

LUXEMBOURG

ECEC Workforce Profile

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1. ECEC governance

In some European countries, early childhood education as a public good can be traced back to the 19th century or earlier (Scheiwe and Willekens 2009). In this sense Luxembourg is a late-comer to the scene. A significant change took place following the 1997 European Employment Initiative and the European Council Summits in Lisbon (2000) and Barcelona (2002), when the Luxembourg government initiated major efforts to introduce policies for the expansion of early childhood education and care and for the improvement of educational practices¹. These policies enjoy cross-party support, albeit to varying degrees.

In Luxembourg, the systems of early education and non-familial childcare come under different sets of regulations and have different educational programmes. However, since the end of 2013 both come under the responsibility of *one* Ministry, the Ministry of Education, Childhood and Young People.

- Since 1963, the 118 communes have had a duty to organise preschool educational provision (*jardins d'enfants, Spillschoul*) (MEN 1963). Compulsory attendance was introduced in 1976 for all 5-year olds and the kindergartens were renamed pre-primary education (*éducation préscolaire*). Compulsory attendance was extended to all 4-year olds in 1992. Since the 2009 Schools Act, pre-primary education has been organised as Level 1 of the basic state education system (*école fondamentale, cycle un*). Since this time, compulsory schooling in Luxembourg begins in the school year following the child's fourth birthday (MNFP 2009a). Formal education in schools for 3-year olds (*éducation précoce*) comprises the first stage of Level 1 of basic state education (see Kneip 2009). However, it is organised in separate classes and attendance is voluntary. *Éducation précoce* was introduced in 1998; since 2009/2010, all municipalities have a duty to provide *précoce* classes (Kneip 2009, 710; Oberhuemer, Schreyer, and Neuman 2010, 295). Although originally initiated as compensatory language learning provision, in the meantime around three-quarters of all 3-year olds are enrolled in *éducation précoce*, meaning that it has developed into a de facto regular form of early education provision (MENJE 2015).
- Non-familial childcare in Luxembourg essentially comprises complementary midday and leisure-time provision in out-of-school hours for children up to the age of 12 (*services d'éducation et d'accueil*). It is *not* merely provision for *early* childhood. *Early* childhood care for children before compulsory school age was traditionally an emergency measure for children from socially disadvantaged families and single parents. Compared with out-of-school provision for school-age children it always had a marginal position and was predominantly provided through privately run *crèches* and family day carers (Achten 2012; Achten, Horn, und Schronen 2009, 692; Schneider 2012). It was not until the expansion of ECEC, beginning at the turn of the century, and the development of corresponding mechanisms (childcare vouchers - *chèques-service accueil*) and programmes that early childhood care provision moved from the periphery to the centre of early education policies.

Since the Schools Act 2009 (MENFP 2009a), separate pre-primary facilities (*éducation préscolaire*) no longer exist in Luxembourg and as a consequence, staff are no longer educated and trained specifically to work in pre-primary education². At the same time, *éducation précoce* has a unique position; from a policy administration perspective it has been assigned to the education system and is part of the primary school; however, it is provided for 3-year olds who are not obliged to attend and who are taught by Primary School Teachers. According to the perspective

¹ Evidence regarding the 281% rise in the national budget for education and care services (*budget du service d'éducation et d'accueil*) between 2009 and 2016 can be found in the Annual Report 2016 of the Luxembourg Ministry of Education, Childhood and Young People (MENJE 2017a).

² Nevertheless, the first cycle of education in the primary school is defined in Art. 1 of the Schools Act as *éducation précoce* and *éducation préscolaire*, i.e. as *early and pre-school education in school*.

taken, *éducation précoce* can therefore either be understood as a foreign body or as a link between school and non-school contexts. Many 3-year olds in Luxembourg who are enrolled at a *crèche* also attend *éducation précoce* during another part of the day. From the child's point of view, the reality of care and education arrangements in Luxembourg presents itself as a complex organisational framework which the 3-year olds in particular are expected to navigate on a daily basis; it is defined through diverse care arrangements which shape the everyday life of children and parents alike (Bollig, Honig, und Nienhaus 2016).

The system of early childhood education and care in Luxembourg is currently undergoing a dynamic process of reorganisation, shaped by fast-paced expansion and measures to improve the educational programme. Policies aim to place children's rights and needs at the centre, to take into account the multilingual nature of Luxembourg society and to include the commercial sector of ECEC provision in this process of quality improvement (MFI 2013; MENJE 2016d).

In the Autumn of 2013, the administrative and political responsibility for out-of-school and early childhood care facilities was transferred from the Ministry of Family Affairs to the Ministry of Education, Childhood and Young People (*Ministère de l'Éducation nationale, de l'Enfance et de la Jeunesse, MENJE*). At the same time, the childcare sector was transformed into an independent and uniformly regulated sector of *non-formal education* for children and young people, in order to define it separately from the organisation of *formal education* in schools. In this process, the clear distinction between formal and non-formal education (school versus non-school settings) is gradually replacing the distinction between education and care. In a child's individual biography, *formal education* starts with the onset of compulsory school at the age of 4 years; he or she is then a 'school child'. The education and care of younger children is classified as *non-formal education*. This is not just a case of adjusting terminology, but also of introducing a new understanding of 'education' which is seen as including both early childhood and out-of-school provision for children in the years following their fourth birthday. The educational programme of non-formal education is set down in the 'Guidelines for the non-formal education of children and young people' issued in April 2013 by the Ministry of Education, Childhood and Young People (MFI 2013).

In the context of these complex processes of reorganisation, this report on the early childhood workforce takes the beginning of compulsory schooling (at age 4 in Luxembourg) as the political-administrative cut-off line and views the conceptual link between education and care in early childhood as an approach to early education which needs to be interpreted and understood in different ways by formal and non-formal settings. A *specific* task of non-formal education is to enhance the links between non-formal and formal settings. This Workforce Report therefore distinguishes between early childhood and school personnel – at the same time taking into account the hybrid position of *éducation précoce* in the Luxembourg education and care system. In terms of content, the report includes *éducation précoce* but not the first two years in primary school; at the same time, it includes early childhood settings (*services d'éducation et d'accueil pour enfants*) (MFI 2013), but not out-of-school education and care provision for children who have turned four years of age, i.e. *school children*.

With this understanding of its framing, the report differs from that in the first SEEPRO study (Oberhuemer, Schreyer, and Neuman 2010, 289-304). The first account paid stronger attention to the pre-primary phase of education since at the time of writing, the official age for compulsory basic education was still 6 years (this changed to 4 years with the 2009 Schools Act). By way of contrast, this current report foregrounds the more recent policy developments, including the introduction of an independent sector of non-formal education which locates school expectations in the context of children's lived experiences; in other words: it views school from the child's perspective.

Despite the pooling of jurisdictions within the Ministry of Education, the State undertakes its responsibilities in different ways. Whereas for the formal education sector the State is responsible for policy implementation, for the non-formal sector it is responsible for enabling the delivery of policy goals. The latter is ensured by granting operating licences (*agrément*s) and by en-

tering into contractual agreements (*conventions*) with private (not-for-profit and commercial) providers, although there are some communes which assume responsibility for implementation themselves. In terms of ECEC service delivery in the non-formal education sector, it should be noted that the proportion of publicly-run settings is relatively small, whereas the proportion of private settings, both non-profit and commercial, is significantly larger³. In the context of expansion in the ECEC field for the under 4-year olds, it has therefore become necessary not only to define more precisely what early childhood education can mean (this is the task of the previously mentioned 'Guidelines for non-formal education') and develop corresponding practices, but also to involve the commercial providers in policy developments relating to non-formal education.

More than two thirds (69.6%) of places in the non-formal sector are attended by *school children*. Out-of-school provision in Luxembourg (*foyers de jour; maisons relais*) has traditionally been provided as a complementary service to schools, aligning opening times to school hours and mostly also offering flexible options. In the context of increasing expansion, provision for children of *pre-compulsory school age* has grown more quickly than that for school-age children. According to the national statistics office, 32,000 children below the age of 4 currently live in Luxembourg (STATEC 2016). The Ministry of Education's annual report for the same year stated that 15,000 places were available in children's services. Roughly two thirds of these places were provided by commercial entities.

Table 1
Luxembourg: Children in non-formal education settings, 31.12.2016

	Number of places for under 4-year olds	Number of places for over 4-year olds (school children)	Total number of places
Services d'éducation et d'accueil conventionnés (with contract)	5,282	33,005	38,287
Services d'éducation et d'accueil commerciaux (without contract)	9,853	1,723	11,576
Total	15,135 (30.4%)	34,728 (69.6%)	49,863

Source: MENJE 2017, 31.

Roughly half of the 32,000 children of pre-compulsory school age attend services in the non-formal sector. However, many 3-year olds also attend an *éducation précoce* class in the formal education sector – often at the same time as being enrolled in a *crèche* or *maison relais pour enfants*. Table 2 shows how the number of *précoce* classes in the Luxembourg communes has grown steadily over the past decade.

Table 2
Luxembourg: Number of *précoce* classes in the Luxembourg communes, 2005 - 2014

	School year									
	05/06	06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15
Communes	94	96	100	103	102	103	100	106	106	105
Groups/Classes	176	180	195	215	229	227	233	230	234	221

Source: MENJE 2015b.

³ The relationship between the State and private providers of educational and therapeutic services is regulated by the 1998 ASFT Act (2011 version, see MJI 2011). It is to a certain extent the codification of the Luxembourg version of the subsidiarity principle in Germany and forms the basis of the legislation and regulations which propelled the transformation of day care services into a sector of non-formal education.

At the beginning of the school year 2014/2015 there were 221 *précoce* classes in Luxembourg; in the first term of the school year 2015/2016, a total of 3,961 children were enrolled. Over half attend the *précoce* during official school hours (MENJE 2015).

