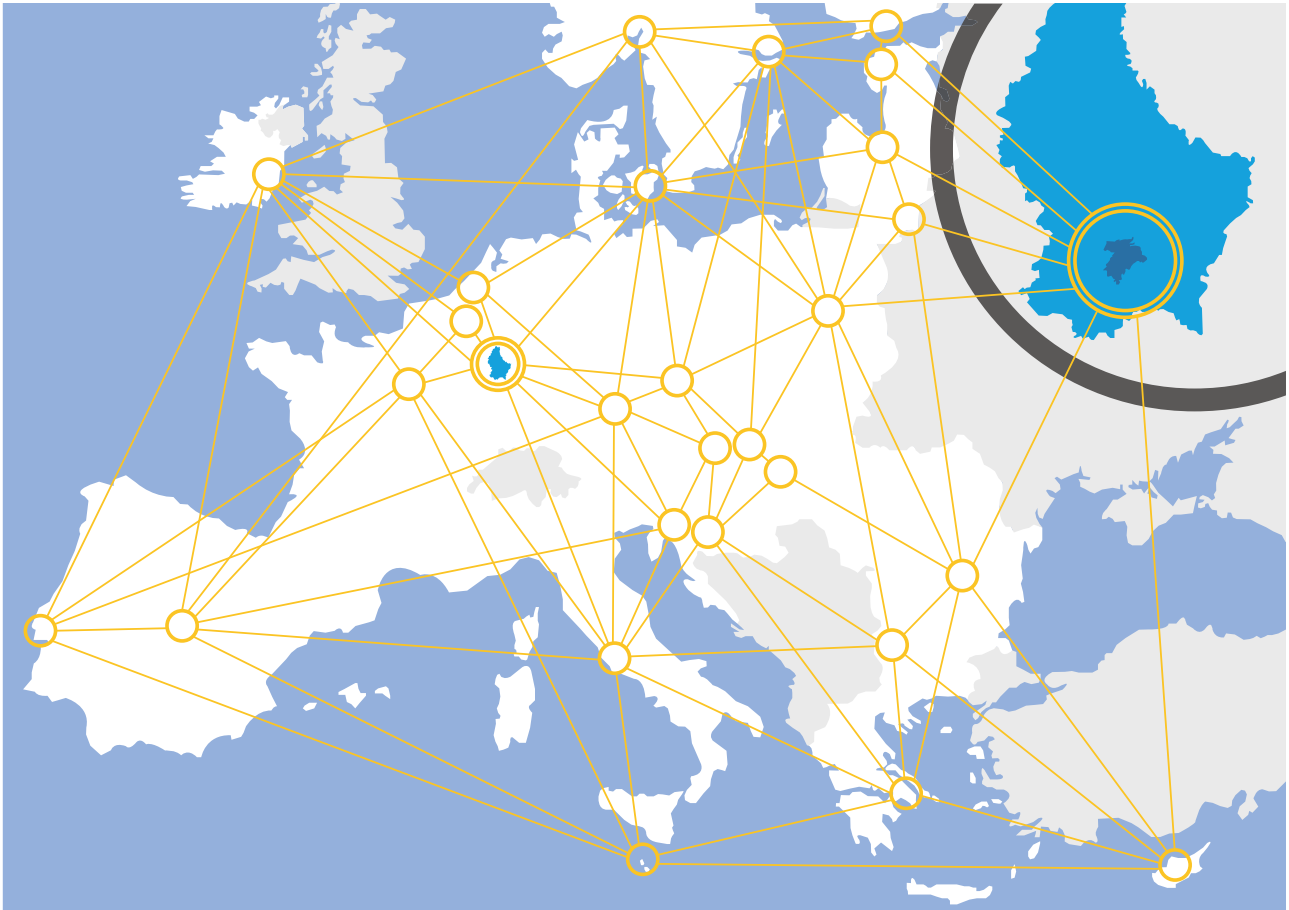




2025 ASYLUM AND MIGRATION OVERVIEW

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LIST OF ABBREVIATIONS

ACCU	Reception class (<i>Classe d'accueil</i>)
ADEM	National Employment Agency (<i>Agence pour le développement de l'emploi</i>)
AIP	Applicant for international protection
AMIF	Asylum, Migration and Integration Fund
AML/CFT	Luxembourg's anti-money laundering and counter-terrorist financing
AMO	Asylum and Migration Overview (<i>Synthèse sur la situation de l'asile et de la migration</i>)
AOT	Temporary occupation permit (<i>autorisation d'occupation temporaire</i>)
ARM	Annual Report on Migration and Asylum (<i>Rapport annuel sur les migrations et l'asile</i>)
ASTI	Association for the Support of Immigrant Workers (<i>Association de Soutien aux Travailleurs Immigrés</i>)
AT	Work permit for a third country national (<i>Autorisation de travail pour un ressortissant de pays tiers</i>)
AVRR-L	Assisted voluntary return and reintegration program from Luxembourg
BI	Business Intelligence
BIP	Beneficiary of international protection
BPVL	Passport, Visa and Legalisation Office (<i>Bureau des passeports, visas et légalisations</i>)
BSP	Beneficiary of subsidiary protection
BTP	Beneficiary of temporary protection
CAI	Welcome and Integration Contract (<i>Contrat d'accueil et d'intégration</i>)
CC	Chamber of Commerce (<i>Chambre de Commerce</i>)
CCVEI	Municipal Advisory Committee for Intercultural Living Together (<i>Commission communale du vivre-ensemble interculturel</i>)
CDM	Chamber of Skilled Trades and Crafts (<i>Chambre des Métiers</i>)
CEAS	Common European Asylum System (<i>Régime d'asile européen commun</i> , RAEC)
CEFIS	Centre for Intercultural and Social Studies and Training (<i>Centre d'Etude et de Formation Interculturelles et Sociales asbl</i>)
CEI	Intercultural Education Center
CERD	United Nations Committee on the Elimination of Racial Discrimination
CJF	Caritas Young People and Families (<i>Caritas Jeunes et Familles</i>)
CLAE	Liaison Committee of Organisations of Foreigners (<i>Comité de liaison des associations d'étrangers</i>)
CLI	Integration classes for newly arrived pupils (<i>classes d'intégration pour élèves nouvellement arrivés</i>)
CLIJA	Integration class for young adults aged 16 to 17 years (<i>Classe d'intégration de jeunes adultes</i>)
CLIJAA	Integration class for young adults aged 18 to 24 years (<i>Classe d'intégration de jeunes adultes +</i>)
CNVV	Centre for Victims of Violence
COPIL	Steering Committee (<i>Comité de pilotage</i>)
CPL	Luxembourg penitentiary centre (<i>Centre pénitentiaire de Luxembourg</i>)
CSL	Chamber of Employees (<i>Chambre des Salariés</i>)
CSVEI	Conseil Supérieur (Higher Council) for Intercultural Living Together (<i>Conseil supérieur du vivre-ensemble interculturel</i>)
CTIE	Government IT Centre (<i>Centre des technologies de l'information de l'État</i>)
DGIM	General Department of Immigration (<i>Direction générale de l'immigration</i>)
DVEI	Division of living together (<i>Division du vivre-ensemble</i>)
ECRIS	European Criminal Records Information System
EES	Entry-Exit System
EMN	European Migration Network
ENA	Newly arrived student (<i>Enfant nouvellement arrivé</i>)
EU	European Union
FAR	Frontex Application for Return Mechanism
FATF	Financial Action Task Force
FEDIL	FEDIL – The Voice of Luxembourg's Industry

FLAD	Food and Retail Sector
FLC	Language and Culture Fact Sheets (<i>Fiches langues et cultures</i>)
FRONTEX	European Border and Coast Guard Agency
GRETA	Council of Europe's Group of Experts on Action against Trafficking in Human Beings
GROPIL	Interministerial Steering Group (<i>Groupe de pilotage interministériel</i>)
HORECA	Hotels, Restaurants and Cafés Sector
HUT	Hëllef um Terrain (Caritas Luxembourg's successor)
IB	International Baccalaureate
ICT	Intra-corporate transfer
IGSS	General Inspectorate of Social Security (<i>Inspection générale de la sécurité sociale</i>)
ikl/IKL	Centre for intercultural education (<i>Centre d'éducation interculturelle</i>)
IL	Linguistic Integration (<i>Intégration linguistique</i>)
IMS	Inspiring More Sustainability Network
INLL	National Institute for Languages Luxembourg (<i>Institut national des langues Luxembourg</i>)
IOM	International Organisation for Migration
IP	International Protection
ISCO	International Standard Classification of Occupations (<i>Classification internationale type des professions – CITP</i>)
ITM	Inspectorate of Labour and Mines (<i>Inspection du Travail et Mines</i>)
LCGB	Luxembourg Confederation of Christian Trade Unions (<i>Confédération luxembourgeoise des syndicats chrétiens</i>)
LGBTIQ+	Lesbian, Gay, Bisexual, Transgender, Intersex and Queer
LISER	Luxembourg Institute of Socio-Economic Research
LLO	Learning Luxembourgish Online (<i>Léier Lëtzebuergesch Online</i>)
LU EMN ARM	Annual Report on Migration and Asylum of the EMN Luxembourg
MAE	Ministry of Foreign and European Affairs, Defense, Development Cooperation and Foreign Trade (<i>Ministère des Affaires Étrangères et Européennes, de la Défense, de la Coopération et du Commerce extérieur</i>)
MAINT	Ministry of Home Affairs (<i>Ministère des Affaires intérieures</i>)
MEDEVAC	Medical evacuation
MEGA	Ministry for Gender Equality and Diversity (<i>Ministère de l'Égalité des genres et de la Diversité</i>)
MENEJ	Ministry of Education, Children and Youth (<i>Ministère de l'Éducation nationale, de l'Enfance et de la Jeunesse</i>)
MFSVA	Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (<i>Ministère de la Famille, des Solidarités, du Vivre ensemble et de l'Accueil</i>)
MJUST	Ministry of Justice (Ministère de la Justice)
MR	Return House (<i>Maison de Retour</i>)
NGO	Non-Governmental Organisation
NMCD	Notification for short-term mobility (<i>Notification de Mobilité de Courte Durée</i>)
OECD	Organisation for Economic Co-operation and Development
OGBL	Independent Luxembourg Trade Union Confederation (<i>Confédération syndicale indépendante du Luxembourg</i>)
ONA	National Reception Office (<i>Office National de l'Accueil</i>)
PAN	National Action Plan
PAN AR	National Action Plan against Racism (<i>Plan d'action national Antiracisme</i>)
PAN VEI	National Action Plan for Intercultural Living Together (<i>Plan d'action nationale du Vivre-ensemble interculturel</i>)
PC	Citizen's Pact (for Intercultural Living Together) (<i>Biergerpakt, Pacte Citoyen</i>)
RNPP	National Registry of Natural Persons (<i>Registre national des personnes physiques</i>)
SAR	Search and Rescue
SFA	Adult Education Service (<i>Service de la formation des adultes</i>)
SHTDPI	Temporary Reception Facilities for applicants for international protection (<i>Structure d'hébergement temporaire pour Demandeurs de Protection Internationale</i>)
SHUK	Kirchberg emergency accommodation structure (<i>Structure d'hébergement d'urgence au Kirchberg</i>)

SIA	School Integration and Reception Service (<i>Service de l'Intégration et de l'Accueil scolaire</i>)
SIS	Schengen Information System
SME	Small and Medium Enterprises
SNJ	National Youth Service (<i>Service national de la jeunesse</i>)
STATEC	National Institute for Statistics and Economic Studies (<i>Institut national de la statistique et des études économiques du Grand-Duché de Luxembourg</i>)
SYVICOL	Association of Luxembourgish Cities and Municipalities (<i>Syndicat des Villes et Communes Luxembourgeoises</i>)
TCN	Third-country national
TPD	Temporary Protection Directive (2001/55/EC of 20 July 2001)
UAM	Unaccompanied minor
UK	United Kingdom
WG	Working group
WHO	World Health Organisation
WP	Work permit (<i>Autorisation de travail</i>)

PREFACE

The opinions and interpretations expressed in this report belong exclusively to their authors. They do not necessarily reflect the positions of the Ministry of Home Affairs, nor of the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees.

The present report was drafted by the Luxembourg National Contact Point of the European Migration Network (EMN Luxembourg¹), namely by David Thiry, Nicole Holzapfel-Mantin, Adolfo Sommarribas, Carmen Lopez Esquitino, Ralph Petry, Zane Rozenberga and Farinaz Gholam Veisi² under the supervision of Prof. Dr. Birte Nienaber. We are grateful for the collaboration with Sylvain Besch of the Centre for Intercultural and Social Study and Training (CEFIS), Pietro Lombardini and Elena Herrera of the National Reception Office (ONA), Alain Bliss and Charlotte Rauchs of the General Department of Immigration (Ministry of Home Affairs), Pascale Millim and Joëlle Gilles of the Ministry of Justice, Anne Daems, Dr. Pierre Weiss, Ernad Rafetov Agović of the Division of Intercultural Living Together (Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees), and Charlie Klein of the National Institute for Statistics and Economic Studies (STATEC).

¹ EMN Luxembourg, URL: <https://emnluxembourg.uni.lu/>

² Intern at EMN Luxembourg

METHODOLOGY

The level of significance of events was determined by applying the following criteria:

- Impact of political discussions accompanying the respective legislative processes;
- Media coverage;
- Number and type of involved actors (non-governmental organisations, trade unions, political parties, deputies, parliamentary groups, media, members of government, etc.).

The sources of information used were:

Primary sources

- National and European legislation;
- Parliamentary documents (bills introduced to parliament, opinions of various stakeholders on draft laws, etc.);
- Publications by national governmental and non-governmental experts;
- Publications by non-governmental organisations active in the field of migration and asylum;
- Parliamentary debates and questions.³

Relevant web pages (ministries, non-governmental organisations, etc.);

- Database on administrative case law of administrative jurisdictions.⁴

Secondary sources

- Luxembourgish media, such as main daily and weekly newspapers of Luxembourg;
- Reference documents such as studies and activity reports from various stakeholders (ministries, public institutions etc.), which have fed into discussions on asylum and migration policies in Luxembourg;
- Commentaries by non-governmental organisations.

Tertiary sources

- EMN Asylum and Migration Glossary version 10.⁵

³ Chambre des Députés du Grand-Duché de Luxembourg

⁴ La Justice, Base de Jurisprudence, Case Law Database (JUDOC)

⁵ [EMN Asylum and Migration Glossary 10](#)

TERMINOLOGY AND DEFINITIONS

The usage of all terms, except when they are used in the national context and differ, is in accordance with the definitions provided by the [Asylum and Migration Glossary 10](#) of the European Migration Network.

When terms are used in the national context, they are defined by national legislation; for instance, the following definitions:

“The temporary protection status is a specific protection status activated at European level for persons having fled the war in Ukraine. It is available to persons who resided in Ukraine before 24 February 2022 and who arrived in Luxembourg since 24 February 2022, or shortly before. It applies to Ukrainian nationals and their family members, but also to nationals of third countries other than Ukraine who have resided in Ukraine if they are unable to return in safe and durable conditions to their country or region of origin.”⁶

Foreigner is defined as “any person who does not possess the Luxembourg nationality, who either exclusively possesses another nationality, or who possesses none.”⁷

International protection includes “the refugee status and the subsidiary protection status.”⁸ *Refugee* is defined as “any third-country national or stateless person who, because they fear with good reason of being persecuted because of their race, religion, nationality, political opinions or belonging to a certain social group, is outside the country of which they have the nationality and who cannot or, because of this fear, does not want to claim the protection of this country or any stateless person who, being for the above reasons outside the country in which they had their habitual residence, cannot or, because of this fear, does not want to return there.”⁹

Beneficiary of subsidiary protection is defined as “any third-country national or stateless person who cannot be considered a refugee, but for whom there are serious and proven reasons to believe that the person concerned, if returned to their country of origin or, in the case of a stateless person, in the country in which they had their habitual residence, would run a real risk of suffering serious harm, and this person being unable or, in view of this risk, not being prepared to avail themselves of the protection of that country.”¹⁰

⁶ Article 2 r) of the amended Law of 18 December 2015. Published in Memorial A 255 of 28 December 2015 Guichet.lu, Requesting temporary protection, URL: <https://guichet.public.lu/en/citoyens/immigration/ukraine/protection-temporaire-ukraine/protection-temporaire.html>

⁷ Article 3 a) of the amended Law of 29 August 2008. Published in Memorial A 138 of 10 September 2008

⁸ Article 2 h) of the amended Law of 18 December 2015. Published in Memorial A 255 of 28 December 2015

⁹ Article 2 f) of the Asylum Law

¹⁰ Article 2 g) of the Asylum Law

1. OVERARCHING AND CROSSCUTTING DEVELOPMENTS

Government Council approves national strategy for asylum and migration management

On 22 October 2025, the Government Council approved Luxembourg's national strategy for asylum and migration management.¹¹

The document, which complements the 2024-2028 national integrated border management strategy, covers external and internal dimensions of the asylum and migration system, external border management, access to international protection, reception and integration, preparedness, contingency planning and governance.¹²

The strategy, which is part of the implementation of the Pact on Migration and Asylum, aims to increase the resilience of the national asylum and reception system and guarantee fundamental rights of applicants for international protection (AIPs) while contributing to a coherent and responsible European migration policy.¹³

¹¹ Conseil de gouvernement, Résumé des travaux du 22 octobre 2025, Press release, 22 October 2025, URL:

https://gouvernement.lu/en/gouvernement/claude-meisch/actualites.gouvernement2024+fr+actualites+toutes_actualites+communiqués+2025+10-octobre+22-conseil-gouvernement.html

¹² Information obtained from the General Department of Immigration (DGIM) on 15 January 2026

¹³ Conseil de gouvernement, Résumé des travaux du 22 octobre 2025

2. DEMOGRAPHIC DEVELOPMENTS AND CITIZENSHIP

On 1 January 2026, Luxembourg had 690 959 residents, with the Grand Duchy's overall population increasing by 1,3%.¹⁴

2.1 Net population change

In 2025, Luxembourg's total population increased by 8 986 individuals. This growth reflects the combined effect of natural population change—defined as the difference between births and deaths—which amounted to 2 043, and net migration—defined as the difference between immigration and emigration—which contributed 7 844 individuals. These figures were established on the basis of data from the National Register of Natural Persons (RNPP). The migratory surplus and the natural increase of the population have been the subject of a statistical adjustment of -901, consisting of a computer clean-up of the RNPP.¹⁵

2.2 In- and out migrations

In 2025, the number of arrivals (24 985 persons) continued to decrease. The decrease was however less pronounced (-2,9%) than in 2024 (-4,6%). The group of arrivals to Luxembourg was composed of 13 540 EU citizens (54,2%), 9 241 third-country nationals (37%) and 2 204 Luxembourgish nationals (8,8%).

The five most important third-country national (TCN) groups arriving in Luxembourg in 2025 were Ukrainians (788 arrivals), Indians (743), Americans (502), Brazilians (486) and Chinese (445). When including all national groups, French citizens occupied first place (2 504 arrivals).

Compared to 2024 (16 588 emigrants), the number of people leaving Luxembourg slightly increased (+3,3%) to 17 141 in 2025. The emigrants were composed of 10 550 EU citizens (61,5%), 3 315 Luxembourgers (19,3%) and 3 276 TCNs (19,1%). The five most important TCN groups leaving Luxembourg in 2025 were Americans (314 persons), Indians (313), Ukrainians (259), Chinese (199) and British (198). Taking all national groups into account, Luxembourgish nationals ranked first in departures (3 315 persons).

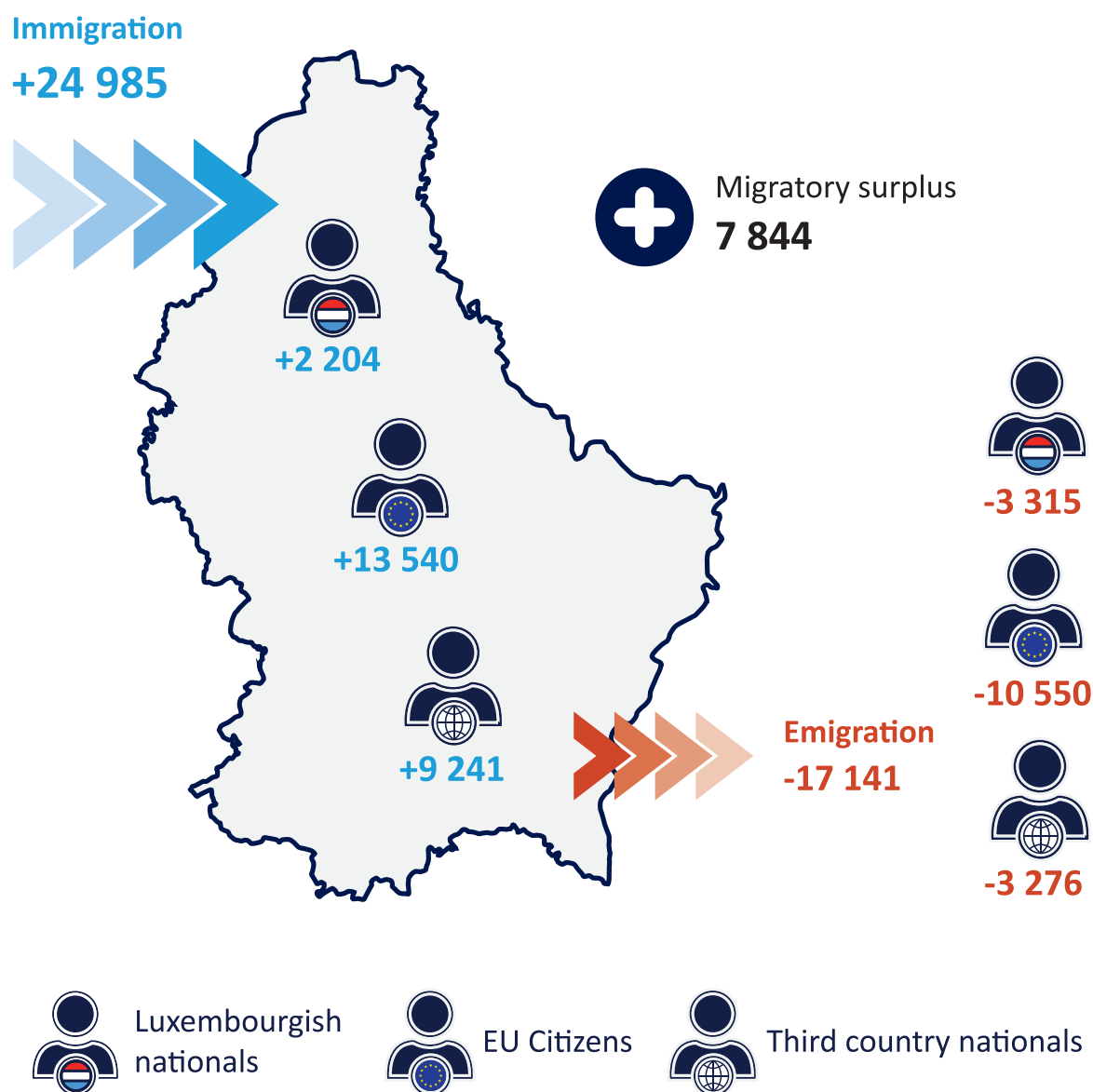
As in 2024, the migratory surplus continued to shrink. In 2025, it amounted to 7 844 people, which represents a decline of 15,5% compared to the previous year. More specifically, while net migration remained positive for TCNs (+5 965) and EU citizens (+2 990), it continued to be negative for Luxembourgers (- 1 111).¹⁶

¹⁴ STATEC, Population par nationalités détaillées au 1er janvier, 05 May 2026, URL: [https://lustat.statec.lu/vis?df\[ds\]=ds-release&df\[id\]=DF_B1113&df\[ag\]=LU1&vw=tb&dq=.A&pd=2016%2C2026&to\[TIME_PERIOD\]=false](https://lustat.statec.lu/vis?df[ds]=ds-release&df[id]=DF_B1113&df[ag]=LU1&vw=tb&dq=.A&pd=2016%2C2026&to[TIME_PERIOD]=false)

¹⁵ STATEC, Lower migration, low fertility: the demographic slowdown continues, 06 May 2026, URL: <https://statistiques.public.lu/en/actualites/2026/stn15-population-2026.html>

¹⁶ STATEC, Lower migration, low fertility: the demographic slowdown continues, 06 May 2026
Information obtained by STATEC in June 2026

Figure 1 Net migration in 2025



Source: STATEC, RNPP 2026 © University of Luxembourg, 2026

2.3 Composition of population

On 1 January 2026, 322 050 foreign nationals resided in Luxembourg, representing 46,6% of the total population. After 2023 (47,3%) and 2024 (47,0%), the share of foreigners has continued its decrease in 2025. The foreign population residing in Luxembourg on 1 January 2026 was predominately made up of EU citizens (242 683 residents or 35,1% of the total population) and 79 368 third-country nationals (11,5% of the total population).

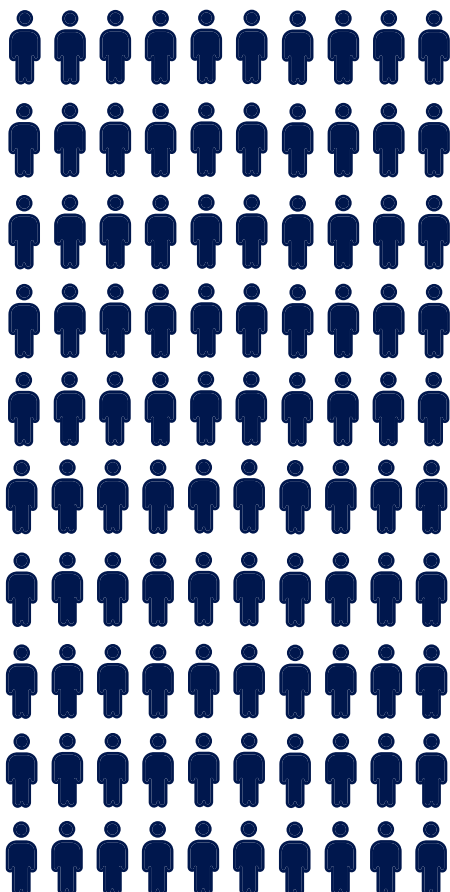
Contrary to EU citizens, which have seen a 0,7% decrease (1 608 fewer residents) compared to the previous year, the TCN-group residing in Luxembourg has continued to grow in 2025 (+ 3,8% or 2 933 additional residents).

Figure 2 Demographic developments in 2025

Overall population

(01 January 2026)

 + 8 986 (+1,3%)



690 959

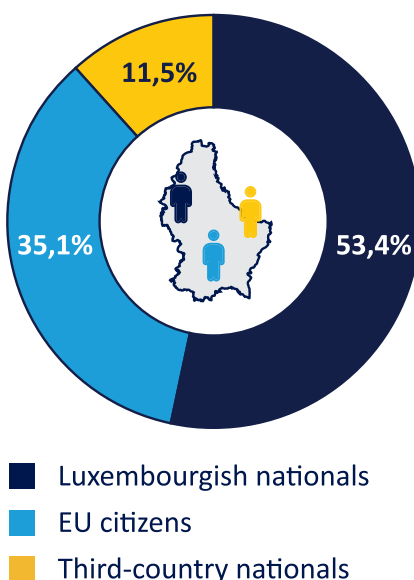
Naturalisations

in 2025



Population structure

in 2025



Source: STATEC, RNPP 2026 © University of Luxembourg, 2026

Please note that figures on naturalizations only concern acquisitions of nationality by procedural means and exclude acquisitions of nationality by right of birth of the first and second generation and those of children who were Luxembourgers following the acquisition of Luxembourg nationality by one of their parents.

Since 2015, third-country nationals residing in Luxembourg have increased from 39 669 to 79 368, marking a 100% increase in the last decade. While Luxembourgish nationals have recorded a substantial increase in the same period (+20,1%), EU citizens have recorded the smallest growth from 2015 to 2025 (+5,7%).

Similar to the previous year however, eight of the top ten foreign nationalities residing in Luxembourg were EU citizens (from Portugal, France, Italy, Belgium, Germany, Spain, Romania and Poland).¹⁷

¹⁷ STATEC, Population par nationalités détaillées au 1er janvier, 05 May 2026

2.4 Third-country nationals in Luxembourg

Table 1 Top five third-country nationalities in Luxembourg 2021-2025¹⁸

Nationality	2021	2022	2023	2024	2025	Share of total population	Change 2024-25
Ukrainian	1 075	5 238	5 357	5 597	6 028	0,9%	+7,7%
Indian	3 777	4 657	5 091	5 474	5 728	0,8%	+4,6%
Chinese	4 142	4 295	4 545	4 755	4 937	0,7%	+3,8%
Syrian	2 696	3 231	3 742	3 959	3 944	0,6%	-0,4%
Brazilian	2 853	3 050	3 255	3 504	3 677	0,5%	+4,9%

Source: STATEC, RNPP 2026 © University of Luxembourg, 2026

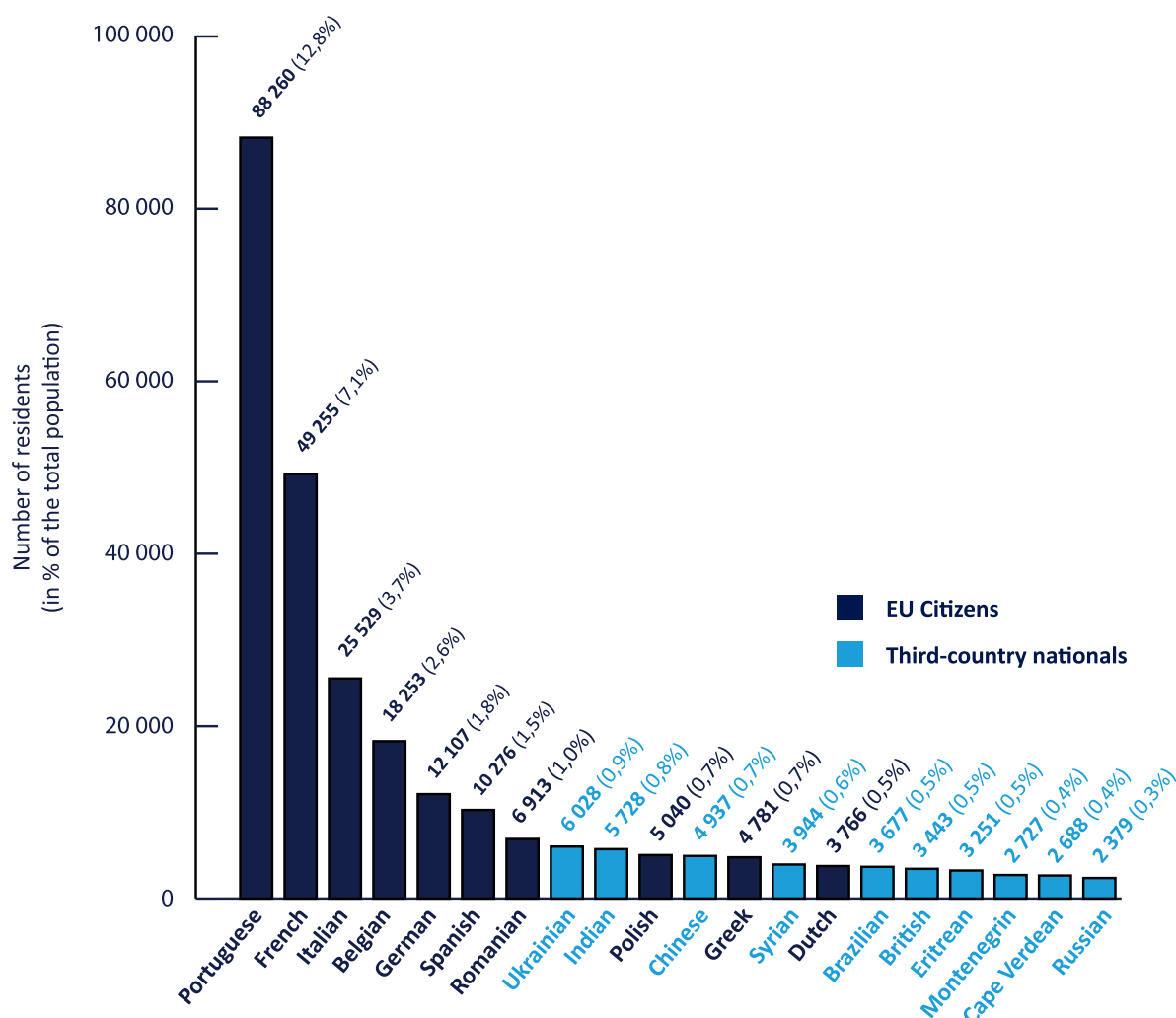
As in previous years, Ukrainians were the largest third-country national group in Luxembourg in 2025 and continue to grow (+7,7% compared to 2024). On 1 January 2026, 6 028 Ukrainians resided in Luxembourg, followed by 5 728 Indians, 4 937 Chinese and 3 944 Syrians. While the first four positions remained unchanged, Brazilians and British nationals have swapped places in 2025, with Brazilians becoming the fifth most important TCN-group in Luxembourg (3 677 residents). When analysing the foreign population in its entirety, including EU citizens, Ukrainians (8th) and Indians (9th) make the top ten of foreign nationalities residing in Luxembourg on 1 January 2026. For more information see Table 1 and Figure 3 below.¹⁹

¹⁸ Information included reflects the population in Luxembourg on 01 January of the following year (e.g. Information for 2025 reflects the population on 01 January 2026)

¹⁹ STATEC, Population par nationalités détaillées au 1er janvier, 05 May 2026, URL:

[https://lustat.statec.lu/vis?fs\[0\]=Th%C3%A8mes%2C1%7CPopulation%20et%20emploi%23B%23%7CEtat%20de%20la%20population%23B%23%7C1%23&pg=0&fc=Th%C3%A8mes&snb=9&df\[ds\]=dsrelease&df\[id\]=DF_B1113&df\[ag\]=LU1&df\[vs\]=1.2&dq=.A&pd=2016%2C2026&to\[TIME_PERIOD\]=false](https://lustat.statec.lu/vis?fs[0]=Th%C3%A8mes%2C1%7CPopulation%20et%20emploi%23B%23%7CEtat%20de%20la%20population%23B%23%7C1%23&pg=0&fc=Th%C3%A8mes&snb=9&df[ds]=dsrelease&df[id]=DF_B1113&df[ag]=LU1&df[vs]=1.2&dq=.A&pd=2016%2C2026&to[TIME_PERIOD]=false)

Figure 3 Top 20 foreign nationalities residing in Luxembourg on 1 January 2026



Source: STATEC, RNPP 2026, © University of Luxembourg 2026

2.5 Citizenship

2.5.1 Legal developments

Application of Article 26 of the amended Law of 8 March 2017 on Luxembourg nationality

[Article 26 of the nationality law](#) is in effect since 1 July 2025. Article 26 stipulates that the acquisition of Luxembourg nationality is possible by option from the age of 12 if the applicant:

- was born in Luxembourg
- has legally resided in Luxembourg for at least 5 consecutive years immediately preceding the option's declaration

- has a non-Luxembourgish parent or adoptive parent who resided legally in Luxembourg for at least 12 consecutive months immediately preceding their birth²⁰

Before the application of the mentioned article, applicants who were born in Luxembourg before 1 July 2013, when the national registry of natural persons (RNPP) was established, experienced difficulties in proving the aforementioned dual residency requirements. Hence, a partial solution was that they only had to prove that they had been residing in Luxembourg for five years prior to applying under this option. Since 1 July 2025, however, applicants aged 12 and over and born in Luxembourg on or after 1 July 2013 must satisfy the dual condition of residence for themselves and their parents.²¹

Bill 6977 specifies that in this way, the granting of Luxembourgish citizenship to persons born in the Grand Duchy who have a genuine connection to the country and prevent "birth tourism," through the introduction of a dual residency requirement in Luxembourg shall be made possible.²²

Introduction of a new system to track status of citizenship-application

Since 1 July 2025, a new system for tracking the status of applications for the acquisition and recovery of Luxembourg nationality is available. This system shall satisfy rising expectations with respect to digital services and the Ministry of Justice's commitment to transparency and efficiency in nationality-processes²³ as well as enable smooth, transparent, and efficient communication between applicants, municipalities and the Ministry of Justice as well as detailed tracking of applications.²⁴

In case applicants have entered their email-address in the biographical information/questionnaire (*Notice biographique - Questionnaire*) form, the system will email them each time the status of their application changes and will also inform the relevant local authority.²⁵

2.5.2 Acquisitions of nationality

In 2025, 8 223 persons acquired Luxembourg nationality by procedural means.²⁶

²⁰ Guichet.lu, Acquiring Luxembourgish nationality by option, Case No. 4, URL:

<https://guichet.public.lu/en/citoyens/citoyennete/nationalite-luxembourgeoise/acquisition-recouvrement/option.html>

²¹ Bill 6977 on Luxembourg nationality and repealing: 1. the Law of 23 October 2008 on Luxembourg nationality; 2. the Law of 7 June 1989 relating to the transposition of the names and surnames of persons who acquire or regain Luxembourg nationality. Introduced to the Chamber of Deputies on 24 March 2016, Report of the Legal Affairs Committee, p. 11 & 47, URL: https://wdocs-pub.chd.lu/docs/Dossiers_parlementaires/6977/20250801_RapportCommission_2.pdf

Ministry of Home Affairs (MAINT), Circulaire 2025-038: Application of Article 26 of the amended Law of 8 March 2017 on Luxembourg nationality & new system for notifying the status of monitoring applications for acquisition and recovery of Luxembourg nationality, Press release, 4 June 2025, URL: <https://maint.gouvernement.lu/dam-assets/circulaires/2025/2025-038.pdf>

Guichet.lu, Acquiring Luxembourgish nationality by option, Case No. 4

²² Bill 6977

²³ Information obtained from the Ministry of Justice (MJ) on 3 December 2025

²⁴ Ministry of Home Affairs (MAINT), Circulaire 2025-038

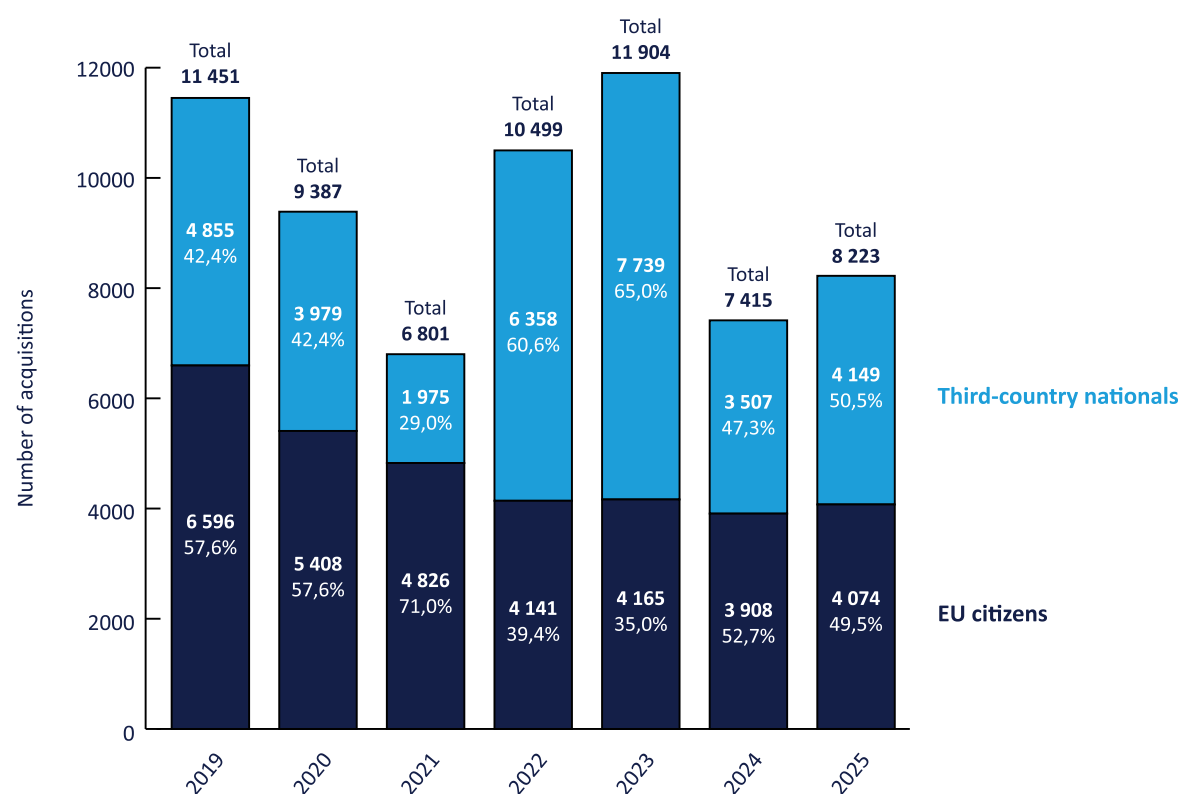
²⁵ Ministry of Home Affairs (MAINT), Circulaire 2025-038

²⁶ Ministry of Justice (MJUST), Procédures de nationalité luxembourgeoise clôturées – Année 2025, 14 January 2026, URL: <https://gouvernement.lu/dam-assets/images-documents/actualites/2026/01-janvier/14-nationalite-lux/ind-stat-2025.pdf>

These numbers include all procedural acquisitions of nationality by residents and non-residents, thus covering naturalisations, recoveries of nationality and acquisitions of nationality by option. As figure 4 illustrates, acquisition numbers have recovered after their first significant drop since 2021 (due to the Covid-19 crisis).²⁷ While in 2025, 10,9% or 808 more people acquired Luxembourgish citizenship than in 2024 (7 415 acquisitions), this number is still 30,9% (or 3 681) lower than in 2023 (11 904 acquisitions).

