



European Foundation for the Improvement of Living and Working Conditions

Case Study on Diversity Policy in Employment and Service Provision

Luxembourg, Grand Duchy of Luxembourg



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Table of Content

Foreword.....	4
1 The Grand Duchy of Luxembourg.....	5
1.1 Brief history of migration to the country and characteristics of migrants and people with a migration background	5
1.2 National policy context.....	5
2 Luxembourg	6
2.1 Brief description of the city	6
2.2 City’s migrant population, its history and characteristics.....	7
2.3 The city authority.....	8
3 The Luxembourg’s approach to diversity	9
3.1 Historical background.....	9
3.2 Objectives of the policy/approach	10
3.3 Responsibility	10
3.4 Collaboration with social partners and NGO’s.....	11
3.5 Policy and practice on monitoring progress.....	11
3.6 Key challenges	11
3.7 Potential future policy development	11
4 Employment: policy, practice and outcomes.....	13
4.1 Profile of city employees	13
4.2 Employment diversity policy.....	13
4.3 Challenges and tensions in development and implementation of policy.....	13
4.4 Recruitment, training and promotion.....	13
4.5 Equal pay and working conditions.....	13
4.6 Harassment.....	13
4.7 Accommodation of cultural and religious needs	13
4.8 Health and safety.....	14
4.9 Induction and language tuition.....	14
4.10 Recognition of qualifications.....	14
4.11 Complaints	15

4.12	Special initiatives	15
4.13	Monitoring	15
4.14	Impact of policy and lessons learnt.....	15
5	Diversity in service provision.....	16
5.1	Services provided and contracted out	16
5.2	Diversity policy in services.....	17
5.3	Employment profile of service providers	17
5.4	Access to services	18
5.5	Monitoring of access and outcomes identified	18
5.6	Cultural awareness of staff.....	18
5.7	Discrimination against service users.....	18
5.8	Special initiatives	18
5.9	Impact of policy on access to and quality of services and lessons learnt	18
6	Conclusion: Key challenges, lessons and learning for CLIP.....	19
	Bibliography	20

Foreword

This report is part of the Eurofound project "Cities for Local Integration Policy" (CLIP), which started in 2006. Luxembourg is one of the 25 European cities that cooperate in exchanging information on their Integration Policies to start with on the terrain of housing and in the future on more terrains.

The project aims at collecting and analysing innovative policies and their successful implementation at the local level, supporting the exchange of experience between cities and encouraging a learning process within the network of cities, addressing the role of social partners, NGO's, companies and voluntary associations in supporting successful integration policies, providing objective assessment of current practice and initiatives and discussing their transferability, communicating good practices to other cities in Europe and developing guidelines to help cities to cope more effectively with the challenge of integrating migrants, supporting the further development of a European integration policy by communicating the policy relevant experiences and outputs of the network to: European organisations of cities and local regional authorities, the European and national organisations of social partners, the Council of Europe and the various institutions of the European Union.

The CLIP network is also cooperation between cities and research institutes. Five research institutes in Bamberg, Amsterdam, Vienna, Liege and Oxford are taking care of the publications of the CLIP project. The researchers of the Centre for Ethnic and Migration Studies (CEDEM) are responsible for this report on Luxembourg. Together with the contact person of the municipal of M. Jorge Palma an enormous effort has been undertaken to find all necessary data for this report. The report is mainly based on a questionnaire (common reporting scheme) filled out by the City of Luxembourg and on city visits. The views expressed in this case-study are the authors' and do not necessarily reflect those of the City.

I would like to thank M. Jean-Paul Blau, Head of Department at the Bierger-Center and M. Jorge Palma, social worker at the Bierger-Centre for their precious collaboration.

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Nathalie Perrin

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1 The Grand Duchy of Luxembourg

1.1 Brief history of migration to the country and characteristics of migrants and people with a migration background

Even if this study is not an historic one, it should be mentioned that in the middle of the 19th century one third of the population of the Grand Duchy of Luxembourg emigrated. Through the mining and steel industry Luxembourg became rich and an immigration country. Since the end of the 19th century, the Grand Duchy of Luxembourg is a country of immigration. The first migrants came from Germany and then from Italy. The state developed immigration policy according to the needs of working force first in iron and steel industry and later in other sectors. It has concluded agreements with Italy and Portugal. The Italian community has been the most important one till 1976; it was supplanted by the Portuguese community who is still the most numerous today. In the early 90's, asylum seekers and refugees have arrived in the country like in other European countries. The first asylum seekers came mainly from Bosnia. And, the country received around 5,340 applications from asylum seekers from the Balkans during the war in Kosovo. Moreover, Luxembourg receives also daily 110 000 commuters from the neighbouring countries (France, Belgium and Germany).

