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Summary of the results of the consultation on the  
2012 priorities of the Multi-annual National Action  
Plan on Integration and Against Discrimination  
2010-2014

OLAI

April 2011

## Context of the consultation

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The Law of 16 December 2008 on the reception and integration of foreigners in the Grand Duchy of Luxembourg established a Multi-annual National Action Plan for Integration and Against Discrimination (NAP).

The NAP is coordinated by the Luxembourg Reception and Integration Agency (OLAI) whose remits include the reception and integration of foreigners, the fight against discrimination, and the follow-up of migrations.

Within the context of the implementation of the NAP, the OLAI wished to consult the key stakeholders working in favour of integration and/or of foreigners regarding the priorities for 2012 and 2013. The aim of this consultation was to find out:

- Their opinion on the priorities for 2012.
- Their recommendations in order to define the priorities for 2013.

The consultation was carried out by means of an online questionnaire made available on the OLAI website for one month, between February and March 2011. Information on the consultation was sent to 900 stakeholding bodies.

## A high<sup>1</sup> participation rate

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A large number of stakeholders completed the questionnaire and made proposals on the priorities to consider for 2012 and 2013.

- § In total, 104 stakeholding bodies participated in this consultation by completing the questionnaire that was intended for them. They thus make up 11.5% of all the people who were contacted by mail.
- § The respondents belong to diverse bodies, although a high proportion belongs to the non-profit sector:

	Proportion of respondents
Organisation including 46% of volunteers	44%
Consultative commission	12%
Communal administration	11%
National Council for Foreigners	9%
University	3%
Other, such as trade unions, teachers, school principals, researchers, ...	21%

<sup>1</sup> It is a 'high' participation rate considering that the average rate of replies to a questionnaire is of about 6%.

## Reminder of the NAP strategy (2010-2014) and process

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There are 5 proposed priorities for the 2012 NAP:

- § CBP 1: A two-way process.
- § CBP 3: Employment.
- § CBP 4: Basic knowledge of the host country's languages, history, and institutions
- § CBP 5: Education
- § CBP 7: Intercultural dialogue

Achieving these objectives requires time, so it is important to carry out the work strategically and over several years. Indeed, we must keep in mind that:

- § As the priorities (and their associated objectives) cannot all be launched at the same time, it is essential to make choices.
- § Implementing the priorities is a multiannual task:
  - § Some of them were launched in 2011 and will be renewed in 2012 (CBP1, CBP4 and CBP7).
  - § Others will begin in 2012 and will most certainly have to be continued in 2013. The same will apply for 2014.

Each priority has an according set of associated objectives. Thus, even though all the objectives are essential because they fully participate in the integration progress or in the fight against discrimination, the OLAI must recommend those which should be implemented most quickly. It is with this in mind that the Government wished to consult the actors of civil society on their opinions on the fields of action to prioritise for 2012.