A further breakdown of the nationality acquisitions shows that the number of TCNs who acquired Luxembourgish nationality in 2025 has increased by 18,3% compared to 2024. Thus, TCNs constitute a slight majority again (50,5%) amongst all nationality acquisitions.²⁸ In addition, 741 people became Luxembourgish citizens on the basis of first generation *ius soli*²⁹ and 59 children became Luxembourgish citizens because they were born in Luxembourg to two foreign parents of whom at least one was also born in Luxembourg (*double ius soli*).³⁰

Figure 4 Acquisitions of Luxembourgish nationality - by EU citizens and third-country nationals (2019-2025)



Source: Ministry of Justice, 2020-2026 © University of Luxembourg, 2026

²⁷ Ministry of Justice (MJUST), Procédures de nationalité luxembourgeoise clôturées – Année 2023, 22 January 2024, URL : <https://gouvernement.lu/dam-assets/documents/actualites/2024/01/22-nationalite-luxembourgeoise/statistiques-2023-procdures-de-nationalit-luxembourgeoise.pdf>

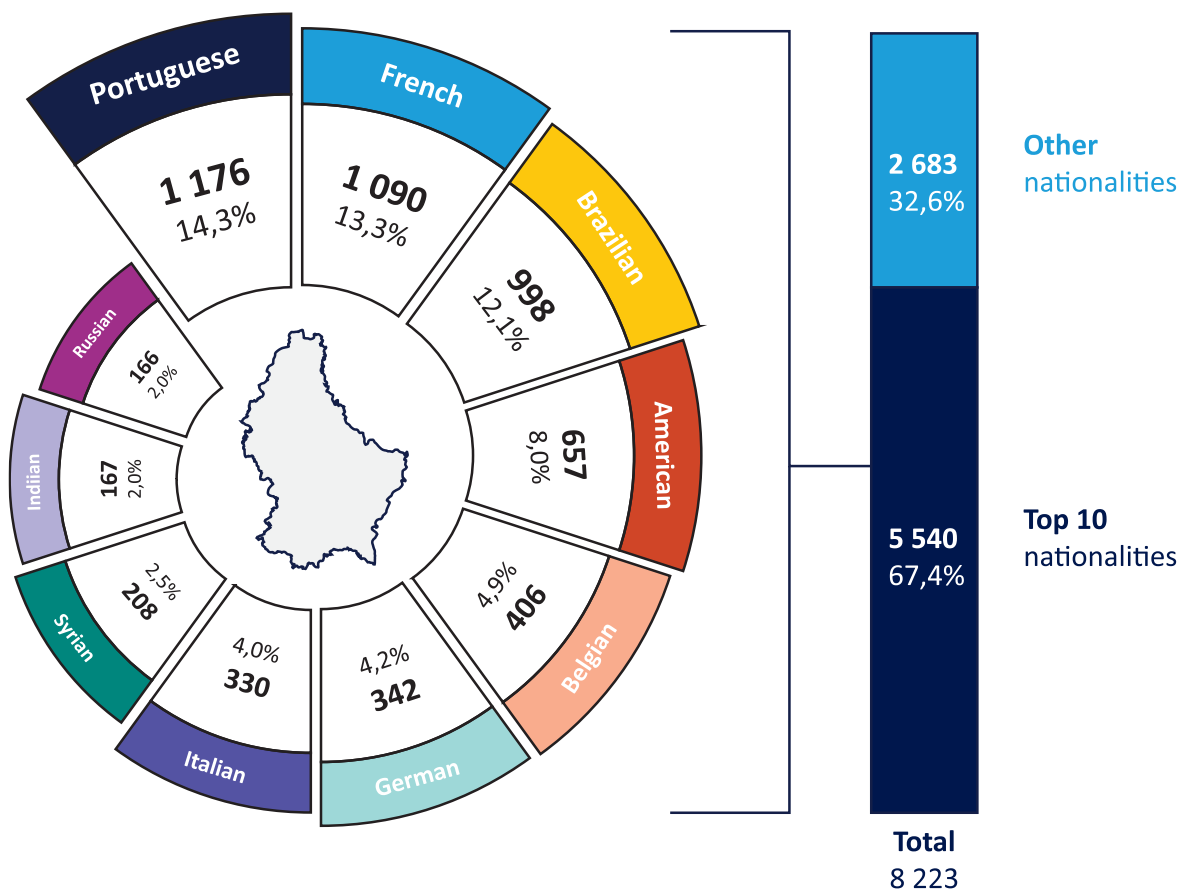
²⁸ Ministry of Justice, Procédures de nationalité luxembourgeoise clôturées – Année 2025, 14 January 2026

²⁹ Information obtained from MJUST in May 2026

³⁰ Information obtained from STATEC in June 2026

Figure 5 below visualizes the top ten nationalities that have acquired Luxembourgish citizenship in 2025 by procedural means. Compared to 2024, the top three nationalities have not changed: Portuguese citizens remain in first place (14,3% of all acquisitions), followed by French (13,3%) and Brazilians (12,1%). Italian and German citizens have traded places six and seven and the acquisitions of Syrians (32 additional acquisitions) and Indians (11 additional acquisitions) increased, while those of Russians decreased in comparison to 2024 (34 fewer acquisitions).

Figure 5 Top 10 nationalities acquiring Luxembourgish nationality in 2025 - by procedural means



Source: Ministry of Justice 2026 © University of Luxembourg, 2026

Among the 8 223 acquisitions by procedural means, 1 298³¹ were based on naturalisation (15,8% of all acquisitions), 6 544 on the option procedure (79,6%) and 381 on the recovery procedure (4,6%).³² Broken down into sub-categories, acquisitions based on naturalisation increased by 16,6% (185 additional acquisitions) compared to 2024, following a decrease the year before.

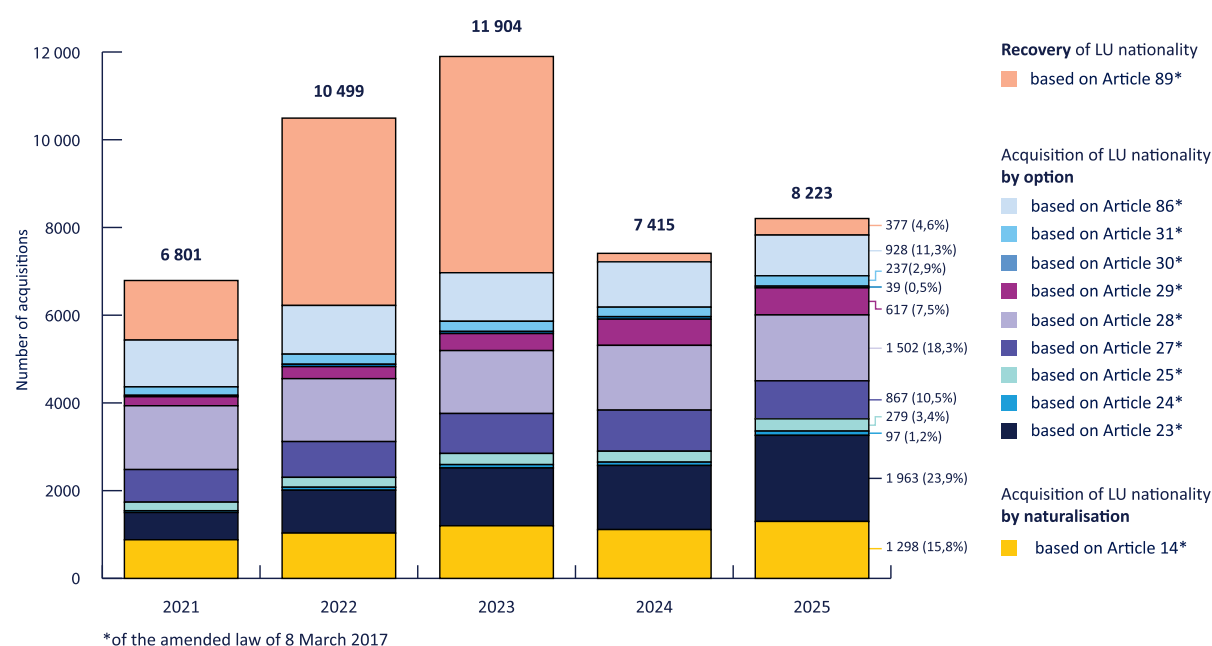
³¹ All 1 298 persons were naturalised on the basis of Article 14 of the amended Law of 8 March 2017 on the Luxembourgish Nationality. Published in Memorial A 289 of 17 March 2017

³² Ministry of Justice (MJUST), Procédures de nationalité luxembourgeoise clôturées – Année 2025, 14 January 2026

As of 1 July 2025, option based on Article 26 of the amended Law of 8 March 2017 on Luxembourgish nationality (hereinafter Nationality Law)³³ is in effect (for more information please refer to section 2.5.1) and 10 people acquired the Luxembourgish nationality this way. Taken together, the now eleven options stipulated in the Nationality Law amounted to 6 544, which translates into an increase of 7,1%. Following a sharp decrease in 2024, the year 2025 saw a strong increase of recoveries (187 additional acquisitions), from 194 to 381, almost exclusively through Article 89.³⁴

As in 2024, Luxembourgish nationality under Article 89 was mainly recovered by Brazilian, and to a lesser extent by American, French and Belgian nationals.³⁵

Figure 6 Acquisitions of Luxembourgish nationality – by procedural means (2021-2025)³⁶



Source: Ministry of Justice 2022-2026 © University of Luxembourg, 2026

With regard to acquisitions by option, Option 23, covering adults with a (adoptive) parent or grandparent who is or was Luxembourgish (1 963 acquisitions) and Option 28 affecting individuals who have resided in Luxembourg for at least 20 years (1 502 acquisitions), swapped places, with Option 23 taking the first position in 2025.³⁷ Persons of at least 12 years of age who were born in Luxembourg (928 acquisitions)³⁸ and adults who have completed at least seven years of schooling in Luxembourg (867 acquisitions)³⁹ occupied ranks three and four, respectively.

³³ Law of 8 March 2017. Published in Memorial A 289 on 17 March 2017

³⁴ Ministry of Justice (MJUST), Procédures de nationalité luxembourgeoise clôturées – Année 2025, 14 January 2026

³⁵ Ministry of Justice (MJUST), Procédures de nationalité luxembourgeoise clôturées – Année 2025, 14 January 2026

³⁶ Sub-categories with 10 or less acquisitions have not been included in this graph

³⁷ Law of 8 March 2017. Article 23. Published in Memorial A 289 on 17 March 2017

Ministry of Justice (MJUST), Procédures de nationalité luxembourgeoise clôturées – Année 2025, 14 January 2026

³⁸ Law of 8 March 2017. Article 86. Published in Memorial A 289 on 17 March 2017

Ministry of Justice (MJUST), Procédures de nationalité luxembourgeoise clôturées – Année 2025, 14 January 2026

³⁹ Law of 8 March 2017. Article 27. Published in Memorial A 289 on 17 March 2017

Ministry of Justice (MJUST), Procédures de nationalité luxembourgeoise clôturées – Année 2025, 14 January 2026

617 persons have opted for the nationality by fulfilling the obligations arising from the Welcome and Integration Contract (CAI) or the introductory modules within the framework of the Citizen Pact for Intercultural Living Together.⁴⁰ Additionally, 237 beneficiaries of international protection (BIPs) / stateless persons⁴¹ became Luxembourgers in 2025.⁴²

Increase in acquisitions of nationality by non-residents

Of the 8 223 people acquiring Luxembourgish nationality in 2025, 6 035 (73,4%) were resident in Luxembourg at the time of the acquisition while 2 188 (26,6%) were living abroad. The absolute number of residential acquisitions of nationality has increased compared to last year (2024: 5 892 acquisitions), while their share of the total number of acquisitions has decreased from 79,5% in 2024 to 73,4% in 2025.⁴³

In 2025, more non-residents acquired Luxembourgish nationality than in 2024, both in absolute terms (increasing from 1 523 to 2 188 acquisitions) and as a share of the total number of acquisitions (increasing from 20,5% to 26,6%). As in previous years, Brazilians continue to top the list of non-residential citizenship acquisitions (906 in 2025), having experienced a significant increase compared to 2024 (+374 acquisitions). However, the number of citizenship acquisitions by Brazilians residing abroad remains far below the 2023 numbers (4 347 acquisitions in 2023). The only other national group in the top ten (see Figure 7 below) where the majority of people acquiring Luxembourg citizenship are non-residents, is Americans. Similar to non-resident Brazilians, the number of Americans residing abroad who acquired Luxembourgish citizenship in 2025 has increased compared with 2024 (from 427 to 596 acquisitions, or +39,6%).⁴⁴

Overall, the ten largest national groups who have acquired Luxembourgish citizenship (both residents and non-residents) have not changed in comparison to 2024. While the order of places one to five has remained completely unchanged, some nationalities further down the list have swapped places. Five of the ten largest nationalities to have acquired citizenship in 2025 were from third countries: Brazilians (998 acquisitions), Americans (657), Syrians (208), Indians (167) and Russians (166).⁴⁵

⁴⁰ Law of 8 March 2017. Article 29. Published in Memorial A 289 on 17 March 2017

Ministry of Justice (MJUST), Procédures de nationalité luxembourgeoise clôturées – Année 2025, 14 January 2026

⁴¹ Law of 8 March 2017. Article 31. Published in Memorial A 289 on 17 March 2017

Ministry of Justice, Procédures de nationalité luxembourgeoise clôturées – Année 2025, 14 January 2026

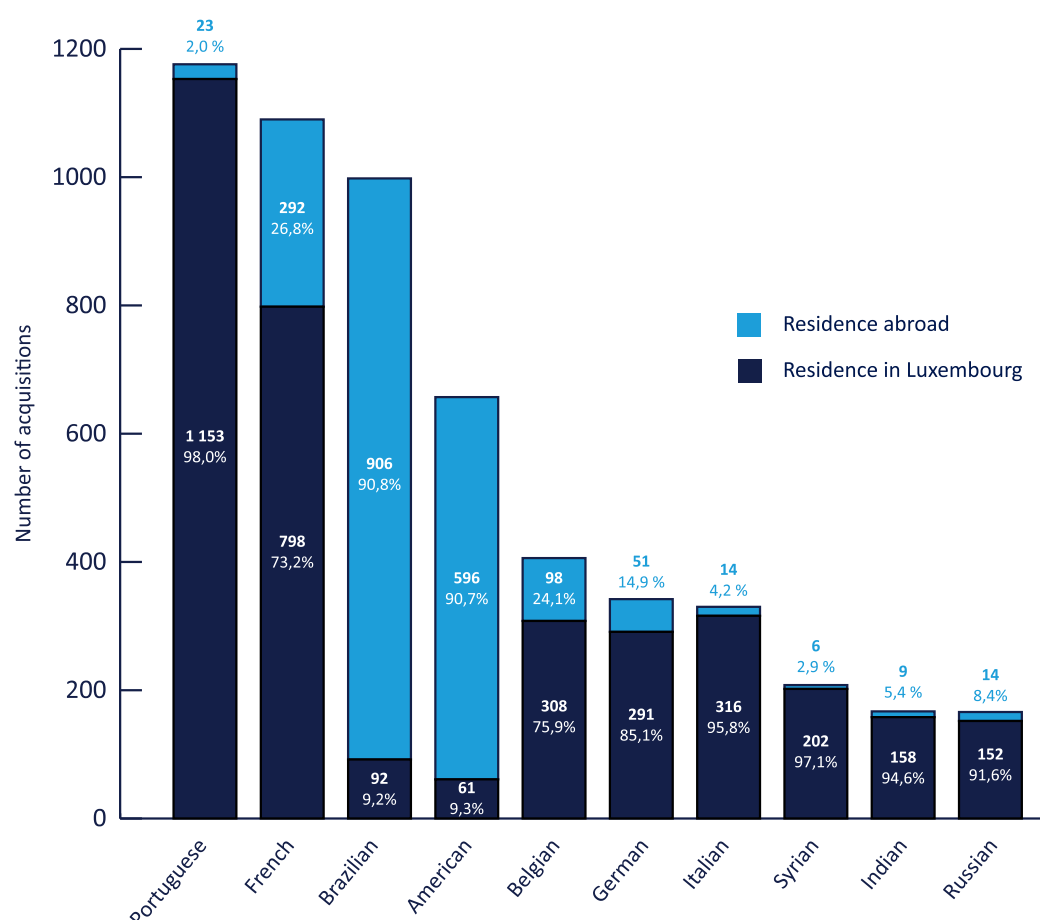
⁴² Ministry of Justice (MJUST), Procédures de nationalité luxembourgeoise clôturées – Année 2025, 14 January 2026

⁴³ Information received by STATEC in June 2026

⁴⁴ Information received by STATEC in June 2026

⁴⁵ Information received by STATEC in June 2026

Figure 7 Top 10 nationalities acquiring Luxembourgish citizenship – by residence



Source: STATEC, RNPP 2026 © University of Luxembourg, 2026

2.5.3 Citizenship courses – Living together in the Grand Duchy of Luxembourg

The Living Together in the Grand Duchy of Luxembourg certificate issued by the Department of Adult Education (Service de la formation des adultes – SFA) of the Ministry of Education, Children and Youth (MENEJ) can be obtained either by attending a course lasting a total of 24 hours or by passing an examination on the subjects taught. The total number of participants for the 2024/2025 academic year increased by 17,9% (870 participants) passing from 4 852 to 5 722 participants.⁴⁶

2.6 Statelessness

In 2025, the General Department of Immigration (Direction générale de l’immigration – DGIM) of the Ministry of Home Affairs approved three travel documents for stateless persons (first deliveries and renewals).⁴⁷ There are no further issues to report on this subject for 2025.

⁴⁶ Ministry of Education, Children and Youth (MENEJ), Rapport d’activité 2025, p. 55, 57, 2 March 2026, URL: <https://men.public.lu/dam-assets/catalogue-publications/rapports-dactivite-du-minist%C3%A8re/rapports-du-minist%C3%A8re/menje-rapport-activites-2025.pdf>

⁴⁷ Ministry of Home Affairs (MAINT), Rapport d’activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 77, URL: <https://gouvernement.lu/dam-assets/publications/rapport-activite/minist-interieur/2025-rapport-activite/rapport-dactivit-2025-maint.pdf>

3. LEGAL MIGRATION AND MOBILITY

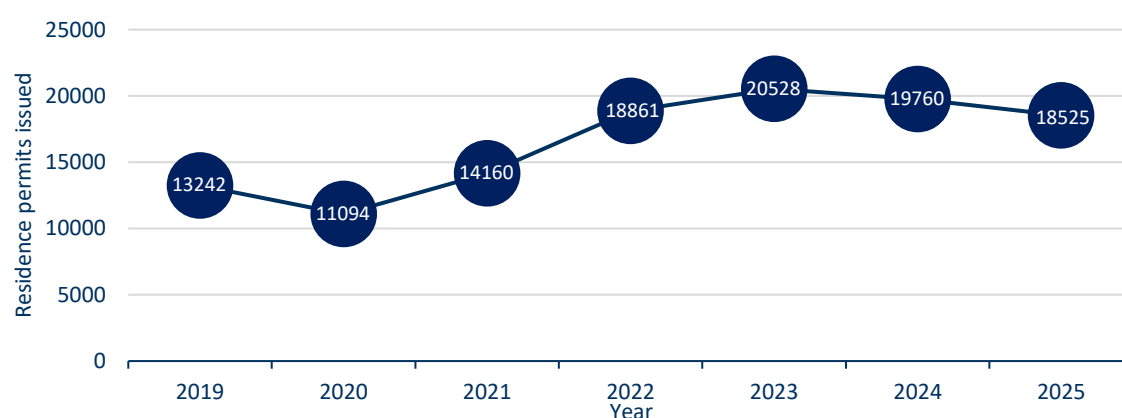
3.1 Statistical and related developments in legal migration

3.1.1 Issuance of residence permits

During 2025, the General Department of Immigration (DGIM) of the Ministry of Home Affairs (MAINT) issued a total of 18 525 residence permits (first issues and renewals).

Set against the total number of residence permits issued in the previous years (as illustrated in Figure 8 below), this number continued to decrease (-6,3%) for the second consecutive year.⁴⁸

Figure 8 Total number of residence permits with a validity of more than three months (2019-2025) (first issues and renewals)



Source: Ministry of Foreign and European Affairs, 2019-2024 and Ministry of Home Affairs, 2025-2026. © University of Luxembourg, 2026.

This decrease can be assessed in greater detail by looking at the different types of residence permits (i.e. first residence permits, renewed residence permits, long-term residence permits). For 2025, the total number of residence permits is disaggregated as follows: 8 367 first residence permits issued (45,2%)⁴⁹, 8 984 residence permits renewed (48,5%), and 1 174 residence permits for long-term residents (6,3%). Compared to 2024, the categories of first residence permits and renewals decreased by 9,6% and 6,2%, respectively. The issuance of long-term residence permits did see an increase of 25,6%, however.⁵⁰

First residence permits

Table 2 provides a detailed overview of the first residence permits issued since 2021. In 2025, 8 367 first residence permits were issued which represents a decline of 9,6% (885 permits) compared to 2024. Out of the six major categories of first permits issued, four saw a decline from 2024 to 2025.

⁴⁸ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 73, URL: <https://gouvernement.lu/dam-assets/publications/rapport-activite/minist-interieur/2025-rapport-activite/rapport-dactivit-2025-maint.pdf>

Information provided by DGIM on 01 April 2026

⁴⁹ Information provided by DGIM on 01 April 2026

⁵⁰ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 74

The category *International protection* saw the biggest drop going from 956 permits in 2024 to 746 in 2025 (-22,0%), continuing the declining trend observed since 2023. Declines were also recorded for the categories: *Economic purposes* (-14,7%), *Educational purposes* (-8,0%) and *Family purposes* (-5,4%). On the other hand, increases in first residence permits issued were recorded for two categories: *Private reasons* (+10,9%) and *Au-pair* (+13,4%).

Although the number of first permits issued in this category decreased from 2024 to 2025, *Family purposes* remained the largest when assessing all six major categories with 3 491 permits issued in 2025, followed by *Economic purposes* (2 849 permits issued).

The five largest sub-categories can be listed in descending order as follows: *Family member* (3 324), *Salaried worker* (1 343), *EU Blue Card* (1 023), *International protection – refugee status* (649) and *Student* (499). The order of the five most important sub-categories in 2025 remained unchanged compared to the previous year. On the sub-category level, significant increases were recorded for the categories *Intra-corporate transfer – expert/manager* (+59,0% or 69 permits), *Self-employed* (+55,6% or 25 permits), *Private reasons – exceptional reasons* (+31,2% or 34 permits), *Private reasons - seeking employment or business creation* (+30,1% or 40 permits) and *EU-Blue Card* (+24,0% or 198 permits).

Following a gradual increase between 2021 (1 458 permits issued) and 2023 (2 838), the number of first residence permits issued for salaried workers has seen a substantial decrease over the last three years. After peaking in 2023, the number of permits issued first fell to 2 153 in 2024, then reached a new low of 1 343 permits in 2025.⁵¹

⁵¹ Information provided by DGIM on 01 April 2026

Table 2 First residence permits issued 2021 – 2025 – by principal categories of residence permits⁵²

Category	2021	2022	2023	2024	2025	Change (%) 2024-2025
Economic purposes						
EU Blue Card	658	911	798	825	1 023	+24,0%
Intra-corporate transfer – employee/trainee, posted worker, community service provider	33	34	8	7	22	(*)
Intra-corporate transfer – expert/manager	153	178	182	117	186	+59,0%
Researcher	106	125	143	141	153	+8,5%
Salaried worker	1 458	2 535	2 838	2 153	1 343	-37,6%
Self-employed (incl. Investor)	61	71	67	45	70	+55,6%
Athlete or trainer	35	61	38	51	52	+2,0%
Total	2 504	3 915	4 074	3 339	2849	-14,7%
Educational purposes						
Student (incl. students with a notification for short-term mobility, NMCD-students)	358	396	501	544	499	-8,3%
Trainee	35	64	92	88	82	-6,8%
Volunteer	7	9	5	7	7	(*)
Total	400	469	598	639	588	-8,0%
Family purposes						
Family member (with and without WP)	2 145	2 958	3 044	3 474	3 324	-4,3%
Private reasons – 78 (1) c (family or personal ties) with and without work permit	160	178	147	216	167	-22,7%
Total	2 305	3 136	3 191	3 690	3491	-5,4%
Private reasons (except family or personal ties)						
Private reasons – 67 (4) (seeking employment or business creation)	66	92	99	133	173	+30,1%
Private reasons – 78 (1) a (sufficient resources)	66	38	98	69	52	-24,6%
Private reasons – 78 (3) (humanitarian grounds with and without WP)	36	59	33	43	30	-30,2%
Private reasons – 78 (1) b (autonomous permit)		5	8	5	8	(*)

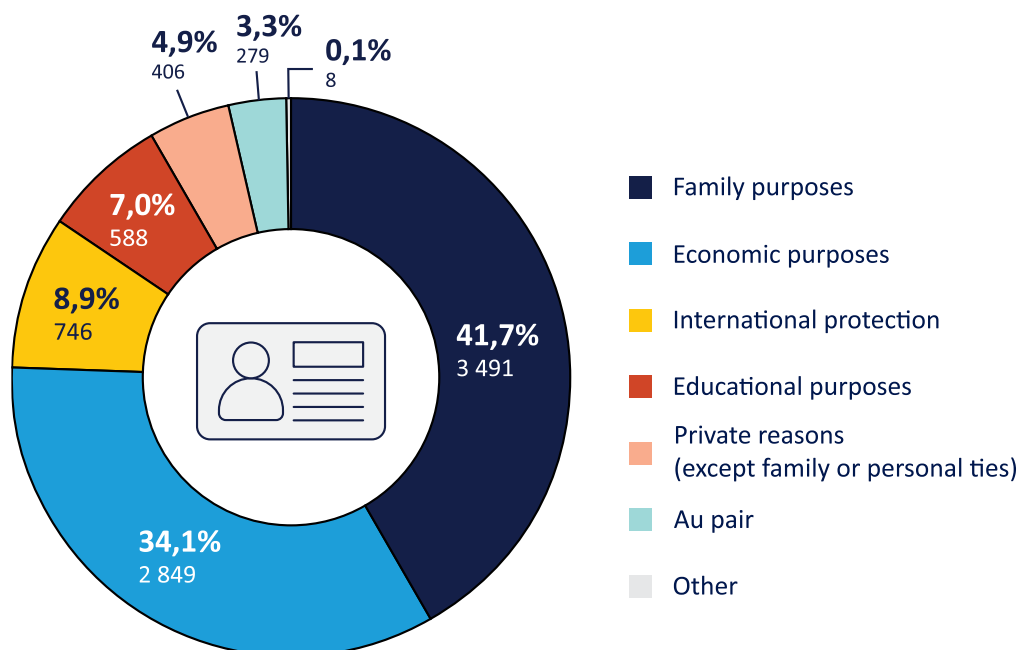
⁵² Data included in this table may differ from previous years due to an update of the DGIM database

Private reasons – 89 (1 exceptional reasons (with and without WP)	6	109	143	+31,2%		
Private reasons – other (with and without WP, medical reasons)	12	11	5	7		
Total	180	214	249	366	406	+10,9%
International protection						
International protection – refugee status	755	836	719	756	649	-14,2%
International protection – subsidiary protection	128	273	313	200	97	-51,5%
Total	883	1 109	1 032	956	746	-22,0%
Au-pair						
Au-pair	157	176	220	246	279	+13,4%
Other						
Other	19	17	11	16	8	(*)
Grand total	6 448	9 036	9 375	9 252	8 367	-9,6%

For reasons of data protection, figures below 5 are not listed separately. Instead, they are included in the category "Other" for the respective year. (*) Additionally, for reasons of statistical relevance, only growth rates based on a starting value of at least 20 people are presented. Source: Ministry of Home Affairs 2026. © University of Luxembourg, 2026

Figure 9 below illustrates the distribution of (main) purposes for first residence permits issued in 2025. With a joint share of 75,8%, family (41,7%) and economic purposes (34,1%) continue to represent the two largest groups.

Figure 9 Main purposes for first residence permits issued in 2025



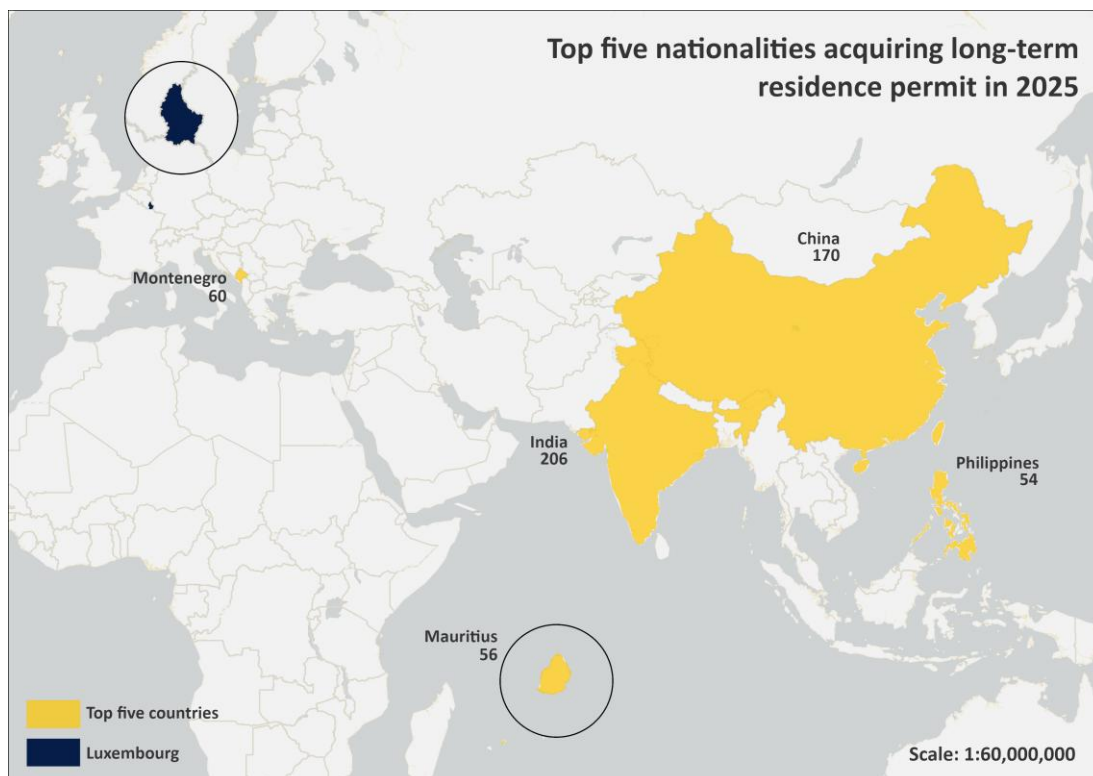
Source: Ministry of Home Affairs, 2026. © University of Luxembourg, 2026.

The three most common nationalities which were granted family member residence permits in 2025 were Syrian (666),⁵³ Indian (409), and Chinese (193). Together, these three amount to 38,1% of all first issuances of *family member* residence permits in 2025. With regards to the first-time residence permits for *salaried workers*, the main three nationalities were Ukrainian (148), Indian (129) and Moroccan (129) and amounting to 30,3% in this category. Finally, concerning *international protection*, the first three nationalities were Eritrean (433), Afghan (87) and Syrian (87), representing 81,4%.⁵⁴

Long-term residence permits

The General Department of Immigration attributed the *long-term resident* permit (first issuance) to 1 174 individuals in 2025. In comparison to 2024, 25,6% (239) more permits were issued.⁵⁵ After this slight decrease in 2024 (935 permits issued), but in line with the trend recorded in 2021 (584 permits), 2022 (876 permits), and 2023 (1 020 permits), the number of issued long-term permits increased again.⁵⁶

Figure 10 Top five nationalities acquiring long-term residence permits in 2025



Source: Ministry of Home Affairs, 2025. © University of Luxembourg, 2026.

⁵³ In their annual report (p.64), the MAINT notes that in 2025, 462 Syrian nationals withdrew their application for international protection, these individuals were granted a residence permit as family members after arriving in Luxembourg under a family reunification procedure

⁵⁴ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 74, URL: <https://gouvernement.lu/dam-assets/publications/rapport-activite/minist-interieur/2025-rapport-activite/rapport-dactivit-2025-maint.pdf>

⁵⁵ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 74

⁵⁶ Ministry of Foreign and European Affairs (MAE), Bilan de l'année 2022 en matière d'asile, d'immigration et d'accueil, 22 February 2023, p. 19, URL: <https://maint.gouvernement.lu/dam-assets/le-ministere/immigration/bilan/bilan-de-lanne-2022-en-matiere-dasile-dimmigration-et-daccueil.pdf>

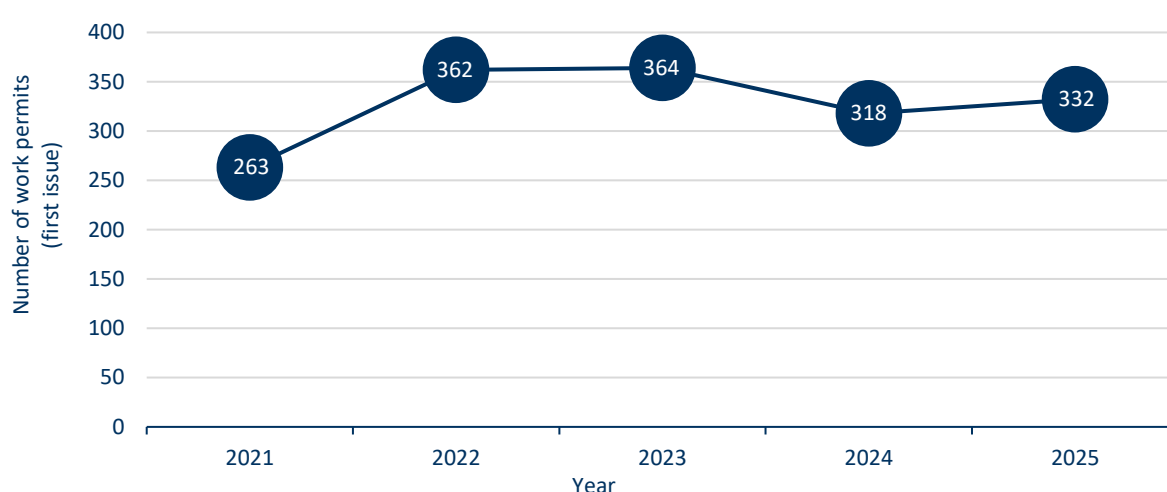
Ministry of Home Affairs (MAINT), Bilan 2024 en matière d'asile et d'immigration, p. 20, 3 February 2025, URL : <https://gouvernement.lu/dam-assets/images-documents/actualites/2025/02/03-gloden-hahn-bilan/rapport-dactivits-2024-asile-immigration-et-centre-de-rtention.pdf>

In 2025, India (206) replaced China (170) in first place, while Montenegro remained in third place (60). They were followed by long-term residence permits issued to Mauritians (56) and Filipinos (54). Together, these five nationalities made up 46,5% of the total number of long-term residence permits issued in 2025.⁵⁷

Work permits (Autorisations de travail - AT)

The total number of work permits (AT) issued to TCNs residing in another EU Member State⁵⁸ (first issuance) amounted to 332 in 2025, representing a slight increase of 4,4% compared to 2024.⁵⁹

Figure 11 First issuance of work permits to third-country nationals residing in another EU Member State (2021-2025)



Source: Ministry of Home Affairs, 2026. © University of Luxembourg, 2026
Data included in this table may differ from previous years due to an update of the DGIM database

Documents issued in relation to free movement

After several years of growth, the number of residence cards issued to third-country nationals who are family members of EU or Luxembourg nationals saw a slight decrease of 1,5% in 2025, with 31 fewer cards issued for a total of 2 058. Permanent residence cards in this category followed a similar pattern: after a strong increase of 13,8% between 2023 and 2024, they declined by 18,1% in 2025, representing 208 fewer cards and a total of 944 issued. Across both card types, residence cards for family members continue to be issued more frequently to women than to men.⁶⁰

⁵⁷ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 76

⁵⁸ Law of 29 August 2008 regulates the issuance of work permits to TCNs who reside in another Member State, Article 50 Law of 29 August 2008. Published in Mémorial A138 of 10 September 2008

⁵⁹ Information provided by DGIM on 01 April 2026

⁶⁰ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 70

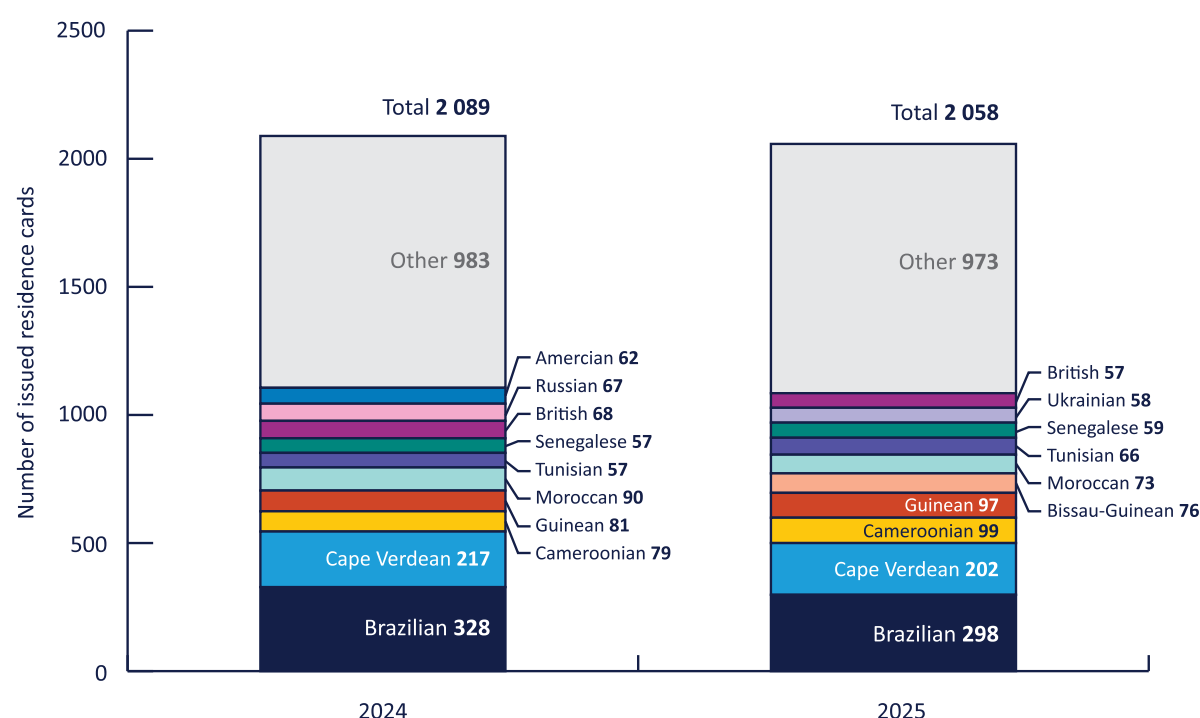
Table 3 Residence permits/cards issued to TCN family members of Luxembourgish nationals, EU-citizens, or assimilated countries (without renewals, 2021 – 2025)

Category	2021	2022	2023	2024	2025	Change 2024-2025
Residence card for a family member of an EU citizen	1 663	1 479	1 945	2 089	2 058	-1,5%
Permanent residence card for a family member of an EU citizen	1 123	1 378	1 012	1 152	944	-18,1%
Total	2 786	2 857	2 957	3 241	3 002	-7,4%

Source: Ministry of Foreign and European Affairs, 2022 and Ministry of Home Affairs, 2026. © University of Luxembourg, 2026.

A closer look at the nationalities to whom most residence cards have been issued in 2024 and 2025, reveals that the first two countries remain the same for both years as illustrated in figure 12 below. Most residence cards have been issued to Brazilian family members even though their share decreased by 9,1% compared to 2024. In 2025, 15 less Cape Verdeans (or -6,9%) have received a residence card than in the previous year. Within the group of recipients of resident cards for family members of EU Citizens, the share of Cameroonians grew the most, i.e. from 79 cards in 2024 to 99 cards in 2025 (+25,3%).⁶¹

Figure 12 Residence cards for TCN family members of EU citizens (2024 and 2025) (first issues only) – top ten nationalities



Source: Ministry of Home Affairs 2025- 2026. © University of Luxembourg, 2026.

⁶¹ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 71

The General Department of Immigration processed a total of 16 327 registration certificates (without renewals) in 2025 compared to 16 129 in 2024, representing a slight increase of 198 additional certificates (1,2%), after several years of declining numbers of certificates issued. The issuance of permanent registration certificates however decreased by 4,7% (186 fewer certificates), bringing the total number of permanent registration certificates to 3 788 in 2025 (see table 4).⁶²

Table 4 Documents treated/issued in relation to free movement of persons – by document type (without renewals, 2021 – 2025)

Category	2021	2022	2023	2024	2025	Change (%) 2024-2025
Registration certificates	17 136	17 759	17 279	16 129	16 327	+1,2%
Permanent residence certificates	4 043	3 923	3 823	3 974	3 788	-4,7%
Total	21 179	21 682	21 102	20 103	20 115	+0,1%

Source: Ministry of Foreign and European Affairs, 2022 and Ministry of Home Affairs, 2026. © University of Luxembourg, 2026

Third-country nationals holding a valid residence permit on 31 December 2025

The reasons for third-country nationals to move to Luxembourg are manifold. The table below provides a statistical snapshot of the total number of TCNs holding a valid residence permit at the end of 2025, giving information on their legal residence status in Luxembourg. Table 5, which relates to the stock data of valid residence permits, should not be confused with Table 2, which concerns first residence permits issued, although in both cases the category *Family purposes* is the largest.

Figure 13 shows that in 2025, 52,7% (or 34 270) of all valid residence permits of TCNs were linked to family purposes, combining family members of EU-citizens (29,2%) and family members of TCNs (23,5%). Less than a quarter of all valid residence permits in 2025 were linked to economic purposes (22,8% or 14 847 permits), followed by permits in relation to international protection (11,5% or 7 458 permits).