The expansion of ECEC provision in Luxembourg has not only led to changes in the nature of the early phase of children’s lives (see Honig 2011), but also to changes in the significance of the childcare market. Both influence the structures of the Luxembourg system of early childhood education and care, not only in terms of policy steering but also in terms of the increasing importance accorded to market-based services (Honig, Schmitz, and Wiltzius 2015; Wiltzius and Honig 2015).

2. Who belongs to the early years workforce?

2.1 Regular contact staff in ECEC provision

Early childhood education and care in Luxembourg is located within both the formal and non-formal education sectors, although the extent to which this is the case differs. Staff in the early childhood workforce includes – alongside family day carers, whose tasks were regulated in 2007 (MFI 2007) – three different categories of personnel:

- Primary School Teachers and Educators employed in the public education system *précoce* classes;
- Staff in the publicly subsidised sector of children’s services who are remunerated according to the collective wage agreement; and
- Staff in commercially run ECEC provision who are not bound by the collective wage agreement.

Table 3 gives an overview of the various staff categories in early childhood settings, together with information about their qualifications and main fields of work. However, there are significant differences and inequalities in the way these staff categories are distributed across the formal and non-formal education sectors and settings. Additionally, core practitioners (i.e. persons with group or centre responsibility) are classified according to five professional profiles adapted from the first SEEPRO study (see Box 1).

Table 3

Luxembourg: Staff in centre-based ECEC settings (formal and non-formal education sectors)⁴

Job title	Main ECEC workplace settings and age-range	Main position/s	Main age-range focus of IPS	Minimum qualification requirement and ECTS points/EQF level/ISCED level ⁵
<i>Bachelor en sciences de l'éducation</i> Primary School Teacher – Bachelor Professionnel	<i>Éducation précoce</i> Early education in primary school, Level 1 (first stage) 3-year olds (non-compulsory)	Core practitioner in the formal education sector	3-12 years	4 years university Bachelor ECTS points: 240 EQR: level 6 ISCED 2013-F: 0113 ISCED 2011: 655
<i>Profile:</i> Pre-primary and Primary Education	<i>Éducation préscolaire</i> Primary school,			

⁴ ECEC settings in the context of this report are the *services d'éducation et d'accueil (SEA)* for children under age 4; they are defined in the so-called SEA Regulation issued in 2013 (MFI 2013). The term also includes the *éducation précoce* classes, which can be understood as non-compulsory preparatory provision in primary schools; see Section 1).

⁵ UNESCO 2012, 2014.

Job title	Main ECEC workplace settings and age-range	Main position/s	Main age-range focus of IPS	Minimum qualification requirement and ECTS points/EQF level/ISCED level ⁵
Professional	<p>Level 1 (second stage) 4-6 years (compulsory)</p> <p>Primary school, Levels 2-4 7-12 years (compulsory)</p>			
<p><i>Bachelor en sciences sociales et éducatives</i></p> <p>Social Pedagogy/ Social Work Specialist – Bachelor Professional</p> <p><i>Profile:</i> Social and Childhood Pedagogy and Special Needs Professional</p>	<p><i>Services d'éducation et d'accueil</i></p> <p>Children's services in the non-formal education sector</p> <p>All age groups – children and young people</p> <p>Also employed in: Leisure-time centres; special needs services; residential homes for children and young people; workforce integration measures for young people; support services for socially disadvantaged and vulnerable groups; services for older persons</p>	<p>Core practitioner in the non-formal education sector</p> <p>Centre head in the non-formal education sector</p>	All ages, including adults	<p>3 years university Bachelor</p> <p>ECTS points: 180</p> <p>EQR: Level 6</p> <p>ISCED 2013-F: 0922</p> <p>ISCED 2011: 655</p>
<p><i>Éducateur diplômé</i></p> <p>Educator</p> <p><i>Profile:</i> Social and Childhood Pedagogy Professional</p>	<p><i>Éducation précoce</i></p> <p>Early education in primary school, Level 1 (first stage) 3-year olds (non-compulsory)</p> <p><i>Services d'éducation et d'accueil</i></p> <p>Children's services in the non-formal education sector</p> <p>Also employed in: Leisure-time centres; special needs services; residential homes for children and young people; workforce integration measures for young people; support services for socially disadvantaged and vulnerable groups; services for older persons</p>	<p>Teacher's Assistant in the formal education sector</p> <p>Core practitioner in the non-formal education sector⁶</p>	All ages	<p>Post-secondary vocational</p> <p><i>Diplôme d'État d'Éducateur</i></p> <p>ECTS points: n/a⁷</p> <p>EQR: Level 4</p> <p>ISCED 2013-F: 0112/0922</p> <p>ISCED 2011: 454</p>
<p><i>Auxiliaire de vie</i></p> <p>Care Assistant / Care Worker</p>	<p>Social care services and Children's services in the</p>	Care Assistant in the non-formal educa-	All ages	Upper secondary, apprenticeship-type dual qualification

⁶ In the non-formal education sector, Educators (*éducateur diplômé*) can also be employed as Centre Head, see Article 7 in the 2016 law modifying the 2008 law on young people (*Loi du 24 avril 2016 portant modification de la loi du 4 juillet 2008 sur la jeunesse*) (MENJE 2016a).

⁷ n/a = not applicable. The qualifying routes for Educators and Care Workers/Assistants (*auxiliaire de vie*, see below) are not anchored in the Bologna system and ECTS points are therefore not applicable; instead different weightings are made within the course of study according to a coefficient system (the higher the coefficient, the more important the field of study) (<http://apache.ltpes.lu/wp-content/uploads/2015/12/Dossier-dinformation-13ED.pdf>).

Job title	Main ECEC workplace settings and age-range	Main position/s	Main age-range focus of IPS	Minimum qualification requirement and ECTS points/EQF level/ISCED level ⁵
	non-formal education sector <i>Services d'éducation et d'accueil</i>	tion sector		<i>Diplôme d'aptitude professionnelle (DAP): auxiliaire de vie</i> ECTS points: n/a EQR: Level 3 ISCED 2013-F: 0922 ISCED 2011: 353

Box 1

SEEPRO professional profile categories for core practitioners (adapted from Oberhuemer, P., I. Schreyer, and M.J. Neuman 2010)

- *Early Childhood Pedagogy Professional* (specialist focus, 0–6/7 years)
- *Pre-primary Education Professional* (exclusive pre-primary focus 3/4–6 years)
- *Pre-primary and Primary Education Professional* (focus on pre-primary and primary education 3/4–10/11 years)
- *Social and Childhood Pedagogy Professional* (mainly broad focus, including ECEC, usually 0–12 years, but sometimes including adults)
- *Social Care/Health Care Professional* (sometimes early childhood focus, sometimes broad focus, including adults)

In the *formal education sector*, the professional profiles of Teachers and Educators are regulated by law. The core practitioner with class responsibility is a (Pre-primary and) Primary School Teacher. Educators (*éducatrices diplômées*) are employed as support staff, i.e. as Teachers' Assistants (MENFP 2009d, Art. 1). One Primary School Teacher and one Educator work in each *précoce* class.

In the *non-formal education sector*, staffing is regulated by means of a percentage system which defines which category of staff may work in which function for how many childcare hours. The qualifications required for the granting of an operational licence (*agrément*) are set down in Article 7 of the Regulations on the Restructuring of the Educational and Social Services (*SEA-Reglement*⁸; MFI 2013). Lead staff are required to have undergone initial professional studies in the psycho-social or socio-educational field and to have three years of work experience (*SEA-Reglement*; MFI 2013, Art. 8). 60% of the total hours of childcare must be carried out by staff with a recognised professional qualification in a psycho-social, educational or socio-pedagogic profession awarded by a state-recognised vocational college or a university. Up to 40% of the total childcare arrangements may be carried out by staff with a qualification in the areas of music, the arts and sport. Children's Nurses also fall into this category – a French influence and a reminder of the roots of childcare in the healthcare professions. For half of this time, i.e. for 20% of the total childcare hours, low-qualified assistant staff with a *Diplôme d'aptitude professionnelle (auxiliaire de vie)* or with a 100-hour qualifying course as an *aide éducatrice* may be employed.

The SEA Regulations also define the tasks assigned to staff. The Centre Head is responsible for the organisational development of the childcare setting, compiling a centre-specific educational programme, supervising and leading staff, for programme implementation and for supporting the children's social network. The childcare staff are responsible for the direct pedagogical work with the children, preparing educational activities, participating in staff meetings and communicating with the parents and teaching staff in schools. Participation in professional development activities is also one of their duties (*SEA-Reglement*; MFI 2013, Art. 11).

⁸ The SEA (*services d'éducation et d'accueil pour enfants*) Regulations are an extension of the so-called ASFT law (MFI 2011) passed in 1998. This legislation regulates the relation between the State and private providers of human services in Luxembourg and defines minimum standards for social and therapeutic work.