Foreigners are around 40% of inhabitants of the total country population. Some cities such as Luxembourg count more than 60% foreigners. The total population of the country was 479,461 as of January 2005. The Luxembourg population is growing mainly because of the foreign population. According to experts' estimations, the country population could reach 553,000 inhabitants in 2020. The main nationalities are the Portuguese (72,711), the French (25,727), the Italian (20,495), the Belgian (17,602) and the German (11,968). Other important nationalities are the former Yugoslav, the Briton, the Dutch and the Spaniard. Non-EU foreigners represent a very small percentage of the foreign population and they are mostly from Yugoslavia, Bosnia, Cape Verde and USA. Asylum seekers are not included in the national statistics until they get the refugee status. Moreover, even the ratio of naturalization is low (dual citizenship and facilitated access to the Luxembourgian nationality is discussed at the national level) and above all concerns non EU nationals, it is obvious that the figure of people with migration background is even higher than the statistics based on nationality. Thus, according to the data of the census of the population done in 2001, about 20% of the inhabitants don't have the nationality of their birth country. This rate increases to 37% for people been born out of the European Union (STATEC, 2006).

Foreigners are two third of the workforce of the country. One third is residing migrants and the other one consists of commuters. They work mainly in sectors such as real estate, banks and business and insurance services, commerce, industry and construction (Kollwelter, 2005).

1.2 National policy context

Unlike the other EU countries, the Grand Duchy of Luxembourg is characterized by its low unemployment rate. It's the reason why the economic integration of the migrants and of the people of foreign origin is not a political issue; no diversity policy in employment in favor of foreigners has been elaborated.

The immigration and integration issues are shared between two ministries. The Ministry of External Affairs and Immigration is responsible for the delivery of the work and residence

permits. The Ministry of Family and Integration is in charge of the integration issues through its Commissioner for Foreigners.

Indeed, according to the law of 27 July 1993 concerning the integration of foreigners in the Grand duchy of Luxembourg as well as the social action in favor of the foreigners, it was created in the ministry of Family and Integration a Government's Department for Foreigners. This department have for mission "to bring its support and to organize all other actions foreseen by the present law in favor of the immigrants and foreigners settling to the Grand Duchy of Luxembourg" (art. 1 of the law of 27 July 1993). Thus, the Government's Department for Foreigners has notably for function to help people of foreign origin to adapt themselves to the social, economic and cultural life of the Luxembourgian population by the means of material and psycho-social assistance, information, orientation, family reunification and the support of leisure organization. The Department can also deliberate on the following issues:

- The information of the local administration on the situation of the foreigners residing in the commune;
- The appropriate information of the foreigners on the local services.
- With regard to the institutional structures, it has also been instituted an interdepartmental committee coordinating the policies in favour of the foreigners. This interdepartmental committee has for missions:
 - to coordinate the measures concerning the foreigners taken by the different ministerial departments;
 - to submit to the government the propositions concerning the foreigners policy;
 - to advise the government on all projects relative to the foreigners policy as well as on all questions and all projects whose government judges useful to study more especially.

Otherwise, a consultative organ, the National Council for Foreigners, has been created with the aim to study, either of its own initiative, either to the Government's request, all problems concerning the foreigners and their integration. It gives its opinion on time fixed by the Government on all legislative projects, rules and regulations relative to the foreigners policy as well as on all projects that the Government judges useful to submit to it. It has the right to present to the Government all propositions that it judges useful to the improvement of the situation of the foreigners and their family.

2 Luxembourg

2.1 Brief description of the city

Luxembourg, a cosmopolitan and modern city, is the capital and the administrative centre of the Grand Duchy of Luxembourg. It is situated in the cross-border area. It is one of the main centres of the Saar-Lor-Lux-Trier region with Metz (France), Saarbrücken and Trier (Germany). It is also one of the three official sieges of the European Union. Besides Brussels and Strasbourg it is the third 'Eurocapital'. It shelters the European Court of Justice, the European Court of Auditors, the European Investment Bank, the General Secretariat of the

European Parliament, parts of the European Commission and the Office for Official Publications of the European Union. Most of the European bodies are located in the quarter of Kirchberg. Since the 1970's, the city has become an important financial centre that counts around 220 financial bodies. It has one of the highest concentrations of banks. Since 2003, the University of Luxembourg has been created and it is located in two quarters of the city (Kirchberg and Limpertstberg) and one in a neighbouring municipality (Walferdange). Moreover, the inhabitants have a quality of life ranked at the 5th place worldly.