⁶² Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 70

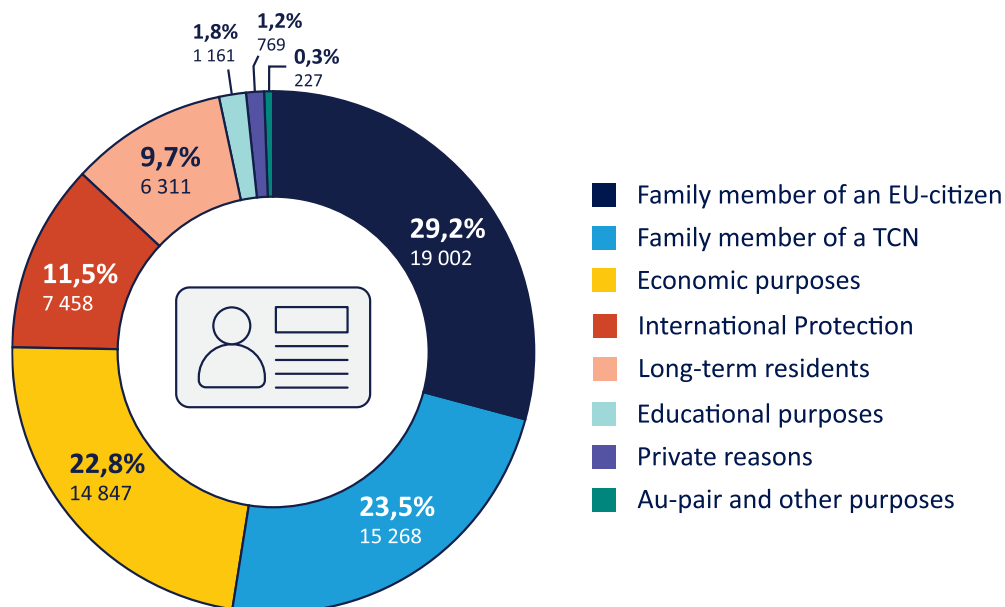
Table 5 Total number of valid residence permits on 31 December 2025 – by category

Category	Sub-categories	Total
Economic purposes		
	Salaried worker	9 922
	EU Blue Card	4 007
	Intra-corporate transfer (ICT) – professional/manager	311
	Self-employed	200
	Researcher	339
	Athlete or trainer	49
	Intra-corporate transfer (ICT) – employee/trainee	19
Total		14 847
Educational purposes		
	Student (including NMCD-students)	1 130
	Trainee	26
	Volunteer	5
Total		1 161
Family purposes		
	Residence card for a family member of an EU citizen	8 615
	Permanent residence card for a family member of an EU citizen	10 387
	Family member	14 290
	Family member with work permit (WP)	75
	Private reasons – 78 (1) c (family or personal ties)	626
	Private reasons – 78 (1) c (family or personal ties) with WP	50
	Family members of British nationals - beneficiaries of the withdrawal agreement	84
	Permanent residence – of family members of British nationals - beneficiaries of the withdrawal agreement	143
Total		34 270
International protection		
	International protection – subsidiary protection	1 151
	International protection – refugee status	6 307
Total		7 458
Long-term residents		
	Long-term residents	6 311
Private reasons (except family or personal ties)		
	Private reasons (other with and without WP)	32
	Private reasons – 78 (1) a (sufficient resources)	80
	Private reasons – 78 (3) (humanitarian grounds with and without WP)	154
	Private reasons – 67 (4) (seeking employment or business creation)	146
	Private reasons – 78 (1) b (autonomous permit with and without WP)	40

Private reasons – 89 (exceptional reasons with and without WP)	309
Private reasons – 91 (medical reasons)	8
Total	769
Au-pair	
Au-pair	208
Other	
Other	19
Grand total	65 043

For reasons of data protection, figures below 5 are not listed separately, they are included in the category "Other". This table contains information on the number of valid documents only. It does not provide any information on whether the individual permit holders are still residing in Luxembourg. Double data entries cannot be excluded. Source: Ministry of Home Affairs, 2026. © University of Luxembourg, 2026.

Figure 13 Valid residence permits on 31 December 2025 – by category



Source: Ministry of Home Affairs, 2026. © University of Luxembourg, 2026

3.2 Migration for economic purposes

3.2.1 Overview

Table 2 also allows for a detailed analysis of the subcategories of first residence permits issued, inter alia for economic purposes. In 2025, significant increases were recorded for the categories *Intra-corporate transfer – expert/manager* and *Self-employed* (including Investor), with +59% (69 additional permits) and +55,6% (35 additional permits) respectively. Consistent with last year's development, the number of issued EU Blue Cards continued to grow. In 2025, an increase of 24% (198 additional permits) was recorded in comparison to the previous year. Another trend that was confirmed in 2025, was the decrease of *Salaried worker* permits issued by the General Department of Immigration. Since 2023, the number of first residence permits issued for salaried work has experienced a significant decline, by 24,1% in 2024 and 37,6% in 2025.

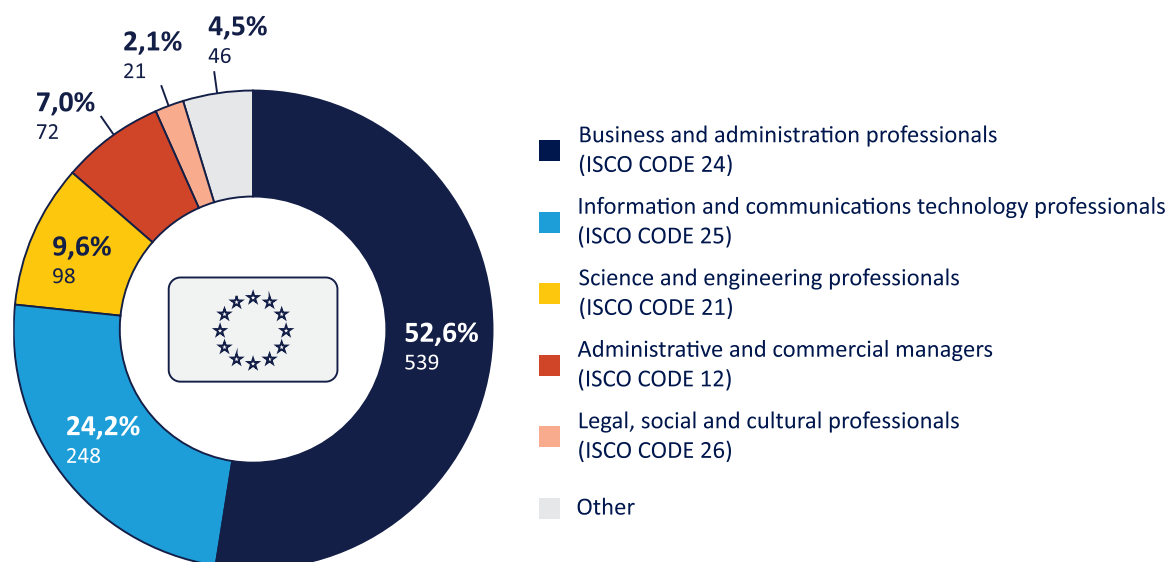
Compared to the 2 838 first residence permits issued in the *Salaried worker* sub-category in 2023, less than half were issued in 2025 (1 343 permits). Overall, a decrease of 14,7% was recorded for the number of first permits issued for economic purposes in 2025 (490 less permits issued).

Breakdown by professions using ISCO categories

The main categories of International Standard Classification of Professions (ISCO) with regard to first issuances of residence permits for salaried activities granted in 2025, remained *Business administration professionals* and *Information and communication technology professionals*.⁶³ However, the combined share of the two largest categories of *Business and administration professionals* (35,3% or 475 permits) and *Information and communications technology professionals* (14,2% or 191 permits) continued to shrink from almost 70% in 2023 to 60,4% in 2024 and down to 49,5% of the first deliveries in 2025.⁶⁴

When breaking down the overall number of first issued EU Blue Cards in 2025 (1 023 cards⁶⁵) it shows that, as with residence permits issued for salaried activities, the combined share of the two largest categories of *Business and administration professionals* (52,6% or 539 cards) and *Information and communications technology professionals* (24,2% or 248 cards) stands out, amounting to 76,9% of all first deliveries. In comparison to 2024, the distribution of the main professions remained largely unchanged, only the categories *Science and engineering professionals* and *Administrative and commercial managers* have exchanged places.⁶⁶ For a more comprehensive overview, please see figure 14.

Figure 14 EU Blue Card residence permits issued in 2025 to third-country nationals (first issue only) – by main professions



Source: Ministry of Home Affairs, 2026. © University of Luxembourg, 2026

⁶³ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 75

⁶⁴ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 75

⁶⁵ Information provided by DGIM on 01 April 2026

⁶⁶ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 75

3.2.2 Labour shortages and talent attraction

As in previous years, multiple developments were reported for the topics of labour shortages and talent attraction in 2025, which have become increasingly important. For a more detailed analysis of the measures taken by Luxembourg to address labour shortages and talent attraction, see Chapter 7.5 – *Luxembourg's labour market through a migration lens*.

Publication of the 2025-list of occupations in high shortage

The 2025-list (reference year 2024) of occupations in high shortage⁶⁷ has been published on 31 March 2025 by ADEM.⁶⁸ For 2025, 22 occupations have been identified, compared to 24 in the previous year.⁶⁹

The list is based on the Law of 7 August 2023 and serves as a tool to accelerate, streamline, and simplify recruitment procedures of TCNs⁷⁰ to tackle persisting labour shortages. The Minister of Labour considers the effect of the list of shortage occupations as positive, as it mitigates labour shortages. The Minister bases his assessment on the fact that approximately 70% of the certificates issued by ADEM are related to this list.⁷¹

In 2025, 5 810 foreign labour-certificates for the recruitment of a third-country national were requested from the National Employment Agency (ADEM), which represents 19% of all declared positions.⁷²

Between 1 January 2025 and 31 December 2025, ADEM issued 3 029 recruitment certificates for a third country national for occupations on the list of occupations in high shortage, representing 70% of all certificates issued during this period. However, the issuance of a certificate does not guarantee that the individual will be recruited.⁷³

Bill 8586 on a single application procedure for a single permit for TCNs

Bill 8586 amending the amended Law of 29 August 2008⁷⁴ on the free movement of persons and immigration (Immigration Law) was introduced to Parliament on 21 July 2025.⁷⁵

⁶⁷ List of occupations facing severe shortages – Reference year 2024, Published in Memorial B1517 of 31 March 2025, URL: <https://legilux.public.lu/eli/etat/adm/pa/2025/03/31/b1517/io>

⁶⁸ The list of occupations facing severe shortages is based on the Law of 7 August 2023 amending the (1) Labour Code; (2) amended Law of 29 August 2008 on the free movement of persons and immigration; (3) amended Law of 18 December 2015 on the reception of applicants for international protection and temporary protection. Published in Memorial A556 of 28 August 2023, URL: <https://legilux.public.lu/eli/etat/leg/loi/2023/08/07/a556/io>

⁶⁹ List of occupations facing severe shortages – Reference year 2023, Published in Memorial B-1569 of 4 April 2024, URL: <https://legilux.public.lu/eli/etat/adm/pa/2024/04/04/b1569/io>

⁷⁰ National Employment Agency (ADEM), New list of occupations in high shortage, Press release, 31 March 2025, URL: <https://adem.public.lu/en/actualites/adem/2025/03/metiers-penurie.html>

⁷¹ Reply to Parliamentary Question 2388, Accès au marché du travail pour les ressortissants de pays tiers et DPI, 30 June 2025, URL: https://wdocs-pub.chd.lu/docs/exped/2025/06/QP_59338_1751274284061.pdf

⁷² Information obtained from ADEM on 8 January 2026

⁷³ Reply to Parliamentary Question 2188, Métiers en pénurie, 02 May 2025, URL: https://wdocs-pub.chd.lu/docs/exped/2025/05/QP_58738_1746189003533.pdf

⁷⁴ Law of 29 August 2008 on the free movement of persons and immigration, initial version and amending texts. Published in Memorial A138 of 10 September 2008, URL: <https://legilux.public.lu/eli/etat/leg/loi/2008/08/29/n1/io>

⁷⁵ Bill 8586 amending the amended Law of 29 August 2008 on the free movement of persons and immigration. Introduced to the Chamber of Deputies on 21 July 2025, URL: https://wdocs-pub.chd.lu/docs/Dossiers_parlementaires/8586/20250721_Depot.pdf

This bill transposes Directive (EU) 2024/1233⁷⁶ to increase the efficiency of the system and to improve the protection of TCNs during periods of unemployment⁷⁷ into national law by:

1. Accelerating the processing of applications for single permits by reducing the maximal processing time from four months to 90 days (incl. the possibility for a 30-day-extension for complex cases). The validity period of the first salaried worker residence permit or the first authorisation to work shall be changed to two years (instead of one year).⁷⁸
2. Granting the right to change employers under a simplified procedure during the first two years. Through this procedure, the single permit holder shall be able to change employers if the following four conditions are fulfilled:
 - (i) prior notification to the immigration authorities,
 - (ii) obligation to work for the first employer for a minimum period of six months,
 - (iii) production of the ADEM certificate attesting that the labour market test has been carried out,
 - (iv) possession of the appropriate professional qualifications and an employment contract in compliance with the provisions of the Labour Code.

A change of employer before the expiry of this six-month period is authorised by the Minister only in duly justified cases of a serious breach by the employer of the employment conditions.⁷⁹ Upon completion of the two-year period, it shall be possible to change employers without any restrictions.⁸⁰

3. Providing increased protection of the rights of holders of single permits who become unemployed, preventing the withdrawal of the residence permit because of unemployment lasting less than three months. For holders of a single permit for more than two years, unemployment must not exceed six months to prevent the withdrawal of the residence permit.
4. The restrictions that mandate work permit holders to work in a single sector and a single occupation during the first year of employment shall be removed.⁸¹

⁷⁶ European Parliament and of the Council, Directive (EU) 2024/1233 of the European Parliament and of the Council of 24 April 2024 on a single application procedure for a single permit for third-country nationals to reside and work in the territory of a Member State and on a common set of rights for third-country workers legally residing in a Member State (recast), 30 April 2024, URL: https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=OJ:L_202401233

⁷⁷ Bill 8586, p. 2

⁷⁸ Bill 8586, Article 1 of the proposed law shall replace Article 42 paragraph 3, subparagraph 1 of the amended Law of 29 August 2008 on the free movement of persons and immigration

⁷⁹ Bill 8586, Article 2 of the proposed law shall replace paragraph 2 of Article 43 of the amended Law of 29 August 2008 on the free movement of persons and immigration

⁸⁰ Bill 8586, Article 2 of the proposed law shall amend Article 43 of the amended Law of 29 August 2008 on the free movement of persons and immigration

⁸¹ Bill 8586, Article 2 of the proposed law shall amend Article 43 of the amended Law of 29 August 2008 on the free movement of persons and immigration

5. If the Minister in charge of immigration and asylum determines that there are reasonable grounds that the holder of the residence permit or work authorization has been subjected to particularly abusive working conditions as defined by the Labour Code,⁸² the period of unemployment is extended by three months.⁸³

Update of the minimum gross annual salary for highly qualified workers

The Ministerial Regulation of 6 March 2025⁸⁴ sets the average gross annual salary in accordance with the amended Grand-Ducal Regulation of 26 September 2008,⁸⁵ which establishes the procedure to determine the minimum salary threshold for hiring highly qualified workers.⁸⁶

Maintaining the competitiveness of Luxembourg for recruiting highly qualified workers, the minimum salary threshold for hiring highly qualified TCNs was established at EUR 63 408.⁸⁷

Entering into force of the Law of 20 December 2024 replacing the previous tax regime for impatriates

This Law,⁸⁸ which entered into force on 1 January 2025, replaces the previous tax regime for impatriates.⁸⁹

⁸² Article L-572-2, point 8 of the Labour Code

⁸³ Bill 8586, Article 2 of the proposed law shall newly insert paragraph 6 in Article 43 of the amended Law of 29 August 2008 on the free movement of persons and immigration

⁸⁴ Ministerial Regulation of 6 March 2025 setting the average annual gross salary under the amended Grand-Ducal Regulation of 26 September 2008 determining the minimum level of remuneration for a highly qualified worker pursuant to the Law of 29 August 2008 on the free movement of persons and immigration. Published in Memorial A90 of 14 March 2025, URL: <https://legilux.public.lu/eli/etat/leg/rmin/2025/03/06/a90/loi#intituleAct>

⁸⁵ Grand-Ducal Regulation of 26 September 2008 determining the minimum level of remuneration for a highly qualified worker pursuant to the Law of 29 August 2008 on the free movement of persons and immigration. Published in Memorial A145 of 29 September 2008, URL: <https://legilux.public.lu/eli/etat/leg/rgd/2008/09/26/n3/loi>

⁸⁶ Law of 29 August 2008 on the free movement of persons and immigration

⁸⁷ Article 2 of the Ministerial Regulation of 6 March 2025

⁸⁸ Law of 20 December 2024 amending: 1° the amended law of 17 April 1964 reorganising the direct tax administration; 2° the amended law of 4 December 1967 concerning income tax; 3° the amended law of 24 December 1996 introducing an income tax bonus in the event of hiring unemployed persons; 4° the amended law of 11 May 2007 relating to the creation of a family wealth management company ("FPM"); 5° the amended law of 17 December 2010 concerning collective investment undertakings. Published in Memorial A589 of 24 December 2024, URL: https://legilux.public.lu/eli/etat/leg/loi/2024/12/20/a589/loi#art_2

Article 2 of the Law of 20 December 2024 amends Article 115 of the amended Law of 4 December 1967 concerning income tax. Published in Memorial A79 of 6 December 1967, URL: <https://legilux.public.lu/eli/etat/leg/loi/1967/12/04/n1/loi>

⁸⁹ The previous tax regime for impatriates (see: Law of 19 December 2020; URL:

https://legilux.public.lu/eli/etat/leg/loi/2020/12/19/a1061/loi#art_3) allowed employers to grant eligible foreign employees a tax-exempt specific amount up to certain limit. In addition, the costs incurred in moving highly qualified workers were borne by the employer and could be reported as operating expenses. An impatriate who was hired by or posted to a company located in Luxembourg was able to receive, under certain circumstances and for a limited period of time, a full or partial tax exemption for the expenses in kind or in cash related directly to the move to Luxembourg. The 2021-tax regime applied to highly qualified workers who began working in Luxembourg after 31 December 2020

OECD, OECD Skills Strategy Luxembourg, Assessment and recommendations, 23 February 2023, p. 156, URL: https://www-oecd-ilibrary-org.proxy.bnl.lu/education/oecd-skills-strategy-luxembourg_92d891a4-en

The Government of Luxembourg, Information Portal Guichet.lu, Benefiting from the tax regime for highly skilled and qualified workers (impatriates), URL: <https://guichet.public.lu/en/citoyens/immigration/plus-3-mois/ressortissant-tiers/hautement-qualifie/exoneration-hautement-qualifie.html>

The changed tax regime for impatriates shall contribute to an increased international competitiveness of the Luxembourgish economy by creating an attractive environment for attracting and retaining talent in consideration of attractive schemes implemented in other EU-countries,⁹⁰ which in turn shall also help reduce skill shortages.⁹¹

3.3 Migration for educational purposes

After experiencing a continuous increase from 2021 to 2024, first residence permits issued for educational purposes have decreased for the first time in five years, as Table 6 shows.

While the number of residence permits granted to volunteers remains very low, first permits issued for students and trainees both slightly decreased from 2024 to 2025 (by 8,3% and 6,8% respectively).

Table 6 Residence permits issued for educational purposes, 2021-2025 – by category

Category	2021	2022	2023	2024	2025	Change (%) 2024-2025
Student (incl. NMCD)	358	396	501	544	499	- 8,3%
Trainee	35	64	92	88	82	- 6,8%
Volunteer	7	9	5	7	7	
Total	400	469	598	639	588	- 8,0%

Source: Ministry of Home Affairs 2026. © University of Luxembourg, 2026.

3.4 Au pairs

The number of approvals of au pairs has been growing steadily since 2022, this trend continued in 2025 with an increase of 18.6% (66 additional approvals) compared to 2024.

In 2025, the number of host families getting accreditation has seen its first decline since 2022, with a 13% decrease (19 fewer accreditations) compared to the previous year.⁹²

Table 7 Accreditation of host families and approvals of au pairs, 2022-2025

Category	2022	2023	2024	2025	Change (%) 2024-2025
Accreditation of host families	106	114	146	127	-13,0%
Approvals of au pairs	258	299	355	421	+18,6%

Source: Ministry of Education, Children and Youth, 2026. © University of Luxembourg, 2026

⁹⁰ Ministry of Finance (MFIN), "Entlaaschtungs-Pak. Zesummenhalt. Zukunft. Fir Jiddereen." – Gilles Roth présente un vaste paquet fiscal pour renforcer le pouvoir d'achat et la compétitivité, Press release, 17 July 2024, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/communiqués/2024/07-juillet/17-roth-paquet-fiscal.html

Bill 8414 amending: 1° the amended law of 17 April 1964 on the reorganisation of the direct tax administration; 2° the amended law of 4 December 1967 on income tax; 3° the amended law of 24 December 1996 on the introduction of an income tax bonus in the event of hiring unemployed persons; 4° the amended law of 11 May 2007 on the creation of a family wealth management company ("FPM"); 5° the amended law of 17 December 2010 on collective investment schemes. Introduced to Parliament on d 17 July 2024, URL: <https://wdocs-pub.chd.lu/docs/exped/0148/197/297979.pdf>

⁹¹ OECD, OECD Skills Strategy Luxembourg, Assessment and recommendations

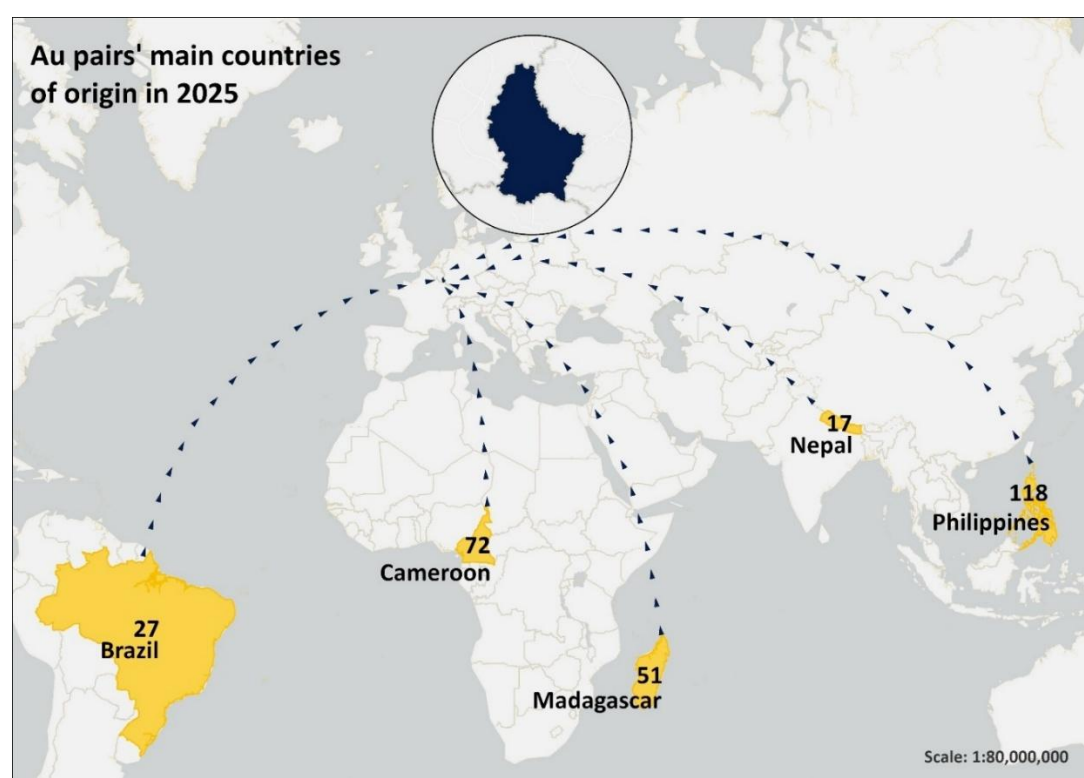
Ministry of Finance (MFIN), "Entlaaschtungs-Pak. Zesummenhalt. Zukunft. Fir Jiddereen" – Gilles Roth présente un vaste paquet fiscal pour renforcer le pouvoir d'achat et la compétitivité, Press release, 17 July 2024

⁹² Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 89, 2 March 2026, URL: <https://men.public.lu/dam-assets/catalogue-publications/rapports-dactivite-du-minist%C3%A8re/rapports-du-minist%C3%A8re/menje-rapport-activites-2025.pdf>

In 2025, the Philippines was the most important country of origin of au pairs (118), followed by Cameroon (72), Madagascar (51), Brazil (27) and Nepal (17). Compared with 2024, the Philippines and Cameroon swapped the first two places, whilst the other countries of origin for au pairs remained unchanged. On average, au pairs were a year older in 2025 (25 years) than in 2024 (24 years).

After introducing home visits in 2024, the National Youth Service (SNJ), which is the supervising authority, has further developed these checks in 2025, carrying out 35 visits to accredited host families. In 2025, 13 information sessions for 320 newly arrived au pairs were organised, fully informing them about their rights and responsibilities in Luxembourg.⁹³

Figure 15 Main countries of origin of au pairs in 2025



Source: Ministry of Education, Children and Youth, 2026. © University of Luxembourg, 2026

3.5 Migration for family reasons

The total number of first-time residence permits delivered to TCNs for family reasons, including family reunification and private reasons, and residence cards, permanent or not, for TCNs family members of EU-citizens, decreased by 6,3% from 6 931 in 2024 to 6 493 in 2025. After continuously growing from 2021 to 2024, this decrease marks the first drop in five years (see table 8).

⁹³ Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 89, 2 March 2026

Family members of third-country nationals remain the largest sub-category with 3 491 permits, of which 3 324 are *family member* residence permits and 167 residence permits for *private reasons*. They represent 41,7% of all first issued documents (see table 2 and figure 9). Residence cards issued to family members of EU citizens (first time residence cards and permanent residence cards) have decreased by 7,4% between 2024 and 2025 (see table 3).⁹⁴

Table 8 First residence permits and residence cards issued for family reasons, 2021-2025

Category	2021	2022	2023	2024	2025	Change (%) 2024/ 2025
Family member of an EU citizen (First time residence card)	1 663	1 479	1 945	2 089	2 058	-1,5%
Family member of an EU citizen (Permanent residence card)	1 123	1 378	1 012	1 152	944	-18,1%
Family member of a third-country national (First time residence permit)	2 145	2 958	3 044	3 474	3 324	-4,3%
Private reasons – 78 (1) c (family or personal relationships, with and without work permit) (First time residence permit)	160	178	147	216	167	-22,7%
Total	5 091	5 993	6 148	6 931	6 493	-6,3%

Source: Ministry of Home Affairs, 2025-2026. © University of Luxembourg, 2026

3.6 Information on visas and travel documents issued in 2025

3.6.1 Visas

Of the 13 696 visas issued in 2025, 11 513 (84,1% of all visas issued) were short stay Schengen Visas (A and C Visa with a stay of up to 90 days). The remaining 2 183 documents issued were long-stay national visas (D Visa with a stay of more than 90 days). After experiencing a significant drop from 2023 to 2024 (-24,3%), the number of total visas issued remained stable from 2024 to 2025, experiencing only a marginal increase of 14 issued visas (0,1%).

Short stay visas issued have slightly increased from 2024 to 2025 (+ 4,9%), while long stay visas issued have seen a more substantial decrease in the same time period (-19,3%).⁹⁵

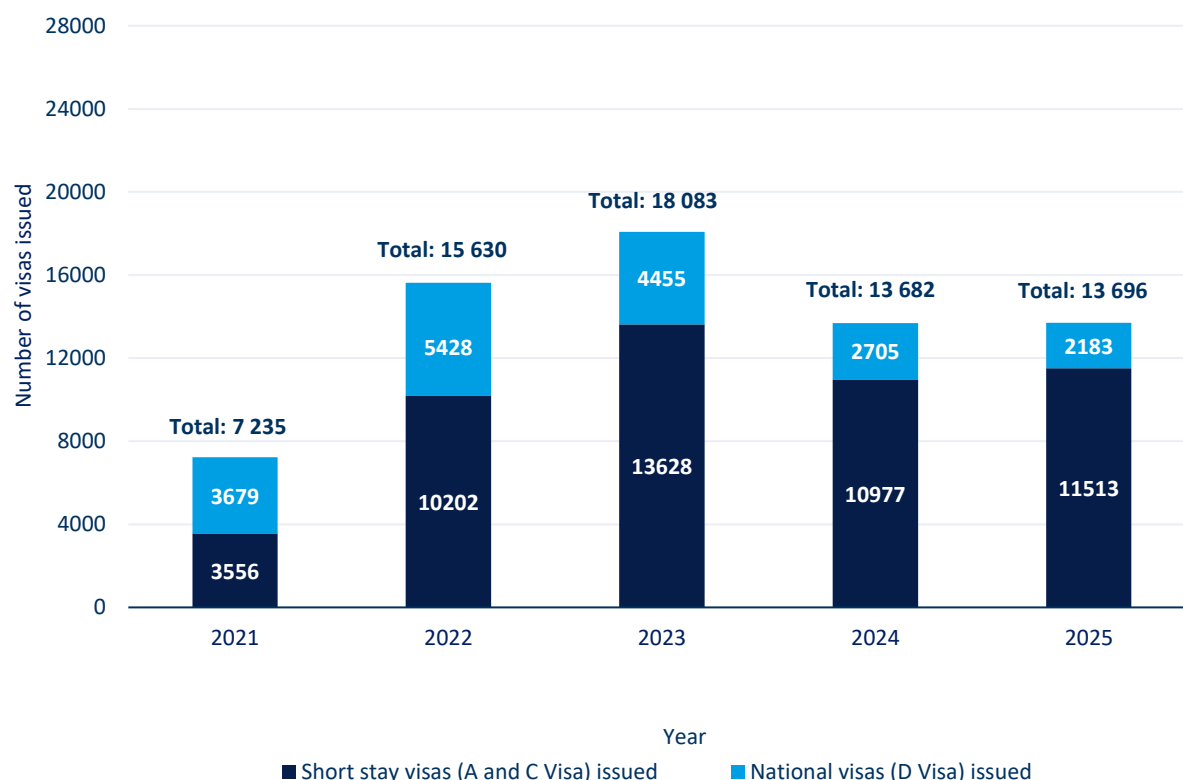
⁹⁴ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 75

Ministry of Home Affairs (MAINT), Bilan 2024 en matière d'asile et d'immigration, 3 February 2025, p. 11, URL: <https://gouvernement.lu/dam-assets/images-documents/actualites/2025/02/03-gloden-hahn-bilan/rapport-dactivits-2024-asile-immigration-et-centre-de-rtention.pdf>

Information provided by DGIM on 01 April 2026

⁹⁵ European Migration Network (EMN), Annual Report on Migration and Asylum 2021, Statistical Annex, 15 June 2022, p.23, URL: <https://ec.europa.eu/eurostat/documents/7870049/14760013/KS-01-22-123-EN-N.pdf/283e6304-acb8-cde1-a09c-6f7a55e7241a?t=1655230090489>

Figure 16 Number of visas issued in Luxembourg 2021-2025



Source: EMN 2022; Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade, 2023-2026.
© University of Luxembourg, 2026.

Working Holiday Visa Programme

Under the Working Holiday Visa programme, young adults from Luxembourg and participating partner countries (Australia, Canada, Chile, Japan, New Zealand, South Korea, and Taiwan) can temporarily integrate into their respective labour markets for a period of up to twelve months. This programme is part of Luxembourg's talent attraction strategy.

In 2025, Luxembourg issued 179 long-stay visas as part of the Working Holiday programme. After 2023 (29 visas issued) and 2024 (115 visas issued), the continued increase in 2025 confirms the growing interest in this programme.

Ministry of Foreign and European Affairs (MAE), Rapport d'activité 2022, 28 February 2023, p. 25, URL:

<https://mae.gouvernement.lu/dam-assets/minist%C3%A8re/rapports-annuels/rapport-annuel-2022.pdf>

Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade (MAE), Rapport d'activités 2023, 29

March 2024, p. 22, URL: <https://mae.gouvernement.lu/dam-assets/minist%C3%A8re/rapports-annuels/rapport-annuel-2023.pdf>

Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade (MAE), Rapport d'activités 2024, p. 26, 4

March 2025, URL: <https://gouvernement.lu/dam-assets/publications/rapport-activite/minist-affaires-etrangees-europeennes/2024-rapport-activite-maee/rapport-annuel-2024.pdf>

Information obtained from the Passport, Visa and Legalisation Office (BPVL) on 7 February 2025

Information obtained from BPVL on 30 March 2026

In 2025, Chileans and Taiwanese were the two most important national groups coming to Luxembourg.⁹⁶

3.6.2 Travel documents

In 2025, the General Department of Immigration approved 474 travel documents for migrants (first deliveries and renewals), representing an increase of 125 documents compared to 2024 (+35,8%).⁹⁷

The Passport, Visa and Legalisation Office (BPVL) of the Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade (MAE) has produced 2 169 travel documents for refugees, stateless persons, and foreigners (this includes first deliveries, renewals and replacements) in 2025. This number has increased by 5,5% from 2 056 travel documents in 2024.⁹⁸

3.7 Additional developments

Bill 8586 proposes to abolish the residence permit for investors

Bill 8586⁹⁹ seeks to repeal the residence permit for investors. This permit has been quite controversial and as it was only rarely issued, it did not have the desired effect in terms of diversifying the economy, encouraging entrepreneurship and repositioning the financial sector.¹⁰⁰ More specifically, since its establishment in 2017, only nine residence permits for investors were issued. The first seven permits, valid for a period of three years, expired but they were not renewed as the legal requirements were not met.

As a result, the Luxembourgish Government considered the contribution of the “investor” scheme to the Luxembourg economy to be very limited. In practice, it has also proved difficult to carry out the checks foreseen by the law.¹⁰¹

⁹⁶ Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade (MAE), Rapport d'activités 2025, 03 March 2026, p. 30-31, URL: <https://mae.gouvernement.lu/dam-assets/minist%C3%A8re/rapports-annuels/rapport-annuel-2025.pdf>

⁹⁷ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 77

⁹⁸ Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade (MAE), Rapport d'activités 2025 du ministère du ministère des Affaires étrangères et européennes, de la Défense, de la Coopération et du Commerce extérieur, 3 March 2026, p. 22

⁹⁹ Bill 8586, Article 5 of the proposed law shall repeal Articles 53bis, 53ter and 53quater of the amended Law of 29 August 2008 on the free movement of persons and immigration

¹⁰⁰ Bill 8586, Article 5

¹⁰¹ Bill 8586, Article 5

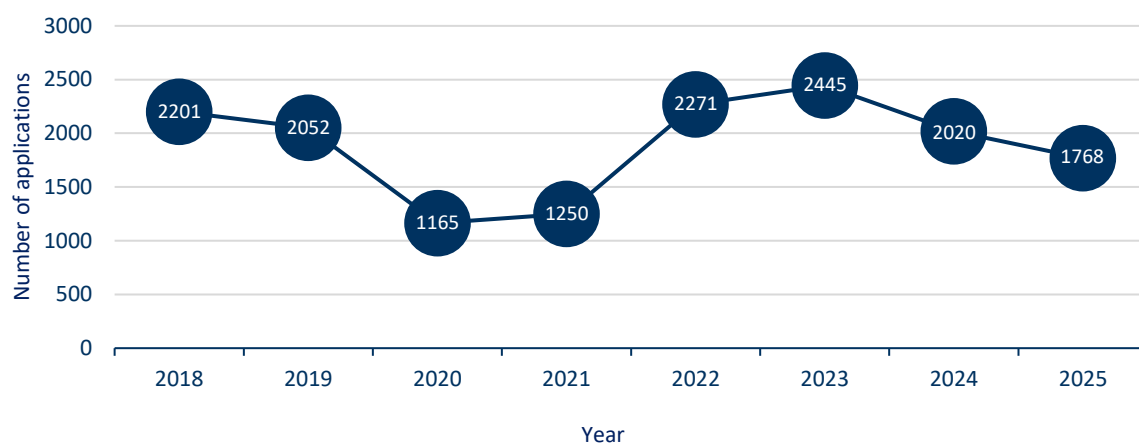
4. INTERNATIONAL AND TEMPORARY PROTECTION

4.1 Statistical developments in international protection

4.1.1 Applications for international protection

In 2025, the number of applications for international protection in Luxembourg amounted to 1 768. Applications decreased by 12,5% from 2024 (2 020 applications), this marks a decline for the second year in a row, with the number of applications being the third lowest since 2018, as illustrated by figure 17.¹⁰²

Figure 17 Evolution of number of applicants for international protection (2018-2025)

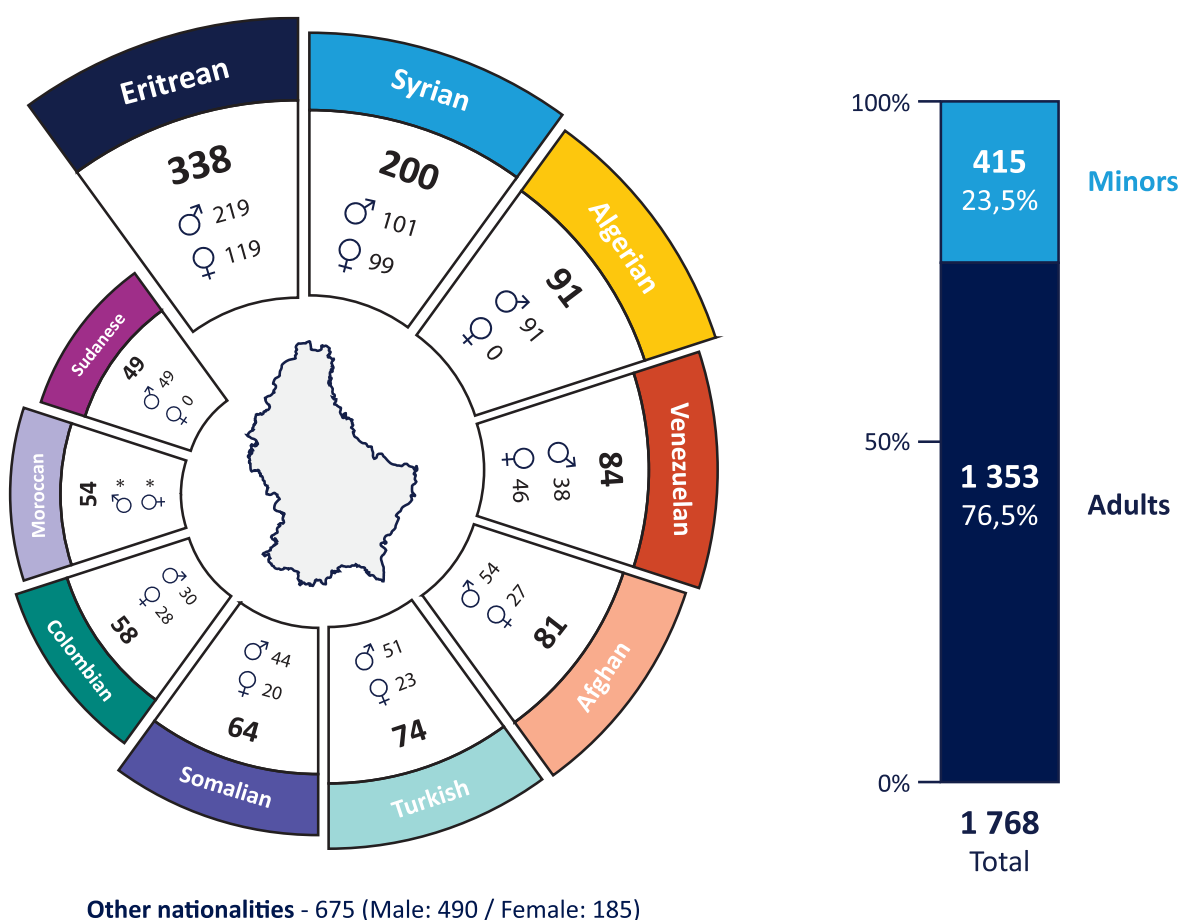


Source: Ministry of Foreign and European Affairs, 2019-2024 and Ministry of Home Affairs, 2025-2026. © University of Luxembourg, 2026

In 2025, the majority of AIPs were male adults (see figure 18 below).

¹⁰² Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 64

Figure 18 Demographic profiles of applicants for international protection in 2025



*For data protection reasons, figures below 5 are not published

Source: Ministry of Home Affairs, 2025. © University of Luxembourg, 2025

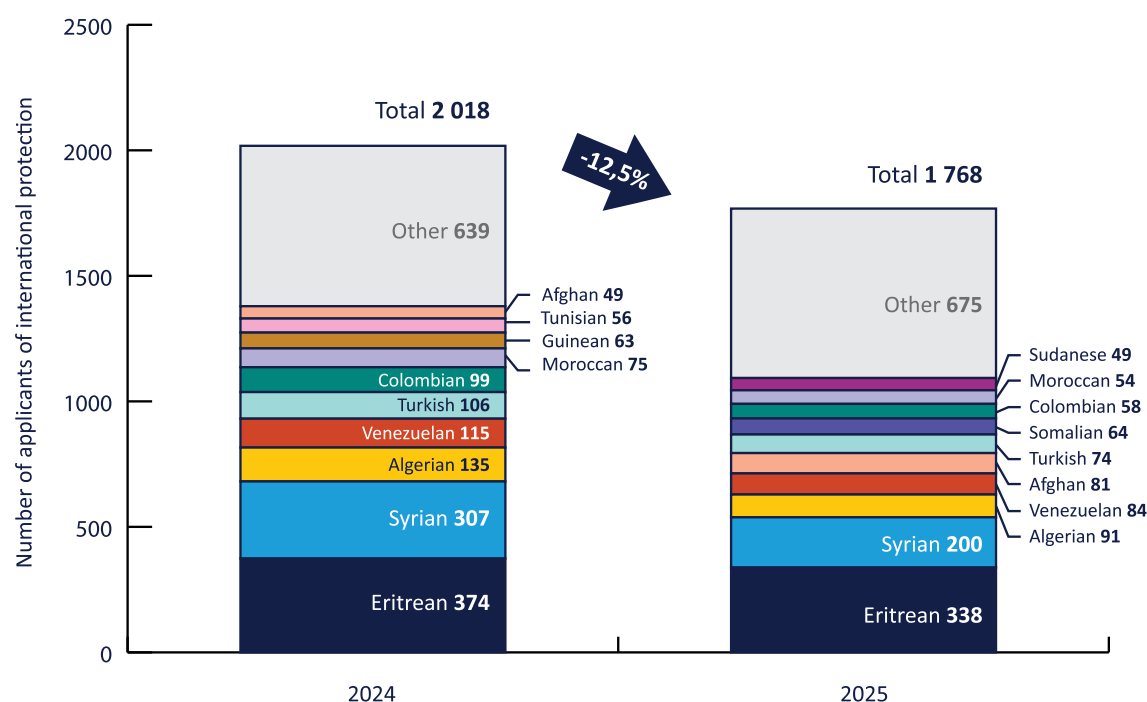
For national groups that were among the 10 most important countries of origin of AIPs in 2024 and still appear on this list in 2025, only the number of AIPs from Afghanistan, who rank fifth in 2025, increased in comparison to the previous year (by 65,3% from 49 to 81 applicants). As in 2024, the largest group of AIPs in 2025 were Eritreans (338 persons) and their numbers continued to decrease (by 9,6%).