Against the background of these legislative requirements, there are five observations to make regarding the staff categories in ECEC settings for children up to age 4 in the formal and non-formal education sectors:

- In the formal education sector (*éducation précoce*), only Teachers with a Bachelor's degree may be employed as core practitioners; they are supported by a practitioner with a vocational, upper secondary social pedagogy qualification. In this sector, the children are taught according to an outcome- and competence-oriented curriculum.
- By way of contrast, in the ECEC settings in the non-formal sector staff work according to the 'Guidelines for the non-formal education of children and young people' (MFI 2013) which follow a process-oriented rather than outcome-oriented approach. A wide variety of staff are employed in these settings. Social Pedagogy/Social Work Specialists (mainly as lead staff) and Educators and Care Workers may be employed either as core practitioners or as support staff. In this context of mixed qualification profiles and levels, the proportion of staff with a Bachelor's degree is smaller than in the formal education sector. Apart from the lead staff, all staff categories have everyday contact with the children.
- The Teachers who work in *précoce* classes are trained to work with young children (although they are not specialised in work with under-threes). The Social Pedagogy/Social Work Specialists with a Bachelor's degree and the Educators (*éducatrices diplômées*) in childcare settings are generalists; they do not possess a specialist qualification in early childhood education and care.
- Whereas there are frameworks available for comparing higher education and university degrees in Europe, qualification routes such as those for the *éducateurs diplômés* or the *auxiliaires de vie* are not anchored in the Bologna system, which makes comparisons less easy.
- A special feature of the Luxembourg system in general, and also of the ECEC system, is the recognition attributed to qualifications acquired in other countries. Many specialist staff who have been trained elsewhere commute from neighbouring countries on a daily basis to work in Luxembourg. The commercially run ECEC settings in particular employ large numbers of staff from other countries. Moreover, many of the Luxembourg staff, in particular those with a higher education or university degree, were educated and trained in another country (Germany, France, Belgium); the diversity of qualifications in ECEC settings is therefore particularly pronounced in Luxembourg.

2.2 Structural composition of the ECEC workforce: qualifications, gender, ethnicity

Whereas current data on the staff in the formal education sector are compiled regularly, there are no such data sets available for the non-formal sector. This is mainly because of the complex subsidiary structures in the ECEC field. In the context of the SEEPRO project, the Ministry of Education, Childhood and Young People therefore conducted an online survey of the state subsidised and the commercial providers of ECEC in Luxembourg for children up to 4 years of age. Altogether 230 settings were invited to participate and 69 responded (41 state subsidised and 28 private for-profit). Not only the relatively low response rate, but also the extreme diversity in the field means that the findings cannot claim to give an exact picture of the status quo; however, they do provide some insights and indications of trends.

The following two tables outline some key features of the structural composition of the early childhood workforce in both the formal (*Table 4*) and non-formal (*Table 5*) education sectors.

Formal early childhood education sector

Table 4

Luxembourg: Structural composition of the workforce in the formal early education sector (*éducation précoce*)*

Staff categories	Year/Proportion
Staff with specialist higher education degree (BA <i>sciences de l'éducation</i> , BA <i>sciences sociales et éducatives</i>)	2016: 72.8% → 71.2% BA <i>sciences de l'éducation</i> ; → 1.6% BA <i>sciences sociales et éducatives</i>)
Staff with generalist vocational qualification (ISCED level 4)	2016: 27.1% (<i>éducateur diplômé</i>)
Staff with non-specialist qualification	n/a
Staff with no formal IPS	n/a
Specialist support staff (e.g. speech therapists)	No data available
Male staff	2016: 7.1%
Staff with a background of migration ⁹	2016: 1.4%

*Source: [MENJE – SEF] Ministry of Education, Childhood and Young People - *Service de l'Enseignement Fondamental*. December 2016. Information from the internal data bank *Scolaria*.

The figures illustrate a high proportion of staff with a higher education degree of at least three years' duration working with under 4-year olds in the formal education sector in Luxembourg. Graduates with a social sciences and education degree (*Bachelor sciences sociales et éducatives*) are not generally assigned to the formal education sector. The proportion of male staff is low: well over 90% of staff in *éducation précoce* classes are female. The figures reflect a classic picture of a (primary) school context.

Table 5 draws together data for the communal, private non-profit and private for-profit settings in the non-formal education sector.

Non-formal education sector

Table 5

Luxembourg: Structural composition of workforce in the non-formal education sector (*services d'éducation et d'accueil pour enfants*)*

Staff categories	Year/Proportion
Staff with a relevant higher education degree	2016: 23 % → 16% University of Applied Sciences → 7% University
Staff with relevant vocational qualification (post-secondary)	2016: 37 %
Staff with relevant vocational qualification (upper secondary)	See footnote ¹⁰
Staff with other, non-specialised qualification (so-called „low skilled“)	2016: 26 % → 17% <i>aide éducatrice</i> → 9% <i>auxiliaire de vie</i> CAP/DATP
Staff with no formal IPS ¹¹	2016: 4%
Specialist support staff	No data available
Male staff	2016: 7%

⁹ The category 'background of migration' refers here only to place of residence, whereas in Table 5, based on the online survey in the non-formal sector, it refers to place of residence, to nationality and to language(s).

¹⁰ In Luxembourg, legislation does not permit the employment of staff with a non-relevant upper secondary vocational qualification in the non-formal ECEC sector for under 4-year olds. In the online survey, a number of settings indicate that they do in fact employ staff with an upper secondary vocational qualification; these persons are often staff from another country. No exact figures are available; it could well be that these persons have special competencies that were not catered for in the survey questionnaire.

¹¹ Luxembourg legislation does not permit the employment of unqualified staff in ECEC settings. The proportion shown in the table presumably refers to staff who have qualifications acquired in another country and which are difficult to categorise within the classifications provided by the Luxembourg qualifications grid.

Staff categories	Year/Proportion
Staff with a background of migration	2016:
<i>according to nationality:</i>	→ LU 62 % Others 37% (BE 8%, DE 5%, FR 9%, PT 10%, others 5%)
<i>according to place of residence:</i>	→ LU 79% Others 20% (BE 7%, DE 5%, FR 8%)
<i>according to language:</i>	→ LU 77% → FR 91% → DE 73% → PT 16%

*Source: [MENJE – SEA 2017] Ministry of Education, Childhood and Young People, *Services d'éducation et d'accueil*. February 2017. Online survey in early childhood settings (available on request).

In non-formal settings, the proportion of female staff is similarly high to that in the formal education sector – over 90% – but this the only similarity of note between the two early education sectors. The figures suggest that the proportion of staff with a higher education degree in the non-formal early childhood sector is not nearly as high as it is in the formal sector (*éducation précoce*). Staff with a post-secondary vocational qualification (37%) comprise the largest group; the proportion of lower qualified staff is comparable to that of staff with a higher education degree. Around 60% of staff have a Luxembourg passport; accordingly, the proportion of French- and Portuguese-speaking staff is high.

The summarised figures conceal some of the important *differences between the private non-profit and the private for-profit* sectors which the online survey made clear. The proportion of staff with Luxembourgian nationality and place of residence is higher in the state subsidised settings than in the commercially run settings. This means that the three Luxembourg languages are considerably more highly represented (85%) in state subsidised provision, whereas the proportion of French- and Portuguese-speaking staff is higher in the private for-profit settings, particularly in the southern part of the country which borders on Belgium and France. French is the main language in these settings. Only around 50% of staff in the private for-profit settings speak the Luxembourg language and German. Portuguese is spoken by 21% of staff, 8% more than in the state subsidised settings in the non-formal sector. A high proportion have the *Diplôme d'aptitude professionnelle* (DAP/DAPT) qualification. They are low paid workers (who in many cases speak several languages) and thus fulfil two conditions which are important for the commercial providers: profitability and staff coverage.

3. Initial professional studies (IPS)

The initial professional studies of staff working in early childhood education was long influenced by the fact that Luxembourg did not have its own university. Primary Education Teachers were trained at the post-secondary level, similar to those entering the Educator profession. The University of Luxembourg was founded in 2003. The University offers a *Bachelor en sciences de l'éducation – professionnel* degree, a course of studies for prospective Primary School Teachers, and a *Bachelor en sciences sociales et éducatives - professionnel* degree for prospective specialists in Social Pedagogy/Social Work. These two Bachelor's degrees reinforce the Luxembourg split system of early childhood education and care, particularly since the *Bachelor en sciences sociales et éducatives* is not a standard requirement in non-formal settings, where up to 40% of employees may have non-relevant and low-level qualifications. Some years ago the university started a part-time Master's degree in 'Management and coaching in the occupational fields of education and social work' for lead staff in these sectors (Uni.lu 2017c; see also *Section 5*). In this section, only the Luxembourg qualification routes will be presented, although many staff with a specialist qualification in Social Pedagogy/Social Work complete their studies abroad, and

there are a considerable number of cross-border commuters, mostly from Germany, Belgium and France, whose national qualifications are recognised for work in Luxembourg.

3.1 Initial qualifying routes

Students who have completed the study programme *Bachelor en sciences de l'éducation* may also work in *précoce* classes. Since 2005, there is no longer a distinction between a Primary Education Teacher and a Pre-primary Teacher, i.e. specialised pre-primary courses are no longer available. Student candidates are only accepted if they are proficient in the three Luxembourg languages (Luxembourgish, German, French); this proficiency is tested during the entrance examination. Prospective Primary School Teachers are well prepared for the practicalities of teaching. Being able to teach lessons with a competence-oriented approach is the main goal; a specific specialisation in education and learning in early childhood is not a stated aim.

Table 6

Luxembourg: Primary School Teacher

Title in French: <i>Bachelor en sciences de l'éducation - professionnel</i> Profile: Pre-primary and Primary Education Professional
Entry requirements: University entrance requirement (<i>diplôme de fin d'études secondaires</i> or equivalent), entry examination; proficiency in the three Luxembourg languages Professional studies: 4 years/8 semesters at the University of Luxembourg, one of which is spent abroad Award: Bachelor in Educational Sciences, <i>Bachelor en sciences de l'éducation</i> ECTS points: 240 EQF level: 6 ISCED 2013-F: 0113 ISCED 2011: 655 Main (ECEC) workplaces: Primary school/Basic Education (<i>enseignement fondamental</i>), Levels 1-4 (3- to 12-year olds)

The university study programme *Bachelor en sciences sociales et éducatives* prepares generalists for work in the fields of social pedagogy and social work in Luxembourg. Prospective specialists can choose early childhood education as an in-depth topic. In contrast to the entrance requirements for the *Bachelor en sciences de l'éducation*, language proficiency is not examined. Through the study programme *Bachelor en sciences sociales et éducatives*, the group of academically trained early childhood staff has increased considerably over the past decade.

