



## Extended Inter-ministerial Committee on Integration (Ministerial representatives and civil society representatives)

Minutes of the meeting held on 8 December 2023, 10.00am - 11.30am

Face-to-face meeting

Agenda:

1. Welcome and introduction
2. Presentation of the main findings of the *Evaluation du CAI : caractéristiques des participants et faisabilité d'une analyse d'impact*
3. Presentation of the Portal vum Zesummeliewen and the Zesummeliewen an ärer Gemeng website
4. News from ministries and civil society relating to intercultural living together
5. Various

Present:

**Ministerial and civil society representatives:** Mme Lena Hartz (ASTI), M. Sérgio Ferreira (ASTI), M. Sylvain Besch (CEFIS), Mme Nonna Sehovic (Caritas), M. Faruk Licina (Caritas), Mme Nadine Conrardy (Croix-Rouge luxembourgeoise), Munir Ramdedovic (CNE), M. Joël Machado (LISER), M. Jean-Claude Milmeister (MESR), Mme Joëlle Gilles (MJ), Mme Elisabeth Reisen (MENEJ), Mme Nadine Erpelding (MC), M. Christopher Witry (MEGA), M. Ben Max (MDIG), Mme Cathrin Nordmo (MLOG), M. Claude Tremont (MTE)

**MIFA :** Mme Anne Daems, Mme Conny Heuert, Mme Gesa Schulte, M. Pierre Weiss, M. Jean-Marc Assa, Mme Anna Kirsch, Mme Lejla Sehic

Excused:

M. Alain Bliss (MAEE), Mme Sepideh Gorginpour (ONA), M. Laurent Peusch (ADEM), Mme Anne-Catherine Lorrang (MFP)

### 1. Introduction

**Anne Daems** welcomed all the participants and thanked them for attending the meeting. The enlarged inter-ministerial committee dealt with the subjects on the agenda.

### 2. Presentation of the main findings of the *Evaluation du CAI : caractéristiques des participants et faisabilité d'une analyse d'impact* by Mr Joël Machado (LISER)

**Joël Machado** (PhD), research scientist at the Luxembourg Institute of Socio-Economic Research (LISER), presented **the results of the *Evaluation du CAI : caractéristiques des participants et faisabilité d'une analyse d'impact***, carried out at the request of the MIFA between 2022 and 2023. The **objectives** of this evaluation were 1) to compare the **profile of CAI signatories** with the eligible population (non-Luxembourg nationals aged 16 and over residing in Luxembourg) on the basis of observable characteristics (age, gender, place of residence, nationality, level of education, etc.); 2) to



analyse the **characteristics of signatories who have honoured all the contract's services** and to compare them with those of signatories who have dropped out during the course of the contract; and 3) to develop on paper an econometric method for determining **the causal effect of participation in the CAI** on indicators of socio-economic integration, among other things.

The study is based in particular on two pseudonymised individual databases, that of signatories between 2017 and June 2022 provided by MIFA, and the socio-demographic variables extracted from the register of the Inspection Générale de la Sécurité Sociale (IGSS). A key point in this evaluation is that **only around 2.5% of eligible persons actually signed the CAI during the period analysed**. In an attempt to explain this, the study incorporates **four linear probability models** covering **demographics, professional status, employment sectors and 42 nationalities**. More specifically, the methodology is based on univariate and multivariate statistical analysis, making it possible to examine and describe one variable at a time, in order to explore its specific impact on participation or not in the CAI.

The information extracted from the analysis of participation in the CAI: Univariate statistics includes, for example:

- **Gender:** Women have a higher participation rate than men;
- **Marital status:** Married people tend to register more than single people;
- **Sector of work:** Individuals working in the construction sector are less represented among signatories;
- **Nationality:** People from border countries, EU member states and people who have historically immigrated to Luxembourg are less likely to participate than third country nationals;
- **Distance from Luxembourg City:** A decrease in participation is observed as the distance from the place of residence to Luxembourg City increases.

Information extracted from the analysis of CAI signatures and success by variable of interest includes, for example:

- **Level of education:** The level of education increases the probability of successfully completing the CAI;
- **Age:** No significant role is observed for age;
- **Blue-collar status:** Blue-collar status decreases the probability of completing the CAI;
- **Nationality:** Nationality plays an important role in the probability of successfully completing the CAI, particularly for EU nationals;
- **Distance from Luxembourg City:** No significant role was observed for distance from Luxembourg City.