## The objectives considered as priorities for 2012

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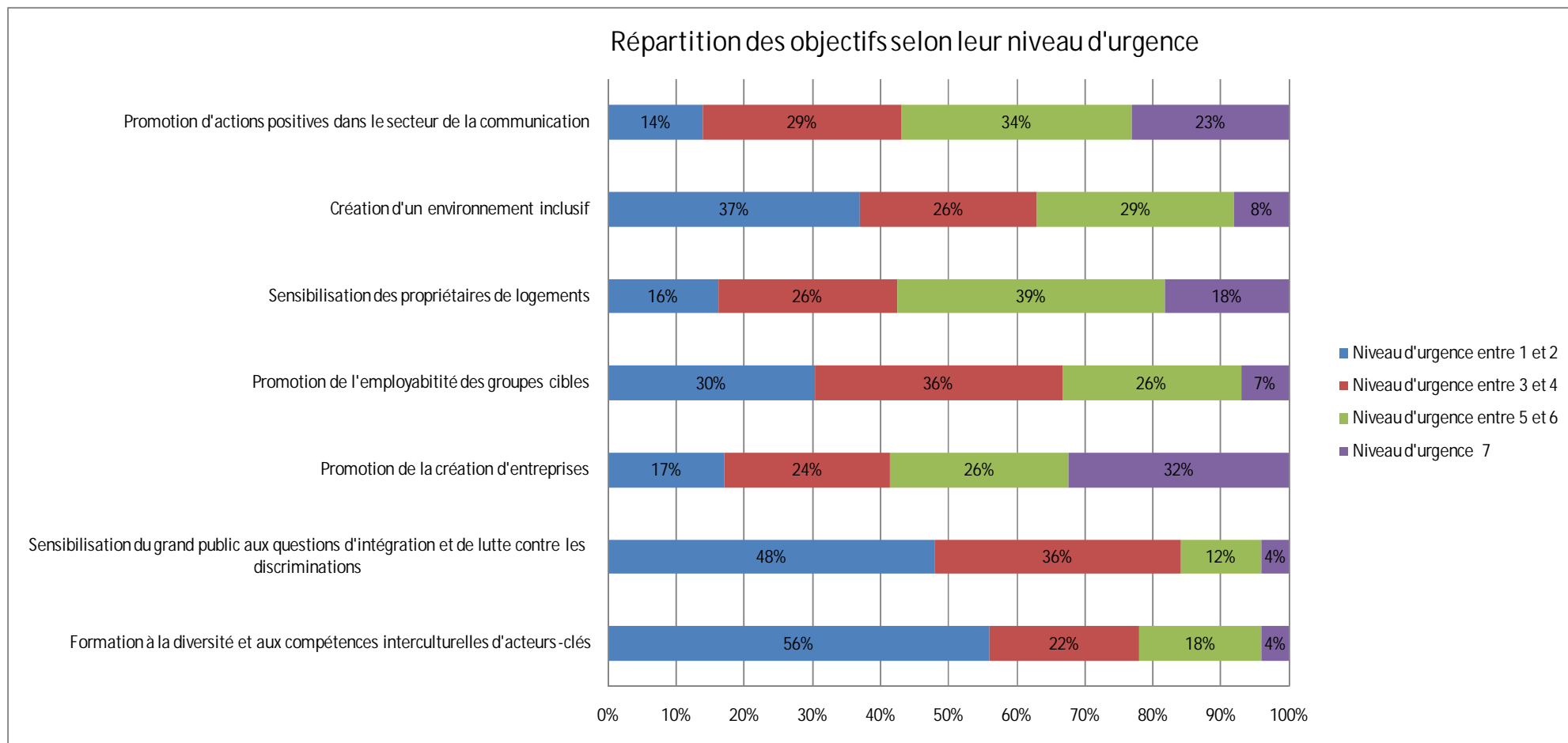
Ranking the objectives associated to each priority is of course particularly difficult as they all contribute to improving the conditions of integration and/or the fight against discrimination. Several stakeholders that responded to the questionnaire pointed out that it was difficult to rank the objectives by order of importance.

However, the vast majority of consulted stakeholders managed to rank the objectives with regard to the concerns and social realities that they are daily faced with. Thus, for each CBP, the consulted stakeholders ranked the objectives according to their 'levels of urgency'. Nevertheless, and taking into account the difficulty of ranking the objectives on an urgency scale of 1 to 7 (or 8 when the CBP has 8 objectives), the OLAI has chosen to report the results as follows:

- § Priority objectives, selected as 1<sup>st</sup> or 2<sup>nd</sup> choice
- § Intermediate objectives, quoted between choices 3 and 6.
- § Secondary objectives, selected as 7th or 8 choice.

The graphs below indicate this distribution: from the objectives selected as the most urgent (levels 1 and 2) to those considered as secondary (levels 7 and/or 8), even though the latter remain important.

CBP 1 'A two-way process': "Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States."





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## Distribution of objectives according to their level of urgency

- Promote positive actions in the media and communications industry
- Create an inclusive environment
- Raise housing owners' awareness
- Support entrepreneurship
- Raise public awareness on the issues of integration and the fight against discrimination
- Promote employability of target groups
- Provide diversity and intercultural skills training to key stakeholders

The results of the consultation show that 3 objectives stand out as high priorities:

- § Providing "diversity and intercultural skills training to key stakeholders" was selected by over half of the respondents as an urgent action.
- § "Raise public awareness on the issues of integration and the fight against discrimination".
- § "Create an inclusive environment".

As a dynamic process, integration is acknowledged as an ongoing process that calls for an understanding of diversity. Responding stakeholders seem to prioritise the objectives in these terms when it comes to "training" and "awareness-raising".

