



Municipality of Dudelange

Intercultural Profile

July 2019

This report is based upon the visit of the CoE expert team on 11 and 12 July 2019, comprising Ivana D'Alessandro, Head of the Intercultural Cities Unit, Council of Europe, and Kseniya Khovanova-Rubicondo, ICC independent expert. It should be read in parallel with the Council of Europe's response to Dudelange's ICC Index questionnaire, which contains recommendations and pointers to examples of good practice.

1. Introduction



Dudelange (*Diddeleeng* in Luxembourgish) is a town in the south of Luxembourg, located on the French border in the canton of Esch-sur-Alzette and covers an area of 21,4 km². It is the fourth largest municipality in Luxembourg, with a population of 20,869 people.¹ The city is known as a hotbed of iron ore mining and steel manufacturing, and is often referred to as 'Forge du Sud'.

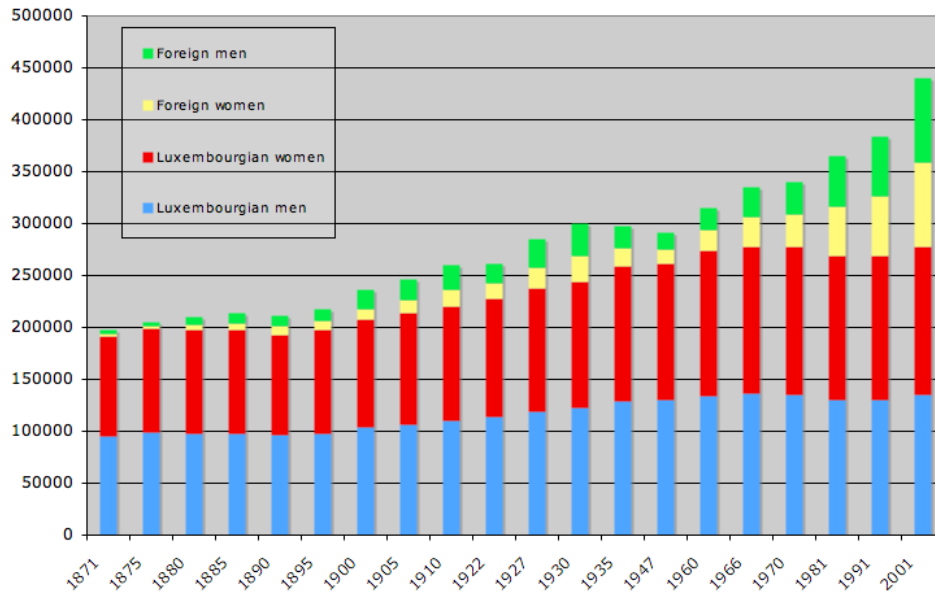
The origins of Dudelange can be traced back to the time of Celts and Romans, more than 2000 years ago. During the Middle Age, the inhabitants of Dudelange – a bit more than 250 people – mainly engaged in rural and artisanal work. It was not until the middle of

the 18th century that some small businesses such as brewery, tannery, distillery and oil mill started to appear.

It is worth noticing that in the mid-19th century, following its independence from the Netherlands in 1839, Luxembourg was a poor agricultural country. Between 1840 and 1870, one-third of the population, or about 72,000 people, emigrated to France and the United States. However, the discovery of iron mineral deposits around 1870, brought a century of wealth to the Grand Duchy, and great numbers of foreign workers arrived to supply labour for the booming iron and mining industries (see Graph 1 below).

¹ The official portal of the Grand Duchy of Luxembourg, 2019 <http://luxembourg.public.lu/en/le-grand-duche-se-presente/luxembourg-tour-horizon/population-et-multiculturalite/index.html>

Graph 1. Foreign Population Trend in Luxembourg, 1871 to 2001 (STATEC)



The discovery of iron ore in 1881 and the construction of a steel plant were, likewise, the determining factors for the development of the city of Dudelange. With the iron and steel industries expansion in the south of Luxembourg, the city's population doubled between 1880 to 1890.



This population growth could not still satisfy the demand for workforce. A massive immigration of foreign workers started at that time. The first large groups came from neighbouring regions of Germany, Belgium, and France. Poles and Italians arrived later, representing a comparatively small part of immigrants (up to 2%) in the region. Given the fact that many of newly-arrived Italians settled in Dudelange, they – in contrast to the rest of the country or region – transformed the demographics of the city in a way that they outnumbered 3 to 2 Germans and 15 to 1 Belgians in Dudelange.

After seeing its population growing from 1,500 to 10,000 inhabitants in the previous three decades, Dudelange received the status of town on 4 August 1907,² following the merge of three communities - Dudelange, Burange and Budersberg.

² Official site of the City of Dudelange <https://www.dudelange.lu/fr/a-propos/histoire>, accessed in June 2019.

2. Background to Cultural Diversity in Luxembourg

The culturally diverse Grand Duchy of Luxembourg is a modern independent state of nineteenth-century creation, whose national identity was shaped much earlier - between 963 and 1443 C.E. when Luxembourg was an independent duchy³. A founding member of the United Nations in 1946, of the Council of Europe and of NATO in 1949, Luxembourg in 1952 was also one of the six countries of what would evolve into the European Union. In 1999, it joined the euro area.

Cultural diversity is a daily reality in Luxembourg, where more than 170 different nationalities come together at work, school, or in the social, cultural and sports realms. Luxembourg's population is fast growing mainly due to its economic situation and positive migration policies.

As of 1 January 2019, Luxembourg counted 613,894 people. Residents with foreign origins represented 47.5% and are reported to be generally younger than Luxembourgers. This is not surprising as relatively high standard of living, high wages and the significant social benefits of the Grand Duchy attracts young jobseekers. The National Institute for Statistics and Economic Studies of the Grand Duchy of Luxembourg predicts Luxembourg's population reaching 1 million people in 2060.

86% of the people with foreign background in Luxembourg are Europeans. The largest communities are: the Portuguese community with 95,516 representatives, which accounts for 15,55% of Luxembourg population; the French community with 46,938 residents, or 7.6% of the population, followed by the Italian community - 22,465 people, the Belgian community - 19,953 residents, the German community - 13,015 people, the Spanish community - 6,801 people, the British community - 5,766, the Romanian community - 5,2092 residents, the Polish community - 4,708 residents, and the Dutch community - 4,207 inhabitants.

As of today, Luxembourg also counts almost 10,000 nationals of Baltic and Scandinavian countries. There are nearly 14,449 Asians, 10,013 Africans, 6,459 Americans (including 2,730 north-Americans), 207 Australians and Oceanians. Tables 1 and 2 and Graph 2 below offer demographics of Luxembourg based on the last census survey carried out by the Statistical Bureau of the Grand Duchy of Luxembourg in 2011.

Table 1. Nationality of people by Birth Place

Country of citizenship	Persons born in Luxembourg		Persons born abroad		Not specified	
Total	306,22	100.0%	205,162	100.0%	970	100.0%
Luxembourg	262,27	85.6%	28,919	14.1%	634	65.4%
Other EU countries	39,191	12.8%	152,241	74.2%	253	26.1%
Portugal	20,022	6.5%	62,262	30.3%	79	8.1%
France	5,140	1.7%	26,260	12.8%	56	5.8%
Italy	5,105	1.7%	12,934	6.3%	20	2.1%

³ See <https://www.everyculture.com/Ja-Ma/Luxembourg.html>

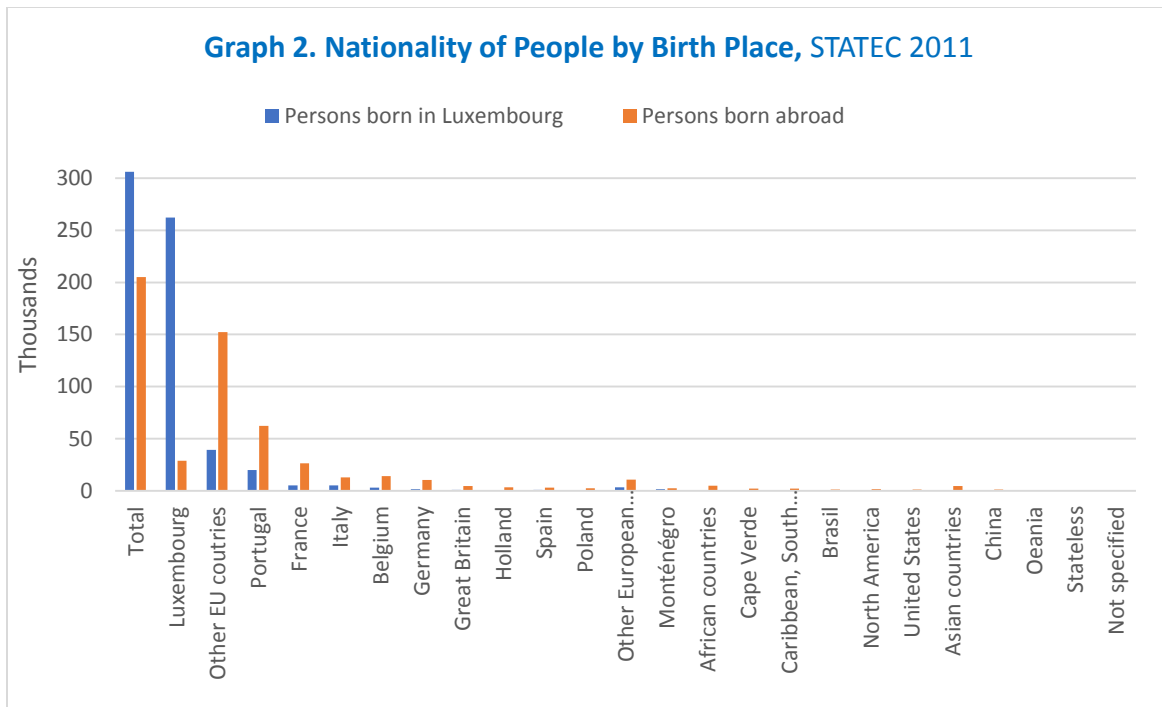
Belgium	2,899	0.9%	14,003	6.8%	24	2.5%
Germany	1,475	0.5%	10,548	5.1%	26	2.7%
Great Britain	946	0.3%	4,521	2.2%	4	0.4%
Holland	650	0.2%	3,234	1.6%	7	0.7%
Spain	758	0.2%	2,898	1.4%	1	0.1%
Poland	258	0.1%	2,440	1.2%	11	1.1%
Other European countries	3,308	1.1%	10,723	5.2%	27	2.8%
Montenegro	1,431	0.5%	2,365	1.2%	18	1.9%
African countries	640	0.2%	4,915	2.4%	10	1.0%
Cape Verde	403	0.1%	2,064	1.0%	5	0.5%
Caribbean, South American or Central American countries	88	0.0%	2,056	1.0%	2	0.2%
Brazil	43	0.0%	1,158	0.6%	2	0.2%
North America	112	0.0%	1,552	0.8%	7	0.7%
United States	74	0.0%	1,214	0.6%	7	0.7%
Asian countries	498	0.2%	4,451	2.2%	14	1.4%
China	295	0.1%	1,307	0.6%	8	0.8%
Oceania	10	0.0%	177	0.1%	0	0.0%
Stateless	93	0.0%	104	0.1%	0	0.0%
Not specified	3	0.0%	24	0.0%	23	2.4%