Table 7

Luxembourg: Social Pedagogue/Social Worker – Professional Bachelor

Title in French: <i>Bachelor en sciences sociales et éducatives - professionnel</i> Profile: Social and Childhood Pedagogy/Special Needs Professional
Entry requirements: University entrance requirement (<i>diplôme de fin d'études secondaires, secondaires techniques</i> or <i>technicien</i> , the latter with an entry examination), exclusion procedure, 60 candidates accepted per year Professional studies: 3 years/6 semesters at the University of Luxembourg Award: Bachelor in Social and Education Sciences/ <i>Bachelor en sciences sociales et éducatives</i> ECTS points: 180 EQF level: 6 ISCED 2013-F: 0922 ISCED 2011: 655 Main fields of work: Generalist qualification for social pedagogical work with all age groups in various settings and services, often in a leading position, z.B. <i>Maison Relais pour Enfants</i> (Children's Centres), 4-12 years; <i>Maison de Jeunes</i> (youth centres, open youth work), 12-27 years; child and youth welfare settings and services, 0-27 years; settings and services for the elderly, persons with disabilities, sick or socially disadvantaged persons; diverse settings in the non-formal education sector (<i>services d'éducation et d'accueil</i>), 0-12 years.

Initial professional studies for the *éducateur diplômé* are undertaken at a *Lycée technique pour professions éducatives et sociales* (LTPES, Technical College for educational and social occupations). This is a specialised training institution and since 1990 located at the tertiary vocational level. At this kind of *lycée*, students can acquire the general university entrance qualification (*Diplôme de fin d'études secondaires techniques*) and, alternatively, a three-year vocational award as state-recognised Educator. The award opens the way into a broad spectrum of educational and social occupations and also provides the requirement for university studies.

Table 8

Luxembourg: Educator

Title in French: <i>Éducateur diplômé</i> Profile: Social and Childhood Pedagogy Professional
<p>Entry requirements: 11 years of general education, including successful completion of 5 years at upper secondary level (<i>Gymnasium</i>) or 5 years at vocational secondary level (social and paramedical), or equivalent; proficiency in the three national languages (Luxembourgish, German, French)</p> <p>Professional studies: 3 years (or 6 years part time) at a tertiary-level vocational college for the educational and social occupations (<i>Lycée technique pour professions éducatives et sociales, LTPES</i>)</p> <p>Award: State-recognised Educator, <i>diplôme d'état d'éducateur</i></p> <p>ECTS points: n/a EQF Level: 4 ISCED 2013-F: 0112/0922 ISCED 2011: 454</p> <p>Main fields of work: Generalist qualification for social pedagogical work with all age groups in various settings and services, e.g. <i>éducation précoce</i> for 3- to 4-year olds; <i>services d'éducation et d'accueil</i>, 0-12 years (infant-toddler centres/<i>crèches</i>, 0-4 years; Children's Centre/<i>Maison Relais pour Enfants</i>, 4-12 years; <i>Maison de Jeunes</i> (youth centres, open youth work, 12-27 years; child and youth welfare settings and services, 0-27 years; settings and services for the elderly, persons with disabilities, sick or socially disadvantaged persons.</p>

The vocational course for prospective Care Assistants/Care Workers (*auxiliaire de vie*) lasts three years, combining one year of full-time school with two years of alternating attendance at school and work in a care service. The award for successful completion of the course is a 'Diploma of professional competence' (*Diplôme d'aptitude professionnelle, DAP*). *Auxiliaires de vie* belong to the category of low-qualified staff who according to law may make up 20% of the staff capacity in non-formal education and care settings. The diploma holders also work in other social care services, such as those providing care for the elderly or for persons with disabilities.

Table 9

Luxembourg: Care Assistant/Care Worker

Title in French: <i>Auxiliaire de vie</i>
<p>Entry requirements: 9 years compulsory schooling</p> <p>Professional studies: 3 years vocational school, including 1 year of full-time attendance and 2 years of alternating weeks of school/practicum</p> <p>Award: Upper secondary vocational award <i>Diplôme d'aptitude professionnelle: auxiliaire de vie</i></p> <p>ECTS points: n/a EQF level: 3 ISCED 2013-F: 0922 ISCED 2011: 353</p> <p>Main fields of work: Assistance in diverse socio-pedagogical and social care services, services in the non-formal education sector (<i>services d'éducation et d'accueil</i>), 0-12 years; infant-toddler centre/<i>crèche</i>, 0-4 years; children's centres/<i>Maison Relais pour Enfants</i>. 4-12 years; youth centres, open youth work, 12-27 years; child and youth welfare settings and services, 0-27 years; settings and services for older people, persons with a disability, sick or socially disadvantaged persons.</p>

3.2 Competencies and curricula in IPS programmes for core practitioners

Primary School Teacher (*Bachelor en sciences de l'éducation professionel*)

The Bachelor study programme at the University of Luxembourg (Uni.lu 2017a) includes an obligatory semester abroad and comprehensive field studies. State certification depends on successful completion of a national examination which includes proficiency in Luxembourgish, knowledge of the history of Luxembourg and of the Schools Act and the school curriculum.

Competencies: Initial professional studies prepare candidates for teaching in the four levels of basic education (*enseignement fondamental* for 3- to 12-year olds) and in the lower classes of the *Lycée (régime préparatoire)* and also for teaching children with special needs (*éducation différencié*, EDIFF). Teacher candidates are expected to achieve a level of competence which enables them to recognise and meet the numerous challenges of their future workplace. Particular emphasis is placed on taking into account a multilingual and multicultural environment.

Curricular areas: The *Bachelor en sciences de l'éducation* (Bachelor in Educational Sciences) degree foregrounds the pedagogical expertise of the prospective teachers. The study programme is structured into three main areas: developing children's behaviour, skills and knowledge; supporting learning processes which take individual and cultural differences into account; and organising various and differentiated teaching situations.

Pedagogic-didactic approaches: The study programme attempts to relate theory and practice in an effective way; a practicum is mandatory during each of the eight semesters. Implementing individual and collective projects in school and out-of-school settings play a central role. The students participate in projects with teachers, school committees, administrative staff and parents. During the various courses they are supported by a tutor. The first two semesters comprise mostly compulsory courses; during the remaining semesters, students are free to a large extent to follow their own interests. One semester is dedicated to studying at a higher education institution abroad. The written and oral evaluation of students' achievements takes place through reports, presentations, essays, project portfolios and through evaluative discussions of the field studies (*practica*).

Social Pedagogue / Social Worker (Professional bachelor) (*Bachelor en sciences sociales et éducatives – professionnel*)

The initial professional studies for the degree in Social and Educational Sciences (*Bachelor en sciences sociales et éducatives*) are wide-ranging, combining elements of social pedagogy and social work. If the student chooses to follow certain optional courses and specialisations, the degree can also be awarded as a Bachelor in Social Work (*assistante sociale*) (Uni.lu 2017b). Degree holders may work in the government sector, in public authorities or in private enterprises. In the non-formal education sector, they may work as Centre Head or as a core practitioner. Bachelor studies can be followed up by a full-time or part-time Master's degree.

Competencies: The study programme aims to transmit basic theoretical, practical and didactic competencies in social pedagogy and social work. It enables students to plan and implement prevention, advisory, educational or care programmes and projects in educational and social care contexts.

Curricular areas: The curriculum builds on a life course approach. Correspondingly, it provides an introduction to educational conditions and social risks in different life phases (childhood, adolescence, adulthood, senior age). A further emphasis is placed on social problems such as unemployment, poverty, violence or exclusion in terms of the links between individuals, groups and society. Lectures and seminars follow the principle of critical problem analysis (conflicts, tensions, challenges in the field of social work) (Uni.lu 2017b, 2017d).

Pedagogic-didactic approaches: An interdisciplinary approach, combining different research disciplines, relating content to practical field situations and supporting the students' self-

organisation are key didactic principles of the study programme. It therefore offers a broad spectrum of topics and subjects for specialisation. Workplace-based practica play an important role in moulding a close relationship between theory and practice; at the same time, the study programme in Social Work aims to present itself as a research-oriented discipline and to introduce students to the corresponding research methods (Uni.lu 2017b, 2017d).

Educator (*Éducateur diplômé*)

The three-year initial professional studies to become an *éducateur diplômé* take place at a vocational technical college (*Lycée technique pour professions éducatives et sociales (LTPES)*), providing students with the general university entrance exam plus a one-year course of study to become a state-recognised Educator). During the first two years the curriculum offers basic courses in psychology, education and the social sciences (LTPES 2016a). The third year focuses on the professional preparation of Educators with a social pedagogy, childhood and special needs profile. Students can specialise in various areas; the chosen specialisation is included on the diploma certificate (LTPES 2016b).

Competencies: Initial professional studies aim to qualify for work in a number of occupational fields in the field of social education. Certificate holders have gained competencies for working with young children, school children, in early intervention, in residential care settings, in youth clubs and in special education settings. They are qualified to work with and support persons with a disability, the elderly and persons with multiple problems (LTPES 2016d).

Curricular areas: The curriculum is organised according to three overriding principles: providing a general education and knowledge base (*savoir et culture générale*), providing a balanced field-based approach for acquiring practically relevant competencies in everyday learning situations (*savoir-faire*), and contributing towards the students' personal development (*savoir-être*). These goals are pursued within five main curricular areas: social and educational pedagogy; sport and cultural pedagogy, leisure-time pedagogy; educational approaches in the developmental process; professional ethics; didactics. Compulsory field work in Luxembourg or abroad provides knowledge and experience of professional practices in a range of occupational fields.