The distribution of replies shows that actions in favour of "communication" and "promotion" are less urgent to set up than those that enable better knowledge of diversity and foreigners (understood as prerequisites). As such, the following are considered less important:

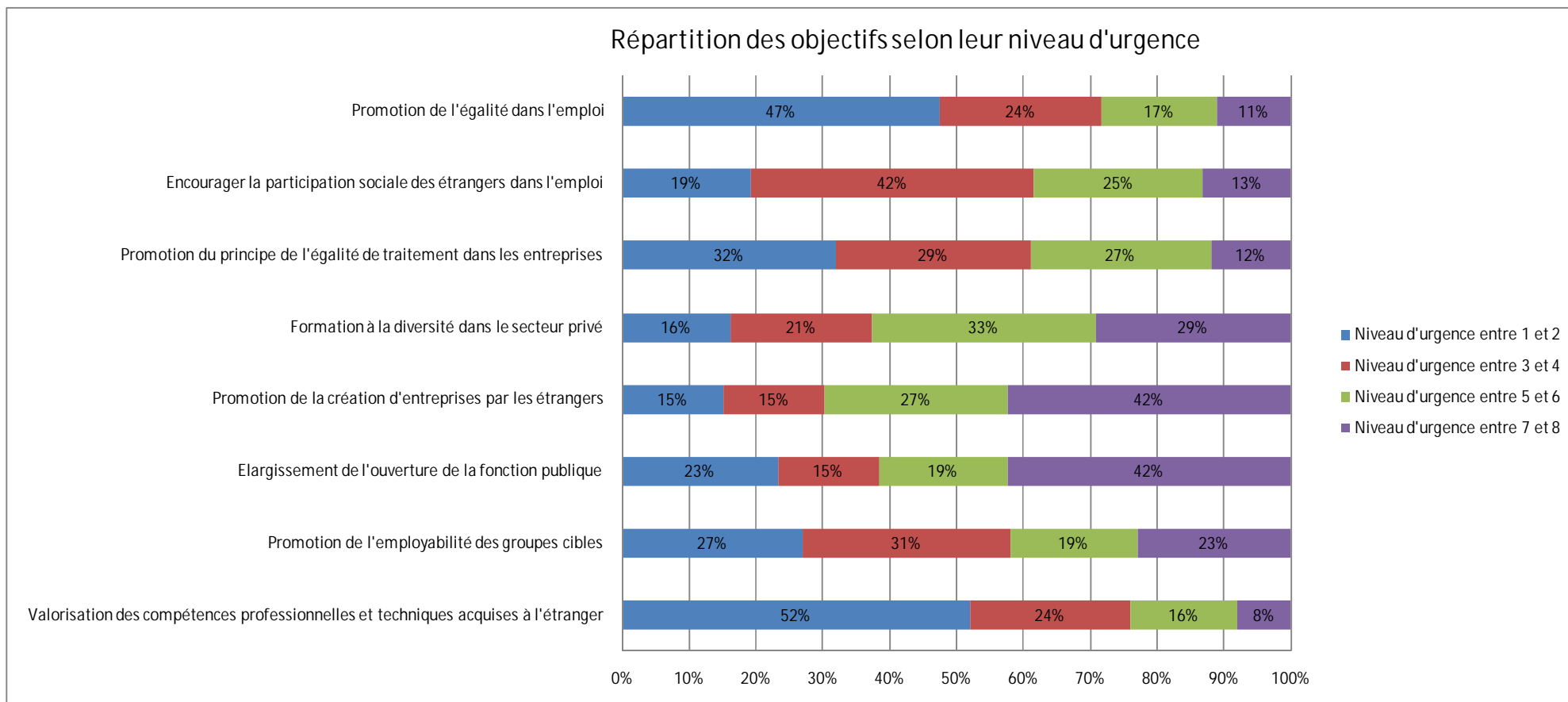
- § "Support migrant and namely migrant women's entrepreneurship".
- § "Promote positive actions in the media and communication industry".

The suggested recommendations:

In line with the two-way process, the suggestions insist on the necessity of setting up actions:

- § Aimed at the population of Luxembourg (general public, teachers,...) in order to raise awareness of foreigners' presence.
- § Aimed at foreigner populations in order to inform and accompany them in their proceedings.
- § In favour of cultural and social diversity to enable mutual exchange and understanding.

**CBP 3 'Employment': "Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible."**



#### Distribution of objectives according to their level of urgency

- Promote equality in the workplace
- Encourage the social participation of foreigners in the workplace
- Promote the principle of equal treatment in companies
- Set up diversity training in the private sector
- Support entrepreneurship by foreigners
- Broaden public service positions
- Promote employability of target groups
- Value technical and professional skills gained abroad

Employment emerged as one of the CBPs that aroused the most reactions. Indeed, the replies to the questionnaire revealed very strong opinions regarding the objectives that are to be achieved as a matter of high priority and those that can be considered less urgent.