Source : STATEC - RP2011

Table 2. Population of Luxembourg by Nationality 1961-2011 (STATEC, 2012)⁴

	1961	1966	1970	1981	*1991	2001	2011
Population totale (x1000)	314.9	334.8	339.8	364.6	384.6	439.5	512.3
Luxembourgeois	273.4	278.1	277.3	268.8	269.3	277.2	291.8
Étrangers (x1000)	41.5	56.7	62.5	95.8	114.1	162.3	220.5
dont: - Portugais	0.0	1.1	5.8	29.3	39.1	58.7	82.4
- Italiens	15.7	24.9	23.5	22.3	19.5	19.0	18.1
- Français	5.0	7.2	8.5	11.9	13.0	20.0	31.5
- Belges	5.2	6.0	6.5	7.9	10.1	14.8	16.9
- Allemands	7.9	8.0	7.8	8.9	8.8	10.1	12.0
- Autres	7.7	9.5	10.4	15.5	23.6	39.7	59.7
Étrangers (en %)	13.2	16.9	18.4	26.3	29.4	36.9	43.0

⁴ See <https://statistiques.public.lu/catalogue-publications/luxembourg/2012/PDF-12-12.pdf>



Source: author elaborated graph based on STATEC, 2011 data

As explained, Luxembourg's stable, prosperous economy would not be possible without foreign workers. Nowadays, according to the World Economic Outlook of the International Monetary Fund (October 2018),⁵ Luxembourg has the highest GDP per capita globally and among all Organization for Economic Cooperation and Development (OECD) countries. The country also enjoys 21st place in the 2018 UN Human Development Index (HDI) among 189 world countries.⁶

At the end of the 19th century, first workers from Germany and Italy were recruited to work in the iron industry on a temporary basis. During the 20th century, immigrants' inflow continued contributing to the country's economic and social development. While the government maintained no explicit policy regarding immigration for much of the century, the implicit policy centred on accepting mainly white, Catholic, European immigrants from Italy and Portugal (Graphs 3 and 4).

In reaction to a booming economy and a declining native birth rate, the government endorsed a policy of family-based immigration from 1960 onward, but it did not pass any laws. Rather, the right to bring over immediate family members was stated in its guest-worker agreement with Portugal. At the time, no real debate on permanent immigration took place. Both the government and the public perceived immigration as a "win-win" situation. The only official discourse concerned the successful and smooth integration that all immigrants were supposed to achieve.

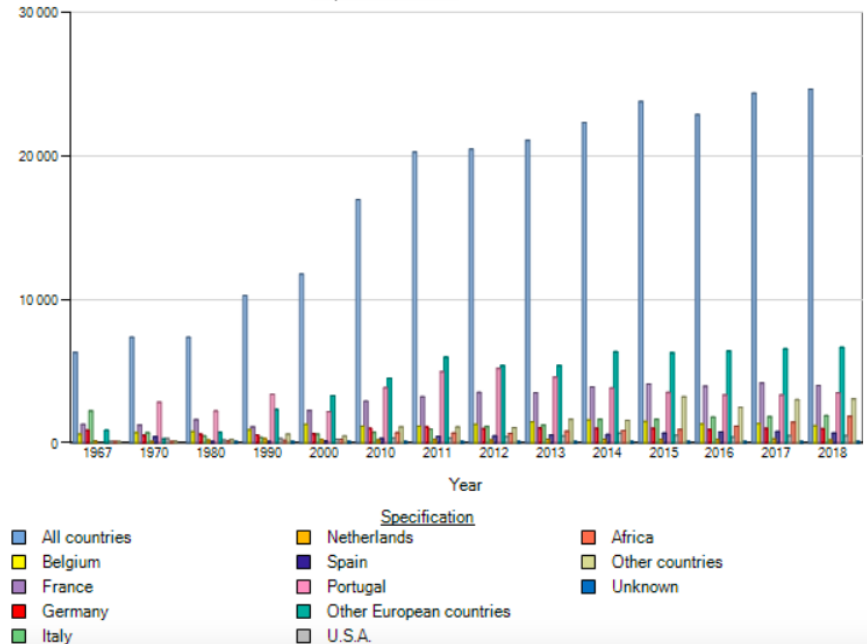
The last quarter of the 20th century was a period of almost full employment. Many new jobs were created in all economic sectors, and the percentage and the number of foreigners in the labour market increased.

⁵ The International Monetary Fund www.imf.org

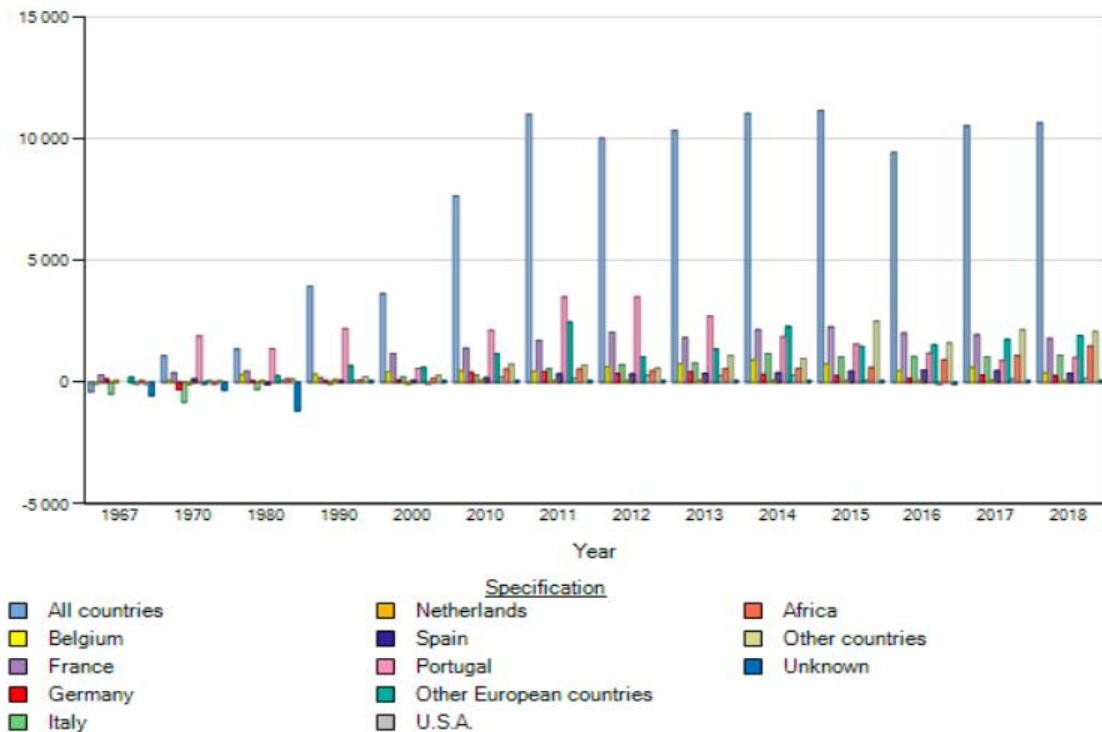
⁶ Human Development Reports, 2018 <http://hdr.undp.org/en/2018>

Helping this trend, in part, was a low population growth rate among the native born, and low levels of women participating in the labour market.

Graph 3. Population Movement in Luxembourg: Arrivals 1967 – 2018 (STATEC, 2018)



Graph 4. Population Movement in Luxembourg : Net Migration 1967 – 2018, (STATEC, 2018)



2.1 National Policy Context

Immigration and integration in Luxembourg are governed by the following laws: Law of 29 August 2008 on the Free Movement of Persons and Immigration (enacted on 1 October 2008), and Law of 16 December 2008 Concerning the Integration and Reception of Foreigners (in force since 1 June 2009). The Law of 16 December 2008, in particular, stipulates that “integration is an endeavour that the State, municipalities and civil society accomplish together”. It provides for the compulsory establishment in each municipality of a consultative committee on integration.

Key players in the domain of State immigration policy include:

- the Ministry of Foreign and European Affairs, responsible for issues relating to immigration in Luxembourg, to the entry and residence of foreigners, the right to asylum, and applications for international protection;
- the Luxembourg Reception and Integration Agency (OLAI - *Office Luxembourgeois d’Accueil et de l’Intégration*), a public agency under the auspices of the Ministry of Family, Integration and Grand Region, entrusted with the implementation and coordination of the reception and integration policy for foreigners settling in the Grand Duchy of Luxembourg;
- the National Council of Foreigners, an advisory body created by the law of 16 December 2008 concerning the reception and integration of foreigners in the Grand Duchy of Luxembourg. It is tasked with studying, on its own accord or tasked by the government, all questions concerning foreigners and integration.

The role of the municipalities is regarded as crucial in promoting the integration of foreigners into the host society and the coexistence of all residents⁷. Given that municipalities are close to the people and are the most familiar with on-the-ground realities and the needs of the population, it was first in 1989 and later in 2011 with the creation of the advisory committees (“commission consultative communale d’intégration”) on communal integration that these committees became key partners in integration at the local level, building bridges and connections among foreign residents and Luxembourgers, as well as between foreigners and elected politicians.

In order to share existing experiences with all municipalities, the OLAI, in cooperation with SYVICOL (the Association of Luxembourg Cities and Municipalities) and ASTI (the Association for the Support of Migrant Workers), have created a platform for meetings and exchanges between municipal actors. Called GRESIL (Group for Exchange and Support on Integration at Local level) the platform promotes information sharing, networking and the exchange of best practices on integration. Actually, GRESIL was born following the 2nd National Conference on Local Integration 2017, organised by the ASTI, emphasising the strong interest and need for Luxembourg’s municipalities to co-operate in the domain of integration and living together.

Dudelage has taken an active and committed part in its predecessor meetings since 2015. Professionals of the city’s office for equal opportunities and the local community work cell “Service Ensemble”, as well as members of the local integration commission participate regularly in GRESIL meetings and other networking events on national level.

⁷ The Grand Duchy of Luxembourg is divided into 102 municipalities. There are no provinces or departments in Luxembourg.

The ASTI, together with CLAE (the Liaison Committee of Foreigners' Associations / *Comité de liaison des associations d'étrangers*) are considered to be among the most active in Luxembourg in terms of foreigners' support. Founded in 1979, the ASTI works to achieve equal rights and voting rights for everybody, focusing on the participation of immigrants in political life. The association addresses several of the challenges faced by refugees, asylum seekers and irregular immigrants. It has initiated numerous projects and assistance services for children, teenagers and adults, of all nationalities. The CLAE (1985) seeks to achieve equal rights for all people living in Luxembourg and recognition of all immigrant cultures. For that purpose, the CLAE organises various projects and round-table discussions, as well as celebrations and events such as the Festival of Migration, Culture and Citizenship.

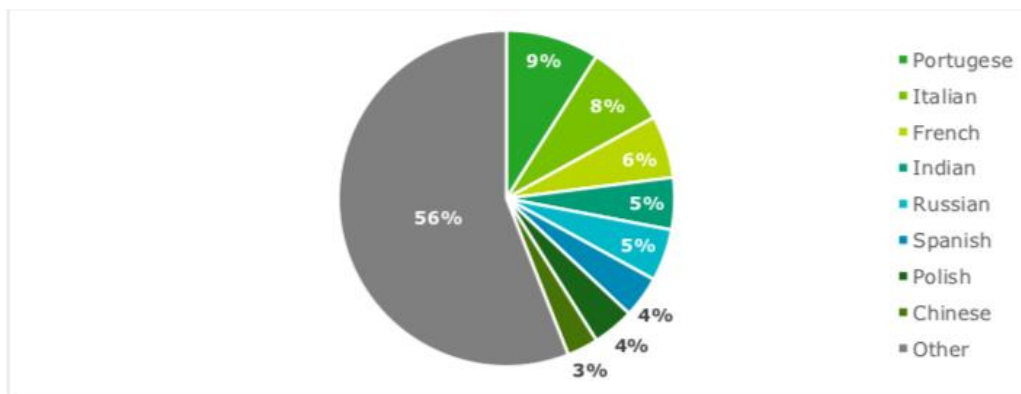
In its turn, the OLAI works closely with many foreigners' organisations and integration NGOs in the Grand Duchy of Luxembourg. It has established a new allocation procedure for subsidies to associations, consistent with the procedure of the Ministry of Family and Integration. All grant applications are treated equally based on defined submission criteria that include a draft budget and supporting documents.

In addition, following the adoption of the law of 16 December 2008 on the reception and integration of foreigners in Luxembourg, and focusing on the aspect of foreigners' integration and social action in their favour, the OLAI launched the Welcome and Integration Contract (CAI – *Contrat d'Accueil et d'Intégration*) in 2011. The goal of the CAI is to facilitate the integration of the foreign population into Luxembourgish society by encouraging and empowering them. Open to all residents over the age of 16, the contract offers an orientation day, language training and civic classes. In 2017, 802 people of 100 different nationalities signed the CAI (Graph 5). Since its launch, the OLAI has registered 6.208 signatories (an average of 1.000 signatories per year).

Local social services in Dudelange provide newly arrived citizens with information about the CAI and encourage them to take part in this programme on national level.

Beside the Ministry of Foreign and European Affairs – which is primarily in charge of the issues relating to national, European and international immigration and asylum policy, and oversees retention centres for asylum seekers and housing for the reception of immigrants – the Luxembourg Red Cross' Migrants and Refugees service welcomes, guides, and assists migrants, in particular applicants for international protection, during their stay in Luxembourg.

Graph 5. Nationalities of CAI signatories in 2017



Source: OLAI – Annual Report 2017

Intersectional Perspective

In Luxembourg, few data and studies are available on the situation of lesbian, gay, bisexual and transgender (LGBT) persons. At the same time, the society is characterised by a high degree of openness on the matter. For example, the awareness campaign and discussions surrounding the adoption of the Marriage Equality Act were regarded very positively. Since 1 January 2015, marriage has been open to same-sex couples, and all married couples have equal rights, including the right to adopt children. The marriages of the Prime Minister and the Deputy Prime Minister under the new Act resulted only in few intolerant remarks. The pride marches (GayMat) organised every year in Esch-sur-Alzette by the LGBT communities are regarded positively.

In Dudelange the city supports the locally-based association Alter & Ego by providing materials and a room for their training activities. Their trainings include a course on LGBTIQ* affairs, held together with the specialised association CIGALE (Gay & Lesbian Information Centre) and which is constantly booked by Luxembourg's social organizations to train their personnel.

Luxembourg is one of the not many countries, where the government extended criminal-law protection against hate speech to transgender persons. Placing a broad interpretation on the provisions on incitement to hatred, the courts in Luxembourg thus also punish racist insults and defamation. It should be noted that public prosecutor's office and the courts in Luxembourg respond firmly to hate speech, including in relation to LGBT. Victims of hate speech on-line can report hateful remarks and seek help and advice via specific web. A campaign to raise awareness about the hate speech phenomenon and its dangers was carried out in the Grand Duchy in 2016.

Asylum and International Protection

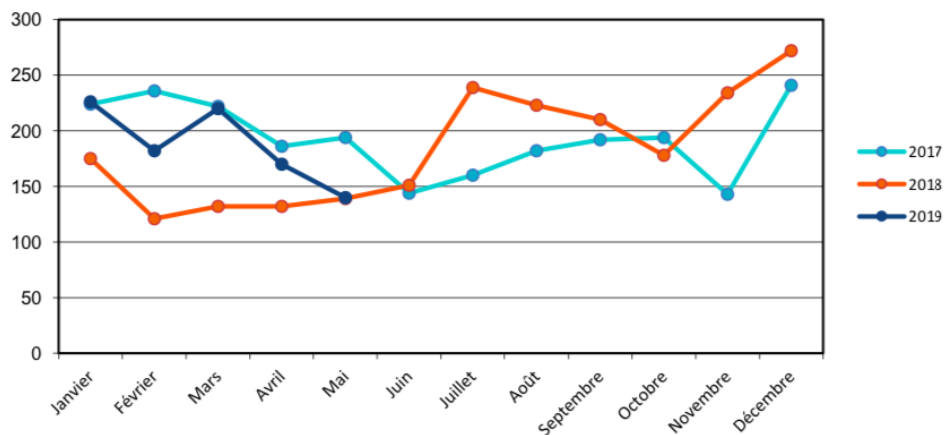
In the early 1990s, Luxembourg received in total over 2,000 asylum seekers, mainly from Bosnia and Herzegovina. At the time, there was no legislation on asylum in place although in 1953 Luxembourg ratified the UN's 1951 Convention relating to the Status of Refugees and acceded to the 1967 Protocol in 1971. The government instructed asylum seekers to find employment and accommodation, allowing them to stay in the country as permanent migrants eligible for naturalisation after five years.

Following the crisis in the Balkan region, on 3 April 1996, the Luxembourg parliament passed the country's first law regulating asylum and outlining the procedure for application. Over the course of an armed conflict in Kosovo in 1998 - 1999, Luxembourg received 5,340 asylum applications, the most of which came from people fleeing the region. Only 4 % of the applicants obtained protection status. In the spring of 2001, Luxembourg's government launched a regularisation campaign to grant a legal status to unsuccessful asylum seekers who had remained in the country even after their applications were rejected. Those who met the government's conditions were given six months to find a job. The decision to regularise the existing situation was not controversial. In the 1970s, most Portuguese immigrants were in a situation of irregular residence but could overcome these situations by counting on employers ready to sponsor their work permits. Traditionally, economic needs superseded official procedures.

The most recent statistics on international protection in the Grand Duchy of Luxembourg⁸ (May 2019) indicate 938 as the total number of asylum seekers for January-May 2019, which is higher than the same period last year (699) and below 2017's figure (1,062). Eritrean nationals represent the highest proportion (31.8%) of international protection applications in 2019. Syrians represented 8.7%, Afghans 7.2%, Iraqis 6.7% and Algerians 3.9%. Between January and May 2019, the immigration service delivered 316 asylum application rulings: 36.2% were transferred to another EU country under European rules, 32.1% were successful, 16.4% were refused, 9.8% were withdrawn by the applicant, and 5.4% were declared inadmissible.

As a response to the more recent arrival of large numbers of asylum seekers, the city officials of Dudelange decided to open a shelter structure on local grounds. Built in 2015 on a former industrial site and integrated into a local neighbourhood, the Reception centre is a temporary container construction. Under a contract of 7 years between the City, OLAI and the Luxembourgish Red-Cross who runs the centre, up to 77 people can stay here during their asylum procedure. When granted asylum or subsidiary protection, many of the people try to find housing in Dudelange, considering they have found a new or second hometown here.

Graph 6. Number of applications for international protection In Luxembourg



Source: STATEC

Integration of beneficiaries of international protection (BIPs)

The Ministry of Family Affairs, Integration and the Greater Region, and the OLAI collaborate closely with the Luxembourgish Centre for Integration and Social Cohesion (LISKO) as well as with Caritas on the issues of BIPs' integration.

Two key functions of the LISKO include offering individual support to refugees in their first steps in the country, such as: i) interpretation and translation, empowerment, and building intercultural understanding; ii) connecting refugees with social services and associations aiming to encourage interaction with local population; iii) networking with different institutions, such as schools, health

⁸ <https://statistiques.public.lu/fr/actualites/population/population/2019/06/20190617/20190617.pdf>

services, psychological services, housing services and promoting community based work within different municipalities. In 2017, the LISKO followed a total of 1.865 individuals, including 1.047 adults (56%) and 818 minors (44%). For the most part they were non-EU nationals, Syrians and Iraqis being the most represented. The LISKO also organised 36 workshops for 250 participants to disseminate information on access to employment, housing, integration, moving and administrative procedures.

Caritas, in its turn, launched in July 2016 a new programme “*Neien Ufank*” receiving financial support from the *Oeuvre Nationale de Secours Grande-Duchesse Charlotte*. *Neien Ufank* aims to establish an integration programme to support 120 refugee households and their families once they leave the refugee centre. The programme focuses on 3 main areas:

- Social inclusion through refugee housing: this topic is addressed in the section “Public spaces, neighbourhoods and ethnic mixing” of the present report.
- Professional (re)-integration of refugees: Caritas offers the participants of the “*Neien Ufank*” programme to undergo an assessment of their professional skills and supports and guides them in order to increase their skills by, for example, offering them free language courses.
- Social support of refugees: Caritas supports refugees by introducing them to their neighbours, helping and guiding them through the administrative procedures in municipalities, finding local associations, etc..