The number of Syrian AIPs¹⁰³ decreased further from 307 applications in 2024 to 200 in 2025 (-34,9%). Since 2023, applications by Syrians decreased by 71,8%. The strongest decline could be observed for the group of applicants from Colombia, which shrank by 41,4% (from 99 to 58 persons).¹⁰⁴

¹⁰³ The examination of applications submitted by Syrian nationals was temporarily suspended following the fall of the Assad Regime on 8 December 2024

¹⁰⁴ EMN Luxembourg, Asylum and Migration Overview (AMO) 2024, p. 48, URL: <https://emnluxembourg.uni.lu/wp-content/uploads/sites/225/2025/09/EMN-Luxembourg-2024-Asylum-and-Migration-Overview.pdf>
Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 64

Figure 19 Top 10 nationalities of applicants for international protection in 2024 and 2025

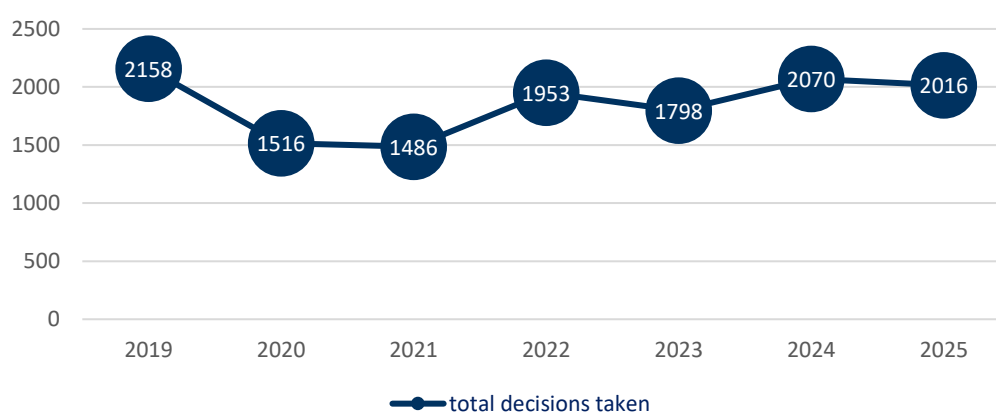


Source: Ministry of Home Affairs, 2025 & 2026. © University of Luxembourg, 2026

4.1.2 Decisions on international protection applications

In 2025, the General Department of Immigration took 2 016 decisions on international protection against 2 070 decisions in 2024 – a slight decrease of 2,6% or 54 fewer decisions. For an illustration of the evolution of the decisions taken, please consult figure 20 below.¹⁰⁵

Figure 20 Evolution of decisions on international protection applications (2019-2025)



Source: Ministry of Foreign and European Affairs, 2020-2023 and Ministry of Home Affairs, 2026. © University of Luxembourg, 2026

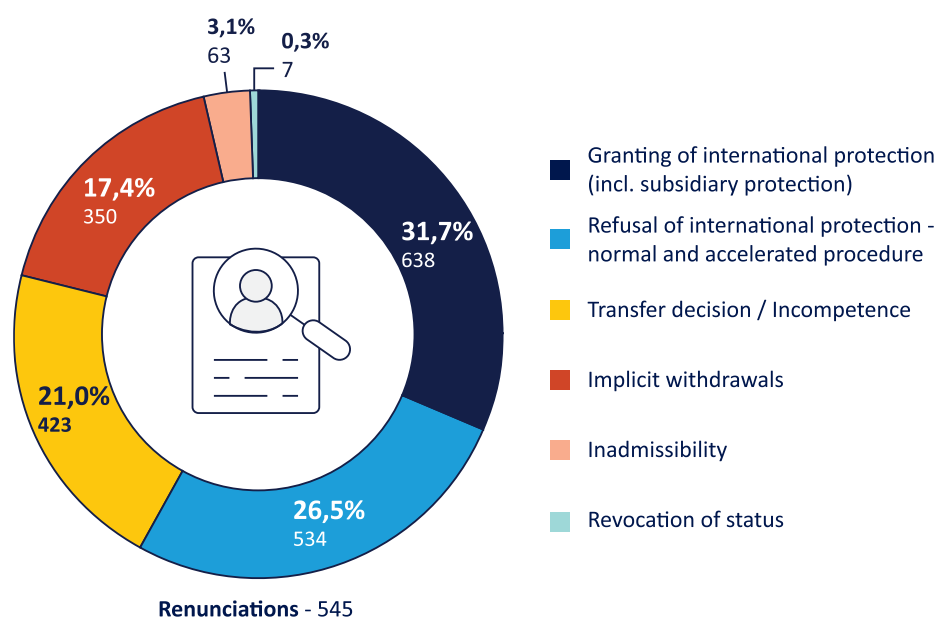
¹⁰⁵ This number takes into account all decisions taken with regards to international protection, including granting decisions, refusals, Dublin III transfer decisions, withdrawal of applications and revocations

When juxtaposing the years 2024 and 2025, the following numbers and developments stand out:¹⁰⁶

- In contrast with the observed increase in decisions granting international protection from 2023 to 2024¹⁰⁷ (by 6,5% or from 956 to 1 018), 638 applications for international protection were granted in 2025, which represents a decrease of 37,3%;
- Refusals of international protection¹⁰⁸ continued to increase and slightly rose by 6,6% (from 501 to 534);
- The number of inadmissible applications¹⁰⁹ increased by 21,2% (from 52 to 63);
- Implicit withdrawals, continued to sharply increase by 400% (from 70 to 350);
- The share of incompetence decisions remained stable (from 422 to 423);
- The number of revocation decisions taken in 2025 was seven.

The number of renunciations sharply increased from 76 in 2024 to 545 in 2025, this was mainly due to the number of Syrian nationals who applied for international protection but later arrived under the family reunification program and chose to renounce their previous application for international protection in order to obtain a family member residence permit.¹¹⁰

Figure 21 Decisions on applications for international protection in 2025 – by category



Source: Ministry of Home Affairs, 2026. © University of Luxembourg, 2026

¹⁰⁶ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 65

¹⁰⁷ Including refugee status and subsidiary protection

¹⁰⁸ Including the normal and the accelerated procedure

¹⁰⁹ Inadmissibility - submitted by an EU citizen

Inadmissibility - first country of application or application of the safe third country concept

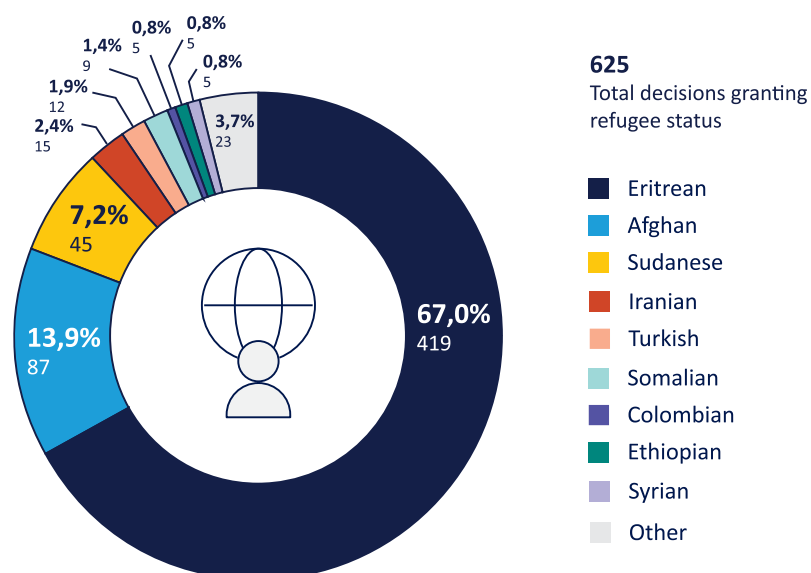
Inadmissibility - subsequent application

¹¹⁰ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 65

In 2025, 638 people were granted international protection in Luxembourg (refugee status and subsidiary protection). More specifically, 625 people were granted refugee status, compared with 772 people in 2024, representing a decrease of 19 %. At the same time, 13 people received the status of subsidiary protection versus 247 people in 2024. The decrease in the number of decisions granting international protection can be attributed to the temporary suspension of examination of applications submitted by Syrian nationals following the fall of President al-Assad's regime on 8 December 2024.¹¹¹

This temporary suspension becomes clearly visible when protection statuses granted are further broken down according to the main nationalities of the beneficiaries (figure 22). During 2025, five Syrians were granted refugee status, which translates into a strong decrease of 98,6% compared to 2024 (370 approvals). The number of Eritrean nationals who were granted refugee status strongly increased by 94% from 216 to 419. While the numbers for Afghanistan (83 in 2024 and 87 in 2025) and Iran (15 in both years) remained fairly stable, the approved Sudanese applications increased from 6 in 2024 to 45 in 2025.¹¹²

Figure 22 Decisions to grant refugee status in 2025 – by main nationalities



Source: Ministry of Home Affairs, 2026. © University of Luxembourg, 2026

Duration of the review period for applications for international protection

Regarding the duration of the procedure for reviewing applications for international protection, a steady increase has been observed during the last five years. The average duration of this process has increased from 10,2 months in 2021 to 13,1 months in 2025.

¹¹¹ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 63

¹¹² Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 65

In 2025, 555 (35,2%) out of 1 577 decisions on applications were taken within six months of their submission (standard processing time), while 222 applicants (14,1%) waited 21 months or longer (6,3% in 2024). 43,6% (687 applicants) of the procedures were concluded within 15 to 21 months. The latter group has seen a significant reduction compared to the previous year (53,7% or 1 037 applicants in 2024).¹¹³

Table 9 Duration of the procedure for reviewing international protection applications

Year	Duration of the procedure				Total Number of Decisions
	< 6 months	6 - 14 months	15 - 21 months	> 21 months	
2018	1 409	550	90	159	2 208
2019	1 271	481	58	21	1 831
2020	507	421	428	47	1 403
2021	502	449	332	119	1 402
2022	585	669	148	185	1 587
2023	609	642	320	120	1 691
2024	659	115	1 037	121	1 932
2025	555	113	687	222	1 577
Total	6 097	3 440	3 100	994	13 631

Source: Reply to Parliamentary Question 3709 © University of Luxembourg, 2026

In his reply to Parliamentary Question 3709, the Minister of Home Affairs noted that Luxembourg, like many of its European counterparts, had suspended the processing of applications filed by Syrian nationals following the fall of the Assad regime in December 2024, which has inherently changed the political and security situation in Syria. In this context, the Minister added that the majority of applicants from Syria cited reasons for fleeing in connection to the Assad regime, which led to a revaluation of their individual cases in light of the new regime.¹¹⁴ Interviews with Syrian AIPs resumed in the summer of 2025.¹¹⁵

4.1.3 Dublin III procedure

The amount of incompetence decisions remained rather stable when comparing 2025 (423 decisions) to 2024 (409 decisions).¹¹⁶

When set against 2024 (240 people transferred), Luxembourg transferred 31 persons more to destination countries in 2025, which represents an increase of 12,9%. Dublin-transfers from other EU Member States to Luxembourg also increased by 40,5 % from 42 transfers in 2024 to 59 transfers in 2025 as illustrated in figure 23.

The main country of destination of Dublin transfers carried out by Luxembourg was Germany, with 30,3% (82 transfers) of all people transferred, followed by France (18,5% or 50 transfers) and Belgium (11,4% or 31 transfers).

¹¹³ Reply to Parliamentary Question 3709, Concernant les dépassements de délais d'examen de demandes de protection internationale, 01 April 2026, URL: https://wdocs-pub.chd.lu/docs/exped/2026/04/QP_62788_1775048045873.pdf

¹¹⁴ Reply to Parliamentary Question 3709, 01 April 2026

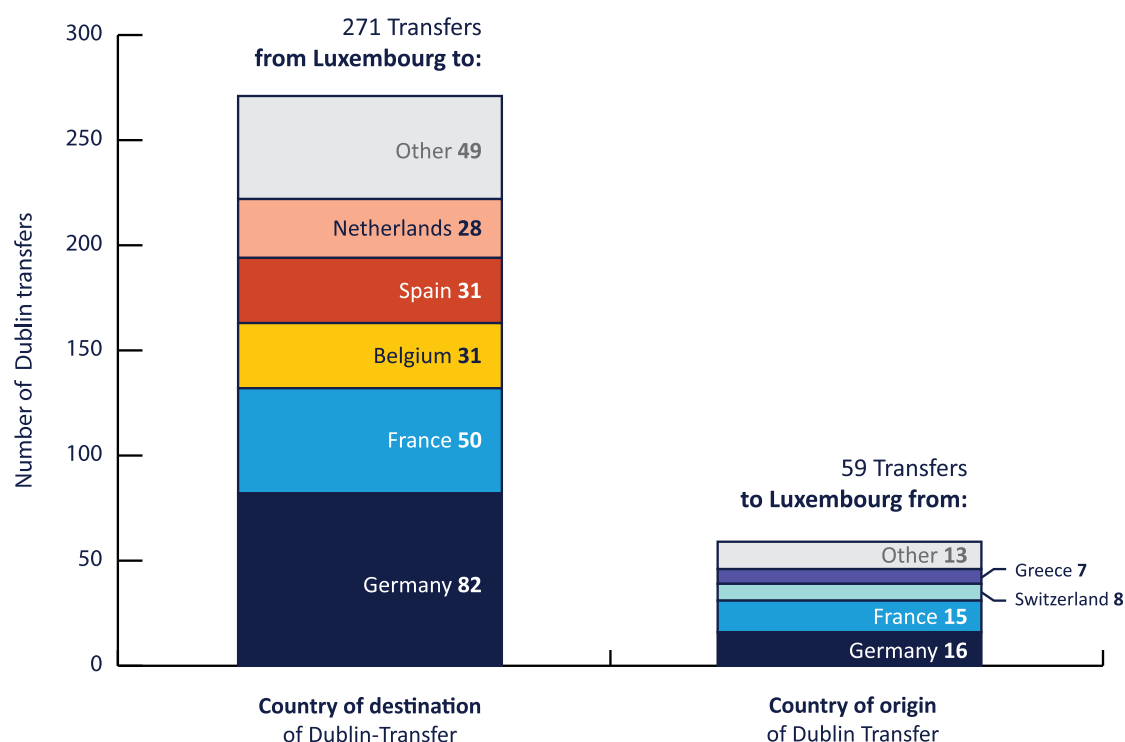
¹¹⁵ Information obtained from DGIM on 5 February 2026

¹¹⁶ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 67

In 2025, Germany and France were also the main sending countries under the Dublin regulation, having transferred 16 and 15 people, respectively, to Luxembourg.

As in 2024, Algeria was the most important country of origin of persons for whom Luxembourg was incompetent to process the application for international protection (48 incompetence decisions in 2024 and 58 in 2025), followed by Morocco (47) and Tunisia (29).¹¹⁷

Figure 23 Transfers from and to Luxembourg under the Dublin Regulation¹¹⁸



Source: Ministry of Home Affairs, 2026. © University of Luxembourg, 2026

4.1.4 Temporary occupation permits (Autorisation d'occupation temporaire - AOT)

In 2025, 378 temporary occupation permits (*Autorisations d'occupation temporaire* - AOT) have been issued (not including renewals) to AIPs.¹¹⁹ Compared to the year 2024, when 225 AOTs were issued, this represents an increase of 153 permits or 68%.¹²⁰

This increase is explained by the simplification of the procedure for obtaining an AOT, introduced by the Law of 7 August 2023 which entered into force in September 2023.¹²¹

For a detailed breakdown of temporary occupation permits issued, see Chapter 7.5 – *Luxembourg's labour market through a migration lens*.

¹¹⁷ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 68

¹¹⁸ This figure relates to persons transferred by the authorities. In addition, there are 53 persons who travelled of their own accord to the EU Member State concerned for the examination of their application for international protection. Similarly, 11 people returned to Luxembourg by their own initiative.

¹¹⁹ The DGIM issued 407 AOTs (only first issuances) in 2025. In addition to AIPs, permits were also issued to beneficiaries of a postponement of removal (16) or suspension of removal for medical reasons (13)

¹²⁰ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 76

¹²¹ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 72

4.2 Legislative and political developments in international protection

4.2.1 Resumption of interviews with Syrian AIPs

Following the fall of the Bashar al-Assad regime at the end of 2024, the Ministry of Home Affairs temporarily suspended the processing of international protection applications submitted by Syrian nationals.¹²²

Interviews were temporarily suspended until summer 2025 to ensure a harmonised approach based on an in-depth analysis of the new geopolitical situation in Syria in consultation with other Member States. Interviews with Syrian AIPs resumed in the summer of 2025 and decisions on their applications will again be taken at the beginning of 2026.¹²³

4.2.2 Towards more efficient processing procedures for international protection

The average processing time for applications for international protection, which are evaluated by the Ministry of Home Affairs, is 16,71 months. The actual processing time depends on:

- the procedure applied: either the “accelerated procedure” (one month for a decision on the admissibility of the application) or the normal procedure (up to 20 months for refusing or granting international protection);
- the often rapidly changing geopolitical and security situation in the applicants' countries of origin.¹²⁴

The Department for refugees, which processes applications for international and temporary protection at the General Department of Immigration, has taken significant measures to optimise resources during 2025. Internal procedures have been partially revised, more advanced training has been introduced, and guidelines have been updated and supplemented to enable case officers to deal with cases more efficiently, without compromising on applicants' rights.¹²⁵

The management of procedures has been made more efficient by overhauling IT systems and implementing a Business Intelligence (BI) tool for better monitoring.¹²⁶ A new IT application for managing the international protection procedure was launched on 13 June 2025 and has been in active use by DGIM staff since 16 June 2025.¹²⁷

¹²² For more information, please refer to section 4.2.1 (p. 53) of EMN Luxembourg's Asylum and Migration Overview 2024

¹²³ Information obtained from DGIM on 5 February 2026

¹²⁴ Reply to Parliamentary Question 3095, Demandes de protection internationale, 18 November 2025, URL: https://wdocs-pub.chd.lu/docs/exped/2025/11/QP_61028_1763448988134.pdf

¹²⁵ Reply to Parliamentary Question 3095, Demandes de protection internationale, 18 November 2025

¹²⁶ Information obtained from DGIM on 15 January 2026

¹²⁷ Information obtained from DGIM on 1 June 2026

Reply to Parliamentary Question 2222, Durée de la procédure d'examen des demandes de protection internationale, 30 April 2025, URL: https://wdocs-pub.chd.lu/docs/exped/2025/05/QP_58735_1746163765936.pdf

In light of long processing times, the new system shall lead to more efficient processing of applications for international protection without compromising on due diligence.¹²⁸

Taken together, these changes increase the speed of processing procedures for international protection¹²⁹ and ensure compliance with the new requirements arising from the Pact on Migration and Asylum.¹³⁰

4.3 Reception and accommodation

Even though the year 2025 saw a reduction in newly arriving applicants for international protection (AIPs) in comparison to the previous year, with limited numbers of beneficiaries of international protection (BIPs) leaving the ONA accommodation network due to problems of finding adequate accommodation elsewhere, the pressure on the accommodation facilities remains significant and the system continues to face saturation. This ongoing situation is elaborated on in greater detail below.¹³¹

4.3.1 Legal developments

Bill 8535 proposing amendments to the affordable housing system

Bill 8535,¹³² which has been introduced to Parliament on 29 April 2025, aims to abolish the sub-category of affordable housing dedicated to AIPs and BIPs (including beneficiaries of subsidiary protection - BSPs).¹³³ Further, the eligibility criteria for prospective tenants of affordable housing are proposed to be extended to include BIPs.¹³⁴

The Bill specifies that only very few requests from social developers to build affordable housing dedicated to AIPs, BIPs and BSPs are made and that the National Reception Office (ONA) is better equipped to meet the specific housing needs of AIPs.¹³⁵ Therefore, these changes are proposed to improve the overall effectiveness of the affordable housing system by abolishing the sub-category of affordable housing for AIPs, BIPs and BSPs, with a view to bring legislation into line with current needs and market realities.¹³⁶

¹²⁸ Reply to Parliamentary Question 2222, Durée de la procédure d'examen des demandes de protection internationale, 30 April 2025

¹²⁹ Reply to Parliamentary Question 3095, Demandes de protection internationale, 18 November 2025

¹³⁰ Reply to Parliamentary Question 3095, Demandes de protection internationale, 18 November 2025

¹³¹ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d'activité 2025, p. 203, p. 206, 12 June 2026, URL: <https://mfsva.gouvernement.lu/en/publications.gouvernement2024+en+publications+rapport-activite+minist-famille-integration-grande-region+mfamigr+2025-rapport-activite-mfsva.html>

¹³² Bill 8535 amending 1° the amended law of August 7, 2023, on affordable housing; 2° the amended law of September 21, 2006, on residential leases and amending certain provisions of the Civil Code. Introduced to the Chamber of Deputies on 29 April 2025, URL: https://wdocs-pub.chd.lu/docs/Dossiers_parlementaires/8535/20250527_Depot.pdf

¹³³ Bill 8535, Article 7 of the proposed Law shall amend Article 12 of the Law of 7 August 2023 on affordable housing

¹³⁴ Bill 8535, Article 29 of the proposed Law shall amend Article 55 of the Law of 7 August 2023 on affordable housing

¹³⁵ Bill 8535, Article 4 of the proposed Law shall amend Article 7 of the Law of 7 August 2023 on affordable housing

¹³⁶ Bill 8535

4.3.2 Statistical developments in reception and support measures

Figure 24 visualises a socio-demographic snapshot of the population hosted in accommodation facilities. By the end of December 2025, ONA housed a total of 7 421 people (2 605 or 35,1% AIPs, 2 181 or 29,4% BIPs, 1 851 or 24,9% BTPs and 784 or 10,6% other residents)¹³⁷ in its 73 facilities (18 directly managed by ONA, 25 by the Luxembourgish Red Cross, 25 by Hëllef um Terrain (HUT), one by Inter-Actions, three jointly managed by ONA and Inter-Actions and one jointly managed by the Red Cross and HUT). In addition, 1 149 BTPs and 169 AIPs were accommodated privately.¹³⁸ In 2025, 2 970 people left ONA accommodation facilities.¹³⁹

71 additional beds were added to the ONA network in 2025, increasing the total number of beds from 8 205 to 8 276. A total of 1 204 families were accommodated in ONA structures in 2025. 368 beds remained unoccupied as they were located in rooms assigned to families and were consequently unavailable for allocation to other individuals, while 167 beds were undergoing renovations. While no new structures were opened in 2025, several projects are under development and discussions with municipalities are ongoing to further expand the network in the coming years.¹⁴⁰ Figure 25 gives a detailed breakdown of the evolution of beds and people hosted since 2016.

Preparatory work and planning phases for improvement and expansion projects were actively carried out throughout 2025, in close cooperation with local authorities, but no major renovations of structures were completed before the end of the year.¹⁴¹

¹³⁷ Information obtained from ONA on 16 January 2026

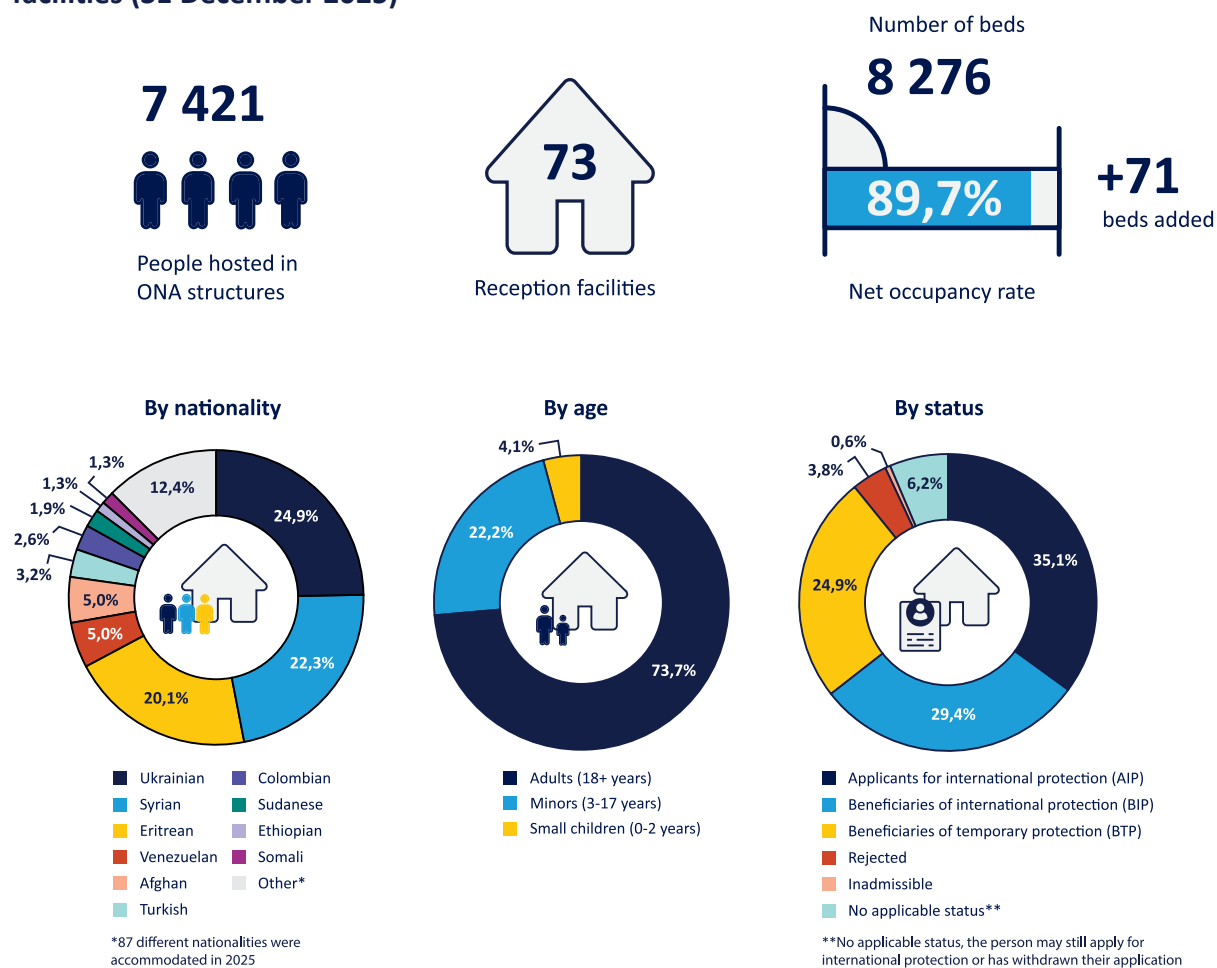
¹³⁸ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d'activité 2025, p. 207, 12 June 2026

¹³⁹ Reply to Parliamentary Question 3266, Notifications d'expulsion adressées aux personnes hébergées dans les structures de l'ONA, 20 January 2026, URL : https://wdocs-pub.chd.lu/docs/exped/2026/01/QP_61796_1768903806950.pdf

¹⁴⁰ Information obtained from ONA on 16 January 2026

¹⁴¹ Information obtained from ONA on 16 January 2026

Figure 24 Socio-demographic snapshot of the population hosted in accommodation facilities (31 December 2025)



Source: Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees 2026, © University of Luxembourg, 2026

After being granted international protection status, BIPs are eligible to prolong their stay in ONA accommodation structures for up to 12 months, giving them the possibility of finding housing outside the ONA network. Once this period has elapsed, the people concerned are informed by formal notice that they must leave the housing facility within a month (which may be extended based on their individual situation). In 2025, 559 people received such a formal notice but only eight people were actually evicted.¹⁴²

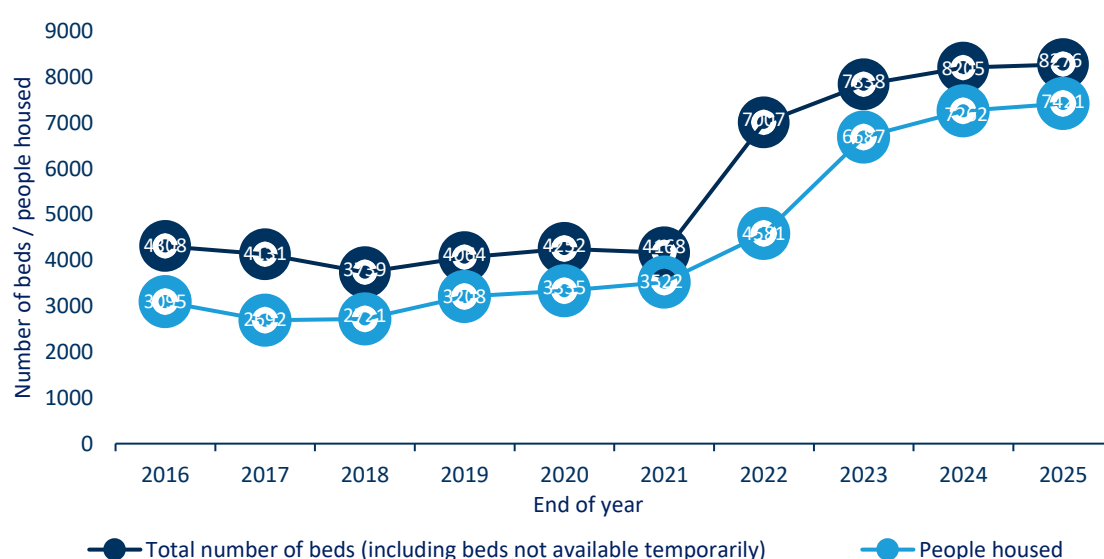
As in previous years, the number of BIPs who remain in ONA structures is high, representing almost a third (29,4%) of all people accommodated. In comparison to 2024, the percentages of AIPs (from 41,7% in 2024 to 35,1% in 2025) and BIPs (from 31,2% in 2024 to 29,4% in 2025) in ONA structures have decreased, while the percentage of BTPs in the ONA network has slightly increased during the same period (from 21,1% in 2024 to 24,9% in 2025).

¹⁴² Reply to Parliamentary Question 3266, Notifications d'expulsion adressées aux personnes hébergées dans les structures de l'ONA, 20 January 2026

The net occupation rate, which is calculated by dividing the number of occupied beds by the total number of beds, was of 89,7% in 2025, which is fairly similar to 2024 (88,5%).¹⁴³

Figure 24 also gives a detailed breakdown of the population hosted in accommodation facilities by nationality. Ukrainians (24,9%), Syrians (22,3%) and Eritreans (20,1%) represented the three major nationalities hosted in ONA structures in 2025, accounting for 67.3% of all residents. The overall composition of the population hosted in accommodation structures barely changed compared to 2024. Ethiopian (9th in 2025) and Somali (10th in 2025) nationals have replaced people from Cameroon (9th in 2024) and Iraq (10th in 2024) when comparing the ten most important groups in 2025 and 2024.¹⁴⁴

Figure 25 Evolution of number of beds and people hosted in reception facilities (2016-2025)



Source: Ministry of Foreign and European Affairs 2024, Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees 2025- 2026 © University of Luxembourg, 2026.

4.3.3 Accommodation

Summarising governmental measures taken to include municipalities to receive AIPs

In July 2024, all municipalities were proactively contacted by [Circular 2024-061](#) to raise awareness of the urgent need to increase reception-capacities. The Minister in charge of reception of refugees engages directly with municipalities which are contacted on an ongoing basis to mobilise additional capacity, this includes municipalities with existing sites and also municipalities that do not yet have temporary accommodation facilities for applicants for international protection (SHTDPI) on their territory. As of end of 2025, bilateral discussions have been held with 52 local authorities.

¹⁴³ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d'activité 2025, p. 207, 12 June 2026

¹⁴⁴ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d'activité 2025, p. 207-208, 12 June 2026

The issue was also raised during the signing ceremonies for the municipal pact for intercultural living together¹⁴⁵ (Gemengepakt), which has been signed by 52 municipalities to date.¹⁴⁶

Announcement of a pilot project for setting up a residents' advisory committee in a reception facility

During the meeting of the Parliamentary Commission for Family Affairs, Solidarity, Living Together, Reception of Refugees, Gender Equality and Diversity on 29 September 2025¹⁴⁷, it was announced that a pilot project for setting up a residents' advisory committee in a reception facility has been launched.¹⁴⁸ The aim of this pilot project is to formalise the framework, establish the operating procedures and understand the challenges associated with setting up such a committee in a reception facility.

The proposed concept will be tested as a pilot project throughout 2026 within the "Cité Espérance" facilities (for BTPs) in Esch-sur-Alzette and in Hesperange (for AIPs). Regular assessments will be carried out and presented to the Monitoring Group and Steering Committee, which include representatives from the facility manager and the ONA. Once a review of this pilot project has been conducted, an informed decision on the final implementation of the concept will be taken.¹⁴⁹

The creation of such a committee will be an important additional mechanism for residents' participation and empowerment. Such committees shall become a central tool in the community approach, allowing residents, in a formalised, structured, and supported space to:

- express their expectations, concerns and proposals regarding daily life in the facility;
- participate in decision-making on certain organisational matters (maintenance of common areas, activity programming, shared operating rules);
- initiate and carry out collective projects, with the support of the educational or social team.

This system thus encourages positive initiatives while preventing informal conflicts or frustrations linked to feelings of exclusion or imposed passivity.¹⁵⁰

¹⁴⁵ In which municipalities commit to strengthening intercultural cohesion at the local level, improving citizen participation and combating all forms of racism and discrimination awareness on this issue is raised

¹⁴⁶ Reply to Parliamentary Question 2905, Structures d'accueil pour les demandeurs d'une protection internationale, 02 December 2025, URL: https://wdocs-pub.chd.lu/docs/exped/2025/12/QP_61236_1764661824303.pdf

¹⁴⁷ Commission de la Famille, des Solidarités, du Vivre ensemble, de l'Accueil, de l'Égalité des genres et de la Diversité, Réunion du 29 septembre 2025, URL : <https://www.chd.lu/fr/meeting/13665>

¹⁴⁸ As provided for in Article 10(7) of the Law of 18 December 2015

¹⁴⁹ Reply to Parliamentary Question 3090, Structures d'hébergement pour demandeurs d'asile, 02 December 2025, URL: https://wdocs-pub.chd.lu/docs/exped/2025/12/QP_61252_1764673400152.pdf

¹⁵⁰ Reply to Parliamentary Question 3090, Structures d'hébergement pour demandeurs d'asile, 02 December 2025

4.3.4 Enhancing employability

Steps to enhance the employability of AIPs, BIPs, and BTPs developed by the inter-ministerial platform

The Division of Living Together (*Division du vivre-ensemble interculturel* - DVEI) of the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), presides over an inter-ministerial platform to enhance the employability of AIPs, BIPs, and BTPs created in 2024.¹⁵¹ The aim of the platform is to facilitate financial independence of AIPs, BIPs, and BTPs, speed up their transition out of ONA reception facilities, and promote their integration into society.¹⁵²

The Minister of Labour clarified that the platform mainly discussed the impact of Directive (EU) 2024/1346 on early access of AIPs to the labour market via a temporary occupation permit (AOT), the establishment of a competence assessment system to evaluate employability as early as possible, and the introduction of a language training programme for AIPs.¹⁵³

The work of the platform continued in 2025, by developing an innovative program in the context of the [“Jobday” initiative](#), coordinated by ADEM and ONA. AIPs had the opportunity to participate in both the Horeca Jobday (for the Hotel, Restaurant and Café sector) in March and in the FLAD Jobday (for the Food and Retail sector) in October 2025.¹⁵⁴

For a more in-depth analysis on the employability of AIPs, BIPs and BTPs, see Chapter 7.5 - *Luxembourg’s labour market through a migration lens*.

Approval of Motion 4622 on the abolition of temporary occupation permits (AOT) for AIPs

On 16 October 2025, the Luxembourgish Parliament approved¹⁵⁵ Motion 4622 on the abolition of AOTs for AIPs.¹⁵⁶

The motion highlighted that the processing time for international protection applications often exceeds the standard processing period (six months) and that AIPs can only apply for an AOT at the earliest, six months after introducing their application. Access to the labour market remains restricted even when AIPs are granted an AOT, as this permit must be renewed every six months and is limited to a single profession.

¹⁵¹ For more information, please refer to section 4.3.3.7 (p. 61-62) of EMN Luxembourg’s Asylum and Migration Overview 2024

¹⁵² Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d’activité 2025, p. 204-205, 12 June 2026

¹⁵³ Reply to Parliamentary Question 2672, Intégration professionnelle des demandeurs de protection internationale et des réfugiés, 31 July 2025, URL : https://wdocs-pub.chd.lu/docs/exped/2025/07/QP_59769_1753960581576.pdf

¹⁵⁴ Reply to Parliamentary Question 2149, Initiatives favorisant l’employabilité des demandeurs et bénéficiaires de protection internationale, 29 April 2025, URL: https://wdocs-pub.chd.lu/docs/exped/2025/04/QP_58694_1745921068781.pdf

¹⁵⁵ Approved by 55 votes against 5 votes

¹⁵⁶ Parliament, Motion 4622 on the abolition of temporary occupation permits (AOT) for AIPs, Introduced to Parliament during public session 100 and approved by Parliament during public session 101 on 16 October 2025, URL: https://wdocs-pub.chd.lu/docs/Motions_Resolutions/Motion_4622/20251016_MotionVotee.pdf

Given the persistent labour shortages and considering that the government program explicitly foresees that AIPs may conclude a work contract in sectors facing severe labour shortages four months after introducing their international protection application, the motion requests that the Luxembourgish Government:

- introduces a bill¹⁵⁷ reducing the period after which AIPs may request an AOT from six to four months;
- enables AIPs holding an AOT to access ADEM's services;
- facilitates administrative procedures for employers looking to temporarily employ AIPs;
- introduces measures to facilitate AIP's access to entrepreneurship and self-employment.¹⁵⁸

4.4 Family reunification

Bill 8586 proposes amendments to the family reunification of BIPs

From 2022 to 2024, a total of 1 409 authorisations to stay were issued in the context of family reunification of BIPs, with an additional 464 applications still being processed at the time Bill 8586 was introduced.¹⁵⁹ This bill proposes amendments to the family reunification procedure for BIPs with the aim of limiting family reunification to already established relationships and to the nuclear family.¹⁶⁰

More specifically, the bill restricts cases in which the application for family reunification with a spouse or partner with whom the relationship was established after the sponsor entered the country, as well as with specific family members outside the nuclear family. The bill foresees that the applicant must fulfil the same requirements that any legally residing third country national will have to fulfil for family reunification excluding the application of the simplified procedure.¹⁶¹

On 24 September 2025, the Minister of Home Affairs stated that, as neighbouring countries had introduced more restrictive rules regarding family reunification for BIPs, Luxembourg, having a more favourable system, was left susceptible to secondary movements, creating additional pressure for the already highly saturated ONA network of accommodation facilities.¹⁶²

¹⁵⁷ The motion requests that this bill shall be introduced in the first quarter of 2026

¹⁵⁸ Parliament, Motion 4622, approved on 16 October 2025

¹⁵⁹ Bill 8586 amending the amended Law of 29 August 2008 on the free movement of persons and immigration, p.3, Introduced to Parliament on 21 July 2025, URL : https://wdocs-pub.chd.lu/docs/Dossiers_parlementaires/8586/20260128_Depot.pdf

¹⁶⁰ Bill 8586, Article 6 of the proposed law shall replace Article 69, paragraph 3, the 2nd sentence of the amended Law of 29 August 2008 on the free movement of persons and immigration

¹⁶¹ Bill 8586, Article 6 of the proposed law shall replace the 2nd sentence of paragraph 3 in Article 69 of the amended Law of 29 August 2008 on the free movement of persons and immigration

The simplified procedure applies to BIPs who request family reunification within 6 months of having obtained their status

¹⁶² Commission of Home Affairs, Minutes of the meeting held on 24 September 2025, p. 12, URL: https://wdocs-pub.chd.lu/docs/Reunions/2023_AI/aO0Mz00000BKsvNMAX/20260225_PV.pdf

4.5 Temporary protection

During its meeting in Luxembourg on 13 June 2025, the Council of the EU gave unanimous support for the proposal on the extension of temporary protection until 4 March 2027.¹⁶³ Talks on a strategy to phase out temporary protection began in parallel.¹⁶⁴

The Ministry of Home Affairs informed that biometric cards issued to beneficiaries of temporary protection with an expiry date of 4 March 2026 must be renewed so that beneficiaries can continue to exercise their rights. To this end, all beneficiaries have received a letter between 28 November 2025, and 6 February 2026, explaining how to renew their biometric card.¹⁶⁵

4.5.1 Statistical developments in temporary protection

In 2025, 1 064 people registered for temporary protection in Luxembourg. After declining for two years, the number of requests increased again by 17,3% compared to 2024. The approval rate in 2025 was 91,7%, which is slightly higher compared to 2023 (86,3%) and 2024 (87,3%), but remains under the 2022-level (95,2%). On 31 December 2025, 4 065 people had temporary protection status in Luxembourg, which is 192 more than at the end of 2024.¹⁶⁶ For a comprehensive overview of temporary protection requests and decisions since 2022, see Figure 26 below.

