

Third Focussed Study 2017

The changing influx of asylum seekers in 2014-2016: Member State responses

Luxembourg



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Top-line “Factsheet” (National Contribution)

National contribution (one page only)

Overview of the National Contribution – introducing the study and drawing out key facts and figures from across all sections of the Focussed Study, with a particular emphasis on elements that will be of relevance to (national) policymakers.

Applications for international protection significantly increased in Luxembourg from August 2015 onwards, the total number of applications in fact more than doubling when compared to the previous year (2.447 applicants in 2015; 1.091 in 2014). The number of applications remained high in 2016 (2.035 applications) and 2017 (2.322 applications) albeit slightly decreasing when compared to 2015.

These figures are not unprecedented. The number of applications introduced in Luxembourg have fluctuated since 1999, the peaks and declines correlating with specific events. Luxembourg received 2.920 applications for international protection in 1999, an effect of the conflict in Kosovo. Later, the country saw two more peaks in applications after the turn of the century (2003 and 2004 with 1.550 and 1.577 applications respectively, 2011 and 2012 with 2.171 and 2.057 applications respectively). On the other hand, 2005 to 2010 can be characterised as a period of relative calm.

The current period of higher arrivals of applicants for international protection is characterised by a change in cultural profile. Previously, most of the time, a majority of people applying for international protection in Luxembourg stemmed from European countries. The influx of applicants in 2015 and 2016 was characterised by the arrival of people stemming from Arabic-speaking countries, populations which had been relatively small in Luxembourg up to that point.

While not necessarily unprecedented in magnitude, high numbers of monthly arrivals, especially in the last months of 2015, put those in charge of registering applications as well as of housing and providing social follow-up to the test and led to a number of measures being taken.

Generally speaking, from the beginning of the increased arrivals in Luxembourg in 2015, the government adopted a relatively open and welcoming position. This position is illustrated for instance in the government's stance in favour of a solution for the reception of applicants for international protection that is based on European solidarity and the government's investment in relocation and resettlement.¹

The openness is also visible in the elaboration of an emergency plan for the reception of applicants of international protection, the mandate for which was given to the High Commission of National Protection by the Council of Government on 24 July 2015. A concept for a first and second phase of the plan was approved by the Council of Government on 11 September 2015.

The first phase consisted of the establishment of primary reception centre at the end of 2015, installed in repurposed existing structures. In the medium-term, the plan foresaw the establishment of modular housing structures from mid-2016 onwards. While OLAI managed approximately 60 housing structures with about 2000 beds before the influx in 2015, this number grew to 93 structures with 4.308 beds by the end of 2016.

In order to respond to the increased need for services provided by OLAI, the agency's human resources capacity was strengthened. Mainly in the domain of social services and housing, social workers, educators and housing structure managers were hired. Civil servants and employees were sent by other administrations and ministries for temporary support. OLAI's technical service, responsible for the logistics and maintenance of housing structures, was also reinforced in order to guarantee the opening and further planning of housing structures.

Part of the social follow-up of the applicants for international protection residing in a number of the reception facilities was delegated to non-governmental organisations (NGOs), for instance to the Red Cross, Caritas and the Immigrated Workers' Support Association (*Association de Soutien aux Travailleurs Immigrés* – ASTI). The external partners increased their staff in relation to the demand for management of housing structures and social follow-up of the residents. The social service of the OLAI remained in charge of giving material and financial

help. OLAI also increased the use of external service providers for guarding services. The government introduced amendments to the bill on the reception of applicants for international protection and temporary protection of 29 September 2015, following the rise in applications observed in 2015 and explicitly noting the changed international context. A number of the newly introduced elements, more generous than those included in the original bill were, were later removed in the finalised law by the legislator.

The government introduced amendments to the bill on the reception of applicants for international protection and temporary protection of 29 September 2015, following the rise in applications observed in 2015 and explicitly noting the changed international context. Following criticism / opposition from the Council of State, the evolving situation with regard to influx of refugees during the year 2015 and in view of the time pressure for transposing the re-cast directive before the end of the year, several provisions that had been introduced by the initial bill were excluded (i.e. the possibility for applicants to participate in a "support project" after a certain period following their application as well as a progressive increase of their monthly allowance).

More generally speaking, many administrations strengthened their staff over the considered period of time. OLAI increased the personnel in many of its services, most significantly its Social Service and Housing Service. The Directorate of Immigration recruited 15 additional officers between October 2015 and June 2016. The Ministry of National Education, Childhood and Youth recruited additional teachers and intercultural mediators, while the Service for Schooling of Foreign Children was also strengthened.

The Directorate of Immigration undertook a number of organisational changes within the Asylum Unit, in order to accelerate the procedure, to optimise the unit's functioning and adapt it to the changed profile of applicants. Geographical sections for interviewers and decision-makers, a 'Task Force Afghanistan Iraq' and a section responsible for all COI-related work were created.

The Ministry of National Education, Childhood and Youth established a 'Refugee Task Force' coordinating its different initiatives for child and adult applicants for international protection. Luxembourg's system for school and vocational training was further adapted to take into account the increasingly heterogeneous population of its pupils, this however not being solely due to the increased influx, but inscribing itself in a wider strategy of school diversification. In adult education, the offer for language courses increased.

OLAI's Directorate received more contact requests as a result of the increased arrival of applicants for international protection. OLAI established a communication strategy to better respond to the increased need for information from the media, the municipalities and the general public and provided amongst others, more information to municipalities through meetings and brochures.

The influx of applicants for international protection also precipitated measures targeted at beneficiaries of international protection being taken. These include the establishment of the Luxembourg Centre for Social Cohesion and Integration, part of the Red Cross and supported by convention to the Ministry for Family and Integration. The centre, which opened its doors in April 2016, takes care of the integration of beneficiaries of international protection into Luxembourg's society, putting its emphasis on facilitating access to housing. The government also launched a package of measures, aimed at municipalities, facilitating reception and integration of beneficiaries of international protection.

Over the considered period, OLAI, in cooperation with the Ministry of Equal Opportunities and the Ministry of National Education also launched two pilot projects. The first was entitled "Welcome to Luxembourg: Women and Men" focussed on integration of applicants for international protection, with particular focus on equal opportunities between men and women. The second considered how to best include beneficiaries of international protection into OLAI's 'Welcome and Integration Contract'. This led to the Government Council's decision to set up the Guided Integration Trail (PIA- *Parcours d'intégration accompagnée*) on 8 March 2017.

As more applicants for international protection arrived in Luxembourg, a surge of material donations was registered and more members of the wider public contacted OLAI and associations to enquire on possibilities of volunteering. To respond to these trends, OLAI established the 'Hotline Bénévolat', a one-stop information centre

on volunteering in Luxembourg. Two temporary collection centres for material donations were also created by OLAI, later replaced by a permanent collection and sorting centre run by *Spëndchen asbl*.

As Luxembourg's general public became aware of the increase in applicants for international protection entering into Europe and Luxembourg in 2015, many volunteer support initiatives were formed, civil society manifesting great commitment in the reception of and care for the people arriving in Luxembourg. This solidarity was also visible in the financial support granted to projects in the context of the programme *mateneen* of the Oeuvre Nationale de Secours Grande-Duchesse Charlotte. It should be noted that these initiatives fall outside of the scope of the study, being driven by non-state actors.

After the considered period (2014-2016), a number of important additional measures were taken to respond to new challenges set by the influx.

The question of definitive integration became more pertinent as the recognition rate of applicants for international protection rose significantly.

OLAI, in collaboration with the Ministry of National Education, Childhood and Youth elaborated the 'guided integration trail', a multidisciplinary package of measures that aims to empower AIPs and BIPs, and support them in becoming more independent and in developing their life project. The trail focus is language learning and civics courses.

Aiming to facilitate the integration of beneficiaries of international protection into Luxembourg's labour market, Luxembourg's National Employment Agency set up a "cellule BPI" (Beneficiary of international protection cell) in its Employer Service. This cell provides employers with information regarding hiring beneficiaries of international protection and facilitates evaluations of their competences.

As an answer to the resurgence of an increased influx of applicants for international protection from the Western Balkans in early 2017, a new 'ultra-accelerated' procedure was put in place for applicants for international protection stemming from the Western Balkans. As a response to the phenomenon of Luxembourg experiencing an increase in arrivals of individuals already having introduced an application for international protection elsewhere, and the increase in decisions of incompetence and of transfer to other Member States, a 'semi-open return structure' was put in place in Kirchberg in April 2017. This structure is intended for persons to be transferred to states applying the Dublin regulation.

Overall, administrations agreed that the increased communication between ministries, administrations and non-state actors constitutes a fundamental difference with previous influxes. Ministers were provided with an update on the works linked to the mass influx in a vast majority of the meetings of the Council of Government that took place between 11 September 2015 and 6 July 2016. In the context of the emergency plan, a number of groups were set up to coordinate its implementation and to disseminate information, bringing together a wide variety of representatives of ministries, administrations and non-state entities. In addition, ministries exchanged information bilaterally during topical meetings, regularly met with the associations managing return structures and set up internal working groups. Interviewed local administrations also greatly increased coordination with local actors and established working groups on specific topics.

Methodological note:

The principal sources of information that were used are:

- *Information provided by national governmental and non-governmental experts;*
- *Information provided by non-governmental organisations active in the field of migration and asylum;*
- *Systematic monitoring of parliamentary debates and questions;*
- *Systematic consultation of all the press articles written in the main daily and weekly newspapers in Luxembourg;*
- *Systematic consultation of relevant internet sites (ministries, non-governmental organisations, etc.);*
- *Consultation of reference documents such as studies and activity reports from various actors, etc., which have fed the debate on asylum and migration policies in Luxembourg.*

In the context of this study, interviews were carried out with representatives of Directorate of Immigration of the Ministry for Foreign and European Affairs, the Luxembourg Welcome and Integration Agency of the Ministry of Family, Integration and the Greater Region, the Service for Schooling of Foreign Children and the Service for Adult Training of the Ministry of National Education, Childhood and Youth, the Health Inspection of the Ministry of Health, the High Commission for National Protection, the Service of Judiciary Police of the Grand Ducal Police, the Luxembourgish Red Cross, Caritas, as well as a representative of the Service for Integration and Specific Needs of the City of Luxembourg and the Service for Equal Opportunities of the City of Esch.

The information provided in this report is by no means exhaustive, as the effects of the increased influx of applicants for international protection were certainly also felt in other ministries and administrations that were not considered, in order to limit the scope and size of the study.

The local administrations interviewed in the context of this study represent the two largest municipalities in Luxembourg, both being host to existing and planned reception facilities. Representatives of other municipalities were not consulted in order to limit the scope and size of the study.

Section 1: Overview of national context

This section will briefly outline the developments in Member State policies adopted in the timeframe 2014-2016 to manage a changing influx of asylum applicants. NCPs are welcomed to add background information needed to provide a complete overview of the developments in their Member State during this period (e.g. existing asylum influx for 2009-2013 and/or organisational information of Asylum and Migration Policies).

Please note that information about actual measures taken (structural or ad-hoc) are covered in Section 2 instead.

Q1. Brief overview of legislative changes and policies announced and/or introduced to address or manage fluctuations in the number of asylum applications or better control of migration flows over 2014-2016. Please specify when these changes happened and what the goal of each change introduced) was.

A series of amendments were introduced to bill 6775 on the reception of applicants for international protection and temporary protection on 29 September 2015, directly after the beginning of the rise in applications observed in 2015. The preliminary remarks to these amendments note that the original bill was elaborated in a different international context. The amendments to the bill were intended to take into account the new context of a renewed rise in applications for international protection in Luxembourg, and to transpose the directive on reception conditions even more faithfully. Thus, these amendments can be considered a consequence of the influx of applicants in 2015 (see in measures).

The introduction of this bill, as well as the bill on international protection and temporary protection preceded the influx. The main goal of the bills was to transpose Directive 2013/33/EU on the reception of applicants for international protection and temporary protection and Directive 2013/32/EU on asylum procedures into national law.

In addition, over the course of the considered period, bill 6992 was introduced into parliament. The bill proposed to modify the law on the free movement of people and immigration and primarily dealt with economic migration, but also intended to change to the law on the Detention Centre. Thus, the bill amending the law of 28 May 2009 concerning the Detention Centre foresaw to extend the permitted period of detention for families with children from the current 72 hours to 7 days. In the explanatory memorandum to the bill, no reference is made to the increased influx of applicants for international protection, the legislative change thus not being directly linked.

Measures taken on the political level include the emergency plan for the reception of applicants for international protection, measures taken regarding housing and schooling and commitments made on relocation and resettlement (see in Q10). Luxembourg also remained committed to a return policy of rejected applicants for international protection.

Q2. To what extent is the concept of a change in asylum applications (either a significant increase or decrease) defined in your (Member) State (e.g. in legislation, policies and/or plans)? How is it determined what a significant influx is? Please also mention the responsible authority.

Luxembourgish law does not have a quantitative approach to defining a 'significant influx' of applications for international protection in a certain period of time. The definition of massive influx is related to the temporary protection procedure.² The law of 18 March 2000 creating a temporary protection regime already introduced the notion of mass influx to Luxembourgish legislation. This law establishes that in case of mass influx of people fleeing a zone of armed conflict, of war or of generalised violence, a Grand ducal regulation can put in place a temporary protection regime. The regulation determines the specific groups that the regime applies to.³

The Law of 18 December 2015 on international protection and temporary protection (Asylum Law) defines 'mass inflow'⁴ as the arrival in the European Union of the a large number of displaced persons, who come from a specific country or geographical area, no matter whether their arrival in the European Union was spontaneous or aided, for example through an evacuation programme. This definition is the same as was introduced in the abrogated Law of 5 May 2006 on the right to asylum and on complementary forms of protection.⁵ This definition is the

transposition of mass influx into national law foreseen in article 2 d) of the Directive 2001/55/EC of 20 June 2001.⁶

The implementation of the definition of mass influx has direct incidence in the international protection procedure and in the reception procedure.

International protection procedure:

The Asylum Law makes a distinction between “high number of applicants” and massive influx. The high number of applicants does not imply per se the triggering of the temporary protection procedure.

There are several procedural consequences to a high number of applications:

- a) The Luxembourgish international protection procedure establishes three initial steps for the filing of the international protection application: Filing of the application, registration of the application, introduction of the application.

In the normal procedure, the registration of the application takes place three days after the introduction of the application.⁷ However, in case of a “large number” of international protection applications this deadline can be extended to 10 working days.⁸

- b) The normal delay for treating an international protection application is of 6 months.⁹ However, this deadline can be extended to 15 months due to the high number of simultaneous applications.¹⁰

The Asylum Law does not define what is understood by a high number of simultaneous applications, so the implementation of these two norms must be taken on a case by case basis by the Minister in charge of Immigration and Asylum at the request of the Directorate of Immigration.

Temporary protection:

As mentioned above, the term of massive influx is directly related to the temporary protection procedure.¹¹

However, in order to trigger the temporary protection regime, the Asylum Law¹² requires a previous EU Council decision taken in accordance with articles 4 to 6 of the Council Directive 2001/55/EC of 20 July 2001. If there is no decision of the Council, the temporary protection regime does not apply. Previously, the abrogated law of 5 May 2006 allowed to trigger the temporary protection regime by the issuance of a Grand ducal regulation.¹³

Reception conditions:

The notion of mass influx is also established in the Law of 18 December 2015 regarding the reception of applicants for international protection and for temporary protection (Reception Law).

The Reception Law makes a distinction between mass influx in the context of temporary protection, to which reception conditions apply, and mass influx outside of the context of temporary protection, in which case the entire reception law does not apply.¹⁴ More precisely, article 1(3) of this law stipulates that “not prejudging the aspect of temporary protection foreseen in article 14”, the law does not apply “in case of mass influx of displaced people stemming from third countries who cannot return to their country of origin as determined by the law of 18 December 2015”. Article 2n) of the reception law repeats the definition of temporary protection.

Additionally, article 11 of this law notes that by derogation to article 10 on the housing facilities for applicants for international protection, the applicant can be housed in an emergency reception facility for the shortest possible period, if available housing capacities are temporarily depleted. In this case, the applicant benefits from all material reception conditions (instead of reception conditions).¹⁵ While neither explicitly referring to a mass

influx, nor to a high number of applications, one reason for the depletion of housing capacities could be a high number of applicants for international protection who need to be housed.