The city territory is 51.73 square kilometres, around 2% of the national territory. Besides the roads, the railways, the squares and the rivers (16% of the territory), the territory consists in 27% buildings, 24% agriculture, 23% woods, 6% non built area, 2% public parks and 2% industries. The city of Luxembourg is divided in 24 quarters: Beggen, Belair, Bonnevoie-Nord/Verlorenkost, Bonnevoie-Sud, Ville Haute, Cents, Cessange, Clausen, Dommeldange, Eich, Gare, Gasperich, Grund, Hamm, Hollerich, Kirchberg, Kiem Limpertsberg, Merl, Muhlenbach, Neudorf/Weimershof, Pfaffenthal, Pulvermuhl, Rollingergrund/Belair-Nord and Weimerskirch.

Economically, the city is characterised by a large number of tertiary sector businesses. It brings around 100,000 jobs to the residents and the commuters. Ten years after the crisis in the sector of steel and iron industry in 1975, the employment stagnated in all the country. Since the mid 80's it was not the case anymore and due to important structural change, the country has seen a very important economic growth. The demand of workers has decreased in the secondary sector but has considerably increased in the tertiary sector. Hence, the worker supply of nationals and migrant workers was not enough and since 1985, the phenomenon of frontier workers or commuters from the neighbouring countries (France, Belgium and Germany) has constantly developed. The employment situation in 2005 was as followed: 32,967 people with a work who 11,799 workers; 18,034 employees and servants; 3,134 independents and 2,644 unemployed. There is still a low ratio of unemployment (7.42%) even since 2002, the employment growth has slow down and the unemployment ratio has progressed. The Luxembourgian labour market attracts Luxembourgian and foreigners but also frontier workers. And thus the city attracts every day an important numbers of frontier workers mainly French followed by Belgians and Germans. The employment is shared by the nationals, the frontier workers residing in neighbouring countries, the foreigners residing in the city and the European civil servants. The labour market is very segmented according these categories.

2.2 City's migrant population, its history and characteristics

The migration history of the city of Luxembourg is quite similar to the migration history of the country. But, due to its position of capital and later Eurocapital and because of its exceptional economic growth, the migration history of the city has several features. Firstly, at the beginning of the 50's, the city became one of the European Capital. From then, it has attracted a lot of European civil servants and also international servants. They are nowadays around 8,000. Secondly, from the 60's, the dynamic of the city has attracted a lot of migrant workers in various sectors and particularly in the bank sector. Between, 1970 and 1991, the foreign population in the city has grown from 18.6% to 29.75%.

The population was 86,009 inhabitants as of January 2007. Luxembourgians represent 37.42% of the total whereas foreigners represent 62.58%. There are 143 different nationalities in the city. The main nationality is the Portuguese (14,537) followed by the French (9,191), the Italians (5,611), the Belgians (3,539), and the Germans (2,811). The

foreign population in Luxembourg is mainly from the EU countries. There are also 1,701 British citizens, 1,546 Spaniards, 856 Swedish, 752 Greeks, 656 Dutch, and 649 Danish. Among non EU nationals, the Bosnians (729), the Cap Verdians (605) and the ex-Yugoslavians (Serbs and Montenegrins) (416) are the most important groups.

2.3 The city authority

According to the Luxembourgian Constitution, a local council is elected by the inhabitants having the qualities required to be voters. This quality is notably based on the nationality of the voters, the Luxembourgian's one. A debate is open to permit to the inhabitants of the city of foreign nationality to be voters.

According to the Decree of 14 December 1989 on the constitution of the townships, the local council is incumbent to "make enjoy the inhabitants of the advantages of a good police, notably the cleanliness, the healthiness and the tranquillity in the streets, places and public buildings". It also gives its opinion on the decisions taken, by the public establishments placed under the surveillance of the City; it approves their budgets and accounts. The local council is elected every 6 years and is placed under the mayor's presidency. Within the local council, there is no councilman whose responsibilities are only directed towards the persons of foreign origin. The integration and diversity policy at the local level is ensured by the councilman responsible for the youth.