**Joël Machado** (PhD) (LISER) pointed out the importance of realising **an in-depth observation of the advantages of Luxembourg City**, with particular emphasis on mobility, accessibility to courses and digitisation. This approach represents a fundamental step to better understand the motivations of the signatories and the factors contributing to the abandonment of the contract, given that less than 50% of the signatories manage to conclude it. It is essential to highlight the **limitations of the information**



**contained in the databases**, particularly with regard to **motivation, perceptions of standards and expectations towards the programme**. These aspects, often complex, **play a significant role in the process of signing and abandoning contracts**.

The **recommendations** made include, among others, 1) **consulting experts specialising in the field**, in order to obtain in-depth perspectives on the educational, motivational and sociological aspects of contract abandonment; 2) **collecting longitudinal data** for an in-depth understanding of the reasons for abandonment, making it possible to track the evolution of signatories over time; 3) **merging different data sources**, such as those of the ministries and others deemed relevant, in order to enrich the analysis of the determinants of participation and completion of the CAI. For example, examining whether signatories have taken courses in other programmes could provide crucial information on external influences. Implementing these recommendations will provide a more complete perspective on the factors that positively or negatively influence the signing and dropping out of contracts, thus facilitating the development of more effective strategies for intercultural living together in Luxembourg.

**Anne Daems** (MIFA) explained that with the entry into force on 1 January 2024 of the [Law of 23 August 2023 on intercultural living together](#), **the CAI will no longer exist in its current form**. Nevertheless, the issues identified by this study, such as the correlation between distance from Luxembourg City and participation in the CAI, will be taken into account when implementing the Citizen's Pact and the intercultural living together programme created by the new law.

**Pierre Weiss** (MIFA) pointed out that **the data used covers a relatively short period**, from 2017 to 2022, which does not always provide enough information for an in-depth analysis of the subject. In order to enrich the multivariate analysis, it would be necessary to combine these data with those from other institutions such as ADEM and MENEJ, while preserving the confidentiality of the information thus merged.

**Nonna Sehovic** (Caritas) suggested **courses via video-conference** in response to the challenges posed by the distance from Luxembourg City. Gesa Schulte (MIFA) mentioned that **civic education courses within the framework of the CAI** are offered in e-learning format for people who do not wish to attend face-to-face classes. **Thematic online workshops**, including language practice activities, are also offered via the [Infolux.lu](https://www.infolux.lu) website.

**Claude Tremont** (MTE) raised the question of causality, wondering whether workers choose to live further away because of the high cost of housing in Luxembourg. He also mentioned the correlation between place of work and choice of residence.

**Joël Machado** (LISER) stressed the **importance of distinguishing between correlation and causation**, highlighting the significant role of characteristics specific to immigrant groups in mutual support. Community dynamics can influence various aspects of life, including societal, administrative and linguistic aspects. It is therefore always advisable to adopt a thorough and nuanced analytical



approach, avoiding hasty causal conclusions, in order to better understand the complex relationships that may exist between these factors.

**Pierre Weiss** (MIFA) addressed considerations of length of stay, sociability networks and social and cultural norms, emphasising the importance of the transnational dynamics of this immigrant population.

**Sérgio Ferreira** (ASTI) raised the issue of the **inclusion of language courses in the Citizen's Pact**. **Anne Daems** (MIFA) replied by saying that the law provides for basic courses in digital form, including **with the help of LLO (Léier Lëtzebuergesch Online)**, which will be made available to members of the Citizens' Pact. **Elisabeth Reisen** (MENEJ) also mentioned **a new, atypical project with Liechtenstein Languages (LieLa)**, which will be an immersive language course to achieve a certain level of Luxembourgish interactively in 8 weeks. There are also plans to test this language-learning model in French and German. The method is currently being adapted for Luxembourg and should ideally be available in 2025.

**Nadine Conrardy** (Croix-rouge luxembourgeoise) raised **the question of linguistic leave (congé linguistique)**, to which **Sérgio Ferreira** replied that the MENEJ's LieLa project represented an opportunity to work with the Ministry of Labour to **adapt linguistic leave to the reality on the ground**. **Anne Daems** (MIFA) stressed that it would indeed be crucial to design the LieLa project in such a way that the courses were attractive and feasible, including for people in professional activity.

To close this part of the meeting, **Anne Daems** (MIFA) asked for **the collaboration of ministries and associations** to help create the modules that will be integrated into the programme of the Citizen's Pact. **Pierre Weiss** (MIFA) stressed the importance of generating supply in order to create demand, for example by promoting practical language learning and the development of empowerment skills. He also highlighted the crucial role of communication and narrative in stimulating subjectivity and motivation.