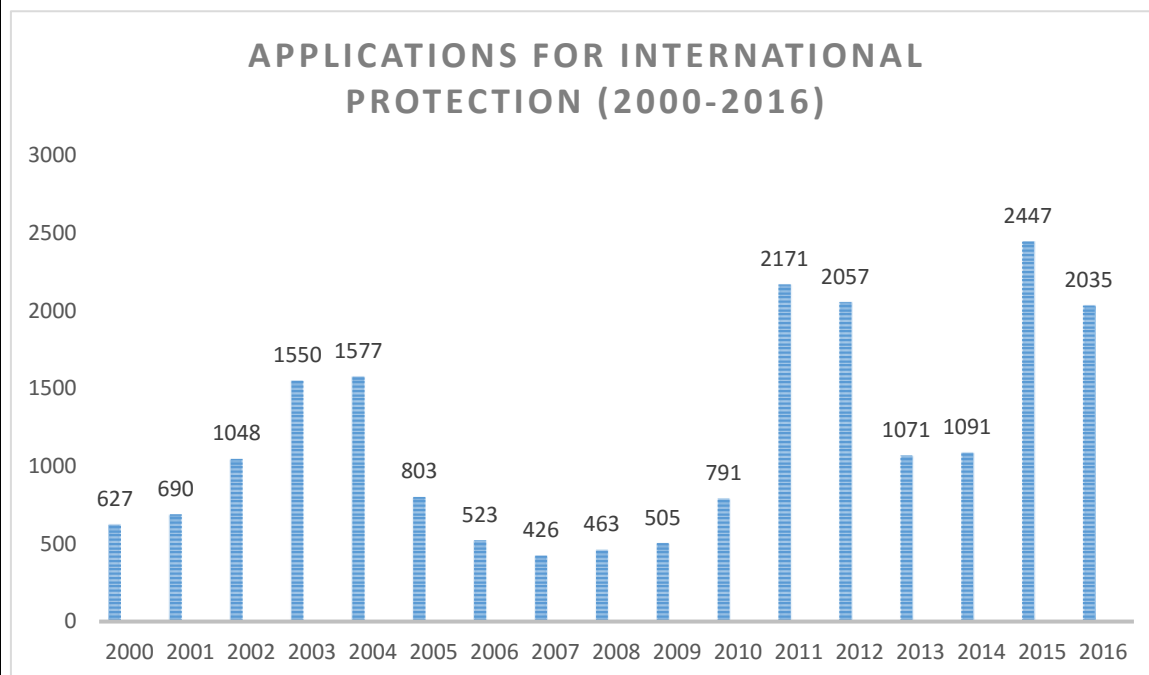
OLAI and the Directorate of Immigration stated that on a practical level, the influx is determined as significant in comparison to the influx of previous years and in relation to the administrations' capacity to absorb the applications, house those who introduce them and provide them social follow-up (see also Q4).¹⁶

It should be noted that since the entry into force of the Law of 18 March 2000, the European Union has not taken a Council decision triggering the temporary protection procedure and that the Luxembourgish government has not yet used the temporary protection procedure.

Q3. Did your (Member) State experience significant changes in the influx of asylum applicants before 2014 (2000 onwards e.g. the increased influx related to the war in former Yugoslavia)? If so, what measures were introduced to enhance the preparedness of your Member State as a response to these changes in the influx of asylum applicants? Please consider previous experiences of influx when defining the fluctuations over 2014-2016 and substantiate your answer below, giving also an overview of the baseline of your Member State in reference to migration flows and the definition of preparedness used in your Member State.

Yes, Luxembourg experienced significant changes in the influx of applicants for international protection (AIPs) before 2014. In fact, when looking at the statistics regarding applications for international protection from 2000 onwards (and earlier), it becomes clear that these numbers are not unprecedented¹⁷ and that fluctuation is a regular occurrence, some periods being marked by increased influx (2002-2003, 2011-2012), and others being marked by relative stability (2005-2010).

Figure 1: Applications for international protection (2000-2016)



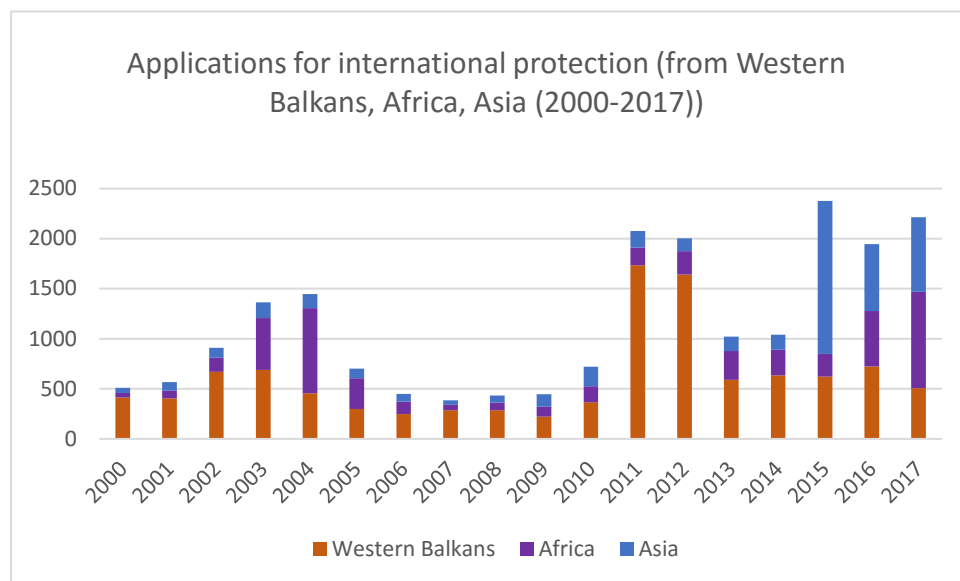
Directly preceding the turn of the century, Luxembourg was destination to a large number of people applying for international protection (from 421 applications in 1997, to 1.707 in 1998 and 2.920 in 1999), this increase being largely due to the conflict in Kosovo.¹⁸

Looking at the figure above, three peaks in applications for international protection can be observed from 2000 onwards. It should be noted that determining the direct impact of influx of applicants for international protection on legislation is difficult. While it is clear that legislative change occurred after peaks in applications for

international protection, the change cannot always be directly attributed to the influx. An enhancement of preparedness is partially caused by measures taken in reaction to an influx of applicants for international protection, but is simultaneously the result of transposition of directives into national law as well as other impulses. For instance, an accelerated procedure had already been put in place by the Asylum Law of 1996 for certain types of applications and continued existing in the abrogated law of 5 May 2006. This procedure was later reformed and developed, notably in response to European directives.

It is also important to note that the profile of applicants for international protection contributes to what is considered an appropriate measure in response. The three periods of increased influx since 2000 were characterised by the inflow of three different populations.

Figure 2: Applications for international protection (from Western Balkans, Africa, Asia (2000-2017))



Source: Statec and Directorate of Immigration¹⁹

As can be seen from the graph above, the first peak in applications in the considered period, stretching from 2003 to 2004, goes hand in hand with an increase in applications from the African continent. The second peak, having occurred in 2011 and 2012, also corresponds to an increase in applications stemming from Europe, more specifically the Western Balkans. The peak in applications observed in 2015 and 2016 is due to an increase in applications from individuals stemming from Syria, Iraq and Afghanistan. Over the course of 2017, an increase in applications stemming from African countries is yet again observed.

In the context of varying populations of applicants for international protection throughout the considered period, measures taken in response to the first two do not all contribute to Luxembourg's preparedness for the third period to the same degree (See Q4).

In order to look at the measures that were introduced to enhance preparedness in response to changes in influx of applicants for international protection, in what follows we will split the period 2000 to 2014 in two, namely 2003 to 2010 and 2011 to 2014. The two sub-periods begin with years of increase in applications for international protection, followed by years of lower numbers of applications.

2003 - 2010

An increase in applications for international protection was observed in 2003 and 2004 with 1.550 and 1.577 applications respectively (compared to 1.048 applications in 2002). The profile of applicants changed from

previously mostly families stemming from the Balkans to also including large numbers of single males of African origin, as well as people who had already introduced an application elsewhere.

Return policy

A response to the peak in applications of Nigerian males was the conclusion of a Memorandum of Understanding between Luxembourg and Nigeria.²⁰ This memorandum stipulated that Luxembourgish authorities would benefit from the support of Nigerian authorities for the identification of Nigerian applicants for international protection and fixed the modalities for the return of Nigerians who had lost their authorisation to stay in the Luxembourg.²¹

The investment in a return policy, including for rejected applicants for international protection, continued over the next few years. A coherent policy of (voluntary and forced) return of people staying irregularly was to improve Luxembourg's fight against irregular migration. The government formed after the elections in 2009 prioritised the voluntary return of rejected applicants for international protection in an irregular situation.²²

Since 2008, the Directorate of Immigration cooperates with IOM in order to favour voluntary return, having signed a convention with IOM on 5 August 2008. It financed the AVRR project concerning "Assisted Voluntary Return and Reintegration" of third country nationals deciding to return voluntarily to their country of origin.²³

While in its first year the programme was exclusive to Kosovar nationals whose application for international protection had been rejected, since 2009 it was extended to all irregularly staying migrants, third country nationals whose application for international protection was rejected or who have withdrawn their application, as long as these third country nationals require a visa, excluding the nationals of the Western Balkans.

In 2010, 103 individuals benefitted from IOM assistance (51% of all returns), of which some received assistance for being subject to return after having been in detention.²⁴

With regard to return policy, a number of reference documents ought to be brought forward:

- From 2008 onwards, Luxembourg put in place a Grand ducal regulation establishing the rules of conduct applying to those implementing the return measure.²⁵
- In 2009, a framework agreement with the Luxembourgish Red Cross established a system for follow-up of forced return.²⁶ The agreement gave the Red Cross the mission to observe removal operations carried out through charter flight and in accordance with the Grand ducal regulation on the rules of conduct.²⁷ Each mission of forced return carried with charter flight includes, in addition to an escort of agents of the Grand ducal police, an escort composed of a representative of the Directorate of Immigration and a medical or paramedical assistant.²⁸
- In 2009, Luxembourg put in place a law creating and organising the Detention Centre, the construction of such a centre outside of the penitentiary centre already foreseen by the law of 24 August. Regarding the construction of a detention centre.²⁹ It should be noted that until 2010, people in detention were held in a special unit of the penitentiary centre. The Centre opened its doors on 22 August 2011.³⁰

Integration measures

With a population of 48% of non-Luxembourg residents, Luxembourg has been developing at all levels measures to cater for the diversified needs. These developments are coordinated by the OLAI and the Inter-ministerial Committee for Integration.

Over the course of the 2000s Luxembourg's school offer was increasingly diversified, first with more francophone classes, later also with English-speaking classes.³¹ Intercultural mediation in Luxembourg's schools was started in 1999 (with mediators speaking Albanian and Serbo-Croatian), in response to the increasing number of applicants for international protection from the Western Balkans.³² A temporary measure at first, the increasing demand for intercultural mediation led to the practice being formalised in 2009.³³ Generally speaking, the status of pupils or their parents has no bearing on the educational offer available to them and thus the pre-cited

measures are available to all foreign pupils. Nonetheless, the increased arrival of applicants for international protection had a part to play in the development of these classes and practices.³⁴

2011 - 2014

From the last quarter of 2010 to 2012, Luxembourg faced a renewed increase of applicants for international protection (505 in 2009³⁵, 796 in 2010, 2.171 in 2011³⁶ and 2.057 in 2012³⁷). The increase was attributed to more arrivals of applicants from the Western Balkans (Serbia and Macedonia most importantly), the authorities linking this increase to the liberalisation of the visa regime in the Schengen area in 2009 for Serbian and Macedonian nationals.³⁸ The increase of applications from the Western Balkans represented 79,8% of all applications in 2011 and 2012, compared to 47,5% of all applications in 2010. In 2011, most applicants stemmed from Serbia (947) and Macedonia (446). Serbia remained the most prominent country of origin in 2012 (358), followed by Albania (302) and Montenegro (297). The increase of applications was perceived as a “real challenge for the administrative and judicial capacities of the Directorate of Immigration” which would certainly “slow down administrative procedures”.³⁹

In 2011, a number of steps were taken in response to this inflow and to decrease the number of applications from Serbian nationals.⁴⁰

Accelerated procedure

The accelerated procedure had already been foreseen by the law of 5 May 2006 and had already been applied before 2010. In 2010, the services in charge of processing international protection applications were awaiting a judgement of the European Court of Justice on the legality of Article 20 (5) of the Law of 5 May 2006 on the right of asylum and complementary forms of protection and of its compatibility of this provision with European Directives. Article 20 (5) stated that “the decision of the minister to rule on the merits of the application for international protection under an accelerated procedure shall not be open to any appeal.” While awaiting this judgement, the services in charge of processing international protection applications had ceased to resort to the accelerated procedure.

As Luxembourg was confronted with a large increase in applications for international protection of people stemming from safe countries of origin who did clearly not fulfil the conditions required to receive the status, a way that would enable the fastest possible treatment of these applications was sought.⁴¹

In order to be able to resort to the accelerated procedure once again, and while awaiting the judgment of the European Court of Justice, the Minister of Labour, Employment and Immigration introduced, on 19 April 2012, a bill seeking to modify the Law of 5 May 2006 on the Right of Asylum. The project allowed the possibility for the asylum seeker to appeal against the Minister's decision to adjudicate upon the international protection request as part of a fast-track procedure. The bill was adopted on 5 May 2011.⁴²

The accelerated procedure was once again put into practice with the entry into force of the Law of 19th May 2011 modifying the Law of 5th May 2006 regarding the right to asylum and to complimentary forms of protection.⁴³

Strengthening of staff and organisational changes at Directorate of Immigration

In order to shorten the timespan required for processing applications, the Directorate of Immigration introduced a channelling system in 2011.⁴⁴ It also recruited 6 additional temporary staff members, requesting support from EASO to ensure that the new agents would be trained as quickly as possible.⁴⁵

Cooperation with other states

Additionally, over the course of 2011, there were multiple meetings between Luxembourgish and Serbian officials and a continuous exchange between Luxembourg and Belgium, Germany and Sweden, countries that were experiencing a similar influx.⁴⁶ Luxembourgish and Belgian authorities furthermore sent a joint letter to the

European Commission in order to raise awareness on the negative consequences of the mass influx, notably regarding the capacities for the treatment of applications for international protection.⁴⁷

A working group was set up to consider actions to improve the living conditions in countries of origin, notably regarding access to education and employment for minorities.⁴⁸ The Minister for Family, Integration, Cooperation and Humanitarian Action undertook a work visit to Serbia, Montenegro and Kosovo and discussed the influx of applicants for international protection as well as possible cooperation projects in the domain of agriculture, education and health.⁴⁹

Return and list of safe countries of origin

As previously mentioned, Luxembourg also worked to strengthen voluntary returns and to increase the number of beneficiaries of a voluntary return throughout this period.⁵⁰ In order to improve the organisation of returns, Luxembourg concluded readmission agreements, notably with Kosovo in 2012⁵¹ and Montenegro in 2013⁵².

In 2012, a specific voluntary return programme was put in place for nationals stemming from the Western Balkans and benefitting from visa liberalisation, who are not covered by the AVRR programme.⁵³ This system is adapted to their particular needs and provides them with a return by bus to their country of origin. In 2012, 786 individuals benefited from this return assistance; in 2013, there were 227 beneficiaries, followed by 201 in 2014, 451 in 2015 and 208 in 2016.⁵⁴

On 1 April 2011, Serbia was added to the list of safe countries in an effort to hasten the procedure. Kosovo was also added to the list of safe countries of origin in 2013.⁵⁵

Support measures

Next to the establishment of a specific mechanism for return assistance for people stemming from the Balkans and benefitting of the visa liberalisation regime, Luxembourg also reduced the monthly cash allowance for applicants for international protection from 107,9€ to 25€ for an adult applicant for international protection whose accommodation and food is provided by OLAI, and from 133,5€ to 12,5€ for children less than two years old.⁵⁶

Luxembourg experienced a shortage of housing during this time of influx, leading it to provisionally house applicants on camping grounds, a measure heavily criticised by civil society.⁵⁷ The government noted its intention to introduce a quota scheme for accommodating applicants. This idea was replaced with an individual agreement scheme with municipalities in 2012.⁵⁸ Lack of appropriate housing for applicants for international protection would re-emerge as one of the most urgent issues during the next period of increased influx starting in 2015.

Medical control

The Health Inspection noted that the influx of 2012 initiated its involvement in the medical control of applicants for international protection in Luxembourg, due to its concerns regarding public health. During the influx in 2012, the Health Inspection repeatedly encountered applicants for international protection with health issues caused by diseases that could have been detected. Observing that there was no systematic medical control of applicants of international protection upon arrival in Luxembourg and in an effort to contain the risk of spreading diseases, the Health Inspection started to invite patients for health examinations in order to detect a number of diseases, this in direct collaboration with the Medico-Social Ligue. Approximately one third of the initially examined patients manifested a disease, which led the Health Inspection to approach OLAI, in order to set up a systematic offer of medical examination and vaccinations to arriving applicants, thus ensuring medical control upon entry. The medical control consists of a blood test, a tuberculosis test and lung x-rays. All applicants are offered a vaccine for diphtheria, tetanus, pertussis and poliomyelitis while those born after 1970 additionally received a vaccination for measles, mumps, rubella and varicella.⁵⁹ Thereby, a procedure was put in place that significantly decreased risk to public health and improved medical care for applicants. This procedure continues to be applied today.

The Law of 18 December 2015 on international protection and temporary protection and the Law of 18 December 2015 on the reception of applicants for international protection and applicants for temporary protection

In December 2015, a few months after the start of the increased influx of applicants for international protection in Luxembourg, two laws brought significant changes to the country's asylum and reception systems.