Pedagogic-didactic approaches: Basic courses, optional subjects and seminar work are complemented by practica in social and cultural education settings in Luxembourg or abroad. The general goal is to link the vocational college-based learning with the fields of practice so that students learn how to link practical and theoretical aspects with one another effectively. The students are supported and supervised both by staff in the practicum setting and by college staff (LTPES 2016c).

Care Assistant/ Care Worker (*Auxiliaire de vie*)

The occupation as *auxiliaire de vie* is a caring profession. Training can be compared with an apprenticeship. On successful completion of the course, students are awarded a secondary vocational qualification (*Diplôme d'aptitude professionnelle - DAP*; LTB 2016).

Competencies: Award holders are able to care for persons in different phases of life.

Curricular areas: The course transmits basic knowledge about key health problems in society. Core content includes practical aspects of personal care and hygiene, preparing meals, communicating with people in difficult life situations, organising and supporting leisure-time activities, household work.

Pedagogic-didactic approaches: The course focuses mainly on practical situations in work settings; these are then underpinned in the college-based part of training with corresponding knowledge and reflection (Beruffer.Anelo.lu. 2016).

3.3 Alternative entry and qualification routes, system permeability

An alternative qualification route open to Primary Teachers in Luxembourg is to study for a Bachelor's degree in Belgium. However, the Belgian Bachelor study programme in educational sciences separates the qualification for Pre-primary Teachers and Primary Teachers. Whatever the qualification, applicants need to pass a state eligibility examination in order to be able to work as a teacher in the *école fondamentale* (including *éducation précoce*). Those who do not pass the exam may be employed as a *Chargé* (contract teacher) and are paid a lower salary. It is also possible for those with a non-specialist degree to complete a three-week practicum in order to work as substitute staff in the *école fondamentale*. Substitute staff are employed ad hoc (e.g. if a teacher is on sick leave) or in cases of staff shortages.

The most common way of accessing employment in the field of Social Pedagogy/Social Work is by acquiring an equivalent degree in another country. A large number of Luxembourgers study for a Social Pedagogy degree in one of the three neighbouring countries. Many of these work as border commuters in Luxembourg. In particular the commercial service providers in the non-formal education sector frequently employ staff from abroad. For example, there are a number of francophone *crèches* who employ French-speaking personnel and use French as the main language in everyday communications within the setting.

Luxembourgers may complete initial professional studies for the Educator profession in Belgium or in Germany. It is also possible to apply for a *Validation des Aquis* (MENJE 2017b), i.e. official recognition of previous work experience. Persons with three or more years of relevant work experience can apply for this. A large number of staff in the non-formal education sector, particularly those working in private settings, has foreign qualifications, not least because the commercial providers find it difficult to recruit sufficient staff from Luxembourg. For a state recognised Educator, there are numerous possibilities to continue their studies, either at a university or higher education institution in Luxembourg or abroad.

The *École de la deuxième chance* (School for a Second Chance) provides a part-time course of studies for prospective Educators (*éducateur en alternance*) (e2c 2017). This adult education institution was introduced by law in April 2009 (MENFP 2009c) and has been operating since 2011. It is aimed at adults and young people between 21 and 30 years already working in the socio-educational field but who have neither a completed secondary school diploma nor access to professional development courses. The *École de la deuxième chance* combines principles of school and adult education; the certification modalities are similar to those of secondary schools or professional development qualifications. Awards gained can be either the *Diplôme de fin d'études secondaires technique* (two-year course) or the *Diplôme d'éducatrice* (one-year course).

Only Primary School Teachers and Educators are eligible to work in the formal education sector. The likelihood of lateral entry into the non-formal education sector is greater than in the formal education sector. In addition to the options already mentioned, there is also the legislation which enables 40% of staff to have a professional qualification in the arts, music and sport. Up to half of this group may comprise low-qualified staff (see *Section 2.1*, SEA Regulations; MFI 2013, Art. 7). These persons without a relevant basic qualification are able to gain entry into employment in the non-formal sector through a 100-hour professional development course (see also *Section 5*).

4. Workplace-based learning in the IPS of core practitioners

All initial professional education of core practitioners in Luxembourg places particular emphasis on workplace-based learning. Degree and diploma holders are expected to have experienced a significant amount of time in their fields of work. Importance is placed on becoming familiar with the various institutions in the field. Further key aspects which are emphasised are self-

evaluation and continuing analysis of professional and personal goals. In all IPS courses, a tutoring system ensures mutual support of the students both by the training institution and in the practicum setting. The practica take place in a wide range of social and care settings at home or abroad which are chosen by the students; there is no mandatory linkage between the specific IPS focus and the practica.

Since early childhood education is only one of many topics in the various study routes, practica in early childhood settings are optional. Discussing and analysing the guidance for non-formal education (MFI 2013) has not been a compulsory part of these IPS routes up till now, although there are currently moves under way to change this. This lack of basic preparation for core practitioners working in the non-formal education sector is something that needs to be compensated through continuing professional development activities once they are already working in the field (see *Section 5*).

Primary School Teacher (*Bachelor en sciences de l'éducation*)

During their Bachelor studies, prospective Primary School Teachers complete practica in six different areas of education (levels 1, 2, 3 and 4 in *enseignement fondamental*; *regime préparatoire* at the lower end of the *lycée*; special needs education). These practica ideally take place in as many different schools as possible and with the support of different tutors. During the first two years, workplace-based learning accounts for 8 ECTS per year, and in the third and fourth years for 10 ECTS in each year, totalling 36 ECTS points overall.

The university has developed its own practica regulations; there are no legislative requirements for this. The *Bureau de temps de terrain* is responsible for organising and providing information about practica. Supervision of the practica is jointly conducted by a Primary School Teacher in the practicum setting (*formatrice de terrain enseignant*) and an academic university tutor (*tutrice académique membre du corps enseignant interne et externe de l'Université*). These two supervisors sign a contract with the individual students.

The purpose of the practica is to initiate students into the preparation and planning of class teaching and to learn about different pedagogical strategies. Starting in the first semester of their Bachelor studies, students participate in the planning and implementation of teaching activities; with time, they take over classes independently. The candidate teachers are expected to be able to identify elements of the institutional framework, to act in a situation-specific way and to intervene professionally. They learn to act independently and to take responsibility for the strategies they choose and their professional interactions.

The practicum evaluation comprises planning a teaching unit by the student teacher (Uni.lu 2017b).

Social Pedagogue / Social Worker (Professional bachelor) (*Bachelor en sciences sociales et éducatives - professionnel*)

The students complete two practica: the first takes place in the third semester, the second in the sixth semester. Again, regulations for the practicum are set down by the university. Similar to the practica for student teachers in the *Bachelor en sciences de l'éducation*, supervision is carried out jointly by a qualified and experienced employee in the social and educational field, a member of the work team in the practicum setting and a tutor of the university study programme.

The practicum in the third semester is allocated 9 ECTS points. The total work load of 250 hours includes 125 hours in the workplace and 125 hours participating in practicum-related meetings at the university.

The first practicum aims to acquaint students with the occupational fields of social work: their historical and organisational development, target groups and the field-related programmes and approaches. During this practicum, students learn how to develop critical self-reflection, how to justify their choice for this particular field of work and how to deepen their self-perception and perception of others.

Assessment takes place in the form of a practicum report and includes an oral examination and a joint evaluative discussion.

The practicum in the sixth semester is twice as long (18 ECTS points) as that in the third semester. Students spend 450 hours in the workplace (mandatory attendance) and 50 hours at university meetings and events.

In the „Long Practicum“ students in the Bachelor programme learn to analyse work approaches and methods in the field of social pedagogy/social work – in particular those applied in the practicum setting - and also to reflect on the ethical dimensions of professional social work, to plan, carry out and analyse activities in the practicum setting, to critically question their own motives, resources and competencies and to analyse their own relationships to clients, colleagues and to stakeholders in the community.

Assessment is conducted by means of a comprehensive written practicum report (Uni.lu 2017b, 2017d).

Educator (*Éducateur diplômé*)

Prospective Educators complete four practica during their four-year course of initial professional studies. They take place in educational, social, sports or cultural institutions and provide a multi-dimensional preparation for the profession.

- First practicum (Year 6 after *enseignement fondamental*): 9 weeks total, 34 hours/week; professional orientation;
- Second practicum (Year 7 after *enseignement fondamental*; granted general university entrance award on completion): 6 weeks total, 34 hours/week; deepening and broadening professional knowledge;
- Third practicum (Year 8 after *enseignement fondamental*): 10 weeks total, 34 hours/week; perfecting the acquired competencies and preparing for entry into the profession;
- Fourth practicum (final year at the *Lycée technique pour professions éducatives et sociales*, LTPES); this practicum is part of the final examination for the award of State-recognised Educator) and is regulated by law (MENFP 2009e). The vocational college (LTPES) and the practicum setting sign a contractual agreement (convention). This sets out the fields of activity in which the practicum will take place, organisational details, the specific tasks and the responsibilities of the candidate educator. Institutions providing a practicum place receive a monthly compensation of 180€ through the duration of the practicum.

Students who have completed the series of practica have had the opportunity to improve their transversal competencies and should be able to implement the knowledge they have acquired during their IPS (*«savoir et culture générale», «savoir-faire», «savoir-être»*) in everyday situations at the workplace.

The practica are supervised by a tutor in the practicum setting and a teacher at the vocational college (LTPES, *enseignant PRAPR*).

Successful completion of the fourth practicum is certified through a final written paper (LTPES 2016b, c, e).

5. Continuing professional development

5.1 In-service professional development

Continuing professional development (CPD) is included in the relevant legislation and regulations for both the formal and non-formal education sectors as a statutory duty. These regulations are currently under review.

In-service professional development is not included in the Bologna system, and there are no courses which award ECTS points.