¹⁶³ Guichet.lu, Requesting temporary protection, URL: <https://guichet.public.lu/en/citoyens/immigration/ukraine/protection-temporaire-ukraine/protection-temporaire.html>

Council of the EU, EU member states agree to extend temporary protection for refugees from Ukraine, 13 June 2025, URL: <https://www.consilium.europa.eu/en/press/press-releases/2025/06/13/eu-member-states-agree-to-extend-temporary-protection-for-refugees-from-ukraine>

Ministry of Home Affairs, Léon Gloden au Conseil "Justice et Affaires intérieures" de l'Union, Press release, 13 June 2025, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/communiqués/2025/06-juin/13-gloden-conseil-ue-justice-affaires-interieures.html

¹⁶⁴ Council of the EU, EU member states agree to extend temporary protection for refugees from Ukraine, 13 June 2025

Ministry of Home Affairs, Léon Gloden au Conseil "Justice et Affaires intérieures" de l'Union, Press release, 13 June 2025

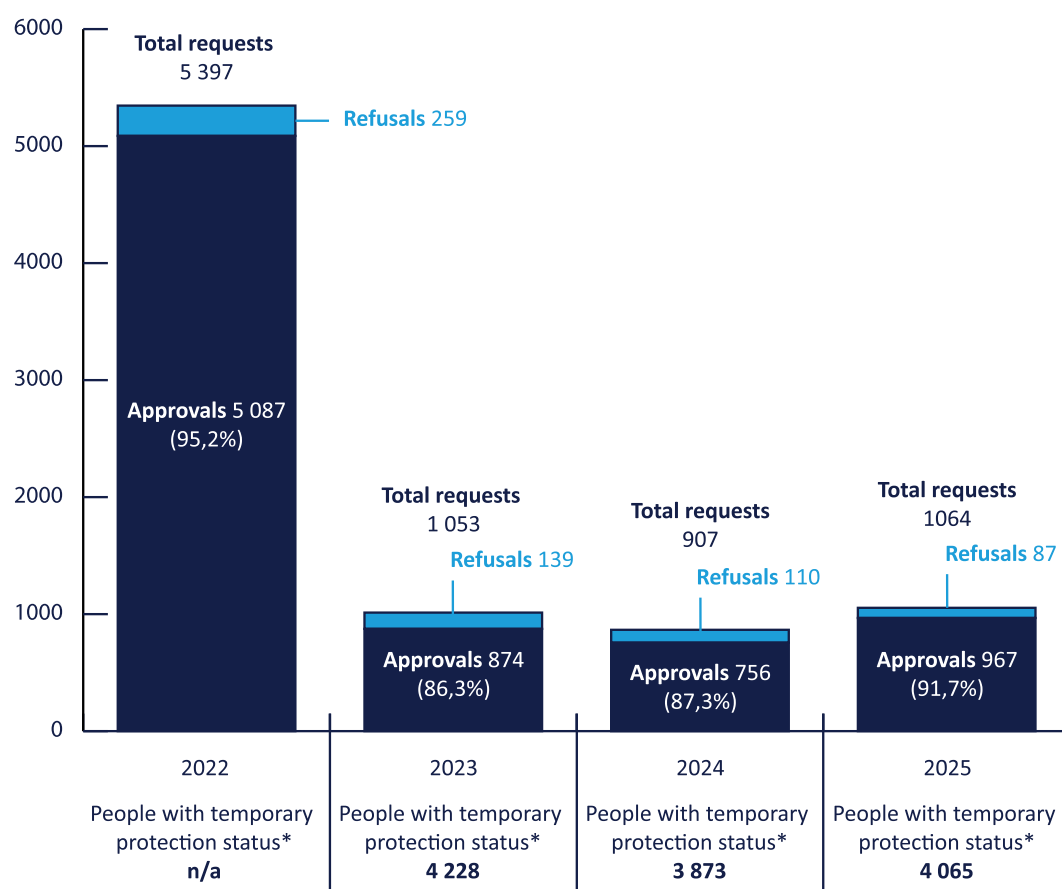
¹⁶⁵ Ministry of Home Affairs (MAINT), La protection temporaire des réfugiés ukrainiens prolongée, Press release, 13 February 2026, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/communiqués/2026/02-fevrier/13-maint-protection-temporaire.html

¹⁶⁶ Ministry of Foreign and European Affairs (MAE), Bilan de l'année 2022 en matière d'asile, d'immigration et d'accueil, 22 February 2023
Ministry of Home Affairs (MAINT), Rapport d'activités 2023 du ministère des Affaires intérieures, p. 73, 29 February 2024

Ministry of Home Affairs (MAINT), Bilan 2024 en matière d'asile et d'immigration, p. 8, 3 February 2025

Ministry of Home Affairs (MAINT), Rapport d'activités 2025, p. 68, 9 March 2026

Figure 26 Temporary protection 2022-2025: requests and decisions



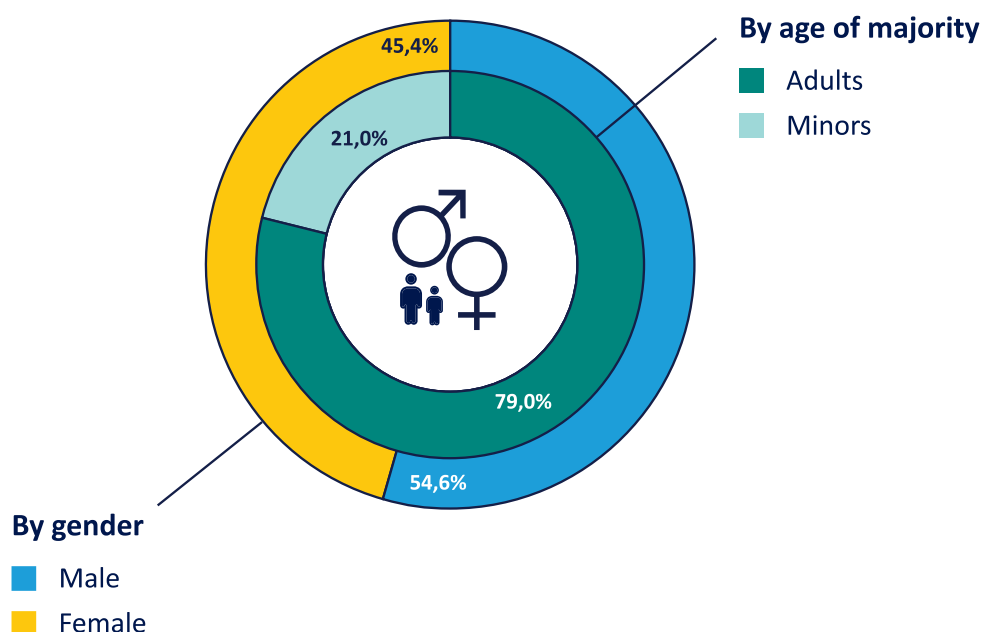
*as of 31 December of that year

Source: Ministry of Foreign and European Affairs 2023, Ministry of Home Affairs 2024-2026 © University of Luxembourg 2026

As in 2024, Ukrainian nationals represented the vast majority (92,1%) of all applicants for temporary protection in 2025, followed by Algerian (2,3%) and Moroccan (1%) nationals. However, the gender demography has changed compared to 2024. While in 2024, 51,3% of all requesters were female, this share has decreased to only 45,4% in 2025. Conversely, the share of male applicants has increased from 48,7% to 54,6%. The share of minors in the requesting population has remained almost the same (21,8% in 2024 and 21,0% in 2025). Figure 27 visualises the request for temporary protection by gender and age of majority.¹⁶⁷

¹⁶⁷ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 68-69

Figure 27 Requests for temporary protection – by gender and age of majority



Source: Ministry of Home Affairs, 2026. © University of Luxembourg, 2026

The increase of applications for temporary protection in 2025 was also reflected in the number of BTPs newly arriving in ONA accommodation structures. In 2025, 868 BTPs were newly accommodated in ONA facilities, which represents a substantial increase of 211 BTPs (+32,1%) compared to the previous year. BTPs represent 24,9% of all people residing in the ONA network in 2025, as shown in Figure 24. Besides the 1 851 BTPs hosted in ONA structures in 2025, an additional 1 149 BTPs were residing in private housing while still receiving financial and social support.¹⁶⁸

4.5.2 Access to basic services and support

End of programme for supported housing for BTPs

Due to an exhaustion of financial resources for a supported housing-programme for BTPs (*Logement indépendant*), which came from private donations,¹⁶⁹ the Luxembourgish Red Cross had to end the programme at the beginning of March 2025. The Red Cross decided to extend its support to other groups who are affected by the general shortage of affordable housing.¹⁷⁰

¹⁶⁸ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees, Rapport d'activité 2025, p. 185-186, 24 April 2026

¹⁶⁹ Stefan Kunzmann, Wieder auf Anfang: Ukraine-Flüchtlinge müssen mitunter zurück ins „Centre de primo-accueil“ (Odyssee im Land der Hoffnung, Tageblatt, URL: <https://www.tageblatt.lu/Nachrichten/Wieder-auf-Anfang-Ukraine-Fluechtlinge-muessen-mitunter-zurueck-insCentre-de-primo-accueil-11040.html>)

¹⁷⁰ Stefan Kunzmann, Wieder auf Anfang: Ukraine-Flüchtlinge müssen mitunter zurück ins „Centre de primo-accueil“ (Odyssee im Land der Hoffnung, Tageblatt)

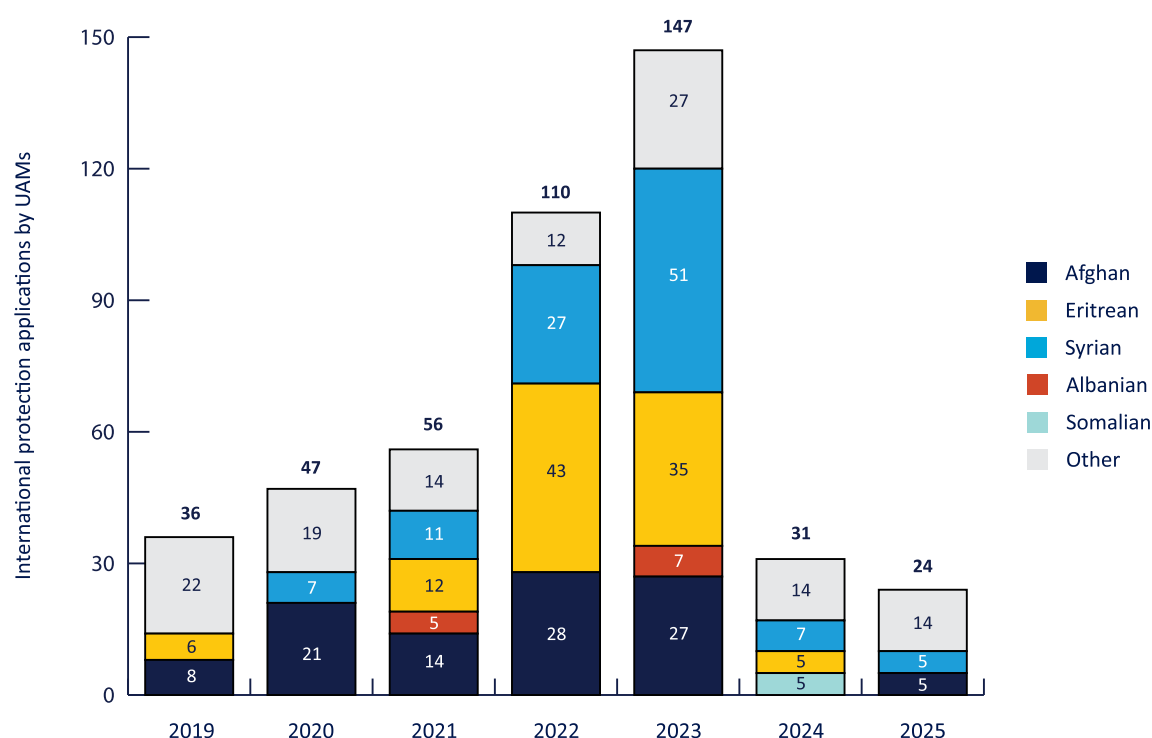
While 80 families had to move out of about 57 apartments, given their BTP-status, these tenants are eligible to resort to accommodation provided by the ONA, which might entail a stay at the initial reception facility (*Centre de primo-accueil*). However, according to the Red Cross, different private housing solutions could be found for around 30 of the affected families by mid-June 2025.¹⁷¹

4.6 Unaccompanied minors

4.6.1 Statistical developments

In 2025, the DGIM recorded 24 applications for international protection by unaccompanied minors (UAMs), this number marks a record low since 2019. Six fewer applications were introduced in 2025 than in 2024. Of the 24 UAMs that applied for international protection in 2025, the two most important nationalities were Syrian and Afghan (five applications each).¹⁷²

Figure 28 Unaccompanied minors applying for international protection (2019-2025) – by nationality



Source: Ministry of Foreign and European Affairs, 2021-2023 and Ministry of Home Affairs, 2026. © University of Luxembourg, 2026

¹⁷¹ Stefan Kunzmann, Schandflecken der Absurdität - Die Unterbringung von Flüchtlingen offenbart das Versagen des Luxemburger Staates, *Tageblatt*, 2 June 2025, <https://www.tageblatt.lu/Nachrichten/Die-Unterbringung-von-Fluechtlingen-offenbart-das-Versagen-des-Luxemburger-Staates-8972.html>

Stefan Kunzmann, Wieder auf Anfang: Ukraine-Flüchtlinge müssen mitunter zurück ins „Centre de primo-accueil“ (Odyssee im Land der Hoffnung), *Tageblatt*, 1 April 2025

Luc Caregari, Asylpolitik - Ukrainische Geflüchtete vor ungewisser Zukunft, *Reporter.lu*, 7 May 2025, URL:

<https://www.reporter.lu/luxemburg-asylpolitik-ukrainische-gefluechtete-vor-ungewisser-zukunft>

Luc Caregari, Ukrainische Geflüchtete - Wenn das Rote Kreuz auf Zwangsraumung klagt, *Reporter.lu*, 26 June 2025,

<https://www.reporter.lu/luxemburg-ukrainische-gefluechtete-wenn-das-rote-kreuz-auf-zwangsraeumung-klagt>

¹⁷² Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 66

4.6.2 Reception of unaccompanied minors and procedural aspects

The experienced decrease in arriving UAMs allows the Ministry of Education, Children and Youth (MENEJ) to anticipate and prepare for a possible future resurgence in demand.¹⁷³

Changes to UAM accommodation facilities

In 2025, efforts to create additional and/or more suitable accommodation facilities for UAMs to guarantee suitable accommodation continued.¹⁷⁴

On 7 November 2025, HUT opened a new accommodation structure for UAMs in Hoscheid for 18 young people.¹⁷⁵

In 2025, the Luxembourg Red Cross moved 18 unaccompanied minors from the Lily Unden reception centre in Luxembourg City to more suitable facilities in Contern, creating two smaller groups (8 and 10 minors, respectively).¹⁷⁶

Law of 17 September 2025 on the reformed ECRIS system

The Law of 17 September 2025¹⁷⁷ was passed in the context of the reform of the European Criminal Records Information System (ECRIS), with the aim of extending the processing of criminal record data beyond EU citizens to also cover third-country nationals (TCNs).¹⁷⁸ The Law entered into force on 23 September 2025 and applies to convicted adult TCNs, as well as to convicted minors and unaccompanied minors.

The Law serves a dual legislative purpose: it transposes Directive (EU) 2019/884 of the European Parliament and of the Council of 17 April 2019,¹⁷⁹ and implements Regulation (EU) 2019/816 of the European Parliament and of the Council of 17 April.¹⁸⁰

For more information see Chapter 5.1 on External Schengen Borders.

¹⁷³ Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 76, 2 March 2026

¹⁷⁴ Reply to Parliamentary Question 2323, Structures pour mineurs non accompagnés, 20 June 2025, URL: https://wdocs-pub.chd.lu/docs/exped/2025/06/QP_59229_1750424921771.pdf

¹⁷⁵ Information obtained from HUT on 12 January 2026

¹⁷⁶ Information obtained from the Luxembourg Red Cross on 22 December 2025

¹⁷⁷ Law of 17 September 2025. Published in Memorial A406 of 19 September 2025, URL: <https://legilux.public.lu/eli/etat/leg/loi/2025/09/17/a406/jo>

¹⁷⁸ Bill 7881 on the exchange of information relating to nationals of countries outside the European Union as well as the European Criminal Records Information System (ECRIS). Introduced into Parliament on 10 September 2021, URL: https://wdocs-pub.chd.lu/docs/Dossiers_parlementaires/7881/20250515_Dep%C3%B4t.pdf
<https://www.chd.lu/wps/portal/public/Accueil/TravailALaChambre/Recherche/RoleDesAffaires?action=doDocpaDetails&id=7881>

¹⁷⁹ European Parliament and the Council, Directive (EU) 2019/884 of the European Parliament and of the Council of 17 April 2019 amending Council Framework Decision 2009/315/JHA, as regards the exchange of information on third-country nationals and as regards the European Criminal Records Information System (ECRIS), and replacing Council Decision 2009/316/JHA, 7 June 2019, URL: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32019L0884>

¹⁸⁰ European Parliament and the Council, Regulation (EU) 2019/816 of the European Parliament and of the Council of 17 April 2019 establishing a centralised system for the identification of Member States holding conviction information on third-country nationals and stateless persons (ECRIS-TCN) to supplement the European Criminal Records Information System and amending Regulation (EU) 2018/1726, 22 April 2019, URL: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32019R0816>

4.7 Other developments

Medical evacuations of patients from Gaza to Luxembourg

As of August 2025, in collaboration with the WHO, 24 medical evacuations have been conducted via the Union Civil Protection Mechanism, resulting in the evacuation of 306 patients and 722 companions. Together with ten other EU Member States, Luxembourg is participating in the European medical evacuation program (MedEvac) for injured or sick people from the Gaza Strip.¹⁸¹

Within the framework of this cooperation, Luxembourg organized and supported medical evacuations and transfers, including the evacuation of an infant in January 2025 and the transport of patients in March.¹⁸² Two patients, each accompanied by a family member, were transferred to Luxembourg on 10 April 2025 under the coordination of the Ministry of Health.¹⁸³ The people evacuated from the Gaza Strip were granted long stay visas (D visa) and continued to receive treatment in Luxembourg.¹⁸⁴

¹⁸¹ DG ECHO, (European Commission's Civil Protection and Humanitarian Aid Operations department), Palestine, 26 September 2025, https://civil-protection-humanitarian-aid.ec.europa.eu/where/middle-east-and-northern-africa/palestine_en

¹⁸² Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade (MAE), #ActForHumanity – Journée mondiale de l'aide humanitaire 2025, Press release, 19 August 2025, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/communiques/2025/08-aout/19-act-for-humanity.html

¹⁸³ Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade (MAE), Ministry of Home Affairs (MAINT), Ministry of Health and Social Security (MS), Development Cooperation Directorate, Evacuation médicale de patients depuis Gaza vers le Luxembourg, Press release, 10 April 2025, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/communiques/2025/04-avril/10-evacuation-medical-gaza.html

¹⁸⁴ Information obtained by DGIM on 05 February 2026

5. BORDER MANAGEMENT AND IRREGULAR MIGRATION

5.1 External Schengen Borders

5.1.1 EU Entry/Exit System (EES)

Phased implementation of the EU Entry/Exit System (EES) from 12 October 2025

The implementation of Regulation (EU) 2017/2226¹⁸⁵ advances the process of modernizing and improving the management of the EU's external borders to ensure the safety within the Schengen Area.¹⁸⁶ In this context, the Entry/Exit System (EES) at the EU's external borders became operational in Luxembourg on 12 October 2025. The system will be implemented gradually until 9 April 2026 and is deployed at Luxembourg International Airport.¹⁸⁷

5.1.2 Integrated management of external borders

Government Council approves national integrated border management strategy

On 22 October 2025, the Government Council approved Luxembourg's national integrated border management strategy.¹⁸⁸ This strategy, which implements Regulation (EU) 2019/1896,¹⁸⁹ will contribute to an integrated, effective, and efficient management of external borders, thereby enhancing the security of Luxembourg and the Schengen Area.¹⁹⁰

5.1.3 European Criminal Records Information System (ECRIS)

Law of 17 September 2025 on the reformed ECRIS system

The Law of 17 September 2025¹⁹¹ came into force on 23 September 2025 and applies to convicted TCNs (please also refer to Chapter 4.6).

¹⁸⁵ European Parliament and the Council, Regulation (EU) 2017/2226 of the European Parliament and of the Council of 30 November 2017 establishing an Entry/Exit System (EES) to register entry and exit data and refusal of entry data of third-country nationals crossing the external borders of the Member States and determining the conditions for access to the EES for law enforcement purposes, and amending the Convention implementing the Schengen Agreement and Regulations (EC) No 767/2008 and (EU) No 1077/2011, 30 November 2017, URL: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32017R2226>

¹⁸⁶ Ministry of Home Affairs (MAINT), Mise en service progressive du système d'entrée/de sortie de l'UE (EES) à partir du 12 octobre 2025, Press release, 9 October 2025, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/communiques/2025/10-octobre/09-mise-en-service-ees.html

¹⁸⁷ Ministry of Home Affairs (MAINT), Mise en service progressive du système d'entrée/de sortie de l'UE (EES) à partir du 12 octobre 2025, Press release, 9 October 2025

¹⁸⁸ Conseil de gouvernement, Résumé des travaux du 22 octobre 2025, 22 October 2025, URL : https://gouvernement.lu/fr/actualites/toutes_actualites.gouvernement2024+fr+actualites+toutes_actualites+communiques+2025+10-octobre+22-conseil-gouvernement.html

¹⁸⁹ European Parliament and the Council, Regulation (EU) 2019/1896 of the European Parliament and of the Council of 13 November 2019 on the European Border and Coast Guard and repealing Regulations (EU) No 1052/2013 and (EU) 2016/1624, 14 November 2019, URL: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32019R1896>

¹⁹⁰ Conseil de gouvernement, Résumé des travaux du 22 octobre 2025, 22 October 2025

¹⁹¹ Law of 17 September 2025, amending the Law of 29 March 2013 on the organisation of criminal records for the purposes of: 1) transposing Directive (EU) 2019/884 of the European Parliament and of the Council of 17 April 2019 and 2) implementing Regulation (EU) 2019/816 of the European Parliament and of the Council of 17 April 2019. Published in Memorial A406 of 19 September 2025, URL: <https://legilux.public.lu/eli/etat/leg/loi/2025/09/17/a406/1o>

The Law provides a legal base for the exchange of national criminal records between Member States and stipulates that:

- The attorney general creates a data file in ECRIS-TCN for each TCN who has been convicted (including stateless persons and persons of unknown nationality). This file contains a code identifying Luxembourg as the sentencing state, as well as alphanumeric data, gender and, where such data has been collected, dactyloscopy data (fingerprints) of the person concerned. The file may contain facial images, the identity document number of the person concerned, as well as the name of the authority that issued them;¹⁹²
- Fingerprints, facial images and photographs of third-country nationals who have been convicted to a custodial sentence of at least six months are only collected by the Grand Ducal Police. This data is processed by the attorney general;¹⁹³
- The criminal record of a natural person, containing all their correctional or criminal sentences or detention orders in relation to a criminal procedure,¹⁹⁴ can now be requested by the Minister in charge of immigration and asylum, when assessing the existence of a threat to public policy, public or national security.¹⁹⁵

5.1.4 European Border and Coast Guard

Law of 11 March 2025 on the deployment of Frontex agents at Luxembourg's external border

The Law of 11 March 2025, which came into force on 24 March 2025,¹⁹⁶ implements Regulation (EU) 2019/1896¹⁹⁷ on the deployment of agents from the Frontex standing corps to the EU's external borders (the Luxembourg international airport being the only external border) and for support of return activities. The law establishes the legislative framework for the deployment of the standing corps in Luxembourg¹⁹⁸ in support of operational aspects of external border management, including access to European and national databases,¹⁹⁹ and returns by means of joint operations and rapid border interventions.²⁰⁰

¹⁹² Article 9 of the Law of 17 September 2025 creates a new Article 12-1 in the Law of 29 March 2013, URL: https://legilux.public.lu/eli/etat/leg/loi/2025/09/17/a406/lo#art_9

¹⁹³ Article 10 of the Law of 17 September 2025 creates a new Article 12-2 in the Law of 29 March 2013, URL: https://legilux.public.lu/eli/etat/leg/loi/2025/09/17/a406/lo#art_10

¹⁹⁴ Guichet.lu, Extract from the criminal record of a natural person (Record no. 2), <https://guichet.public.lu/en/citoyens/justice/certificats-copies-actes-casier-judiciaire/extrait-casier-judiciaire/casier-judiciaire-pers-physique.html>

¹⁹⁵ Article 4 of the Law of 17 September 2025 modifies Article 8 of the Law of 29 March of 2013, URL: https://legilux.public.lu/eli/etat/leg/loi/2025/09/17/a406/lo#art_4

¹⁹⁶ Law of 11 March 2025 implementing Regulation (EU) 2019/1896 of the European Parliament and of the Council of 13 November 2019 on the European Border and Coast Guard and repealing Regulations (EU) No 1052/2013 and (EU) 2016/1624. Published in Memorial A101 of 20 March 2025, URL: <https://legilux.public.lu/eli/etat/leg/loi/2025/03/11/a101/lo>

¹⁹⁷ European Parliament and the Council, Regulation (EU) 2019/1896 of the European Parliament and of the Council of 13 November 2019 on the European Border and Coast Guard and repealing Regulations (EU) No 1052/2013 and (EU) 2016/1624, 14 November 2019, URL: <https://eur-lex.europa.eu/eli/reg/2019/1896/oj>

¹⁹⁸ Reply to Parliamentary Question 700, Intervention de l'agence Frontex sur le territoire national, 7 May 2024, URL: <https://wdocs-pub.chd.lu/docs/exped/0147/102/295026.pdf>

¹⁹⁹ Article 8 of the Law of 11 March 2025, URL: https://legilux.public.lu/eli/etat/leg/loi/2025/03/11/a101/lo#art_8

²⁰⁰ Article 7 of the Law of 11 March 2025, URL: https://legilux.public.lu/eli/etat/leg/loi/2025/03/11/a101/lo#art_7

Members of Frontex' standing corps only act on the instructions and in the presence of a member of the Airport Police unit or the DGIM and perform border guard duties.²⁰¹ The law further specifies the means of restraint that team members are allowed to carry²⁰² and limits the use of force to legitimate defence²⁰³ (in accordance with the Criminal Code²⁰⁴).

The Law of 11 March 2025 thus enables Luxembourg to contribute to the smooth running of the Schengen area, and to ensure its ability to react at to potential challenges at its external border.²⁰⁵

2025-deployments

In 2025, Luxembourg continued to contribute to Frontex standing corps, by deploying four Luxembourgish agents for long-term missions (three in 2024) and 30 for short-term missions (23 in 2024). The General Department of Immigration has a coordinating role and collaborates with the Human Resources Directorate of the Grand-Ducal Police.

The DGIM also seconds officers as part of Frontex missions and, in 2025, detached two agents on long-term missions and two agents on short-term missions (debriefing agent and return specialist).²⁰⁶

Luxembourg is contributing to aerial surveillance and search and rescue (SAR) missions at the EU's external borders by making a helicopter available for joint operations coordinated by Frontex since 2017. In 2025, the Luxembourg asset was based in Lampedusa (Italy) to support the JO Italy joint operation, and it took part in 12 search and rescue missions (compared to 24 missions in 2024) involving 321 migrants.²⁰⁷

5.2 Situation at the internal borders

5.2.1 Celebrating freedom of movement

On 14 June 2025, Luxembourg celebrated the 40th anniversary of the Schengen Agreement on the ship Princess Marie-Astrid Europa where the Agreement was signed on 14 June 1985 by Belgium, France, Germany, Luxembourg, and the Netherlands.

²⁰¹ In accordance with [Regulation \(EU\) 2016/399](#) and national law

Articles 2 and 3 of the Law of 11 March 2025, URL: https://legilux.public.lu/eli/etat/leg/loi/2025/03/11/a101/jo#art_2

²⁰² When deployed to the Airport Police unit, team members are authorised to carry and transport individual or collective means of restraint that form part of their basic equipment according to the law of their country of origin, provided that these means of restraint can be carried and transported by officers of the Grand Ducal Police under national legislation

²⁰³ Articles 5 & 6 of the Law of 11 March 2025, URL: https://legilux.public.lu/eli/etat/leg/loi/2025/03/11/a101/jo#art_5

²⁰⁴ Article 416 of the Criminal Code, URL: https://legilux.public.lu/eli/etat/leg/code/penal/20251219#art_416

²⁰⁵ Bill 8430 implementing Regulation (EU) 2019/1896 of the European Parliament and of the Council of 13 November 2019 on the European Corps of Border Guards and Coastguards and repealing Regulations (EU) No 1052/2013 and (EU) 2016/1624. Introduced to Parliament on 30 July 2024, URL: <https://wdocs-pub.chd.lu/docs/exped/0148/165/297658.pdf>

²⁰⁶ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 82

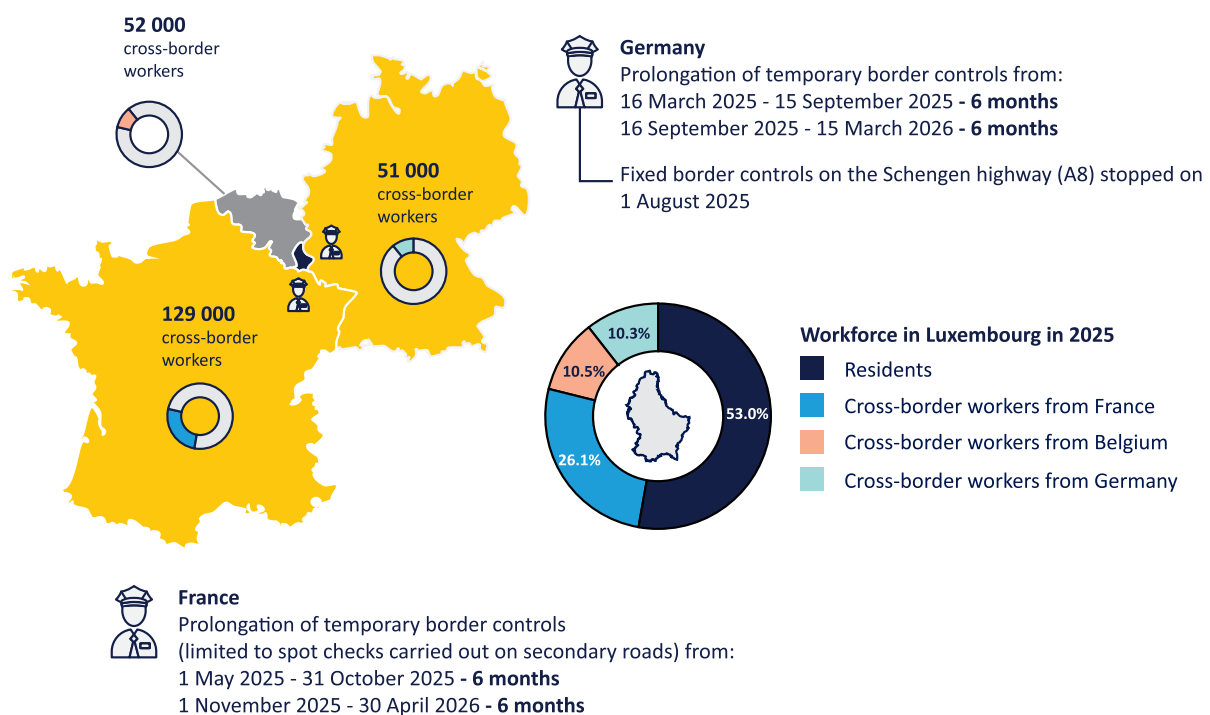
²⁰⁷ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 82

The Deputy Prime Minister reminded on this occasion of the importance of defending the principle of free movement: every day, 3,5 million internal border crossings take place within the Schengen area, and nearly 1,7 million citizens live in one Schengen country while working in another.²⁰⁸

The year 2025 also marks the 65th anniversary of free movement within the Benelux region. The Benelux Union has always been, and remains, a testing ground for innovative policies, many of which have inspired the European integration process.²⁰⁹

5.2.2 Ongoing controls at German and French borders

Figure 29 Prolongation of temporary border controls by Germany and France and cross-border workforce in Luxembourg in 2025 (by residence)



Source: Grand Ducal Police, 2025, European Commission and STATEC, 2026. © University of Luxembourg, 2026

²⁰⁸ Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade; Ministry of the Economy, 40e anniversaire de la signature de l'accord de Schengen, Press release, 14 June 2025, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/articles/2025/06-juin/16-40-anniversaire-schengen.html

²⁰⁹ Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade (MAE), Journée Benelux et 65 ans de libre circulation des personnes au sein du Benelux, Press release, 5 September 2025, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/communiqués/2025/09-septembre/05-journee-benelux-invitation.html

Prolongation of controls at German borders and filed complaint to the European Commission

In a public hearing on 13 February 2025,²¹⁰ the Luxembourgish Government reaffirmed that maintaining compliance with the Schengen Agreement is a key priority, calling for the preservation of open internal borders through stronger external border controls and the implementation of the EU Pact on Migration and Asylum, alongside effective use of existing tools such as the Entry/Exit System (EES) and visa policies.

The Government noted that France's border controls differ from Germany's in that they are mobile and less obstructive to cross-border movement and questioned whether this more unpredictable approach might be more effective. Luxembourg has initiated discussions with other EU Member States and continues diplomatic exchanges at both administrative and governmental levels, including ongoing dialogue with Germany.²¹¹

On 14 February 2025,²¹² the Luxembourgish Government filed a complaint with the EU Commission as it considers that Germany's justification to limit irregular migration into Germany violates the Schengen Agreement. On 13 June 2025, the Minister of Home Affairs reminded the Commission that Luxembourg is awaiting a response on the necessity and proportionality of internal border controls.²¹³ The Minister continued to remind the Commission that the opinion due for 16 September 2025 had still not been delivered.²¹⁴ The Government states that taking Germany to the European Court of Justice would not be effective due the length of the judicial procedure which goes beyond the duration of the temporary border controls.²¹⁵

²¹⁰ Parliament, Séance publique n°68, Prise de position du Gouvernement, 13 February 2025, [URL:https://www.chd.lu/fr/seance/2997](https://www.chd.lu/fr/seance/2997)

²¹¹ Parliament, Séance publique n°68, Prise de position du Gouvernement, 13 February 2025

Reply to Parliamentary Question 2306, Contrôles aux frontières avec l'Allemagne, 15 May 2025, URL: https://wdocs-pub.chd.lu/docs/exped/2025/05/QP_58870_1747403460483.pdf

²¹² Bernard Thomas, Borderline, Lëtzebuurger Land, 13 June 2025, 2025, p. 3-4, URL : <https://www.land.lu/page/article/856/342856/FRE/index.html>

²¹³ Ministry of Home Affairs (MAINT), Léon Gloden au Conseil "Justice et Affaires intérieures" de l'Union, Press release, 13 June 2025, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/communiqués/2025/06-juin/13-gloden-conseil-ue-justice-affaires-interieures.html

²¹⁴ Information obtained from DGIM on 5 February 2026

²¹⁵ Parliament, Séance publique n°68, Prise de position du Gouvernement, 13 February 2025

The Minister of Home Affairs announced on 8 July 2025 that the fixed border controls on the Schengen highway (A8) will stop on 1 August 2025,²¹⁶ that cross-border cooperation between the Grand Ducal Police and the German Bundespolizei (German Federal Police) will be strengthened (based on the Prüm Convention and its modernisation²¹⁷), and that negotiations on police collaboration²¹⁸ are ongoing.²¹⁹

On 7 December 2025, the Minister of Home Affairs, reiterated his demand²²⁰ for ceasing border controls in the Schengen Area. The Minister emphasised the difference between those Member States that are focusing on intelligent controls – targeted and minimally invasive – based on risk analyses and mainly aimed at cross-border crime and those that are organising static controls, e.g. on the E44 motorway towards Trier, on the main transport routes, resulting in disadvantages for EU-Citizens and businesses. He also rejected the claims that new challenges in the areas of migration and security make such controls necessary as the Schengen Information System (SIS) has become the benchmark for security checks, while the Entry/Exit System (EES), which came into force on 12 October 2025, makes it possible to know who is entering or leaving European territory. He also criticised the Commission's delayed action and response to these internal border controls and the linked impairments of cross-border mobility while pointing out the numerous existing solutions, such as cross-border police cooperations, modernising bilateral cooperation agreements, improving the exchange of police information using new technologies, organising joint controls, setting up cross-border police units, targeting critical points and agreeing on procedures for the transfer of persons residing irregularly. Such initiatives already exist, for example the fully modernised Benelux Police Treaty or the negotiations on new bilateral police and customs cooperation agreements. Luxembourg is also currently negotiating such agreements with Germany and France.²²¹

²¹⁶ Grand Ducal Police & German Federal Police, Gemeinsame Pressemitteilung der Großherzoglichen Polizei Luxemburg und der Bundespolizeidirektion Koblenz zu dem konsentierten Kontrollverfahren der Bundespolizei auf der BAB 8 an der deutsch-luxemburgischen Binnengrenze bei Schengen, 1 August 2025, URL: <https://police.public.lu/content/dam/police/fr/actualites/2025/gemeinsame-pressemitteilung-konsentiertes-kontrollverfahren/250730-210303-pressemitteilung-bpold-ko-vorbergehendes-alternativverfahren-grenzkontrollen-deu-lux-web.pdf>

²¹⁷ Ministry of Home Affairs (MAINT), Léon Gloden empfing Michael Ebling, rheinland-pfälzischer Minister des Innern und für Sport, Press release, 18 December 2025, URL: https://gouvernement.lu/de/actualites/toutes_actualites/communiques/2025/12-decembre/18-gloden-ebling.html

²¹⁸ In accordance with Article 23 bis of the Schengen Borders Code

²¹⁹ Oral reply to Parliamentary Questions 260 and 2513, Contrôles aux frontières avec le Luxembourg, en particulier sur l'autoroute à proximité de Schengen & Mise en œuvre des résultats de la rencontre avec le Ministre fédéral allemand de l'Intérieur, 08 July 2025, URL: Réponse orale de Monsieur Léon Gloden, Ministre des Affaires intérieures apportée lors de la séance publique n°92, point 30, URL: <https://www.chd.lu/fr/seance/3024?sequenceId=261653>

²²⁰ Ministry of Home Affairs (MAINT), Schengen must be alive' - About the inappropriateness of internal border controls within the Schengen Area, Press release, 8 December 2025, URL: <https://maint.gouvernement.lu/dam-assets/publications/rapports/schengen-must-be-alive-en.pdf>

²²¹ Frankfurter Allgemeine Zeitung (FAZ), Luxemburgs Innenminister - Grenzkontrollen im Schengenraum wieder abschaffen - Gastbeitrag von Léon Gloden, 7 Dezember 2025, URL: <https://www.faz.net/aktuell/politik/ausland/luxemburgs-innenminister-fordert-grenzkontrollen-im-schengenraum-wieder-abschaffen-110798520.html>

Financial Times, Luxembourg lashes out at Germany and Brussels over border checks, 4 December 2025, URL:

<https://www.ft.com/content/98903dbe-c076-4a91-bb54-8dd7212d68bd>

Ministry of Home Affairs (MAINT), Interview avec Léon Gloden dans Paperjam - Léon Gloden: "Bruxelles n'assume pas son rôle de gardienne des traités", Press release, 8 December 2025, URL:

https://gouvernement.lu/fr/actualites/toutes_actualites/interviews/2025/12-decembre/08-gloden-paperjam.html

Agreement on implementing Article 23a of the Schengen Borders Code by France and Luxembourg

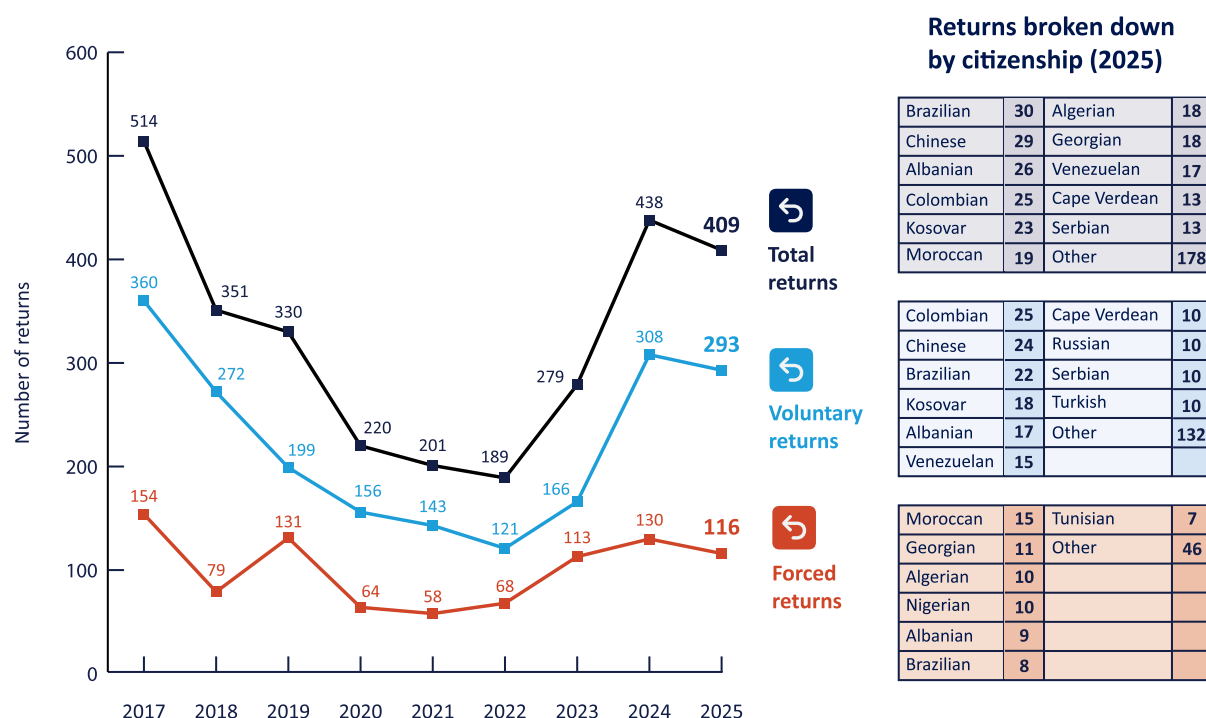
On 21 February 2025, the French Minister of the Interior and the Luxembourgish Minister of Home Affairs agreed to intensify their cooperation and work on implementing a procedure,²²² which provides for a simplified transfer of persons apprehended within the framework of intra-Schengen police cooperation between Member States.²²³

5.3 Return

5.3.1 Statistical developments

In 2025, 409 people returned to their country of origin. 293 of them returned voluntarily (71,6%) and 116 (28,4%) were subject to a forced return. While the number of total returns increased from 2023 to 2024 by 57%, it fell by 6,6% (29 fewer returns) in 2025.²²⁴ Decreases in returns were recorded for both voluntary and forced returns after continuously increasing for the past two years. Figure 30 provides a graphical overview on the evolution of the number as well as the distribution between voluntary returns and forced returns.