The Law of 18 December 2015 on international protection and temporary protection⁶⁰ transposed Directive 2013/32/EU on asylum procedures and the Law of 18 December 2015 on the reception of applicants for international protection and applicants for temporary protection⁶¹ transposed the Directive 2013/33/EU into national law. The changes introduced and the dispositions related to high numbers of applications are outlined in Q2.

The bills corresponding to the aforementioned laws (6779 and 6775)⁶² were both introduced into the legislative procedure prior to the increased influx of AIPs in Luxembourg in 2015. Nonetheless, the legislator underlined the general context of increased applications since 2010 in both bills, in one bill additionally noting that Luxembourg would likely be confronted with an increase of applicants for international protection in the near future⁶³, in the other one underlining the bottleneck in Luxembourg's reception system⁶⁴.

Thus, while the entry into force of both laws coincided with the influx of applicants for international protection, most changes introduced by the laws were not drawn up in direct reaction to the influx of applicants in 2015. Only the bill regarding the reception of applicants underwent changes during the legislative procedure that were attributed directly to the changing influx of 2015 (see in Q10 for more detail).

The Directorate of Immigration noted that the asylum law introduced legislative changes that were not directly linked to the changing influx but put in place more stringent legislative requirements and thus still amplified the burden experienced by administrations over the period 2015-2016 and after.⁶⁵

Regarding the asylum law, changes included a shortening of the general deadline for the review of applications for international protection from 9 to 6 months, more specified conditions for the applicant's personal interview and the related decision, the responsibility of the Ministry in charge of Immigration and Asylum to detect the specific needs of vulnerable people and the Health Inspection's responsibility for the medical control of applicants upon entry.

Regarding the reception law, the changes for instance covered a case-by-case assessment of applicants for international protection in order to determine their individual reception needs, particular (including psychological) attention for vulnerable groups and the requirement for applicants to undergo a medical examination. As the legislator expected the legal changes introduced by this law to increase the administrative burden on OLAI, an increase in personnel was already foreseen by the law in its earliest stages (prior to the influx).⁶⁶

Q4. Did your Member State experience a significant fluctuation in number of asylum applications (both increase and decrease) in the years 2014, 2015 and/or 2016? Could you please specify and explain the period(s) in which there was such a fluctuation, and the nature of the fluctuation (increase/decrease)? Please make a distinction between a fluctuation in the sense of an increase and a decrease of asylum seeker numbers.

Please indicate: Yes / No

If **yes**, please fill out the field below and continue with question 6. If **no**, please go to question 5.

Influx of applications for international protection 2014-present

Yes. A total of 2.447 applicants introduced their application to the Directorate of Immigration in 2015, and 2.035 in 2016 – an increase of 124,3% and 86,5% respectively when compared to the 1.091 applications introduced in 2014. Over the course of 2017, the Directorate of Immigration received 2.322 applications.⁶⁷ Applicants for

international protection who were relocated to Luxembourg from Greece or Italy are included in these numbers; individuals who were resettled on the other hand are not accounted for.

Table 1: Monthly applications for international protection

	2014	2015	2016	2017
January	94	88	265	225
February	88	89	119	236
March	70	98	103	222
April	49	78	125	185
May	88	90	122	199
June	63	101	160	144
July	84	106	131	159
August	96	190	197	182
September	134	374	199	192
October	128	381	269	194
November	114	423	163	143
December	83	429	182	241

Table 2: Cumulated monthly applications for international protection

	2014	2015	2016	2017
January	94	88	265	225
February	182	177	384	461
March	252	275	487	683
April	301	353	612	868
May	389	443	734	1067
June	452	544	894	1211
July	536	650	1025	1370
August	632	840	1222	1552
September	766	1214	1421	1744
October	894	1595	1690	1938
November	1008	2018	1853	2081
December	1091	2447	2035	2322

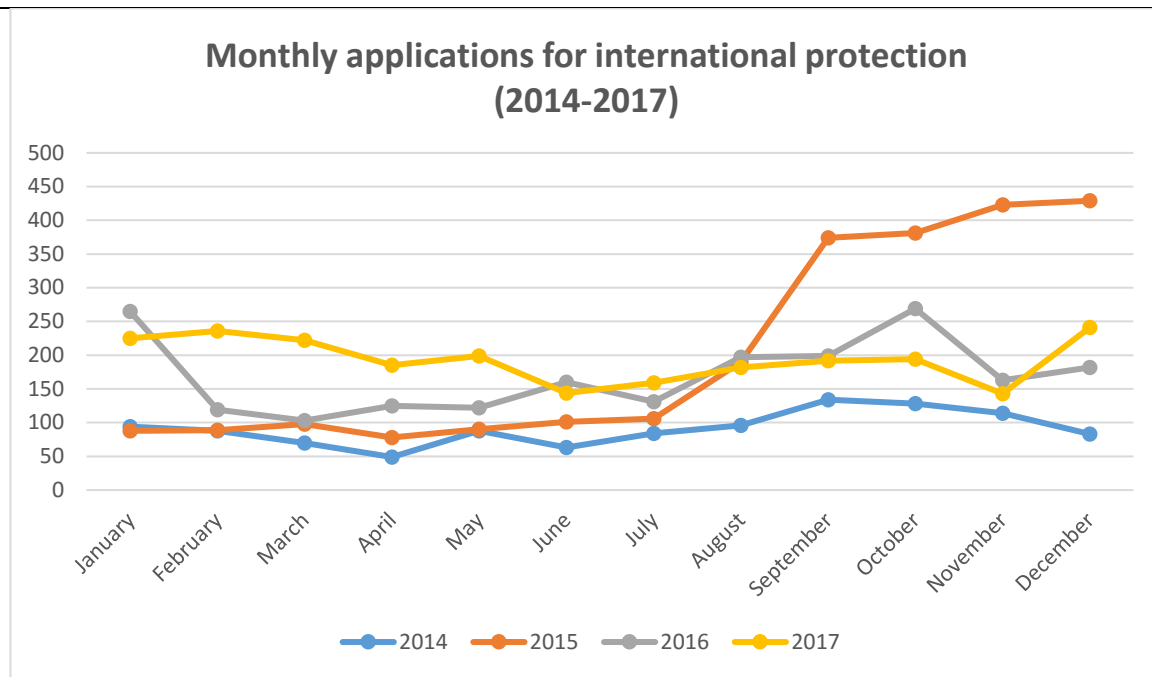
Source: Directorate for Immigration, 2017

Table 3: Monthly relocations accounted for in applications for international protection

	2015	2016	2017
January			29 ⁶⁸
February			
March			52 ⁶⁹
April			
May			49 ⁷⁰
June		40 ⁷¹	1 ⁷²
July		20 ⁷³	
August		33 ⁷⁴	55 ⁷⁵
September			48 ⁷⁶
October		20 ⁷⁷	52 ⁷⁸
November	30 ⁷⁹		30
December		53 ⁸⁰	37 ⁸¹

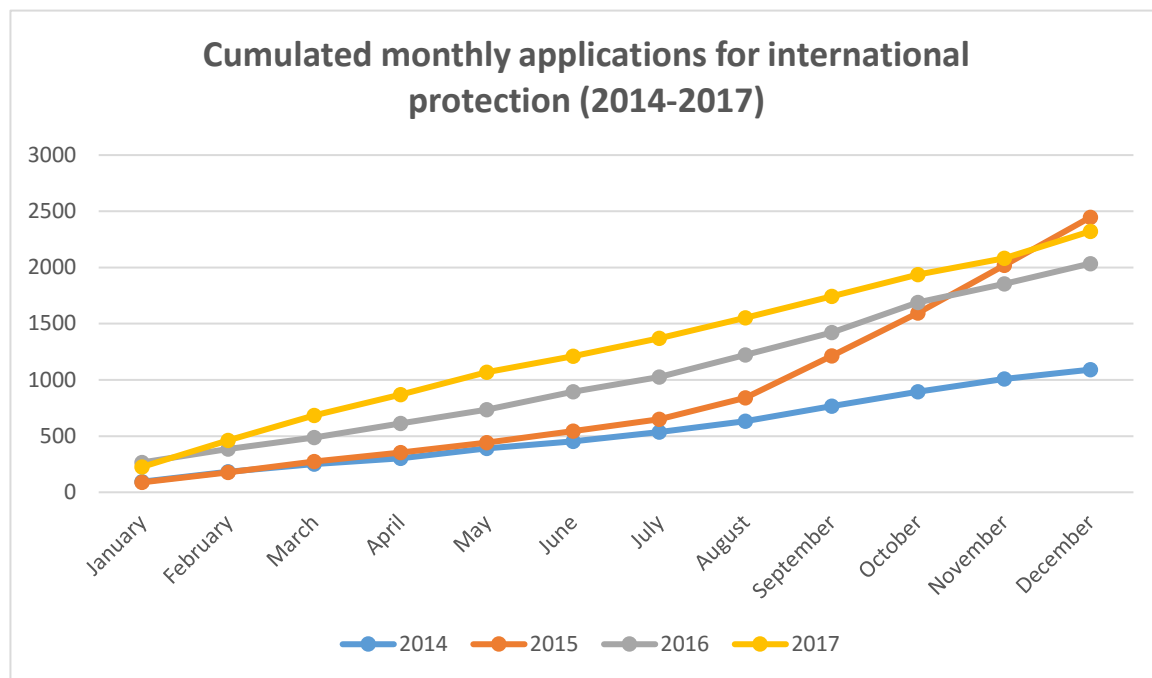
Source: Directorate for Immigration, 2015, 2016, 2017

Figure 3: Monthly applications for international protection (2014-2017)



Source: Directorate of Immigration, 2017

Figure 4: Cumulated monthly applications for international protection (2014-2017)



Source: Directorate of Immigration, 2017

As shown in Table 1, the increased influx of applicants for international protection during the reference period began in August 2015 (106 in July, increasing to 190 in August and 374 in September), progressively climbing to a peak of 429 in December 2015.

Applications decreased in 2016 compared to 2015 and a fluctuation in the number of applications is evident over the course of the year, starting relatively high in January (265), dropping over the next few months and climbing

again in the second half of the year. The Directorate of Immigration registered 2.035 applications in total in 2016, the number thus remaining superior to those registered in 2014 and 2013.⁸²

The Directorate of Immigration and OLAI qualify the mass **influx as still ongoing**, this evidenced by the number of applications introduced over the course of 2017 (2.322 in total), a number that remains superior to that of 2013 and 2014.⁸³ The ongoing influx of applicants for international protection is partially due to the relocations from Greece and Italy that took place until the end of the 2017 in application of Council decision 2015/1523 and 2015/1601.⁸⁴

Increased influx and bottleneck in reception facilities

OLAI underlines that its structures welcome more individuals than the number of applications for international protection recorded by the Ministry of Foreign and European Affairs. Arrivals in OLAI's reception facilities include for instance individuals who arrive in Luxembourg through resettlement or family reunification. As they do not apply for international protection, they are not accounted for in the statistics. Thus, while 2.034 applications were introduced to the Directorate of Immigration over the course of 2016, OLAI registered 2.474 new arrivals in their structures over the same period.⁸⁵

OLAI also noted that the pressure on its facilities remains high even when the inflow of applicants decreases. A considerable number of returnees and beneficiaries live in OLAI's housing structures.⁸⁶ In fact, by the end of 2016, 23% of those housed in the structures of OLAI were individuals benefitting from international protection. Additionally, 14% of those housed in reception facilities at that time were rejected applicants for international protection who were awaiting their return to their country of origin.⁸⁷ OLAI believes that the pressure on its facilities will not decrease in the near future as (1) the number of new arrivals in OLAI's accommodation structures remains stable at a high level, (2) the number of beneficiaries of international protection who remain in OLAI housing structures will continue to grow due to a lack of affordable housing in the private and social housing market, (3) numbers for family reunification remain high.⁸⁸

The profile of applicants and legislative requirements as a factor influencing the impact of the increased influx

Furthermore, when considering **the impact of the inflow on national administrations** and the measures administrations took in response, it is important to look beyond the number of arrivals over the considered period. The **profile of the arriving individuals** poses a number of specific challenges that require specific and appropriate responses.

Following the increased arrival of Nigerian nationals in 2003 and 2004, it is only the second period during which the majority of arriving applicants for international protection is not of European origin. The change in the profile of applicants, from previously largely individuals stemming from the Western Balkans to individuals arriving from Syria, Iraq and Afghanistan over the course of 2015 and 2016 precipitated a number of new challenges or amplified existing ones.

The new profile of applicants for instance led to the need to reinforce staff of the Directorate of Immigration's Asylum Unit with people with more specialised expertise, for instance in a specific geographical area or by creating a specific 'country of origin' unit. Challenges also include arrived applicants' limited knowledge of the Latin alphabet or any of Luxembourg's vehicular languages, as well as the higher recognition rate of applicants, this in turn having an impact on the number of people applying for family reunification.

In fact, in 2014, 958 decisions were taken; 149 recognitions of refugee status, 31 recognitions of subsidiary protection, et 778 rejections of the application, thus a recognition rate 18,8%. In 2015, of 862 decisions taken, 200 were recognitions of refugee status, 28 of subsidiary protection, et 604 negative decisions on the applications, leading to a recognition rate of 27,4%. In 2016, 1.310 decisions were taken; of these, 764 were recognitions of the refugee status, 26 of subsidiary protection, the recognition rate having increased to 60,3%. This recognition rate would be 61,8% if the 52 people resettled from Turkey in 2016, who were granted international protection, would be taken into account.

During a public audience in the context of an appeal lodged at the First Instance Administrative Court on the subject of the construction of a reception facility in Junglinster, the government delegate noted that a large majority of newly arrived individuals were single men, who would apply for family reunification once they had obtained international protection.⁸⁹ Indeed, the number of beneficiaries of international protection applying for family reunification increased from 18 in 2014, to 77 in 2015, 144 in 2016, to 253 in 2017. In 2014, 10 individuals' application for family reunification had been successful, this number having increased to 59 in 2015 and 94 in 2016.⁹⁰

The number of decisions of incompetence also starkly increased over the considered period: 235 of such decisions were taken in 2014, 284 in 2015 and 617 in 2016, this in turn also having an impact on measures taken over the course of 2017 (see Q22b). Thus, between 2014 and 2016 an increase in the decisions of incompetence of 162,6% can be observed.

The increased arrival of applicants for international protection was also accompanied by an increased arrival of UAMs: in fact, while 30 UAMs had applied for international protection in 2014, this number rose to 105 in 2015 and then decreased to 50 in 2016. This led to a change in the reception of UAMs (see in Q10).

In addition, the entry into force of the Law of 18 December on international protection and temporary protection put into place more stringent legislative requirements, which amplified the burden on the Directorate of Immigration with regard to the influx (see Q3).⁹¹

Q5. If your Member State did not experience a significant fluctuation over 2014-2016 in the number of asylum applications, please elaborate how and if the absence of such a fluctuation has impacted national policies and approaches.

Note: only to be filled out if the answer to question Q4 was no

N/A

Q6. To what extent was cooperation at national level (i.e. between national organisations and authorities) strengthened over the period 2014-2016 in response to the changing influx in asylum applicants coming to your Member State? How was this achieved?

National administrations intensified their exchange by organising meetings more frequently. The enhanced cooperation and exchange between administrations was underlined by all as a fundamental difference to the previous periods of influx.⁹²

An increased coordination between ministries was visible on the highest level; ministers were provided with an update on the works linked to the mass influx in 33 of 38 Council of Government meetings that took place between 11 September 2015 and 6 July 2016. For the remainder of 2016, these updates were given approximately once a month.⁹³

Additionally, the intensification can on the one hand be attributed to the coordinating role and work of the High Commission on National Protection (*Haut-Commissariat à la Protection Nationale* – HCPN), who was given the mandate to elaborate the emergency plan for reception of applicants for international protection on 24 July 2015. Within the framework of this plan, a number of groups were formed to coordinate its implementation and to disseminate information, bringing together a wide variety of representatives of administrations as well as non-state entities:

- The logistical cell followed-up on the implementation of the short-term aspect of this plan.
- The *comité de suivi* carried out the operational follow-up of the medium-term facet of the plan.

- An evaluation unit was established to monitor the influx of applicants for international protection.
- A coordination group was established, in charge of following up on the progress of the implementation of the emergency plan more generally, enabling all actors to be at the same level of knowledge.

The membership and work of these groups is outlined in more detail in “Emergency Plan 1”, “Emergency Plan 2”, and “Emergency Plan 3” in Q10). The HCPN underlined coordination as part and parcel of its daily business overall and hence noted the routine it has in bringing a wide variety of ministries and actors together to work on a specific issue.⁹⁴

On the other hand, administrations confirmed to have carried out increased cooperation outside of the context of the emergency plan, organising meetings with relevant ministries and other actors as required. While contacts between ministries already existed before the considered period, all questioned partners confirmed that these contacts have become more systematic since the beginning of the increased arrival of applicants for international protection in 2015.