Several commissions have been instituted by the Luxembourgian authorities. One of them is dedicated to the integration of the foreigners in the local life. According to the article 2 of the Grand Ducal Regulation of 5 August 1989 fixing the organization and the tasks of the Local Consultative Commissions for Foreigners, the Commission is in charge of the interests of the foreign nationality residents on the local level. It has notably for mission:

- to ensure the involvement of the foreigners to the life of the city,
- to propose to the local authorities adequate solutions to specific problems of the foreigners and their families,
- to encourage the mutual understanding between Luxembourgers and foreigners,
- to facilitate the administrative relations between the foreigners and the services of the local administration.

The Consultative Commission for Foreigners of Luxembourg City regroups 14 people (7 strengths and 7 substitutes) of Luxembourgian nationality and 12 people (6 strengths and 6 substitutes) of foreign nationality. The six strengths of foreign nationality come from Portugal, France, Italy, Belgium, Germany and Great-Britain. The 6 substitutes come for them from Portugal, Spain, Sweden, Greece, Denmark and Serbia.

3 The Luxembourg's approach to diversity

3.1 Historical background

The multicultural character of the City of Luxembourg is incontestable. Not only people of different origins participate every day to its economy, but numerous people of foreign origin have also decided to establish themselves in this international city. Nevertheless, no real diversity policy has been developed by the Luxembourgian local authorities for people of immigrant origin. The only implemented diversity policy milked to the problematic of gender.

The conditions of employment in the public sector are governed by the legislative arrangements of the modified law of 24 December 1985 fixing the general statute of the local civil servants. Several criteria's determine the conditions of engagement in the municipal administration:

- to have the Luxembourgian nationality;
- to enjoy the civil and political rights;
- to present the requisite guarantees of morality;
- to satisfy to the physical requirements for the exercise of the function;
- to satisfy to the requirements of education and professional training;
- to have given proof, before the admission to the training, of an adequate knowledge of the three administrative languages as defined by the law of 2 February 1984 on the languages condition, except for the jobs determined by a Grand Ducal regulation, for which the knowledge of one or another of these languages is not recognized as necessary because of the nature and the level of responsibility of these jobs.
- to have achieved a training and pass the exam of training end.

Thus, only individuals of Luxembourgian nationality are admitted like local servants. Some exceptions exist however to the criterium of nationality. Indeed, in 1996, the European Court of Justice has condemned the Grand Duchy of Luxembourg "because of its refusal to open public offices to citizens from other European member States". Then, since the law of 1997, the condition of nationality doesn't apply with regard to the nationals of the Member States of the European Union who are candidates to the jobs in the following sectors:

- Research
- Teaching
- Health
- Terrestrial transportation
- Stations and telecommunications
- Water, gas and electricity supplies (distribution)

The condition of nationality is nevertheless required if these jobs include an involvement, direct or indirect, to the exercise of the public power and to the functions that have for object the protection of the general interests of the State and the other moral individuals of public rights. Nevertheless, few European citizens work in the public sector.

Traditionally, immigration is welcome in official discourse: for many years, the economy flourished, and this resulted in a situation where there were more jobs than workers available in the country. The last quarter of the 20th century was a period of almost full employment, and saw the creation of many new jobs, as well as an increase in the active population. There was no real debate on immigration: it just took place, and it was a 'win-win' situation. The only discourse was about the successful and easy integration everybody was supposed to achieve (Kollwelter, 2003).

The arrival of many asylum-seekers in the 90's and the 9/11 effects on the Luxembourgian economy resulted in a speech changes in the Luxembourgian population and in the media. Thus, some make reference to foreigners' "laziness" and to the illegality of some Muslim activities (Kollwelter, 2003).

A 'news in brief' has shocked the Luxembourgian public opinion. The 5 October 2004 a Belgian woman of Congolese origin, Maggy Delvaux-Mufu, set herself alight in the middle of Place d'Armes, the most important square of the city. She told witnesses that she was doing it to protest against racism, and more specially against the racism of the local administration. This news had been very commented in the Luxembourgian medias like a proof of the difficulties encountered by the population of foreign origin in the country.

However, the story of Maggy Delvaux-Mufu seems now forgotten unlike the fear of the 'islamization' of some important districts of the town.

3.2 Objectives of the policy/approach

The local authorities have underlined the fact that people of foreign origin are very well integrated in the Luxembourgian economy. They gave as proof the low rate of unemployment of the persons of foreign nationality on the national labour market. It's the reason why according to them there is no diversity policy in employment implemented neither by the national authorities nor by the local council in favour of people of immigrant origin.

On the contrary the employment in the public administration has often been presented as the 'private game preserve' of the Luxembourgers. More of the half of the Luxembourgian residents is of foreign nationality. At the national level the rate reaches nearly 40%. Since several years the Luxembourgian authorities tempts to preserve the national specificities. For example, the Luxembourgian language a long time assimilated to a dialect is considered today like a fully-fledged language and is taught as French and German. This language of oral origin has today quantities of dictionaries and strict grammatical rules. In a labour market welcoming every day thousands of frontier workers and residents of foreign nationality the fact that the public administration is in fact reserved to the persons of Luxembourgian nationality seems normal for many persons.

3.3 Responsibility

Xavier Bettel, councilman responsible for the youth, is also considered as in charge of the integration of the foreigners at the local level.

A cell dedicated to the equality of opportunities has been created within the Luxembourgian administration. Mrs Bertrand-Schaal ensures this mission but the works of this cell are only dedicated to the gender problematic.

3.4 Collaboration with social partners and NGO's

The City of Luxembourg often works with two non governmental organizations active in struggle for the equality between nationals and foreigners. It is the Association in Support of Foreign Workers (Association de Soutien aux Travailleurs Immigrés - ASTI) and the Liaison and Action Committee for Foreigners (Comité de Liaison des Associations d'Etrangers – CLAE). These two very active associations in the city often put in work “good practices” that have been financially sustained in a second time by the City's authorities. However, no initiative in favour of a diversity policy within the city has been taken.

According to several social workers, and because notably the story of Maggy Delvaux-Mufu, several steps have been undertaken by NGOs as the CLAE or the ASTI and the Consultative Commission of the Foreigners in order to sensitize the local authorities to the fact that the local administration is not easily accessible to the foreigners and that it remains several administrative obstacle in the every day life for the persons of foreign nationality. The pressure itself is besides rather to the political level in order to encourage the existing administrative easiness that allow the strangers to take advantage of their active and passive right to vote.

3.5 Policy and practice on monitoring progress

There is no diversity policy for people of immigrant origin and thus no monitoring process.

3.6 Key challenges

3.7 Potential future policy development

With regard to the local authorities, there is no change in the political speeches concerning a diversity policy in employment. In the point 14 of the municipal declaration DP – DEI GRENG 2005-2011 dedicated to the quality of opportunities, they mention the will of the local college “to give the good example as employer about equality of opportunities” and “to sensitize the public opinion and the economic actors to the problematic of the equality of opportunities” (City of Luxembourg, 2005a). However, this equality of opportunities is seen only under the point of view of the gender problematic, as the missions of the created cell prove it.

However, the local authorities have expressed their will of opening and the City of Luxembourg has endowed itself with a “leading Picture”. To shortcoming this one, the “city wants to give itself a lasting positioning, to recognize what are its qualities and what is the potential of its label. In the case of Luxembourg City, the process of participative definition permitted to identify three pillars on which found the label clearly” (City of Luxembourg, 2007). It is the following pillars:

- Luxembourg, dynamic capital;
- Luxembourg, long-standing quality of life;
- Luxembourg, to live Europe

In its constituent “Luxembourg, long-standing quality of life”, the city of Luxembourg aims to become a “social city without gates” (City of Luxembourg, 2007), that means:

- “To establish harmonious relations between the different social layers is a mission to take seriously by the local policy, this one should assume its role of model in this domain.
- The aim is to integrate, and not to marginalize, in order to maintain this so characteristic social peace, and this such in our city that in the whole country. The Luxembourgian model of the social dialogue is recognized on the world plan and is considered like a crucial element of the economic and social prosperity. The challenge is clear: we want to guarantee that in our city, that has an income by head of inhabitant among the most elevated in the world, each can feel at ease, independently of the financial resources and the life style.” (City of Luxembourg, 2007).

The initiatives undertaken by the new local council to converse with the citizens show this will to know the Luxembourgier’s needs better, whatever is their personal situation or ethnic origin.

Moreover, some possible progresses could come on this issue at the governmental level. Indeed, the 12 October 2005, the Luxembourgian Prime minister declared to the Parliament: “We need a new immigration law, replacing the one of 1972 and based on a new more voluntarist concept of integration” (quoted in: ASTI, 2007).

4 Employment: policy, practice and outcomes

4.1 Profile of city employees

There were 3,496 employees within the city authority.

The data on the migratory origin of people working for the city of Luxembourg don't exist. Indeed, according to the law of 2 August 2002 on the protection of the nominative data, it is prohibited recording some data concerning the ethnic origin. Otherwise, the city was not able to provide us data encoded relative to the nationality of its employees and workers.

4.2 Employment diversity policy

The access to the public function remained very difficult for the European nationals. The grand ducal regulation of 5 March 2004 defines the positions of the open sectors that include an involvement to the sovereign power and remain reserved to the Luxembourgian nationals.

According to the European Network Against Racism (ENAR), 99% of the civil servants have the Luxembourgian nationality (Petersheim, 2005).

4.3 Challenges and tensions in development and implementation of policy

4.4 Recruitment, training and promotion

In the application of arrangements of the modified law of 24 December 1985 fixing the general statute of the local civil servants, all direct or indirect discrimination founded on the religion or the convictions, the handicap, the age, the sexual orientation, the belonging, true or supposed, to a race or an ethnic community is forbidden.

4.5 Equal pay and working conditions

The administration has to respect the discrimination law and then to apply the equal pay and working conditions. The law n°5518 of the 28 November 2006 transpose 2 European directives related to the equality of treatment. The legislator continues to treat differently the population in general and the civil servants, whereas the law 5518 excludes the civil servants of its field of application. Thus, the centre of equality of treatment is still not created (ENAR, 2007). This independent institution should have notably for mission to listen to the victims of racism or xenophobia. According to ENAR (2007), the non-creation of the centre has as consequences the difficulty for the victims to be helped (by fear to see the situation getting worse) and the underestimation of the discrimination.

4.6 Harassment

Within the administration, a person (Mrs Véronique Scheer) is in charge of "Prevention and well-being of the staff". In case of harassment, she is the first person to meet. To an external level, the person harassed for an ethnic motive will also address to the national cell setting up at the national level to manage the complaints of discrimination, the Permanent Special Commission against the Racial Discrimination of the National Council for Foreigners.

4.7 Accommodation of cultural and religious needs

People of immigrant origin residing in Luxembourg are largely of Catholic confession. Thus, according to the European Value Survey of 2003, in the 70% people that say to belong to a

religion, more than 7 individuals on 10 declare Catholics. It is only since the year 90 that the communities of other confession made their apparition in the Grand Duchy of Luxembourg, and more especially of Muslim confession. The number of inhabitants of the country of Muslim confession is valued to a few less than 9,000 individuals, whose big majority comes from Balkan (67.6%). This reality has not been apprehended by the municipal authorities of the Luxembourg that yet welcome lots of these 'new' migrants.

In the Grand Duchy of Luxembourg, some conventions have been concluded with the Roman Catholic Church, the Jewish Consistory, the Protestant Church of Luxembourg, the Hellenistic Orthodox Church, the Rumanian and Serbian Orthodox Church and the Anglican Church of Luxembourg.

The shoura, assembly representing the Muslim community of Luxembourg, second confessional community of the country, is in talks with the Luxembourgian authorities with the aim of its official recognition (Government's Department for Foreigners, 2007).

In its "Orientation debate on the immigration policy", the Chamber of Deputies stipulates that "the Commission is aware of the presence of an important Muslim community in the Grand Duchy. It wants to deepen its knowledge of this community and to propose a general approach. For the meantime, and without prejudice of findings written in the final report of the Commission, it doesn't intend however to propose specific recommendations." (Government's Department for Foreigners, 2007).

4.8 Health and safety

The knowledge of the 3 official languages is a condition that must first be filled to be employed as employee or civil servants in the public sector. It's why no particular effort is undertaken.

Let's note however that in the relations and human resources direction, a person is in charge of the prevention and well-being of the employees. The linguistic and ethnic problems are not however defined in its missions.

4.9 Induction and language tuition

Luxembourg recognizes three official languages: French, German and Luxembourgian. The employees and civil servants must master these three languages to be employed. Indeed, they "must have shown evidence, before the admission to the training, of an adequate knowledge of the three administrative languages as defined by the law of 2 February 1984 on the languages condition, except for the jobs determined by a Grand Ducal regulation, for which the knowledge of one or another of these languages is not recognized as necessary because of the nature and the level of responsibility of these jobs."