Figure 30 Number of returns – by type (2017 – 2025) and citizenship (2025)



Source: Ministry of Foreign and European Affairs, 2018-2023 and Ministry of Home Affairs, 2024-2026. © University of Luxembourg, 2026

²²² As introduced by Article 23a of the Schengen Borders Code, URL: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32016R0399>

²²³ Ministry of Home Affairs (MAINT), Léon Gloden a rencontré le ministre de l'intérieur Bruno Retailleau, à Paris pour discuter de criminalité transfrontalière, procédure de transfert et accord de coopération policière, Press release, 20 February 2025, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/communiqués/2025/02-fevrier/21-gloden-retailleau.html

²²⁴ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 78

As in previous years, the vast majority of returns, both voluntary and forced, mainly concerned irregularly staying migrants rather than people from an international protection procedure:

- In 2025, 36,9% (108 out of 293) of the people who were subject to a voluntary return were people in an international protection procedure, compared to 24,7% (76 out of 308) in 2024.
- In 2025, 25% (29 out of 116) of the people who were subject to a forced return were rejected international protection applicants, compared to 16,9% (22 out of 130) in 2024.²²⁵

5.3.2 Forced returns

The number of forced returns shrank by 10,8% in comparison to 2024 (from 130 returns to 116) and was almost identical to 2023 (113 forced returns).²²⁶ Among the returnees, 15 were from Morocco, 11 from Georgia, and 10 persons each were from Algeria and Nigeria. Forced returns carried out by regular commercial flights are eligible for European co-financing through the AMIF Fund. The General Department of Immigration has also used the Frontex Application for Return (FAR) mechanism to obtain direct financing of returns from Frontex for a total of seven commercial flights in 2025.²²⁷

Luxembourgish Government supports the proposed regulation establishing a common European return system

The Luxembourgish Government welcomes the proposed regulation establishing a common European return system²²⁸ to achieve faster, simpler, and more effective return procedures, as the framework in place no longer adequately responds to the current challenges. The Government considers the creation of return centres in third countries for irregularly staying TCNs as a relevant avenue for faster, simpler, and more effective return procedures. The Government however emphasizes that this concept must be accompanied by sufficient safeguards and guarantees for individuals and fundamental rights throughout the return procedure, and these must be guaranteed in these centres.

The Government currently does not plan to conclude an agreement with a third country for establishing a return centre outside the national territory.²²⁹

²²⁵ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 78

²²⁶ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 78

²²⁷ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 78

²²⁸ European Commission, Proposal 2025/0059 (COD) for a Regulation of the European Parliament and of the Council establishing a common system for the return of third-country nationals staying illegally in the Union, and repealing Directive 2008/115/EC of the European Parliament and of the Council, Council Directive 2001/40/EC and Council Decision 2004/191/EC, 11 March 2025, URL: [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52025PC0101\(01\)](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52025PC0101(01))

²²⁹ Reply to Parliamentary Question 2651, Pays tiers sûrs et l'externalisation des procédures d'asile, 12 August 2025, URL: https://wdocs-pub.chd.lu/docs/exped/2025/08/QP_59896_1755004886498.pdf

Reply to Parliamentary Question 3001, Projets européens de centres de retour hors UE, 28 October 2025, URL: https://wdocs-pub.chd.lu/docs/exped/2025/10/QP_60793_1761643599619.pdf

5.3.3 Voluntary returns

From 2017 to 2022, the number of voluntary returns continuously declined from 360 (in 2017) to 121 (in 2022). After recording a steep increase in the last two years, which was particularly pronounced in 2024, the number of voluntary returns decreased by 4,9% in 2025 (15 fewer returns) compared to the previous year. Nevertheless, the number of voluntary returns in 2025 remained at a comparatively high level (293) when assessing the annual returns over the past nine years. Most voluntary returnees were from Colombia (25), China (24) and Brazil (22).²³⁰

As part of the promotion of voluntary return, in 2025, the General Department of Immigration continued the assisted voluntary return and reintegration program (AVRR-L) in collaboration with the International Organization for Migration (IOM). In total, 137 people received support through this program.²³¹

New concept for voluntary return

On 24 October 2025, the Minister of Home Affairs presented the new concept for voluntary return and provided an update on the Return House.

So far, AIPs only were informed about return once their asylum procedure had been closed. The new concept stems on the one hand from the Coalition Agreement²³² and is on the other hand part of the implementation process of the Pact on Migration and Asylum.²³³ It shall improve the support and guidance provided to rejected AIPs and facilitate their return to their countries of origin.²³⁴

The new concept presents the option of returning voluntarily to AIPs at all stages of their procedure by starting with general information that will get more specific over time. Once it becomes increasingly clear that a person will not be able to obtain legal status, a dedicated return advisor will present the various options available to the migrant while emphasizing the advantages of voluntary return to their country of origin. Migrants must understand the legal and administrative consequences of their decisions, as well as the alternatives and potential benefits of voluntary return. A team of six specially trained return advisors guides migrants who wish to learn about return options. A key element is the separation of the procedures for applying for international protection or a residence permit from the return procedure, together with the designation of separate points of contact for each process.

²³⁰ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 79

²³¹ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 78

²³² Government of Luxembourg, Accord de coalition 2023-2028, p. 188

²³³ Ministry of Home Affairs (MAINT), Présentation du concept du retour volontaire, Press release, 24 October 2025, URL : https://gouvernement.lu/en/actualites/agenda.gouvernement2024+fr+actualites+toutes_actualites+communiqués+2025+10-octobre+24-gloden-retour-volontaire.html

²³⁴ Ministry of Home Affairs (MAINT), Présentation du concept du retour volontaire, Press release, 24 October 2025

AIPs whose applications have been definitively rejected, who originate from a country subject to visa requirements, and who comply with the 30-day voluntary return period, may receive reintegration assistance ranging from €3 900 to over €6 000, depending on their status (single, couple, family). An additional amount may be granted to vulnerable individuals.²³⁵

Those returning after the 30-day period may still be eligible for reintegration assistance, but at a reduced amount ranging from €1 160 to over €2 500. In addition, vulnerability assistance of up to €805 may be granted based on an individual needs assessment.²³⁶

5.3.4 Readmission

In 2025, 102 readmission applications (compared to 125 in 2024) were sent to other Member States, of which 53 were granted and 41 were refused. Altogether, Luxembourg carried out 17 transfers to other Member States in 2025. Luxembourg received 13 readmission applications, of which eight were granted and five were refused.²³⁷

5.3.5 Impediments to removals

In 2025, 61 people benefited from a suspension of removal on medical grounds, which represents a decrease of 37,8% (37 fewer suspensions) in comparison to 2024.²³⁸

The number of people benefitting from a postponement of removal, rose by 33,3% from 87 in 2024 to 116 in 2025.²³⁹

5.4 Administrative detention

5.4.1 Statistical developments

In 2025, 295 detainees were admitted to Luxembourg's detention centre. The total number of detainees decreased by 25,9% (-103) compared to 2024.²⁴⁰ The number of adult single men in the detention centre sank from 352 men to 263 (-25,3%). The number of detained single women increased by two to 25, while the number of detained families decreased from six to two.

Of the 295 persons detained in 2025, 94 (31,9%) were subject to a Dublin-Transfer (132 people in 2024) and were transferred to the country responsible for processing their case, 88 (29,8%) were removed to their country of origin or provenance (124 people in 2024), representing a decrease of 29% compared to 2024.

²³⁵ Ministry of Home Affairs (MAINT), Présentation du concept du retour volontaire, Press release, 24 October 2025

²³⁶ Information obtained from IOM on 19 December 2025

²³⁷ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 78

²³⁸ It should be pointed out that the same person can benefit from several extended suspensions or deferrals of stay in the same year

²³⁹ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 80

²⁴⁰ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 86

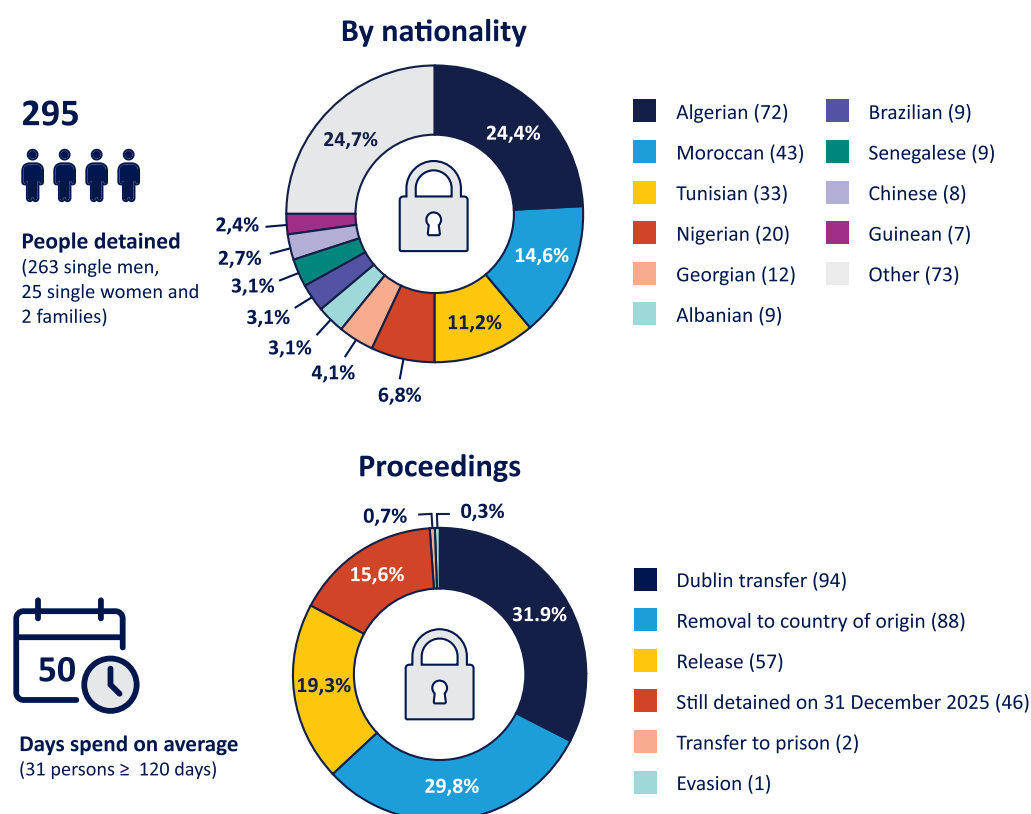
The number of released detainees fell again from 89 to 57 (-36%). In addition, two were transferred to the Luxembourg Penitentiary Centre (CPL) and one escape occurred during 2025 (three escapes in 2024). As in previous years, there were no semi-voluntary returns through IOM. The number of occupants of the detention centre on 31 December 2025 was the same as in 2024: 46 occupants.

In 2025, the detention centre received detainees of 41 (58 in 2024) nationalities (presumed or confirmed). The most common nationalities of detainees remained largely unchanged compared to the previous year.

In 2025, the five most important nationalities were Algerian (72 detainees), Moroccan (43), Tunisian (33), Nigerian (20) and Georgian (12). Detainees of Turkish nationality, who occupied the fifth spot in 2024 (20 detainees), were no longer among the 10 most represented nationalities in 2025.

The average length of detention in 2025 increased from 47 days in 2024 to 50 days. In 2025, 31 (42 in 2024) detainees stayed at the Centre for 120 days or more.²⁴¹

Figure 31 People in administrative detention (2025)



Source: Ministry of Home Affairs, 2026. © University of Luxembourg, 2026

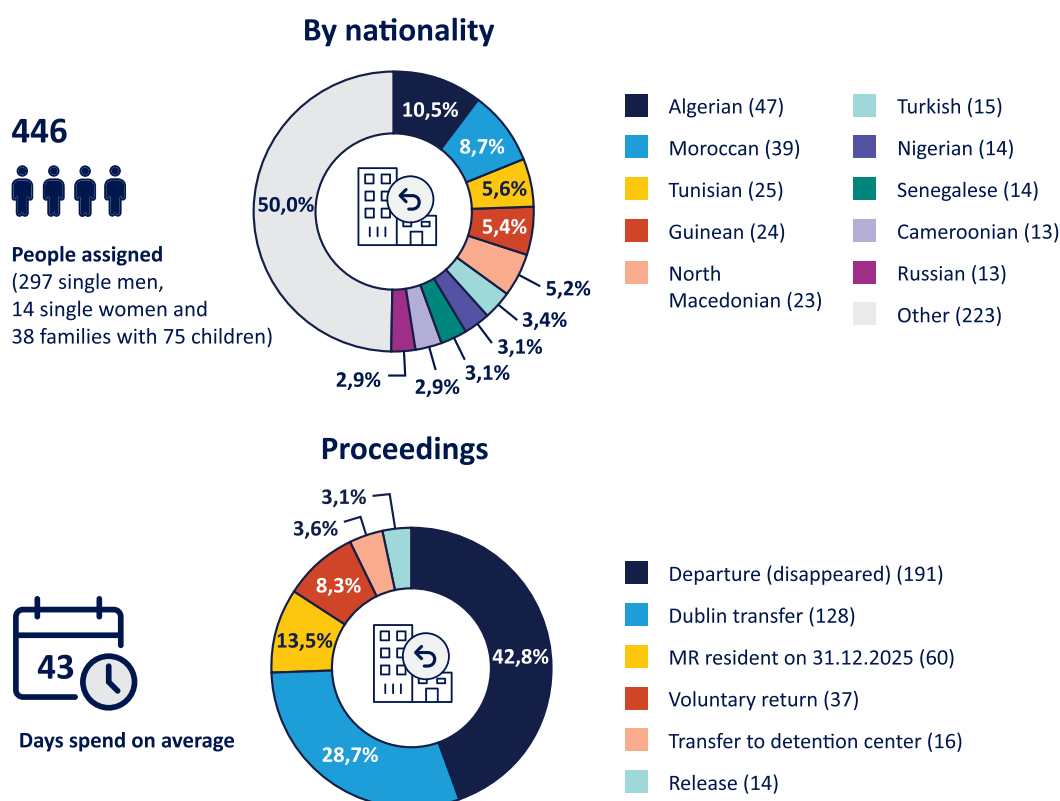
²⁴¹ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p.86-88

5.4.2 Return House (Maison de Retour)

Since 1 September 2024, a first temporary Return House (Maison de Retour – MR) is operational on the premises of the former Kirchberg emergency accommodation structure (SHUK) under the supervision and management of the detention centre.²⁴² On 31 December 2025, the Return House accommodated 60 individuals.²⁴³

In 2025, a total of 446 individuals, including 38 families with 75 children, were assigned to the MR. Of this group, 42,8% (191 individuals) left the MR or disappeared, a share significantly higher than that recorded during the first four months of operation in 2024 (29,0% for the period 1 September – 31 December 2024). 128 persons (28,7%) were subject to a Dublin-transfer and transferred to another Member State, while 16 individuals (3,6%) were moved to the detention centre. 37 people returned voluntarily and 14 were released.²⁴⁴

Figure 32 People assigned to the Return House (2025)



Source: Ministry of Home Affairs, 2026. © University of Luxembourg, 2026

²⁴² Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Mise en place d'une première "maison de retour" pour personnes en séjour irrégulier et tombant sous le champ d'application du règlement Dublin III, Press release, 29 August 2024, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/communiques/2024/08-aout/29-maison-retour-dublin.html
 Rejected AIPs are now housed in this dedicated structure to prepare them for their return to help them understand that their only option is to return to their country of origin (MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 37, 3 February 2025)

²⁴³ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 88

²⁴⁴ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 89

As in 2024, Algerians (47 persons) and Moroccans (39) were the two most important national groups accommodated in the Return House in 2025. For a detailed breakdown of the resident population (by nationality and type of proceeding), see Figure 32 above.

Activities in and upgrades to the Return House

In 2025, the Return House implemented upgrades to improve comfort and privacy, especially for families. Key changes included redesigned age-appropriate play areas, new family and women's spaces, and partitioned accommodations. Men's restrooms were replaced in December, with further renovations planned for 2026. In addition, The Return House offered a wide range of cultural, educational, sports, and recreational activities to support residents' social participation. Additional outdoor and community activities were offered in partnership with the Jesuit Refugee Service (JRS) through the [Ubuntu-project](#).²⁴⁵

To strengthen assistance for pregnant women and new mothers, the Return House collaborated with the [Initiativ Liewensufank](#) (Beginning of Life initiative). Migrant-focused psychological support was provided by the [Centre de consultation Mandala](#) (Mandala Consultation Center) and the [Digital Inclusion a.s.b.l](#) continued to supply equipment, training and a learning platform to promote digital skills. Finally, residents were referred to external actors such as the [Agence du Bénévolat](#) (Volunteer Agency), [SINGA Luxembourg](#) and the social bistro [Le Courage](#) to enable engagement in community service, build social skills and strengthen social ties.²⁴⁶

5.4.3 Cooperation with third countries

Law of 11 July 2025 approving readmission agreement between Benelux and Mongolia

Within the frame of the Benelux cooperation for a coherent policy on irregular migration, management of migration flows, and to strengthen return procedures with countries of origin,²⁴⁷ on 9 January 2024, the Benelux signed a readmission agreement with Mongolia covering nationals who are irregularly residing on the territory of a Contracting State.²⁴⁸ Bill 8504 approving this agreement was submitted to Parliament on 28 February 2025²⁴⁹ and adopted to become the Law of 11 July.²⁵⁰

²⁴⁵ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 90-91

²⁴⁶ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 91

²⁴⁷ Union Benelux, Le Benelux signe un accord de réadmission et une dispense de visa avec la Mongolie, Press release, 10 January 2024 Bill 8504

²⁴⁸ Union Benelux, Le Benelux signe un accord de réadmission et une dispense de visa avec la Mongolie, Press release, 10 January 2024, URL: <https://www.benelux.int/fr/post/le-benelux-signe-un-accord-de-readmission-avec-la-mongolie/>

²⁴⁹ Bill 8504 on the approval of the Agreement between Mongolia and the Benelux States (the Kingdom of Belgium, the Grand Duchy of Luxembourg, the Kingdom of the Netherlands) on the readmission of persons residing without authorisation, with the Implementing Protocol, done at Brussels, 9 January 2024. Introduced to the Chamber of Deputies on 28 February 2025, URL: <https://wdocs-pub.chd.lu/docs/exped/0151/112/303121.pdf>

²⁵⁰ Law of 11 July 2025 on the approval of the Agreement between Mongolia and the Benelux States (the Kingdom of Belgium, the Grand Duchy of Luxembourg, the Kingdom of the Netherlands) on the readmission of persons residing without authorisation, with the Implementing Protocol, done at Brussels, 9 January 2024 Published in Memorial A312 of 23 July 2025, URL: <https://legilux.public.lu/eli/etat/leg/loi/2025/07/11/a312/io>

The agreement establishes procedures and deadlines for the humane, efficient, and secure return of Mongolian nationals irregularly residing in one of the Benelux countries or vice versa.²⁵¹

Introduction of two bills on readmission of people residing without authorisation with Belize and Suriname

On 30 September 2025, two bills for the approval of readmission-agreements between the Benelux and Suriname (Bill 8618)²⁵² and Belize (Bill 8620)²⁵³ were introduced to Parliament. These agreements were signed on 14 February 2025²⁵⁴ and 6 May 2025²⁵⁵ respectively and were still awaiting approval by the end of 2025.

These bills shall strengthen cooperation in the management of migratory flows and combat irregular migration by way of readmitting people residing without a valid authorisation on the territory of another contracting state.²⁵⁶

Law of 24 July 2025 approving the advanced Framework Agreement between the EU and its Member States and the Republic of Chile

In pursuit of the creation of a stronger partnership between the EU and Chile, the original agreement of 2002 had to be updated to reflect the changed international challenges, which have since arisen.²⁵⁷ The Law of 24 July 2025, which came into force on 8 August 2025, approves the Advanced Framework Agreement between the European Union and its Member States on the one hand and the Republic of Chile on the other, updating the original agreement.²⁵⁸

²⁵¹ Union Benelux, Le Benelux signe un accord de réadmission et une dispense de visa avec la Mongolie, Press release, 10 January 2024 Bill 8504

²⁵² Bill 8618 approving the Agreement between the Republic of Suriname and the Benelux States (the Kingdom of Belgium, the Grand Duchy of Luxembourg, and the Kingdom of the Netherlands) on the readmission of persons residing without authorization and its Implementing Protocol, done at Brussels on 14 February 2025. Introduced to the Chamber of Deputies on 30 September 2025, URL: https://wdocs-pub.chd.lu/docs/Dossiers_parlementaires/8618/20250930_Depot.pdf

²⁵³ Bill 8620 Approval of the Agreement between the Benelux States (the Kingdom of Belgium, the Grand Duchy of Luxembourg, and the Kingdom of the Netherlands) and Belize on the readmission of persons residing without authorization and its Implementing Protocol, done at Brussels on 6 May 2025. Introduced to the Chamber of Deputies on 30 September 2025, URL: https://wdocs-pub.chd.lu/docs/Dossiers_parlementaires/8620/20250930_Depot.pdf

²⁵⁴ Bill 8618

²⁵⁵ Bill 8620

²⁵⁶ Bill 8618 & Bill 8620

²⁵⁷ Bill 8461 approving the Advanced Framework Agreement between the European Union and its Member States, on the one hand, and the Republic of Chile, on the other hand, done in Brussels on December 13, 2023. Introduced to the Chamber of Deputies on 21 November 2024, URL: https://wdocs-pub.chd.lu/docs/Dossiers_parlementaires/8461/20250801_Depot_4.pdf

²⁵⁸ Law of 24 July 2025 approving the Advanced Framework Agreement between the European Union and its Member States, of the one part, and the Republic of Chile, of the other part, done at Brussels on 13 December 2023 Published in Memorial A364 of 4 August 2025, URL: <https://legilux.public.lu/eli/etat/leg/loi/2025/07/24/a364/1o>

This Law covers several aspects on migration and asylum stating that the contracting parties shall:

- cooperate and exchange views within their legal framework in the field of migration, including regular and irregular migration, trafficking in human beings and smuggling of migrants, migration and development, international protection, return, readmission, integration, as well as visas and border management;
- cooperate to prevent irregular migration and combat migrant smuggling by Chile readmitting its own nationals if illegally present on the territory of a Member State and vice versa;
- strengthen international cooperation on migration in all its dimensions, including within the framework of the United Nations, in particular by addressing the root causes of irregular migration and forced displacement, while respecting national competences.²⁵⁹

6. TRAFFICKING IN HUMAN BEINGS

6.1 Statistical developments

The number of identified third-country national victims of human trafficking (VHTs) only slightly increased from two in 2024 to three in 2025 (two female and one male). Two of the three identified victims were aged 18 years or older while one victim was still underage. Regarding the form of exploitation, two cases of labour exploitation and one case of sexual exploitation were reported.²⁶⁰

The number of presumed third-country national VHTs, who were detected by the Inspectorate of Labour and Mines (ITM), declined from 42 in 2024 to 14 in 2025 (seven female and seven male), representing a 66,7% decrease. 13 out of the 14 presumed victims were aged 18 years or older, no age was reported for one person. Among the presumed VHTs, 11 cases of labour exploitation and two cases of sexual exploitation were reported in 2025.²⁶¹

24 suspected perpetrators of human trafficking were arrested or otherwise involved in criminal proceedings in 2025, while 8 perpetrators were convicted.²⁶²

In 2025, 3 residence permits, valid for six months and renewable,²⁶³ were requested with one being granted.²⁶⁴

²⁵⁹ Article 3.3. of Bill 8461

²⁶⁰ Information provided by the Ministry of Justice on 10 June 2025

²⁶¹ One presumed third-country national VHT was reported in the category "Other forms of exploitation"

²⁶² Information provided by the Ministry of Justice on 10 June 2025

Statistics on perpetrators are not limited to individuals from third countries, the total number is reported here

²⁶³ In accordance with articles 92 and 95-98 of the amended Law of 29 August 2008 on the free movement of persons and immigration

²⁶⁴ Information obtained by DGIM on 16 July 2025

No information available on the number of reflection periods granted in 2025

6.2 Legislative and political developments

Adoption of the national action plan (PAN) against gender violence

On 20 June 2025, the Government Council adopted the national action plan (PAN) against gender violence, which acknowledges that violence affects all spheres of society, without distinction of origin, gender, culture, or status, in a multidimensional and holistic manner.²⁶⁵ This first PAN, presented on 30 June 2025, covers human trafficking and strengthens the legal framework for victims of human trafficking.²⁶⁶ An interministerial committee to implement this PAN has been created.²⁶⁷ This committee will follow a multidisciplinary institutional mechanism, which will bring together other interministerial bodies such as the Committee for Cooperation among Professionals in the Field of Combating Violence, the Committee for Monitoring the Fight Against Human Trafficking, the Interministerial LGBTIQ+ Committee, the Prostitution Committee, the Support Committee for the Establishment of the National Centre for Victims of Violence, the Interministerial Committee on Sexual and Reproductive Health, and the Interministerial Committee on Human Rights.²⁶⁸

Benelux working group focused on transposing the Directive (EU) 2024/1712 on human trafficking

The Benelux countries continue their longstanding cooperation for a multidisciplinary approach involving all relevant stakeholders in the areas of justice, police, public prosecution, labour inspectors, reception centres, and migration authorities to fight human trafficking. A working group meets twice a year to address the various aspects related to human trafficking, to improve prevention and protection of vulnerable victims and to better understand their needs, particularly through the exchange of good practices.²⁶⁹ In 2025, the two annual meetings of the Benelux-WG focused on the transposition of the Directive (EU) 2024/1712.²⁷⁰

²⁶⁵ Ministry for Gender Equality and Diversity (MEGA), Ministry of Justice (MJUST), Yuriko Backes et Elisabeth Margue ont participé au débat public à la Chambre des députés concernant la pétition publique 3409 sur la "lutte contre les violences fondées sur le genre et leur impact sur les enfants co-victimes", Press release, 2 July 2025, URL:

https://gouvernement.lu/fr/actualites/toutes_actualites/communiqués/2025/07-juillet/02-backes-margue-chambre.html

²⁶⁶ Ministry for Gender Equality and Diversity (MEGA), Plan d'action national - Violence fondées sur le genre, p.12 & 46, 30 June 2025, URL: <https://mega.public.lu/dam-assets/fr/publications/pan-violences-genres.pdf>

²⁶⁷ Government Decree of 20 June 2025 establishing the Interministerial Committee against Gender-Based Violence, published in Mémorial A309 of 21 July 2025, URL: <https://legilux.public.lu/eli/etat/leg/agc/2025/06/20/a309/jo>

²⁶⁸ Ministry for Gender Equality and Diversity (MEGA), "Nous faisons de la lutte et de la prévention contre les violences une priorité nationale" – Yuriko Backes présente le Plan d'action national "Violences fondées sur le genre" et le rapport du Comité de coopération entre les professionnels dans le domaine de la lutte contre la violence, Press release, 30 June 2025, URL: https://gouvernement.lu/fr/actualites/agenda.gouvernement2024+fr+actualites+toutes_actualites+communiqués+2025+06-juin+30-backes-rapport-violence.html

Ministry for Gender Equality and Diversity (MEGA), National action plan on gender-based violence, 20 June 2025, p. 46 & 56

²⁶⁹ Information obtained from the Ministry of Justice on 9 January 2026

²⁷⁰ Information obtained from the Ministry of Justice on 9 January 2026

European Parliament and Council of the European Union, Directive (EU) 2024/1712 of the European Parliament and of the Council of 13 June 2024 amending Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims, 24 June 2026, URL: https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L_202401712

Law of 19 December 2025 amending the Code of Criminal Procedure

Given the constant evolution of serious crime and the rapid adaptability of criminals, judicial authorities need additional tools to effectively and successfully prosecute crimes such as human trafficking. The Law of 19 December 2025,²⁷¹ which has entered into force on 26 December 2025, adapts the legal framework relating to special surveillance measures to provide the judicial authorities with the appropriate means to effectively combat serious crime.

This law allows the investigative judge to order measures such as audio recordings and video surveillance on premises and in vehicles, as well as the capture of computer data, in cases relating to organised crime or other serious forms of crime such as human trafficking.²⁷²

Law of 12 December 2025 amending the Criminal Code and Code of Criminal Procedure

The Financial Action Task Force's (FATF) [Mutual Evaluation Report of Luxembourg](#) (2023) on Luxembourg's anti-money laundering and counter-terrorist financing (AML/CFT) measures, assesses the effectiveness of Luxembourg's AML/CFT-system, which includes measures against trafficking in human beings.²⁷³ The Law of 12 December 2025,²⁷⁴ which has entered into force on 19 December 2025, increases the severity of some of the sanctions, allowing trial judges in criminal matters to impose unsuspended prison sentences of less than two years, however only after giving specific reasons for choosing that measure. No specific reasons need to be stated when the person is a repeated offender.²⁷⁵

6.3 Support of victims

Opening of the new National Centre for Victims of Violence (CNVV)

On 28 April 2025, the Minister for Gender Equality and Diversity, officially inaugurated the new [National Centre for Victims of Violence](#) (CNVV) in Luxembourg City. The inauguration set off the CNVV's pilot phase, with the medium-term goal of expanding its services to operate 24 hours a day, seven days a week from 2026 onwards. The CNVV provides unconditional access, a professional and compassionate welcome, as well as on-site outpatient care to any victim (adult or minor) of physical, sexual or psychological violence,²⁷⁶ including human trafficking.²⁷⁷

²⁷¹ Law of 19 December 2025 amending Article 88-2, paragraph 2, of the Code of Criminal Procedure, Published in Memorial A610 of 22 December 2025, URL: <https://legilux.public.lu/eli/etat/leg/loi/2025/12/19/a610/jo>

²⁷² Law of 19 December 2025

²⁷³ Law of 12 December 2025

²⁷⁴ Law of 12 December 2025 amending: 1° the Criminal Code; 2° the Code of Criminal Procedure. Published in Memorial A556 of 15 December 2025, URL: <https://legilux.public.lu/eli/etat/leg/loi/2025/12/12/a556/jo>

²⁷⁵ Article 2 (3) of the Law of 12 December 2025 amends Article 195-1 of the Code of Criminal Procedure, URL:

https://legilux.public.lu/eli/etat/leg/loi/2025/12/12/a556/jo#art_2

²⁷⁶ Ministry of Education, Children and Youth (MENEJ), Ministry for Gender Equality and Diversity (MEGA), Ministry of Justice (MJUST), Ministry of Health and Social Security (MSSS), Opening of the New National Centre for Victims of Violence – Welcoming, Listening to and Assisting All Victims of Violence, Press release, 28 April 2025, URL:

https://gouvernement.lu/en/actualites/toutes_actualites/communiqués/2025/04-avril/28-centre-national-victimes-violences.html

²⁷⁷ Ministry for Gender Equality and Diversity (MEGA), Violence.lu – Types of violence, URL: <https://violence.lu/en/types-of-violence/>

With the new centre, support for victims shall be enhanced through a multidisciplinary team at one single location based on four pillars:

- psychological support
- medical assistance
- police intervention and facilitation of filing complaints
- legal information²⁷⁸

6.4 Reports on Human trafficking

Fourth evaluation of Luxembourg by GRETA

From 23 to 26 September 2025, the Council of Europe’s Group of Experts on Action against Trafficking in Human Beings (GRETA)²⁷⁹ carried out an evaluation visit to Luxembourg, focusing on vulnerabilities to human trafficking and measures taken to prevent them, detect and support vulnerable victims, and punish the offenders.²⁸⁰ Following the visit, GRETA will prepare a report which will be published in 2026.

In its reply from 13 June 2025 to the GRETA questionnaire, Luxembourg identified that those particularly vulnerable to human trafficking are mainly third-country nationals, women in the case of sexual exploitation and men in the case of labour exploitation. The country has adapted its national strategy accordingly and developed brochures that take into account the profiles of the identified victims.²⁸¹

The national legal framework for combating trafficking will be further strengthened through the transposition of [Directives 2024/1712](#) and [2024/1760](#).²⁸² Further, specialized training for actors working with vulnerable people, such as associations working with migrants (e.g. Red Cross) but also humanitarian organizations (e.g. Médecins du Monde) or state administrations (e.g. ITM) will be organised.²⁸³

²⁷⁸ Ministry of Education, Children and Youth (MENEJ), Ministry for Gender Equality and Diversity (MEGA), Ministry of Justice (MJUST), Ministry of Health and Social Security (MSSS), Opening of the New National Centre for Victims of Violence – Welcoming, Listening to and Assisting All Victims of Violence, Press release, 28 April 2025

²⁷⁹ The Council of Europe’s Group of Experts on Action against Trafficking in Human Beings, GRETA, evaluates legislative and other measures taken by signature countries to monitor the implementation of the [Convention on Action against Trafficking in Human Beings](#).

²⁸⁰ Council of Europe, GRETA carries out its fourth evaluation visit to Luxembourg, 23 September 2025, URL: <https://www.coe.int/en/web/anti-human-trafficking/-/greta-carries-out-its-fourth-evaluation-visit-to-luxembourg-1>

²⁸¹ Interministerial Committee for Monitoring the Fight against Trafficking in Human Beings, Réponse du Luxembourg au questionnaire pour l’évaluation de la mise en œuvre de la Convention du Conseil de l’Europe sur la lutte contre la traite des êtres humains par les Parties, 13 June 2025, URL: <https://rm.coe.int/reponse-du-luxembourg-au-questionnaire-pour-l-evaluation-de-la-mise-en-1680b69bab>

²⁸² European Parliament and Council of the European Union, Directive (EU) 2024/1712 of the European Parliament and of the Council of 13 June 2024 amending Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims, 24 June 2026, URL: https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L_202401712

European Parliament and Council of the European Union, Directive (EU) 2024/1760 of the European Parliament and of the Council of 13 June 2024 on corporate sustainability due diligence and amending Directive (EU) 2019/1937 and Regulation (EU) 2023/2859 (Text with EEA relevance), 5 July 2024, URL: https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L_202401760

²⁸³ Interministerial Committee for Monitoring the Fight against Trafficking in Human Beings, Réponse du Luxembourg au questionnaire pour l’évaluation de la mise en œuvre de la Convention du Conseil de l’Europe sur la lutte contre la traite des êtres humains par les Parties, 13 June 2025

7. INTERCULTURAL LIVING TOGETHER

7.1 Living Together

7.1.1 Legal and political developments

Status development of the PAN on Intercultural Living Together

The National Action Plan (PAN) on Intercultural Living Together, which shall abrogate the current PAN Integration from 2018,²⁸⁴ is currently being drafted. The recently published National Action Plan against Racism (PAN AR) and the National Action Plan on Intercultural Living Together (PAN VEI) will be interlinked.²⁸⁵ The PAN on Intercultural Living Together, foreseen in the Law of 23 August 2023,²⁸⁶ aims to increase participation of residents, regardless of their nationality, and cross-border-workers to foster Intercultural Living Together.²⁸⁷

7.1.2 Instruments and tools supporting Intercultural Living Together

Introduction of a digital tool for the Municipal Pact for Intercultural Living Together

A digital tool for the Municipal Pact for Intercultural Living Together (Gemengepakt vum interkulturellen Zesummeliewen) has been introduced in 2025. The tool provides a secure collaborative space for municipalities that have signed the “Gemengepakt” by facilitating document sharing and tracking actions between the municipalities and the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA). Hence, this tool strengthens traceability, transparency, and efficiency of processes related to the Gemengepakt.²⁸⁸ The digital tool makes it possible to submit a Gemengepakt membership application via the municipal website (Gemengesite) and allows for:

- management of subsidies
- a structured documentation of the various stages of the Gemengepakt (application, signature, initial assessment and state of play, citizen workshops, activities, annual reports, evaluation)
- the centralisation of contact details for coordinators, COPIL (Comité de pilotage) steering committee members and others

The tool has been used by staff of the MFSVA since 2025. It will be made accessible to Gemengepakt coordinators during 2026.²⁸⁹

²⁸⁴ Ministry of Family Affairs, Integration and the Greater Region (MIFA), Plan National d'Intégration (PAN), 2018, URL: <https://mfsva.gouvernement.lu/dam-assets/publications/plan-strategie/int%C3%A9gration/PAN-Integration-ACC.pdf>

²⁸⁵ Information obtained from DVEI on 17 December 2025

²⁸⁶ Article 3 of the Law of 23 August 2023 relating to intercultural living together and modifying the amended law of 8 March 2017 on Luxembourgish nationality. Published in Memorial A545 of 25 August 2023, URL: https://legilux.public.lu/eli/etat/leg/loi/2023/08/23/a545/jo#art_3

²⁸⁷ Reply to Parliamentary Question 1828, Vivre-ensemble interculturel, 04 March 2025, URL: https://wdocs-pub.chd.lu/docs/exped/2025/03/QP_57901_1741081430706.pdf

²⁸⁸ Information obtained from DVEI on 17 December 2025

²⁸⁹ Information obtained from DVEI on 17 December 2025

Signing of the Municipal Pact and reception of the Citizen's guide

The year 2025 marked the culmination of the transition from the pilot Living Together Pact (2021-2023) (Pakt vum Zesummeliwwen) to the Municipal Pact for Intercultural Living Together (Gemengepakt vum interkulturellen Zesummeliwwen).²⁹⁰ Throughout the year, 17 additional municipalities signed the Gemengepakt, bringing the total to 52 signatories (out of the 100 municipalities in Luxembourg).²⁹¹

By signing the Gemengepakt, municipalities are committing to a multi-year integration process based on three pillars: access to information, participation of everyone living or working in their territory, and fighting racism and all forms of discrimination. Municipalities are supported by Intercultural Living Together advisors (from the MFSVA) who closely collaborate with the partner organisations CEFIS and ASTI as well as the municipality-based coordinators (co-financed by the MFSVA).²⁹²

In 2025, ten municipalities also received their Citizen's guide (Biergerguide), an initiative by the MFSVA, bringing the total to 49 since the launch of the programme.²⁹³ The guide is designed by the Ministry in collaboration with municipalities. This integration-tool introduces the respective municipality to its residents and explains how they can get involved in their place of residence.²⁹⁴

Forum for Living Together in the municipalities

After a reflection process led by the Division of living together (DVEI) of the MFSVA in collaboration with ASTI, CEFIS and the Association of Luxembourg Cities and Municipalities (SYVICOL), it was decided to reduce the number of Forum for Living Together in Luxembourg municipalities (Forum fir d'Zesummeliwwen an eise Gemengen) meetings from two to one per year. The Forum continues to serve as a platform for municipalities and members of the Municipal Advisory Committees for Intercultural Living Together (CCVEIs) to exchange ideas, meet and share information on issues related to Intercultural Living Together, both at the local and regional level. The third edition of the Forum with the theme "Intercultural citizen participation – Speak up, get involved, feel at home", was held in June 2025 in Grevenmacher, bringing together approximately 150 in-person participants.²⁹⁵

²⁹⁰ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d'activité 2025, p.193, 12 June 2026

²⁹¹ Information obtained from DVEI on 17 December 2025

²⁹² Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Signing of the "Gemengepakt vum interkulturellen Zesummeliwwen" by the municipality of Lorentzweiler, Press release, 23 May 2025, URL:

https://gouvernement.lu/en/actualites/toutes_actualites/communiqués/2025/05-mai/23-hahn-gemengepakt-zesummeliwwen.html

Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Signing ceremony of the "Gemengepakt vum interkulturellen Zesummeliwwen" and official handover of the "Biergerguide", Press release, 3 July 2025, URL:

https://gouvernement.lu/en/actualites/toutes_actualites/communiqués/2025/07-juillet/03-hahn-ceremonie.html

²⁹³ Information obtained from DVEI on 17 December 2025

²⁹⁴ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Best Practices - Welcome brochure, (n.d.); URL: <https://gemengen.zesummeliwwen.lu/en/best-practice/citizens-guide/>

Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Signing ceremony of the "Gemengepakt vum interkulturellen Zesummeliwwen" and official handover of the "Biergerguide", Press release, 3 July 2025

²⁹⁵ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d'activité 2025, p.194, 12 June 2026

In addition to the national forum, ASTI and CEFIS, in collaboration with the DVEI, organised four regional forums (with 30-50 participants per meeting) in October 2025. The meetings were held in four different regions of the country and discussed the topic of electoral participation among non-Luxembourgish residents.

Citizen's Pact and Welcome and Integration Contract (CAI)

The Citizen's Pact (Biergerpakt) enables its signatories to participate in the Intercultural Living Together initiative and promote the values associated with it. The Citizen's Pact, which is voluntary and provides access to the Intercultural Living Together program, is open to any adult who resides or works in Luxembourg. In 2025, 2 440 people signed the Citizen's Pact, bringing the total number of signatories to 5 074.²⁹⁶

On 20 September 2025, the Biergerpakt (Citizen's Pact) Orientation Day, featuring interactive workshops and information booths, brought together 659 participants who were actively engaged in constructive discussions and exchanges about strengthening social cohesion and Intercultural Living Together among residents and cross-border workers of all backgrounds in Luxembourg.²⁹⁷

The Citizen's Pact replaced the Welcome and Integration Contract (Contract d'accueil et d'intégration – CAI) in 2024. However, CAIs signed until 31 December 2023 continued to be valid and ran parallel with the Citizen's Pact during 2025. At the end of 2025, 1 297 signatories still had an active CAI file and continued to be eligible for the services provided under this contract.²⁹⁸

"Welcome to Luxembourg" information sessions for AIPs

The Division of living together (DVEI) of the MFSVA organised weekly information sessions on life in Luxembourg for recently arrived adult AIPs who received social assistance from ONA.²⁹⁹ In 2025, 661 people (386 in 2024) attended the 6 hours of information sessions, including 197 women (152 in 2024) and 464 men (234 in 2024), with an average age of 32 years. The average participation rate was 60,6% for 2025 (77% in 2024).³⁰⁰

²⁹⁶ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d'activité 2025, p.195, 12 June 2026

²⁹⁷ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), 659 participants in the 2025 Orientation Day – A step forward towards an inclusive society!, Press release, 6 October 2025, URL: https://gouvernement.lu/en/actualites/toutes_actualites/articles/2025/10-octobre/06-hahn-journee-orientation.html

Information obtained from DVEI on 17 December 2025

²⁹⁸ EMN Luxembourg, 2024 Asylum and Migration Overview, p.80, 21 August 2025

Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d'activité 2025, p.197, 12 June 2026

²⁹⁹ The module offers six hours of sessions during which topics such as Luxembourg, its democracy and values, as well as gender equality are interactively discussed in plain English and French

³⁰⁰ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d'activité 2025, p.197, 12 June 2026

7.1.3 Evaluating the Living Together approach

Survey on Intercultural Living Together in the workplace

On 3 December 2025, the MFSVA, in collaboration with the business network [Inspiring More Sustainability \(IMS\) Luxembourg](#), launched a survey on Intercultural Living Together at work. This [online survey](#) is open to all companies and their employees and aims to collect data on companies' interest and practices in terms of living together, identify existing good practices as well as employers' and employees' expectations and needs and to eventually contribute to the creation of a national platform for Intercultural Living Together in the workplace.