Since 2015, working groups including OLAI and representatives of the Ministry of National Education, Childhood and Youth, the Ministry of Foreign and European Affairs, the Ministry of Health and the Ministry of Sustainable Development and Infrastructures have been put in place and carry out a regular exchange on topics related to reception and integration of the newly arrived, notably with regards to education, medical and psychological care, housing and integration.⁹⁵

The Directorate of Immigration, OLAI and the Police organised monthly meetings to exchange information on the current state of play, to discuss organisational questions, particularly complex cases and exchange information on incidents that occurred in reception facilities. Other ministries or bodies were invited to these meetings as required, including the Ministry of Justice, Ministry of National Education, Childhood and Youth, the Ministry of Health, the State Prosecution and Security Services.⁹⁶

In the context of identifying housing for beneficiaries of international protection, the Directorate of Judicial Council to the Municipal Sector of the Ministry of Interior participated in regular meetings organised by OLAI and the Ministry of Housing.

Wishing to ensure a good reception and follow-up of young applicants of international protection in Luxembourg's school system, the Department of Schooling for Foreign Children (SECAM - *Service de la scolarisation des enfants étrangers*) coordinated and participated in weekly and/ or monthly meetings with OLAI, NGOs, the logistical cell of the HCPN and the services in charge of school transport.⁹⁷ To ensure the provision of language courses the Service of Adult Education set up an action plan in collaboration with OLAI.⁹⁸

The Health Inspection Division of the Ministry of Health confirmed having regular meetings with non-governmental organisations managing reception facilities, as well as the Directorate of Immigration and OLAI.⁹⁹

Ministries and administrations confirmed having vastly strengthened their cooperation with non-governmental organisations partly supervising a number of reception facilities in Luxembourg.¹⁰⁰ For OLAI, this increase in collaboration took the form of a permanent exchange with these partners, with monthly meetings, common trainings and the elaboration of best practices in the reception field. Moreover, during the considered period, OLAI transferred the daily operation of several reception centres to the Red Cross and Caritas, while those reception centres were without any permanent staff on the premises before.¹⁰¹

The Luxembourgish Red Cross also noted that, in order to speed up the establishment of new contracts in the context of supervision of new reception facilities, OLAI and the Red Cross established keys and guidelines concerning the needed budget and personnel, which could then be applied each time a new contract was to be established.¹⁰² Additionally, the non-governmental organisations running reception facilities had and continue to have a regular exchange with OLAI concerning common issues and problems encountered in the facilities in order to find solutions that can be applied in all reception facilities and hence coordinate activities.¹⁰³

Cooperation with the local level was also strengthened. OLAI and the Union of Luxembourg's Cities and Municipalities (SYVICOL – *Syndicat des villes et des communes luxembourgeoises*) invited municipalities to two information sessions named "*Forum DPI*" (Forum applicant for international protection) in Bergem and Colmar-Berg. The Minister of Family, Integration and the Great Region attended these meetings, as well as representatives of the Ministry of National Education, Childhood and Youth.

During these information sessions, municipal representatives benefitted from presentations regarding the legal procedure of international protection and the care for applicants. Local representatives exchanged best practices and experiences and received information on steps to take and municipalities' potential contribution to the care for applicants (for instance concerning education of young applicants, language learning for adults, financial support and social follow-up).¹⁰⁴

In parallel, SYVICOL and OLAI with the support of ASTI organised the "*Assises de l'Intégration*" to tackle with municipalities the question of integration and namely regarding beneficiaries of international protection.¹⁰⁵

In partnership with municipal administrations and in collaboration with ministerial partners (Directorate of Immigration, Ministry of Sustainable Development and Infrastructures) and the non-governmental organisations managing reception facilities, OLAI organised information meetings in municipalities receiving applicants for international protection (in 2015 in Differdange, Ettelbruck, Esch-sur-Alzette, Junglinster, Mersch, Mamer, Steinfort, Luxembourg).¹⁰⁶ Here, residents were provided with information regarding the opening of new reception facilities and to answer any concerns and questions that were voiced.¹⁰⁷ The college of aldermen of the City of Luxembourg organised a meeting with the syndicate of Limpertsberg, a neighbourhood housing a large number of applicants for international protection.¹⁰⁸

Representatives of the Ministry of National Education, Childhood and Youth, of the Ministry of Foreign and European Affairs as well as of OLAI were present in these meetings and answered questions regarding the planned projects, the procedure of international protection, the social follow-up provided to applicants, their rights and obligations and the tools available to municipalities aiding them to put in place projects to integrate the newly arrived.¹⁰⁹

In October 2017, OLAI published an information brochure for municipal staff and residents on all aspects of the reception of applicants for international protection.¹¹⁰

Caritas furthermore confirmed that in a number of municipalities that became hosts to a reception facility (such as for instance Esch-sur-Alzette, Marienthal and Luxembourg), they established working groups with actors from the municipal administrations to enable regular exchanges on existing problems, issues concerning education, activities, offers and services open to applicants of international protection or other topics of interest (see Q12).¹¹¹

At local level, interviewed actors also confirmed an increase in coordination and collaboration. This includes the aforementioned interaction between OLAI and the organisations managing reception facilities, as well as the establishment of specific working groups, but also increased coordination with other local actors, such as clubs and associations.¹¹²

The municipality of Esch for instance organised meetings with the clubs and associations of its city to discuss possibilities for integrating the newly arrived. The municipality also actively collaborated with associations and clubs for the organisation of one-off activities and events that bring together applicants and beneficiaries of international protection and other local residents.¹¹³

The municipality of Luxembourg also confirmed having increased its cooperation with local actors following the influx of applicants for international protection in 2015. Before the considered period, specific actions or measures targeting applicants or beneficiaries were less frequent, this aspect being not treated in a formal way. The increased offer of measures (see in Q12) required more coordination between the municipality's services, local associations, clubs, non-governmental organisations managing the reception facilities.¹¹⁴

Other exchanges occurred with bodies such as the Ombudsman¹¹⁵, Luxembourg's Refugee Council¹¹⁶, SYVICOL¹¹⁷ and the Ronnen Dësch¹¹⁸.

Q7. To what extent did your Member State consult with other Member States during the period 2014-2016 specifically in regards to dealing with a changing influx? If consultation was followed by cooperation approaches, please explain in which domains cooperation between Member States was most effective? Please elaborate on such cooperation and its impacts. If relevant, a reference to relocation agreement can be included.

The Directorate of Immigration undertook visits to national asylum authorities of other Member States (Belgium, Netherlands and Austria) to discuss working methods and best practices regarding the examination of applications for international protection. Such visits did however also take place before the influx of 2015.¹¹⁹

OLAI designated one staff member to participate in meetings of EASO, thus increasing its exchange with other Member States regarding statistics as well as best practices.¹²⁰ Furthermore, OLAI undertook a study visit to a reception facility in Saarland, Germany, in the presence of the Minister for Family, Integration and the Greater Region and visited reception facilities for specific vulnerable groups such as traumatised individuals.¹²¹

Additionally, following a request for assistance from the German government, Luxembourg welcomed 44 applicants for international protection from a German first-instance reception Centre in September 2015. OLAI put in place the logistics for the people's transfer and sent two social assistants to Germany to accompany the applicants on their way to Luxembourg.¹²²

Staff of SECAM participated in a number of seminars, conferences or other opportunities for exchange with Member States¹²³ and hosted a visit of a Romanian and Maltese delegation.¹²⁴

In June 2017, the Department of Adult Education hosted the conference "Basic skills for integration" of the European Basic Skills Network".¹²⁵

Q8. To what extent did measures taken in neighbouring Member States (or other EU Member States in general) have an effect on your Member State's policies and practices, even if your Member State did not experience a change in the influx? Please refer to both increase and decrease.

None.

Section 2: Overview of the national responses over 2014-2016

The purpose of this second section is to provide a detailed overview of the responses of the Member States to the fluctuations of number of asylum applications over the period 2014 to 2016.

This Section should be completed only by Member States who experienced a change in the influx of asylum applications.

It first starts with a table where NCPs are asked to indicate the specific area where measures were taken and which was impacted as a result (Q9). This is a short overview of table to understand which areas were impacted by the various Member States. The question that follows (Q10) maps in detail the specific details of each of the measures taken.

2.1 MEASURES TAKEN, THEIR IMPACT AND RESPONSES TO THE CHANGING INFLUX IN MEMBER STATES THAT EXPERIENCED A CHANGE IN THE INFLUX OF ASYLUM APPLICANTS

Q9. Please indicate in the table below which specific areas were impacted by a change in the influx of asylum applicants in your (Member State) that your Member State identified. Please specify further in the column 'Explanation' whether information provided relate to an increased or to a decrease in the influx.

Additional details on the measures are requested in the tables below under question 10. Therefore please only briefly highlight all measures taken.

NB. All measures relate to an increase in influx. Not all measures enumerated in Q9 will be outlined in Q10. Some are taken up in Q11 regarding measures put in place by non-state entities, Q18a regarding financing and Q19 regarding the increased administrative burden.

Area	Directly impacted (yes/no)	Time period (when)	Very brief explanation on the basis of short titles (All measures outlined below were taken in response to an increase in applications)
1. Border control (<i>please specify if it refers to external border control, temporary control at internal borders and/or police controls in border areas</i>)			
2. Reception centres / accommodation arrangements and other housing	Yes	2015-2016	<p>Emergency Plan for the reception of applicants for international protection (Emergency Plan 1)</p> <ul style="list-style-type: none"> Establishment of primary reception facilities (Emergency Plan 2) Medium-term establishment of modular housing structures (Emergency Plan 3) <p>Common terminology for reception facilities</p>

			<p>Increased collaboration with external partners in the management of and provision of services in reception facilities</p> <p>Creation of reception facilities for UAMs</p>
3. Wider reception services (social services, health services), rights afforded to applicants	Yes		<p>Refugee task force of MENJE put in place</p> <p>Pilot projet 'Welcome to Luxembourg: Women and Men'</p> <p>System of medical permanence by Health Inspection</p>
4. Registration process of the asylum seeker	Yes		<p>Direct bus service from first instance reception facility to Directorate of Immigration to ensure registration of newly arrived applicants for international protection</p>
5. Asylum procedure (at first and second instance)	Yes		<p>Organisational changes at Asylum Unit of Directorate of Immigration</p> <ul style="list-style-type: none"> • Creation of geographical sections for interviewers and decision-makers • Creation of 'Task Force Afghanistan Iraq' • Creation of section responsible for all COI related work <p>Priorisation in treatment of certain types of applications for international protection</p>
6. Infrastructure, personnel and competencies of the responsible authorities	Yes		<p>Increase in staff both of OLAI and Directorate of Immigration and NGO's supported by public conventions with OLAI</p>
7. Law enforcement			
8. Integration measures for asylum applicants		2015 - present	<p>Adapting the school and training system to the new situation:</p>

			<ul style="list-style-type: none"> • Establishment of Refugee Task Force at MENJE • Putting into place additional courses for adults • Initiative 'Éischt 100 Wierder Lëtzebuergesch' • Information brochure "Step by step towards education and adult training" translated into Arabic • Diversification of school offer¹²⁶ <ul style="list-style-type: none"> ◦ Establishment of CLIJA+ classes for 18 to 24 year olds ◦ Launching of French-speaking classes 9+i and 9+i Workshops for adults <p>Pilot project 'Welcome to Luxembourg'</p>
9. Cross-cutting legal changes	Yes	2015 - present	Adaptation of the bill preparing the law of 18 December 2015 on the reception of applicants for international protection and temporary protection to the changed situation
10. Information campaigns	Yes	2015 - present	<p>Information campaign of OLAI aimed at municipal administrations</p> <ul style="list-style-type: none"> • Kit Info Communes • Information note on volunteering • Information guide '<i>tout savoir</i>' • Forum DPIs • Information sessions organised by OLAI in the municipalities receiving applicants for international protection
11. Measures for beneficiaries of international protection (directly linked to influx of applicants for international protection)	Yes	2015 - present	<p>Establishment of LISKO (Luxembourg's Centre for Integration and Social Cohesion)</p> <p>Package of measures aimed at municipalities to facilitate reception and</p>

			<p>integration of beneficiaries of international protection</p> <p>Collaboration ADEM, LISKO, SNAS</p> <p>Pilot project to include beneficiaries for international protection in OLAI's 'Welcome and Integration Contract'</p>
<i>12. Measures aimed at wider society</i>	Yes	2015 - present	<p>Establishment of 'Hotline Bénévolat' and wider management of volunteers</p> <p>Establishment of collection centres</p> <p>Communication strategy of OLAI</p>
<i>13. European Commitments</i>	Yes	2015 - present	<p>Commitment to and implementation of relocation and resettlement of applicants and beneficiaries of international protection</p> <p>Detachment of staff of the Directorate of Immigration to Frontex and EASO</p>

Q10. Fill out the table below on specific elements of the measures indicated in the previous table. Note that numerous questions are simply to establish the typology of the measure, and only the selected options need to be indicated (such as rows a) and b)). Further details are provided from row c), with a general explanation in row e).

Please copy the entire table below for to provide an overview of additional measures. There is no limit for numbers of measures to be included, as long as they are coherent with the requested information.

NB. Not all measures enumerated in Q9 are outlined in Q10. Some are taken up in Q11 regarding measures put in place by non-state entities, Q18a regarding financing and Q19 regarding the increased administrative burden.

Emergency Plan 1	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>2. <u>Reception centres</u> / accommodation arrangements and other housing</p> <p>6. <u>Infrastructure</u>, personnel and competencies of the responsible authorities</p>	
	a) Year and month the measure was established	July 2015
	b) Typology of measures <i>(please indicate which of the options apply)</i>	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase (in Europe and Luxembourg)
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad-hoc
	Type of measure: - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Emergency/contingency plan</u>	Emergency Plan for Reception of AIP
	Other elements	
	c) General aim of the measure (what was intended?)	The main objective was to implement "a responsible and supportive migration policy in order to ensure a stable framework and adequate management of each refugee arriving in Luxembourg". ¹²⁷
	d) Intended and actual duration of the measure	July 2015 - today
e) Key elements of the measure (description of the measure)	In June 2015, the Minister of Family, Integration and the Greater Region submitted a note to the Government Council. In it, the minister noted the imminent shortage of capacity in housing structures for applicants for international protection.	

		<p>It should be noted that OLAI identified the lack of adequate and available housing facilities as a major challenge already in 2014, before the influx; the influx of 2015 thus exacerbated an already existing problem.¹²⁸</p> <p>The Minister for Family, Integration and the Greater Region suggested that the response to this emergency should be coordinated by the HCPN. The HCPN devised a concept for an initial and second phase emergency plan for the reception of applicants for international protection in direct collaboration with OLAI.</p> <p>The first phase constituted the establishment of primary reception centres (CPA)¹²⁹, which were created at the end of 2015 by repurposing already existing structures (see “Emergency Plan 2” below for more detail).</p> <p>In the medium-term, it foresaw the establishment of modular housing structures, the so-called ‘container villages’, from mid-2016 onwards¹³⁰ (see “Emergency Plan 3” for more detail). These structures were to house 300 individuals each, a number that could be temporarily increased in case of emergency upon decision of the Council of Government.</p> <p>In addition to the setting up of reception facilities, the emergency reception concept set up an evaluation unit of inflows of applicants for international protection, tasked with permanently monitoring the situation. It is composed of representatives of the Directorate of Immigration, the OLAI and the HCPN as well as a logistics unit chaired by the Luxembourg Civil Defence Service (<i>Administration des services de secours</i> [ASS]) responsible for coordinating the construction and fitting out of the reception facilities.¹³¹</p> <p>In an effort to improve the coordination of all partners involved in the organisation of the reception of the arriving applicants, a common terminology was instituted to identify different housing structures (see measure ‘common terminology’).¹³²</p>
	f) Authorities involved in <u>drafting</u> the measure	<p>The mandate of putting in place an emergency plan for the reception of AIPs was given to the High Commission of National Protection by the Council of Government on 24 July 2015 upon request by the Minister of Family, Integration and Greater Region.¹³³ The rapid increase of applications over a very short period of time at the end of 2015 (see Q4) and the corresponding need for additional beds was a challenge for OLAI, as the administration was not set up to process and accommodate this number of arrivals. The HCPN was given the mandate to put in place the emergency plan due to its experience in interministerial coordination and emergency planning.¹³⁴</p>
	g) Authorities involved in <u>proposing and approving</u> of each measure	<p>The emergency plan for the reception of AIPs was proposed by the Minister for Family and Integration and followed a note from OLAI on the provisional needs with regards to the reception of AIPs.¹³⁵</p>