### 3. Presentation of the *Portail vum Zesummeliewen* and the website *Zesummeliewen an ärer Gemeng* by Ms Anna Kirsch (Division of intercultural living together)

**Anna Kirsch** (MIFA) gave a brief presentation of **two new websites** recently launched by the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees: the [\*Portail vum Zesummeliewen\*](#) and the website [\*Zesummeliewen an ärer Gemeng\*](#).

While the first website represents an entry point for the activities and offers of the Ministry aimed at promoting **intercultural living together at national level**, the second highlights the flagship projects for **intercultural living together within the municipalities**, particularly in the context of the *Gemengepakt vum interkulturellen Zesummeliewen* (Municipal pact for intercultural living together), the municipal advisory committees on intercultural living together, as well as networking and the exchange of good practices.



From 2 January 2024, local authorities will also be able to apply for membership of the *Gemengepakt vum interkulturellen Zesummeliewen* (Municipal pact for intercultural living together) via the website [Zesummeliewen an ärer Gemeng](#).

#### 4. News from ministries and civil society relating to intercultural living together

**Anne Daems** (MIFA) asked the members of the enlarged Inter-ministerial Committee on Integration to share their news.

**Cathrin Nordmo** (MLOG) announced a planned meeting with MIFA colleagues to identify the **synergies between the *Pacte logement* and the future municipal pact on intercultural living together**, as well as possible avenues for collaboration.

**Elisabeth Reisen** (MENEJ) presented the key elements of the new [Loi du 14 juillet 2023 relative à l'accueil, à l'orientation, à l'intégration, à l'accompagnement scolaires des élèves nouvellement arrivés et à la création du Service de l'intégration et de l'accueil scolaires](#). She emphasised the importance of interculturality in the school environment and spoke of a tour to establish collaboration with embassies offering language projects aimed at reinforcing mother tongues, in accordance with the above-mentioned law.

**Nadine Conrardy** (CRL) spoke about **LISKO's "Road4Refugee" project**, launched as part of the AMIF (Asylum, Migration and Integration) Fund 2021-2027 call for projects. As part of this project, DPI/BPI/BPS/BPT people are invited to take part in co-creation workshops, the aim of which is to develop a "serious game" that simulates the various stages in the inclusion of a DPI/BPI/BPS/BPT person in Luxembourg. Nadine Conrardy also announced the **launch of the "HOMA" project**, an open house/intercultural meeting place in Diekirch.

**Claude Tremont** (MTEESS) spoke about **facilitating access to the labour market for third-country nationals** in order to overcome the problem of a shortage of skilled labour in Luxembourg through a change in the law in the [administrative publication Mémorial B no. 2983 of 1 September 2023](#).

**Ben Max** (MDIG) spoke about the **"Kritesch denken an respektvoll matdiskutéieren" project**, an initiative of respect.lu, Centre contre la radicalisation. Winner of the "Digital Inclusion Prize 2023", the project aims to set up interactive online training on the skills needed to participate respectfully in online societal discourse. It is part of respect.lu's **"Dialog statt Hass" project**, which has been co-funded by MIFA since 2020. Both initiatives aim to take preventive measures to **ensure non-discrimination online and combat all forms of radicalisation**, working closely with the public prosecutor's office. They also highlight the need for close collaboration between various ministries and associations and for a collective commitment to tackling challenges that could jeopardise social harmony.

**Anne Daems** (MIFA) shared the following MIFA news:

- The **Anti-Racism NAP** is currently being drawn up. A consultation workshop is still planned with the Ministry of Labour next week.



- The [GRESIL 11](#), which took place on 29 November in Strassen, was a great success. A record of 200 participants, representing some 60 municipalities and 25 associations working to promote integration and intercultural living together, met in Strassen to discuss the local implementation of the law on intercultural living together.
- A "[Frequently Asked Questions](#)" document on the new law will be published on the Ministry website in the coming days.
- The preparation of a new **NAP on intercultural living together** is scheduled for 2024-25.
- The *règlement grand-ducal* specifying the organisation and operation of the **Conseil Supérieur du vivre-ensemble interculturel** is currently being finalised.

Finally, **Anne Daems** and **Gesa Schulte** (MIFA) informed the ministries and administrations that PWC had been commissioned by the Division of intercultural living together to draw up **an inventory of existing projects, activities and programmes** in the ministries and administrations that could be included in the catalogue of the intercultural living together programme. In this context, **PWC will contact the members of the inter-ministerial committee at the beginning of 2024.**

## 5. Various

No other items were discussed at this meeting of the Extended Committee.