Ultimately, the survey (in addition to qualitative interviews with employers from various sectors) seeks to improve understanding of how Intercultural Living Together is perceived and practiced in the professional world, particularly among cross-border workers.³⁰¹

7.1.4 Cooperation with NGOs, research bodies, and other private organisations

Public support for non-profit organisations and private organisations continued in 2025 through various annual funding frameworks.

Annual agreements with NGOs

In order to support Intercultural Living Together on the ground and add to the measures already proposed, the DVEI of the MFSVA concluded agreements with 6 associations: [ASTI](#), [Caritas Jeunes et Familles \(CJF\) Lëtzebuerg](#), [CEFIS](#), [CLAE](#), [Hëllef um Terrain \(HUT\)](#), and [Inter-Actions](#).³⁰²

Call for projects – Celebrating cultural diversity and (re)discovering Luxembourg

The call for projects “Promoting cultural diversity and (re)discovering Luxembourg” was launched in June 2025, with the aim of supporting cultural diversity through locally or regionally based projects.

This call was structured around two main focus areas:

- 1) Promote the [Council of Europe's certified cultural routes](#) (or other similar initiatives)
- 2) Passing on and enriching Luxembourgish traditions

Out of 30 projects that were submitted, 6 were selected. Two projects were part of the first area while four projects fell under the second. The selected initiatives will receive €667 222 in funding and will be implemented between 1 November 2025 and 30 June 2027.

³⁰¹ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Launch of a consultation on intercultural living together in the workplace, Press release, 3 December 2025, URL: https://gouvernement.lu/en/actualites/toutes_actualites.gouv2024_mfsva%2Ben%2Bactualites%2B2025%2B03-consultation-vivre-ensemble-entreprise.html

³⁰² Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d'activité 2025, p.187, 12 June 2026

Three of the four projects selected during the 2024 call for projects “Promoting Intercultural Living Together” (with a total budget of €439 060) were completed in 2025.³⁰³

One-off financial support granted by the MFSVA

The MFSVA offers one-off financial support to associations, federations and societal impact companies that launch activities promoting Intercultural Living Together or fighting discrimination based on origin or nationality as well as racism.

In 2025, the call for subsidies focused on projects fostering intercultural exchanges between Luxembourgish and non-Luxembourgish residents, as well as projects aimed at cross-border workers.

Out of 46 projects that were submitted, 18 received subsidies for a total amount of €77 129.³⁰⁴

7.1.5 Projects financed by AMIF

In Luxembourg, the MFSVA is the managing authority for the implementation of the 2021-2027 AMIF Fund, which initially had an overall budget of €27,9 million, including €23 million of EU funding.³⁰⁵ In 2025, Luxembourg’s national program received additional funding from the EU of €2,2 million and €7,6 million for a specific initiative by the European Commission (COM), bringing the new overall budget to €40,5 million, including €33,8 million of EU funding. A single management unit has been established within the MFSVA, which oversees the implementation of the AMIF in Luxembourg.³⁰⁶

AMIF-projects completed and launched in 2025

Five AMIF-projects were completed in 2025, while another 11 projects were launched. These 11 projects were selected by the AMIF management unit in collaboration with ONA, the DVEI and the DGIM during two AMIF calls launched in 2024 (in May and October) with an approximate total budget of €7,7 million.

For a conclusive overview of all projects launched under the AMIF Fund in 2025, please refer to the annex of this report.³⁰⁷

³⁰³ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d’activité 2025, p.191, 12 June 2026

³⁰⁴ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d’activité 2025, p.192, 12 June 2026

³⁰⁵ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees, Asylum, Migration and Integration Fund, 12 April 2024, URL: <https://mfsva.gouvernement.lu/en/le-ministere/attributions/accueil/amif.html>

³⁰⁶ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d’activité 2025, p.199, 12 June 2026

³⁰⁷ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d’activité 2025, p.199-200, 12 June 2026

AMIF call for projects in 2025

One AMIF call was launched in October 2025³⁰⁸ under actions A.3³⁰⁹ and B.1³¹⁰ of the 2021-2027 national program. Four projects, which will be implemented between 1 January 2026 and 31 December 2028, were selected and will be financed with an approximate total of €5,5 million. Three projects fall under action A.3, namely *STEP* ([Coopération Nord-Sud](#))³¹¹, *INCLUDE* ([Passerell](#)) and *C2W* ([SINGA Luxembourg](#)), while the project *Préqualification BPI* ([Luxembourg Red Cross](#)) falls under Action B.1.³¹²

Other projects supported by the AMIF Fund in 2025

In 2025, three projects were financed through direct grants under the specific Objective 1 (Common European Asylum System - CEAS) of the 2021-2027 national program:

- [Training for refugee service staff](#): Enhancing the legal and procedural skills of the staff, at both national and European level.
- [Redesign of reception of management systems](#): Developing and maintaining an application designed for the needs of the ONA for managing the reception of AIPs.
- [Improving security accommodation conditions in ONA facilities](#): Awareness-raising and training activities and the installation of specific equipment.

Under the specific Objective 2 (Legal Migration and Integration), two projects have been directly financed in 2025. Both projects aim to strengthen [ASTI](#)'s and [CLAE](#)'s [one-stop-shop-services](#), which provide individual support and information on the legislative framework for asylum, immigration, reception, and intercultural living together in Luxembourg.³¹³

7.2 Education of migrant children

In Luxembourg, education is compulsory³¹⁴ from the age of 4 to 16 (and from the school year 2026/2027 until the age of 18).³¹⁵

All children, independent of their status and nationality, are entitled to school integration measures.³¹⁶

³⁰⁸ Call launched by the AMIF management unit in collaboration with ONA and ONIS

³⁰⁹ Action A.3: Raising awareness among the host society and stakeholders regarding reception, asylum, integration, legal migration, and return policies, with a particular focus on vulnerable individuals, including minors

³¹⁰ Action B.1: Promotion of integration measures and tailored support adapted to the needs of the target audience

³¹¹ The project STEP is implemented from 1 January 2027 to 31 December 2028

³¹² Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d'activité 2025, p.201, 12 June 2026

³¹³ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Rapport d'activité 2025, p. 201, 12 June 2026

³¹⁴ Reply to Parliamentary Question 6595, *Élèves sans-papiers*, 2 September 2022, URL:

<https://men.public.lu/content/dam/men/fr/actualites/articles/questions-parlementaires/2022/09/qp-6595.pdf>

³¹⁵ MENEJ, Secondary Education, URL: <https://men.public.lu/en/systeme-educatif/seconaire.html>

³¹⁶ Information obtained from the Service for the education of foreign children (SECAM) and the School service for newly arrived pupils (CASNA) on 21 December 2021

7.2.1 Legal and political developments

Law of 19 December 2025 on the implementation of the ALPHA – Reform

For more than five decades, studies have confirmed that the Luxembourgish school system, although performing well on average, systematically reproduces social, linguistic and migratory inequalities among children from EU- and third countries.³¹⁷ Studies have shown that pupils who do not speak Luxembourgish³¹⁸ or German³¹⁹ at home, have more learning difficulties when following the national curriculum.³²⁰

The ever-increasing diversity of the (school) population stemming from migration from European Union and third countries,³²¹ required the adaptation of the school system to reduce educational inequalities between children of different origins.³²²

The ALPHA-Reform started at the beginning of the 2022/23 school year as a pilot project in four elementary schools to introduce parents' choice between alphabetisation in German or French (until then, literacy instruction had been conducted exclusively in German). Participating pupils reported positive effects on motivation, engagement and learning outcomes, effects that were confirmed by participating teachers. The scientific council also gave a positive assessment, emphasizing that the project recognizes linguistic diversity as an asset and promotes linguistic well-being. Finally, the quantitative analysis found reduced rates of grade retention among participating students.³²³

The Law of 19 December 2025³²⁴, extends parents' choice between alphabetisation in German or French to all public Luxembourgish schools from the start of the 2026/27 school year onwards. The Law will progressively enter into force to implement the ["ALPHA-Zesumme wuessen"](#) – reform, on a national scale for classes in:

- elementary school cycle 1.2 (last year of preschool) on 15 September 2026;
- elementary school cycle 2.1 (grade 1) on 15 September 2027;
- elementary school cycle 2.2 (grade 2) on 15 September 2028;
- elementary school cycle 3.1 (grade 3) on 15 September 2029;
- elementary school cycle 3.2 (grade 4) on 15 September 2030.³²⁵

³¹⁷ Bill 8587 amending the amended Law of 6 February 2009 on the organisation of primary education. Introduced to Parliament on 24 July 2025. URL: https://wdocs-pub.chd.lu/docs/Dossiers_parlementaires/8587/20260114_Depot.pdf

Ministry of Education, Children and Youth (MENEJ), Vote de la réforme ALPHA – zesumme wuessen : un pas historique vers une école plus équitable, Press release, 3 December 2025

³¹⁸ Main language of instruction in elementary school cycle 1

³¹⁹ Main language of instruction in elementary school cycles 2 to 4

³²⁰ Colling, J., Hornung, C., Esch, P., Hellwig, A.-L., & Ugen, S. (2025). Literacy Acquisition in German or French in the Pilot Project "zesumme wuessen" – Intermediary ÉpStan Report on Student Characteristics, Achievement, Motivation, and Parental Support. Luxembourg Centre for Educational Testing (LUCET), 12 July 2025, URL: https://www.uni.lu/wp-content/uploads/sites/2/2024/08/11120423/Intermediary-ALPHA-Report-2025-07.07.2025-French-Version_final.pdf

³²¹ Two-thirds of primary school students speak neither Luxembourgish nor German as their first language at home

³²² Bill 8587

³²³ Bill 8587, p.6-9

³²⁴ Law of 19 December 2025 amending the amended Law of 6 February 2009 concerning the organisation of basic education. Published in Memorial A608 of 22 December 2025, URL: <https://legilux.public.lu/eli/etat/leg/loi/2025/12/19/a608/1o>

³²⁵ Law of 19 December 2025

The law adapts the existing pedagogical approach for primary education to counter educational inequalities from the beginning, while respecting multilingualism and foster social cohesion as children will learn to read, write, and count in a familiar language.³²⁶

Starting in the second half of the 2026/27 school year, teachers will advise parents, who will have the final say in their child's choice of language of alphabetisation (French or German) at the end of cycle 1 (last year of preschool education). At the start of the 2027/2028 school year, pupils in cycle 2.1 will be taught literacy in the chosen language.³²⁷

Children, regardless of whether they are alphabetised in German or French, will learn together in mixed language classes in all areas of development and learning (except for alphabetisation, language, and mathematics lessons).³²⁸ Nevertheless, Luxembourgish plays a pivotal role in primary education as a language of integration and communication.³²⁹

Approval of two motions on the implementation and monitoring of the ALPHA – Reform

In the context of the Law of 19 December 2025 and the implementation of the ALPHA – Reform, the Parliament approved two motions, 4677³³⁰ and 4680³³¹, on 03 December 2025.

Motion 4677 requests that the Luxembourgish Government submits an annual organisational framework and an impact analysis, focusing particularly on changes in academic achievements, to the Parliament every year up to and including 2032. Additionally, the motion requests the production of an evaluation report of the pilot classes in Cycle 4 and the establishment of a support and monitoring committee.³³²

³²⁶ Bill 8587

It is important to note that amending the Law of 6 February 2009 will not suffice as the Grand Ducal Regulation of 14 May 2009, Grand Ducal Regulation of 11 August 2011, and the Grand-Ducal Regulation of 6 July 2009 will need to be amended as well

³²⁷ Article 2 of the Law of 19 December 2025, Published in Memorial A608 of 22 December 2025, URL:

https://legilux.public.lu/eli/etat/leg/loi/2025/12/19/a608/jo#art_2

Bill 8587 amending the amended Law of 6 February 2009 on the organisation of primary education. Introduced to the Chamber of Deputies on 24 July 2025, URL: https://wdocs-pub.chd.lu/docs/Dossiers_parlementaires/8587/20250724_Depot.pdf
Article 2 of the proposed law shall introduce Article 21bis in the amended Law of 6 February 2009 on the organisation of primary education

³²⁸ To enable gradual integration of the new ALPHA-model into primary education, it will be necessary to also:

amend Article 2 of Grand Ducal Regulation of 14 May 2009 on the organisation of schools at municipal level, Published in Memorial A108 of 22 May 2009, URL: https://legilux.public.lu/eli/etat/leg/rgd/2009/05/14/n2/jo#art_2

amend Article 4 and introduce a new Article 4bis to the amended Grand Ducal Regulation of 11 August 2011 establishing the curriculum for the four cycles of primary education. Published in Memorial A178 of 22 August 2011, URL:

https://legilux.public.lu/eli/etat/leg/rgd/2011/08/11/n1/jo#art_4

Ministry of Education, Children and Youth (MENEJ), Vote de la réforme ALPHA – zesumme wuessen : un pas historique vers une école plus équitable, Press release, 3 December 2025, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/communiques/2025/12-decembre/03-reform-alpha.html

Motion 4679, Concept detailing how to ensure and strengthen social cohesion and integration through heterogeneous classes and the promotion of the Luxembourgish language. Introduced to the Chamber of Deputies on 3 December 2025 and adopted by a show of hands in the Commission for Education, Children and Youth on the same day, URL: https://wdocs-pub.chd.lu/docs/Motions_Resolutions/Motion_4679/20251203_Depot.pdf

³²⁹ Motion 4679 & Bill 8587

³³⁰ Motion 4677 on support and monitoring of the “ALPHA – zesumme wuessen” project, introduced to and approved by Parliament (unanimous) during public session n°113 on 03 December 2025, URL: https://wdocs-pub.chd.lu/docs/Motions_Resolutions/Motion_4677/20251203_Depot.pdf

³³¹ Motion 4680 on the implementation of the alphabetisation project in terms of staffing, suitable spaces and premises and provision of remedial classes, introduced to and approved by Parliament (54 votes in favour and 5 abstentions) during public session n°113 on 03 December 2025, URL: https://wdocs-pub.chd.lu/docs/Motions_Resolutions/Motion_4680/20251203_Depot.pdf

³³² Motion 4677

Motion 4680 calls on the Luxembourgish Government to ensure that sufficient qualified staff are available to ensure the widespread implementation of the ALPHA-Reform, guarantee that the implementation of the reform does not result in a reduction in time allocated to remedial classes and ensure that each school has an adequate number of classrooms to meet the needs of the reform and guarantee an appropriate learning environment.³³³

Planning of a new public European School in Luxembourg

On 16 July 2025, the Minister of National Education, Children, and Youth (MENEJ) announced the creation of a new public European school in Schiffflange – the seventh in the country - which will open in 2028. Once fully operational, this school will be able to accommodate 980 pupils and will be part of a new campus, which will also include a new primary school and an integrated childcare centre.³³⁴

This school responds to the persisting high demand for public European education, which outstrips supply due to linguistic diversity (2/3 of pupils do not speak Luxembourgish at home).³³⁵ It represents the continuous efforts made for a more flexible choice for languages of instruction, which is free and thus open to everyone while maintaining the principle of multilingualism and accommodating incoming pupils who went to school in different countries before arriving in Luxembourg.³³⁶

Strengthening the Luxembourgish language in public and private schools

During the inaugural “Day of the Luxembourgish language” on 26 September 2025, the Ministers of Culture and Education presented several changes to the education system to promote the use of the Luxembourgish language. Against the background of Luxembourg’s exceptional (multilingual) diversity, Luxembourgish plays a continuously increasing role as unifying language of integration and bridge-building language, which fosters social cohesion and conveys cultural identity.³³⁷

With the start of the 2026/27 school year and within the frame of the ALPHA-Reform, Luxembourgish will become the language of instruction in elementary school in all subjects, except German, French and mathematics.³³⁸

³³³ Motion 4680

³³⁴ Ministry of Education, Children and Youth (MENEJ), Une nouvelle école européenne publique à Schiffflange dès 2028, Press release, 16 July 2025, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/communiqués/2025/07-juillet/16-meisch-ecole-europeenne.html

³³⁵ Ministry of Education, Children and Youth (MENEJ), Une nouvelle école européenne publique à Schiffflange dès 2028, Press release, 16 July 2025

³³⁶ Ministry of Education, Children and Youth (MENEJ), Une nouvelle école européenne publique à Schiffflange dès 2028, Press release, 16 July 2025

³³⁷ Ministry of Education, Children and Youth (MENEJ), Pressedossier: Dag vun der Lëtzebuurger Sprooch: Schwätz mat – Lëtzebuergesch verbënnt, och an der Schoul, Press release, 26 September 2025, URL: https://menej.gouvernement.lu/lb/actualites/gouvernement2024%2B1b%2Bactualites%2Btoutes_actualites%2Bcommuniqués%2B2025%2B09-septembre%2B26-letzebuurger-sprooch-schoul.html

³³⁸ Ministry of Education, Children and Youth (MENEJ), Pressedossier: Dag vun der Lëtzebuurger Sprooch: Schwätz mat – Lëtzebuergesch verbënnt, och an der Schoul, Press release, 26 September 2025

The MENEJ is also evaluating if Luxembourgish should be mandated not only in public international schools (where Luxembourgish courses are required from the first year of elementary school through the third year of secondary education) but also in private international schools. This change would require amendments to the Law regarding the relations between the State and private education.³³⁹

Increasing linguistic diversity in public secondary schools

Due to high linguistic diversity and the resulting demand for more flexibility in the languages of instruction,³⁴⁰ new approaches continue to be implemented in secondary schools in the academic year 2025/26:

- Three new secondary schools now offer French-language classes in the first year of general secondary education.
- Expansion of the International Baccalaureate program
- Expansion of access to vocational training programs in French and English
- Two new branches of the [Gaston Thorn International School](#) were opened in Walferdange (secondary school) and Kirchberg (elementary school).³⁴¹

Expansion of the International Baccalaureate (IB) programme in public secondary education

In the academic year 2025/26, Luxembourg further expanded the offer of International Baccalaureate (IB) pathways in public secondary schools. The aim is to introduce more flexible language-of-instruction options. The expansion occurred in parallel with other measures aimed at linguistic diversification described above and aims to strengthen the adaptability of the school system and ensure that pupils can follow a language-appropriate and internationally portable curriculum.³⁴²

7.2.2 Integration into the national school system

In 2025, the School and Integration Service³⁴³ (Service de l'intégration et de l'accueil scolaire – SIA) of the MENEJ, welcomed 2 463 newly arrived students (Élèves nouvellement arrivés – ENA) for information and consultation sessions (461 or 23% more than in 2024) as part of their application for enrollment in the Luxembourg education system.

³³⁹ Ministry of Education, Children and Youth (MENEJ), Pressedossier: Dag vun der Lëtzebuurger Sprooch: Schwätz mat – Lëtzebuergesch verbënnt, och an der Schoul, Press release, p. 5, 26 September 2025

³⁴⁰ Ministry of Education, Children and Youth (MENEJ), Rentrée 2025/2026: Zesummewuessen – Bildung verbënnt, Press release, 11 September 2025, URL: <https://men.public.lu/fr/actualites/communiqués-conference-presse/2025/09/11-zesummewuessen.html>

³⁴¹ Ministry of Education, Children and Youth (MENEJ), Rentrée 2025/2026: Zesummewuessen – Bildung verbënnt, Press release, 11 September 2025

³⁴² Information obtained from SIA on 11 December 2025

³⁴³ Which has the mission to handle the reception of newly arrived families by informing and advising them on all matters relating to children's education in Luxembourg

Three of the nine most represented national groups welcomed in 2025 were third-country nationals, with Syrians (7,6% of all consultations), Ukrainians (6,3%) and Eritreans (4,8%) ranking fourth, fifth and sixth, respectively.³⁴⁴

New tools for assessing competencies and digitalisation of procedures

Throughout 2025, additional tools for assessing the competencies of ENAs were developed, existing instruments were revised and expanded, including new tools to assess literacy levels of older students.

Together with the Government IT Centre (CTIE), the online SIA application for ENAs was further developed to automate certain steps in the procedures, streamline the management of files and strengthen the interconnection with other government IT systems.³⁴⁵

Intercultural mediation

In 2025, 11 658 requests for intercultural mediation were recorded by the SIA, representing a slight decrease (-4,1%) compared to 2024 (12 151). SIA's network comprises 72 intercultural mediators covering 34 languages.

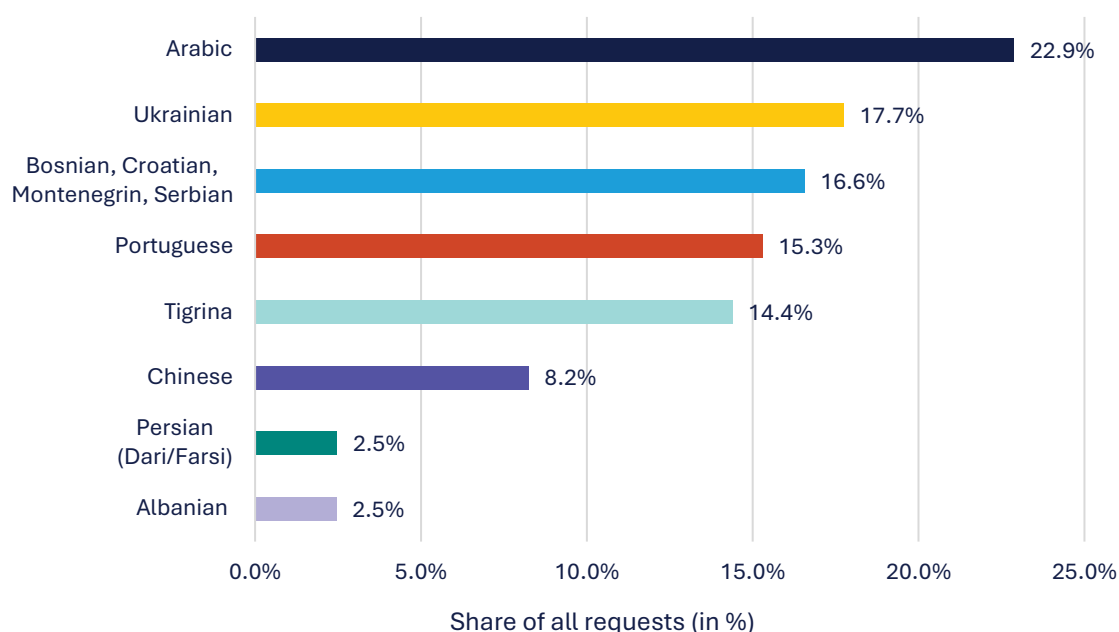
Figure 33 below shows the distribution of languages in mediation requests submitted to the SIA. As in 2024, Arabic remains the most requested language while Ukrainian has moved up from fifth to second place compared to the previous year.³⁴⁶

³⁴⁴ Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 69, 2 March 2026, URL: <https://men.public.lu/dam-assets/catalogue-publications/rapports-dactivite-du-minist%C3%A8re/rapports-du-minist%C3%A8re/menje-rapport-activites-2025.pdf>

³⁴⁵ Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 70, 2 March 2026

³⁴⁶ Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 70, 2 March 2026

Figure 33 Languages requested for intercultural mediation in 2025



Source: Ministry of Education, Children and Youth, 2026. © University of Luxembourg, 2026

Integration and reception classes

As of June 2025, 30 integration classes for newly arrived pupils in elementary school (Classes d'intégration pour élèves nouvellement arrivés - CLI), for a total of 280 ENAs, were in operation. In comparison to June 2024, 19 more classes were active while the number of ENAs remained similar to the previous year (256 in 2024).

In general secondary schools, the number of ENAs welcomed in reception classes (Classes d'accueil – ACCU, CLIJA and CLIJAA³⁴⁷) decreased by 16,5%, passing from 1 476 pupils in 2024 to 1 232 in 2025. This decrease was also reflected in the number of reception classes offered, passing from 110 classes in 2024 to 94 in 2025.³⁴⁸

Support for teaching staff

In 2025, the SIA offered 25 training courses with 750 participating teachers from elementary and secondary education.

³⁴⁷ For more information see Ministry of Education, Children and Youth (MENEJ), Secondary Education, URL: <https://men.public.lu/en/systeme-educatif/scolarisation-eleves-etranangers/enseignement-secondaire.html>

³⁴⁸ Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 70, 2 March 2026

Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2024, p. 64, 27 March 2025, URL: <https://men.public.lu/dam-assets/catalogue-publications/rapports-dactivite-du-minist%C3%A8re/rapports-du-minist%C3%A8re/menje-rapport-activites-2024.pdf>

The courses offered focused on differentiated teaching, teaching mathematics in a multicultural context, academic guidance for ENAs and learning rituals in reception classes.³⁴⁹

Intercultural Education Centre (CEI)

The CEI has provided 49 training sessions and 55 classroom interventions, mainly focused on cultural diversity, awareness-raising, combating racist discrimination and promoting harmonious coexistence. In addition, 27 training courses, presentations and activities were carried out by the [ASTI's IKL centre](#).³⁵⁰

Multilingual education, projects and partnerships

In 2025, the SIA consolidated its coordinating role in the field of first language teaching (L1). Agreements were signed with 38 associations, in addition to the courses organised by five embassies, enabling the establishment of an educational offer in 34 first languages.³⁵¹

A total of 6 768 pupils took L1 courses, of whom 2 885 pupils (42,6%) attended classes in Portuguese. The SIA provided educational and organisational coordination between the associations, schools and the 14 state structures providing premises.³⁵²

The first annual meeting of L1 teachers was held in 2025.³⁵³

Language and Culture Fact Sheets (FLC)

The Language and Culture Fact Sheets (FLC) are reference documents providing information on the languages, cultural contexts and education systems of different countries and act as a support tool for teachers and socio-educational staff. In 2025, 23 fact sheets were available on the [SIA website](#).³⁵⁴

Expansion of the Logbuch Lëtzebuerg

[Logbuch Lëtzebuerg](#) is an educational resource in a diary format designed for young people who are new to Luxembourg and may have experienced displacement. It allows users to discover Luxembourg and reflect on their experiences in their new country.

In order to better respond to the linguistic diversity of the public, in 2025, the SIA expanded Logbuch Lëtzebuerg by adding new audio recordings in French, English and Latin American Spanish, in addition to the existing versions.³⁵⁵

³⁴⁹ Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 71, 2 March 2026

³⁵⁰ Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 71, 2 March 2026

³⁵¹ Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 71, 2 March 2026

³⁵² Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 71, 2 March 2026

³⁵³ Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 71, 2 March 2026

³⁵⁴ Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 71, 2 March 2026

³⁵⁵ Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 71, 2 March 2026

7.3 Adult education

7.3.1 Learning languages

Responding to the growing demand for learning Luxembourgish

To cope with the growing demand for learning Luxembourgish, the National Institute for Languages Luxembourg (Institut national des langues Luxembourg - INLL) is finding new ways to make educational resources available to a wider audience.³⁵⁶ Currently, the INLL is developing a free online platform for the self-study of Luxembourgish. This platform will focus on professional contexts, starting with social care, healthcare, early childhood education, and informal education. It is expected to be launched during the 2025-2026 academic year.³⁵⁷

The existing and free platform [Léier Lëtzebuergesch Online](#) (LLO) will undergo major changes in 2026. The platform currently counts 114 995 registered users from 190 different countries, of whom 38 848 are active.³⁵⁸

Introduction of a new format to learn Luxembourgish and French

Responding to high demand for language courses in multilingual Luxembourg,³⁵⁹ the INLL also teaches Luxembourgish and French using the “Moving Languages” method (based on the [LielA, Liechtenstein Languages-concept](#)) in addition to standard language classes. The programme is based on cooperation between the Department of Adult Education (Service de la formation des adultes - SFA) of the MENEJ, INLL, and Liechtenstein Languages.³⁶⁰

Following the successful launch of the first pilot courses in February 2025, Moving Languages courses in Luxembourgish and French were officially integrated into the INLL's course offerings in September 2025.³⁶¹ Since the start of the 2025/2026 academic year, the SFA is offering Moving Languages courses in French to AIPs and BIPs with a maximum of 180 participants. Next steps include a training program for prospective Moving Languages-teachers as well as evaluation and adjustments of this programme.³⁶²

³⁵⁶ Ministry of Education, Children and Youth (MENEJ), Rentrée 2025/2026 à l'Institut national des langues Luxembourg, Press release, 23 September 2025, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/communiqués/2025/09-septembre/23-rentree-langues.html

³⁵⁷ Ministry of Education, Children and Youth (MENEJ), Rentrée 2025/2026 à l'Institut national des langues Luxembourg, Press release, 23 September 2025

³⁵⁸ Reply to Parliamentary Question 3410, Bilan et utilisation de la plateforme d'apprentissage du luxembourgeois LLO.lu, 10 February 2026, URL: https://wdocs-pub.chd.lu/docs/exped/2026/02/QP_62149_1770729459796.pdf

³⁵⁹ Ministry of Education, Children and Youth (MENEJ), "Moving Languages": une approche innovante pour promouvoir l'apprentissage du luxembourgeois et du français au Luxembourg, Press release, 14 January 2026, URL: <https://men.public.lu/fr/actualites/communiqués-conference-presse/2026/01/14-moving-languages.html>

³⁶⁰ Reply to Parliamentary Question 1339, Apprentissage des langues dans le cadre du pacte citoyen, 20 November 2022, URL: https://wdocs-pub.chd.lu/docs/exped/2024/11/QP_56715_1732092096048.pdf

Ministry of Education, Children and Youth, National Institute for Languages, Back to school at the Institut national des langues Luxembourg, Press release, 23 February 2024, URL: https://gouvernement.lu/en/actualites/toutes_actualites/communiqués/2024/02-fevrier/23-rentree-inl.html

³⁶¹ Ministry of Education, Children and Youth (MENEJ), "Moving Languages": une approche innovante pour promouvoir l'apprentissage du luxembourgeois et du français au Luxembourg, Press release, 14 January 2026, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/communiqués/2026/01-janvier/14-meisch-moving-languages.html

³⁶² Ministry of Education, Children and Youth (MENEJ), "Moving Languages": une approche innovante pour promouvoir l'apprentissage du luxembourgeois et du français au Luxembourg, Press release, 14 January 2026

7.3.2 Adult education offered by the SFA

The Department of Adult Education (SFA) develops and implements training programmes designed to contribute to the linguistic and professional integration of adults with migrant backgrounds, some may be exclusively aimed at TCNs while others are mainstream approaches. Enrolment in adult education programs has increased significantly since the 2019/20 academic year, with the total number of participants in courses relevant for people with migrant backgrounds rising (+89,5%) from 6 214 to 11 776 (in 2024/25), as shown in Table 10 below.³⁶³

Table 10 Adult education courses offered by the SFA³⁶⁴

Course type	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Citizenship (Welcome and Integration Contract (CAI) and nationality law) ³⁶⁵	3 068	4 331	4 900	4 916	4 852	5 722
Linguistic integration courses for AIPs, BIPs and BTPs	2 542	3 164	5 804	4 318	4 196	4 372
Basic education	604	1 083	1 472	1 145	957	1 682
Total	6 214	8 578	12 176	10 379	10 005	11 776

Source: Ministry of Education, Children and Youth, 2026. © University of Luxembourg, 2026

Linguistic integration of AIPs, BIPs and BTPs

The SFA organises and delivers linguistic integration courses for AIPs, BIPs and BTPs to promote their independence, social inclusion and active participation in society. The objective of these courses is to get participants to achieve level A2 in French. The programme, which lasts over three to four terms and consists of 20 hours per week, is organised as blended learning, combining in-person and distance learning activities.

Beyond language training, the programme includes workshops on independence, digital skills and the discovery of Luxembourg, it concludes with an orientation session aimed at guiding participants towards possible next steps (e.g., other adult education offers and trainings).

During the 2024/2025 academic year, participation slightly increased by 4,2%, with 4 372 people taking part in language integration courses (compared to 4 196 the previous year).³⁶⁶

³⁶³ Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 55, 2 March 2026

³⁶⁴ Data included in this table are broken down by academic year (e.g., academic year 2024/25: 15 September 2024 – 14 September 2025)

³⁶⁵ For more information on citizenship courses, see Section 2.5.3 of this report

³⁶⁶ Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 57, 2 March 2026

Basic education for adults

The SFA organises and provides basic education courses for adults, including for people with migrant backgrounds who have never attended school and are illiterate, as well as for people who are literate in a different alphabet. During the 2024/2025 academic year, the number of participants strongly increased by 75,8% (725 additional participants) compared to the previous year, reaching 1 682 participants.³⁶⁷

7.4 Fight against racism and discrimination

The problem of racism and discrimination in Luxembourg remains topical and hence continues being addressed, analysed, and discussed on a regular basis and on different levels.

Publication of the first national action plan against racism and discrimination (PAN AR)

On 1 December 2025, Luxembourg's first [National Action Plan](#) (Plan d'action national Antiracisme - PAN AR) for the implementation of the International Convention on the Elimination of All Forms of Racial Discrimination was presented by the Ministers for Family Affairs, Solidarity, Living Together and Reception of Refugees, Labour, Housing and Spatial Planning and Education, Children and Youth.

The plan responds to strong encouragement from the European Commission in the [EU Anti-racism Action Plan 2020-2025](#) to draft a national strategy against racism and discrimination. It also takes into account [recommendations of the United Nations Committee on the Elimination of Racial Discrimination \(CERD\)](#) and serves to implement the [International Convention on the Elimination of All forms of Racial Discrimination](#).³⁶⁸

The PAN was developed based on the study [Le racisme et les discriminations ethno-raciales au Luxembourg](#) by CEFIS and LISER (commissioned by the MFSVA) and in collaboration with 12 ministries, civil society, human rights organisations and affected individuals. Covering six topics (data and statistics, awareness-raising, support for victims, housing, employment and education), it aims to transversally fight racism and all forms of racial discrimination and propose concrete measures. The plan also introduces specific indicators and a timeline for each action.

³⁶⁷ Ministry of Education, Children and Youth (MENEJ), Rapport d'activité 2025, p. 57, 2 March 2026

³⁶⁸ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Plan d'action national de mise en œuvre de la Convention internationale sur l'élimination de toutes les formes de discrimination raciale (PAN AR), 1 December 2025, p. 5, URL: <https://mfsva.gouvernement.lu/dam-assets/le-minist%C3%A8re/attributions/zesummeliewen/anti-racisme/01019-mfsva-zl-nap-ounirassismus-broch-panar-a4-acc-bf-new.pdf>

This multi-year plan is an open and evolving document, which can be adapted to arising needs, feedback from partners, progress on measures, or based on studies. An external evaluation will be conducted after five years.³⁶⁹

The Interministerial Steering Group (GroPil) ensures the implementation of the actions described in the plan.³⁷⁰

Training for judges

According to the National Council for the Judiciary, 40 judges participated in the "Hate Crimes and incitement to hatred" training held in May 2025. While hate crimes and incitement to hatred are similar issues, they correspond to distinct legal realities. This training aimed to clarify these concepts, explained their legal frameworks, and highlighted respective specific aspects at the investigative and adjudicative levels.³⁷¹

7.5 Luxembourg's labour market through a migration lens

7.5.1 Introduction

Over the five last years, EMN Luxembourg has published four studies that analyse Luxembourg's labour market through a migration lens, addressing topics such as skills matching,³⁷² labour shortages and talent attraction,³⁷³ as well as labour market integration of international protection applicants³⁷⁴ and beneficiaries of temporary protection.³⁷⁵

In this analysis, we revisit these four studies updating the findings with data recently collected from national stakeholders. Consistent with other EMN publications, the observation period is limited to the last five years and thus covers the timeframe 2021-2025.

³⁶⁹ Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Plan d'action national de mise en œuvre de la Convention internationale sur l'élimination de toutes les formes de discrimination raciale (PAN AR), 1 December 2025, p. 11, URL : <https://mfsva.gouvernement.lu/dam-assets/le-minist%C3%A8re/attributions/zesummeliwewen/anti-racisme/01019-mfsva-zl-nap-ounirassismus-broch-panar-a4-acc-bf-new.pdf>

³⁷⁰ Ministry of Education, Children and Youth (MENEJ), Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Ministry of Housing and Spatial Planning (MLOGAT), Ministry of Labour (MT), Présentation du premier Plan d'action national de mise en œuvre de la Convention internationale sur l'élimination de toutes les formes de discrimination raciale, Press release, 1 December 2025, URL: https://gouvernement.lu/fr/actualites/toutes_actualites/communiqu%C3%A9s/2025/12-decembre/01-pan-discrimination-raciale.html

³⁷¹ Reply to Parliamentary Question 2701, Comité interministériel de suivi du PANAS, 29 August 2025, URL: https://wdocs-pub.chd.lu/docs/exped/2025/08/QP_60043_1756451336342.pdf

Information obtained from the National Council for the Judiciary on 16 January 2026

³⁷² EMN Luxembourg Study: Fostering sustainable labour market integration of migrants in Luxembourg: skills matching policies and instruments. 27 January 2026, URL: <https://emnluxembourg.uni.lu/emn-luxembourg-study-fostering-sustainable-labour-market-integration-of-migrants-in-luxembourg-skills-matching-policies-and-instruments/>

³⁷³ EMN Luxembourg Study: Labour Migration in times of labour shortages in Luxembourg (January 2021 to June 2024). 24 January 2025, URL: <https://emnluxembourg.uni.lu/emn-study-application-of-the-temporary-protection-directive-challenges-and-good-practices-in-2023-2/>

³⁷⁴ EMN Luxembourg Study: Integration of applicants for international protection in the Luxembourgish labour market. 20 December 2022, URL: <https://emnluxembourg.uni.lu/emn-luxembourg-study-integration-of-applicants-for-international-protection-in-the-luxembourgish-labour-market/>

³⁷⁵ EMN Luxembourg Study: The Application of the Temporary Protection Directive in Luxembourg: Challenges and Good Practices in 2023. 10 November 2023, URL: <https://emnluxembourg.uni.lu/emn-luxembourg-study-the-application-of-the-temporary-protection-directive-in-luxembourg-challenges-and-good-practices-in-2023/>

This analytical chapter outlines the relevant legal and policy developments in the reporting period, focusing on legal and non-legal barriers that different migrant groups encounter when trying to access the labour market in Luxembourg.

It also provides an overview of the challenges migrants and employers encounter as well as key policy developments identified by stakeholders.

7.5.2 Legal and policy developments 2021-2025

Figure 34 below provides a conclusive overview of key legal and policy developments recorded from 2021 to 2025.

The most relevant legislation approved by Luxembourg in the reporting period was the Law of 7 August 2023,³⁷⁶ which:

- introduced the list of occupations in very short supply³⁷⁷ for which ADEM is exempt to carry out a labour market test;
- granted TCNs with a family-member residence permit to directly access the labour market;
- removed the requirement for a labour market test for AIPs³⁷⁸ when applying for a temporary occupation permit (AOT).

The Grand Ducal Regulation of 07 July 2023³⁷⁹ eliminates the requirement for TCNs to submit a valid Luxembourgish residence permit to their application for their registration in the register of higher education qualifications and substitutes it with the obligation for the applicant to provide a valid residence permit issued by an EU Member State.

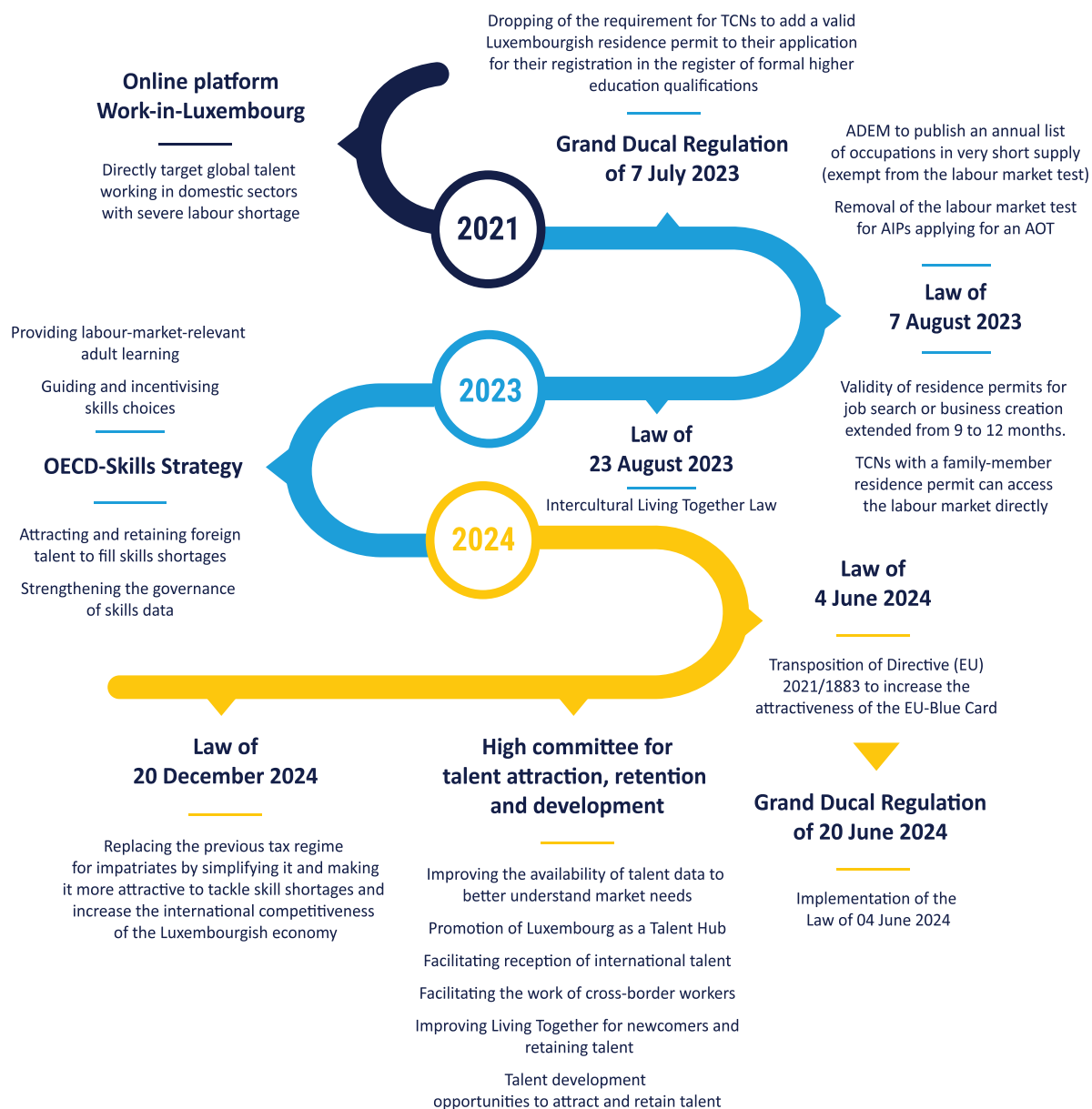
³⁷⁶ Law of 7 August 2023 amending the (1) Labour Code; (2) amended Law of 29 August 2008 on the free movement of persons and immigration; (3) amended law of 18 December 2015 on the reception of applicants for international protection and temporary protection. Published in Memorial A556 of 28 August 2023, URL: <https://legilux.public.lu/eli/etat/leg/loi/2023/08/07/a556/jo>

³⁷⁷ The list of occupations in very short supply is updated and published by the National Employment Agency (ADEM) on an annual basis

³⁷⁸ As well as for beneficiaries of a postponement of removal or suspension of removal for medical reasons

³⁷⁹ Grand-Ducal Regulation of 7 July 2023 relating to: 1° modification of the amended Grand-Ducal Regulation of 12 May 2000 establishing the terms and conditions for obtaining financial assistance for doctors in the process of specialization; 2° modification of the amended Grand-Ducal Regulation of 26 May 2004 determining the conditions of access, studies as well as the conditions for successful completion of specific training in general medicine; 3° modification of the Grand-Ducal Regulation of 7 June 2007 on the profession of orthoptist; 4° modification of the Grand-Ducal Regulation of 10 July 2011 establishing the list of specialties in medicine and dentistry recognized in Luxembourg; 5° modification of the Grand-Ducal Regulation of 17 February 2017 relating to the recognition of professional qualifications; 6° repeal of the amended Grand-Ducal Regulation of 28 January 1999. Published in Mémorial A177 of 22 March 2024, URL: <https://legilux.public.lu/eli/etat/leg/rgd/2023/07/07/a402/jo>

Figure 34 Legal and policy developments in the observation period (2021-2025)



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The Law of 04 June 2024,³⁸⁰ amending the Immigration Law, the Grand Ducal Regulation of 20 June 2024,³⁸¹ as well as the Law of 20 December 2024³⁸², were introduced to increase Luxembourg's attractiveness for highly qualified workers by transposing Directive (EU) 2021/1833 (EU Blue Card Directive)³⁸³ and replacing the tax regime for impatriates, respectively.