A large majority of the consulted stakeholders position themselves in favour of:

- § "Valuing technical and professional skills gained abroad", which was selected by more than half the respondents as a high priority objective.
- § "Promoting equality in the workplace".
- § "Promoting the principle of equal treatment in companies".

These three objectives are similar as they form part of the essential stages in the access to and in the equality of treatment in the field of employment.

Conversely, the following were selected as less urgent:

- § "Support entrepreneurship by foreigners".
- § "Broaden public service positions".

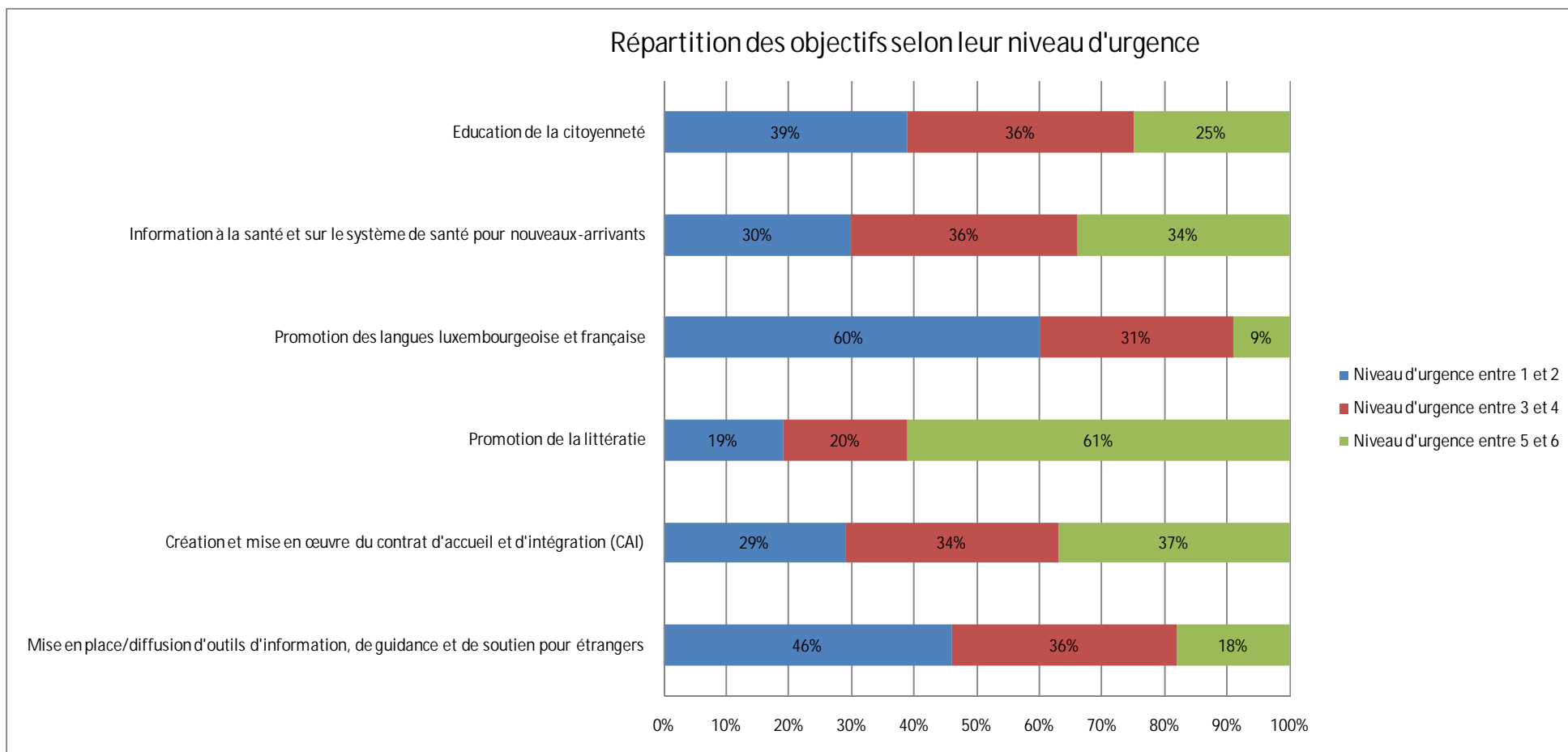
Thus, promoting foreigners in the fields of employment and their integration in the public service seem feasible objectives in the longer term only. The presentation of replies shows that the consulted stakeholders view access to employment as a process to be achieved in various stages.