		The Council of Government approved the concept for an initial and second phase emergency plan on 11 September 2015.
	h) Authorities implementing measures	<p>In order to carry out the works effectively, a coordination group was put in place. This group, in charge of following up on the planning of the emergency reception (conception and implementation of CPAs) is presided by the MFIGR and the HCPN. The other members of the group are: Ministry of Foreign and European Affairs: Directorate of Immigration. Ministry of Finance: Acquisition Committee, Directorate of financial control, General Inspection of Finances. Ministry of Sustainable Development and Infrastructures: Department of Transport, Department of land use planning, Department of Environment. Administration of Public Buildings. Ministry of Interior Security. Ministry of Interior. Ministry of National Education, Childhood and Youth. Ministry of Health: Directorate of Health. Luxembourg Reception and Integration Office. Administration of Security Services. Government Information and Press Services. Grand-ducal Army. Customs and Excise Administration. Grand ducal police. High Commission for National Protection. External experts: Luxembourgish Red Cross, Caritas.</p> <p>Members of this group were brought up to speed regarding progress made with respect to the establishment of short- and medium-term facilities and the work of the logistical cell and the comité de suivi (see "Emergency Plan 2" and "Emergency Plan 3" below). The coordination group is also the most strategic of those established in the context of the emergency plan, and can take decisions if required.¹³⁶</p>
	i) Other	<p>In the context of this emergency plan, a cell evaluating the influx of applicants for international protection was established. OLAI, the chair of this cell, provides the other representatives with updates regarding arrivals of applicants for international protection in their structures. This group, which includes representatives of the Directorate of Immigration, OLAI and the HCPN, does not meet in person.¹³⁷</p> <p>The increase in reception facilities also led to the increase in reception classes organised in and out-side of reception facilities. See Q19 for more information.</p>

Emergency Plan 2	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>2. <u>Reception centres</u> / accommodation arrangements and other housing</p> <p>6. <u>Infrastructure</u>, personnel and competencies of the responsible authorities</p>	
	a) Year and month the measure was established	July 2015

b) Typology of measures (please indicate which of the options apply)	
Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase (in Europe and Luxembourg)
<u>New measure</u> or <u>change to an existing measure</u>	New measure
<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad-hoc
Type of measure: - <u>Emergency/contingency plan</u>	Emergency Plan for Reception of AIP – establishment of primary reception facilities.
Other elements	
c) General aim of the measure (what was intended?)	The intention was to establish primary reception centres (CPA) ¹³⁸ as a first phase of the emergency plan for the reception of applicants of international protection.
d) Intended and actual duration of the measure	July 2015 - today
e) Key elements of the measure (description of the measure)	<p>The first phase of the emergency plan for the reception of applicants of international protection constituted the establishment of primary reception centres (CPA), created in existing structures at the end of 2015.</p> <p>These buildings were the speech therapy centre in Strassen (322 beds), the old maternity ward of the <i>Centre Hospitalier de Luxembourg</i> in Luxembourg (130 beds), one building of the neuro-psychiatric hospital in Ettelbruck, (210 beds) and Hall 6 of the LUXEXPO in Kirchberg (360 beds).¹³⁹ Shortly thereafter, the reception facility Lily Uden (150 beds, increased from 120), the reception facility Don Bosco (150 beds) and a commercial building, the so-called "Monopol" (600 beds) were added to the list.¹⁴⁰</p>

		<p>A number of the reception facilities opened up by OLAI between 2015 and 2016 and managed by external partners were only of temporary nature due to expiring contracts, sanitary or risk reasons. The diminution in the number of available beds caused by the closure of these facilities had to be compensated by the identification and opening of new facilities.¹⁴¹ The temporary nature of a number of still existing structures remains a challenge for OLAI.</p>
	f) Authorities involved in <u>drafting</u> the measure	<p>The mandate of putting in place an emergency plan for the reception of AIP was given to the High Commission of National Protection by the Council of Government on 24 July 2015 upon request by the Minister of Family, Integration and Greater Region. The HCPN identified potential sites for the establishment of these facilities and drafted the concept of the emergency plan for the Council of Government.¹⁴²</p>
	g) Authorities involved in <u>proposing and approving</u> of each measure	<p>The establishment of CPA was proposed by the HCPN in its emergency plan for reception of applicants for international protection (see measure above).</p> <p>The concept was approved by the Council of Government on 11 September 2015.</p>
	h) Authorities implementing measures	<p>The HCPN identified possible sites for the CPA¹⁴³. A logistical cell, chaired by the ASS (<i>Administration des Services de Secours</i>, Civil Defence Service), was put in charge of the coordination of the installation and equipment of the short-term CPA. This logistical cell is composed of representatives of the ASS, the Administration of Public Buildings, the Army, OLAI, the Ministry of Education, the Health Inspection, the Luxembourgish Red Cross, Caritas and the HCPN.¹⁴⁴ This logistical cell remains active.¹⁴⁵</p> <p>In collaboration with its partners (Red Cross, Caritas), OLAI ensures the care for applicants inside these structures.¹⁴⁶</p>
	i) Other	<p>Information sessions were organised in the municipalities hosting the CPAs (see also Q6).</p> <p>OLAI and Strassen's College of Mayor and Aldermen organised a meeting in the municipality on 28 September 2015 in the presence of the Minister of Family, Integration and the Greater Region.¹⁴⁷</p> <p>An information session regarding the new facility inside the old Monopol building was held on 16 December 2015.¹⁴⁸</p>

Emergency Plan 3	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply: 2. <u>Reception centres</u> / accommodation arrangements and other housing</p> <p>6. <u>Infrastructure</u>, personnel and competencies of the responsible authorities</p>	
	a) Year and month the measure was established	July 2015
	b) Typology of measures <i>(please indicate which of the options apply)</i>	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase (in Europe and Luxembourg)
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad-hoc (limited to five years) However, the land-use plan (<i>plan d'occupation du sol</i> - POS) gives a structural character.
	Type of measure: - <u>Legislative instruments</u> - <u>Emergency/contingency plan</u>	Emergency Plan for Reception of AIP – medium-term establishment of modular housing structures. Grand ducal regulations declaring obligatory the respective land-use plans for establishing these modular structures. ¹⁴⁹
Other elements		

c) General aim of the measure (what was intended?)	Emergency Plan for Reception of AIP – medium-term establishment of modular housing structures
d) Intended and actual duration of the measure	To be established for five years
e) Key elements of the measure (description of the measure)	<p>In the medium-term, the emergency plan for reception of applicants of international protection (see above) foresaw the establishment of modular housing structures, the so-called ‘container villages’, from mid-2016 onwards¹⁵⁰. These structures were to be established for five years and were to house 300 individuals each, a number that could be temporarily increased in case of emergency upon decision of the Council of Government.¹⁵¹ It was decided to establish land-use plans for modular housing structures in Diekirch, Junglinster, Mamer and Steinfort. The government chose these sites based on the following criteria:</p> <ul style="list-style-type: none"> • Land availability (land belonging to the state or state funds) • Absence of major environmental constraints • Constructability / viability of the land • Proximity to public transport • Topographical characteristics of the land • Classification in an existing general development plan <p>Before finalising its choice of sites, the government implemented a general approach taking into account all planned structures, ensuring that the structures are well distributed throughout the country and evaluated the accessibility of the sites.¹⁵²</p> <p>For more information regarding the success of the land-use plan related to these modular housing structures, please refer to Q12.</p>
f) Authorities involved in <u>drafting</u> the measure	In its meetings on 23 October 2015 and 29 January 2016, the Council of Government charged the Minister for Sustainable Development and Infrastructures, in collaboration with a working group, to draw up the land-use plans (<i>plans d’occupation du sol – POS</i>) for establishment of modular structures in the municipalities of Diekirch, Junglinster, Mamer and Steinfort. ¹⁵³
g) Authorities involved in <u>proposing and approving</u> of each measure	<p>The concept of establishment of modular housing structures was proposed in the emergency plan for reception of applicants for international protection (see measure above).</p> <p>The procedure for drawing up and approving a land-use plan looks as follows: the Ministry for Sustainable Development and Infrastructures draws up the draft land-use plan, which is communicated to the College</p>

		<p>of Aldermen. Following a public enquiry, during which citizens can transmit observations, the College of Aldermen transmits the public's observations and the opinion of the municipal council to the minister. The Government takes these into account to the extent that it considers them to be compatible with the pursued objectives. Then, the land-use plan is declared obligatory by Grand ducal regulation and are published in the <i>Mémorial</i>¹⁵⁴ (see Q12 for more detail on the procedure for the modular housing structures planned since 2015).</p> <p>The Council of Government adopted the draft Grand ducal regulations declaring obligatory the respective land-use plans over the course of 2016.¹⁵⁵</p> <p>As these regulations invoked the emergency of the situation, the opinion of the Council of State was not required in the regulatory procedure, as postulated by the modified law of 12 July 1996 reforming the Council of State.¹⁵⁶</p>
	h) Authorities implementing measures	<p>The HCPN coordinated the identification, the installation and the equipment of the medium-term housing structures, in collaboration with the OLAI and the Administration of Public Buildings.¹⁵⁷</p> <p>The working group "comité de suivi", chaired by the Administration of Public Buildings, was organised to keep other actors such as OLAI and HCPN up-to-date on the progress of the POS procedure or of the advancement in the organisation for the modular structures, which were ordered in collaboration with the NATO Support and Procurement Agency based in the municipality of Contern.¹⁵⁸</p> <p>In collaboration with its partner (Caritas), OLAI ensures the care for applicants inside the modular structure.¹⁵⁹</p>
	i) Other	<p>It should be noted that of the four planned modular housing structures, only the structure in Diekirch came to fruition in 2016. (See Q12 for more details).</p>

Common terminology for reception facilities	Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply: 2. <u>Reception centres</u> / accommodation arrangements and other housing	
	a) Year and month the measure was established	2015
	b) Typology of measures <i>(please indicate which of the options apply)</i>	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad-hoc
	Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy guidance) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify	Action plan
	Other elements	
	c) General aim of the measure (what was intended?)	In an effort to improve the coordination of all partners involved in the organisation of the reception of the arriving applicants, a common terminology was instituted to identify different housing structures. ¹⁶⁰
d) Intended and actual duration of the measure	The emergency plan was intended to be temporary, the common terminology is however deemed useful by OLAI and will likely persist.	

e) Key elements of the measure (description of the measure)	<p>In an effort to improve the coordination of all partners involved in the organisation of the reception of the arriving applicants, a common terminology was instituted to identify different housing structures.¹⁶¹</p> <p>Phase 1 identifies the first instance reception facility, where a newly arrived applicant is housed until s/he has introduced his or her application, which should not surpass 72 hours. Once the application is introduced, the applicant moves into Phase 2 housing.</p> <p>During their time in Phase 2 (4-6 weeks), applicants' specific needs (medical, psychological, relating to schooling of children) are identified, including through the health check of the Health Inspection. Based on the needs and the family situation of the applicants, they will then be oriented into an appropriate durable housing facility in Phase 3.</p> <p>In principle, they will live in a Phase 3 facility during the rest of their procedure.</p> <p>Phase 1 and Phase 2 housing facilities are managed by the Luxembourgish Red Cross and Caritas with funds of OLAI. ASTI managed a Phase 3 facility for a year, funded by OLAI. Phase 3 often times does not have any staff on site and are also financed by funds of OLAI.¹⁶²</p>
f) Authorities involved in <u>drafting</u> the measure	OLAI (Ministry of Family and Integration and the Greater Region), HCPN
g) Authorities involved in <u>proposing and approving</u> of each measure	OLAI (Ministry of Family and Integration and the Greater Region), HCPN
h) Authorities implementing measures	OLAI, Luxembourgish Red Cross, Caritas, ASTI (for a year)
i) Other	

Increased collaboration with external partners in the management of and provision of services in reception facilities	Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply: 5. <u>Asylum procedure</u> (at first and second instance)	
	a) Year and month the measure was established	2015
	b) Typology of measures (please indicate which of the options apply)	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad-hoc measure
	Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy guidance) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify	Resources (staff and financing)
	Other elements	
c) General aim of the measure (what was intended?)	Externalise the daily management of reception facilities and social follow-up within the facilities to external partners and charge external partners with coordination of certain tasks	

	d) Intended and actual duration of the measure	No key dates, process still ongoing.
	e) Key elements of the measure (description of the measure)	<p>Over the course of the 2015-2016 period, OLAI increased the number of reception facilities (see measures "Emergency Plan 1", "Emergency Plan 2", "Emergency Plan 3" and "Increase in reception facilities") in which the daily management and social follow-up is/was handled by external partners. More precisely, OLAI externalised the management to Caritas, the Luxembourgish Red Cross and ASTI by means of collaboration agreements.¹⁶³</p> <p>Additionally, OLAI increased its use of other external service providers for the coordination of certain tasks (guarding, catering, cleaning and technical upkeep) in the newly opened reception facilities.¹⁶⁴</p> <p>See Q11 for more detail</p>
	f) Authorities involved in <u>drafting</u> the measure	OLAI
	g) Authorities involved in <u>proposing and approving</u> of each measure	OLAI, Caritas, the Luxembourgish Red Cross, respective external service provider, ASTI (for a year)
	h) Authorities implementing measures	Caritas, the Luxembourgish Red Cross, respective external service provider, ASTI (for a year)
	i) Other	

Changes in reception of unaccompanied minors and ONE	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>2. <u>Reception centres</u> / accommodation arrangements and other housing</p> <p>6. <u>Infrastructure</u>, personnel and competencies of the responsible authorities</p>	
	a) Year and month the measure was established	<p>The directive was adopted on 21 December 2015</p> <p>"Groupe MINA" of Anne asbl was opened in January 2016</p>

		<p>"Foyer Saint Martin" of Fondation Maison de la Porte Ouverte was opened in September 2016</p> <p>Groupe Villa Nia Domo of the Luxembourgish Red Cross opened in October 2016</p>
	b) Typology of measures <i>(please indicate which of the options apply)</i>	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Structural
	Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy guidance) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify	Action Plan Resources
	Other elements	
	c) General aim of the measure (what was intended?)	<p>Opening of three reception facilities for unaccompanied minors</p> <p>The National Childhood Office (Office National de l'Enfance – ONE) taking responsibility of unaccompanied minors</p>
	d) Intended and actual duration of the measure	Undetermined

	<p>e) Key elements of the measure (description of the measure)</p>	<p>In 2015, Luxembourg saw an important increase in applications for international protection from unaccompanied minors (see Q4). In order to better respond to the specific needs of these children and adolescents, on 21 December 2015, the state adopted a directive that underlined the importance of housing UAMs in dedicated institutions.¹⁶⁵</p> <p>In response, three reception facilities for unaccompanied minors opened their doors in 2016: 'Groupe MINA' run by Anne asbl, which opened in January 2016 can welcome 11 UAMs, "Foyer Saint Martin" run by Fondation Maison de la Porte Ouverte opened in September 2016 and can host 10 UAMs and "Groupe Villa Nia Domo" of the Luxembourgish Red Cross, which opened in October 2016 and can welcome 9 UAMs.</p> <p>In these facilities, an educator is present all night and day, creating an atmosphere of trust. The facilities have single or double rooms, thus providing UAMs with the intimacy and privacy needed to recharge or study.¹⁶⁶</p> <p>The ONE is responsible for the placement of unaccompanied minors in institutions or families. It took this responsibility with the opening of three reception facilities for UAM applicants for international protection.</p> <p>These facilities are financed through the ONE and the Law of 18 December 2008 on Childhood and Family Support¹⁶⁷.</p> <p>Prior to the influx of applicants for international protection of 2015, the ONE did generally speaking not receive requests for the placement of UAMs. As the number of UAMs increased over the course of 2015 and 2016 and UAM facilities were established, the ONE's Emergency Service took charge of the coordination of the placement of UAMs in these facilities.¹⁶⁸</p> <p>In fact, no changes were made to the ONE's procedures regarding placement, as requests for UAM placement are handled in the same way as other placement requests.¹⁶⁹</p> <p>The reception facility can request psychological follow-up for a UAM in need, which will be carried out by the ONE's Evaluation Service.¹⁷⁰</p>
	<p>f) Authorities involved in <u>drafting</u> the measure</p>	<p>Ministry of Family, Integration and the Greater Region, Ministry of National Education, Childhood and Youth</p>
	<p>g) Authorities involved in <u>proposing and approving</u> of each measure</p>	<p>Directive approved by the Council of Government</p>

	h) Authorities implementing measures	<p>The ONE's Emergency Service is in charge of the coordination of the placement of UAMs.</p> <p>The reception facility 'Groupe MINA' is run by Anne asbl, "Foyer Saint Martin" is run by Fondation Maison de la Porte Ouverte and "Groupe Villa Nia Domo" is run by the Luxembourgish Red Cross.</p>
	i) Other	The ONE is currently not considering creating more spaces in UAM facilities as it currently does not receive many requests for placement of UAMs.

Pilot project of OLAI 'Welcome to Luxembourg'	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>3. <u>Wider reception services (social services, health services), rights afforded to applicants</u></p>	
	a) Year and month the measure was established	May 2016
	b) Typology of measures (please indicate which of the options apply)	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	increase
	<u>New measure</u> or <u>change to an existing measure</u>	Pilot project
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad-hoc
	Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency	Pilot project

	<p><u>working group</u> on the situation</p> <ul style="list-style-type: none"> - <u>Soft measures</u> (handbooks, circulars, policy guidance) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify 	
Other elements		
	c) General aim of the measure (what was intended?)	Launch a pilot project focussing on integration that is aimed at applicants for international protection (as the 'Welcome and Integration Contract' is aimed at beneficiaries of international protection). The focus of the pilot project is equal opportunities between men and women.
	d) Intended and actual duration of the measure	The pilot project ran until mid-July 2016 and has since become the Guided Integration Trail (see Q22b).
	e) Key elements of the measure (description of the measure)	<p>With the increased influx of applicants for international protection and the applicants' better prospects for integration, the Integration Division of the OLAI put in place a pilot project to emphasise equal opportunities between women and men.</p> <p>The project "Welcome to Luxembourg: Women and Men" aimed to raise awareness amongst applicants for international protection regarding the values and founding principles of Luxembourg and to enable the target population to live these values and principles, such as for instance equal opportunities and mutual respect between men and women.</p> <p>Through three interactive workshops – 'photography', 'played dialogue' and 'poster' - participants were familiarised with the core message of the project: "In Luxembourg, women and men are equal in rights, in duties, in treatment, opportunity and value".</p> <p>18 instructors were trained during 10 hours, treating questions regarding equal opportunity, adult learning, were given information regarding the context of applicants of international protection and the process of their arrival in Luxembourg. The pedagogical approach and content of their training had been determined in advance.¹⁷¹</p> <p>Following this pilot project, the Government Council adopted the decision to set up the Guided Integration Trail (see Q22b). In the context of the trail, applicants of international protection must attend six modules: an initiation to the functioning of Luxembourg (three modules: equal opportunities,</p>

		rights and duties and living together and three modules: initiation to 100 words of Luxembourgish and initiating the understanding of the educational system including adult education in Luxembourg). ¹⁷²
	f) Authorities involved in <u>drafting</u> the measure	OLAI, Ministry of Equal Opportunities, Ministry of National Education, Childhood and Youth
	g) Authorities involved in <u>proposing and approving</u> of each measure	OLAI, Ministry of Equal Opportunities, Ministry of National Education, Childhood and Youth
	h) Authorities implementing measures	OLAI, Ministry of Equal Opportunities, Ministry of National Education, Childhood and Youth
	i) Other	

System of medical permanence	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>3. <u>Wider reception services</u> (social services, health services), rights afforded to applicants</p>	
	a) Year and month the measure was established	2015
	b) Typology of measures (please indicate which of the options apply)	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad-hoc, but is being maintained

	Type of measure: - Other, please specify	Organisational measure
	Other elements	
	c) General aim of the measure (what was intended?)	Establishment of a medical permanence system in reception facilities to alleviate hospital emergency rooms
	d) Intended and actual duration of the measure	The system of permanence has been maintained but was moved from the reception facilities to the premises of OLAI.
	e) Key elements of the measure (description of the measure)	<p>During the first months of the influx, emergency rooms in hospitals were experiencing a very high number of visits by applicants for international protection who had recently arrived and turned to the hospital in order to get a medical check-up. As this was overburdening the emergency rooms, Luxembourg's Health Inspection instituted a medical permanence in reception facilities.</p> <p>In the context of this new service, the Health Inspection dispatched health inspectors (nurses and doctors) to reception facilities for four weekly afternoon visits.</p> <p>During these afternoon visits, newly arrived applicants with medical concerns were seen by a health inspector, who could either treat the applicant on the spot, or, if needed, refer him or her to the hospital. This service is available to applicants for international protection during the first three months following their arrival in Luxembourg, during which they are in the 'contributing period' of their health insurance at the National Health Fund. After three months, the contribution period is over and the applicant is covered by the health insurance and visits the doctor like all other Luxembourgish residents.</p> <p>This service is an addition to the medical control that must take place within the first 6 weeks 'upon entry' of the newly arrived applicants. The Health Inspection currently manages to carry out this medical control within 2 weeks. The Health Inspection carries out these visits 2-3 times per week in reception facilities.¹⁷³</p>
	f) Authorities involved in <u>drafting</u> the measure	Health Inspection and OLAI
	g) Authorities involved in <u>proposing and approving</u> of each measure	Health Inspection and OLAI

	h) Authorities implementing measures	Health Inspection
	i) Other	

Bus service to ensure registration of newly arrived AIPs	Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply: 2. <u>Reception centres</u> / accommodation arrangements and other housing 4. <u>Registration process</u> of the asylum seeker	
	a) Year and month the measure was established	February 2016
	b) Typology of measures <i>(please indicate which of the options apply)</i>	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad-hoc but will be maintained
	Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy guidance) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify	Organisational measure
	Other elements	

	c) General aim of the measure (what was intended?)	Ensure the registration of all individuals arriving in primary reception facility
	d) Intended and actual duration of the measure	Still ongoing
	e) Key elements of the measure (description of the measure)	In order to avoid that individuals reside in the primary reception facility without registering at the Directorate of Immigration and to combat the phenomenon that individuals disappear from the primary reception facility without previously having registered, the Directorate of Immigration organised a daily bus from the primary reception facility to its premises. At its premises, the Directorate of Immigration completes the registration procedure of the individual within the same day. ¹⁷⁴ Individuals who fail to register will consequently no longer be admitted at the primary reception facility. ¹⁷⁵ Exceptions to this rule exist for non-accompanied minors. ¹⁷⁶
	f) Authorities involved in <u>drafting</u> the measure	Directorate of Immigration, Ministry of Foreign and European Affairs
	g) Authorities involved in <u>proposing and approving</u> of each measure	Directorate of Immigration, Ministry of Foreign and European Affairs
	h) Authorities implementing measures	Directorate of Immigration, Ministry of Foreign and European Affairs
	i) Other	

Organisational changes in the Directorate of Immigration	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>5. <u>Asylum procedure</u> (at first and second instance)</p> <p>9. <u>Other, please specify:</u> organisational</p>	
	<p>a) Year and month the measure was established</p>	<ul style="list-style-type: none"> Geographical section: 2016 COI section: January 2016
	<p>b) Typology of measures <i>(please indicate which of the options apply)</i></p>	
	<p>Measure following an <u>increase</u> or <u>decrease</u> in numbers</p>	<p>increase</p>
	<p><u>New measure</u> or <u>change to an existing measure</u></p>	<p>New measures</p>
	<p><u>Structural</u> or <u>ad-hoc</u> (temporary) measure</p>	<p>Structural</p>
	<p>Type of measure:</p> <p>- Other, please specify</p>	<p>Organisational measures</p>
	<p>Other elements</p>	
	<p>c) General aim of the measure (what was intended?)</p>	<p>Accelerate procedure, optimise organisation of Asylum Unit and adapt it to the changed profile of applicants</p>
	<p>d) Intended and actual duration of the measure</p>	<p>No time limit</p>
<p>e) Key elements of the measure (description of the measure)</p>	<ul style="list-style-type: none"> The Asylum Unit of the Directorate of Immigration of the Ministry of Foreign and European Affairs further strengthened the organisation of its interviewers and decision-makers into geographical 	

		<p>sections (Africa, North Africa, Western Balkan, Asia, and Middle East). Within these sections, each interviewer and decision-maker has a certain number of countries to address.</p> <ul style="list-style-type: none"> • The Asylum Unit also created a “Task Force Afghanistan Iraq”, which regularly meets in order to discuss the situation in these countries, more complex files and to take decisions.¹⁷⁷ • On 1 January 2016, a new section was created which is incorporated into the Asylum Unit of the Directorate of Immigration of the Ministry of Foreign and European Affairs. This section is responsible for all COI related work. Its research and reports are for internal use only.¹⁷⁸ The COI Unit currently consists of one person who elaborates reports based on online research, in order to facilitate the decision-making and the interviewing of the Directorate’s staff. In fact, the person also maintains an up-to-date collection of sources that is made available to the service. Additionally, the COI section has access to the “MedCOI” database that can be consulted in order to verify the possibility of access to medical care in a specific country of origin.¹⁷⁹
	f) Authorities involved in <u>drafting</u> the measure	Directorate of Immigration
	g) Authorities involved in <u>proposing and approving</u> of each measure	Directorate of Immigration
	h) Authorities implementing measures	Directorate of Immigration
	i) Other	

Priorisation of files at the Directorate of Immigration	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>5. <u>Asylum procedure</u> (at first and second instance)</p>	
	j) Year and month the measure was established	January 2016
	<p>k) Typology of measures <i>(please indicate which of the options apply)</i></p>	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad-hoc measure based on the existing legislative framework
	Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy guidance) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify	Organisational measure
	<p>Other elements</p>	
l) General aim of the measure (what was intended?)	Accelerate procedure, accelerate decision-making on certain types of applications	

	m) Intended and actual duration of the measure	Depending on the number and origin of applicants for international protection
	n) Key elements of the measure (description of the measure)	The Directorate of Immigration instituted a prioritisation of files, allowing them to take faster decisions on specific types of applications manifestly founded (for example from Syria) or manifestly unfounded (for example applications from the Western Balkans). ¹⁸⁰
	o) Authorities involved in <u>drafting</u> the measure	Directorate of Immigration
	p) Authorities involved in <u>proposing and approving</u> of each measure	Directorate of Immigration
	q) Authorities implementing measures	Directorate of Immigration
	r) Other	

verall strengthening of staff in response to the influx of applicants for international protection	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>6. <u>Infrastructure</u>, personnel and competencies of the responsible authorities</p>	
	a) Year and month the measure was established	<p>Directorate of Immigration: January 2016</p> <p>Caritas: First job postings were published in October 2015, the first newly recruited staff members started working in November 2015. Recruitments continued according to the opening or take-over of reception facilities.¹⁸¹</p> <p>Luxembourgish Red Cross: Recruitments were made in three phases: 10/2015-01/2016; 01/2016-03/2016 and 10/2016-01/2017.¹⁸²</p> <p>OLAI: 2015 and 2016</p>
	b) Typology of measures (please indicate which of the options apply)	

	Measure following an <u>increase</u> or <u>decrease</u> in numbers	increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Partially structural positions, partially temporary positions
	Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy guidance) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify	Resources (staff)
	Other elements	
	c) General aim of the measure (what was intended?)	Improve the ability of administrations and non-governmental organisations to respond to the increased administrative burden caused by the influx of applicants for international protection and the challenges posed by the new profile of applicants
	d) Intended and actual duration of the measure	Various Caritas: there is no time limit. Each year, a new collaboration contract is signed between OLAI and Caritas Luxembourgish Red Cross: a majority of permanent contracts, in addition to a number of fixed-term contracts OLAI: permanent contracts as well as temporary reinforcement by officers of other administrations Directorate of Immigration: fixed-term and permanent contracts

e) Key elements of the measure (description of the measure)	Please refer to response given in Q19. Additional staff was recruited in OLAI, the Directorate of Immigration, the Ministry of National Education, Childhood and Youth as well as Caritas and the Red Cross which manage a number of OLAI's reception facilities.
f) Authorities involved in <u>drafting</u> the measure	<p>Respective ministries or NGOs</p> <p>Caritas: The number of posts is defined by the collaboration agreement between OLAI and Caritas. Caritas selects the candidates.¹⁸³</p> <p>Luxembourgish Red Cross: the number of posts is defined by the collaboration agreement between OLAI and the Luxembourgish Red Cross. The Luxembourgish Red Cross suggests the number of additional recruitments and OLAI gives its agreement. The Luxembourgish Red Cross selects the candidates.¹⁸⁴</p>
g) Authorities involved in <u>proposing and approving</u> of each measure	<p>The responsible Directorate addresses an application for recruitments to the Prime Minister, who charges the Commission of Economy and Rationalisation to examine all requests for recruitment by a ministry. This commission provides an opinion. No recruitment is possible without the authorisation of this commission. Once this authorisation has been given, the vacancy announcement is made by means of a centralised system of the Ministry of Civil Service and Administrative Reform. The Directorate / Ministry that made the request for recruitment selects the new staff member.</p> <p>Caritas: The number of posts is defined by the collaboration agreement between OLAI and Caritas. Caritas selects the candidates.¹⁸⁵</p>
h) Authorities implementing measures	<p>For ministries / public administrations: see above</p> <p>Caritas: The number of posts is defined by the collaboration agreement between OLAI and Caritas. Caritas selects the candidates.¹⁸⁶</p>
i) Other	

Refugee Task Force at MENJE	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>3. Wider reception services (social services, health services), rights afforded to applicants</p> <p>8. <u>Integration measures for asylum applicants</u></p>	
	a) Year and month the measure was established	September 2015
	b) Typology of measures <i>(please indicate which of the options apply)</i>	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad-hoc
	Type of measure: <u>working group</u> on the situation	Working group
	Other elements	
	c) General aim of the measure (what was intended?)	Establishment of a Refugee Task Force coordinating the different initiatives for child applicants for international protection of the Ministry of National Education, Childhood and Youth
d) Intended and actual duration of the measure	No end date	

	<p>e) Key elements of the measure (description of the measure)</p>	<p>The task force coordinates the different initiatives of the MENJE aimed to prepare for the immediate reception and educational care of child applicants for international protection. Thereby, the idea is to prevent that the children are excluded or isolated and give them the necessary tools for their integration.¹⁸⁷</p> <p>It is composed of the head of the Department of Schooling for Foreign Children (SECAM - <i>Service de la scolarisation des enfants étrangers</i>), and in which all concerned Heads of Departments are represented.¹⁸⁸</p> <p>On the level of fundamental education, the Task Force was put in charge of four dimensions:</p> <ul style="list-style-type: none"> a) Schooling in modular structures: in principle, state reception classes are opened in every modular housing structure. b) Schooling outside of modular structures: specialised state reception classes are created as needed. c) Provision of additional resources: if a child who is beneficiary of international protection joins regular fundamental class after having been in a specialised reception class of the state, the contingent of lessons fixed by the school organisation is increased by two weekly lessons per child (valid after 15 October 2015). The aim is to facilitate the integration of the concerned children into fundamental school. The resources are disbursed once the child joins a regular class in fundamental education. d) Provision of extracurricular activities (for children aged 3-17): outside of school hours, children are taken care off in the reception facilities, this in the context of the conventions with the organisations managing the reception facilities (Luxembourgish Red Cross, Caritas, ASTI). The state contributes 100 € per month per child to the care costs of beneficiaries of international or subsidiary protection. <p>On the level of post-fundamental education, the Task Force was put in charge of setting up reception classes in secondary schools, as well as various classes for youngsters aged 16 or above, such as the reception class for young adults (CLIJA), an orientation and professional orientation class as well as employer training (see measure 'diversification of school offer').</p> <p>SECAM, in charge of coordinating the Task Force, coordinates the recruitment of volunteer and retired teachers, integrated full-day education, the recruitment of intercultural mediators and the budgeting of measures.¹⁸⁹</p> <p>In the context of the emergency plan, SECAM is part of the inter-ministerial coordination group and collaborates in the logistical cell, participating in its monthly meetings (see measures relating to the emergency plan).</p>
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	f) Authorities involved in <u>drafting</u> the measure	Ministry of National Education, Childhood and Youth
	g) Authorities involved in <u>proposing and approving</u> of each measure	Ministry for National Education, Childhood and Youth
	h) Authorities implementing measures	The SECAM was mandated to coordinate the MENJE Task Force. ¹⁹⁰
	i) Other	

Additional courses for adults via amendments to existing conventions	Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply: 8. <u>Integration measures for asylum applicants</u>	
	a) Year and month the measure was established	December 2015
	b) Typology of measures <i>(please indicate which of the options apply)</i>	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	Strengthening of existing measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Temporary
	Type of measure:	Enlargement of existing education offer
	Other elements	

	c) General aim of the measure (what was intended?)	Further development of language classes for adults by enabling amendments to existing conventions
	d) Intended and actual duration of the measure	Unlimited
	e) Key elements of the measure (description of the measure)	<p>In the context of the reception of large number of applicants for international protection, the Ministry of National Education announced that municipalities which have signed a convention with the Service for Adult Learning (SFA) could request an amendment to their agreement in the case the municipality regards it as necessary to organise additional courses for adults. At the same time, it was stressed that municipalities that have not yet signed a convention can do this at any time, the advantages being local integration, a regionalised, diversified offer that is adapted to the population of applicants and reactivity.</p> <p>These conventions have two facets:</p> <ul style="list-style-type: none"> a) The quality label: in order to attain this label, the municipality or association must give people in need (including applicants for international protection) access to the courses at a reduced price of 10€, must use agreed teachers and must provide national certificates to participants. b) Subvention: for courses that have the quality label, the SFA awards 15€ for each hour of class (for 50 hours of class the municipality receives 750€).¹⁹¹
	f) Authorities involved in <u>drafting</u> the measure	SFA
	g) Authorities involved in <u>proposing and approving</u> of each measure	MENJE
	h) Authorities implementing measures	SFA
	i) Other	

Éischt 100 Wierder Lëtzebuergesch	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>8. <u>Integration measures for asylum applicants</u></p>	
	a) Year and month the measure was established	2015
	b) Typology of measures (please indicate which of the options apply)	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Structural
	Type of measure: - <u>Soft measures</u> (handbooks, circulars, policy guidance)	Soft measure
	Other elements	
	c) General aim of the measure (what was intended?)	Enable the applicants for international protection to establish a first contact with the Luxembourgish language and the educational system.
	d) Intended and actual duration of the measure	N/A
e) Key elements of the measure (description of the measure)	The initiative "Éischt 100 Wierder Lëtzebuergesch" (First 100 Words Luxembourgish) was elaborated in order to enable applicants for international protection to establish a first contact with Luxembourg's language, the multilingualism of the country and its school system. The approach is based on	

		<p>multilingualism by promoting Luxembourgish but also valorising the other languages of the country as well as the applicant's mother tongue.</p> <p>The approach is interactive and playful, focusing on practicing Luxembourgish.¹⁹² The Service for Adult Learning uses this didactic material in its courses and makes it available to organisations, associations and volunteers who work in the field of integration.¹⁹³</p>
	f) Authorities involved in <u>drafting</u> the measure	SFA
	g) Authorities involved in <u>proposing and approving</u> of each measure	MENJE
	h) Authorities implementing measures	SFA
	i) Other	

Brochure 'Step by step towards adult education and training'	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>8. <u>Integration measures for asylum applicants</u></p>	
	a) Year and month the measure was established	March, 2016
	<p>b) Typology of measures <i>(please indicate which of the options apply)</i></p>	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure

	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Structural
	Type of measure: - <u>Soft measures</u> (handbooks, circulars, policy guidance)	Soft measure
	Other elements	
	c) General aim of the measure (what was intended?)	Provide a guide to adult applicants for international protection in their steps towards adult education and training. The guide targets new arrivals and was published in English and French, later in Arabic and Portuguese.
	d) Intended and actual duration of the measure	N/A
	e) Key elements of the measure (description of the measure)	Adult applicants for international protection are introduced to Luxembourg's offer in adult training. The SFA informs them on the system of national education and training, on the linguistic landscape in the country and the adult training offer. They are encouraged to document their past training and gain recognition of their diplomas. In 2016, the brochure 'Step by Step towards adult education and training' was translated into Arabic, Portuguese and French and guides them in these steps. ¹⁹⁴
	f) Authorities involved in <u>drafting</u> the measure	SFA
	g) Authorities involved in <u>proposing and approving</u> of each measure	MENJE
	h) Authorities implementing measures	SFA
	i) Other	

Diversification of school offer	Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply: 8. <u>Integration measures for asylum applicants</u>	
	a) Year and month the measure was established	Continuous
	b) Typology of measures (please indicate which of the options apply)	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Continuation of previous policy but further strengthened during influx. Measure not solely due to increase of applicants for international protection.
	<u>New measure</u> or <u>change to an existing measure</u>	Continuation but strengthening of existing policy
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Structural
	Type of measure:	Diversification of school offer
	Other elements	
	c) General aim of the measure (what was intended?)	Further broaden the school offer in Luxembourg to enable children with diverse backgrounds to gain the most effective entry into Luxembourg's school system and thereby encourage their integration. The measure targets all children, thus also includes applicants for international protection.
	d) Intended and actual duration of the measure	Unlimited
e) Key elements of the measure (description of the measure)	In order to be able to cater to a student body that is increasingly heterogeneous and that includes pupils with different skills as well as social, linguistic and cultural backgrounds ¹⁹⁵ , the government is encouraging the diversification of Luxembourg's educational offer; to create "different schools for different pupils" (<i>ënnerschiddlech Schoule fir ënnerschiddlech Schüler</i>).	

		<p>The increased arrival of applicants for international protection has been one factor (amongst multiple factors) driving the diversification forward. A diversified approach is needed in order to cater to the very different profiles of the newly arrived and most importantly, their different linguistic skills.</p> <p>The broadening of the school offer includes:</p> <ul style="list-style-type: none"> • Pre-professional training for 16 to 18 year olds at the National Centre for Professional Training: professional orientation and initiation courses, including the development of a communication language, maths and transversal competencies. • Employer training at the National Centre for Professional Training • More provision of English-, German-, and French-speaking classes in Luxembourgish primary and secondary education • Classes CLIJA+ (see measure "CLIJA+")
	f) Authorities involved in <u>drafting</u> the measure	MENJE (SFA, SECAM, EF, ES)
	g) Authorities involved in <u>proposing and approving</u> of each measure	MENJE (SFA, SECAM, EF, ES)
	h) Authorities implementing measures	MENJE (SFA, SECAM, EF, ES)
	i) Other	

CLIJA + classes	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>8. <u>Integration measures for asylum applicants</u></p>	
	a) Year and month the measure was established	September 2016
	b) Typology of measures (please indicate which of the options apply)	

	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase, but part of wider strategy of diversification of school offer
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Structural
	Type of measure:	Change in school offer
	Other elements	
	c) General aim of the measure (what was intended?)	Enable young adults aged 18 to 24 to visit full-time education previously aimed at those 16 and 17 years of age.
	d) Intended and actual duration of the measure	Unlimited
	e) Key elements of the measure (description of the measure)	<p>Pupils who are applicants for international protection with no or little knowledge in German, French and/or English attend reception classes in one of Luxembourg's schools for secondary education in order to acquire the linguistic skills needed to pursue their education in Luxembourg. Young adults aged 16 and 17 attend 'insertion classes for young adults' (CLIJA – <i>classes d'insertion pour jeunes adultes</i>).¹⁹⁶ It was recognised that once young people attend regular language classes (aimed at adults), they are less likely to return to full-time secondary level education. In order to increase the likelihood of young adults to attend regular secondary school, CLIJA+ classes were established, providing the CLIJA school offer to 18 to 24 year olds. There, pupils are taught in a school environment for 30 hours a week.</p> <p>After attending CLIJA+ for one year, the class council will orient the pupil; the pupil will either be integrated into a regular class or will be sent to adult learning courses. The pupil can also attend a CLIJA+ class for a second year, if the class council considers that this will enable the pupil to be oriented into a regular class later on.¹⁹⁷</p>

	f) Authorities involved in <u>drafting</u> the measure	SECAM
	g) Authorities involved in <u>proposing and approving</u> of each measure	MENJE (SECAM, Secondary Education)
	h) Authorities implementing measures	MENJE (SECAM, Secondary Education)
	i) Other	

French-speaking classes 9+i, French-speaking classes 9+i Workshops	Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply: 8. <u>Integration measures for asylum applicants</u>	
	a) Year and month the measure was established	9+i: January 201 9+i workshops: September 2016
	b) Typology of measures <i>(please indicate which of the options apply)</i>	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase, but part of wider strategy to diversify the school offer
	<u>New measure</u> or <u>change to an existing measure</u>	New measures
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Structural
	Type of measure:	Second chance education for adults

	Other elements	
	c) General aim of the measure (what was intended?)	Enable adult applicants for international protection, with their diverse backgrounds, to get access to Vocational education and training and further education.
	d) Intended and actual duration of the measure	Unlimited
	e) Key elements of the measure (description of the measure)	<p>In Luxembourg, the 9ième class is considered the minimal education requirement to gain access to further education and / or professional training. The 9+ classes target adults who want to pursue professional training and need to achieve a 9ième level first.</p> <p>The 9+i classes are an extension of the 9+ classes, developed in reaction to the increase in applicants for international protection. They are open to adult applicants, beneficiaries, but also other newly arrived people who can speak English but none of the other national languages.</p> <p>This French-speaking class was launched in January 2016. It targets adults and includes 2 weekly hours of French classes, 4 weekly hours of English class and 4 weekly hours of maths class.¹⁹⁸</p> <p>9ième+i Workshops are based on 9ième+i classes. They combine teaching of French as a foreign language, Maths, English and Luxembourgish with a practical training in workshops. The aim is to teach language and professional maths, the knowledge of tools, materials and professional skills in the context of real work experience. The practical training includes the maintenance, reparation, recycling and lending of bicycles as well as spray-painting, woodwork and the maintenance of park and playground installations. This practical experience is organised in collaboration with Delta Association and the City of Luxembourg.</p> <p>The focus is on teaching students languages in a practical context, especially aimed at people who have less school background and might profit from learning a language in a practical setting.</p> <p>Depending on the individual results of the student, an orientation opinion is issued, deciding whether the student will have access to the Professional Aptitude Diploma, will be able to pursue a vocational secondary degree or an international baccalaureate.¹⁹⁹</p>
	f) Authorities involved in <u>drafting</u> the measure	SFA

	g) Authorities involved in <u>proposing and approving</u> of each measure	MENJE
	h) Authorities implementing measures	9ième+i: SFA 9+i workshops: SFA in collaboration with Delta association and the City of Luxembourg
	i) Other	

Law of 18 December 2015 on the reception of applicants for international protection and temporary protection	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>2. <u>Reception centres</u> / accommodation arrangements and other housing</p> <p>3. <u>Wider reception services</u> (social services, health services), rights afforded to applicants</p> <p>6. <u>Infrastructure</u>, personnel and competencies of the responsible authorities</p> <p>8. <u>Integration measures for asylum applicants</u></p> <p>9. <u>Other: cross-cutting legal changes</u></p>	
	a) Year and month the measure was established	18 December 2015
	b) Typology of measures (please indicate which of the options apply)	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure as well as Change to existing measure (1. access to work after 6 months (previously 9 months), 2. Withdrawal of the proposed 'support project' introduced by governmental amendments during the legislative procedure)
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Structural

	Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify	Legislative instrument
Other elements		
	c) General aim of the measure (what was intended?)	<p>The Law of 18 December 2015 on the reception of applicants for international protection and applicants for temporary protection²⁰⁰ transposed the Directive 2013/33/EU into national law. The bill corresponding to the aforementioned law was introduced into the legislative procedure prior to the increased influx of AIPs in Luxembourg in 2015.</p> <p>However, it should be noted that a series of amendments were introduced to the bill on 29 September 2015, directly after the beginning of the rise in applications observed in 2015.²⁰¹ The preliminary remarks to these amendments note that the original bill was elaborated in a different international context. The amendments to the bill were intended to take into account the new context of a renewed rise in applications for international protection in Luxembourg, and to transpose the directive on reception conditions even more faithfully.²⁰² Thus, these amendments are a consequence of the influx of applicants in 2015.</p> <p>Following criticism / opposition from the Council of State, the evolving situation with regard to influx of refugees during the year 2015 and in view of the time pressure for transposing the re-cast directive before the end of the year, several provisions that had been introduced by the initial bill were excluded (i.e. the possibility for applicants to participate in a "support project" after a certain period following their application as well as a progressive increase of their monthly allowance, see below).²⁰³</p>
	d) Intended and actual duration of the measure	n/a
	e) Key elements of the measure (description of the measure)	<p>The draft bill 6775 initially provided:</p> <ul style="list-style-type: none"> • The right to a monthly allowance in the form of in-kind assistance or vouchers, for which the amounts and granting procedures are set by Grand ducal regulations according to the stage of the application process of the applicant for international protection and his/her willingness to sign up for a support scheme. The latter, offered by OLAI to international protection seekers after they have been living in

		<p>the country for six months, was intended to empower applicants and to help them become more independent.</p> <ul style="list-style-type: none"> • The possibility for the applicant to receive payment for doing certain tasks in the reception centres and its surroundings. • Access to the education system and to vocational training. • A distinction made between general material reception conditions and basic material reception conditions. Basic material reception conditions are defined here as transitional provisions such as food and housing at the initial reception centre as well as basic medical care. Applicants for international protection staying at an emergency reception centre have access to the latter. • The replication of the provision of the existing legislation on the access of applicants for international protection to the labour market. The latter provides that applicants for international protection are entitled to a temporary work permit if the minister responsible for asylum has not taken a decision within nine months of submitting their application for international protection. <p>The government's amendments²⁰⁴ to the draft bill then introduced a number of substantial changes to the initial draft bill:</p> <ul style="list-style-type: none"> • The removal of the concept of "basic material reception conditions" due to its potential to generate legal uncertainty in the granting of social aid to applicants. • The possibility for applicants for international protection to enter the labour market in the absence of a refusal decision within six months of submitting their application for international protection (previously nine). This measure stems from the government's desire to prevent the risk of excluding applicants for international protection and to encourage their self-sufficiency.²⁰⁵ • The possibility to enrol in an apprenticeship, without having to fulfil the conditions for being granted a temporary work permit, and until the time they are obliged to leave the country.²⁰⁶ • Access to material reception conditions upon submission of the application and without any distinction between the period prior to and after the filing of the application or the issuance of the certificate testifying to the applicant's status.²⁰⁷ • The replacement of community service (odd jobs) with the possibility for applicants to be involved in managing the physical resources and non-material aspects of life in the reception centre.²⁰⁸ • The granting of full material reception conditions to applicants for international protection residing at an emergency reception centre.²⁰⁹ • The incorporation of the amount of the monthly allowance (€25.63 for an adult). While the amount remained identical to the amount set by previous regulation, the proportion of this amount allocated in cash allocation after three and six months was proposed to be increased in order to allow applicants to organise their stay more autonomously.²¹⁰ • The possibility for international protection applicants who are six months into the application process, to sign up to a support scheme offered by the OLAI with the simultaneous substantial increase of the applicant's monthly allowance (€450 for an adult and €265 for a minor). This support scheme, aimed at encouraging the international protection applicant's independence and promoting the improvement of individual skills, incorporates activities related to the learning of the three official languages of Luxembourg and the fundamental rights of citizens and Luxembourg's State institutions; activities related to facilitating the financial and administrative procedures; social, cultural and sports-related
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		<p>activities or training. The scheme may be adapted at any time upon notice from the social worker in charge of the applicant's case.²¹¹</p> <ul style="list-style-type: none"> • An application for the reversal of decisions to withdraw or reduce material reception conditions, as well as the possibility of appeal against decisions rendered by the administrative court.²¹² <p>The Council of State strongly criticised a number of these provisions and presented a number of legal and political considerations.²¹³</p> <p>It first pointed out the significant change in the socio-political landscape since the adoption of the directive in respect of the scale of migratory flows. It further highlighted that the draft law includes more favourable conditions than those included in the directive. An example of this is the substantial increase of the monthly allocation in cash after six months into the application process. The Council of State further noted that the provisions go against the trends observed in neighbouring countries, which plan to replace the cash benefits with in-kind benefits.</p> <p>More specifically, the Council of State, although it approved the idea of a support scheme, notwithstanding its general considerations, issued a formal objection due in particular to the lack of specification of the criteria for proposing or refusing a support scheme. In the final version of the draft bill, the provision relating to the support scheme was therefore removed by the legislator.²¹⁴</p> <p>The Council of State was also opposed to the article on vocational training, particularly as regards the provision according to which the training contract would terminate in the event the applicant was forced to leave the country. The Council of State noted that this provision only applies to unsuccessful applicants for international protection and not to other foreigners for whom a return decision and removal order has not yet been enforced. The authors provide no justification for this difference in treatment.</p> <p>Finally, the main changes introduced by the law of 18 December 2015 on the reception of applicants for international protection and temporary protection in relation to the previous arrangements are as follows:</p> <ul style="list-style-type: none"> • Particular attention is granted to the protection of vulnerable persons, and a specific section is dedicated to the latter. From now on applicants for international protection will be assessed on a case-by-case basis in order to determine the specific needs with respect to the reception of vulnerable groups, including, in particular, unaccompanied minors and victims of trafficking. • Within the first six weeks following arrival in Luxembourg, the applicant for international protection is obliged to submit to a medical examination for public health reasons. • The reception law reflects the Government's wish to empower applicants for international protection. This is demonstrated through the following two provisions:
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		<p>1) The possibility for applicants to be involved in managing the physical resources and the non-material aspects of life in the centre through an advisory board or council representing residents.</p> <p>2) The possibility for international protection seekers to apply for a work permit 6 months after having filed their application if no decision has been made on their application. The initial bill fixed this period at 9 months. Nevertheless, hiring priority is still given to citizens of the European Union.</p> <p>3) Increased staffing levels at OLAI, the agency responsible for the reception of applicants for international protection, following the significant increase in the number of applications for international protection in 2015.</p> <ul style="list-style-type: none"> • Specific training for staff responsible for the reception and care of refugees, particularly unaccompanied minors. • A specific section on temporary protection is incorporated into the law, following certain provisions, including, in particular, those relating to access to the labour market, as provided for in the Law on the right of asylum. • It should be noted that several provisions of the Grand-Ducal Regulation on the granting of social aid to international protection applicants are incorporated into the new law, including in particular provisions relating to housing, the monthly allowance as well as the reduction or withdrawal of material reception conditions. <p>The legislator removed the provision on the possibility for applicants to enrol in an apprenticeship without having to satisfy the conditions required to obtain a temporary work permit and the possibility to embark on a vocational training course (an apprenticeship) until the time they are obliged to leave the country.</p>
	f) Authorities involved in <u>drafting</u> the measure	Ministry for Family, Integration and the Greater Region
	g) Authorities involved in <u>proposing and approving</u> of each measure	<p>Proposing: Ministry for Family, Integration and the Greater Region</p> <p>Approving: during legislative procedure, the Council of State gives an obligatory opinion and the Parliament approves the law</p>

	h) Authorities implementing measures	Ministry of Family, Integration and the Greater Region, Inspection of Health, Ministry of Foreign and European Affairs, Ministry of National Education, Childhood and Youth
	i) Other	The idea of a support scheme that was removed from the final law was picked up again later in the development of the 'guided integration trail' (See Q22b).

Information campaign aimed at municipal administrations	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>9. <u>Other, please specify:</u></p> <p><u>Information campaigns aimed at municipal administrations</u></p> <p><u>Measures aimed at wider society</u></p>	
	a) Year and month the measure was established	<p>1. Kit info communes: July 2016</p> <p>2. Information note on volunteering: June 2016</p> <p>3. Guide 'tout savoir': 3 February 2017</p> <p>4. Information meetings 'Forum DPI': 19 and 23 May 2015</p> <p>5. Information meetings in municipalities: one-off meetings over the course of the considered period</p>
	b) Typology of measures <i>(please indicate which of the options apply)</i>	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measures
<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad-hoc	

	Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy guidance) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify	Soft measures
Other elements		
	c) General aim of the measure (what was intended?)	The aim is to provide municipal administrations who are already welcoming or who wish to welcome applicants/beneficiaries of international protection with information to answer potential questions.
	d) Intended and actual duration of the measure	N/A
	e) Key elements of the measure (description of the measure)	Municipal administrations were provided with information through a number of ways: <ol style="list-style-type: none"> 1. An information kit (<i>Kit Info Communes 2016</i>) aimed at municipalities, providing information on various aspects of the hosting of applicants for and beneficiaries of international protection, such as the asylum procedure, the role of the municipality, education, the rights of beneficiaries of international protection and modular housing structures.²¹⁵ 2. An information note on volunteering with applicants and beneficiaries of international protection, which elaborates on requirements linked to volunteerism and the organisation of projects and on existing schemes and initiatives that currently give a framework to actions for volunteering.²¹⁶ 3. A guide (<i>'tout savoir'</i>) for the staff and elected officials of municipal administrations that welcome applicants and beneficiaries of international protection on their territory. It provides information on the international protection procedure, the legal framework, the rights, obligations and responsibilities linked to the reception of applicants and beneficiaries for international protection, more specifically covering issues such as housing, health care, education, access to the labour market, professional or language training and guaranteed minimum income, participation in sports activities as well as volunteering. This guide was

		<p>published in February 2017.²¹⁷ OLAI intends to regularly update the guide in accordance with changes in legislation and regulations.²¹⁸</p> <p>4. Information meetings organised by OLAI and SYVICOL, who invited municipalities to two information sessions named “<i>Forum DPI</i>” (Forum AIP) in Bergem and Colmar-Berg. The Minister of Family, Integration and the Greater Region attended these meetings, as well as representatives of the Ministry of National Education, Childhood and Youth.²¹⁹</p> <p>5. In partnership with municipal administrations and in collaboration with ministerial partners (Directorate of Immigration, Ministry of Sustainable Development and Infrastructures) and the non-governmental organisations managing reception facilities, OLAI organised information meetings in municipalities receiving applicants for international protection. Here, residents were provided with information regarding the opening of new reception facilities and to answer any concerns and questions that were voiced.²²⁰</p>
	f) Authorities involved in <u>drafting</u> the measure	1. OLAI 2. OLAI, 3. OLAI, 4. OLAI & SYVICOL, 5. OLAI in collaboration with Directorate of Immigration, Ministry of Sustainable Development and Infrastructures and the non-governmental organisation managing the facility
	g) Authorities involved in <u>proposing and approving</u> of each measure	1. OLAI 2. OLAI, 3. OLAI, 4. OLAI & SYVICOL, 5. OLAI in collaboration with Directorate of Immigration, Ministry of Sustainable Development and Infrastructures and the non-governmental organisation managing the facility
	h) Authorities implementing measures	1. OLAI 2. OLAI, 3. OLAI, 4. OLAI & SYVICOL, 5. OLAI in collaboration with Directorate of Immigration, Ministry of Sustainable Development and Infrastructures and the non-governmental organisation managing the facility
	i) Other	

LISKO	Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply: 9. <u>Other: Integration of beneficiaries of international protection</u>	
	a) Year and month the measure was established	The Luxembourg Centre for Integration and Social Cohesion (LISKO) opened its doors in April 2016 and was officially inaugurated on 13 June 2016
	b) Typology of measures <i>(please indicate which of the options apply)</i>	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Structural
	Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy guidance) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify	Resources Organisational measure
	Other elements	
c) General aim of the measure (what was intended?)	LISKO aims to guarantee the optimal social integration of BIPs at regional level and thereby to promote social cohesion in general.	

	d) Intended and actual duration of the measure	The centre is not limited in time and can be considered structural.
	e) Key elements of the measure (description of the measure)	<p>The Luxembourgish Centre for Integration and Social Cohesion (<i>Lëtzebuurger Integratiouns- a Sozialkohäsiounscenter</i> - LSKO) opened its doors in April 2016 and was officially inaugurated on 13 June 2016 by the Luxembourgish Minister for Family, Integration and the Greater Region. Part of the Luxembourgish Red Cross, and financially supported by convention to the Ministry for Family and Integration, LSKO aims to catalyse the integration of beneficiaries of international protection into Luxembourgish society and thereby promote social cohesion in general.</p> <p>LSKO prioritises support for people who do not have the necessary socio-financial resources to take the steps that are necessary for integration into society. It pays particular attention to vulnerable beneficiaries of international protection (with a socio-mental fragility, a delicate health situation, disabled people, young people without an income or single-parent families). LSKO also has the mission to put beneficiaries in touch with other institutions such as schools, health services, psychological services, housing services and favour community work locally. LSKO also provides support to intercultural interpretation.²²¹</p> <p>Generally speaking, the centre's goals are threefold:</p> <ul style="list-style-type: none"> • Empower refugees and increase their autonomy by providing personalised support based on intercultural understanding and translation if needed. • Insert refugees in local integrative measures by establishing links to social services and associations. • Facilitate access to housing for BIPs.²²² <p>LSKO organises a number of workshops to distribute information to groups of approximately ten people, allowing them to save time during individual social follow-up that are carried out in parallel. These workshops cover basic information necessary for integration, questions related to housing (presentation of relevant institutions, of the private housing market, coaching to gain access to housing and support in the actual search for housing). The third workshop covers questions related to moving out of the reception centre, while the fourth workshop is organised for beneficiaries who face challenges in their administration.²²³</p> <p>Facilitating access to housing for beneficiaries of international protection is a particular focus of LSKO. LSKO works in close collaboration with the AIS and made a call to private homeowners willing to rent their property to refugees either through direct rental contracts or via the social accommodation agency or the non-profit organisation <i>Wunnéngshëllef</i>.²²⁴</p> <p>Additionally, aside from providing people with workshops introducing them to the Luxembourgish housing landscape and supporting them in their search for housing, LSKO also developed the 'guarantee LSKO'. This guarantee is a convention that is established between beneficiaries of international protection and</p>

		<p>LISKO, giving property owners some insurance, as LISKO guarantees the payment of 2 months of rent (as guarantee) and guarantees the reimbursement of material damage for up to 3000€.²²⁵</p> <p>LISKO also collaborates with OLAI on the integration of resettled refugees.</p> <p>Upon request by the Minister of Family and Integration, LISKO worked together with Co-Labor during the summer holidays of 2017 to facilitate some beneficiaries' integration through the labour market.</p> <p>LISKO has also been mandated by the National Service for Social Action to work on the integration of beneficiaries who receive Guaranteed Minimum Wage and do not speak any of Luxembourg's languages. In this context, 169 integration contracts were established, through which participating beneficiaries of international protection commit to work with LISKO in their integration project and their obligation to follow French classes.²²⁶</p> <p>In principle, the intervention of LISKO ends when all steps towards integration have been taken.</p> <p>LISKO's personalised approach allows it to uncover needs on the ground and to communicate them to local authorities, who may address these needs in their Communal Integration Plan in partnership with the relevant actors.²²⁷</p>
	f) Authorities involved in <u>drafting</u> the measure	Ministry of Family Integration and the Greater Region, OLAI
	g) Authorities involved in <u>proposing and approving</u> of each measure	OLAI and Luxembourgish Red Cross
	h) Authorities implementing measures	Luxembourgish Red Cross, AIS (social housing agency), <i>Wunnéngshëllef</i> (NGO), <i>Fonds du Logement</i> , <i>SNHBM</i> , Co-Labor
	i) Other	

Package of measures communicate	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>2. <u>Reception centres</u> / accommodation arrangements and other housing</p> <p>3. <u>Wider reception services</u> (social services, health services), rights afforded to applicants</p> <p>8. <u>Integration measures for beneficiaries of international protection</u></p>
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a) Year and month the measure was established	October 2015
b) Typology of measures <i>(please indicate which of the options apply)</i>	
Measure following an <u>increase</u> or <u>decrease</u> in numbers	increase
<u>New measure</u> or <u>change to an existing measure</u>	New measure
<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad-hoc
Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy guidance) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify	Resources (staff & financing) Action plan
Other elements	
c) General aim of the measure (what was intended?)	Financial and administrative help to municipalities to facilitate the reception and integration of beneficiaries of international protection, to be concluded between the government and municipalities by convention. ²²⁸
d) Intended and actual duration of the measure	3 years
e) Key elements of the measure (description of the measure)	The government put in place a package of measures consisting of financial and administrative support to municipalities in their reception and integration of beneficiaries of international protection. ²²⁹ The Minister of Interior noted that special temporary measures in the spirit of national solidarity and shared responsibility were needed to ensure housing for all those arriving in the increased influx of applicants for

		<p>international protection. The Minister of Interior underlined the necessity of the government to enhance the coordination between municipalities and the state in order to achieve this.</p> <p>The temporary measure, intended to last for three years and financed with an unlimited budget, has three aspects:</p> <ul style="list-style-type: none"> • Housing: the government encouraged municipalities to make available housing owned by them, or rented by them from landlords available to beneficiaries of international protection²³⁰ by pledging to cover the difference between the rent negotiated in the rental agreement and the price of provision following the scale fixed in the convention, subject to a ceiling. This ceiling is determined based on the average of rent payed on the municipalities' territory for comparable accommodation, following an indicator established by the Habitat Observatory and at most equal to 80% of the average rental price of the municipality. Furthermore, the state announced to cover costs for management of housing rented from landlords for up to 1200€. • Education: with this packet of measures, the state also intends to encourage the reception and integration of beneficiaries of international protection in curricular and extra-curricular activities. Thus, if a child who is beneficiary of international protection joins regular fundamental class after having been in a specialised class of the state, the contingent of lessons fixed by the school organisation is increased by two weekly lessons per child (valid after 15 October 2015). The aim is to facilitate the integration of the concerned children into fundamental school. Additionally, the government pledged to contribute 100€ to the management of an education or reception service for each child of a beneficiary of international protection under its care. • Staff: the social office of a municipality (or multiple municipalities) will be allocated additional staff: 1 position for social follow-up, and 0.5 position for administrative task will funded by the state for every 600 beneficiaries of international protection welcomed by the municipality or municipalities that the social office is in charge of. <p>The programme is coordinated by the Ministry of Interior, Ministry of Housing as well as the OLAI.²³¹</p>
	f) Authorities involved in <u>drafting</u> the measure	Ministry of Interior, Ministry of Housing, Ministry of Family, Integration and the Greater Region, Ministry for National Education, Childhood and Youth
	g) Authorities involved in <u>proposing and approving</u> of each measure	Council of Government, Ministry of Interior, Ministry of Housing, Ministry of Family, Integration and the Greater Region, Ministry for National Education, Childhood and Youth
	h) Authorities implementing measures	The Ministry of Interior's Directorate of Judicial Council to the Municipal Sector counsels municipalities regarding this programme and ensures the coordination between municipalities and the state regarding

		the conventions for this programme. It advises municipalities on the drafting of the conventions and the rental contracts put in place in the context of this programme. Ministry of Housing, Ministry of Family, Integration and the Greater Region, Ministry for National Education, Childhood and Youth Municipalities
	i) Other	

New procedure for reception of beneficiaries of international protection at SNAS	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>9. <u>Other, please specify: integration measure for beneficiaries of international protection</u></p>	
	a) Year and month the measure was established	July 2016
	b) Typology of measures <i>(please indicate which of the options apply)</i>	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Structural Specific interinstitutional / multi-agency <u>working group</u> on the situation; agreement between ADEM, LISKO and, in a second time, Caritas
	Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy guidance) - <u>Resources</u> (staff or financing)	organisational

	<ul style="list-style-type: none"> - <u>Emergency/contingency plan</u> - Other, please specify 	
	Other elements	
	c) General aim of the measure (what was intended?)	Develop procedure for the new Arabic-speaking public eligible for guaranteed minimum income and insertion allowance
	d) Intended and actual duration of the measure	unlimited
	e) Key elements of the measure (description of the measure)	<p>Beneficiaries of international protection benefit from equivalent access to the labour market as Luxembourgish nationals (with the exception of civil servant jobs). Nonetheless, their effective access remains a significant challenge to their full integration into Luxembourgish society.²³²</p> <p>The National Service for Social Action (SNAS – <i>Service national d'action sociale</i>) stated that from 2015 onwards, it was confronted with a new category of beneficiaries of guaranteed minimum income (RMG) and eligible for an insertion allowance, namely beneficiaries of international protection.</p> <p>The SNAS' reception service developed a specific procedure for this largely Arabic-speaking public.</p> <p>Thus, between January and July 2016, the targeted public received an invitation (in French joined by an explicative note in Arabic) to an information meeting and a first interview with the Regional Service for Social Action. Both the meeting and interview were to take place with Arabic translation.</p> <p>Later in July, in coordination with the newly established LSKO and the ADEM, the SNAS devised a new procedure to welcome and orient BIPs and facilitate their entry into the labour market as much as possible.</p> <p>Since June 2017, the project "Neien Ufank" by Caritas, which also deals with the integration of beneficiaries of international protection, in an integral element of the procedure.²³³</p> <p>In accordance with this new procedure, and in the context of a reception and information session with interpretation in Arabic, SNAS divides beneficiaries into groups according to their language skills. One group bundles those speaking a language (English, French or German) that enables them to participate in the Luxembourgish labour market. The other group brings together those who do not speak any of the languages commonly used in Luxembourg. Depending on their linguistic skills, people are granted either an integration contract with the obligation to collaborate regularly with the ADEM, or an integration</p>

		contract requiring them to collaborate regularly with LISKO and to participate in French language courses. All persons signing a "LISKO insertion contract" receive a voucher from SNAS to participate in an intensive French language course for a reduced fee. ²³⁴
	f) Authorities involved in <u>drafting</u> the measure	SNAS, LISKO, ADEM, Caritas
	g) Authorities involved in <u>proposing and approving</u> of each measure	SNAS, LISKO, ADEM, Caritas
	h) Authorities implementing measures	SNAS, LISKO, ADEM, Caritas
	i) Other	

Pilot project to include beneficiaries of international protection in OLAI Welcome and Integration Contract	Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply: 9. <u>Other, please specify: Integration measures for beneficiaries of international protection</u>	
	a) Year and month the measure was established	2016
	b) Typology of measures (please indicate which of the options apply)	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	increase
	<u>New measure</u> or <u>change to an existing measure</u>	pilot project
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad-hoc

	Type of measure: - Other, please specify	Pilot project
	Other elements	
	c) General aim of the measure (what was intended?)	See how the Welcome and Integration Contract can be adapted to beneficiaries of international protection
	d) Intended and actual duration of the measure	End of 2016
	e) Key elements of the measure (description of the measure)	<p>With the increased influx of applicants for international protection and the increased number of beneficiaries of international protection, the Integration Division of the OLAI put in place a number of pilot projects that had the aim to test the extent to which the existing Welcome and Integration Contract (<i>contrat d'accueil et d'intégration</i> – CAI) can be adapted to beneficiaries of international protection.</p> <p>The collective information session and the civic courses that are part of the CAI were offered to a group of beneficiaries of international protection who had recently been resettled and of whom many did not know the Latin alphabet. This focus group provided the Integration Division an idea of the specific needs of beneficiaries with regard to the CAI. Thus, as the CAI is available to a growing diversity of people, the communication linked to the CAI and its courses must be adapted to this diversity. As a result of this project, communication and information tools (for instance in audio form) are under development, so that adapted tools can be offered to the target group.²³⁵</p>
	f) Authorities involved in <u>drafting</u> the measure	OLAI
	g) Authorities involved in <u>proposing and approving</u> of each measure	OLAI
	h) Authorities implementing measures	OLAI
	i) Other	

Hotline Bénévolat	Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply: 9. <u>Other, please specify: Measures aimed at wider society</u>	
	a) Year and month the measure was established	October 2015
	b) Typology of measures (please indicate which of the options apply)	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad-Hoc
	Type of measure: - Other, please specify	Organisational measure
	Other elements	
	c) General aim of the measure (what was intended?)	Create a one-stop information centre on volunteering in Luxembourg
	d) