ZOOM EMPLOI

A CLOSER LOOK AT THIRD-COUNTRY NATIONAL JOBSEEKERS

adem

AGENCE POUR LE DÉVELOPPEMENT DE L'EMPLOI

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Glossary

Beneficiary of International Protection (BIP): A person who has been granted either refugee status (under the Geneva Convention) or subsidiary protection status (for individuals who do not meet the criteria of the Geneva Convention but face a real risk of suffering serious harm) by the Directorate General for Immigration. A BIP holds a renewable residence permit and has unrestricted access to the Luxembourg labour market, under the same conditions as a Luxembourg national, with no restrictions regarding occupation or sector of activity. Subject to the applicable eligibility conditions, BIPs are also entitled to social benefits, including the Social Inclusion Income (REVIS).

Beneficiary of Temporary Protection (BTP): A person who has been granted temporary protection status by the Directorate General for Immigration. This is a specific legal status recognised at European Union level and granted to persons who have fled the war in Ukraine (as well as third-country nationals who were residing in Ukraine before 24 February 2022). A BTP holds a temporary residence permit and has unrestricted access to the Luxembourg labour market without requiring a temporary work authorisation. Unlike BIPs, BTPs are not eligible for REVIS.

Resident jobseekers registered with ADEM: Persons residing in Luxembourg who are seeking employment and are registered with ADEM. These are divided into three categories:

- resident jobseekers available for the labour market,
- resident jobseekers participating in an employment measure,
- resident jobseekers who are unavailable (i.e. on sick leave, maternity leave, in employment, or exempt from monitoring requirements).

Resident jobseekers available for the labour market: Persons registered with ADEM who reside in Luxembourg and who, on the statistical reference date, are neither employed, nor participating in an employment measure, nor exempt from monitoring requirements, nor on sick leave or maternity leave.

Domestic employment: Covers all persons working in Luxembourg, regardless of their place of residence. It therefore includes inbound cross-border workers but excludes employees of international institutions and Luxembourg residents working abroad.

National employment: Refers to all workers residing in Luxembourg. National employment excludes inbound cross-border workers but includes resident employees working abroad or for international institutions.

Occupations facing severe labour shortages: Occupations (including their related job titles) defined in the *Répertoire Opérationnel des Métiers et des Emplois* (ROME) for which employer demand is particularly high and the supply of suitable candidates registered with ADEM is very limited. The list is updated annually during the first quarter, based on three objective indicators relating to the previous year: the number of vacancies notified to ADEM, the number of registered jobseekers for the occupation concerned, and the number of vacancies for which ADEM was unable to propose a candidate matching the required profile. Employers seeking qualified workers in these listed occupations may benefit from simplified and accelerated procedures for recruiting third-country nationals. For the 2026 list (reference year 2025) of occupations facing severe labour shortages published in the Official Journal, see: https://adem.public.lu/fr/actualites/adem/2026/03/metiers-penurie.html

Foreign language proficiency: When registering with ADEM, each jobseeker is invited to complete online language tests. Language proficiency is assessed in accordance with the Common European Framework of Reference for Languages (CEFR): Level A indicates a basic user, Level B an independent user, and Level C a proficient user.

Educational attainment: For the purposes of this publication, jobseekers' educational attainment is grouped into three categories, in line with the International Standard Classification of Education (ISCED):

- **Lower secondary education**: Jobseekers who left school before obtaining an upper secondary school-leaving qualification;
- **Upper secondary education**: Jobseekers who obtained an upper secondary school-leaving qualification (DFES, DFEST, BAC, DAP, DT or CATP) but did not pursue higher education;
- **Higher education**: Jobseekers holding a higher education qualification (BTS, Bachelor's degree, Master's degree, Doctorate or equivalent).

Information relating to educational attainment is based on declarations made by jobseekers and is not subject to systematic verification.

Statistical Classification of Economic Activities in the European Community (NACE): The classification of economic activities used within the European Union. It is a four-digit classification system that provides the framework for collecting and producing a broad range of statistical data on economic activities, including economic statistics (production, employment and national accounts) and other areas of the European Statistical System.

Working-age population: Refers to all persons residing in Luxembourg who are aged 16 to 64 and are potentially active in the labour market.

Employed population: For the purposes of this publication, refers to all persons residing in Luxembourg who are aged 16 to 64, are employed in Luxembourg (excluding temporary agency workers), and are affiliated with the Luxembourg social security system.

Third-country nationals (TCNs): Refers to any person who is not a national of an EU-27 Member State.

Répertoire Opérationnel des Métiers et des Emplois (ROME): A comprehensive classification of occupations grouped by field of activity. Each occupational title corresponds to a defined set of skills and work activities required to perform that occupation.

European Union (EU-27): A political and economic union currently comprising 27 European Member States, founded on treaties that, among other principles, guarantee the free movement of persons, goods, services and capital between its Member States. The 27 Member States are Austria, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain and Sweden.

Executive summary

Third-country nationals and the Luxembourg labour market: a population at the heart of employment and skills challenges

This Employment Focus examines the role of third-country nationals (defined here as nationals of countries outside the EU-27) in Luxembourg's recent demographic and economic developments, as well as the challenges associated with their integration into the labour market. Drawing on data from STATEC, the IGSS and ADEM[1], the study analyses trends in the resident working-age population, followed by the resident employed population, before providing a detailed overview of third-country national jobseekers registered with ADEM and the measures implemented to support their labour market integration.

Luxembourg: one of the fastest-growing working-age populations in the EU-27

Between 2018 and 2025, Luxembourg's working-age population increased by 12.5%, one of the highest growth rates in the EU-27. This trend was accompanied by a growing contribution from third-country nationals, whose share rose from 9.4% to 13.1%, driven by an increase of 22,000 individuals. This development reflects Luxembourg's attractiveness and helps meet the economy's growing demand for skills.

Nationals of other EU-27 Member States remained a significant population group but experienced more moderate growth over the same period, followed by a decline from 2023 onwards, bringing their share to below 40% by the end of September 2025. Meanwhile, the Luxembourg-national population continued to grow steadily and remained the largest group among residents, accounting for 49.3% of the population in 2025.

A growing presence of third-country nationals in employment, particularly in high value-added sectors

As at 30 September 2025, resident employees who are third-country nationals accounted for 12.2% of all resident employees, representing an increase of almost five percentage points compared with 2018. Their growth accounted for 45% of the total increase in resident employment over the period, with an average annual growth rate of 8.2%. In absolute terms, this represents 31,605 people, almost 60% of whom are between 30 and 44 years of age.

The sectoral analysis reveals a twofold trend. On the one hand, the Luxembourg labour market continues to display a degree of segmentation, with the three nationality groups (Luxembourg nationals, other EU-27 nationals and third-country nationals) unevenly distributed across economic sectors. On the other hand, the career paths of third-country nationals have become increasingly diversified, with their presence steadily expanding in sectors requiring a high level of expertise. In this respect, the introduction of the occupations facing severe labour shortages list in 2023 has most likely helped facilitate the recruitment of third-country nationals in several sectors experiencing structural labour shortages.

[1] STATEC and IGSS: data as at 30 September of each year. ADEM: data as at 31 December of each year.

In 2025, the two sectors with the highest proportion of resident employees who are third-country nationals were Professional, Scientific and Technical Activities and Financial and Insurance Activities. These were also the only two sectors to record a marked increase since 2018, by almost seven and two percentage points, respectively.

These findings are fully consistent with the conclusions of the LISER study published in March 2026 and commissioned by the Government of the Grand Duchy of Luxembourg – Ministry of the Economy as part of the LUXTALENT project, *Attraction et rétention des talents au Luxembourg – Partie 1*.

Jobseekers with highly diverse profiles

As at 31 December 2025, of the 28,422 residents registered with ADEM as jobseekers, 6,674 were third-country nationals, compared with 4,393 at the end of 2018. This represents an increase of 52% over the period, with an average annual growth rate of 6.4%. As a result, their share of all registered jobseekers rose from 18.1% at the end of 2018 to 23.5% at the end of 2025. However, this overall figure encompasses a wide range of administrative statuses and migration pathways, which are examined below.

With regard to Luxembourg nationals and nationals of other EU-27 Member States registered as jobseekers, two observations deserve particular attention. The first concerns the decline in the number of EU-27 jobseekers observed during the post-COVID recovery. This may reflect not only a return to employment but also departures from Luxembourg, a hypothesis consistent with the decline in resident employees who are EU-27 nationals and with the findings of the LISER study on the mobility of the foreign workforce in Luxembourg.

The second relates to the growing share of Luxembourg-national jobseekers, which may partly be explained by naturalisation. More than 32,000 employees holding Luxembourg nationality were born outside Luxembourg, suggesting that some may be former third-country nationals who subsequently acquired Luxembourg nationality, although this does not necessarily mean that the underlying labour market integration challenges they face have disappeared.

A population with diverse migration pathways

When beneficiaries of international protection (BIPs) and beneficiaries of temporary protection (BTPs) are excluded, the share of third-country nationals among all jobseekers registered with ADEM falls to 17.9%, highlighting the significant contribution of protection statuses to unemployment among non-EU-27 nationals. It should nevertheless be noted that only some beneficiaries of international protection seeking employment are registered with ADEM, while others are supported by the National Office for Social Inclusion (ONIS) or the National Solidarity Fund (FNS).

The three subgroups—third-country nationals without protection status, beneficiaries of international protection, and beneficiaries of temporary protection—display markedly different profiles. Third-country nationals without protection status have the shortest registration periods, with 29.4% registered for 12 months or more, the lowest proportion among all groups. This finding is consistent with the greater mobility typically associated with economic migration.

Beneficiaries of temporary protection display a bimodal profile: 42.0% have been registered for less than four months, while 33.0% have been registered for 12 months or more, suggesting a gradual accumulation of long-term unemployment. Beneficiaries of international protection, meanwhile, have a proportion of long-term unemployment comparable to that of Luxembourg nationals, with almost 40% having been registered as jobseekers for at least one year.

A highly qualified population, but barriers to making the most of their skills

41.8% of third-country national jobseekers hold a higher education qualification, compared with 29.4% of all jobseekers registered with ADEM. This proportion rises to 62.9% among beneficiaries of temporary protection (BTPs), whereas beneficiaries of international protection (BIPs) have a markedly less favourable educational profile, with 39.7% having no qualifications beyond lower secondary education. In addition, 80.9% of third-country nationals obtained their highest qualification outside the EU-27, which may make the recognition of qualifications and the transferability of skills more challenging.

An analysis of the alignment between educational background and the occupations sought, conducted across three occupational groups, reveals significant differences. In the field of information technology, almost 80% of jobseekers are seeking positions directly related to their area of specialisation. This proportion falls to less than 40% in engineering and to around 20% for medical professions. These disparities reflect a range of barriers, including language barriers, differences in regulatory frameworks between countries, the cost of qualification recognition procedures, and, for some groups, the absence of supporting documents and other administrative barriers.

Language skills are among the most significant obstacles to labour market integration. Beneficiaries of international protection appear to be the most integrated into the local context, with 93% demonstrating at least a basic level of French. However, this result is largely explained by the way this population is divided between ADEM and the National Office for Social Inclusion (ONIS). In practice, only those with sufficient command of the administrative languages, English or Portuguese are referred to ADEM. Beneficiaries of temporary protection, by contrast, are not subject to this screening process and display the most vulnerable language profile, with English representing their only relative strength.

Mobility constitutes a further barrier. Depending on their status, only 20% to 37% of third-country nationals report excellent mobility (holding both a driving licence and access to a personal vehicle), compared with more than 50% of Luxembourg nationals and nationals of other EU-27 Member States. While Luxembourg's free and extensive public transport network partly mitigates this constraint, the absence of a driving licence itself—which affects almost half of third-country nationals—remains an obstacle to accessing certain jobs.

ADEM's role: guidance, training and employment measures

In response to the challenges identified, ADEM implements a range of measures to support the labour market integration of third-country nationals, both through direct support for individuals and through services provided to employers. However, the findings presented in this study also show that further changes in practices and approaches are needed to fully unlock the potential this population represents.

First, it should be noted that third-country national jobseekers receive the same support as all other jobseekers registered with ADEM, complemented by a dedicated unit for beneficiaries of temporary protection.

ADEM also offers a wide range of training programmes free of charge or at reduced cost. Some training programmes are specifically designed for third-country nationals and, in certain cases, exclusively for beneficiaries of international protection or temporary protection, regardless of their level of qualification.

A second key instrument used by ADEM to promote access to, or return to, employment is its portfolio of employment measures, which includes subsidised employment contracts in both the private and public sectors, workplace-based apprenticeship pathways, and special employment measures delivered through trade union and municipal initiatives. As at 31 December 2025, 16.2% of third-country nationals registered with ADEM were participating in an employment measure, a proportion comparable to that of Luxembourg-national jobseekers (16.3%) and higher than that of nationals of other EU-27 Member States (12.6%). Special employment measures are the most widely used scheme among third-country nationals, whereas subsidised employment contracts and adult apprenticeships remain comparatively less common.

Beyond formal qualifications, greater emphasis should be placed on identifying and recognising the full range of skills available—including technical, transferable and language skills, as well as skills acquired through professional experience—in line with employers' needs. This is all the more important because, without a clear understanding of the skills already available within the country, Luxembourg risks wasting valuable talent, despite persistent labour shortages across many occupations and sectors. In this context, third-country nationals should be viewed not only as a group requiring support, but also as a highly valuable source of talent that is essential to the Luxembourg labour market, provided that recruitment practices and approaches evolve towards genuine recognition of their skills.

The findings presented in this study form part of a broader reflection undertaken by ADEM on the ongoing development of its services for the benefit of all jobseekers. As part of this process, ADEM is developing new tools to improve the identification and recognition of available skills, including digital skills assessment tools that complement the language skills assessments already in place, together with more precise matching between available candidate profiles and employers' recruitment needs.

In parallel, ADEM is continuing the modernisation and gradual digitalisation of its services to strengthen jobseekers' autonomy and simplify administrative procedures. Increased automation of registration procedures and financial assistance processes helps speed up case processing while reducing the risk of financial vulnerability, particularly for the most vulnerable groups.

Introduction

Over the past three decades, Luxembourg has experienced sustained demographic and economic growth, driven largely by immigration and cross-border commuting. In the context of a particularly dynamic and open labour market, the composition of both the resident working-age population and the resident employed population has evolved significantly, particularly in terms of nationality, but also with regard to other sociodemographic characteristics[2].

While nationals of the European Union (EU-27), both resident and cross-border workers, play a central role in the functioning of the Luxembourg labour market, the presence of third-country nationals has also increased[3]. This trend reflects Luxembourg's attractiveness both within and beyond the EU-27, against a backdrop of growing demand for skills. As such, the labour market integration of these populations has become a major challenge at the intersection of employment, integration and social cohesion policies.

At the same time, the number of third-country national jobseekers registered with ADEM has increased over recent years[4]. By the end of 2025, almost one in four registered jobseekers was a third-country national. This population remains highly diverse, reflecting a wide range of migration and professional backgrounds. Some individuals came to Luxembourg for employment, study or family reunification, while others were forced to leave their country of origin. These different migration pathways can result in differing labour market outcomes. In particular, third-country national jobseekers may face specific barriers related to language skills, the recognition of their professional experience and qualifications, as well as labour market segmentation.

The analysis of their situation must therefore be considered within a broader context. This edition of the *Employment Focus* series examines trends in the number of third-country national jobseekers in Luxembourg and their main characteristics, including age, employment history, duration of registration, language skills and other relevant factors. To provide the necessary context, the study begins with an overview of recent demographic and labour market developments. It first examines changes in the resident working-age population, followed by developments in the resident employed population. This broader perspective provides a better understanding of the underlying trends and the challenges associated with the labour market integration and reintegration of third-country nationals in Luxembourg. Building on this context, the third section presents a detailed analysis of third-country national jobseekers, examining trends over time, the diversity of their profiles, and the main barriers they face in accessing employment. Finally, the study highlights the measures and initiatives implemented by ADEM to support labour market integration and provide tailored assistance that reflects the diversity of individual pathways.

[2] It should be noted that these two populations do not fully overlap: the working-age population refers to all residents who are potentially available to participate in the labour market, whereas the employed population comprises those who are actually in employment. See the glossary for further details.
[3] For the purposes of this analysis, third-country nationals are defined as all persons holding the nationality of a country outside the EU-27.
[4] For the purposes of this analysis, unless otherwise stated, jobseekers refer to all jobseekers registered with ADEM who are resident in Luxembourg. See the glossary for further details.

Chapter 1: The Resident Working-Age Population in Luxembourg

This first chapter provides the demographic context necessary to understand the trends analysed throughout the remainder of this publication. It examines changes in Luxembourg's resident working-age population over the 2018–2025 period, highlighting the respective contributions of the different nationality groups. Particular attention is given to third-country nationals, whose numbers have increased significantly in recent years, gradually reshaping the composition of the resident population.

1.1 Evolution of Luxembourg's Resident Population

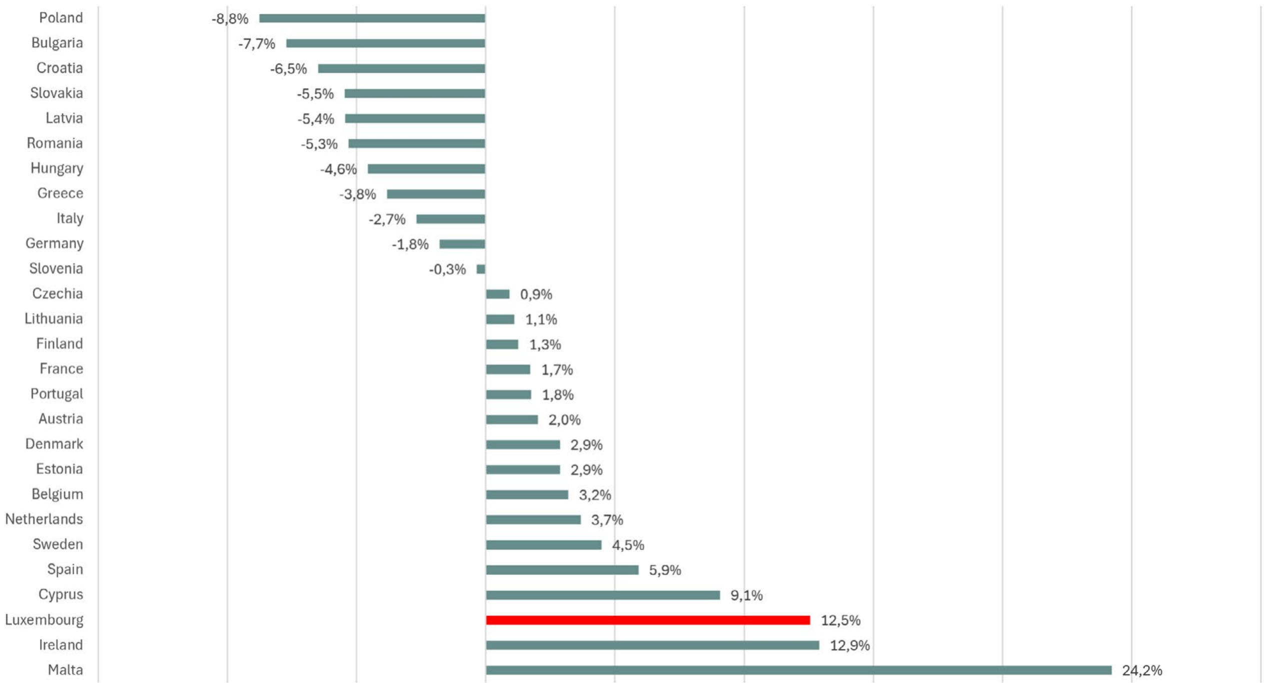
According to Eurostat data, the working-age population declined across a significant number of European Union Member States between 2018 and 2025, particularly in Central and Eastern Europe. Although demographic growth has recently rebounded following the increase in migration flows after the COVID-19 pandemic, the underlying long-term trend remains one of decline. Against this backdrop, Luxembourg stands out with a 12.5% increase, placing it among the most dynamic countries in the European Union in terms of growth of its working-age population (Graph 1).

The analysis that follows is based on IGSS and STATEC data covering the period from 30 September 2018 to 30 September 2025, focusing on the resident population aged 16 to 64, in line with ADEM's scope, as 16 years of age is the minimum age for registration. Annual changes are presented with particular emphasis on 2022, in order to facilitate the interpretation of underlying trends, given the potential distortions introduced by the COVID-19 period.

As at 30 September 2018, Luxembourg had 419,592 resident working-age individuals (Graph 2). By 30 September 2025, this figure had risen to 469,456, representing an increase of almost 50,000 people, or 11.9% over seven years.

Across the resident working-age population as a whole, growth remained relatively steady, averaging 1.6% per year over the period, with a peak of 2.2% between September 2021 and September 2022. Since then, growth has gradually slowed, reaching 1.0% between September 2024 and September 2025.

Graph 1. Growth in the working-age population across EU-27 countries, 2018–2025[5]



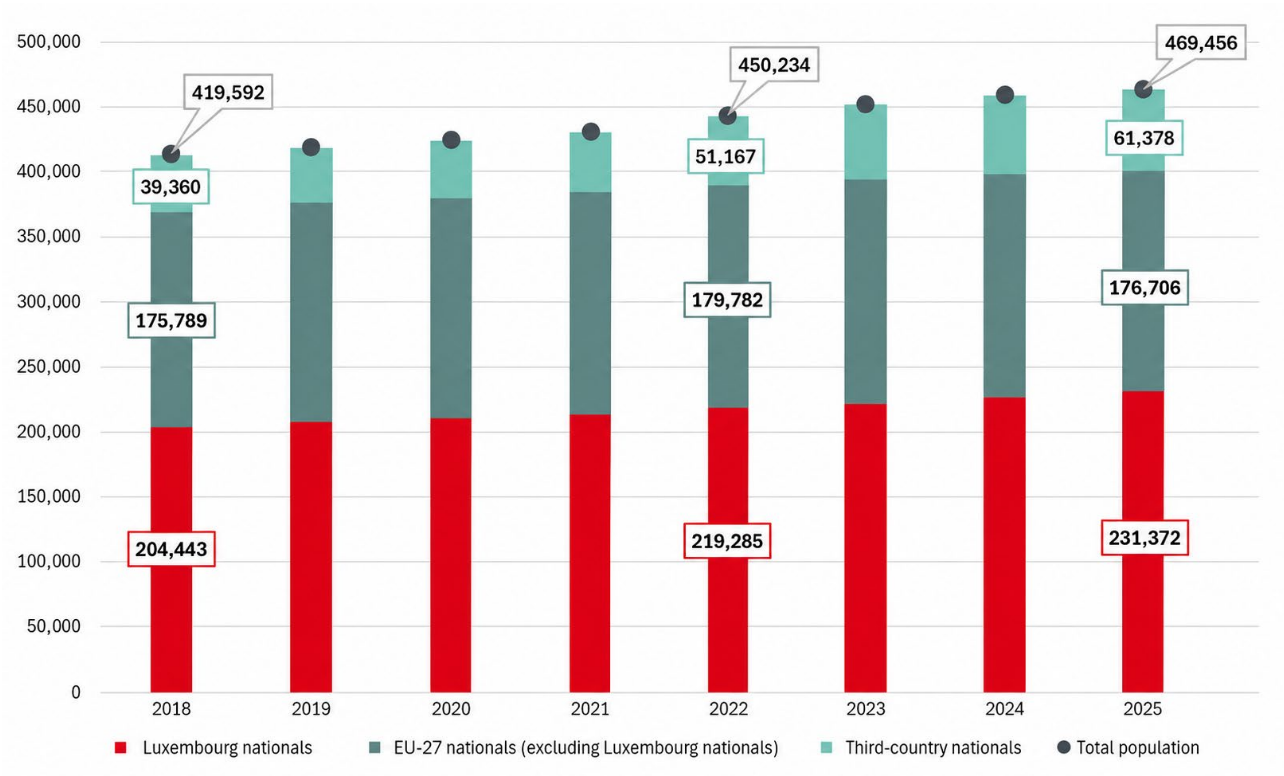
Source : *Eurostat, data as at 1 January, age group 15–64; ADEM calculations.*

The contribution to this overall growth, however, differs substantially across nationality groups, reflecting both Luxembourg's economic attractiveness and the increasing diversity of the resident working-age population.

- Luxembourg nationals increased by approximately 27,000 people between 2018 and 2025, with an average annual growth rate of 1.8% and relatively steady growth throughout the period.
- Residents who are nationals of another EU-27 Member State (excluding Luxembourg nationals) experienced comparatively limited growth, with moderate increases until 2021, followed by a period of stagnation and then a decline from 2023 onwards. Over the entire period, the net increase amounted to fewer than 1,000 people.
- Residents from countries outside the EU-27, by contrast, experienced much stronger growth, with an average annual increase of 6.6% and a peak of 14.1% between 2021 and 2022 (around 40% of this increase being attributable to Ukrainian nationals). Overall, this group grew by approximately 22,000 people over seven years. Nevertheless, its share of the total resident population remained relatively limited, accounting for just over 10% of the population in 2025.

[5] Eurostat data relate to the population aged 15 to 64, in accordance with the international statistical standard adopted by the International Labour Organization (ILO), which uses 15 years of age as the lower threshold of the working-age population to facilitate cross-country comparisons.

Graph 2. Evolution of the resident working-age population by nationality group



Source: *STATEC; calculations and data processing: ADEM.*

Beyond the changes observed within each nationality group, **the gradual transformation of the resident working-age population is particularly noteworthy** (Table 1). Over a seven-year period, the share of third-country nationals increased by 3.7 percentage points, reaching 13.1% in 2025, while the share of residents who are nationals of another EU-27 Member State declined by 4.3 percentage points, falling well below the 40% threshold. The proportion of Luxembourg nationals remained remarkably stable at just under 50%.

Table 1. Composition of the resident working-age population (%)

	30 Sep. 2018	30 Sep. 2022	30 Sep. 2025
Luxembourg nationals	48.7%	48.7%	49.3%
EU-27 nationals (excluding Luxembourg nationals)	41.9%	39.9%	37.6%
Third-country nationals	9.4%	11.4%	13.1%
Total population	100.0%	100.0%	100.0%

Source: *STATEC; data as at 30 September, age group 16–64; ADEM calculations.*

1.2 Third-country nationals residing in Luxembourg

A more detailed analysis of third-country nationals reveals different trends depending on the continent of nationality (Table 2).

Table 2. Resident working-age population in Luxembourg in 2025, by continent and the five most represented countries

Continent and country of nationality	30 Sep. 2025	Change 2018-2025	
		Nb.	%
Luxembourg	231,372	26,929	13.2%
EU-27 (excluding Luxembourg)	176.706	917	0.5%
Portugal	63,888	-7,090	-10.0%
France	36,036	1,783	5.2%
Italy	17,997	2,827	18.6%
Belgium	12,281	-1,892	-13.3%
Germany	8,576	-676	-7.3%
Europe (outside the EU-27)	16,182	1,289	8.7%
Ukraine	4,139	3,386	449.7%
United Kingdom	2,673	-1,557	-36.8%
Montenegro	1,954	-667	-25.4%
Russian Federation	1,826	463	34.0%
Serbia	1,384	-149	-9.7%
Asia	20.086	9,439	88.7%
India	4,460	2,728	157.5%
China	3,927	1,108	39.3%
Syria	2,590	1,489	135.2%
Türkiye	1,663	884	113.5%
Philippines	915	423	86.0%
Africa	16.398	8,389	104.7%
Cabo Verde	2,259	57	2.6%
Eritrea	2,154	1,621	304.1%
Morocco	1,974	1,067	117.6%
Tunisia	1,636	1,000	157.2%
Cameroon	1,193	624	109.7%
Americas	8,237	2,802	51.6%
Brazil	3,256	1,318	68.0%
United Kingdom	1,782	33	1.9%
Colombia	524	353	206.4%
Venezuela	463	372	408.8%
Canada	437	-1	-0.2%
Oceania	231	46	24.9%
Australia	174	40	29.9%
Total population	469,456	49,864	11.9%

Source: *STATEC ; data as at 30 September, age group 16–64; ADEM calculations.*

In absolute terms, the largest increase over the 2018–2025 period was recorded among nationals of Asian countries, with an increase of 9,439 people, effectively doubling the size of this population. The number of nationals from African countries also doubled (+8,389 people), with an average annual growth rate exceeding 10%, while the number of residents from the Americas increased by fewer than 3,000 people, reflecting more heterogeneous trends depending on the country of origin.

Residents originating from European countries outside the EU-27 followed a distinct trajectory. After declining until 2021, their numbers rose sharply by more than 18% between 2021 and 2022, most likely reflecting the post-COVID recovery, before returning to more moderate growth, resulting in an overall increase of approximately 1,300 people across the entire period. As regards the United Kingdom, the decline in the number of resident working-age individuals between 2018 and 2025 (–1,557 people) is likely linked to Brexit and its impact on the free movement and mobility of people.

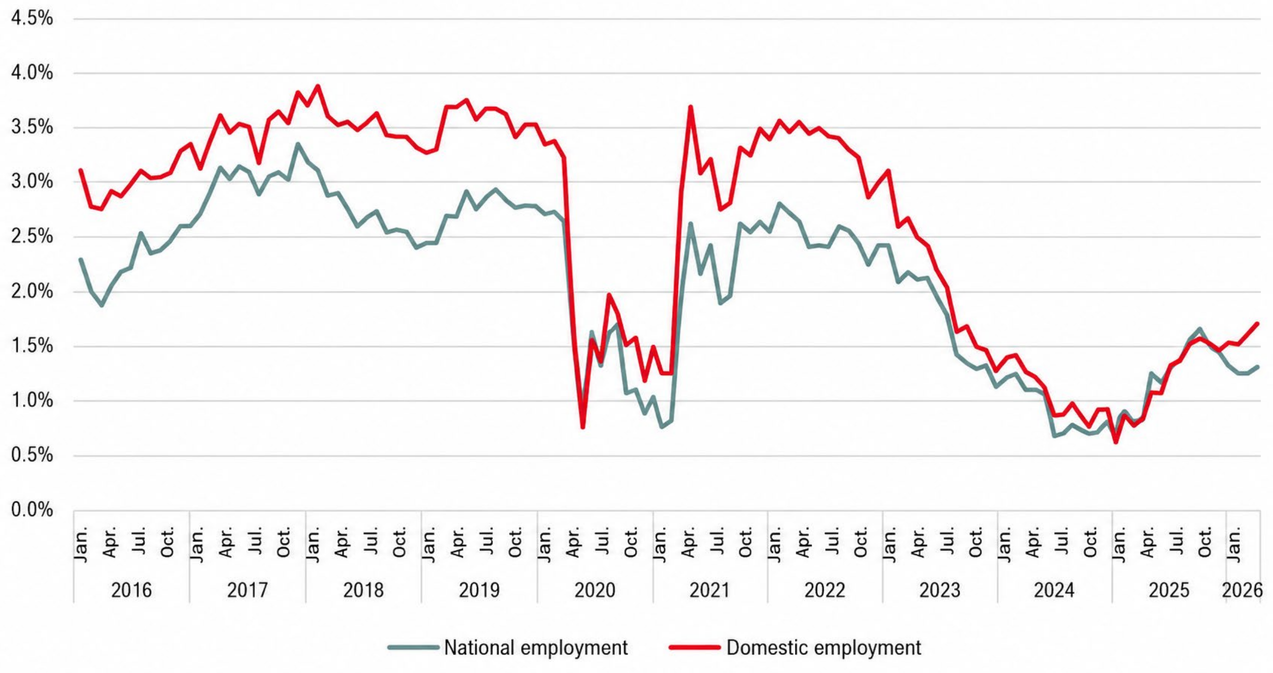
Chapter 2: Third-country nationals within Luxembourg's employed resident population

Having examined the composition and evolution of the resident working-age population, the analysis now focuses on the resident population in employment. The objective is to identify the main characteristics and underlying trends in order to provide a better understanding of the situation of third-country national jobseekers registered with ADEM, which is examined in Chapter 3.

2.1 Overview of the Luxembourg labour market

As highlighted in STATEC's Economic Outlook 1-2026, while employment growth across the euro area has continued to slow overall, momentum has strengthened significantly in Luxembourg since last summer (Graph 3)[6] . Annual growth rates nevertheless remain at around half their pre-COVID levels. The recent recovery has been driven primarily by cross-border employment, as illustrated by the widening gap observed in recent months between the growth rate of domestic employment and the more moderate growth rate of national employment[7].

Graph 3. Annual growth rate of national employment and domestic employment



Source: *STATEC; STATEC, Employment, unemployment and unemployment rate by month (seasonally adjusted data); ADEM calculations.*
Reading note*: Growth rate calculated in comparison with the same month of the previous year.*

[6] STATEC, Conjoncture Note 1-26: https://statistiques.public.lu/fr/actualites/2026/stn20-ndc-01-26.html
[7] See the glossary for the definitions of domestic employment and national employment.

For the purposes of this study, the analyses that follow are based on a subset of Luxembourg's workforce, which can be considered an approximation of national employment. This concept differs from domestic employment, which is the standard reference generally used in analyses of the Luxembourg labour market. By way of illustration, at the end of December 2025, national employment comprised just over 300,000 people, compared with 520,000 in domestic employment, representing approximately 56% of the latter. This proportion falls to 53% when considering resident employees only.

2.2 Third-country nationals in the labour market

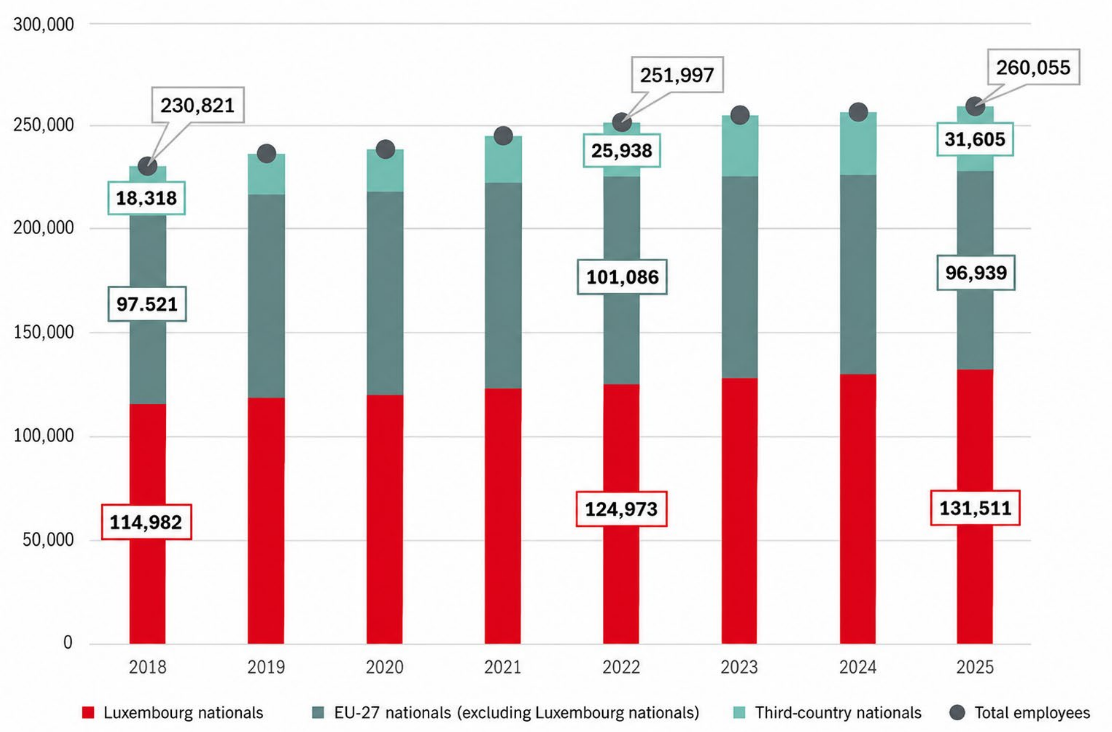
As at 30 September 2025, Luxembourg counted 260,055 employees and 19,909 self-employed workers, representing a **total of 279,964 employed residents**[8]. Of these, **32,925** were third-country nationals, accounting for almost 12% of the total resident employed population. Among the self-employed, nationals from outside the EU-27 represented approximately 7%, corresponding to fewer than 1,400 individuals. Given the relatively limited size of this group, the present study focuses exclusively on employees.

The resident employee population grew steadily between 2018 and 2025, with an average annual growth rate of 1.7% and an overall increase of almost 30,000 employees (Graph 3):

- Luxembourg nationals accounted for 57% of this overall increase, with 16,529 additional employees over the period and an average annual growth rate of 1.9%.
- Third-country national employees also made a substantial contribution, increasing by approximately 13,000 people over the period, representing 45% of total employment growth. This group has been particularly dynamic, recording an average annual growth rate of 8.2%, despite a slowdown since 2023.
- By contrast, nationals of other EU-27 Member States made a negative contribution to overall employment growth (–2%), with employment declining from 2023 onwards, reflecting the trends already observed in the resident working-age population.

[8] IGSS, employed persons aged 16 to 64, excluding temporary agency workers. See the glossary for further details.

Graph 4. Evolution of the resident employee population by nationality group



***Source**: IGSS; data as at 30 September, age group 16–64; ADEM calculations.*

In terms of composition, the structure observed in 2025 and its evolution since 2018 mirror the trends already identified for the resident working-age population: a stable predominance of Luxembourg nationals, an increasing share of nationals from outside the EU-27—whose proportion reached 12.2% at the end of September 2025—and a decline of almost five percentage points in the share of nationals from other EU-27 Member States, whose proportion now stands at below 40% of all resident employees (Table 3).

Table 3. Composition of the resident employee population (%)

	30 Sep. 2018	30 Sep. 2022	30 Sep. 2025
Luxembourg nationals	49.8%	49.6%	50.6%
EU-27 nationals (excluding Luxembourg nationals)	42.2%	40.1%	37.3%
Third-country nationals	7.9%	10.3%	12.2%
Total employees	100.0%	100.0%	100.0%

***Source**: IGSS; data as at 30 September, age group 16–64; ADEM calculations.*

2.3 Socio-demographic profile of third-country national employees

This section examines in greater detail the socio-demographic profile of resident employees who are third-country nationals, focusing on their composition by nationality, gender distribution and age structure.

From the **perspective of nationality**, Indian, Chinese and Brazilian nationals were the most represented groups in 2025, followed by Ukrainian and Cabo Verdean nationals (Table 4). This ranking had already begun to emerge in 2022, reflecting relatively stable underlying migration trends over the period and the enduring composition of third-country national communities residing in Luxembourg. The most notable change concerns Ukrainian nationals, who were absent from the top five in 2018 (ranking thirteenth, accounting for 2.0% of the total), but whose presence increased rapidly from 2022 onwards following the war between Ukraine and Russia and the introduction of the temporary protection scheme[9].

Table 4. Top 20 nationalities among third-country national employees

30 Sep. 2018		30 Sep. 2022		30 Sep. 2025	
Cabo Verde	**9.1%**	**India**	**8.4%**	**India**	**9.1%**
China	**8.9%**	**China**	**7.4%**	**China**	**7.5%**
Montenegro	**8.6%**	**Brazil**	**5.8%**	**Brazil**	**5.9%**
Brazil	**6.3%**	**United Kingdom**	**5.8%**	**Ukraine**	**5.2%**
India	**5.4%**	**Capo Verde**	**5.6%**	**Cabo Verde**	**4.9%**
Serbia	4.7%	Montenegro	4.5%	United Kingdom	3.8%
Bosnia and Herzegovina	4.5%	Ukraine	3.9%	Morocco	3.7%
United States	3.8%	Morocco	3.3%	Montenegro	3.5%
Russian Federation	3.7%	Tunisia	3.0%	Tunisia	3.4%
Kosovo	3.5%	Russian Federation	3.0%	Mauritius	2.7%
Morocco	2.5%	Serbia	2.9%	Russian Federation	2.7%
Tunisia	2.1%	United States	2.7%	Türkiye	2.5%
Ukraine	2.0%	Bosnia and Herzegovina	2.6%	Serbia	2.3%
Türkiye	2.0%	Türkiye	2.3%	United States	2.1%
Cameroon	1.7%	Kosovo	2.1%	Eritrea	2.1%
Philippines	1.6%	Mauritius	2.0%	Syria	2.0%
Albania	1.4%	Albania	1.8%	Bosnia and Herzegovina	2.0%
Mauritius	1.3%	Philippines	1.7%	Cameroon	1.9%
Switzerland	1.1%	Cameroon	1.6%	Albania	1.8%
Canada	1.1%	Eritrea	1.6%	Philippines	1.8%

Source: *IGSS; data as at 30 September, age group 16–64; ADEM calculations.* ***Reading note:*** *Percentages represent the share of total third-country national employees for each year. The top five nationalities for each year are shown in bold.*

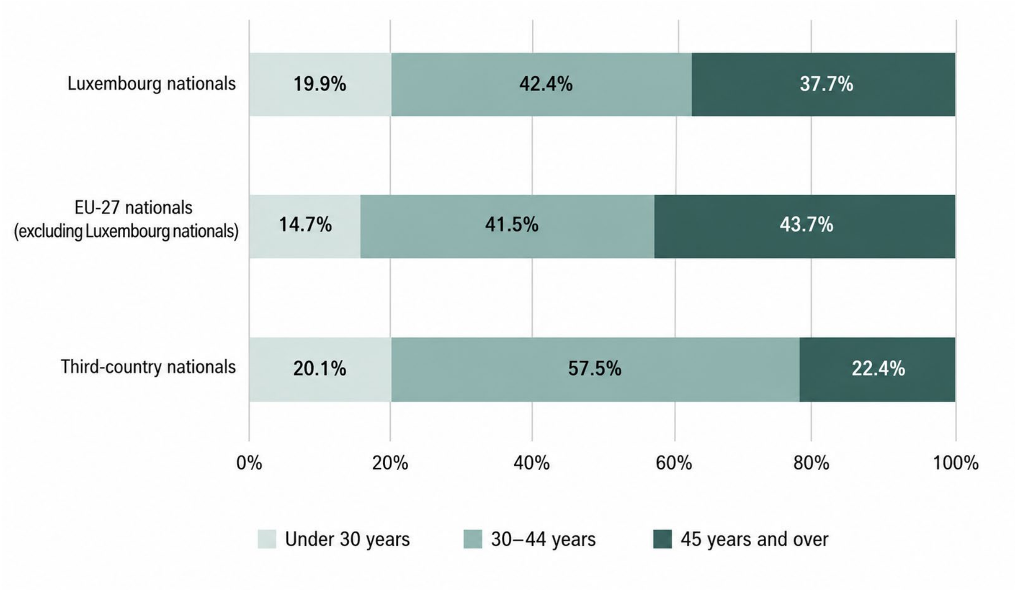
The gender distribution is broadly balanced across the resident employee population as a whole (47.2% women and 52.8% men), and a similar pattern is observed across all population groups analysed, including third-country nationals (45.2% women and 54.8% men).

[9] It should be noted that the United Kingdom, which ranked as the fourth most common nationality in 2022 and the sixth in 2025, does not appear in the 2018 ranking, as its nationals were still counted among EU-27 employees at that time. Following Brexit, however, new arrivals have been classified as third-country nationals.

These averages, however, conceal sometimes significant differences by nationality, reflecting both the characteristics of individual migration flows and the specific cultural and demographic dynamics of each community. For example, employees holding Chinese, Brazilian and Ukrainian nationality are predominantly women (56.5%, 61.5% and 67.1%, respectively), whereas Indian employees are predominantly men (64.9%).

Even more noteworthy is the age structure, where third-country nationals generally display a younger profile. 20.1% of third-country national employees are under the age of 30, while almost 60% are between 30 and 44 years old. For this latter age group, the proportion is more than ten percentage points higher than in the other population groups analysed (Graph 5).

Graph 5. Age distribution of the resident employee population



***Source**: IGSS; data as at 30 September, age group 16–64; ADEM calculations.*

2.4 Changes in the sectoral distribution of third-country nationals

An analysis by economic sector makes it possible to examine how the presence of third-country nationals in the labour market has evolved between 2018 and 2025. In this respect, Table 5 presents the evolution of the nationality composition of resident employees across each NACE economic sector[10].

As might be expected, in 2025 the public sector (including public utility activities), as well as the human health and social work sector, continued to employ predominantly Luxembourg nationals. This reflects both the language requirements associated with many positions and, for certain public service roles, specific nationality requirements.

Nationals of other EU-27 Member States are primarily concentrated in household activities and construction. Particular mention should also be made of extraterritorial organisations and bodies (Section U), which notably include the European and international institutions based in Luxembourg. In 2025, nationals of other EU-27 Member States accounted for 65.5% of employees in this sector—the third-highest proportion across all sectors—reflecting its highly international workforce and its long-standing openness to European nationals.

[10] Statistical Classification of Economic Activities in the European Community (NACE). See the glossary for further details.

The most significant developments concern third-country nationals. In 2025, the five sectors with the highest shares of third-country national employees were Accommodation and Food Service Activities, Professional, Scientific and Technical Activities, Private Education (Section P)[11], Information and Communication, and Financial and Insurance Activities. Compared with 2018, two clear trends emerge. First, there has been a marked increase in high value-added sectors: the share of third-country nationals rose from 12.7% to 24.0% in Professional, Scientific and Technical Activities, from 13.6% to 19.7% in Information and Communication, and from 9.6% to 15.8% in Financial and Insurance Activities. Secondly, Accommodation and Food Service Activities, which already recorded the highest share in 2018 (19.8%), further strengthened its position in 2025 (27.6%), confirming the long-established presence of third-country nationals in this sector.

Table 5. Composition of the resident employee population by NACE sector and nationality group

	30 Sept. 2018			30 Sept. 2025		
	Luxembourg nationals	EU-27 excl. Luxembourg	Third-country nationals	Luxembourg nationals	EU-27 excl. Luxembourg	Third-country nationals
A – Agriculture, forestry and fishing	40.7%	52.1%	7.2%	51.1%	41.0%	7.9%
B – Mining and quarrying	33.8%	64.7%	1.5%	45.3%	54.7%	0.0%
C – Manufacturing	44.0%	48.4%	7.6%	36.7%	50.0%	13.3%
D – Electricity, gas, steam and air conditioning supply	87.7%	11.4%	0.9%	80.0%	16.9%	3.1%
E – Water supply; sewerage, waste management and remediation activities	75.4%	22.2%	2.5%	77.9%	18.6%	3.5%
F – Construction	21.1%	72.3%	6.6%	24.2%	64.6%	11.1%
G – Wholesale and retail trade; repair of motor vehicles and motorcycles	45.8%	47.5%	6.7%	45.0%	44.3%	10.7%
H – Transportation and storage	61.7%	32.2%	6.1%	58.3%	32.7%	9.0%
I – Accommodation and food service activities	**17.7%**	**62.6%**	**19.8%**	**21.4%**	**51.0%**	**27.6%**
J – Information and communication	**42.3%**	**44.1%**	**13.6%**	**40.7%**	**39.7%**	**19.7%**
K – Financial and insurance activities	37.0%	53.4%	9.6%	**32.3%**	**51.9%**	**15.8%**
L – Real estate activities	47.3%	46.9%	5.8%	48.8%	44.5%	68%
M – Professional, scientific and technical activities	30.8%	56.4%	1.,7%	**27.8%**	**48.2%**	**24.0%**
N – Administrative and support service activities	**17.8%**	**67.7%**	**14.4%**	20.1%	61.6%	18.4%
O – Public administration and defence; compulsory social security	92.4%	6.7%	0.9%	92.1%	7.1%	0.8%
P – Education	**42.5%**	**37.3%**	**20.2%**	**42.8%**	**34.0%**	**23.2%**
Q – Human health and social work activities	69.0%	27.0%	4.0%	68.5%	25.9%	5.6%
R – Arts, entertainment and recreation	57.5%	32.8%	9.8%	56.8%	32.4%	10.8%
S – Other service activities	53.9%	39.1%	7.0%	52.7%	34.4%	12.9%
T – Activities of households as employers; undifferentiated goods- and services-producing activities of households for own use	**11.5%**	**75.6%**	**12.9%**	15.7%	69.5%	14.8%
U – Activities of extraterritorial organisations and bodies	21.0%	69.5%	9.5%	26.3%	65.5%	8.3%

Source: *IGSS; data as at 30 September, age group 16–64; ADEM calculations.* ***Reading note***: *Composition of the resident employee workforce by nationality group, expressed as a percentage of total employees in each sector and for each year. Rows shown in bold indicate the five sectors with the highest relative presence of third-country nationals for each year. Green highlights sectors appearing in the top five in both 2018 and 2025, grey identifies sectors that were in the top five in 2018 but not in 2025, and red indicates sectors entering the top five in 2025.*

[11] Education provided by public institutions falls under Section O – Public administration and defence; compulsory social security.

These developments point to a twofold trend:

- First, a persistent segmentation of the Luxembourg labour market, with the three nationality groups unevenly distributed across economic sectors and, most likely, across qualification levels, as certain sectors inherently require higher levels of educational attainment than others.
- Second, a gradual diversification of the career paths of third-country nationals, who are increasingly represented in highly specialised sectors. In this respect, the introduction of the occupations facing severe labour shortages list in 2023 has very likely facilitated their recruitment in several sectors experiencing structural labour shortages. By matching ROME occupations (on which the list is based) with NACE sectors, the 2026 list of occupations facing severe labour shortages (reference year 2025) confirms the presence of occupations mainly associated with the highly specialised sectors in which third-country nationals are expanding most rapidly in 2025, namely Professional, Scientific and Technical Activities, Financial and Insurance Activities, and occupations related to the Information and Communication sector.

However, because third-country nationals account for only 12% of the resident employee population, their sectoral shares are mechanically constrained by this overall proportion. In sectors employing large numbers of workers, the presence of third-country nationals may therefore appear underestimated, even where these sectors are among their preferred areas of employment. Conversely, in highly specialised sectors, the observed percentages tend to reflect the overall structure of employment rather than specific sectoral preferences. To determine whether a genuine sectoral reallocation of third-country national employment has taken place, this horizontal reading of the data must therefore be complemented by an analysis of the distribution of third-country nationals across sectors (vertical analysis).

This vertical analysis (Table 6) confirms and further refines the trends identified above. In 2025, the two sectors accounting for the largest shares of third-country national employees were Professional, Scientific and Technical Activities (19.6%) and Financial and Insurance Activities (14.7%). More importantly, these are virtually the only two sectors to have recorded a substantial increase since 2018—by almost seven and two percentage points, respectively—confirming a gradual shift of third-country nationals towards high value-added sectors[12].

The Accommodation and Food Service Activities sector, meanwhile, confirms the remarkable stability already observed, whereas sectors that have traditionally employed large numbers of third-country nationals, such as Administrative and Support Service Activities and Activities of Households as Employers, have seen their relative importance decline over the period.

[12] A slight increase is also observed in other service activities, although the volumes remain marginal.

Table 6. Distribution of third-country national employees by economic sector

	30 Sept. 2018	30 Sept. 2022	30 Sept. 2025
M – Professional, scientific and technical activities	**12.8%**	**20.1%**	**19.6%**
K – Financial and insurance activities	**13.0%**	**13.3%**	**14.7%**
I – Accommodation and food service activities	**13.5%**	**11.9%**	**12.4%**
N – Administrative and support service activities	**10.8%**	**8.2%**	**8.4%**
G – Wholesale and retail trade; repair of motor vehicles and motorcycles	7.6%	6.5%	6.5%
J – Information and communication	**7.2%**	**7.1%**	**6.4%**
F – Construction	7.1%	7.1%	6.1%
Q – Human health and social work activities	5.4%	5.0%	5.2%
H – Transportation and storage	4.0%	3,5%	3.8%
C – Manufacturing	4.2%	3.6%	3,5%
P – Education	3.5%	3.4%	3.2%
S – Other service activities	1.6%	1.7%	2.0%
T – Activities of households as employers; undifferentiated goods- and services-producing activities of households for own use	**3.5%**	**2.4%**	**1.9%**
O – Public administration and defence; compulsory social security	2.2%	1.5%	1.5%
R – Arts, entertainment and recreation	0.8%	0.7%	0.6%
L – Real estate activities	0.6%	0.5%	0.4%
A – Agriculture, forestry and fishing	0.4%	0.3%	0.3%
U – Activities of extraterritorial organisations and bodies	0.3%	0.2%	0.1%
D – Electricity, gas, steam and air conditioning supply	0.1%	0.1%	0.1%
E – Water supply; sewerage, waste management and remediation activities	0.1%	0.1%	0.1%
B – Mining and quarrying	0.0%	0.0%	0.0%
Z – Not classified	1.2%	3.1%	3.4%
Total	**100.0%**	**100.0%**	**100.0%**

Source*: IGSS; data as at 30 September, age group 16–64; ADEM calculations.* ***Reading note****: Sectoral distribution of third-country national employees, expressed as a percentage of the total number of third-country national employees. Sectors are ranked in descending order according to the share of third-country national employees in 2025. Bold text and the green, grey and red colour coding correspond to the sectors highlighted in Table 5.*

These findings are fully consistent with the conclusions of the recent LISER study (24 March 2026), commissioned by the Government of the Grand Duchy of Luxembourg – Ministry of the Economy as part of the LUXTALENT project *Attraction et rétention des talents au Luxembourg — Partie 1*, which provides complementary and convergent evidence through its analysis of the entry flows of newcomers into the Luxembourg labour market[13].

The study first shows that, between 2002 and 2024, the number of first-time entrants to the Luxembourg labour market who were born outside Luxembourg—a group comprising both immigrants and cross-border workers—increased substantially. In 2024, almost 90% of first-time entrants were born outside Luxembourg, representing more than 26,000 people in absolute terms, including more than 8,200 immigrants. The study also finds that labour market entry is increasingly concentrated in highly skilled sectors. Professional, Scientific and Technical Activities together with Financial and Insurance Activities accounted for 40% of all new labour market entrants in 2024, providing strong support for the trends identified in the present analysis. Although the study does not provide a sectoral breakdown specifically for third-country nationals, it nevertheless shows that, overall, this group experienced the strongest growth among first-time labour market entrants, with an average annual growth rate of 9.8%. Their share increased substantially between 2002 and 2024, rising from around 10% in 2002 to become the largest single component of first-time entrants in 2024, accounting for 38.3% of the total.

[13] https://gouvernement.lu/dam-assets/publications/rapport-etude-analyse/meco/luxtalent-rapport-final-20260320.pdf

Chapter 3: Third-country nationals among jobseekers registered with ADEM

This third chapter focuses on jobseekers who are nationals of third countries. Its objective is to analyse their evolution over time, their socio-demographic characteristics and their skills in order to identify the factors that facilitate or hinder their integration or reintegration into the labour market.

Unless otherwise specified, the analysis covers all resident jobseekers registered with ADEM, that is, all individuals registered with ADEM, whether they are immediately available for the labour market, participating in an employment measure, or temporarily unavailable for work[14]. This approach provides the broadest possible picture of the diversity of situations encountered and helps to better understand the specific challenges faced by third-country nationals.

3.1 Overview of resident jobseekers registered with ADEM

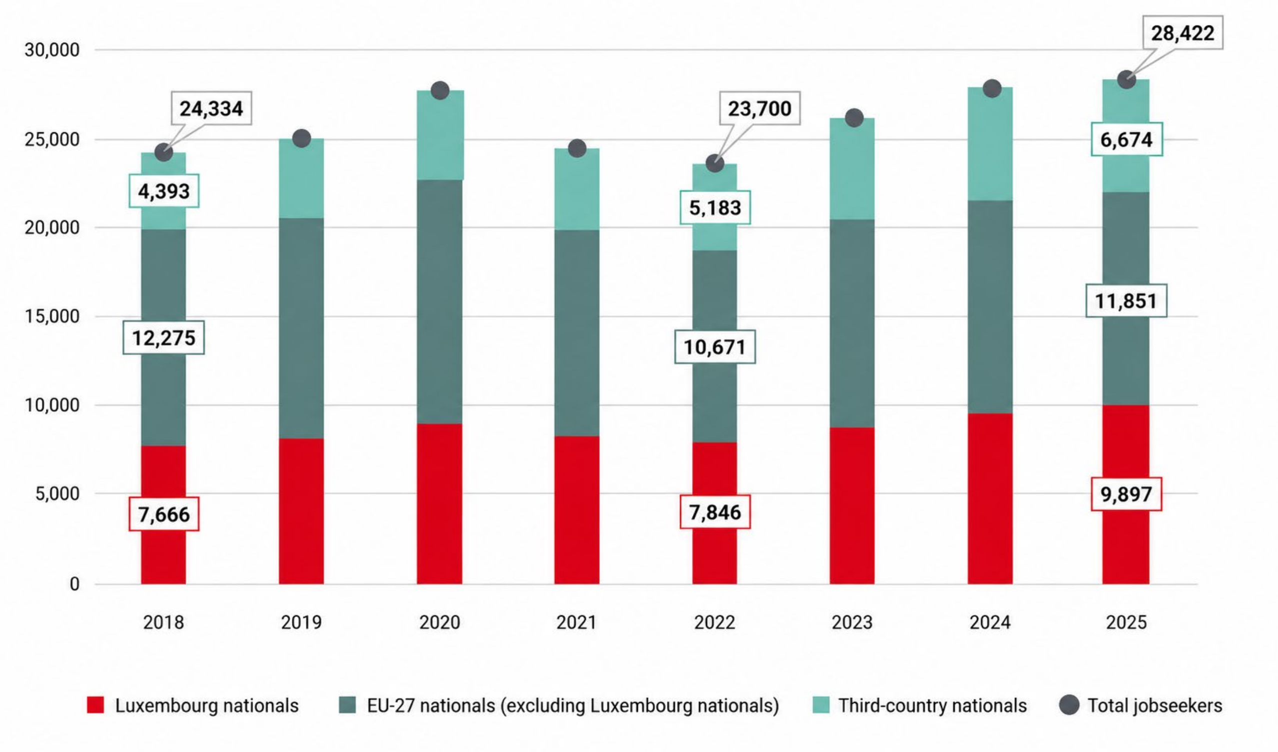
As at 31 December 2025, 28,422 residents were registered with ADEM as jobseekers, including 6,674 third-country nationals (Graph 6)[15]. Between 2018 and 2025, the total number of jobseekers increased by 17%, following an uneven trajectory characterised by alternating periods of growth and decline, reflecting both economic cycles and fluctuations associated with the COVID period. Over the period as a whole, the average annual increase amounted to 2.5%.

As with the population groups analysed previously, these overall figures conceal distinct trends across nationality groups, which can be examined in greater detail using the available monthly data (Graph 7).

- Luxembourg national jobseekers increased by almost 30% between the end of 2018 and the end of 2025, following a relatively steady upward trend throughout the period (average annual growth rate of 3.9%), with the exception of a temporary decline around 2021–2022 linked to the post-COVID recovery.
- Nationals of other EU-27 Member States followed broadly similar underlying trends but experienced more pronounced upward and downward fluctuations, indicating greater sensitivity to the underlying economic cycle. Taken together, these movements nevertheless resulted in an overall decline of 3% over the period (equivalent to fewer than 400 individuals).
- Third-country nationals recorded by far the strongest relative growth, increasing from 4,393 jobseekers in 2018 to 6,674 in 2025, representing an increase of 52% and an average annual growth rate of 6.4%. It is noteworthy that their numbers began to rise again from the beginning of 2022, earlier than for the other nationality groups, whose increase in jobseekers did not begin until the summer of the same year.

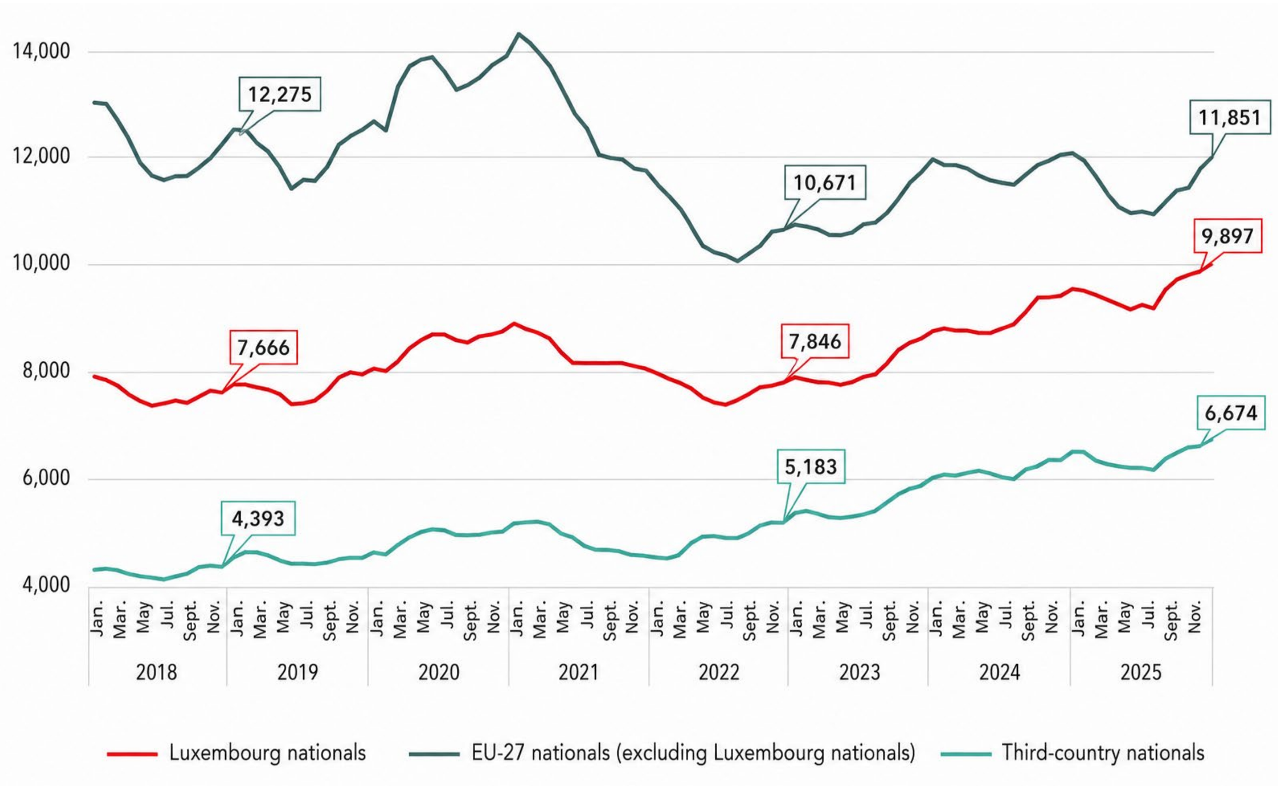
14 See the glossary for further details.
15 Unless otherwise stated, data relating to jobseekers registered with ADEM are as at 31 December of each year.

Graph 6. Annual evolution of jobseekers by nationality group



Source: *ADEM; data as at 31 December.*

Graph 7. Monthly evolution of jobseekers by nationality group



Source: *ADEM.*

These trends are reflected in a gradual change in the composition of the population of jobseekers registered with ADEM. The share of nationals of other EU-27 Member States has declined significantly, to the benefit—or rather to the detriment—of third-country nationals, whose share increased from 18.1% at the end of 2018 to 23.5% at the end of 2025, and, above all, of Luxembourg national jobseekers, whose relative share increased by almost 11 percentage points over the same period (Table 7).

Table 7. Composition of resident jobseekers (%)

	31 Dec. 2018	31 Dec. 2022	31 Dec. 2025
Luxembourg nationals	23.5%	33.1%	34.8%
EU-27 nationals (excluding Luxembourg nationals)	50.4%	45.0%	41.7%
Third-country nationals	18.1%	21.9%	23.5%
Total resident jobseekers	100.0%	100.0%	100.0%

Source: *ADEM.*

These initial findings, however, call for two observations:

First, the sharp decline in the number of EU-27 jobseekers during the post-COVID recovery may reflect not only a return to employment but also permanent departures from Luxembourg. This hypothesis is supported by data on resident employees from other EU-27 Member States, whose numbers fell from just over 101,000 in September 2022 to fewer than 97,000 in September 2025. It is also consistent with the findings of the previously cited LISER study[16], whose analysis of labour retention shows that the foreign workforce employed in Luxembourg—both immigrants and cross-border workers—is highly mobile. Approximately 30% of first-time entrants to the Luxembourg labour market leave the country within one year of arrival, while 50% leave within five years. These residential mobility patterns are not limited to returns to the country of origin and are asymmetric: more immigrants who initially settle in Luxembourg ultimately relocate to neighbouring countries than cross-border workers choose to establish residence in Luxembourg. This phenomenon is likely also present among third-country nationals, although to a lesser extent, as their mobility within the European area is structurally more limited.

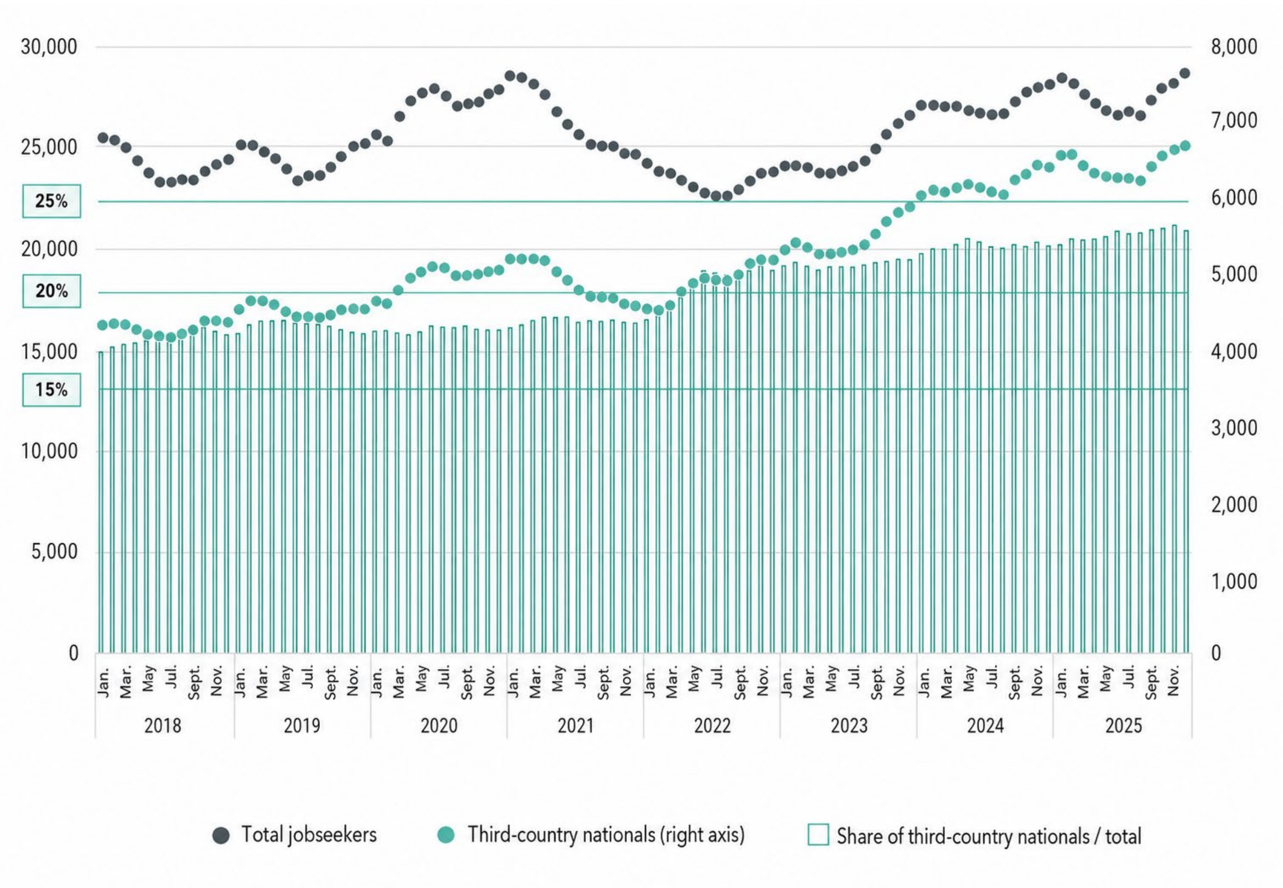
Second, the impact of naturalisation should not be overlooked when interpreting the increasing share of Luxembourg national jobseekers. More than 32,000 resident employees holding Luxembourg nationality were born outside Luxembourg, meaning that some jobseekers classified as Luxembourg nationals may in fact be former EU-27 nationals or former third-country nationals who have acquired Luxembourg citizenship. While naturalisation changes an individual's administrative status, it does not necessarily eliminate the underlying barriers to labour market integration—such as language barriers, the non-recognition of qualifications or discrimination in recruitment—which remain very real challenges for many individuals concerned.

[16] LUXTALENT: Attraction et rétention des talents au Luxembourg - Partie 1

3.2 The over-representation of third-country nationals among jobseekers

Focusing specifically on third-country nationals, Graph 8 below compares the monthly evolution of third-country national jobseekers with that of the total jobseeker population, while also illustrating changes in their relative share.

Graph 8. Evolution of third-country national jobseekers in relation to the total jobseeker population



Source: *ADEM.* ***Reading note****: Owing to the substantial difference in scale between the two series, data relating to third-country nationals are plotted on the right-hand vertical axis to facilitate comparison with the evolution of the total number of jobseekers. The share of third-country nationals in the total jobseeker population has also been included for illustrative purposes and follows its own percentage scale, separate from the scale used for absolute numbers, which corresponds to the left-hand vertical axis.*

Beyond the differences in scale, the graph clearly illustrates the change in trend that emerged from the beginning of 2022 onwards. Prior to this point, the two curves followed broadly similar underlying patterns, although fluctuations in the number of third-country national jobseekers were comparatively more moderate from month to month. From 2022 onwards, however, this pattern changed markedly: the evolution of third-country national jobseekers became closely aligned with that of both EU-27 nationals and Luxembourg national jobseekers, who represent the largest component of the overall jobseeker population in absolute terms and therefore largely determine its overall dynamics. It was precisely during the second quarter of 2022 that the share of third-country nationals in the total jobseeker population recorded a noticeable increase, rising from around 18–19% throughout 2021 to more than 22% by October 2022. This level was subsequently maintained and continued to increase gradually, reaching 23.5% by the end of 2025.

This turning point coincided with the introduction of the temporary protection scheme[17] for Ukrainian residents in March 2022, which resulted in a significant inflow of newly registered third-country national jobseekers and permanently altered the composition of the jobseeker population.

The available information can now be brought together to examine the position of third-country nationals across the three populations analysed and to better understand the underlying dynamics (Table 8).

At the end of 2025, third-country nationals accounted for 13.1% of the resident working-age population, 12.2% of resident employees, but 23.5% of jobseekers registered with ADEM[18].

Table 8 Composition of the resident working-age population, resident employee population and jobseekers in 2025

	Resident working-age population (16–64 years)		Resident employee population		Jobseekers registered with ADEM	
	No.	%	No.	%	No.	%
Luxembourg nationals	231,372	49.3%	131,511	50.6%	9,897	34.8%
EU-27 nationals (excluding Luxembourg nationals)	176,706	37.6%	96,939	37.3%	11,851	41.7%
Third-country nationals	61,378	13.1%	31,605	12.2%	6,674	23.5%
Total	**469,456**	**100.0%**	**260,055**	**100.0%**	**28,422**	**100.0%**

Source*: IGSS and ADEM. Data as at 30 September 2025 for the resident working-age population and resident employees; data as at 31 December 2025 for jobseekers registered with ADEM.*

The significant gap between the share of third-country nationals within the working-age population and their proportion among jobseekers suggests that they face less favourable access to employment than other nationality groups. The following sections therefore seek to identify the factors that may explain this over-representation—whether related to language skills, qualification levels, administrative status or the specific characteristics of migration pathways—in order to gain a better understanding of both the barriers to labour market integration and the potential levers for improving it.

3.3 Third-country national jobseekers: a population with heterogeneous legal statuses

The previous table highlights the relative over-representation of third-country nationals among jobseekers registered with ADEM compared with their share of the resident employee population or the resident working-age population. However, once beneficiaries of international or temporary protection are excluded, this proportion falls to 17.9%[19].

As at 31 December 2025, 6,674 third-country nationals were registered with ADEM, of whom 1,595 were beneficiaries of international or temporary protection, representing almost one quarter of all third-country national jobseekers and 5.6% of all jobseekers (Table 9).

[17] For the precise definition of a beneficiary of temporary protection, see the glossary.
[18] The working-age population is not limited to people who are employed or registered with ADEM. Some residents aged 16 to 64 are not, or not yet, participating in the labour market. This includes, for example, young people who are still in education, individuals who choose not to seek employment for personal reasons, those who have not registered with ADEM, and applicants for international protection who, by virtue of their status, are not eligible to register.
[19] For the precise definitions, see the glossary.

Table 9. Composition of jobseekers by nationality group and share of beneficiaries of international or temporary protection

	Total jobseekers	Jobseekers excluding beneficiaries of international and temporary protection	Beneficiaries of international and temporary protection
Luxembourg nationals	34.8%		
EU-27 nationals (excluding Luxembourg nationals)	41.7%		
Third-country nationals	23.5%	17.9%	5.6%
of which the five main nationalities among beneficiaries of international and temporary protection			
Ukraine	*3.1%*	*0.5%*	*2.6%*
Eritrea	*1.2%*	*0.1%*	*1.1%*
Syria	*0.8%*	*0.1%*	*0.7%*
Afghanistan	*0.3%*	*0.1%*	*0.3%*
Türkiye	*0.4%*	*0.3%*	*0.1%*
Total (No.)	28,422	5,079	1,595

Source: *ADEM; data as at 31 December 2025.*

The case of Ukrainian beneficiaries of temporary protection, introduced following the outbreak of the war in February 2022, is particularly illustrative. They account for 3.1% of all jobseekers registered with ADEM, but only 0.5% once beneficiaries of international or temporary protection are excluded.

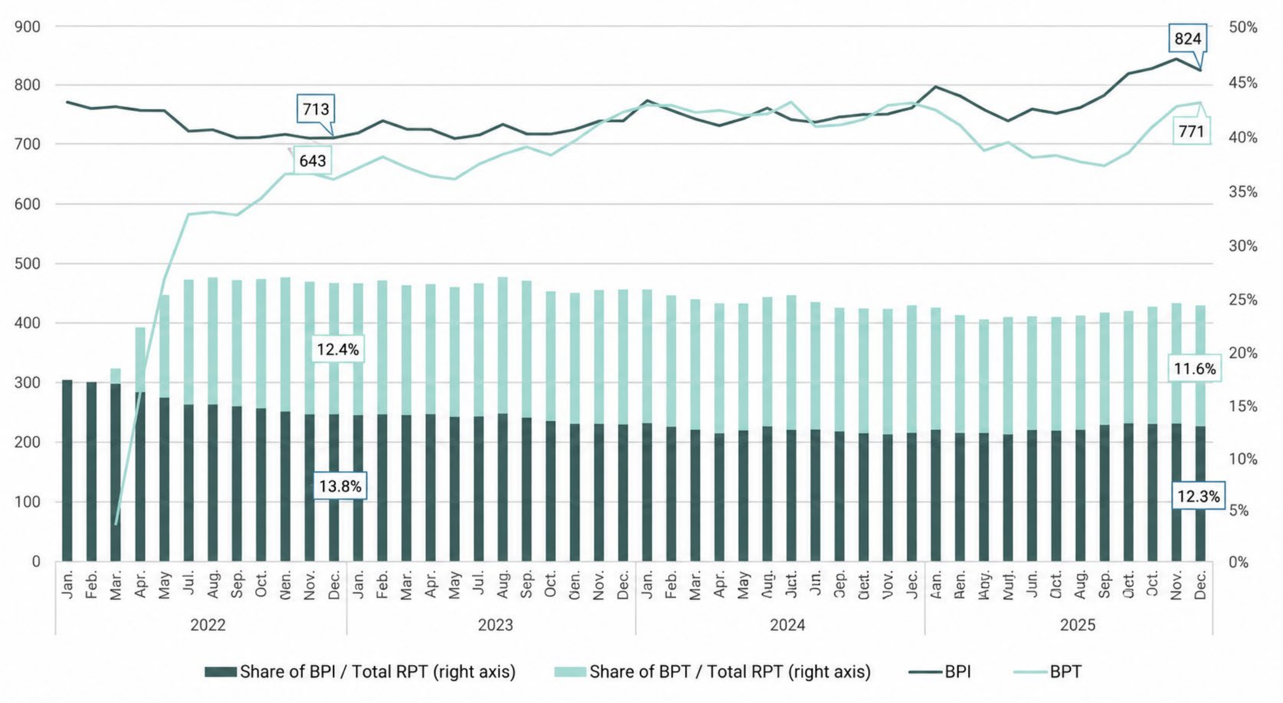
Similarly, although the numbers involved are smaller, nationals of Eritrea, Syria and Afghanistan are proportionally more highly represented among beneficiaries of international or temporary protection. Conversely, the presence at ADEM of other well-represented nationalities—such as Brazilians, Cabo Verdeans, Montenegrins, Tunisians, Serbians and Chinese nationals—is more closely associated with residence permits issued for employment, family reunification or study.

The over-representation of third-country nationals among jobseekers is therefore not a homogeneous phenomenon. Rather, it reflects a combination of factors related to the country of origin, the grounds for residence, and the individual's pathway of settlement and integration. These diverse situations are accompanied by very different levels of education, professional experience and personal circumstances, all of which influence prospects for entering—or re-entering—the labour market.

This interpretation is reinforced by an analysis of the long-term evolution of third-country national jobseekers holding a protection status (Graph 9):

- As noted previously, the number of third-country national jobseekers increased sharply from the beginning of 2022, coinciding with the activation of the EU Temporary Protection Mechanism.
- Between june 2017[20] and December 2025, the increase in the number of jobseekers benefiting from international protection was broadly comparable to the increase observed for all third-country national jobseekers (+59.7% versus +62.5%). Their share peaked at around 19% between September and October 2018, before gradually declining to 12.3% in December 2025. In March 2022, the month in which temporary protection was introduced and the first beneficiaries arrived, beneficiaries of international protection represented 16.6% of all third-country national jobseekers[21].
- The number of temporary protection beneficiaries increased rapidly during the first months following the introduction of the scheme before stabilising towards the end of 2022. They accounted for 12.4% of all third-country national jobseekers in December 2022 and 11.6% in December 2025. Between the end of 2022 and the end of 2025, their number increased by 19.9%.

Graph 9. Evolution of the number of third-country national jobseekers holding international or temporary protection status



Source: *ADEM*

It should be noted that only a proportion of beneficiaries of international protection who are seeking employment are registered with ADEM, while the remainder are supported by the National Office for Social Inclusion (ONIS) or the National Solidarity Fund (FNS). Beneficiaries of international protection are eligible for the Social Inclusion Income (REVIS) on the same basis as Luxembourg residents, in accordance with the Law of 28 July 2018, which established the scheme, replacing the former Guaranteed Minimum Income (RMG), and provides a basic means of subsistence for individuals and households with little or no income.

[20] Prior to that date, ADEM did not have reliable data on jobseekers holding international protection status.
[21] Data not shown in the chart are available from ADEM upon request.

Any person applying for REVIS through the FNS who is under the age of 65 and considered fit for work is referred by the FNS to ADEM's REVIS Desk, where they undergo a REVIS employability assessment (*avis de compétence REVIS*). This is a dedicated profiling process designed to assess the individual's capacity to integrate into the open labour market[22]. Only beneficiaries of international protection who are considered capable of entering the labour market—particularly in light of their minimum language skills—are subsequently referred for registration with ADEM as jobseekers. Those with more substantial social or labour market activation needs are instead referred to ONIS for intensive support. By way of indication, approximately 55% of REVIS beneficiaries are referred to ADEM, while around 45% are referred to ONIS.

In the remainder of this report, third-country nationals are systematically distinguished into three subgroups—third-country nationals not benefiting from protection, beneficiaries of international protection, and beneficiaries of temporary protection—as these three population cohorts display markedly different socio-demographic profiles that must be taken into account to ensure a meaningful interpretation of the findings.

The analysis of registration duration highlights likely difficulties in labour market integration for beneficiaries of international or temporary protection, both compared with third-country nationals residing in Luxembourg for reasons other than protection and with the overall jobseeker population. To avoid distortions arising from cases involving illness, which may affect the measurement of long-term unemployment, the analyses presented in this section focus exclusively on resident jobseekers available for the labour market (Graph 10)[23].

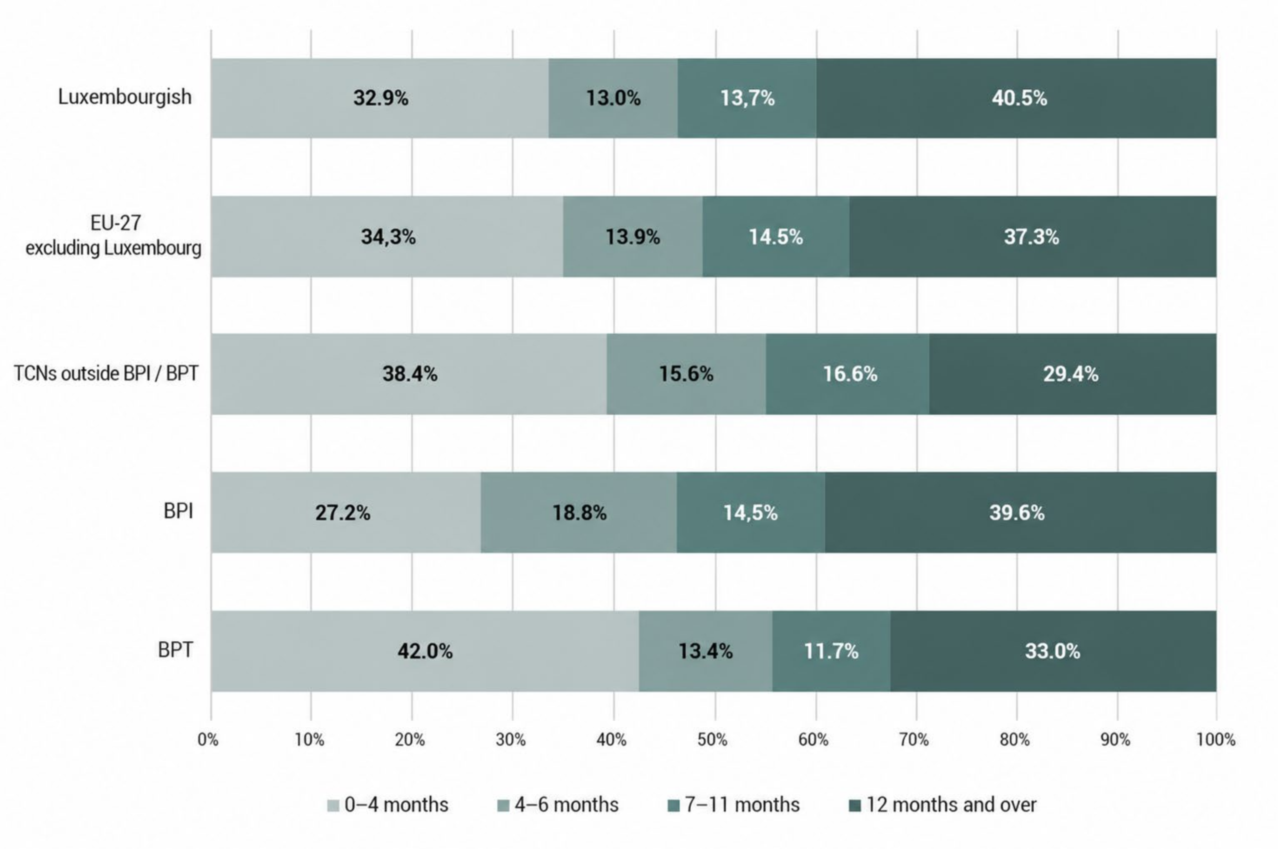
Third-country national jobseekers not benefiting from protection tend to have shorter registration periods. 38.4% have been registered for less than four months, while only 29.4% have been registered for twelve months or more, representing the lowest proportion among all the groups analysed. This profile can be explained in part by migration pathways that are more strongly employment-oriented. When faced with unemployment, some third-country nationals who are not beneficiaries of protection may choose to seek employment opportunities in other countries rather than remain registered with ADEM for an extended period, thereby mechanically reducing the observed registration durations. This pattern is consistent with a form of economic migration characterised by greater mobility and weaker territorial attachment, particularly among first-time migrants, as highlighted both by the LISER study and by the findings presented in Chapter 2: approximately 30% of first-time entrants to the Luxembourg labour market leave the country within one year of arrival, while half leave within five years[24].

[22] Criteria for referral to intensive support provided by ONIS include: insufficient proficiency in any of the five designated languages (French, German, Luxembourgish, or English/Portuguese, depending on the occupation sought); being over 50 years of age and having been out of employment for more than 10 years; significant health problems; or experiencing severe hardship that prevents active job searching. As an indication, referrals are distributed approximately 55:45 between ADEM and ONIS. Beneficiaries may, however, be referred from one service to the other as their individual circumstances evolve.

[23] See the glossary for further details.

[24] For further information, see: https://gouvernement.lu/dam-assets/publications/rapport-etude-analyse/meco/luxtalent-rapport-final-20260320.pdf

Graph 10. Distribution of resident jobseekers available for the labour market by registration duration



Source: ADEM; data as at 31 December 2025.

Despite their relatively young profile and language skills that are often well aligned with the languages commonly used in everyday life in Luxembourg (Graph 13), beneficiaries of international protection exhibit a high incidence of long-term unemployment: almost 40% have been registered with ADEM for at least one year, a proportion comparable to that observed among Luxembourg nationals. This finding suggests that labour market integration challenges are not solely attributable to language skills, but also reflect more structural barriers, such as the recognition and valorisation of qualifications, access to professional networks and discrimination in recruitment. These obstacles tend to accumulate over time and have lasting effects on labour market integration pathways.

The profile of beneficiaries of temporary protection is characterised by a particularly interesting bimodal distribution. On the one hand, they record the highest proportion of very recent registrations, with 42.0% having been registered for less than four months, reflecting recent entries into the scheme. On the other hand, 33.0% have been registered for twelve months or longer, indicating the gradual accumulation of long-term unemployment situations whose effects are likely to persist over time. Intermediate registration durations are comparatively under-represented, suggesting a polarisation between newly registered jobseekers and individuals who have become entrenched in long-term unemployment.

3.4 Detailed socio-demographic profile of third-country nationals

The analysis now returns to the overall population of third-country nationals. As noted previously, 6,674 third-country nationals were registered with ADEM as at 31 December 2025, of whom 1,595 were beneficiaries of international or temporary protection, representing 23.9% of all registered third-country nationals and 5.9% of all jobseekers. The twofold analytical approach described earlier makes it possible to isolate the effect of protection status on the distribution of nationalities and reveals two distinct patterns (Table 10):

- First, certain nationalities are represented predominantly as a result of international or temporary protection mechanisms. The most striking example is that of Ukrainian nationals. Although they constitute the largest nationality group among all third-country nationals registered with ADEM, they account for only 3.0% of jobseekers once beneficiaries of temporary protection are excluded.
- Second, other nationalities are associated with more diverse migration pathways—including employment, family reunification and study—and form the principal core of third-country nationals registered with ADEM. Once beneficiaries of protection are excluded, the most represented nationalities are Brazilian (9.0%), Cabo Verdean (8.0%), Montenegrin (5.4%), Moroccan (5.3%) and Indian (4.9%).

Table 10. Composition of third-country national jobseekers by nationality according to the reference group

Country	Third-country nationals	Country	Third-country nationals
Ukraine	13.2%	Brazil	9.0%
Brazil	6.8%	Cabo Verde	8,0%
Cabo Verde	6.1%	Montenegro	5.4%
Eritrea	4.9%	Morocco	5.3%
Montenegro	4.1%	India	4.9%
Morocco	4.1%	Tunisia	4.5%
India	3.7%	Cameroon	3.8%
Tunisia	3.5%	Serbia	3.5%
Syria	3.4%	Guinée	3.5%
Cameroon	3.0%	Ukraine	3.0%
Serbia	2.7%	Chine	2.6%
Guinea	2.7%	Sénégal	2.6%
China	2.0%	Guinée-Bissau	2.6%
Senegal	2.0%	Bosnie-Herzégovine	2.5%
Guinea-Bissau	2.0%	Royaume-Uni	2.2%
Bosnia and Herzegovina	1.9%	Kosovo	2.2%
Kosovo	1.8%	Algérie	2.1%
Algeria	1.7%	Albanie	2.0%
United Kingdom	1.7%	Russie	2.0%
Türkiye	1.7%	Nigéria	2.0%
Albania	1.6%	Turquie	1.9%
Russia	1.6%	République démocratique du Congo	1.3%
Nigeria	1.5%	Côte d'Ivoire	1.2%
Afghanistan	1.4%	Iran	1.2%
Iran	1.4%	République dominicaine	1.0%
Other countries (not shown separately)	19.4%	Autres pays non détaillés	19.7%
Total	100.0%	Total	100.0%
Total (No.)	6,674	Total (N.)	5,079

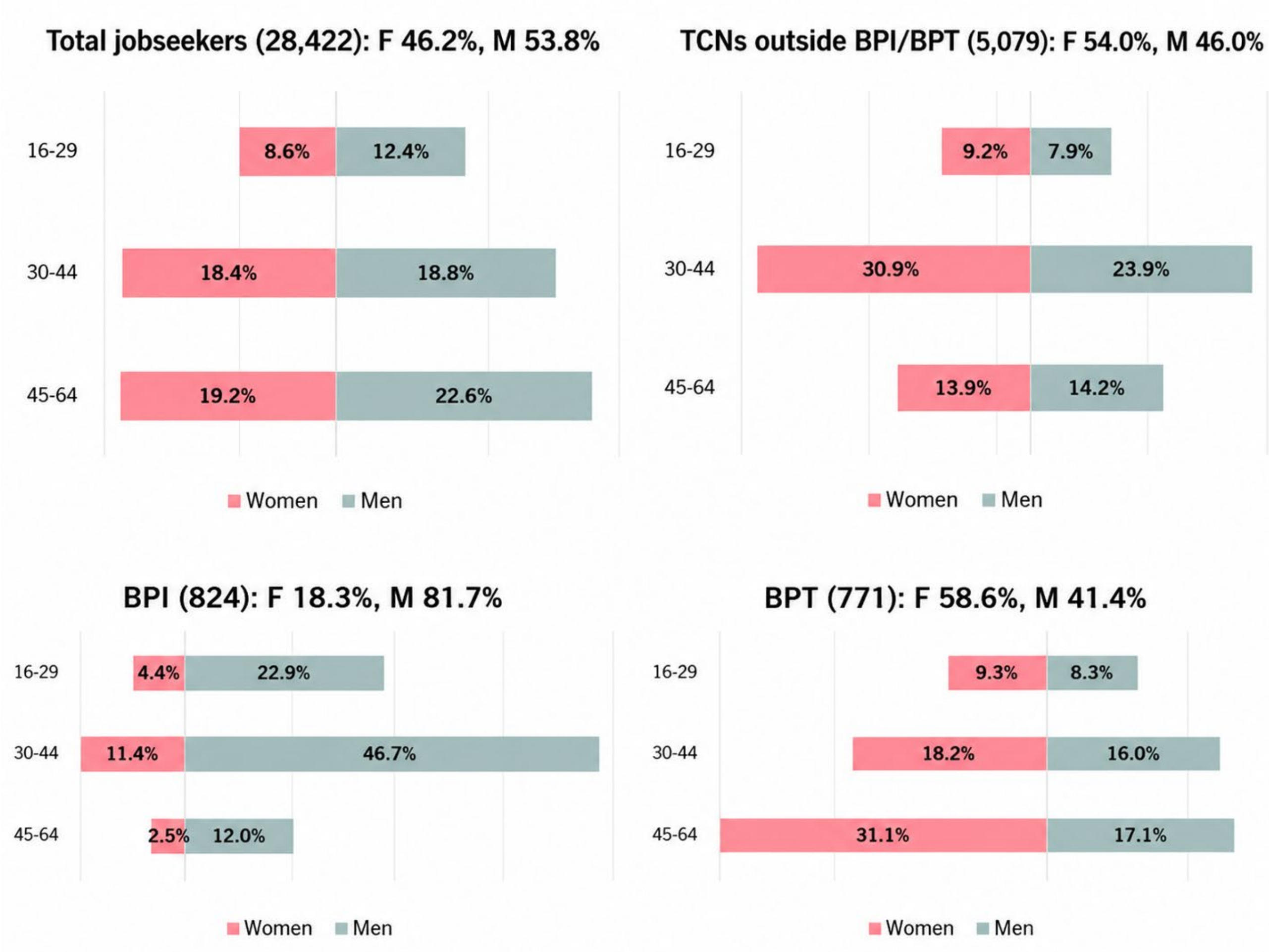
Source: *ADEM.*

The gender distribution is broadly balanced, particularly among third-country nationals, comprising 50.2% women and 49.8% men. More pronounced differences emerge, however, when third-country nationals are **distinguished according to their administrative status, particularly when gender is analysed alongside age group** (Graph 11).

As observed among resident employees, third-country national jobseekers who do not benefit from protection status display an age structure that is heavily concentrated in the 30–44 age group, which accounts for 54.8% of the total (Graph 12). Those aged 45 and over represent 28.1%, a higher proportion than that observed among resident employees (22.4%), suggesting greater difficulties in either entering or remaining in employment.

Beneficiaries of international protection display a markedly younger profile: almost 58% are aged 30 to 44, while nearly 30% are under the age of 30. They are also predominantly male, with women accounting for only 18.3% of the group. By contrast, beneficiaries of temporary protection exhibit a noticeably older profile: almost 48% are 45 years of age or older, with a particularly strong female representation within this age group.

Graph 11. Composition of jobseekers by gender and age according to the reference group



Source ADEM*; data as at 31 December 2025.* ***Reading note****: Percentages are calculated as a proportion of the total population within each reference group.*

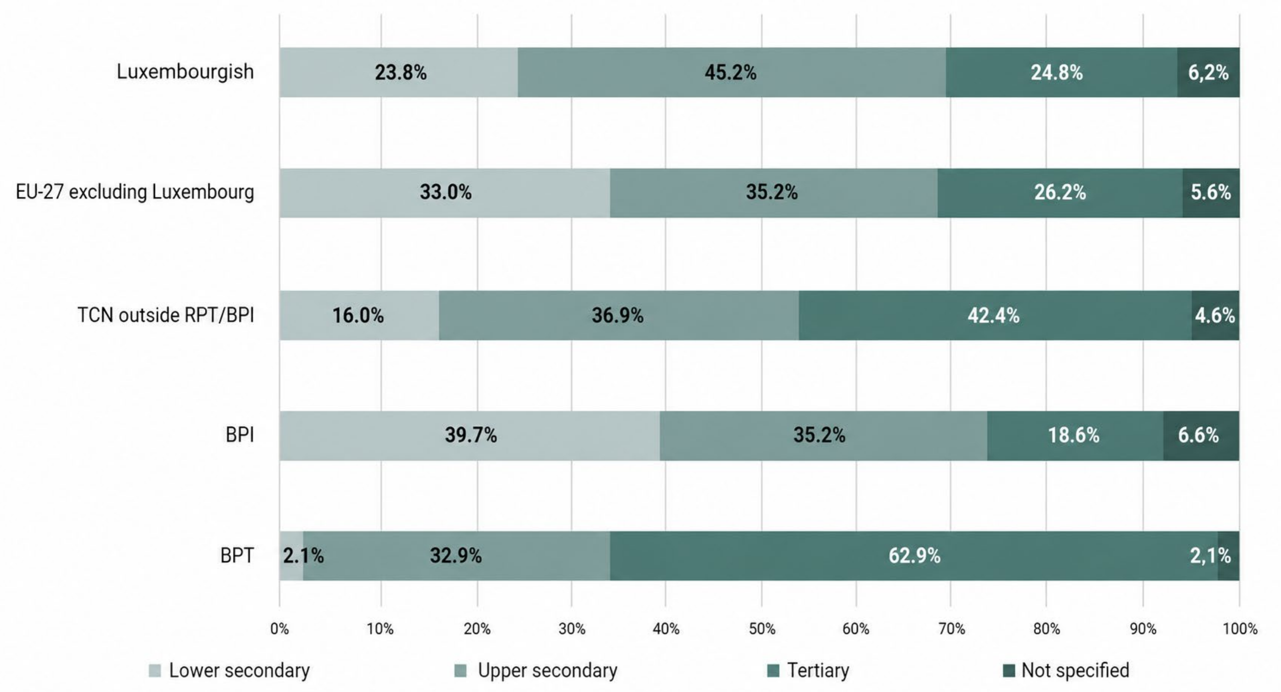
A final socio-demographic characteristic deserving particular attention is the level of educational attainment[25]. These data should, however, be interpreted with caution, as they are based on self-declared information provided by jobseekers and are not systematically supported by evidence of qualification recognition.

[25] The educational attainment levels are classified according to the International Standard Classification of Education (ISCED). See the glossary for further details.

Compared with Luxembourg national jobseekers and nationals of other EU-27 Member States, third-country nationals not benefiting from protection display a substantially higher proportion of higher education graduates (42.4%), accompanied by a comparatively smaller share of individuals whose highest qualification is lower secondary education (16.0%), the lowest proportion among all the groups analysed (Graph 12). This profile reflects migration pathways that are often driven by professional or family settlement projects, which partly explains the over-representation of highly qualified individuals, while bearing in mind that these figures are based solely on unverified self-declarations.

Beneficiaries of temporary protection exhibit an even higher level of educational attainment: 62.9% hold a higher education qualification, whereas only 2.1% have not progressed beyond lower secondary education. This profile is consistent with the specific migration context of this group and represents a significant source of potential skills. By contrast, beneficiaries of international protection display a much less favourable educational profile: 39.7% have not progressed beyond lower secondary education, while only 18.6% hold a higher education qualification.

Graph 12. Composition of jobseekers by level of educational attainment



***Source**: ADEM; data as at 31 December 2025. **Reading note**: Educational qualifications have been grouped in accordance with the ISCED classification.*

Although there is a genuine pool of qualifications among third-country nationals—albeit unevenly distributed according to protection status—it is clear that a range of structural barriers limits the extent to which these qualifications can be recognised and utilised in the labour market:

- Missing documentation or the inability or difficulty of obtaining copies of educational qualifications, particularly for certain groups who have been forcibly displaced.
- The need for certified translations, together with potential difficulties in identifying suitably qualified professionals for less widely spoken languages.

- The cost of qualification recognition procedures. It should be recalled in this regard that beneficiaries of temporary protection are not entitled to any income support in Luxembourg, including REVIS, unlike beneficiaries of international protection.
- Educational specialisations whose content and associated competencies may differ substantially from European reference frameworks, making it difficult to compare study programmes and assess acquired knowledge and skills. In some cases, these challenges are compounded by regulatory frameworks that differ from those applicable in Luxembourg or elsewhere in the EU-27.

Taken together, these barriers may significantly limit the labour market value of qualifications held by third-country nationals, regardless of their actual level of educational attainment. The following section examines the correspondence between fields of study and occupational aspirations, particularly in occupations requiring a high level of expertise or subject to specific regulatory requirements.

3.5 Qualification level and occupational orientation

As shown in Table 11, among the 6,674 third-country nationals registered with ADEM on 31 December 2025, 5,402 obtained their highest qualification in a country outside the EU-27, representing 80.9% of the total. By comparison, only 8.5% obtained their highest qualification in Luxembourg, while 2.2% graduated in France. The predominance of qualifications obtained outside the EU-27 is an important element of the analysis, as it may influence both the recognition of qualifications and the transferability of skills[26].

Overall, 41.8% of third-country national jobseekers hold a higher education qualification, corresponding to 2,792 individuals. When only those who obtained their highest qualification outside the EU-27 are considered, this proportion stands at 35.7%, representing 2,383 individuals.

[26] Transferability of skills refers to the extent to which skills acquired through employment, education and training, or life experience can be effectively applied in a different occupation, sector of activity or work environment. It reflects an individual's ability to mobilise the knowledge, skills and competences developed through previous professional experience, education and training, or other activities in a new job or sector. From this perspective, the transferability of skills is a key determinant of employability and occupational mobility, particularly in contexts involving career transitions, migration or structural changes in the labour market.

Table 11. Composition of third-country nationals by detailed level of educational attainment and country where the qualification was obtained

		Third-country nationals		Third-country nationals with a qualification obtained outside the EU-27		Total jobseekers	
		No.	%	No.	%	No.	%
Lower secondary	Primary education	304	4.6%	299	5.5%	2,091	7.4%
	Lower secondary education (first cycle)	854	12.8%	598	11.1%	5,336	18.8%
Upper secondary	Upper secondary education (second cycle)	2,413	36.2%	2,118	39.2%	10,946	38.5%
	Post-secondary non-tertiary education	5	0.1%	4	0.1%	116	0.4%
Tertiary	Short-cycle tertiary education	228	3.4%	207	3.8%	942	3.3%
	Bachelor's degree or equivalent	1,128	16.9%	1,074	19.9%	2,976	10.5%
	Master's degree or equivalent	1,319	19.8%	1,032	19.1%	4,124	14.5%
	Doctorate or equivalent	117	1.8%	70	1.3%	309	1.1%
	Total with a tertiary qualification	***2,792***	***41.8%***	***2,383***	***44.1%***	***8,351***	***29.4%***
	Not specified	306	4.6%	-	-	1,582	5.6%
	Total	**6.674**	**100.0%**	**5,402**	**100.0%**	**28,422**	**100.0%**

Source*: ADEM; data as at 31 December 2025.*

The educational profile of third-country nationals differs markedly from that observed among the overall population of jobseekers registered with ADEM. The proportion of higher education graduates is substantially higher among third-country nationals (41.8%) than among all registered jobseekers (29.4%), rising to 44.1% when considering only those whose highest qualification was obtained outside the EU-27. Within this latter group, the concentration of Bachelor's degree holders is particularly striking (19.9%), almost twice the proportion observed among all registered jobseekers (10.5%). The difference is less pronounced for Master's degrees (19.1% versus 14.5%), while the proportions holding Doctorates or short-cycle tertiary qualifications are broadly comparable across the two populations. This distribution points to a substantial pool of academic skills that may nevertheless face challenges relating to the comparability, transferability and recognition of qualifications within the Luxembourg labour market, thereby creating a significant risk of underutilisation of existing skills and qualifications.

The analysis now examines in greater detail the relationship between field of study and the occupation sought, based on the primary occupation declared by each jobseeker in accordance with the ROME occupational classification[27]. Among the various fields of study, this report focuses on highly specialised professions, whether regulated or not, where issues relating to language proficiency, the recognition of qualifications or the acquisition of the necessary professional authorisations may arise. As a result, jobseekers who are unable to secure employment in their area of expertise may be compelled to seek alternative positions, sometimes below their level of qualification. The analysis focuses on three occupational groups:

- Group 1: Information Technology and Law
- Group 2: Architecture and Engineering
- Group 3: Medical and Healthcare Professions

[27] See the glossary for further details. The ROME occupational classification is available on the ADEM website at the following address: https://rome.adem.etat.lu/index_metier.html

Group 1: Information Technology and Law

Occupations in the fields of law and information technology are generally not regulated, with the exception of certain specific professions such as that of lawyer. Nevertheless, they remain highly specialised occupations in which barriers may arise, particularly as a result of language proficiency requirements or differences in academic training, which may translate into an insufficient knowledge of the Luxembourg or European legal framework.

Within the field of law, there are 167 third-country national jobseekers. Among them, 50.3% are seeking employment directly related to their field of study. Others are pursuing occupations below their qualification level, particularly administrative and secretarial roles (20 individuals). The rate of correspondence between qualifications and the occupation sought is higher among more specialised legal fields, such as financial, tax and business law.

The results are particularly favourable in the field of information technology. Of the 133 third-country national jobseekers specialising in IT, 79.6% are seeking employment directly related to their area of expertise. This particularly high level of correspondence reflects the highly technical and professionally oriented nature of IT education, which prepares graduates for clearly defined occupations.

This is further reinforced by sustained employer demand for highly qualified IT professionals across areas such as software development, cybersecurity, data analysis and systems administration, encouraging candidates to remain within their field of expertise. In this context, the high degree of correspondence observed in the IT sector is therefore entirely consistent.

Group 2: Architecture and Engineering

The professions of architect and consulting engineer are regulated professions in Luxembourg. They fall within the category of liberal professions and involve specific responsibilities, including signing architectural plans, supervising construction works and ensuring compliance with local standards and regulations. To practise independently, professionals must obtain a business permit (autorisation d'établissement) and be registered with the Order of Architects and Consulting Engineers (OAI).

Against this background, 60.5% of jobseekers trained in architecture are seeking employment within their field of study, although the numbers involved remain relatively small (23 out of 38 individuals). This proportion falls to 52.8% among holders of higher education qualifications in construction or civil engineering (19 out of 36 individuals). Among those seeking employment outside their original field of study, many continue to target more applied or operational roles within the construction sector. Although this remains a minority trend, it may indicate a strategy of occupational downgrading, potentially linked to difficulties in obtaining recognition of qualifications or access to regulated professions.

Beyond these strictly regulated professions, the various branches of engineering present a different picture, while remaining characterised by a high degree of technical specialisation. However, the absence of a formal regulatory framework does not necessarily make labour market integration easier for third-country nationals. On the contrary, several factors may constitute significant barriers, including language requirements, differences in academic curricula and technical standards, as well as variations in the subjects covered during training (local regulations, safety standards, sector-specific certifications, etc.).

These obstacles may restrict access to highly qualified positions and lead some jobseekers to seek employment outside their original area of specialisation.

Accordingly, among the 208 third-country national jobseekers specialising in engineering, only 38.5% are seeking occupations corresponding to their field of study. Cross-analysis with educational attainment also indicates that a non-negligible proportion (almost 7%) appear to be applying for positions that are likely to be below their qualification level. Unlike the field of information technology, where competencies are largely based on internationally recognised technical languages and relatively harmonised standards, engineering disciplines remain strongly influenced by country-specific frameworks, including national standards, certification systems and technical methodologies. This diversity, combined with the high degree of internal specialisation within engineering (mechanical, electrical, environmental engineering, etc.), makes the transferability of skills more complex for third-country nationals and helps explain the lower qualification-to-occupation correspondence observed in this field.

Group 3: Medical and Healthcare Professions

The medical professions in the strict sense—including general practitioners, medical specialists, dentists and veterinarians—are subject to a particularly stringent regulatory framework. Practising these professions requires an authorisation to practise issued by the Ministry of Health, together with formal recognition of professional qualifications for any diploma obtained outside Luxembourg. Access to these professions is therefore tightly regulated, reflecting the high level of responsibility involved in clinical diagnosis, patient care, compliance with healthcare protocols and adherence to national professional standards.

Where applicants are required to undertake an aptitude test, even those who already speak one of the examination languages (French or German) may not possess sufficient mastery of the specialised medical terminology. In addition, these procedures involve costs, which may constitute a significant obstacle for jobseekers with limited or no income.

Against this background, only 21.8% of third-country national jobseekers with a medical background are seeking employment as medical practitioners in the strict sense. A substantial proportion (36.4%) instead pursue occupations that remain consistent with their educational background but are at a lower qualification level, such as medical administration, specialised medical secretarial work or medical assistance.

A similar pattern is observed across the broader group of regulated allied health professions, including nurses, physiotherapists, speech and language therapists, occupational therapists, medical laboratory professionals and midwives. These professions are subject to the same barriers described above and likewise require an authorisation to practise, given that they involve clinical or paramedical responsibilities requiring formal validation of professional competencies. 44.4% of jobseekers in these professions seek employment directly related to their field of training.

A particular case concerns the professions of psychology and speech and language therapy. These professions become regulated only where they involve the provision of specific therapeutic services, such as psychotherapy or clinical speech and language therapy. Within the sample analysed (41 individuals), fewer than 10% of jobseekers holding qualifications in psychology or speech and language therapy are seeking employment in occupations falling within this regulated framework. Nevertheless, 34.1% are pursuing positions broadly consistent with their field of study, most commonly in support services, special education, non-clinical care settings, or, in the case of psychology graduates, human resources.

It should also be emphasised that language proficiency plays a critical role within the human health and social work sector (NACE Section Q). This is a highly diverse sector encompassing hospitals and other long-term care providers, home care services and day-care centres. Language requirements are particularly demanding and have continued to increase over time. In 2018, 59% of vacancies notified to ADEM required proficiency in three languages at CEFR level B ("independent user") or level C ("proficient user"), while almost 5% required proficiency in four languages. By 2025, the proportion of vacancies requiring three languages remained almost unchanged (60%), whereas 11% required proficiency in four languages.

French is by far the most frequently required language. In 2025, it appeared as a requirement in 95% of vacancies, with 55% requiring proficiency at CEFR level C ("proficient user"). Luxembourgish was mandatory in 84% of vacancies and German in 71%. Requirements relating to English, however, have increased significantly, both in terms of the proportion of vacancies requiring the language and the level of proficiency expected. In 2018, 13% of vacancies required English (10% at level B and 5% at level C). By 2025, 20% of vacancies required English, with 13% specifically requiring CEFR level C proficiency[28].

Language skills may therefore constitute a significant barrier to the labour market integration of third-country national jobseekers seeking employment in the human health and social work sector.

3.6 Language Skills

Among the challenges affecting labour market integration, language proficiency represents one of the most immediate and decisive barriers. Proficiency in Luxembourg's official languages and/or English determines access to many sectors—including healthcare, public administration, retail and services—but also influences an individual's ability to understand administrative procedures, interpret job vacancies and comply with professional standards.

Upon registration, each jobseeker is invited to complete an online language assessment in the languages they declare they speak, selected from the principal languages of the Luxembourg labour market: Luxembourgish, French, German and English. Results are expressed according to the Common European Framework of Reference for Languages (CEFR)[29], levels A, B and C, where A corresponds to a basic user, B to an independent user, and C to a proficient user. This provides a standardised and objective benchmark that is particularly valuable in supporting jobseekers through personalised guidance.

[28] The data are available through ADEM's interactive JobInsights dashboard, which can be accessed at the following address: https://adem.public.lu/fr/marche-emploi-luxembourg/statistiques/jobinsights.html

[29] See the glossary for further details.

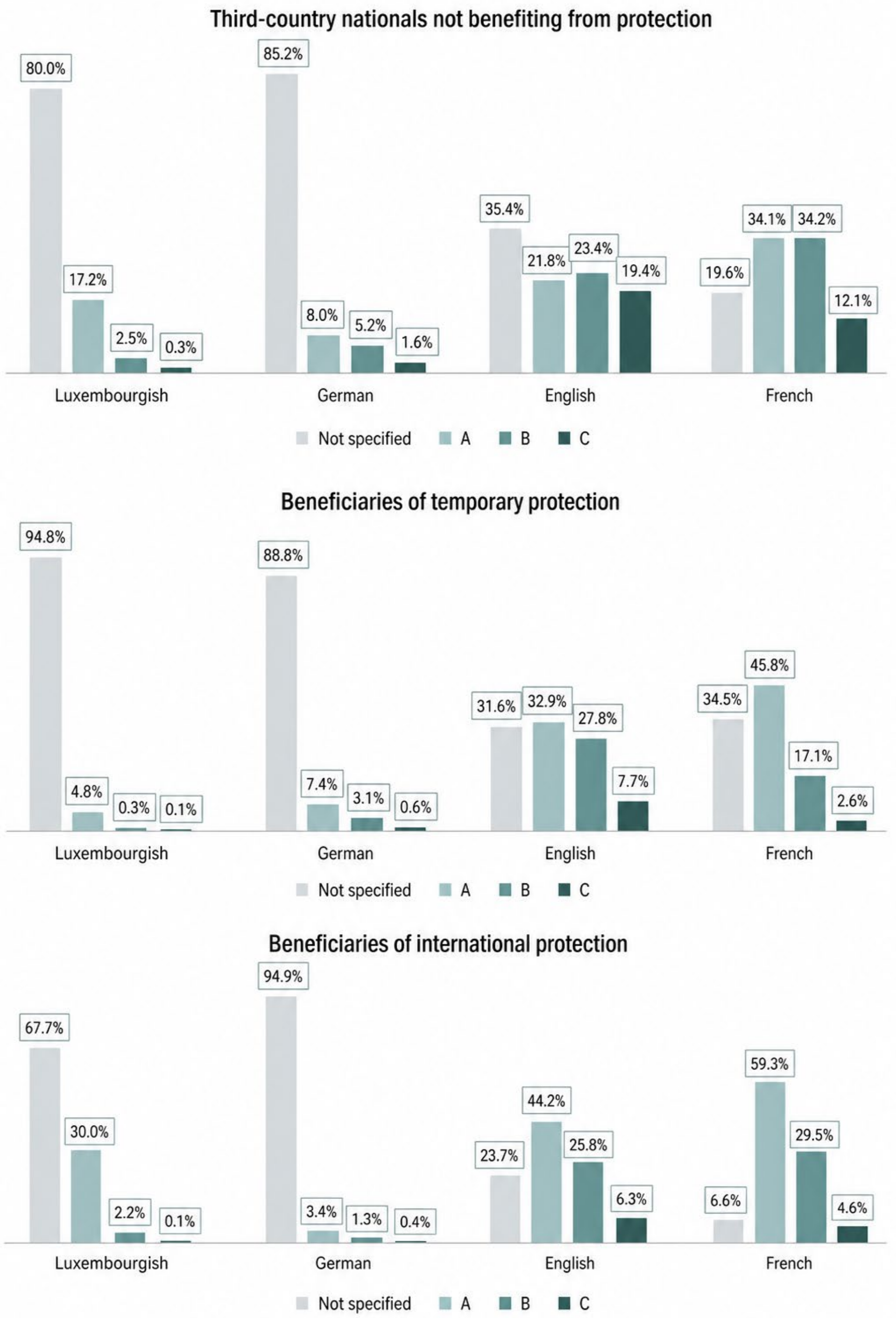
English and French are the languages with the highest levels of proficiency overall, although significant differences emerge between the various subgroups (Graph 13):

- English. Third-country nationals not benefiting from protection display the most balanced profile, with 42.8% reaching CEFR level B or C. Beneficiaries of temporary protection show a broadly similar proportion (35.5%), but also a higher share reporting no knowledge of English (31.6%). Beneficiaries of international protection are concentrated primarily at the basic user level (A), while also recording the lowest proportion of individuals reporting no knowledge of English (23.7%).
- French. Beneficiaries of international protection demonstrate the highest levels of proficiency: almost 60% possess basic-level (A) skills, while 34.1% reach CEFR level B or C, and only 6.6% report no knowledge of French. Third-country nationals not benefiting from protection occupy an intermediate position, with almost half (46.3%) reaching level B or C. Beneficiaries of temporary protection exhibit lower levels of French proficiency: 34.5% report no knowledge of French, while fewer than 20% achieve level B or C.
- Luxembourgish. Proficiency in Luxembourgish remains generally limited across all subgroups. Beneficiaries of international protection nevertheless stand out, with approximately 30% demonstrating basic-level (A) proficiency, which may facilitate access to certain sectors of employment.
- German. German is the least widely mastered language. Almost 95% of beneficiaries of international protection and 88.8% of beneficiaries of temporary protection report no knowledge of German. The situation is broadly similar among third-country nationals not benefiting from protection, although their overall proficiency levels are marginally higher.

The language proficiency data relating to beneficiaries of international protection should nevertheless be interpreted with caution. As noted previously, not all beneficiaries of international protection seeking employment are registered with ADEM, and one of the principal criteria determining whether an individual is referred to ADEM rather than ONIS is precisely whether they possess sufficient proficiency in Luxembourgish, French, German or English/Portuguese for the occupation they are seeking. By definition, therefore, beneficiaries of international protection registered with ADEM already possess language skills considered sufficient for labour market integration, as only those meeting the relevant language requirements are referred to ADEM[30] . This selection bias does not apply to beneficiaries of temporary protection, who are not eligible for REVIS and are therefore not subject to this filtering mechanism.

[30] Beneficiaries supported by ONIS may also register with ADEM on a voluntary basis; however, they represent only a negligible proportion of registered jobseekers.

Graph 13. Language proficiency levels



Source: *ADEM; data as at 31 December 2025.* ***Reading note***: *CEFR levels A, B and C refer to the Common European Framework of Reference for Languages (CEFR). Level A corresponds to a basic user, level B to an independent user, and level C to a proficient user. "Not specified" includes both individuals who did not indicate a proficiency level for the language concerned and those who declared that they had no knowledge of that language.*

A cross-sectional reading of the data makes it possible to identify the overall linguistic profile of each group and assess the extent to which language skills constitute either an asset or a barrier to labour market integration in Luxembourg:

- Beneficiaries of international protection are the group whose language profile is most closely aligned with the Luxembourg labour market, a finding consistent with the referral mechanism described earlier, since in practice almost only those beneficiaries of international protection who possess the required language skills are registered with ADEM. Nearly 93% report at least basic (CEFR A) proficiency in French—by far the highest proportion among the three groups—and they are the only group displaying a meaningful level of Luxembourgish, with 32.3% reaching at least level A, compared with around 5% among beneficiaries of temporary protection. Their command of English also remains relatively strong, with 76.3% demonstrating at least basic proficiency. This profile, centred on the languages most commonly used in everyday life in Luxembourg, represents a genuine advantage for accessing a broad range of occupations, particularly those involving direct contact with the public.
- Third-country nationals not benefiting from protection display the most versatile linguistic profile. 64.6% possess at least basic proficiency in English, while 80.4% have at least basic proficiency in French, with substantial proportions reaching CEFR levels B or C in both languages. This broader linguistic repertoire potentially provides access to a wider range of employment opportunities, both within Luxembourg and in internationally oriented sectors.
- Beneficiaries of temporary protection appear to face the greatest linguistic challenges. English represents their only relative strength, with 68.4% demonstrating at least basic proficiency. However, 34.5% report no knowledge of French, while almost all lack proficiency in Luxembourgish (94.8%) or German (88.8%). This reliance on a single working language is likely to restrict employment opportunities in a labour market where French, Luxembourgish and German remain key assets for the majority of occupations.

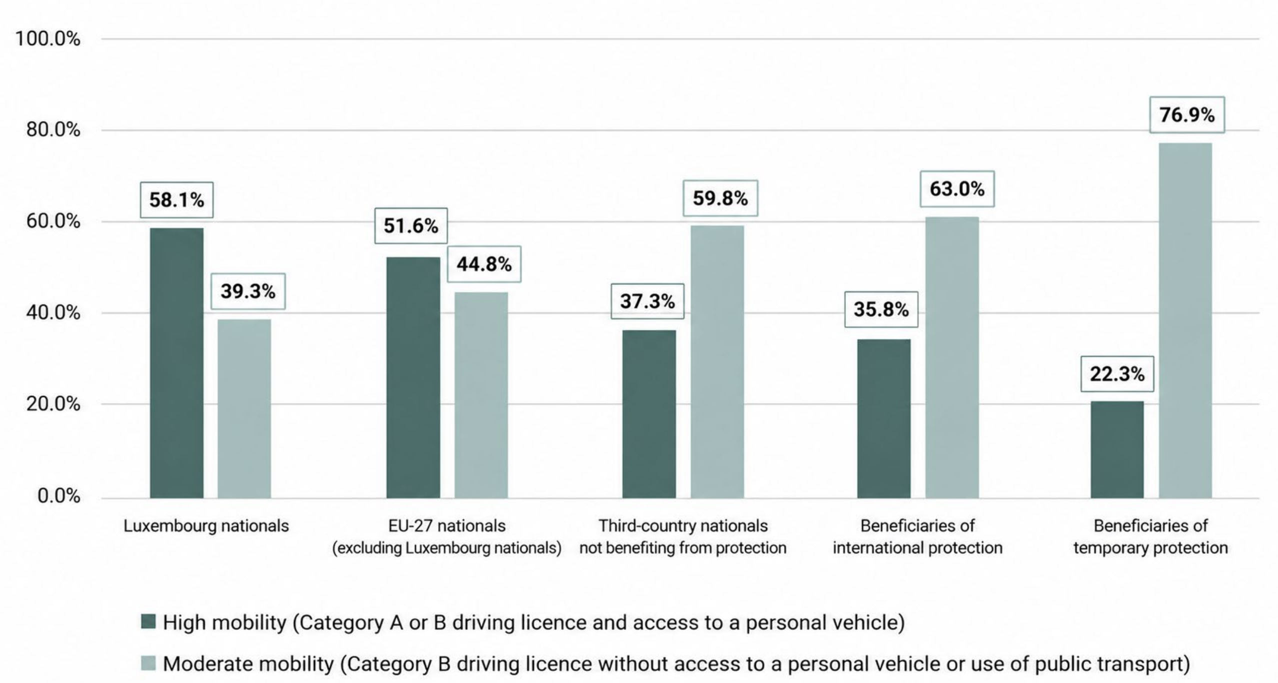
3.7 Mobility

Mobility constitutes another potential barrier to the labour market integration of third-country nationals. Among beneficiaries of temporary protection, only just over 20% report high mobility—defined as holding a Category A or B driving licence and having access to a personal vehicle. This proportion rises to approximately 35–37% among beneficiaries of international protection and third-country nationals not benefiting from protection, respectively (Graph 14).

While greater mobility constraints compared with Luxembourg national and EU-27 jobseekers were to be expected—particularly with regard to vehicle ownership—it should be recalled that Luxembourg benefits from an integrated network of free public buses, trains and trams, providing access to the entire country, including more rural areas, with services operating throughout the week and at weekends. These structural advantages help to mitigate some of the disadvantages associated with not owning a private vehicle. Accordingly, the proportion of individuals reporting moderate mobility—defined as holding a Category B driving licence or relying on public transport—remains very high, reaching 76.9% among beneficiaries of temporary protection.

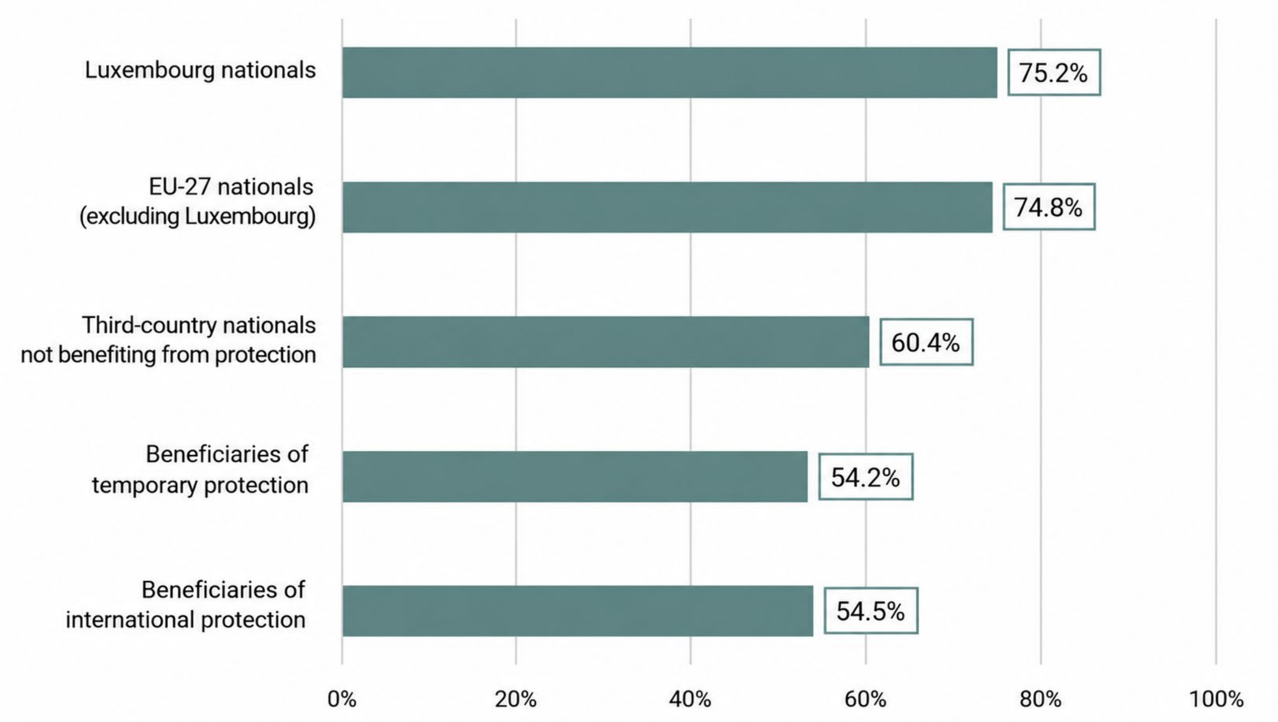
Access to a private vehicle, however, cannot be explained solely by financial circumstances. Approximately one in two jobseekers benefiting from protection reports holding a driving licence, compared with almost three in five among third-country nationals not benefiting from protection (Graph 15). Despite the availability of free public transport, the absence of a driving licence may nevertheless constitute an additional obstacle to accessing certain occupations, particularly those located in less well-served areas or requiring independent professional mobility.

Graph 14. Self-reported mobility level of jobseekers



Source: *ADEM; data as at 31 December 2025.* ***Reading note***: *The percentages shown relate only to jobseekers reporting high or moderate mobility. The proportion reporting limited mobility—defined as having neither access to a private vehicle nor the ability to use public transport—is negligible, as is the proportion of non-respondents.*

Graph 15. Holders of a Category B driving licence



Source: *ADEM; data as at 31 December 2025.*

Chapter 4: ADEM and the Challenge of Integrating Third-Country Nationals into the Labour Market

The sustainable labour market integration of third-country national jobseekers represents a major challenge for ADEM, given both the growing size of this population and the considerable heterogeneity highlighted in the previous chapter. This challenge is particularly significant because Luxembourg's economy is fundamentally skills-driven: its competitiveness depends both on making the best possible use of the talent available within the country and on employers' ability to clearly identify their skills needs, locate suitable candidates and recruit them effectively.

Against this background, ADEM seeks to promote an efficient match between labour market demand and the skills available. Its activities operate on two complementary fronts. On the one hand, it supports jobseekers throughout their journey towards labour market integration or reintegration. On the other, it assists employers in identifying available skills and meeting their recruitment needs.

In response to the diverse situations encountered among third-country nationals, ADEM has developed a broad range of employment support, training and placement measures designed to facilitate their labour market integration. It also provides tools and services aimed at improving the identification, assessment and recognition of available skills, particularly where these have been acquired abroad and remain insufficiently recognised within the Luxembourg labour market.

4.1 Personalised support tailored to diverse backgrounds

Third-country national jobseekers registered with ADEM benefit from the same support as all other registered jobseekers. However, the diversity of their migration histories, professional backgrounds and personal circumstances makes their guidance particularly complex. ADEM advisers must take account of widely differing qualification levels, varying language skills, heterogeneous professional experience, different administrative statuses and very different lengths of residence in Luxembourg.

This diversity requires advisers to develop a thorough understanding of each individual's background, strong intercultural awareness and the ability to identify the barriers that may hinder access to employment. To support this work, ADEM advisers receive continuous professional training covering, in particular, intercultural communication, cultural diversity and the support of individuals facing multiple barriers to labour market integration.

Although all advisers receive training to support this population, ADEM has also established a dedicated unit for beneficiaries of temporary protection, enabling support to be more closely tailored to their specific needs. For example, whereas registration with ADEM normally requires proficiency in at least one of Luxembourg's administrative languages or in English, this requirement does not apply to beneficiaries of temporary protection[31].

[31] Where this is not possible, the jobseeker may be accompanied by a person of their choice who is proficient in one of these languages.

Within this framework, registration with ADEM represents a key step for third-country nationals seeking employment, enabling them to benefit from personalised guidance and the full range of services provided by the agency, irrespective of whether they meet the eligibility conditions for full unemployment benefit.

4.2 A broad range of training opportunities and support programmes

Training represents one of the principal tools used by ADEM to promote labour market integration and reintegration. Beyond the acquisition of new knowledge, training also helps to identify, strengthen and enhance transferable skills that can be applied across different occupations and sectors of activity. This dimension is particularly important for third-country nationals whose qualifications or professional experience acquired abroad do not always correspond directly to the requirements of the Luxembourg labour market. Identifying transferable skills can therefore facilitate career transitions and open access to new employment opportunities.

Jobseekers have access, free of charge or at preferential rates, to the full range of training courses offered by ADEM, organised into several categories:

- **Sector-specific training**, aimed at developing skills required for a particular occupation or sector.
- **Transferable skills training**, designed to strengthen competencies applicable across a wide range of professional environments, including digital skills, communication, project management and teamwork.
- **Language training**, developed in particular in partnership with the National Institute for Languages Luxembourg (INLL), consisting of intensive employment-oriented courses in Luxembourg's three official languages as well as English.
- **Activation and career guidance programmes**, including individual coaching.
- **Entrepreneurship training.**
- **Job-search workshops**, covering topics such as CV writing and interview preparation.

Although access to training programmes generally depends on meeting certain qualification prerequisites, a degree of flexibility is maintained. In this respect, ADEM is currently reviewing the further development of its training offer, particularly for individuals holding higher education qualifications, while progressively expanding its e-learning provision, a format that is especially well suited to participants accustomed to independent learning. Two programmes are already available:

- **Language skills development**, through the free provision of licences giving access to an online language-learning platform.
- **Digital skills development**, through the free provision of licences under the "E-Office" programme, managed by the Chamber of Employees (Chambre des Salariés) through the Luxembourg Lifelong Learning Centre (LLLC). The programme enables selected jobseekers to acquire or strengthen their skills in the main Microsoft Office applications—competencies that are directly transferable to the labour market and may also serve as a stepping stone towards more advanced training programmes.

In addition to the training programmes delivered directly by ADEM, jobseekers may also benefit from other training schemes:

- **"Contingent" training programmes**, provided by Luxembourg's professional chambers, including the Chamber of Employees (Chambre des Salariés), the Chamber of Commerce, and the Chamber of Skilled Trades and Crafts (Chambre des Métiers).
- **Externally delivered training financed through the Vocational Training Aid (AFP)**. Any jobseeker, whether receiving unemployment benefits or not, who wishes to undertake vocational training not offered by ADEM may, subject to certain conditions, receive financial assistance under this scheme.

Several programmes are specifically designed for third-country nationals, and in some cases exclusively for beneficiaries of international or temporary protection, regardless of their qualification level:

- **Work Integration Luxembourg**, intended for jobseekers benefiting from international protection who require professional retraining. The programme seeks to identify participants' transferable skills in order to facilitate rapid labour market integration into sectors or occupations different from those practised in their country of origin, with priority given to occupations facing severe labour shortages.
- **Inter-C Project**, aimed at jobseekers benefiting from international or temporary protection aged 18 to 25 (exceptionally up to 29 years of age). The programme supports participants in developing a realistic career plan with a view to achieving rapid and sustainable labour market integration, while prioritising occupations facing severe labour shortages.
- **Dress for Success**, designed for female third-country national jobseekers, with a particular emphasis on interview preparation and understanding Luxembourg workplace culture and professional expectations.
- **Ready4Work**, intended primarily for jobseekers benefiting from protection, helping them identify career pathways and employment opportunities that match both their skills and the needs of the Luxembourg labour market.

4.3 Employment measures as a pathway to labour market integration

A second key instrument used by ADEM to promote labour market integration and reintegration is the set of employment measures in the strict sense. These include, among other initiatives, subsidised employment contracts in both the public and private sectors, company-based apprenticeship pathways, and special employment measures implemented by trade unions, municipalities and non-profit organisations, such as the Forum pour l'Emploi, Pro Actif, and other associations including the Regional Initiative and Management Centres (CIGR) and Local Initiative and Management Centres (CIGL).

As at 31 December 2025, 16.2% of third-country nationals registered with ADEM were participating in an employment measure, including training programmes, corresponding to 1,080 individuals out of 6,674 (Table 12). This proportion is almost identical to that observed among Luxembourg national jobseekers (16.3%) and substantially higher than that recorded among EU-27 nationals (excluding Luxembourg nationals) (12.6%).

The analysis by type of measure nevertheless reveals several notable differences. Special employment measures are by far the mechanism most frequently used by third-country nationals, accounting for 10.5% of participants. Conversely, third-country nationals are comparatively under-represented in subsidised employment contracts and adult apprenticeship schemes. This finding deserves particular attention, since these programmes provide direct exposure to the workplace and often represent an effective stepping stone towards sustainable employment—precisely the type of opportunity that third-country nationals need in order to make full use of their skills, facilitate their integration or reintegration into working life, and enhance the recognition of their qualifications and experience within the Luxembourg labour market.

Table 12. Jobseekers participating in employment measures

	Luxembourg nationals	EU-27 nationals (excluding Luxembourg nationals)	Third-country nationals
Share participating in an employment measure	16.3%	12.6%	16.2%
Special employment measures	*4.4%*	*7.8%*	*10.5%*
Adult apprenticeship	*2.9%*	*1.4%*	*1.6%*
Training	*1.1%*	*0.9%*	*1.5%*
Employment Initiation Contract (CIE)	*1.6%*	*0.6%*	*1.0%*
Employment Support Contract (CAE)	*2.7%*	*0.5%*	*0.8%*
Employment Reintegration Contract (CRE)	*0.3%*	*0.5%*	*0.4%*
Exemption for business creation or takeover	*0.3%*	*0.4%*	*0.2%*
Other	*3.1%*	*0.5%*	*0.1%*
Share not participating in any measure	83.7%	87.4%	83.8%
Total population	100.0%	100.0%	100.0%

Source*: ADEM; data as at 31 December 2025.*

4.4 Perspectives for improving skills recognition and utilisation

The findings presented in this study highlight the importance of continuing efforts to better identify, assess and make use of the skills available among third-country nationals.

Beyond formal qualifications and educational credentials, the assessment of individual profiles would benefit from placing greater emphasis on the competencies that can actually be mobilised in employment, whether technical, transferable, linguistic, or acquired through professional experience. For many third-country nationals, recognising these transferable skills is a decisive factor in gaining access to employment and reducing the risk of occupational downgrading. Such an evolution appears all the more necessary given that the Luxembourg labour market continues to experience persistent labour shortages across several sectors of the economy. Without a more effective identification and recognition of the skills already available within the country, there is a significant risk of the long-term underutilisation of human capital that could otherwise help meet employers' recruitment needs.

Against this background, ADEM continues to develop tools designed to improve the identification and effective utilisation of available skills. These initiatives include strengthening skills assessment mechanisms, improving the matching of candidate profiles with job vacancies, and developing new approaches that place greater emphasis on competencies rather than relying solely on formal qualifications.

Third-country nationals should not be viewed solely as a group requiring targeted support. They also represent a valuable reservoir of skills whose effective mobilisation can help address labour market needs and contribute to Luxembourg's economic development. Their sustainable labour market integration therefore depends not only on providing appropriate support to individuals, but also on the collective capacity to recognise and fully harness the skills and expertise they bring.

At the same time, ADEM continues to modernise and digitalise its services in order to strengthen the autonomy of its clients and beneficiaries while simplifying administrative procedures. The gradual automation of certain processes relating to registration and financial assistance helps to reduce processing times and minimise the risk of financial vulnerability, which is particularly important for the most vulnerable groups.

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