The suggested recommendations:

Moreover, the suggested objectives highlight the importance of:

- § On the one hand, vocational training for foreigners in order to facilitate access to employment, namely for the unemployed, and to improve the chances to get qualified employment. Vocational training is thus seen as a lever for access to employment and to equality of treatment in the workplace.
- § On the other hand, training for the diverse stakeholders (companies and public service) on the presence of foreigners and to the issues they are faced with (namely as regards to trilingualism).

CBP 4: CBP 'Basic knowledge of the host society's languages, history, and institutions': "Basic knowledge of the host society's languages, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration."





## Distribution of objectives according to their level of urgency

- Citizenship training courses
- Provide information on health and the health-care system to new arrivals
- Promote Luxembourgish and French languages
- Support literacy
- Create and implement the Welcome and Integration Contract (CAI)
- Set up / disseminate information, guidance, and support tools for foreigners

The objectives chosen in the field of basic knowledge reflect the transversal questionnaire on the issue of languages, which was often brought up during the consultation.

- § Thus, "Promote Luxembourgish and French languages", was quoted by over 60% of the consulted stakeholders as an objective to be achieved in the short-term.

In the same way,

- § "Set up / disseminate information, guidance, and support tools for foreigners" was chosen by close to half of the participants as a priority objective.

The intermediate objectives regard the knowledge of the rights and obligations of foreigners. Thus, the intermediate actions are as follows:

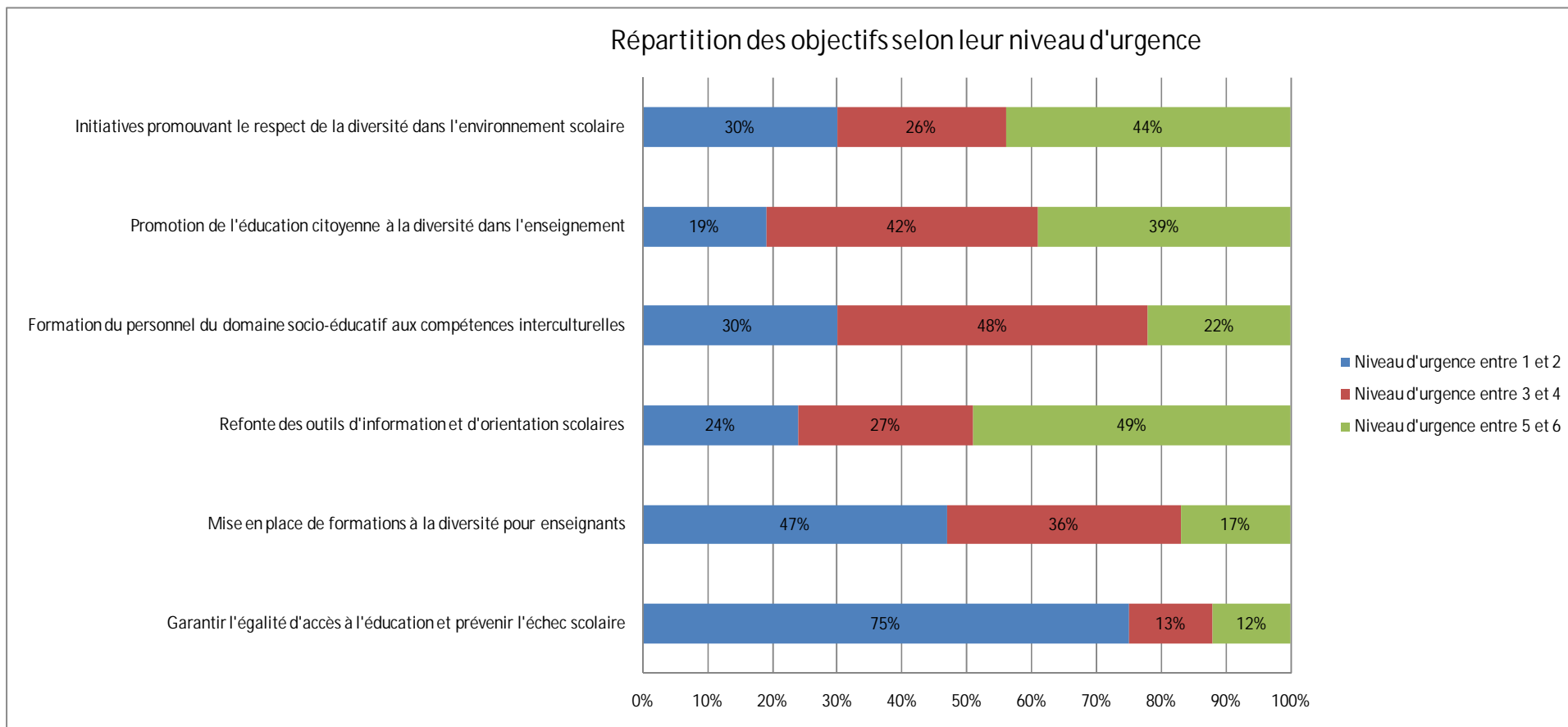
- § "Citizenship training courses".
- § "Provide information on health and the health-care system to new arrivals"
- § "Create and implement the Welcome and Integration Contract (CAI)" was selected as an important intermediate objective.

The suggested recommendations:

The suggested objectives consist mainly in implementing actions that enable the reinforcement of language learning in order to favour mutual communication and understanding. These actions mainly concern promoting languages as well as implementing measures that encourage awareness of, support for or the obligation of learning Luxembourgish.

Other suggestions show the need to launch a debate on the access to the history of Luxembourg, namely within the current reflexion on the CAI and the citizenship training courses. These proposals consist in disseminating information tools that would enhance knowledge of the country's history.

**CBP 5: 'Education':** "Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society."



## Distribution of objectives according to their level of urgency

- Set up initiatives promoting respect for diversity within school environments
- Promote citizen diversity awareness within schools
- Train social and educational personnel in intercultural knowledge
- Overhaul of education counselling and orientation tools
- Set up diversity training for teachers
- Guarantee equal access to education and prevent academic failure

The results of the consultation show that on the issue of education, for three quarters of respondents, it is most important to:

§ "Guarantee equal access to education and prevent academic failure"

This objective conditions the actions to be implemented in the short, medium, and long terms. Among them, the stakeholders cite training as a priority action:

§ "Set up diversity training for teachers ", was quoted as very urgent by close to half of the consulted stakeholders.

§ "Train social and educational personnel in intercultural knowledge".

Two objectives that are very different to each other were quoted as the least urgent to reach:

§ The "overhaul of education counselling and orientation tools".

§ The "initiatives promoting respect for diversity within school environments".

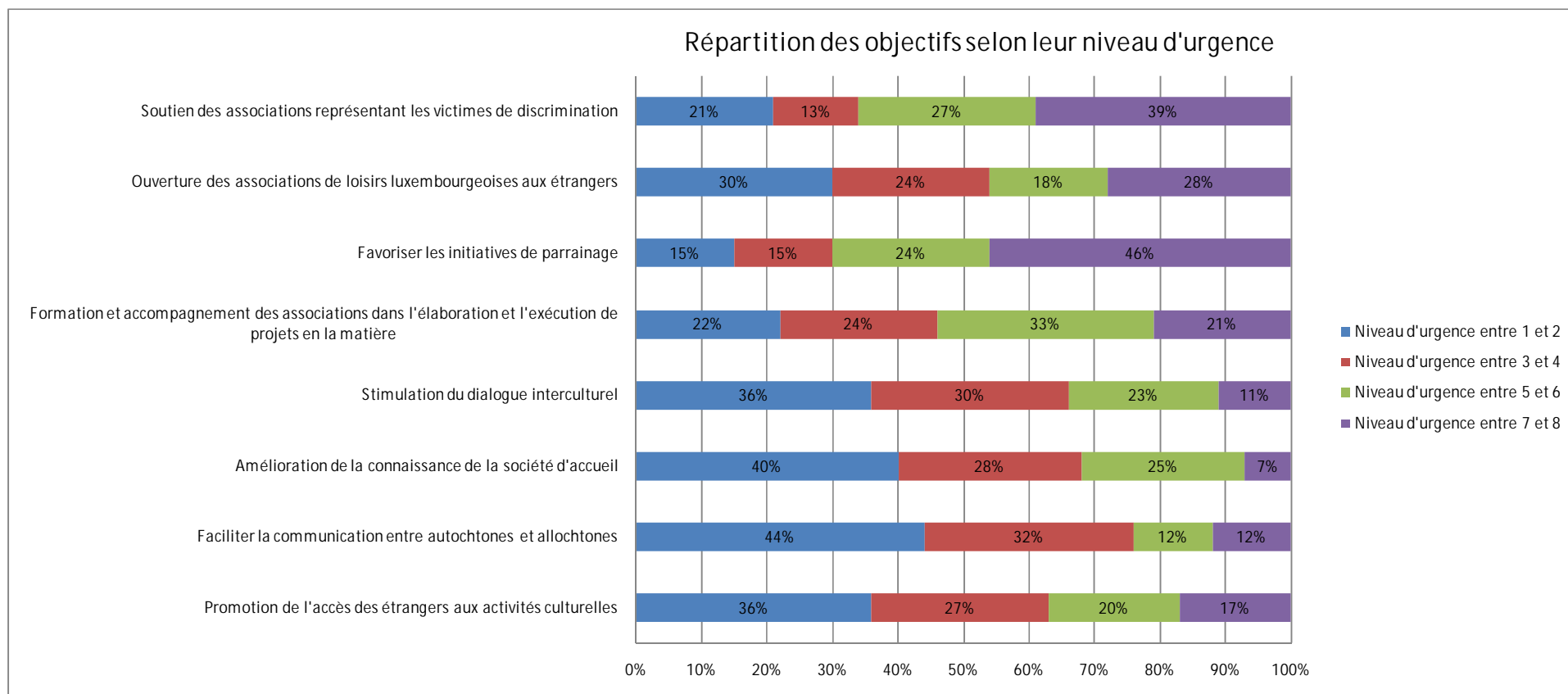
The suggested recommendations:

The suggested objectives regarding education reveal its complementary nature, as shared between school and family. Indeed, the recommendations indicate that actions must be taken at the following levels:

§ School (integrated teaching, flexible and differentiated teaching, obligation of intercultural training for teaching staff,...).

§ Parents (encourage relations between foreign and native-born parents, empower and involve parents on integration matters,...).

CBP 7 'Intercultural dialogue': "Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, inter-cultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens."





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## Distribution of objectives according to their level of urgency

- Support organisations representing victims of discrimination
- Open Luxembourgish leisure organisations to foreigners
- Encourage sponsorship initiatives
- Train and support organisations in the creation and execution of projects dealing with intercultural dialogue
- Stimulate intercultural dialogue
- Improve knowledge of the host society
- Facilitate communication between native and foreign-born residents
- Support foreigners' access to cultural activities

Intercultural dialogue appears as the CBP for which the distribution of replies is the least marked.

However, the objectives considered as high priority mainly concern the fields of action that enable cultural exchange and understanding:

- § "Facilitate communication between native and foreign-born residents".
- § "Improve knowledge of the host society".

Then, in the same proportions, for about one third of replies:

- § "Support foreigners' access to cultural activities".
- § "Stimulate intercultural dialogue".

