEETs (people not in education, employment or training) and low-skilled adults may face barriers. Although other factors may play a role, these educational difficulties, while they may also be linked to personal circumstances, mostly result from an educational system which creates structural limitations and/or does not fully take into account the individual's particular needs. Individuals can also face barriers to participation when the structure of curricula makes it difficult to undertake a learning or training mobility abroad as part of their studies.*

2. **Cultural differences:** *While cultural differences may be perceived as barriers by people from any backgrounds, they can particularly affect people with fewer opportunities. Such differences may represent significant barriers to learning in general, all the more for people with a migrant or refugee background – especially newly-arrived migrants -, people belonging to a national or ethnic minority, sign language users, people with linguistic adaptation and cultural inclusion difficulties, etc. Being exposed to foreign languages and cultural differences when taking part in any kind of programme activities may put off individuals and somehow limit the benefits from their participation. Such cultural differences may even prevent potential participants from applying for support through the programmes, thereby representing an entry barrier altogether.*

3. **Economic barriers:** *Economic disadvantage like a low standard of living, low income, learners who need to work to support themselves, dependence on the social welfare system, in long-term unemployment, precarious situations or poverty, being homeless, in debt or with financial problems, etc., may represent a barrier. Other difficulties may derive from the limited transferability of services (in particular support to people with fewer opportunities) that needs to be "mobile" together with the participants when going to a far place or, all the more, abroad.*

[6] Definitions from the *Implementation guidelines – Erasmus+ and European Solidarity Corps Inclusion and Diversity Strategy* (accessed in September 2025).

V. Target areas

The NA addresses organisations and actors who are **already** working with participants with fewer opportunities but are **not involved or do not implement international projects**.

In addition, we are also addressing organisations, which already **have experience in international projects** or educational exchanges via Erasmus + or the European solidarity corps projects, **but work little with people fewer opportunities, but want to expand to the effect their audiences**.

On an internal level, the NA addresses staff members, experts, trainers and national authorities.

VI. Objectives of the strategy

The overall objective of this strategy is to **inform in an inclusive way (about inclusion and diversity)**, **increase the number of high-quality projects** in the context of the programmes, in which **participants with fewer opportunities are involved** or **their educators are trained** or whose **results** will **benefit to people with fewer opportunities**.

In short, projects should:

1. Directly involve people with fewer opportunities
2. target **staff, volunteers and institutions working with** people with fewer opportunities
3. produce results which **benefit to** people with fewer opportunities

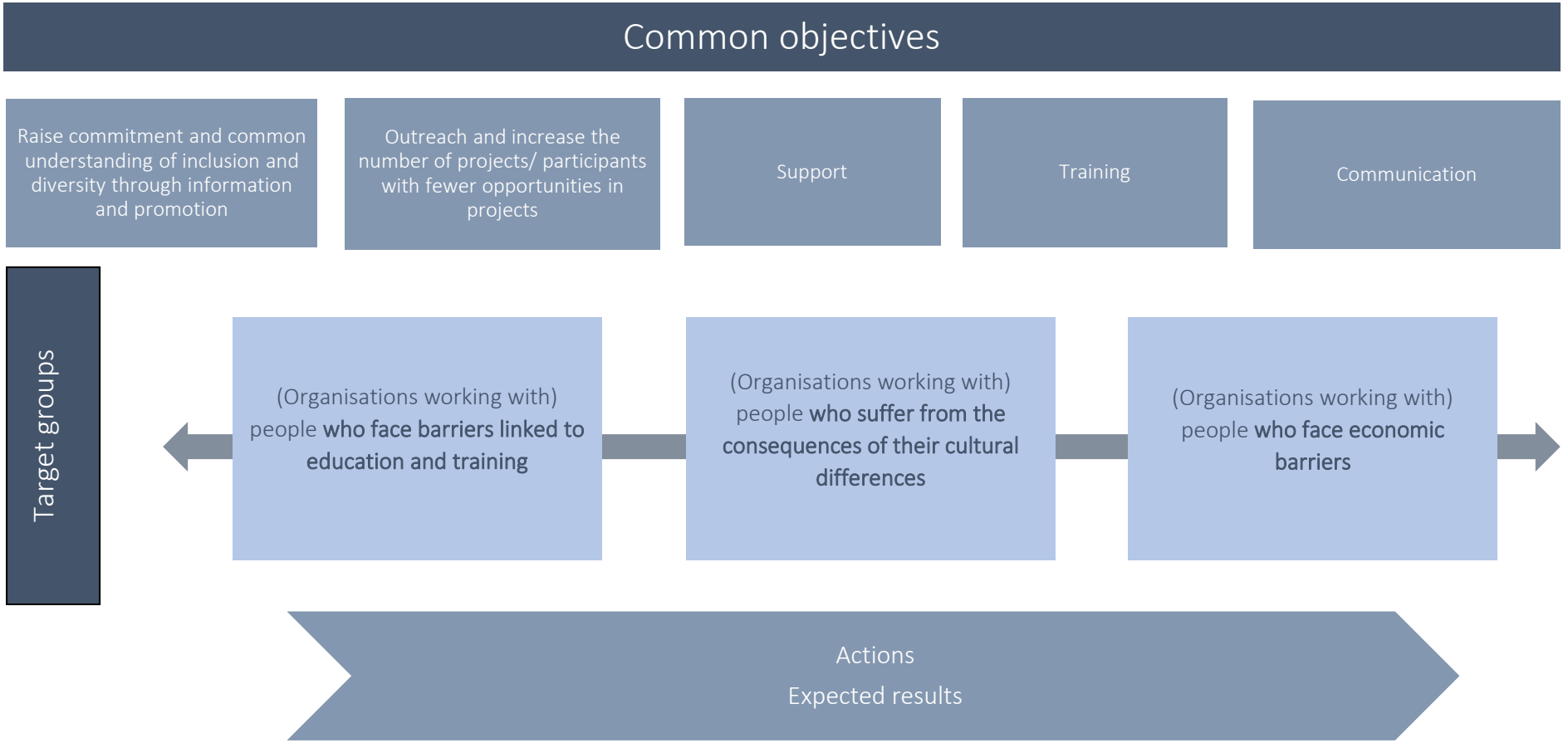
The NA wants to support organisations and individuals who are **already working with people with fewer opportunities**. These organisations should:

- **recognise the added value of international cooperation and international youth work**
- **inform** about the programme opportunities
- **train** by offering or sending them to trainings
- receive **support** to access to the programmes
- increase the **number** of projects implemented by these organisations.

The NA wants to address organisations, who are **already active in the programmes, but do not work with people with fewer opportunities**. These organisations should:

- **recognise the added value of inclusion and diversity and** motivate them to involve/ benefit to people with fewer opportunities
- **inform** about support in the programmes
- **train** organisations to support participants with fewer opportunities
- **support** them to increase the **quality** of their project in terms of inclusion and diversity
- increase the **number** of participants with fewer opportunities in their projects

The objectives respond to key areas for inclusion and diversity in the programmes. Therefore, the NA has identified concrete and measurable targets. They have been set in the awareness of the available resources and in the awareness that inclusion and diversity is a process of change.


Common objectives
Raise commitment and common understanding of inclusion and diversity through information and promotion
Outreach and increase the number of projects/ participants with fewer opportunities in projects
Support
Training
Communication
Target groups
(Organisations working with) people who face barriers linked to education and training
(Organisations working with) people who suffer from the consequences of their cultural differences
(Organisations working with) people who face economic barriers
Actions
Expected results

VII. Strategy implementation

To achieve the above-mentioned objectives, the NA has set up a number of measures that are outlined here in general and formulated concrete in an action plan:

Organizational/ internal level	- Staff induction via training activities - Cross-sectoral working group on inclusion and diversity - Raise awareness and motivation for inclusion and diversity
External level	- Preparation of experts cooperating with the NA - Support to beneficiaries - Raise awareness and motivation for inclusion and diversity - Outreach - Information and promotion activities - Raise number of projects dealing with inclusion - Increase the quality of inclusion projects

- **Objective 1 – Raise commitment and common understanding:** Raise awareness and increase the common understanding of diversity as a positive notion and increase commitment to inclusion and diversity, in order to increase the number of good quality project applications.

- **Objective 2 – Outreach and increase the number of projects:** Contact different actors active in the inclusion and diversity field to inform and involve them in the programmes.

- **Objective 3 – Support:** Support of applicants in overcoming barriers and give tailored support during project implementation.

- **Objective 4 – Enhance skills through training:** The NA provides its staff and organisations (newcomers and recurrent beneficiaries) training for the development and execution of high-quality inclusion projects.

- **Objective 5 – Communication:** Adapt the style of the NAs communication to make it more user-friendly and enhance the promotion of tools for working with people with fewer opportunities, information and services, training and events on the topic for various target groups.

VIII. Monitoring the strategy

The annual action plan will be monitored and updated annually by the inclusion officer after consultation with the I&D-Working group. The overall strategy will be monitored over the next 2 years.

A final evaluation will be carried out in 2027 and will take into account the data provided by the Dashboard, the evolution of the budget allocated to inclusion and diversity projects and the data of the beneficiaries-needs-analysis.

The NA will use external support for the monitoring, if necessary.