The Law of 23 August 2023³⁸⁴ is a much broader legislative change, not specifically focusing on labour market integration, but rather replacing the previous "integration" approach with a more inclusive and open perspective on "Intercultural Living Together", which addresses everyone living and working in Luxembourg, regardless of their nationality and migratory status. This law provides the legal basis for several new instruments and structures, such as the National Action Plan for Intercultural Living Together (which is currently being drafted), the Intercultural Living Together Program as well as different councils and committees at national and municipal level.³⁸⁵

Outside of the legislative changes, other policy developments include the launch of the pilot "Work-in-Luxembourg" online platform to attract global talent working in domestic sectors facing significant recruitment challenges,³⁸⁶ the publication of the OECD Skills Strategy Luxembourg, which identified priority areas for action for Luxembourg and provided recommendations for improving its skills outcomes,³⁸⁷ and the creation of the High Committee for the attraction, retention and development of talent, a consultation body giving advice and formulating proposals to guide government action.³⁸⁸

³⁸⁰ Law of 4 June 2024, amending the amended Law of 29 August 2008 on the free movement of people and immigration, Published in Memorial A261 of 27 June 2024. URL: <https://legilux.public.lu/eli/etat/leg/loi/2024/06/04/a261/jo>

³⁸¹ Grand Ducal Regulation of 20 June 2024, amending: 1° the amended Grand Ducal regulation of 5 September 2008, defining the income and housing criteria provided for by the Law of 29 August 2008 on the free movement of persons and immigration; 2° the amended Grand Ducal regulation of 5 September 2008, implementing provisions provided for by the Law of 29 August 2008; 3° the amended Grand Ducal Regulation of 26 September 2008, determining the minimum remuneration level for a highly qualified worker pursuant to the Law of 29 August 2008. Published in Memorial A 262 of 27 June 2024, URL: <https://legilux.public.lu/eli/etat/leg/rgd/2024/06/20/a262/jo> (This Grand Ducal Regulation implements the Law of 04 June 2024)

³⁸² Law of 20 December 2024 amending: 1° the amended law of 17 April 1964 reorganising the direct tax administration; 2° the amended law of 4 December 1967 concerning income tax; 3° the amended law of 24 December 1996 introducing an income tax bonus in the event of hiring unemployed persons; 4° the amended law of 11 May 2007 relating to the creation of a family wealth management company ("FPM"); 5° the amended law of 17 December 2010 concerning collective investment undertakings. Published in Memorial A589 of 24 December 2024, URL: <https://legilux.public.lu/eli/etat/leg/loi/2024/12/20/a589/jo>

³⁸³ European Parliament and Council, Directive (EU) 2021/1833 of the European Parliament and of the Council of 20 October 2021 on the conditions of entry and residence of third-country nationals for the purpose of highly qualified employment and repealing Council Directive 2009/50/EC, 20 October 2021, URL: <https://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX%3A32021L1833>

³⁸⁴ Law of 23 August 2023 relating to intercultural living together and modifying the amended law of 8 March 2017 on Luxembourgish nationality. Published in Memorial A545 of 25 August 2023, URL: <https://legilux.public.lu/eli/etat/leg/loi/2023/08/23/a545/jo>

³⁸⁵ EMN Luxembourg, 2024 Asylum and Migration Overview, p.78-79, 21 August 2025

³⁸⁶ ADEM, Rapport annuel 2021, p.21, 20 June 2022, URL : <https://adem.public.lu/dam-assets/fr/publications/adem/2022/rapport-annuel-adem-2021/rapport-annuel-adem-2021.pdf>

³⁸⁷ OECD, OECD Skills Strategy Luxembourg - Assessment and recommendations, p.14, 23 February 2023, URL:

https://www.oecd.org/content/dam/oecd/en/publications/reports/2023/02/oecd-skills-strategy-luxembourg_22eb0c8f/92d891a4-en.pdf

³⁸⁸ Ministry of the Economy (MECO), Attraction, retention and development of talent, 10 April 2026, URL: <https://mecco.gouvernement.lu/en/domaines-activites/talents.html>

7.5.3 The studied population

While integration into the Luxembourgish labour market entails certain aspects common to all TCNs, previous studies conducted by EMN LU³⁸⁹ have demonstrated that some pathways may be specific to particular migrant groups. In this analysis we will focus on the legal- and non-legal barriers, policy and administrative changes regarding the following selected groups:

- Applicants for international protection (AIPs)³⁹⁰
- Beneficiaries of international protection (BIPs)³⁹¹
- Beneficiaries of temporary protection (BTPs)³⁹²
- Third-country nationals (TCNs)³⁹³

The EMN Glossary defines labour market integration as the extent to which migrants will achieve the same range of labour market participation as nationals of receiving countries by using their skills and realising their economic potential.³⁹⁴

7.5.4 Legal barriers for labour market integration

Applicants for international protection (AIPs)

The first and main obstacle faced by AIPs when trying to integrate into the labour market in Luxembourg is access to employment itself. After submitting their application for international protection to the DGIM, AIPs cannot immediately access the labour market. If a decision on the application for international protection has not been taken within 6 months after the submission, provided that the delay is not attributable to the applicant, AIPs may apply for a temporary occupation permit (Autorisation d'occupation temporaire – AOT).³⁹⁵

³⁸⁹ EMN Luxembourg Study: Fostering sustainable labour market integration of migrants in Luxembourg: skills matching policies and instruments

EMN Luxembourg Study: Labour Migration in times of labour shortages in Luxembourg (January 2021 to June 2024)

EMN Luxembourg Study: The Application of the Temporary Protection Directive in Luxembourg: Challenges and Good Practices in 2023

EMN Luxembourg Study: Integration of applicants for international protection in the Luxembourgish labour market

³⁹⁰ EMN Asylum and Migration glossary, Applicant for international protection, URL: <https://ec.europa.eu/assets/home/emn-glossary/glossary.html?search=applicant&detail=applicant+for+international+protection>

³⁹¹ EMN Asylum and Migration glossary, Beneficiary of international protection, URL: <https://ec.europa.eu/assets/home/emn-glossary/glossary.html?letters=b&detail=beneficiary+of+international+protection>

³⁹² EMN Asylum and Migration glossary, Beneficiary of temporary protection, URL: <https://ec.europa.eu/assets/home/emn-glossary/glossary.html?letters=b&detail=beneficiary+of+temporary+protection>

³⁹³ EMN Asylum and Migration glossary, Third-country national, URL: <https://ec.europa.eu/assets/home/emn-glossary/glossary.html?letters=t&detail=third-country+national>

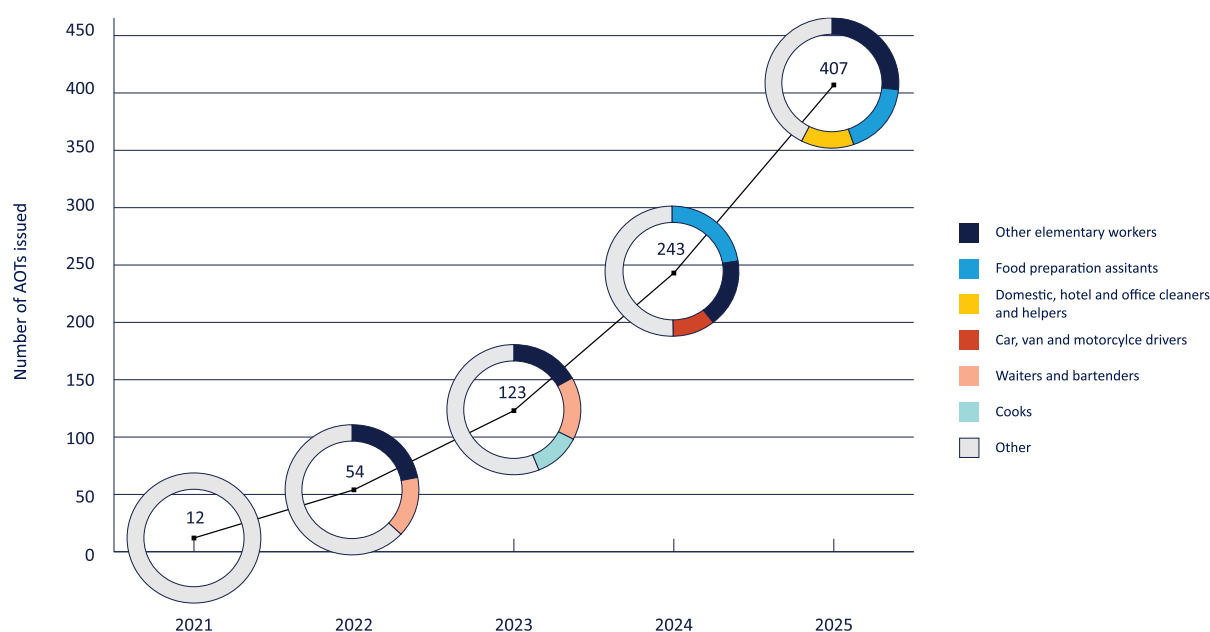
³⁹⁴ EMN Asylum and Migration glossary, Labour market integration, URL: <https://ec.europa.eu/assets/home/emn-glossary/glossary.html?letters=l&detail=labour+market+integration>

³⁹⁵ Guichet.lu, Work for applicants for international protection, 01 September 2023, URL:

<https://guichet.public.lu/en/citovens/immigration/cas-specifiques/protection-internationale/autorisation-occupation-temporaire.html>

For more information see Section 4.3.4 of this report

Figure 35 AOTs issued (only first issuances) – by main professions (2021-2025) ³⁹⁶



Source: Ministry of Home Affairs, 2026. © University of Luxembourg, 2026

An earlier EMN study³⁹⁷ described the labour market test associated with the AOT as a significant barrier for AIPs, as employers had to demonstrate that no national, EU-citizen, or legally residing TCN was available for the position. The requirement for ADEM to carry out labour market tests for AOTs was eliminated by the Law of 7 August 2023³⁹⁸ for AIPs whose application have been pending for at least six months. Still, the access to the labour market remains limited in several ways. The AOT is linked to one specific employer and profession and is primarily issued for six months, although renewals are possible as long as conditions are met. If an application for international protection is definitively rejected, the employment contract must be terminated immediately,³⁹⁹ creating additional uncertainty for both employers and employees.

Because of the heavy administrative procedures involved, the temporary nature of the permit and the ensuing uncertainty, some employers may be reluctant to hire AIPs.⁴⁰⁰ Furthermore, the legal framework permits AIPs to engage only in salaried employment and excludes them from any self-employed activities.⁴⁰¹

³⁹⁶ Total number of AOTs issued (only first issuances) to AIPs, beneficiaries of a postponement of removal or suspension of removal for medical reasons

³⁹⁷ EMN Luxembourg Study: Integration of applicants for international protection in the Luxembourgish labour market

³⁹⁸ Law of 7 August 2023. Published In Memorial A521 of 18 August 2023

³⁹⁹ Guichet.lu, Work for applicants for international protection, 01 September 2023, URL:

<https://guichet.public.lu/en/citovens/immigration/cas-specifiques/protection-internationale/autorisation-occupation-temporaire.html>

⁴⁰⁰ EMN Luxembourg Study: Fostering sustainable labour market integration of migrants in Luxembourg: skills matching policies and instruments

⁴⁰¹ Law of 18 December 2015 on 1. International protection and temporary protection; 2. Amending the Law of 10 August 1991 on the legal profession, the amended Law of 29 August 2008 on the free movement of persons and immigration, the Law of 28 Mai 2009 concerning the Detention Center; 3. Repealing the amended Law of 5 May 2006 on the right to asylum and complementary forms of protection. Published in Memorial A255 of 28 December 2015, URL: <https://legilux.public.lu/eli/etat/leg/loi/2015/12/18/n15/jo>

Figure 35 provides an overview of first issuances of AOTs in the observation period.⁴⁰² Since 2021, the number of issuances has rapidly increased from 12 to 407 in 2025. The breakdown by professions suggests that AOTs have been mainly linked to elementary occupations (ISCO Group 9) such as cleaning and food preparation, as well as to personal service work (ISCO Group 51) such as waiting, bartending and cooking. According to the DGIM, the strong increase in permits issued is directly linked to the simplification of the procedure of obtaining an AOT, foreseen in the Law of 7 August 2023, which entered into force in September 2023.⁴⁰³

Access to institutional employment support also remains restricted. In principle, AIPs do not have access to the labour market (unless they obtain an AOT).⁴⁰⁴ As a result, they do not benefit from a range of employment services such as job-matching assistance, guidance, and training opportunities.

Finally, complications also arise in relation to the recognition of qualifications obtained abroad. Applicants are generally unable to begin formal recognition procedures for diplomas and professional certifications before their application for protection has been approved. In practice, recognition procedures are often considered lengthy and administratively demanding. The uncertainty surrounding asylum procedures can also affect employment relationships.

Beneficiaries of international protection (BIPs)

In Luxembourg, BIPs theoretically have immediate access to the labour market and are entitled to register with ADEM.⁴⁰⁵ Nevertheless, access to employment does not necessarily guarantee stable or adequate labour market integration.

The challenge most frequently reported in previous EMN LU studies⁴⁰⁶ concerns the recognition of foreign qualifications. In many cases, BIPs can only begin the formal recognition process after being granted IP status. Nevertheless, the review proceedings for granting the status can be lengthy and demanding (taking anywhere from several months to multiple years). For some individuals, the situation is further complicated by the absence of original diplomas or supporting documents, having been unable to take them during displacement.

⁴⁰² Total number of AOTs issued (only first issuances) to AIPs, beneficiaries of a postponement of removal or suspension of removal for medical reasons. The vast majority of authorisations in the reporting period were issued to AIPs

⁴⁰³ Ministry of Home Affairs (MAINT), Rapport d'activité 2025 du ministère des Affaires intérieures, 9 March 2026, p. 64

⁴⁰⁴ ADEM, Recruit a beneficiary or an applicant for international protection, 16 May 2025, URL: https://adem.public.lu/en/employeurs/recruter/Recruter_BPI_DPI.html

⁴⁰⁵ Law of 18 December 2015. Published in Memorial A255 of 28 December 2015

⁴⁰⁶ EMN Luxembourg Study: Fostering sustainable labour market integration of migrants in Luxembourg: skills matching policies and instruments

EMN Luxembourg Study: Labour Migration in times of labour shortages in Luxembourg (January 2021 to June 2024)

EMN Luxembourg Study: The Application of the Temporary Protection Directive in Luxembourg: Challenges and Good Practices in 2023 -

EMN Luxembourg Study: Integration of applicants for international protection in the Luxembourgish labour market

Access to regulated professions has been mentioned as another challenge for labour market integration. Luxembourg has a relatively large number of regulated occupations,⁴⁰⁷ especially in sectors such as healthcare and crafts. These professions require formally recognised qualifications and official authorisations.⁴⁰⁸ Differences between education systems and professional standards in third countries can vary substantially from those in Luxembourg, making the procedure even more difficult to complete.⁴⁰⁹ Such disparities can significantly complicate the evaluation and recognition of skills acquired abroad, limiting short-term access to jobs that match their career paths.

Beneficiaries of temporary protection (BTPs)

BTPs have direct and free access to the labour market under the temporary protection framework,⁴¹⁰ where they may also work on a self-employed basis.⁴¹¹

Several barriers continue to affect BTPs' access to the labour market and their ability to access positions corresponding to their qualifications and professional experiences. A previous EMN LU study mostly pointed to non-legal barriers, such as insufficient language skills and limited access to childcare,⁴¹² which are presented in more detail in the following section. Recognition of higher qualifications was reported as a challenge in cases where no copies of the original diplomas could be presented to the Luxembourgish authorities and where Ukrainian authorities did not correctly enter data into the Ukrainian database on education.⁴¹³

Figure 36 provides a detailed breakdown of the professional activity of Ukrainian BTPs aged 15 to 64 (legal working age) in Luxembourg from 2023 to 2025. Across all three years, the activity rate⁴¹⁴ of Ukrainian BTPs stood at just under 50%, which is significantly lower than the activity rate among residents, which was close to 75% at the beginning of 2026.⁴¹⁵ Ukrainian BTPs were predominately employed in the hotel and catering sector, in health and in other services. The unemployment rate of Ukrainian BTPs increased from 28,0% at the end 2023 to 36,8% at the end of 2025.⁴¹⁶

⁴⁰⁷ Guichet.lu, List of regulated professions, URL: <https://guichet.public.lu/en/entreprises/creation-developpement/profession/liste-professions-reglementees.html>

⁴⁰⁸ EMN Luxembourg Study: Labour Migration in times of labour shortages in Luxembourg (January 2021 to June 2024), p.22.

⁴⁰⁹ EMN Luxembourg Study: Fostering sustainable labour market integration of migrants in Luxembourg: skills matching policies and instruments, p. 5-6

⁴¹⁰ Guichet.lu, Demander une protection temporaire, 28 November 2025, URL :

<https://guichet.public.lu/fr/citoyens/immigration/ukraine/protection-temporaire-ukraine/protection-temporaire.html>

⁴¹¹ Ministry of Labour (MT), Work in Luxembourg, URL: <https://itm.public.lu/content/dam/itm/fr/actualites/2022/travailler-luxembourg/flyer-en.pdf>

Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA), Arrivals from Ukraine – FAQ, Question 8, URL: <https://mfsva.gouvernement.lu/en/le-ministere/attributions/accueil/accueil-de-personnes-ukraine/FAQ.html>

⁴¹² EMN Luxembourg Study: The Application of the Temporary Protection Directive in Luxembourg: Challenges and Good Practices in 2023, p.23

⁴¹³ EMN Luxembourg Study: The Application of the Temporary Protection Directive in Luxembourg: Challenges and Good Practices in 2023, p.22-23

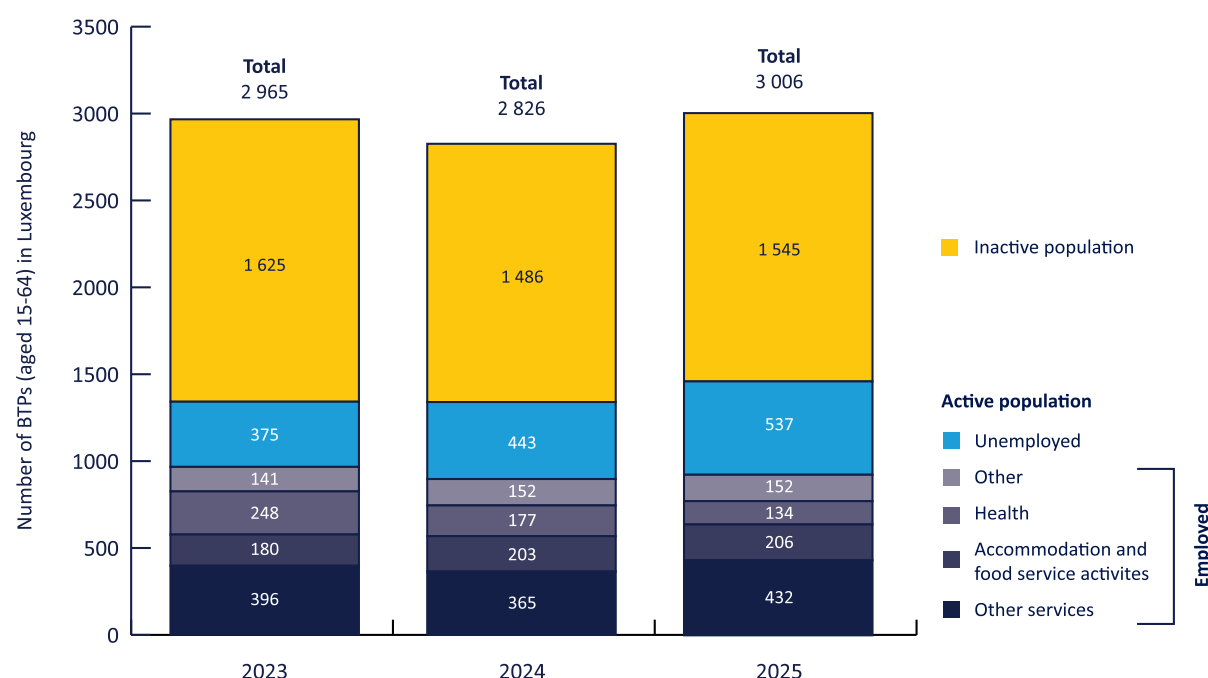
Unified State Electronic Database on Education (EDEBO) of Ukraine

⁴¹⁴ Activity rate includes both people in employment and those unemployed but actively seeking work

⁴¹⁵ STATEC, Conjoncture Flash, Monthly publication on the state of Luxembourg's economy – February 2026, Contrasting situation in construction. 25 February 2026, URL: <https://statistiques.public.lu/dam-assets/catalogue-publications/conjoncture-flash-en/2026/flash-02-26-en.pdf>

⁴¹⁶ Information provided by STATEC on 14 April 2026

Figure 36 Ukrainian BTPs (aged 15-64) in Luxembourg – by professional activity (2023-2025)⁴¹⁷



Source: IGSS, ADEM, STATEC, 2026. © University of Luxembourg, 2026

7.5.5 Non-legal barriers for labour market integration

In addition to the legal barriers and administrative restrictions that AIPs, BIPs and BTPs encounter, previous EMN LU studies have identified several non-legal barriers that continue to affect labour market integration across all migrant groups, including other TCNs that are outside of the international and temporary protection framework. Although these barriers do not affect all groups in the same way, similar difficulties appear repeatedly throughout the different studies.

High language requirements

The high level of language proficiency required is frequently cited as one of the main non-legal challenges for sustainable labour market integration. Luxembourg's labour market is shaped by its multilingualism, with French, German, and Luxembourgish being the three official languages and English occupying a significant and growing role as lingua franca.⁴¹⁸ In practice, limited language proficiency, particularly in French, can restrict access to employment opportunities, vocational training, and career advancement.⁴¹⁹

⁴¹⁷ Numbers included represent the situation at the end of Q4 of the respective year

⁴¹⁸ In particular, as a working language in certain industries

⁴¹⁹ EMN Luxembourg Study: Fostering sustainable labour market integration of migrants in Luxembourg: skills matching policies and instruments, p.8

EMN Luxembourg Study: Labour Migration in times of labour shortages in Luxembourg (January 2021 to June 2024), p.21

EMN Luxembourg Study: The Application of the Temporary Protection Directive in Luxembourg: Challenges and Good Practices in 2023, p.24

EMN Luxembourg Study: Integration of applicants for international protection in the Luxembourgish labour market, p.27

Housing market crisis

Luxembourg is confronted with a systemic housing market crisis which affects all residents. Furthermore, the high cost and limited availability of (affordable) housing in Luxembourg may prevent migrants from living in areas close to where job opportunities are concentrated. Migrants living in rural areas or in locations far from employment centres may face long commutes and limited public transportation options, affecting access to workplaces, language classes, and training opportunities. Previous studies have also highlighted difficulties in accessing the private rental market, mainly due to high rental costs, including experiences of discrimination.⁴²⁰ In general, TCNs are not allowed to look for accommodation in neighbouring countries as their status is territorial.⁴²¹

Limited access to childcare and social networks

For migrants with young children, participation in employment or integration-related activities may also depend on access to childcare services. Previous studies have identified limited availability, high costs, and incompatibility with standard working hours as barriers to labour market integration.⁴²²

The importance of professional networks and knowledge of the Luxembourg labour market was also highlighted. Newly arrived migrants may lack local contacts, knowledge of recruitment channels, or familiarity with workplace practices and administrative procedures. Accessing social capital and informal networks is crucial for labour market integration. Prolonged isolation within their own migrant networks might be counterproductive as the codes of the working world might be lost and the expansion of networks outside their community may become an insurmountable barrier.⁴²³

Mental and physical well-being

Finally, previous studies have also shown the effects of prolonged uncertainty related to asylum procedures, displacement, or unstable living conditions. Long periods of inactivity may be detrimental to self-confidence, professional skills, and future employment opportunities. Experiences related to displacement, separation from family members, and uncertainty regarding legal status may affect physical and mental well-being, creating additional challenges during the labour market integration process.⁴²⁴

⁴²⁰ EMN Luxembourg Study: Fostering sustainable labour market integration of migrants in Luxembourg: skills matching policies and instruments, p.12

EMN Luxembourg Study: The Application of the Temporary Protection Directive in Luxembourg: Challenges and Good Practices in 2023, p.19

⁴²¹ Article 9 of the amended Grand Ducal Regulation of 5 September 2008 implementing certain provisions to the administrative formalities laid down in the Law of 29 August 2008 on the free movement of persons and immigration. Published in Memorial A138 on 10 September 2008, URL: https://legilux.public.lu/eli/etat/leg/rgd/2008/09/05/n6/consolide/20240701#art_9

⁴²² EMN Luxembourg Study: Fostering sustainable labour market integration of migrants in Luxembourg: skills matching policies and instruments, p.13

EMN Luxembourg Study: The Application of the Temporary Protection Directive in Luxembourg: Challenges and Good Practices in 2023, p.23

⁴²³ EMN Luxembourg Study: Fostering sustainable labour market integration of migrants in Luxembourg: skills matching policies and instruments, p.9 &41

⁴²⁴ EMN Luxembourg Study: Fostering sustainable labour market integration of migrants in Luxembourg: skills matching policies and instruments, p.11&16

7.5.6 Current stakeholder perspectives

In order to get a more comprehensive understanding and to supplement the findings of previous EMN LU studies, stakeholders from different organisational backgrounds were contacted.

In total, seven contributions were received from eight⁴²⁵ different stakeholders:

Civil society actors (2)

- Association for the Support of Immigrant Workers (ASTI)
- Liaison Committee of Foreigners' Associations (CLAE)

Organisations representing employers and employees (4)

- Chamber of Commerce (CC)
- Chamber of Skilled Trades and Crafts (CDM)
- Chamber of Employees (CSL)
- Fedil – The Voice of Luxembourg's Industry (FEDIL)⁴²⁶

Trade unions (2)

- Luxembourg Confederation of Christian Trade Unions (LCGB)
- Independent Luxembourg Trade Union Confederation (OGBL)

Stakeholders were asked to identify the main challenges TCNs encounter when trying to access the labour market as well as the most important policy and administrative developments between 2021 and 2025. They were also given the opportunity to suggest further steps for facilitating labour market access for TCNs. Organisations representing employers were additionally asked to provide information on challenges employers encounter when hiring TCN workers.⁴²⁷

Main challenges identified by stakeholders

Despite representing different institutional perspectives, stakeholders raised many similar concerns regarding the labour market integration of TCNs in Luxembourg, largely confirming the findings of previous EMN LU studies. For the most part, stakeholders have identified challenges that apply to TCNs in general, whilst highlighting barriers faced by specific migrant groups where relevant.

⁴²⁵ LCGB and OGBL have a joint secretariat for European affairs which provided a common response

⁴²⁶ Also referred to as "Fedil – Business Federation Luxembourg" at Guichet.lu: URL: https://guichet.public.lu/en/entreprises/organismes/organismes_entreprises/fedil.html

⁴²⁷ All questions were formulated in such a way as to enable stakeholders to specify whether the observation applied to TCNs in general, or whether it specifically concerned AIPs, BIPs, BTPs or another migrant group

Administrative procedures were repeatedly mentioned in the responses as one of the main difficulties faced by both migrants and employers. CLAE, CSL, FEDIL, CDM as well as LCGB/OGBL, all referred to lengthy and complex procedures linked to work and residence permits. These procedures were described as time-consuming and often difficult to navigate for both employers and TCNs. Particular attention was given to the labour market tests carried out by ADEM, which multiple stakeholders considered to be a major administrative burden. ASTI noted that employers frequently abandon recruitment procedures once they realise the extent of the administrative requirements involved.

Stakeholders also emphasised how **residence status** can lead to insecurity in employment. LCGB/OGBL explained that AIPs are only eligible for AOTs tied to one employer and one occupation, limiting their professional mobility. CLAE similarly referred to situations where workers become dependent on a specific employer because of their residence status.

Difficulties related to the **recognition of qualifications and professional experience acquired** were also repeatedly mentioned across responses. CLAE, CSL, FEDIL, CC, and LCGB/OGBL all referred to lengthy or restrictive diploma recognition procedures that can prevent qualified migrants from accessing employment corresponding to their experience and skills. ASTI particularly highlighted this issue in the healthcare sector, where many qualified professionals reportedly encounter obstacles in having their qualifications recognised. CSL raised the same issue but in relation to regulated professions in general. CDM also stressed that employers themselves often face difficulties assessing technical competencies acquired abroad, especially in vocational professions where training systems differ significantly from one country to another.

Luxembourg's **multilingual system** has once again been raised by many stakeholders. CDM referred to difficulties migrants face in determining which of the official languages should be prioritised for employment and vocational training. Depending on the profession, it may be more useful to be proficient in German or Luxembourgish rather than French. CLAE pointed to migrants' limited knowledge of the Luxembourg labour market and the absence of professional networks as obstacles to their labour market integration. High language requirements were further emphasised by CC, CSL and LCGB/OGBL.

Finally, **housing** was mentioned by several stakeholders as a factor impacting labour market integration. CDM, FEDIL, LCGB/OGBL and CLAE all referred to the high cost and limited availability of housing in Luxembourg, which can complicate recruitment, reduce the attractiveness of relocation, and affect long-term employment stability for migrant workers.

Important policy and administrative changes identified by stakeholders

Stakeholders have identified multiple reforms and developments that have facilitated access to the labour market for third-country nationals in the observation period, many of them were briefly outlined at the beginning of this analytical chapter.

One of the most frequently mentioned developments relates to the Law of 7 August 2023⁴²⁸, which granted **direct access to employment for family members of third-country nationals**. CDM, CC, CLAE, LCGB/OGBL, and ASTI all referred to the reform allowing family members to work directly after obtaining their residence permit, without having to apply separately for a work permit, as a good practice. ASTI described this change as particularly important for reducing situations of precarity previously experienced by many migrant families.

Several stakeholders pointed out measures aimed at **simplifying recruitment procedures**, especially in sectors facing labour shortages. CDM, CC, CLAE and ASTI highlighted faster ADEM procedures for occupations included on the list of severe shortages as well as for those outside of this list, while LCGB/OGBL praised the removal of the labour market test for AIPs when applying for an AOT as well as for occupations included on the high shortages list.⁴²⁹ CLAE and FEDIL pointed to the gradual digitalisation and simplification of procedures (e.g. issuance of residence and work permits) as positive developments.

Other positive changes mentioned were more broadly related to **policies on international recruitment and talent attraction**. CDM and CC referred to the creation of the [“Talent Desk Luxembourg”](#) platform, which facilitates the recruitment and professional integration of foreign talent, and the High Committee for the Attraction, Retention and Development of Talent, which aims to strengthen coordination between ministries and professional chambers and develop a coordinated strategy for talent attraction as well as to improve the assessment of skills needed. FEDIL also noted that attracting highly skilled workers remains a key political priority.

Both ASTI and FEDIL welcomed the **swift implementation**⁴³⁰ of the **Temporary Protection Directive**⁴³¹, granting BTPs immediate access to the labour market.

Finally, LCGB/OGBL and CSL also highlighted the planned **transposition of Directive (EU) 2024/1233**⁴³² into Luxembourg law. To do so, Bill 8586⁴³³ proposes to shorten the processing time for permits, extend the validity period of first and renewed residence permits as well as first work authorisations, and provide workers with greater flexibility in changing employers and stronger safeguards in situations of unemployment.

⁴²⁸ Law of 7 August 2023. Published In Memorial A521 of 18 August 2023

⁴²⁹ Changes introduced by the Law of 7 August 2023. Published in Memorial A556 of 28 August 2023.

⁴³⁰ Council Implementing Decision (EU) 2022/382 of 4 March 2022 establishing the existence of a mass influx of displaced persons from Ukraine within the meaning of Article 5 of Directive 2001/55/EC, and having the effect of introducing temporary protection, 04 March 2022, URL: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32022D0382>

⁴³¹ Council Directive 2001/55/EC of 20 July 2001 on minimum standards for giving temporary protection in the event of a mass influx of displaced persons and on measures promoting a balance of efforts between Member States in receiving such persons and bearing the consequences thereof, 07 August 2001, URL: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32001L0055>

⁴³² Directive (EU) 2024/1233 of the European Parliament and of the Council of 24 April 2024 on a single application procedure for a single permit for third-country nationals to reside and work in the territory of a Member State and on a common set of rights for third-country workers legally residing in a Member State (recast), 30 April 2024, URL: https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L_202401233

⁴³³ Bill 8586 amending the amended Law of 29 August 2008 on the free movement of persons and immigration. Introduced to Parliament on 21 July 2025, URL: https://wdocs-pub.chd.lu/docs/Dossiers_parlementaires/8586/20260128_Depot.pdf

Stakeholder suggestions to facilitate access to the labour market

After having addressed the challenges and major administrative and policy developments, stakeholders were given the opportunity to propose suggestions to further facilitate the labour market integration of TCNs.

Administrative simplification remained one of the main recommendations across nearly all responses. CLAE, CSL, FEDIL, and LCGB/OGBL all called for faster, more transparent, and better coordinated procedures related to work and residence permits. ASTI and CSL also argued that the exemption from the labour market test should be extended to more sectors in order to reduce delays and administrative burdens for employers, in a similar vein CC, proposed expanding the list of shortage occupations. CLAE also emphasised the importance of ensuring that procedures are accompanied by accessible and multilingual information.

Stakeholders also repeatedly referred to the **need to improve diploma recognition procedures and access to training**. CLAE⁴³⁴, CSL, CC⁴³⁵, FEDIL, and LCGB/OGBL all highlighted the importance of faster and more flexible recognition procedures for qualifications acquired abroad, combined with stronger vocational training and language programmes adapted to labour market needs. CDM additionally proposed developing a targeted support mechanism⁴³⁶ to assist both small and medium enterprises (SME) as well as TCN workers prior, during and after the recruitment process. CDM further suggested the development of sector-specific and country-specific talent partnerships with third countries that have structured vocational training systems relevant to Luxembourg's needs. These partnerships would enable the pre-selection of qualified candidates, verify their skills, offer them specific trainings while also reducing risks for employers.

Lastly, stakeholders proposed specific changes for **vulnerable groups**. ASTI and CDM recommended granting AIPs immediate access to employment after submitting their international protection application (similar to the immediate labour market access granted to BTPs), ASTI additionally called for the introduction of a permanent mechanism enabling undocumented migrants to regularise their status through a work contract. CDM suggested carrying out early skills assessments of AIPs followed by referral to language trainings tailored to occupations facing labour shortages. LCGB/OGBL stressed the importance of equal treatment, protection against exploitation, and stronger social integration support for migrant workers. CLAE recommended allowing greater flexibility when changing employers and better safeguards in situations of unemployed, specifically for those TCNs whose residence permits are linked to one specific employer.

⁴³⁴ A better mechanism for the recognition of professional experiences acquired abroad would also help to promote skills matching

⁴³⁵ Especially in the health sector

⁴³⁶ Modeled on the "[Kümmerer](#)" program developed in Baden-Württemberg

APPENDIX

AMIF projects started in 2025

Project initiator	Project title
Action A.2: Identification and support through psychosocial and rehabilitation services of vulnerable individuals and/or those with specific needs, including, among others, victims of human trafficking	
Women in Distress (Femmes en Détresse)	A helping hand towards independence
Passerell	Women's rights workshop
Action A.3: Raising awareness among host societies and stakeholders about reception, asylum, integration, legal migration, and return policies, with a particular focus on vulnerable individuals, including minors	
North-South Cooperation (Coopération Nord-Sud)	Racines
Action B.1: Promotion of integration measures and tailored support adapted to the needs of the target audience	
Excellence for Integration and Development (EFID)	PARLE
Action B.3: Conducting studies and research	
LISER	IDEALUX
Action B.4: Capacity building	
multi-LEARN	SKILLS

AMIF projects selected in 2024 (Second call in October 2024, to be carried out between 1 January 2025 and 31 December 2028)

Project initiator	Project title
Action A.2: Identification and support through psychosocial and rehabilitation services of vulnerable individuals and/or those with specific needs, including, among others, victims of human trafficking	
Association Luxembourgeoise de Pédiatrie Sociale (ALUPSE)	ALUPSE Parenting Project
Action B.2: Promote exchanges and dialogue between the target group and the host society and awareness-raising initiatives	
One People	Black History Month Luxembourg
Action B.4: Capacity building	
IOM	REVEIL
Action C.1: Voluntary return and implementation of reintegration projects	
IOM	Voluntary Return and Reintegration Assistance 2025-2028
Action C.2: Family assessment	
IOM	Strengthening the protection of unaccompanied minors in Luxembourg: towards implementation of family assessment 2025-2028

Overview over the **relevant laws** passed in Luxembourg in 2025⁴³⁷

Title	Content	Entry into force	Mémorial/ Legal Gazette	Section
Law of 8 March 2017	Application of Article 26 introducing a dual residency requirement for applicants and their parent	Article 26 is in effect since 1 July 2025	A289	2.5.1
Law of 20 December 2024	Replaces the previous tax regime for impatriates	1 January 2025	A589	3.2.2
Law of 11 March 2025	Implements Regulation (EU) 2019/1896 on the deployment of agents from the FRONTEX standing corps to Luxembourg and for support of return activities	24 March 2025	A101	5.1.4
Law of 11 July 2025	Approves the readmission agreement between the Benelux and Mongolia	27 July 2025	A312	5.4.3
Law of 24 July 2025	Approves the advanced Framework agreement between the EU and the Republic of Chile	8 August 2025	A364	5.4.3
Law of 17 September 2025	Reform of the ECRIS System with the aim of extending the processing of criminal record data to TCNs	23 September 2025	A406	4.6.2 5.1.3
Law of 12 December 2025	Amends the Criminal Code and the Code of Criminal Procedure by increasing the severity of some sanctions, including measures against human trafficking	19 December 2025	A556	6.2
Law of 19 December 2025	Implements the “ALPHA – Zesumme wuessen”-Reform on a national scale	Will gradually enter into force from 15 September 2026	A608	7.2.1
Law of 19 December 2025	Amends the Code of Criminal Procedure to combat serious crime such as human trafficking	26 December 2025	A610	6.2

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⁴³⁷ Also included are laws in which certain articles only came into force in 2025, as well as laws which, although passed in 2024, did not enter into force until 2025

Overview over the **relevant bills** in Luxembourg deposited in 2025

Title	Introduced to Parliament	Content	Status on 31 December 2025	Section
Bill 8504	28 February 2025	Approving the readmission agreement between the Benelux and Mongolia	Became the Law of 11 July 2025	5.4.3
Bill 8535	24 April 2025	Amending the affordable housing system by abolishing the sub-category of affordable housing dedicated to AIPs and BIPs and extending the eligibility criteria for prospective tenants of affordable housing to be extended to include BIPs	Government amendments (8535 /06) introduced on 19 December 2025	4.3.1
Bill 8586	21 July 2025	Transposing Directive (EU) 2024/1235 to increase efficiency, improve the protection of TCNs during periods of unemployment. The bill also proposes to abolish the residence permit for investors and proposes amendments to the family reunification procedure for BIPs.	Subject to assessment by parliamentary commissions	3.2.2 3.7 4.4
Bill 8618	30 September 2025	Approving the readmission agreements between the Benelux and Suriname	Subject to assessment by parliamentary commissions	5.4.3
Bill 8620	30 September 2025	Approving the readmission agreements between the Benelux and Belize	Subject to assessment by parliamentary commissions	5.4.3

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Overview over **relevant Ministerial Regulations** passed in Luxembourg in 2025

Title	Content	Entry into force	Mémorial / Legal Gazette	Section
Ministerial Regulation of 6 March 2025	Setting the average gross annual salary in accordance with the amended Grand-Ducal Regulation of 26 September 2008	18 March 2025	A90	3.2.2

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Overview over **relevant administrative publications** in Luxembourg in 2025

Title	Content	Entry into force	Mémorial / Legal Gazette	Section
List of occupations facing severe shortages - Reference year 2024	Annually updated list published by the Luxembourg National Employment Agency (ADEM) containing the jobs that are in very high demand and for which very few or no candidates are available from ADEM	31 March 2025	B1517	3.2.2

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Overview over **relevant Motions** passed in Luxembourg in 2025

Title	Content	Approved	Section
Motion 4622	Abolition of AOTs for AIPs	16 October 2025	4.3.4
Motion 4677	Implementation of the ALPHA-Reform – Monitoring	19 December 2025	7.2.1
Motion 4680	Implementation of the ALPHA-Reform – Staff and infrastructure	19 December 2025	7.2.1

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Last access date for all URLs is 20 July 2026.

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