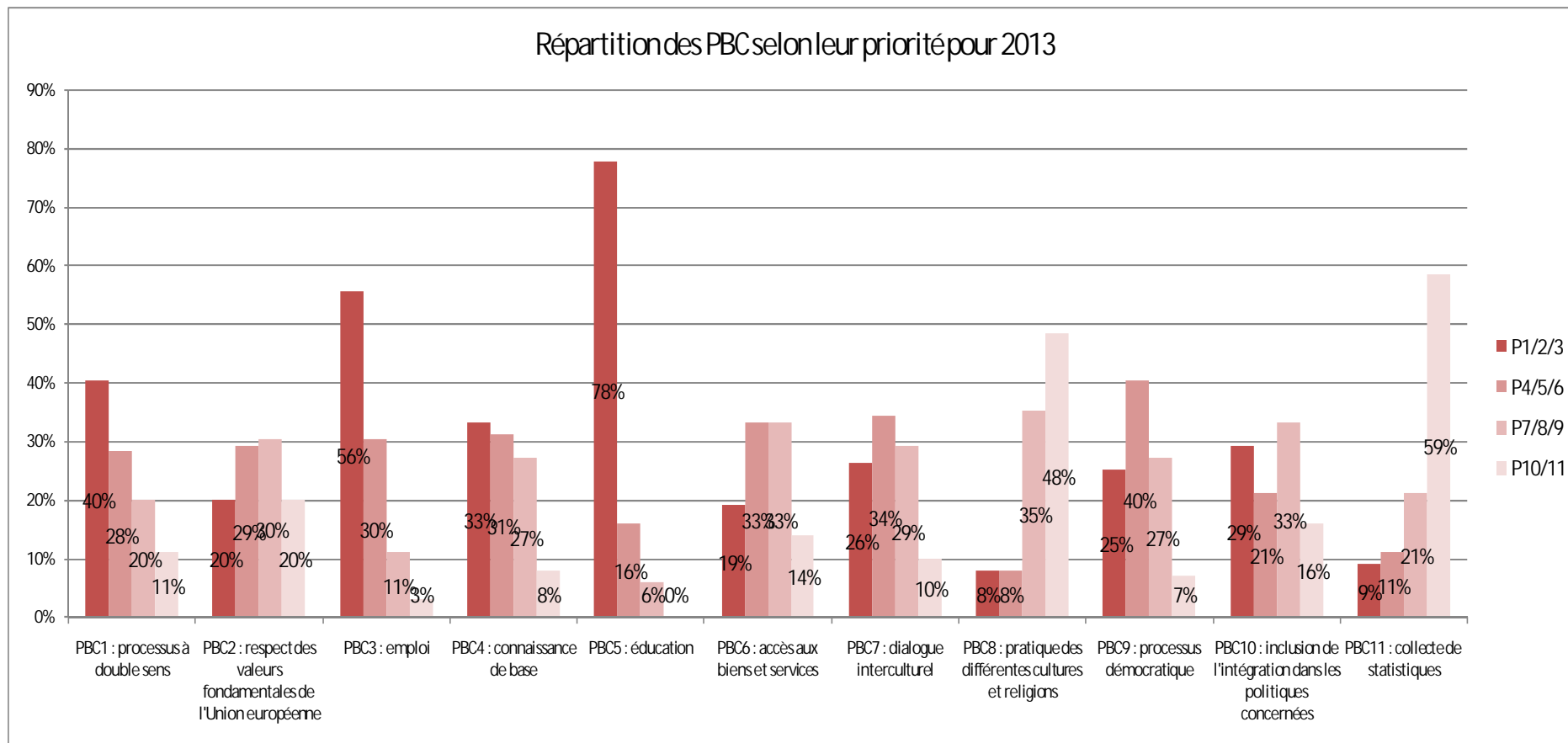
Two objectives are defined as less urgent:

- § "Encourage sponsorship initiatives"
- § Further "support organisations representing victims of discrimination".

The suggested recommendations:

The complementary objectives in favour of intercultural dialogue recall those already determined (namely within the two-way process or in the field of employment). Most often they concern the native-born population (such as stimulating intercultural skills), and more occasionally they regard foreigners or actions carried out by organisations.

## The priority CBPs for 2013



## Distribution of CBPs according to their level of priority for 2013

- CBP1: A two-way process
- CBP2: Respecting the basic values of the European Union
- CBP3: Employment
- CBP4: Basic knowledge of the host country's languages, history, and institutions
- CBP5: Education
- CBP6: Access to goods and services
- CBP7: Intercultural dialogue
- CBP8: Practice of different cultures and religions
- CBP9: Democratic process
- CBP10: Mainstreaming integration in all relevant policies
- CBP11: Collect statistics, set up indicators and evaluation mechanisms

Two large fields are clearly defined as priorities for 2013:

- § CBP5: Education, chosen by over three quarters of the consulted organisations.
- § PBC3: Employment, selected by over half of the stakeholders as an equally high priority.

These two CBPs clearly stand out from the other priorities: the results of the consultation reveal that education and employment represent the two fields of action that should be prioritised in 2013.

As well as education and employment, another process should be made a high priority in 2013:

- § CBP1: The "two-way process".

Respondents also highlighted:

- § CBP4: "Basic knowledge of the host country's languages, history, and institutions".
- § CBP10: "Mainstreaming integration in all relevant policies".

The intermediate CBPs are, by decreasing order of importance:

- § CBP9: The "democratic process".
- § CBP6: "Access to goods and services".
- § CBP7: "Intercultural dialogue".

Two CBPs stand out from the others, as they were considered by close to half of the respondents to be less urgent for 2013. They are:

- § CBP11: "Collect statistics"
- § CBP8: The "practice of different cultures and religions"