If the knowledge of the national languages is obligatory within the Luxembourgian administration, the municipal agents can follow some trainings (course of language, of spelling...) to the National Institute of Public Administration (INAP) after their appointment to improve their linguistic expertises.

4.10 Recognition of qualifications

The grand ducal regulation of 4 April 2005 softened the conditions of qualifications recognition to the Luxembourgian diploma of upper secondary education. If this new legislative text allowed significant progresses, it remains that the recognition of higher

education diploma for people of foreign origin, and more especially for the third country nationals, remains problematic.

4.11 Complaints

All complaints about discrimination on an ethnic ground have to be addressed to the Permanent Special Commission against Racial Discrimination of the National Council for Foreigners.

4.12 Special initiatives

The Commission for Foreigners of the Government organised in March 2004 a workshop on discrimination inside the National Conference for Foreigners.

A specific formation of one half-day on the discrimination according to the article 13 was organized in the superior school of work for the staff's delegates.

In 2004/2005, a sensitization concerning the discriminations in the work environment has been organized by the directors of the human resources. A round table with local representatives has also been organized.

In the setting of the Year of the Equality for All, the CLAE received for the year 2007 a financing of the Luxembourgian government to train and to sensitize the local administrations, of which the Luxembourgian, to the diversity and discrimination thematic.

4.13 Monitoring

There is no monitoring system.

4.14 Impact of policy and lessons learnt

There is no diversity policy and then no impact.

5 Diversity in service provision

5.1 Services provided and contracted out

The Luxembourg City has 7 services to satisfy the needs of its population:

- Central administration that notably supervises the Bierger-Center, the cemeteries, the nurseries, the e-City, the housing, the civil status, the staff, the public relations and the seniors;
- Service of Education that also consists of the educational, psycho-social and medical service, the centre of educational animation and leisure and the school homes;
- Cultural institutes and services;
- Administration of the architect;
- Local takings;
- Administration of the geometer's services;
- Administration of works and technical services.

There is no real diversity policy in service provision. However, some initiatives have been undertaken by the Luxembourgian local authorities to facilitate the administrative steps of all its inhabitants, and notable those of foreign origin. Thus, thanks to the creation of the Bierger-Center, the administrative steps have been facilitated insofar as very numerous administrative steps can be accomplished there.

Some efforts have also been accomplished to know the needs of the population better and to make know the different services: "the councilmen's college of Luxembourg City listening to the citizens". The objectives are:

- To increase the citizens' sense of belonging in the urban community;
- To ensure a maximum of transparency in the functioning of the city.

A crucial element of this citizens' involvement policy is the improvement as well as the intensification of the dialogue with the citizens in all questions relative to the local policy. In this aim, the new college has introduced the concept of reception. Indeed, since 10 January 2006, burgomaster Paul Helming (DP) and the councilmen François Bausch (Déi Gréng), Colette Flesch (DP), Anne Brasseur (DP), Viviane Loschetter (Déi Gréng) et Xavier Bettel (DP) are on duty in the city hall on each Tuesday morning from 8h to 9h to welcome the citizens who wish to discuss with them about specific issues.

The city of Luxembourg has also information meetings in different districts of the city. These meetings are on the following issues:

- Urban development
- Housing
- Mobility

- Security
- Environment
- Integration
- Participation
- Education
- Culture
- Family
- Youth
- Sport
- Social problems
- Equality of opportunities
- Staff policy
- Finances

5.2 Diversity policy in services

The City of Luxembourg doesn't have really developed specific policies for the users of immigrant origin. However, in the point Integration (point 6) of the coalition, the Council of the aldermen put in evidence some objectives:

- “Guarantee a harmonious living together to the residents of the city of which more than 60% do not have a Luxembourg passport;
- Focus on the integration of a largest possible number of them;
- Give the numerous commuters, mostly cross-border commuter, who come to work in the city, the feeling to share a same community of fate and ambition with the residents.” (City of Luxembourg, 2005b)

In the point 7 called “Participation”, it is made mention of the will of the coalition to “improve and intensify the dialogue with the inhabitants in all matters related to the communal politics”: “revalorization of the advisory board of non-Luxembourg inhabitants and in general promote the participation of non-Luxembourg inhabitants in advisory boards” (City of Luxembourg, 2005b).

5.3 Employment profile of service providers

The City of Luxembourg employs a total of 2,378 civil servants and employees, of which 710 women and 1668 men. No relative data to the national origin nor even to the nationality has not been communicated by writing to us. It is important to recall that the registration of data concerning the ethnic origin is strictly forbidden to Luxembourg. The law of 2 August 2002 had indeed for object “to protect the liberties and the fundamental rights from the physical people, notably of their private life, with regard to the treatment of the data to personal character and to make respect the interests legally to protect moral people”.

The various services aim to the whole Luxembourgian population and people of immigrant origin are not the subject of specific measures. Nevertheless, if the employees have to know the three official languages to offer the most appropriate service to the population, the knowledge of a supplementary language is always considered like an important asset in the recruitment procedure.

5.4 Access to services

As aforementioned, an important communication campaign with the Luxembourgian inhabitants has been organized by the local authorities. Moreover, the magazine edited by the City “E-City” is published in two languages: French and English. This magazine give some information about the cultural life in Luxembourg and some advises for its new inhabitants: history of the city, addresses of some local offices, etc.

However, no specific disposition as the translation of booklets has not been undertaken in the local services.

5.5 Monitoring of access and outcomes identified

There is no monitoring system.

5.6 Cultural awareness of staff

5.7 Discrimination against service users

In 2005, a study related to the vulnerable communities to racism was financed by the European Centre of surveillance on racism and xenophobia (Bodson, 2007). This research, more especially focussed on the Belgian, ex-Yugoslavian, Portuguese and Cap Verdian communities, wanted to compare the feelings of discrimination of these populations of foreign origins. The results show that the Cap Verdians feel more vulnerable to the discrimination in the public places and at work because of their colour of skin. They estimate also to meet more problems in the public sectors.

5.8 Special initiatives

There are no special initiatives undertaken.

5.9 Impact of policy on access to and quality of services and lessons learnt

At this time, there is no evidence that the efforts of communication have an impact on the Luxembourgian population.

6 Conclusion: Key challenges, lessons and learning for CLIP

In conclusion, there is nor a real diversity policy in favour of people of foreign origin at the national level nor at the local level. The Luxembourgian labour market is essentially dependent on the foreign workforce (resident foreigners or frontier workers). However, the jobs of the public sectors remain essentially reserved to the Luxemburgers.

As Nicolas Schmit, Minister of Foreign Affairs and Immigration, had said: “if the Luxembourg has known such an expansion for 20-25 years it’s also thanks immigration” (quoted in: ENAR, 2007).

The high rate of immigrants in Luxembourg and the almost absence of serious social tensions around immigration give the picture of a country opened and having welcoming attitude towards immigration. However, taking a closer look to the Luxembourg’s immigration history, the migrant workers flows are determined by the needs of the Luxembourgian economy. Moreover, lots of studies have shown the strong segmentation of the Luxembourg’s national market (Besch, Bodson, Hartmann-Hirsch and Legrand, 2005). Indeed, numerous restrictions exist to the employment founded on the nationality criterium and the are legitimized by the Luxembourgian law (Besch, Bodson, Hartmann-Hirsch and Legrand, 2005).

According to the National Institute of Statistics (STATEC), the Luxembourgian population will growth in the coming years only thanks to the arrival of new migrants. “Indeed, foreigners are critical for Luxembourg’s economy. Without labour inflows, the country’s welfare system would become unsustainable according to a 2003 OECD report. Population growth could test social cohesion, however, given that Luxembourgers fears becoming a minority in their own country.” (Kollwelter, 2007).

Conscious of this probably evolution, Immigration – more particularly labour immigration – and integration has recently been taken at the centre-stage of the discourse of the Prime minister and the Ministers in charge of these issues. Numerous legislative propositions are discussed, as a simplified right to the Luxembourgian nationality.

Thus, this situation could evolve positively in the next years. Indeed, according to the electoral law of 18February 2003, the foreign residents (Europeans and third-country nationals) living in the Grand Duchy of Luxembourg for bat least 5 years have the right to become candidate at the local elections. Besides, various studies have shown that the people of foreign nationality haven undertaken the steps to vote at the local elections of 2005 (an important increase with regard to the elections of 1999). Thus, for the elections of 2005, the weight of the foreign electorate in Luxembourg City was of 13%.

The legislative evolutions concerning the access to the Luxembourgian nationality should also modify these next years the profile of the civil servants.

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