The individual integration processes are closely followed and documented in order to create a wide-ranging expertise aiming to replicate the programme on a larger scale.

The City of Dudelange itself has limited social housing at its disposal, managed by the City together with the local Social Services with its *Housing Cell*. For housing of people in need, the city and its social department work together with actors like *LISKO*, *Neien Ufank* (both mainly for refugees) as well as *Wunnengshëllef*, *Coup de Pouce*, *Perspectives*, *Agence immobilière sociale* (different target groups).

The City is working to enhance the offer in housing support by creating a municipal office for housing as a specialised professional local structure, since housing is one of the major economic and thus social challenges in the country.

Evolution of the Public Discourse on Immigration and Integration

Unlike other EU Member States, Luxembourg is characterised by low unemployment, and the economic integration of new immigrants has generally not been a political issue. However, the arrival of a significant number of asylum seekers in the late 1990s changed the situation. Luxembourgers were accustomed to foreigners who usually found employment quickly thanks to the healthy job market, but since the government did not allow asylum seekers to work, references to jobless foreigners became widespread.

Luxembourg's traditional political parties have generally held a welcoming attitude toward immigrants, a position the openly right-wing party *National Bewegung* (National Movement) has not been able to challenge. The populist Alternative Democratic Reform (ADR) party is not openly xenophobic but believes in restricting all types of immigration. ADR has been able to capture votes from the right-leaning electorate of the Christian Socialist (CSV) party and has influenced the country's other parties with regard to their position on immigration.

Overall, very few young people with migrant background say they have been victims of discrimination: 11% of nationals of third countries (outside the EU) state that they belong to a group that is a victim of discrimination (OECD, 2015). At the same time, 37% of the population feels that racial discrimination has risen in Luxembourg in the last few years (CET 2015:⁹ 17. 35% think the same applies to discrimination on religious grounds).

The tightening of border controls since the attacks of September 11, 2001 affected Luxembourg in its own way. On the eve of the attacks, Luxembourg's small Muslim community was close to obtaining both formal recognition and public financing – already granted to the Catholic, Protestant, Orthodox Christian, and Jewish communities – when the weekly magazine *Le Jeudi* accused the country's Muslims of being connected to radical Islamists. There were no openly anti-Islamic reactions, but suspicions developed concerning the putative links between the Luxembourgian Muslim community and radical Islamist organisations.

Nevertheless, with time, this situation was overcome and, as of 2018, 16 Islamic associations and 11 places of worship – mainly in larger southern communities – were listed in Luxembourg, which confirms formal recognition of Muslim community in Luxembourg today. The majority of the associations are financed by donations of their members. In addition, annual state aid to the Muslim community is provided by Luxembourg government, the amount of which has increased from 2.480 to 450.000 euros since 2015.¹⁰

Taking into account the importance of the effective integration policies implementation for Luxembourg, the state and some municipal authorities – including the City of Dudelange – have given priority to this subject. Although, at the national level, the responsibility for this matter still lies primarily within the OLAI, different ministries of the Grand Duchy act as the driving-force for relevant policies.

A more focused and coordinated intercultural strategy at the national level could boost Luxembourg's capacity for immigrant integration. Drawing up such a plan with clear objectives could ensure more targeted and coherent integration policies. It would also serve as a tool for allocating the responsibility for implementing various measures to the key players: the ministries and other authorities in the fields of education, employment, housing and health.

3. Local Diversity and Policy Context

As demonstrated earlier in this report, the City of Dudelange has evolved as a multiethnic community, whose demographics were shaped by various economic and political processes marked by successive waves of migration. As of today, the city counts more than 8450 foreigners (40% of its population) of 104 different nationalities. The largest minority group is Portuguese, it represents 21% of the inhabitants. The other major nationalities residing in the city are from the European Union (French, e.g. represent 5.27%). The official Statistics Portal of the Grand Duchy of Luxembourg¹¹ that tracks data for all communities in the country, reveals a rather dynamic character of population movements in the City of Dudelange within the last few decades. For instance, within the period between 1990 and 2018, arrivals (first columns in graph 7 below) always outnumbered departures (second columns). These data lead to conclude that the most important population growth in Dudelange was experienced in 1990, 2017, followed by 2018.

⁹ Centre for Equal Treatment, CET (2016), Rapport d'Activités 2015.

¹⁰ See www.wort.lu "Le «très dynamique» culte musulman au Luxembourg », February 2019

¹¹ <https://statistiques.public.lu/stat>

Graph 7. Population Movement, Dudelange, 1999 - 2018

Migration movement of the population by canton and municipality 1990 - 2018 

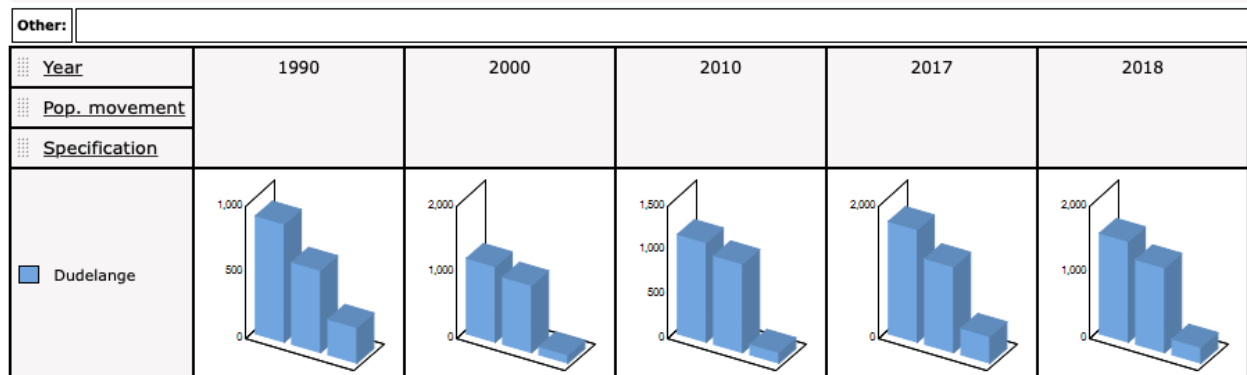


Table 3. Population Movement, Dudelange, 1999 - 2018

1990			2000			2010			2017			2018		
Arrivals	Departures	Net migration	Arrivals	Departures	Net migration	Arrivals	Departures	Net migration	Arrivals	Departures	Net migration	Arrivals	Departures	Net migration
↑↓	↑↓	↑↓	↑↓	↑↓	↑↓	↑↓	↑↓	↑↓	↑↓	↑↓	↑↓	↑↓	↑↓	↑↓
893	623	270	1,145	1,019	126	1,130	1,007	123	1,703	1,299	404	1,524	1,283	241

Source: <https://statistiques.public.lu/stat/>

Intercultural relations and diversity management are part of the policy making process in Dudelange, that fosters cooperation between the municipal council and a range of local and international organisations. The "Integration Strategy for the City of Dudelange" (available in three languages – Luxembourgish, French and German) emphasises that "equal opportunities and respect for diversity are important basic principles in the promotion of integration and inclusion".

The city also promotes the acquisition of intercultural and diversity management skills among its employees and agents. For instance, different types of trainings focusing on interculturalism, gender mainstreaming, diversity management and inclusion – for social and public service professionals – have been set up with experts in the field (e.g. Luxembourg Red Cross, ASTI, Alter & Ego Asbl., info-handicap, BrainiAct Asbl., ...) In-house trainings are available every year, supporting the personnel to manage challenges in their daily work.

For example, a recent training series on the reception of asylum seekers and third-country migrants included 3 modules:

- Module 1: Legal and practical bases of assistance to asylum seekers and third-country migrants (3h)
- Module 2: My work in the multicultural context (6h)
- Module 3: Psychosocial aspects in social work with refugees and vulnerable publics (3h)

A more intense three-day training on critical incidents, cross-cultural negotiation and the fields of application of intercultural competences was held on 20, 27 February and 6 March last year. Moreover, the city runs internal seminars on intercultural or 'easy language' skills for its administrators.

To promote the intercultural dialogue within the local community, different departments of the city administration as well as the Service Ensemble offer manifold projects, workshops and events throughout the year, that are aimed at bringing people together, improve social networks of individuals and create an atmosphere of mutual respect and well-living together.

Relevant to this, a national framework in the form of Communal Integration Plan (CIP) exists in Grand Duchy to encourage municipalities to set up their own integration action plan on their territory. Luxembourg government provides financial support to municipalities in their setting up of CIPs, which is independent of future election campaigns. Since the inclusion of non-Luxembourgers on the electoral lists is part of the integration process, municipalities are free to include awareness-raising actions in their CIPs. In 2017, five municipalities were granted integration projects subsidies amounting to a total of 16.284€; subsidies for Municipal Integration Plans were granted to 11 municipalities for a total of 50.000 euros.

4. Governance and Democratic Participation

The Grand Duchy of Luxembourg – the only country with this status in the world – is a parliamentary democracy in the form of a constitutional monarchy, with hereditary succession in the Nassau family. It has been an independent sovereign state since the Treaty of London was signed on 19 April 1839.

The institutions of Luxembourg are organized according to the principle of separation of powers. In the Luxembourg institutional context, this separation is flexible since there are many relations, particularly between the executive and the legislative branches.

However, the judiciary remains completely independent.

The legislative power resides with the Parliament, the government and the Council of State. Together with the government and its responsible members, the Grand Duke forms the decision-making body of the executive power. The courts and tribunals are responsible for exercising the judicial power. The country's stability is incidentally reflected in the fact that changes in governments occur smoothly: in the past, two of the three main political parties – the Christian-Social People's Party, the Luxembourg Socialist Workers' Party and the Democratic Party – have generally been involved in the forming of coalition governments following legislative elections that take place every five years. As in other EU countries, voting is compulsory in Luxembourg for all citizens. The refusal to vote may be punished by a fine.

Parliamentary elections are held every five years. The Luxembourg population elects the 60 members of Parliament (*Chambre des députés*) through a universal, proportional suffrage. The last parliamentary elections in the Grand Duchy were held on 14 October 2018. The next legislative elections are going to take place in 2023. Every five years, Luxembourgers also elect, by direct universal suffrage, six representatives of Luxembourg to the European Parliament. The last European elections took place on 26 May 2019.

The Law of 4 February 2005 on the national referendum is the framework law laying down the procedures to be followed for the organisation of a referendum as provided for by the Constitution. The last national referendum was held on 7 June 2015.

Municipal elections in Luxembourg are held every six years. Every municipality of the Grand Duchy is led by a municipal council, which comprises the mayor, alderpersons and municipal councillors. The members

of the council are directly elected by the inhabitants of the municipality who are entitled to vote. The number of members of the municipal councils varies according to the municipality's population, and it is always uneven.

Nationals of other Member States of the European Union residing in the Grand Duchy may be allowed to participate not only in the European elections, but also in municipal elections. In addition, municipal elections are open, subject to certain conditions, to non-EU nationals.

Voters in the Grand Duchy represent 57.4% of the total population – Luxembourgers and foreigners – aged 18 and over. People aged 60 and over account for nearly a third of the voters. Half of the voters are employed (49.9%) and a fifth is retired (21.1%). 2.6 % of the voters are unemployed and 7.8% are school or university students. A little more than half of the voters (51.1%) are employed in the private sector, and nearly half (44.3 %) work in the public and broader public sector, i.e. in public administration, education, health and social work and only one voter out of ten works in industry and construction.

Voters in Luxembourg can be broadly divided into three groups. The "skilled white collar" group (executives, intellectual and scientific professions, technicians) that represents 47.3% of the total electorate. Their share is the highest in the voter district Centre (57.3%) and lowest in the northern district (39%). The "unskilled blue collar" (manual workers) account for 11.3% of the electorate. The most common type of voters is the "couple with child(ren)" group – 37.2%. In the total electorate, the proportion of people living in households consisting of a couple without child(ren) is 23.2% and the proportion of people living alone is 17.0%.

Notwithstanding the universal right to vote, the active participation of women in politics developed very slowly. Only one woman managed to enter Parliament in the first general election in 1919. Between 1931 and 1965, the Chamber of Deputies no longer had any female member. In 1967, the first woman entered the Luxembourg government. Following the 2009 parliamentary elections, women accounted for only 20% of elected MPs and 27% of ministers. Following the 2011 municipal elections, 4 out of 5 seats on municipal councils are held by men. These rates do not reflect gender representation in the population as a whole. Equal representation should mean 50%.¹²

Encouraging participation in local elections

Foreign residents who have reached the age of 18 on the day of the municipal elections and who have resided for at least five years in Luxembourg, based on their registration on the electoral lists, have the right to participate in local elections in Luxembourg.¹³ In January 2017, to encourage foreign residents to register on the electoral lists and to participate in local politics, the Ministry of Family Affairs, Integration and the Greater Region launched an awareness-raising campaign entitled "I can vote" amongst Luxembourg's foreign population. This campaign provided information on the rights and procedures relating to local elections and encouraging registration on the electoral roll.

In the framework of this campaign, the OLAI provided interested municipalities, associations, professional chambers, local and national sports and leisure organisations, as well as the media, with free and easily comprehensible promotional material, and a website available in five languages was launched in 2017.

¹² Source: [Ministry of Equal Opportunities](#), 'Lives of Legendary Women' ('Vies de femmes-Femmes légendaires') brochure, Luxembourg City Tourist Office

¹³ OLAI Annual report 2017

“Multipliers” raising awareness of the importance of political participation amongst the foreign population were trained in October 2016. Since October 2016, the OLAI has launched multiple calls for projects aimed at non-profit organisations wishing to organise complementary actions or projects for this planned national campaign.¹⁴

Ever since the first national launching of these campaigns aimed at possible foreign national voters, the local integration commission and the Service Ensemble put the campaign in action via multiple events, information booths, flyer distribution etc.

Luxembourg model

Luxembourg appears to be one of the countries in which negotiation and dialogue, practiced at every level of economic and social life for around sixty years, form the foundation for peaceful industrial relations which, in return, have resulted in social progress, social justice and respect for labour. Proceeding via consensus has sometimes been called the ‘Luxembourg model’. It has contributed to the stability and development of the economic and social policy of the country, as well as its economic diversification.

Social conflicts are almost non-existent in Luxembourg due to the constructive dialogue between unions, employers and government. The ‘Luxembourg model’ has led to a national consensus on the necessary measures to subdue the structural crisis of the 1970s and 1980s and to stimulate economic growth. Coalition governments – combining two of the three largest political parties – have contributed their share to stability and economic policy development.

The ‘Luxembourg model’ is based on an institutionalised and continuous dialogue between the government, employers and unions on important economic and social issues, aimed at finding a consensus. It was implemented in the 1970s, following the severe steel crisis that threatened to deeply shake foundations of Luxembourg society. The Law of 26 July 1975 authorised the government to implement measures intended to prevent redundancies due to a slowdown in the economic cycle and ensure the job market. At the same time, it created the Economic Committee in its ‘tripartite’ ‘government-employers-labour’ composition, responsible, among others, for closely monitoring the evolution of the economic situation and making a report to the government once a month. The tripartite approach helped to avoid the dismissal of thousands of steel workers and to restructure and modernise its steel industry to meet the contemporary requirements of the sector.

Although it is through the development of the steel industry that the Grand Duchy laid the foundations of its current economic success, sectoral tripartite emerged, and the search for consensus on economic and social issues in such a consultative body has become the norm. The Luxembourg financial sector – strengthened by the development of communication technologies – has grown remarkably relying on the same foundations. Conceived as an instrument of crisis, limited in time and to one sector (steel), the tripartite has become a kind of institutionalised and permanent platform for dialogue. Nowadays, four institutions guarantee a permanent social dialogue: the Economic Committee, the Economic and Social Council, and the Tripartite Coordination Committee and the Tripartite Steel Conference.

¹⁴ OLAI «Appels à projets 2016 aux Associations sans but lucratif dans le cadre de la campagne d’information et de sensibilisation à l’attention des étrangers en vue de leur inscription sur la liste électorale pour les élections»

Local level

Municipality is the sole level of application of the principle of territorial decentralisation in Luxembourg, which is divided in 102 municipalities. There are no provinces or departments in the Grand Duchy. Every municipality is led by a municipal council, which comprises the mayor, alderpersons and municipal councillors. Dudelange city council includes 19 members.

The current mayor of Dudelange, Mr. Dan Biancalana,¹⁵ – who was first elected to be an aldermen in 2005, then to be mayor in December 2014 and re-elected as such in October 2017, belongs to the Luxembourg Socialist Workers' Party (LSAP) and has foreign roots. His key priorities include modernisation and harmonious development of the city, its centre and neighbourhoods, citizen participation, intergenerational relations and social cohesion. Mr. Biancalana was president of the LSAP Dudelange¹⁶ between 2012 and 2016 and is a member of the LSAP Executive Board at the national level. He was elected member of parliament in 2018 and since holds his double-mandate.

As for democratic participation, the municipal council of Dudelange will soon be assisted by two citizen panels to accompany its decisions, including regarding the city budget. In the fall 2019, the first group is to be formed, the second one will follow at the beginning of 2020. The first group will include 15 randomly selected inhabitants. These 15 citizens will be accompanied in their mission by an elected official and a neutral moderator. This citizen council would have the authority to seize a subject of its choice, work on proposals and submit a report to the council of mayor and aldermen. The role of the moderator will be to separate the 'wishful' from possible since many actions that affect the daily life of its residents are governed by the state level.

As for citizen consultation, Dudelange acquired its first experience in 2011, when focusing the discussion with citizens on the future of the brownfield *Nei Schmelz*. The revision of the development works in the area was also conducted through public consultations in 2015. Similarly, the residents draw the map of the local bus lines. The City of Dudelange is also planning to establish participatory budget practice by 2021. For this, 150 men and women will be selected from the pool of people involved in the city's life (currently or in the past) to form a group that would be solicited regularly by the city council on specific topics. Projects resulting from citizen participation are planned to be implemented in 2022.

5. Education and training

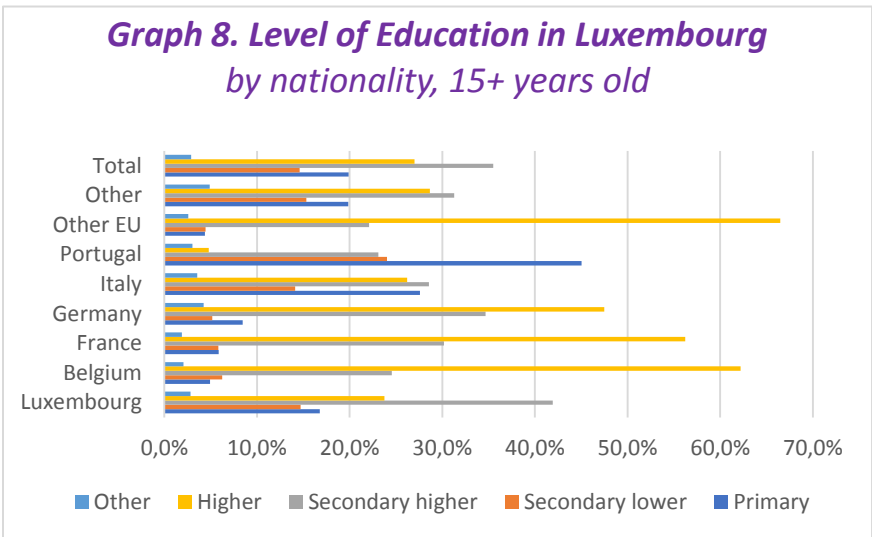
Luxembourg is one of the most active countries in the field of adult education in Europe, together with Scandinavian countries and the Netherlands. 27% of the population aged 15 years and over and not pursuing studies hold a higher education degree. This percentage is slightly higher for men than for women (29.7% against 24.5%). At the same time, population with primary education level does not exceed 20%. The proportion of people with lower secondary education is 14.6%, 35.5% of the population has upper secondary education level.

¹⁵ Before becoming a mayor, Mr. Biancalana served as the 3rd and 1st alderman in the city and engaged in the work on the issues relevant to youth, integration, mobility and public safety. Since 2006, he has been also a member of the Syvicol Committee (Syndicat des Villes et Communes Luxembourgeoises) and one of its vice-presidents since 2014. His interest in the development of the "southern" region of Luxembourg led him to hold the presidency of ProSud and the Regional Office of Tourism (ORT) South from 2014 to 2018.

¹⁶ The Luxembourg Socialist Workers' Party (LSAP) <https://www.lsap.lu/diddeleng/fr/>

Since 2001, an increase in education levels has been observed. The share of tertiary education increased from 19.6% in 2001 to 27.0% in 2011. Foreigners are overrepresented at two levels of education: primary and tertiary. 24.4% of foreigners have primary education level against 16.8% of Luxembourgers; 31.8% of foreigners have tertiary education versus 23.7% of Luxembourgers.

The level of education has a great influence on the kind of professional activities pursued. 88.6% of people working in intellectual and scientific professions have a tertiary education, while they represent only 1.8% of those in elementary occupations. 57.4% of people born in the Grand Duchy, with a tertiary education level, acquired their degree abroad, of which 90.7% are master or doctorate degrees. The level of



educational attainment appears to be a primary determinant of participation in adult education: among those who obtained lower secondary education, participation rates in adult education is 55%; 68% of those who completed secondary education continue their adult education, and more than 80% for those with a tertiary education participate in adult schooling.

Source: author elaborated graph based on STATEC 2011 data

Integration Challenge in Schools

Different ethnic origins of local schools' students is the norm in Luxembourg. In 2004, immigrant children made up 41.4% of all students in elementary schools, 13% of high school students, and 60.4% of those in post-secondary technical education, according to the Ministry of Education. While the drop-out rate is 4.9% for all children, the percentage is higher for immigrant children. For instance, while Luxembourgers are around 3.6%, Cape Verdeans children dropping out the school represent 11.9%.

While the ranking of Luxembourg in the field of adult education is among the highest in Europe, the country's position is below average in public education among all OECD countries according to the last two reports from OECD's Programme for International Student Assessment (PISA, 2015). Both reports emphasised the selective character of Luxembourgian education and its socially unfair character, which exacerbates social inequalities instead of reducing them. The result is a large number of failures. Indeed, at the age of 15, half of children would have repeated a class at least once. There have been some parliamentary documents and debates on the educational situation of immigrant children over the past 25 years, but they have not led to any far-reaching legislative actions.

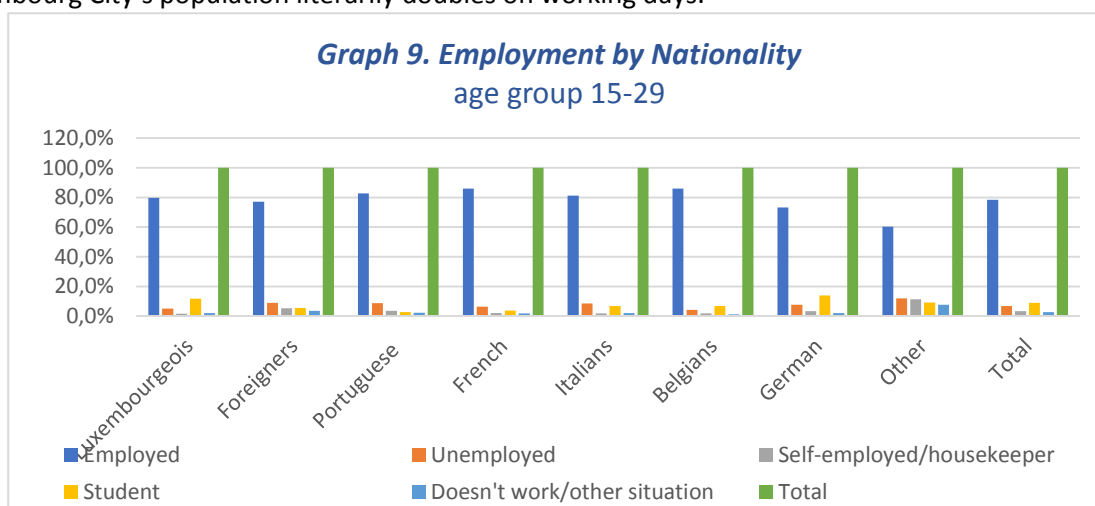
This situation is partially explained by Luxembourg's trilingual instruction. Proficiency in Luxembourgish, German, and French (all three official languages are used in the education system) is required for graduation from a secondary school, but half of the students leave school without a certified qualification.

As of today, efforts have been made in the area of language teaching, and some pilot projects have been organised by teachers and by the Ministry of Education.

6. Employment and business

The Luxembourg labour market is very dynamic. At the end of the first quarter of 2019, the country had 431,462 employees, including 233,801 residents and 197,661 border workers, who make more than 45% of the people working in Luxembourg. Luxembourg achieves an unemployment rate below the European average: the rate of 5.5% was reported in May 2019.

The number of border workers has been growing constantly within the last decades. More than 50% of employed residents are foreigners, 43% from the European Union and 7% from outside the EU. Luxembourg’s professional world is very diverse and the Grand Duchy provides a number of opportunities for learning different languages and for improving one’s professional skills. In most cases these are not provided for free. According to the latest figures from STATEC¹⁷ (1st quarter 2019), almost 198,000 cross-border workers cross the French, Belgian and German borders every day to come to work in Luxembourg and leave for France (103,775 employees), Belgium (47,156) and Germany (43,731) in the evening. The Luxembourg City’s population literally doubles on working days.



Source: author elaborated graph based on STATEC 2013 data

More and more of international companies – such as Amazon, Ferrero, BGL BNP Paribas, and large audit firms – settle in Luxembourg, which is also home to a number of European Institutions, including the Court of Justice, the Tribunal of First Instance, the General Accounting Office, the European Investment Bank, the Secretarial Office of the European Parliament, and several departments of the European Commission. Nowadays, almost 10,000 international EU officials live in Luxembourg and constitute about 5% of the resident working population.

The subject of employment – by age, nationality and gender – deserves particular attention in Luxembourg. It is estimated that in Grand Duchy, the young people’s transition from education to the labour market begins at the age of 15 and ends at around 30. At the age of 29, 83.7% of young adults in Luxembourg are employed, 4.1% of whom work in their own households and only 3.2% are still in

¹⁷ Statistics Portal of the Grand Duchy of Luxembourg www.statistiques.public.lu/en

education. In 25-29 age group, the share of unemployed is much higher for people with lower education. In this age group, people with low education are working more often in their own households.

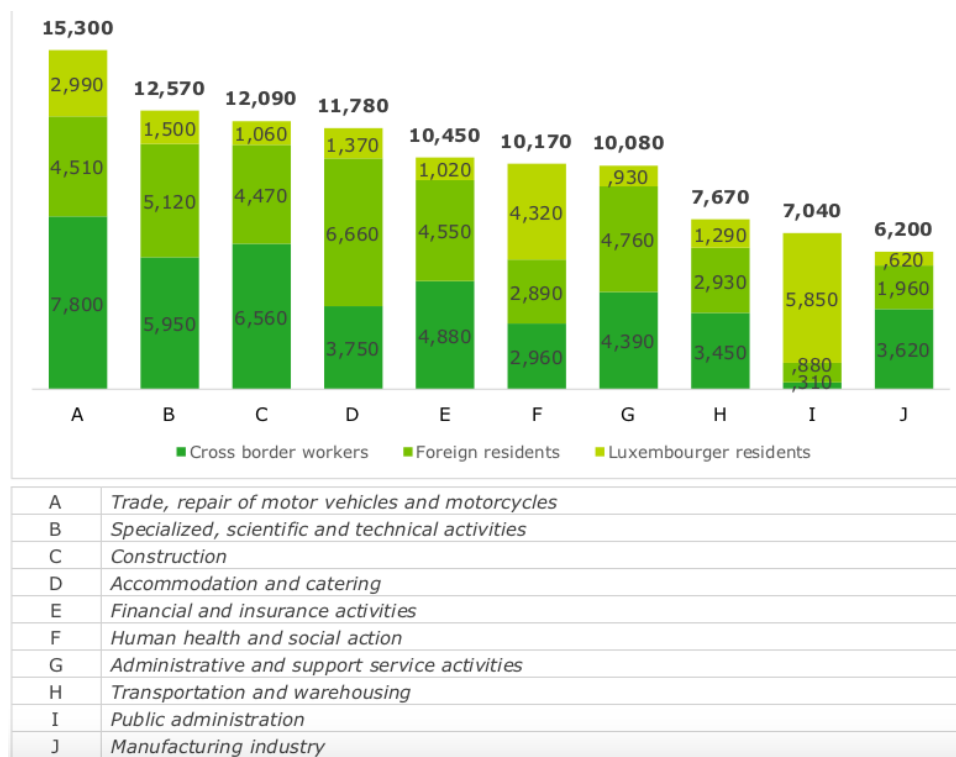
Among the employed, the share of fixed-term contracts declines with age. For people aged 21, this share is 23.9%. The rate falls to 9.9 % among 29-year-olds. 32.2% of all employed young people (age 15-29) work in the economic branch of "public administration, education, health and social work", and only 0.9% of them work in agriculture. In this group, women represent 74.9% of "other services" sector. Foreigners of the same age group (15-29 years old) are overrepresented in construction and in "professional, scientific, technical and administrative activities and support services", they make 65% in both sectors. At the same time, foreigners are underrepresented in "public administration, education and health and social work" (4.7%) and in agriculture (13.3 %). Almost half of young people (46.9 %) with the Luxembourgish nationality work in public and broader public sector (public administration, education, health and social work). The share of young foreigners on the economic branches is more balanced.

The employment situation of people with foreign background is very specific in Luxembourg. While the unemployment rate of people born abroad is relatively low (7% compared with the OECD average of about 12.5%), it is also 3% higher than the unemployment rate among Luxembourg nationals (OECD, 2015). Within this group, other facts stand out: on the one hand, more than 45% of foreigners have a higher-education qualification and nationals of high-income countries are successful on the job market. On the other, the employment rate is relatively low among those with a low level of education and who do not have a good command of the official languages. Studies have shown that access to employment is crucial for being recognised in Luxembourg society.

Individuals with foreign background and a low level of education are also concentrated in less well-paid jobs. For example, 75% of low-skilled jobs are held by persons with migrant background and the poverty rate is six times higher among nationals of third countries than among Luxembourg nationals. In particular, Cape Verdeans, applicants for international protection and persons of Muslim religion encounter problems on the labour market. As far as applicants for international protection are concerned, the conditions for accessing the job market are extremely difficult.

This report suggests that the national and municipal authorities focus their integration policies more on the needs of the most vulnerable groups and adopt measures to facilitate access to the job market for the people with foreign background and with low level of education. These measures could include vocational training, professional (re)education and/or skills training; free courses for adults to learn the official languages of the countries; easier the conditions for accessing the job market for applicants for international protection. Some focused activities or programs could be also designed on public/private partnership between municipalities and local employers to facilitate the entrance to the job market of this group of population.

It should be noted that given the number of foreign employees in the country, there is an established tradition of cultural mixing in Luxembourg companies. At the same time, while public debate reflects only a few cases of origin-based discrimination within the companies, the discourse of some political parties deplores excessive presence of foreign workforce that does not master Luxembourgish in jobs that have contact with the public, and especially in commercial sector.



Graph 10. Number of salaried workers hired per top 10 hiring industries (January 2017 – January 2018)¹⁸

Dudelange is one of two municipalities in the country having its own local employment service, a kind of job centre, offering consultation for locals looking for employment. In order to address possible irregularities in the area of discrimination, this office of the municipal administration maintains regular contact with local and regional employers. Every two years, the city organizes a meeting between the political decision-makers and representatives of companies. The interculturality of the workplace was one of the items on the agenda of the last meeting in May 2019.

Dudelange is also taking actions to encourage businesses creation by people from ethnic and cultural minorities. Among these actions is a low-cost rent offer for local SMEs, e.g. the *Epicerie du Monde*. In addition, in 2017 the city has renovated and adapted premises of a former industrial site to create a business incubator. The incubator, called "Innovation Hub", has been operational since 2018. Six start-ups have already been established and the setting-up of further 10 to 12 start-ups is planned on the site. This project is managed through an agreement between the City of Dudelange and Lux-Innovation, a public institution under the Ministry of the Economy. The recruitment of companies is done by Lux-Innovation, with the help of the municipality, to avoid conflict of interests.

Since 2019, the city has its own professional coordinator ("city-manager") for local business affairs.

¹⁸ Source: Data.public.lu – Workflows (hires and contract ends) and net job creation by industry and individual characteristics (2017-2018)

Future Challenges

Luxembourg and its municipalities will continue to be a land of predilection for migrants in Europe. According to the National Statistics Bureau, the population of the Grand Duchy will grow in the coming years, but only thanks to the arrival of foreign workers. As it has been shown earlier in this report, foreigners are critical to Luxembourg's economy. **Without labour migration, the country's welfare system would become unsustainable.** Hence, this population growth will be a continuous test for social cohesion, given Luxembourgers' potential fears of becoming a minority in their own country. In terms of policy, the reform appears to be challenging. Luxembourg is struggling with the need for labour migrants and growing reticence among voters to allow more immigration. Thus far, attempts by right-wing parties or even openly xenophobic political groups or parties to limit immigration have failed.

7. Language

Given the multiple origins of Luxembourgish population, many different languages are spoken in the Grand Duchy. Luxembourg residents speak, read, and write in French, German, and Luxembourgish (*Lëtzebuergesch*), i.e. the three official languages, switching effortlessly between the three. Language is also an important element of cultural identity for the native-born. Natives speak Luxembourgish at home and to each other. Classified as a Moselle-Franconian dialect of German, Luxembourgish was enriched during the Middle Ages with many words from French and other languages and it is no longer understood by Germans. Traditionally, Luxembourgish was rarely written, and no official rules of spelling/grammar existed until they were established by the government in 1984. Older Luxembourgers suddenly found themselves accused of making spelling and grammatical errors in Luxembourgish while mastering German and/or French.

The simultaneous use of three languages derives from a combination of historical tradition, location, as well as economic necessity. The triangle-shaped country borders Germany to the east, France to the south, and Belgium to the west. The most important influence on the nation's cultural traditions is considered to be produced by French and Germanic cultures. The capital, Luxembourg City, where one-fifth of the total population resides, is in the *Bon Pays*. The northern third, called *Éisléck* (*Oesling* in French and *Ösling* in German), is hilly and heavily forested and contains only 15% of the residents.

As the major language most easily understood by native Luxembourgers, German is the principal language of instruction in elementary school, although children speak Luxembourgish in the playground. French is taught in the second grade. However, over the years, French has become more important and is replacing German in high school as the language of instruction.

French is also the principal language for government legislation and speeches. Street names, shop signs, and menus are written in French, and it is preferred by the more educated, intellectual elite. French is also the lingua franca used to communicate with immigrants, most of whom already know another Romance language. The major newspapers often publish most international news in German, cultural features in French, and classified advertisements in Luxembourgish. *Luxemburger Wort*, a key Luxembourgish daily newspaper, is published in German. It also exists its English edition titled *Luxembourg Times*.

For many years, the City of Dudelange offers in collaboration with the Service Ensemble and the Ministry of Education a variety of language classes during day-time and evenings, from alphabetisation and beginners to higher levels.

In addition, and to offer an opportunity for language practicing, the Service Ensemble with the support of the local integration commission organises regular language “cafés” and more individual coaching tandems.

Taking the issue of communication and intercultural understanding seriously, the city of Dudelange regularly runs internal trainings on ‘easily-understandable language’ or intercultural skills for its administrators. For instance, a half-day training on writing easy-to-read information was held as part of Diversity Day in Dudelange on May 29, 2018. The goal was to learn how to communicate more effectively and to reach people with disabilities and all those who do not master any of the three official languages of the country.

Education and learning of the official languages are crucial for the successful integration of people with migration backgrounds. In this connection, it could be concluded that the school system in Luxembourg presents children with migration backgrounds with a considerable challenge: preschool education mainly takes place in Luxembourgish, after which literacy education is taught in German and French from second grade onwards. Given that about 60% of children speak a different language at home than Luxembourgish and are consequently given relatively little support at home in the difficult task of learning the three official languages, it is strongly advised to take the necessary steps at both the national and local levels to ensure that children with foreign backgrounds are able to acquire the language level required for their success at school.

8. Public space, neighbourhoods and ethnic mixing

Due to a range of socioeconomic and demographic factors – rising prices, a shortage of new housing, population growth, and immigration, – there is a significant shortage of housing in Luxembourg. Luxembourg City is the most expensive and desired location in the country; yet, given the small size of the country, commuting is rather easy and many workers decide to live in neighbouring countries – Belgium, France, or Germany – to avoid high rents. Flat-sharing has developed in Luxembourg under the influence of new residents and in response to financial necessities for young professionals.

Despite high housing prices, more than two thirds of Luxembourg residents are homeowners (71%), but for people at risk of poverty, this percentage drops to 43%. About 4 out of 5 people aged 65 and older are homeowners and very rarely have a loan or mortgage. The ownership rate is lower for households of one adult younger than 65 years (49%) and single-parent households (49%). Some 43% of Luxembourg residents live in households paying a mortgage, against only 28% in the euro area. About 14% of Luxembourg nationality residents are tenants, against about 50% of foreigners living in Luxembourg.

The official statistics report¹⁹ that in the southern region of Luxembourg, where Dudelange is located, more than two-thirds of residents – 76% at the time of the 2011 census – owned their homes, which is **higher than national average**. The share of inhabitants living in free social housing in the region was 1.6% and renters represented 22.4%, which is lower than national average – 2.1% and 24.7% respectively.

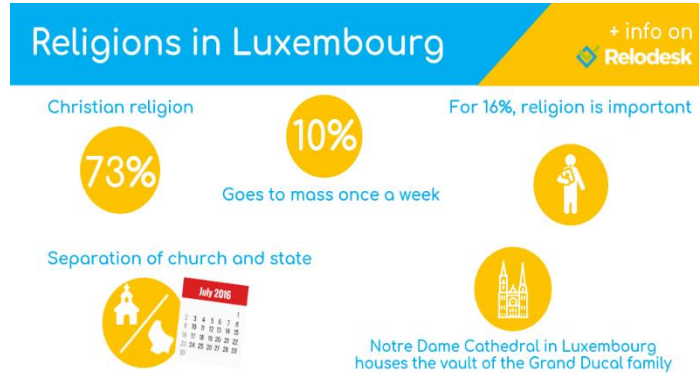
¹⁹ STATEC 2013 <http://statistiques.public.lu/en/publications/series/rp2011/2013/26-13-sud/index.html>

To better understand the housing distribution in the southern region, it is worth mentioning that 135 different nationalities live in this area today, while in 2001 there were only 107. More than half of the population (59%) is Luxembourgish and almost a quarter Portuguese (23%). In other words, 82% of the population of the southern region have one of these two nationalities.

French represent 4% of the population in the area, Italians 3.9%, Montenegrins 2% and Belgians 1.5%. Compared to 2001, the share of Luxembourgish population in the area remained practically stable, while Portuguese population increased by 62.7%. The number of Capverdians has even increased by 84%, but their share of population remains at low 0.6%. The number of Italians (-21%), Belgians (-11%) and Germans (-5.3%) decreased. The shares of other nationalities are much smaller, although the housing is rather mixed and no segregated areas exist in the area, as well as in Luxembourg.

9. Religion

Article 19 of the Constitution of the Grand Duchy of Luxembourg grants the freedom of worship and expression of religious beliefs. According to the last census devoted to religious beliefs of the population, which was carried out in 1970, Catholics represented the largest group in Luxembourg – 97%, Protestants comprised 1.2%, Jews 0.2%, and others 1.7%. The law of March 1979 prohibited the registration of religious or philosophical affiliation in Luxembourg.



Although religious practice has dropped in Luxembourg within the last two decades, practicing a cult or a religion is welcomed, and there are Catholic, Anglican, Protestant, Orthodox churches as well as synagogue and places to practice Islam and Buddhism.

A study published by Luxembourg based Centre for European Policy Studies (CEPS)²⁰ in 2011, informs that the population of Luxembourg is mainly Christian – 73%, more than 90% of which are Catholics. About 25% of the population claims no religion. Muslims represent 2% of the total population,²¹ and are mainly coming from ex-Yugoslavia. Regardless its small size, the Muslim community of Luxembourg is one of the most dynamic: new associations are created, different activities take place all year round. Its composition – dominated by people from Balkans – is rather different from the rest of Europe, as apart from Switzerland which also has large Balkan community, the rest of Europe is characterized by the presence of numerous Turkish and Maghreb populations.

The religious communities in the country participate in a regular inter-religious dialogue and inter-religious events, thus illustrating a peaceful co-existence of religions in the country.

²⁰ Center for European Policy Studies www.ceps.lu

²¹ Please see more on this subject in Section 3 (National Policy Context) of this report

10. Health and Welfare

Luxembourg's healthcare system is one of the most advanced in Europe. It has a high standard of state-funded healthcare covering each citizen with basic medical coverage. Public health insurance covers more than 90% of healthcare services. The government spends around 6% of GDP on healthcare. Basic health coverage is available to all citizens of Luxembourg, with employees and employers both making contributions towards medical costs. All dependent family members are also covered by family members who make social security contributions. Children are covered under their parents, and students are covered until the age of 27. Coverage includes most treatment by general practitioner or specialists, any laboratory tests, prescriptions and hospitalisation.