Formal education sector

Primary School Teachers who work in the *éducation précoce* classes are obliged to attend eight hours of CPD annually. Educators working in *éducation précoce* have to attend 40 hours of CPD per year (MENFP 2009b, Art. 4; MENFP 2009d, Art. 4).

Non-formal education sector

Article 11 of the decree on the reorganisation of children's services (MFI 2013) regulates the number of hours that staff are expected to spend on attending CPD activities. No distinctions are made between core practitioners, lead practitioners and assistants. Staff who are employed on a full-time basis are required to complete 32 hours of CPD within a period of two years (at least 8 hours annually); requirements for part-time staff are adjusted according to their hours of work. The obligatory CPD has to relate to the 'Guidelines for non-formal education'; this is a national-level requirement for the providers of children's services.¹² However, this does not mean that staff may not participate in CPD courses on other topics. Courses which relate to the curricular guidance have to be reviewed and certified by the Commission for Continuing Professional Development (*Commission de la formation continue*). Some are published on the internet portal www.enfancejeunesse.lu (EFJ 2017a).

Draft legislation on multilingual education (*Programme d'éducation plurilingue*; MENJE 2016d) is under review by the Luxembourg Parliament which commits staff in non-formal education settings to eight hours of CPD per year on the topic of 'Language development in young children'. Four of these eight hours are included in the 32 hours regulated by the 2016 amendment to the 2008 Young People's Act (MFI 2013). The draft law also stipulates that each non-formal education setting must name a pedagogical coach (*référént pédagogique*) who is responsible for the implementation of the multilingual programme in early education. This coach is required to attend a specific 30-hour PD course on multilingualism organised by the *Service national de la Jeunesse* (SNJ).

Expenses incurred by the state-subsidised and commercial providers of non-formal education for the obligatory CPD courses are reimbursed by the State. The providers regulate the leave arrangements for these compulsory hours of attendance on an internal basis.

Responses to the online survey (see *Section 2.2*) suggest that legal requirements and the actual situation correspond to a large degree. Being granted leave for participation in CPD is not a significant problem for most early childhood settings. Respondents confirm that expenses for the compulsory CPD activities are reimbursed. Regulations vary according to the setting in terms of meeting the costs for CPD courses which exceed the compulsory amount or go beyond the thematic framework; in most cases they are partially reimbursed.

¹² The University of Luxembourg research group *Early Childhood: Education and Care* has developed a CPD programme together with the *Entente de Foyers de Jour* within the framework of the 32-hour budget for supporting the implementation of the 'Guidelines' in terms of the programme development in ECEC settings for children up to age 4 (Neumann 2014).

The main providers of CPD are the large non-governmental agencies responsible for non-formal education (*Croix-Rouge, Caritas, Focus*) and the *Entente des Foyers de Jour* (EFJ).

- The *Entente des Foyers de Jour* is a non-governmental umbrella association of the providers of children's services in Luxembourg. Its members are largely associations and communes who provide day care in nurseries (*crèche, foyer de jour*) and out-of-school facilities (*maisons relais*) (EFJ 2017c).
- The *Croix-Rouge* (Red Cross) is one of the largest providers in the non-formal education sector in Luxembourg, with numerous childcare centres in different communes. The Red Cross also has its own CPD organisation and offers regular CPD activities (Croix Rouge 2017).
- *Caritas* focuses in particular on social inclusion. One of the numerous services provided by the organisation is a quality development programme in the non-formal education sector. Caritas offers a broad selection of CPD activities focusing on key topics in the sector (curricular framework, health and nutrition, leadership, cooperation with parents, etc.) (Caritas 2017).
- *Focus* is the CPD organisation of *Arcus*. *Arcus* is a non-governmental association, bringing together charities based on Christian ideals which for more than 60 years have had a common commitment towards social, educational, pedagogical and therapeutic work with children, young people and families (Arcus 2017a). *Focus* provides a wide-ranging programme of CPD courses related to childcare and the professionalisation of educational and social work. The courses are related thematically to the national curricular framework for non-formal education (Arcus 2017b).

CPD is coordinated at the national level by the *Service National de la Jeunesse* (SNJ), the tasks of which are regulated by the Young People's Act (*Loi modifiée du 4 juillet 2008 sur la Jeunesse, Art. 7*). The SNJ is a public service which was developed in the context of policies for young people. One of its assignments is to ensure pedagogical quality in childcare and family day care settings, to support the continuing professional development of staff in services for children and young people and to develop pedagogical material for working with children. SNJ hosts the internet home page www.enfancejeunesse.lu (EFJ 2017b).

5.2 Basic vocational courses for low-qualified adults and early school leavers

Since the turn of the century, a series of programmes have been developed which offer low-qualified persons seeking employment (frequently over 40 years old) a dual qualification route into the childcare field. These 'flexi-programmes' (Fogaflex 2001; Qualiflex 2008; Valiflex 2013) – supported by the European Social Fund – were developed and carried out by the *Confédération Caritas Luxembourg*. They aim to support re-entry into employment through qualifying options, to enhance personal development, to increase motivation and competence development (Caritas 2008; 2013), and to recruit staff for the expanding childcare services in Luxembourg.

Based on these projects, an advanced modular course has been developed since April 2003 which is recognised by the *Ministère de l'Éducation nationale et de la Formation professionnelle* and which seeks to integrate and validate personal and professional work experiences. This 100-hour basic training opens up employment perspectives in the childcare field for low-qualified applicants (*aide éducatrice* – other job titles are *formation de base de l'éducation et de l'accueil d'enfants, formation aide socio-éducative*). The qualification course is provided in various models by different CPD providers up to a total of 130 hours, not only for adults but also for school leavers. The training is available for communes and public-sector institutions in the *Institut national d'Administration Publique* (INAP) for persons without an initial professional qualification. It is also offered by the *Entente des Foyers de Jours, Arcus asbl* and *Caritas asbl*. In order to ensure consistent quality across courses, the constituent modules and contents of this basic qualification are the same.

Table 10

Luxembourg: Educator's Assistant in the non-formal education sector

Title in French: <i>aide éducateur</i>
<p>Entry requirements: none*</p> <p>Professional studies: 100 hours basic vocational course in six modules</p> <p>Award: Certificate of attendance</p> <p>ECTS points: n/a</p> <p>EQR level: 3</p> <p>ISCED 2013-F: n/a</p> <p>ISCED 2011: n/a</p> <p>Main fields of work: Settings in the non-formal education sector/<i>Services d'éducation et d'accueil</i> (0-12 years), including infant-toddler centres/<i>Crèches</i> (0-4 years), childcare centres/<i>Maison Relais pour Enfants</i> (4-12 years)</p>

*Source: Caritas 2016.

Persons attending the basic vocational modular course acquire basic competencies for working as an employee in a non-formal early childhood education setting (*agent éducatif*). The programme comprises six modules; nutritional hygiene; fields of work in non-formal education; early childhood; fields of work in non-formal education: school-age children; responsibility and safety; child development; communication and conflict management (Le Gouvernement du Grand-Duché du Luxembourg 2017).

Aides éducatrices belong to the group of low-qualified personnel which according to the SEA Regulations (MFI 2013, Art. 7) may contribute up to 20% of the total hours of care provision in non-formal education and care settings (*structures de l'éducation et de l'accueil*). They work in direct contact with the children but do not assume a leading function.

Leadership qualifications for Centre Heads

There are no specific qualifying courses for the lead staff in non-formal education settings; the only requirement made in Article 8 of the SEA Regulations (MFI 2013) is that lead staff must have completed at least three years of work experience. However, since 2009 the University of Luxembourg has been offering a part-time Master's study programme (*Master in Management and Coaching in the social and educational fields*) which targets this particular group. It aims to provide personnel with leadership and group responsibilities in the educational and social fields with key competencies to be able to cope with the specific changes taking place in these areas. Participants should be enabled to question their professional experiences in a systematic and research-based way and to develop, analyse and lead projects. Degree holders of the Master's programme are able to describe and explain the conditions, processes, results and effects of social interventions; they can also develop and organise such process and are prepared to shape reform processes in cooperation with colleagues and institutions and to develop target-oriented ways of dealing with everyday problems. They should also be able to cope with leadership assignments in their field in a competent way (Uni.lu 2017c).

6. Recent policy reforms and initiatives relating to ECEC staffing

Guidelines for non-formal education

A key document in terms of national reforms and reform initiatives in this sector are the *Leitlinien zur non-formalen Bildung im Kindes- und Jugendalter* ('Guidelines for the non-formal education of children and young people') (see *Section 1*; MFI 2013). The curricular guidance was

presented in April 2013 by the Charlotte Bühler Institute in Vienna and is based on the Austrian Curricular Framework for the early years. The 'Guidelines' emphasise the importance of children's experiences in their social environment and represent a process-oriented approach towards the framing of early childhood education. They were the culmination of a debate starting in 2010 among experts and stakeholders about the realisation of the idea of non-formal education in early childhood settings initiated by CPD courses provided by *Fondation Caritas asbl* around the concept of a 'world atelier' (von der Beek 2006); these events are still being continued today. The 'Guidelines' are not only relevant for *early* education, but place it in the framework of *lifelong learning*; some sections give examples for the concept as related to early childhood, to school-age children and to young people. The "Guidelines" organise this life course approach for early childhood education into six learning areas: (emotions and social relationships; values, participation and democracy; language, communication and media; aesthetics, creativity and art; science and technology). Although they still have no official status, the 'Guidelines' have been a focus for debate and experimentation since they were first published.

The 'Guidelines' are to be included as a mandatory curricular requirement for all state-subsidised and commercial services in the non-formal education sector in Luxembourg in a decree amendment to the Young People's Act (MFI 2016). They will provide the conceptual framework for legislative and administrative initiatives to improve structural and process quality.

- *Structural quality* refers to the conditions under which the not-for-profit and for-profit education and care services are granted an operating licence (*agrément*). The conditions are set out in the 2013 SEA Regulation (MFI 2013). It brings together the various traditional forms of education and care (*crèches, garderies, foyers de jour, maison relais* etc.) under the umbrella term *services d'éducation et d'accueil (SEA)* and specifies who may work in these services (minimum staff qualification requirements). The SEA Regulation also specifies the quotas for higher and lower qualified staff and determines staff-child ratios, age-related group size and maximum capacity of a childcare centre. These regulations refer not only to the children's living conditions and their developmental chances but also to the working conditions of the staff. The *agrément* is granted by the Ministry of Education, Childhood and Young People.
- *Process quality* is ensured through the implementation of the 'Guidelines' in the early childhood setting. In this sense, the 'Guidelines' can be seen as a staff professionalisation instrument. The new Young People's Act (*Loi modifiée du 4 juillet 2008 sur la Jeunesse, Art. 7; MENJE 2016a*) specifies various measures of quality control and confers responsibility for quality assurance in the non-formal education sector to the *Service National de la Jeunesse (SNJ)*. All childcare centres are required to have a written educational programme, to keep a regular log book about the activities carried out in the setting, to develop a professional development plan for the socio-educational staff, and to accept evaluation through the 22 external advisers (*agents régionaux*). These advisers check whether the centre-based and home-based settings are working according to the principles of the framework plan and whether they are implementing the indicators for process quality; they also make suggestions for improvement. Assessment and advice focus on the pedagogical approach of the staff, the programme activities and the interactions between staff and children. Moreover, the external advisers are charged with the task of implementing the new Young People's Act and its provisions. These provisions aim to support the staff on their pathway to quality development. The new legislation combines the entitlement to accept the childcare vouchers introduced in 2009 (*chèques-service accueil; MFI 2009; MENJE 2016c*) and thereby cover 80% of the costs with the implementation of these provisions and strategies of quality development (MENJE 2016a, Article 32). In this connection, the provider's duty to ensure professional development for their staff was newly regulated (see *Section 5*).

The framework plan ("Guidelines") will be examined and revised every three years by a commission comprising representatives of the Ministry of Education, the communes, the providers, the parents and scientific experts.

Reforms relating to the initial professional studies (IPS) of staff in the non-formal education sector

The Luxemburg government has also taken first steps towards reforming the initial professional education/training of staff in the non-formal education sector. The qualification routes for early childhood staff is organised both as a full-time and part-time option; the reform initiative relates to both 'pillars' (for continuing professional development, see *Section 5*). In the first instance, changes were introduced regarding the full-time option; the most significant outcome was the introduction of the Bachelor study programmes at the University of Luxembourg (*Bachelor en sciences de l'éducation; Bachelor en sciences sociales et éducatives – professionnel*). In terms of part-time options, a Master's programme was introduced focusing on *Management and Coaching in the educational and social fields*, for which the entry requirements are a three-year Bachelor's degree and three years of work experience (see *Section 5*). In Luxembourg, considerable experience has been accumulated in terms of assessing life experience and many efforts made to help low-qualified persons gain access to the challenging tasks of work in the non-formal education sector. Building on these experiences, it is planned to expand the initial professional study options for Educators into a 'dual system' of vocational education and training in order to integrate early school leavers; it is also planned to offer home-based care personnel opportunities to qualify up to Bachelor level.

Childcare centres as pedagogical spaces

In the context of non-formal education, ECEC settings are seen as spaces for learning and education. They are currently developing a sharper profile and a more professional self-image. Correspondingly, expectations are changing in terms of formal schooling: should schools also rethink their understanding of education; should they see childhood not just as a school-childhood but as a room for experiences embedded in a socio-cultural life world? An initial thrust in this direction was included in the 2009 Schools Act (MENFP 2009a, *Chap. I, Sec. 6, l'encadrement périscolaire, art. 16-17*). It specifies that primary schools should develop a plan for interlinking school and out-of-school care (*encadrement périscolaire*) and commissions the communes to provide the appropriate infrastructure. A current arena for the changing relations between school and non-school education is the *Programme d'Education Plurilingue*, legislation concerning language enhancement in the context of a multilingual environment (MENJE 2016d), which has been submitted to the Luxembourg Parliament. The programme acknowledges the language diversity in Luxembourg as a setting for language teaching both in the formal and non-formal education sectors. It aims to familiarise children at an early age with the Luxembourgian and French languages and supports integration at the local community level. The programme fosters the children's home language competencies in non-formal early childhood education settings through close cooperation with the parents and seeks to enhance the transition from non-formal education to formal schooling. In order to ensure commitment to the programme, its implementation (as with the commitment to quality assurance and quality development) is linked to the provider's entitlement to cover costs through childcare vouchers (*chèques-service accueil*). In this way, the legislation aims to make a contribution towards ensuring equality of life chances for children from different home language milieus – a challenge with special significance for Luxembourg with its multilingual population. There are no guidelines for a specific way of realising these goals; the law provides the framework for a competition of ideas (vgl. Brachmond, Günnewig, Kirsch, and Seele 2015).

7. Recent country-specific research relating to ECEC professionalisation and staffing issues

The Grand Duchy of Luxembourg did not have its own university until 2003. This is a crucial factor for the genesis of research-based knowledge on early childhood education and care in Luxembourg. The national statistics office (STATEC), the varying ministries and the *Luxembourg Institute of Socio-Economic Research* (LISER, formerly: CEPS/INSTEAD) were the most important institutions for the relevant compilation and analyses of data before the University established, in 2008, its own area of expertise in social science and education research on practices, policies and administration in early childhood education and care (Uni.lu 2017e). The debates on the expansion and professionalisation of ECEC in Luxembourg have been strongly influenced by conceptual ideas from other countries and by supranational actors such as the European Union and the OECD. The OECD studies *Starting Strong I* and *Starting Strong II* (OECD 2001; 2006) were particularly influential and can be traced right down to the wording in government programmes.

The large not-for-profit provider organisations have played an important role in the realisation of supranational input and inspiration. Through a number of *Research & Development* departments, they have contributed to conceptual stimulation in curricular programme development, to the development of staff qualification programmes and to social and education policy debates – quite apart from their role in providing professional development activities (see *Section 6*; Achten and Schronen 2011). The concept of non-formal education appears for the first time in Flexi-Project publications (see *Section 5*). The large not-for-profit provider organisations continue to play a significant role in ECEC quality development. These activities and initiatives created the context for ensuring that Luxembourg, with its concept of a separate, non-formal education sector for children aged 1 – 12 years, could establish a specific profile in international ECEC debates within the space of a few years.

Since 2009, the Luxembourg government has a contractual agreement with the University regarding research, development and consultation in national ECEC policies. Within this framework of cooperation, a number of expert reports have been produced which analyse the Luxembourg system of early childhood education and care (e.g. Honig and Haag 2011; MENJE/Université du Luxembourg, Unité de recherche INSIDE 2015; Wiltzius and Honig 2015); further studies focus on curricular concepts and programme development (e.g. Bollig, Honig and Mohn 2015; Brachmond, Günnewig, Kirch, and Seele 2015; Köpp-Neumann and Neumann 2009), some of which were published in a brochure series issued by the Ministry of Family Affairs (later Ministry of Education). The Ministry of Education has established its own *Research & Development* department (SCRIPT) which, for example, recently published educational guidance in early multilingual education in the Luxembourg context (SNJ 2017).

Beyond this, the University has conducted independent research projects focusing on issues which are particularly relevant for Luxembourg and which provide links to the international debate on early childhood education and care. All refer either directly or indirectly to the role of early childhood personnel in ECEC settings.

Quality development as institutional practice in ECEC settings

Source: Honig, M.-S., S. Neumann, O. Schnoor, and C. Seele. 2013 (see *References* for full details).

Aims: The study ‘The Reality of Care and Education. Quality and qualifying processes in flexible ECEC structures’ (2009-2012) examines quality development procedures and the specific question of how measures of educational quality are constructed in the institutional practice of childcare settings. From a theoretical perspective a focus is placed on aspects of the institutionalisation of extra-familial education and care in early childhood.

Procedure: The ethnographic study examined six settings for children up to age 4 (*crèches* and *maisons relais*) through methods of field research. Alongside participatory observations of eve-

ryday practices, interviews were held with the staff and setting-related documents were analysed.

Findings: The study shows that because of the diverse and partly dilemmatic expectations placed on work in ECEC settings, practitioners tend to review, become aware of and present the educational aspects of their work in retrospective. ‘Educational quality’ emerges not so much through the systematic implementation and evaluation of educational programmes but rather through situated practices of transforming everyday care into pedagogical topics.

The positioning of children in the Luxembourg ECEC system

Source: Bollig S., M.-S. Honig, and S. Nienhaus 2016 (see *References* for full details).

Aims: The study ‘CHILD – Children in the Luxembourgian Day Care System’ (2013-2015) analysed the Luxembourg ECEC system in terms of the position that children have and the position that they are given.

Procedure: CHILD is an ethnographic fieldwork research project. It followed 13 systematically selected children for a period of up to two years in their everyday transitions between family, *crèche* and *éducation précoce*. Procedures included extensive field observations, interviews with parents, staff and experts, documentary analysis and tapping further resources in the early childhood field. A camera-ethnographic component was utilised as material for the professional development of staff.

Findings: The study focuses especially on the horizontal transitions in the system of day care. It illustrates how the everyday care arrangements for children not only take place *in* certain settings but also *between* them: children are positioned as border-crossers in the ECEC system. They are not only the recipients of educational programmes, but actors in an institutional context. The project not only contributes to a theory of care in everyday childhood, but can also help to substantiate the concept of non-formal education.

Commercial day care and the quality of education services

Source: Honig M.-S., A. Schmitz, and M. Wiltzius 2016 (see *References* for full details).

Aims: Luxembourg has a large and expanding commercial sector in ECEC. The project attempts to find answers to the following questions: What relevance does the economy of service provision have for the quality of educational services? Is there such a thing as a pedagogy of commercial childcare? The project ‘*Doing Quality in Commercial Childcare*’ (2013-2016) presents in detail the specific features of commercial childcare in Luxembourg, analyses the diversity of commercial providers and observes their organisational practices.

Procedure: This is an exploratory study of a largely unknown but highly controversial part of the ECEC system in Luxembourg. It therefore draws on all available or discoverable sources of information. Interviews with a broad spectrum of stakeholders and experts, mostly organised in a snowball system, played an important role, as did the compilation and evaluation of disparate data sources and participatory observations of practices in non-formal education settings.

Findings: The study shows how closely the functioning of the commercial childcare market is linked with the particular cultural and social welfare circumstances in Luxembourg. Commercially run *crèches* and home-based care settings are indispensable elements of social inclusion in Luxembourg’s multiethnic society. At the same time, the chances of regulating this childcare market through measures of educational quality appear to be more feasible in the context of the Luxembourg welfare state than in liberal market economies.

8. General workforce issues

8.1 Remuneration

Basically, a two-tier layer of differentiation in salaries can be observed: Teachers in the formal sector are better paid than staff in the non-formal sector; staff in the state licensed (*conventionnées*) settings in the non-formal sector are generally paid better than those working in commercially run settings.

Formal education sector

Teachers working in *éducation précoce* classes are paid as civil servants.

Non-formal education sector

- Private not-for-profit (*conventionnés*) providers: The contractual agreement between the State and the provider specifies remuneration according to the collective agreement.
- For-profit (*non-conventionnés*) providers: Staff salaries are determined by the individual provider.

Differences between salaries are considerable. Payment in the commercial sector is very often lower; this has an impact on staff recruitment. Staff from Luxembourg tend to seek employment in the licensed sector. Staff from Germany, but above all from Belgium and France tend to find better paid jobs in commercial settings than in their countries of origin. This makes it difficult for commercial childcare providers to recruit staff from Luxembourg and contributes to a segregation within the non-formal education sector.

8.2 Full-time and part-time employment

Formal education sector

There are no data available on full-time and part-time employment.

Non-formal education sector

According to the findings of the online survey (see *Section 2.2*), the distribution of staff working full time and part time in the non-formal education sector is as follows:

Table 10

Luxembourg: Staff in full-time and part-time employment in not-for-profit and commercial ECEC settings, 2016

	Private not-for-profit providers (with contract)	Private for-profit providers (without contract)
Staff in full-time employment (35.5 hours or more)	36.5%	93.5%
Staff in part-time employment	63.5%	6.5%

Staff in both not-for-profit and for-profit settings in the non-formal sector are largely women (see *Section 2.2*). Otherwise, there are marked differences between settings with a contractual agreement and those without. In the contracted settings, salaries are high enough to allow a large number of staff to work part time. In the non-contracted settings, the proportion of full-time employees is double that in the contracted services: Over 90% of staff work full time. This is partly because of the lower wages in the non-contracted sector, which mean staff cannot afford to work part time, and partly because of staff shortages in the commercial sector, which mean the available staff are expected to work full time.

8.3 Staff support measures in the workplace

Formal education sector

For the graduates of the *Bachelor en sciences de l'éducation* degree, a three-year introductory internship in a specific primary school, coordinated and supervised by the *Institut de Formation de l'Éducation nationale*, is mandatory (IFEN 2017). The internship is organised in three phases: an introduction into the school setting; a general induction course of 108 hours' duration organised in modular form; mentoring support. The three components are expected to link theory and practice effectively (<https://ssl.education.lu/ifen/stage-f-ef-2016>).

Das IFEN (*Institut de Formation de l'Éducation nationale*) is a subsidiary institution of the Ministry of Education and a partner for teachers in Luxembourg schools (primary and secondary levels). Besides organising the introductory internship, the IFEN coordinates professional development courses. The institute describes itself as an active and progressive platform which offers staff in the national school system the possibility to improve their professional competencies and to ensure that schools are lively and stimulating places. The IFEN has at its disposal an educational documentation centre.

Non-formal education sector

In the non-formal education sector there are no formal measures for supporting career beginners. These are organised according to need. Since there is no specific initial professional study route for working in early childhood education and care in Luxembourg, much time and money has to be invested in those beginning work. It is frequent practice to assign a tutor to newly-qualified staff. On-site professional development activities are also provided to ease the staff into their job. Some settings work with accompanying guidance and documentation to support career beginners. The main CPD providers also offer courses for new staff in order to familiarise them, for example, with the curricular framework plan.

8.4 Non-contact time

Formal education sector

The working hours of Pre-Primary/Primary Teachers (MENFP 2009b) and Educators (MENFP 2009d) are regulated by law. Article 4 of the *Règlement grand-ducal du 23 mars 2009 fixant la tâche des instituteurs de l'enseignement fondamental* specifies that teachers should spend 60 hours a year for meetings with educational staff and staff in childcare centres, 40 hours for co-operation activities with parents, 18 hours for administrative work (this is to be raised) and eight hours for professional development (MENFP 2009a, Art. 4). The same regulations apply to the Educators (*éducatrices diplômées*) who work as a Teacher's Assistant in the *éducation précoce*; however, the time allocated for professional development is more extensive (40 hours).

Non-formal education sector

Article 11 des *Règlement grand-ducal* on the restructuring of ECEC (SEA Règlement; MFI 2013) specifies that full-time employees in childcare services are to spend 103 hours annually of their working time for team consultations and for the preparation of educational activities; this regulation applies both to personnel in contracted and non-contracted services. The number of hours is adjusted proportionally for part-time staff.

8.5 Staff shortages and recruitment strategies

Formal education sector

In cases of short-term staff shortages in primary schools, substitute staff are available. This is organised on a nationwide basis (see *Section 3.3* on the IPS requirements for substitute staff).

Non-formal education sector

It seems that staff shortages are a problem in many ECEC centres: This was one of the findings extrapolated from the answers to open-end questions in the online survey. Particularly the commercially run services have difficulties with staff recruitment (not least because of the low salaries), but the problem is also known in the state-subsidised settings.

Staff shortages in the non-formal education sector are regulated on an internal basis. Employed staff take on overtime work to ameliorate the problem and to adhere to the mandatory staff-child ratios. Another way of solving the problem is to merge groups together.

The online survey provided insights into the reasons why staff recruitment can be difficult. One of the main issues is not only the quantitative lack of applicants, but not least a lack of appropriate qualifications; job applicants often have no initial professional qualification in early childhood education and care. This quality gap is likely to intensify when the expectations in terms of the educational quality of ECEC settings in the non-formal sector (SEA services) increase, but IPS and CPD do not develop in the necessary direction. Another important reason is the applicants' lack of language competence: This is one of the problems arising from the multilingual composition of society in Luxembourg. ECEC services very often offer only limited employment contracts (substituting for those on maternity leave or who are off work because of illness, etc.) which are uninteresting for many job applicants, and this makes flexible arrangements in the case of temporary staff shortages difficult or even impossible.

9. Workforce challenges – country expert assessment

Michael-Sebastian Honig

The organisational and conceptual framing of early childhood education and care in Luxembourg is in the midst of a comprehensive process of change. This process is not taking place in a consistent manner and is nowhere near to being finished. It comprises administrative aspects, as the legislation and regulations in recent years show. It is changing the age contours of 'early' childhood and is developing a new perception of how children live and learn. Not least, this process of change will need a content-related reconfiguration of the relationship between the formal and the non-formal sector, between school and childcare, in the context of early education. All aspects have implications for the professional staff working in ECEC.

The following five lines of argument relate to selected aspects of these implications. In order to avoid misunderstandings: They do not represent the position of the Luxembourg government but are based on expert assessments of the responsible author, Michael-Sebastian Honig.

1. Early childhood education and care is a cross-sectional task which needs to be interpreted and fulfilled by the organisations and staff in the formal and non-formal education sectors in different ways. As the overview of initial professional education and training (*Section 3*) has shown, staff are not prepared to be early childhood education and care specialists. In the same way as there is a specific teacher education for the formal sector, so there is a need for a specialist initial education and training profile for non-formal education, and within this framework for a specialisation in the pedagogy and didactics of early childhood.

2. Luxembourg is a multilingual and multicultural country. Not only language diversity among children is a challenge for the establishment of non-formal education in Luxembourg, but also the language competencies of the staff working with them. The qualifications background of staff is also diverse. Many of these practitioners are not educated and trained in Luxembourg, but in Belgium, France or Germany.

3. A large number of staff are recruited from neighbouring countries and work for commercial childcare providers for low wages. Expressed pointedly, it is possible to talk of two classes of

professional staff in the *services d'éducation et d'accueil*. The transformation of childcare into a field of non-formal education therefore needs to find effective ways of involving the commercial providers.

4. Family day carers, mostly female, represent a special category of 'early childhood personnel'. They are not the subject of this report, but they play an essential role in Luxembourg in what is essentially an ethnically segregated childcare market. If ECEC is to contribute to social inclusion, the position of family day carers must be clarified and regulated within the system as a whole.

5. For the support of early childhood staff, conceptual, organisational and financial aspects play an important role. The issue of providing ongoing coaching and consulting for staff in the non-formal sector has not yet been answered in a satisfactory way. In particular, the numerous small settings at the local level are in need of coordinated support at the regional level. A further challenge is the need to include the growing number of commercial CPD providers into a conceptually and administratively coordinated system of quality development.

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