All citizens have the right to choose their doctor, specialist and hospital. There is a high level of care and medicine occupations, and a number of hospitals, medical centres, dental clinics, physical therapy and private doctor facilities. Unlike many of its neighbours, Luxembourg does not have public and private hospitals. Instead, all hospitals are managed by the *Caisse Nationale de Santé* (CNS), and citizens can choose their own doctor, specialist, and hospital.

EU/EEA nationals who make regular social security contributions have the same rights as permanent residents. Non-EU/EEA nationals may have to provide proof of private health coverage before they can obtain a visa. Foreigners coming to live in Luxembourg without working must present a proof of health insurance in order to obtain a residence permit. Those not eligible for public health insurance in Luxembourg however have to look into private or international health insurance plans.

In addition, the *Ligue Médico-Sociale* (LMS), created in 1908, aims to improve the health and well-being of all Luxembourg residents. It offers various services: psychological assistance, help with smoking cessation, dietary consultations. All services and consultations are free. The Immigration Medical Service organises medical examinations of foreigners who apply for a residence permit in Luxembourg. People must undergo a medical examination and a tuberculosis test.

Launched in 2009 by the Ministry of Health www.sante.public.lu portal provides all information related to health issues for individuals as well as professionals. Prevention tips, background files, explanatory sheets on diseases, examinations, analyses, details of how to pay for the care, a list of all players in the health and social sector can be found on the portal.

In the local context, the City of Dudelange created two specific positions inside the administration: a health commissioner who mainly organises prevention activities and workshops for the personnel and a socio-psychological consultant to help out co-workers with their mental, physical and social issues. The city hosts a working group "Gesond Diddeleng" which organises various public events around health topics and health prevention for all.

11. Media and Communication

The City of Dudelange values diversity in its everyday operation including in different types of its communications. All public information is published in three official languages – Luxembourgish, French and German: announcements, brochures, magazines, including on social networks. At public meetings Dudelange assures simultaneous translation.

Dudelange has its own radio channel, something not very common in the country. Besides, this radio is Portuguese, www.radiodudelange.lu, and broadcasts in Portuguese, Luxembourgish and sometimes English.

It is noteworthy that the Human Migration Documentation Centre (CDMH) – an institution of national importance – was established in Dudelange in 1995. Its activities are mainly dedicated to the studies of migration in Luxembourg and the Greater Region. Acting as an interface between heritage institutions, the associative world, research and the general public, the CDMH collects archives, manages a specialised library, initiates and accompanies thematic research, participates in the dissemination of academic knowledge through all appropriate means: conferences, study days, seminars, workshops, publications, exhibitions, and the media. For instance, once a month the CDMH publishes relevant articles in national newspaper *Tageblatt*.

Media coverage was also assured by the city during the ICC experts' visit to Dudelange. The mayor, together with a few alderpersons, the representative of the Council of Europe and the ICC expert held a press conference for the key media sources in Luxembourg: RTL radio channel, local and national newspapers, including *Tageblatt* and *Wort*²². These sources published relevant articles in Luxembourgish, German and French on-line and in printed editions²³ afterwards. A special release was also published on the official website of the City of Dudelange following the visit. Yet, from previous assessments, it seems that the city could take much greater advantage of its relations with the press in order to bring its intercultural message further. Also, the city organises a huge number of public events, such as festivals, concerts, exhibitions, etc.; the authorities could use the opening ceremonies of these to deliver strong messages in favour of the intercultural nature of the city.

It worth noticing that different levels of authorities and the media are promoting diversity, mutual respect and understanding in Luxembourg carrying out the debate with considerable sensitivity. The Grand Duchy of Luxembourg signed the European Charter for Regional or Minority Languages in 1992, which entered into force on 1 October 2005. In general, politicians and the media do not resort to hate speech – including against migrants or foreigners. It is believed that due to a significant element of social control in Luxembourgish society, the residents do not openly engage in hate speech either. Cases of racist, homophobic or transphobic violence are rare.

Sometimes, xenophobic expressions appear in the populist press and on-line, spreading hateful remarks that target refugees, Muslims or foreigners in general. Hate speech incidents are most often associated with the reception of refugees and foreigners. They are criticised for taking advantage of the services and social welfare benefits available in Luxembourg. This kind of speech seems to be fuelled by the economic disadvantage suffered by some Luxembourgers, especially in rural areas. The debate is also influenced by the neighbouring countries and their media sources, which are widely consulted in Luxembourg. There are also some cases in which the police and the media disclose the ethnic origin of the alleged perpetrators of offense.

²² *Luxemburger Wort* is a German-language Luxembourgish [daily newspaper](#). There is an English edition named the *Luxembourg Times*

²³ See <http://www.tageblatt.lu/headlines/105-nationalitaeten-duedelingen-wird-luxemburgs-erstes-mitglied-bei-den-intercultural-cities/>

12. International Outlook

Dudelange has put in practice a policy explicitly aimed at encouraging international cooperation. This policy is associated with special financial provisions, there is also a special body in charge for monitoring and development of the city's international relations. Dudelange is part of the European Cities Against Racism Coalition (ECCAR, <http://www.eccar.info/en/members>) and is twinned with six cities: German city of Lauenburg/Elbe, French town of Manom, Polish municipality of Lebork, Italian town of Feltre, Berane city in Montenegro, and the city of Arganil in Portugal.

While the twinnings are officially established by the local authorities, they are broadly supported by active engagement and participation of citizens. Close links have been forged between their populations. They are concretised through regular visits, meetings and exchanges in such fields as culture, sport, youth, associative life, economic life and sustainable development.

The City of Dudelange also encourages business relations with countries and cities of origin of different ethnic groups. Regular contacts are maintained with diaspora as well as Italian, Portuguese, Montenegrin, and Polish associations.

13. Conclusions and Recommendations

Operating within a national context in which immigration is considered as a norm, the City of Dudelange has pursued a determined path of intercultural integration at the local policy agenda. Since 19th century the municipality, its civic and business sectors have acknowledged that diversity has growing and permanent significance to the well-being of its community as well as to the country as a whole. The city progress has been systematic and logical, built upon focused policies, lasting partnerships, and citizen engagement.

Dudelange disposes intercultural heritage, steady foundations and a number of structural units in place for being a strong intercultural city. Moreover, it has a committed leadership and a pool of well-trained and well-informed officials. Dudelange has extensive knowledge of its own history, both the challenges and opportunities that its diverse and dynamic demographics can offer. This is a proof of a high level of cooperation both, internally within the municipality and between different public and civil society agencies. Given these facts and the history of the city, it appears logical that the City of Dudelange joins the ICC network of the Council of Europe being the first city of the Grand Duchy to do so.

What is particularly impressive about Dudelange is its commitment to foster the development of a participatory intercultural community which foresees successful integration of everyone, achieving social, cultural and political cohesion based on mutual understanding, respect for diversity and the right to be different. The City-initiated service "*Ensemble*," which aims to achieve democratic culture conceived as a certain quality of "living together" and based on committed responsibility and participation of all city residents puts Dudelange amongst the most accomplished cities in the ICC network in this regard.

We would make the following recommendations:

Dudelange could consider refining its intercultural commitment by publicly declaring the city as an intercultural city and by developing an intercultural strategy and action plan, together with its citizens. The city is also advised to establish an accompanying evaluation process to monitor its performance.

Dudelange should further pursue its agenda of effective influence on business sector, particularly in terms of the employment and labour market practices for the most vulnerable groups of population. The city could work even closer with major employers in the area to encourage their uptake of the intercultural integration approach, as well as greater responsibility both in policy and financial terms for facilitating the employment and language learning for people with foreign background and low education.

Dudelange may wish to further explore possible media policies, for example by presenting diversity as an asset, observing how the media portrays minorities, awareness raising, offering media training and mentoring for minority journalists and instructing the city's information service to foster the development of harmonious intercultural relations. Political leaders could also use the numerous public events and festival organised by the city to deliver strong messages in favour of interculturality and diversity, and generate a feeling of proudness of being an intercultural city.

It would be advantageous for Dudelange to make connections with other cities who have been experimenting with participative budgeting to share experience. Evaluating how citizens of diverse backgrounds participate in the project – and perhaps how it could be made a criterion for awarding projects to make them intercultural – could be valuable. In the ICC network, Paris, Cascais and many others are excellent examples.

The city is also encouraged to exploit its status of the first intercultural city in Luxembourg to build a network of like-minded cities to further exert influence upon national government to implement policies focused, among others, on the issues of employment of the most vulnerable and groups with lower education, as well as on the existing challenges of school education. The commitment of Dudelange in the Inclusive Integration Policy Lab launched by the Intercultural Cities programme it's an excellent first step in this sense.

Dudelange's initiative to pursue the development of participative intercultural community via "*Ensemble*" project looks very inspiring. The City Council is encouraged to undertake and disseminate an evaluation of the effectiveness of this work.

Première visite d'experts à Dudelange les 11 et 12 juillet

Programme

Jeudi, 11 juillet 2019 – Hôtel de Ville, Dudelange

Remarque : la conférence se tiendra en langue française et en langue luxembourgeoise avec traduction orale directe

9h00 Accueil des participants, Hôtel de Ville, salle Nic Birtz, 1^{er} étage

9h30 Présentation et débat

- Ouverture de la conférence et mot de bienvenue de Monsieur Dan Biancalana, bourgmestre de la Ville de Dudelange et député
- Présentation détaillée du programme des Cités Interculturelles par Madame Ivana D'Alessandro, chef de l'Unité des Cités Interculturelles du Conseil de l'Europe,
- Présentation des résultats de l'index évalué pour la Ville de Dudelange par Madame Kseniya Khovanova Rubicondo, experte indépendante du programme des Cités Interculturelles
- Prises de position et discussion générale

12h30 Walking Lunch, Hôtel de Ville

13h30 « *World Café* » : Dudelange – Cité Interculturelle, salle Nic Birtz

Echange entre acteurs locaux et services communaux sur les aspects, les défis et les idées par rapport à l'interculturalité au quotidien

Pause prévue pendant le «*World Café* »

17h00 Réception conviviale

19h00 Dîner Restaurant « Loxalis » Dudelange (collège des bourgmestre et échevins, expertes, responsables communaux)

Vendredi, 12 juillet 2019

09h00 Visite du Centre de Documentation sur les Migrations Humaines CDMH (Gare-Usines)

09h45 Promenade accompagnée et visite du quartier « Petite Italie »
et conjointement présentation du « *Projet Ensemble* »

11h15 Visite du centre d'accueil pour demandeurs de protection internationale de la Croix-Rouge Luxembourgeoise

12h45 Buffet interculturel au CDMH

14h00 Point-Pressé au CDMH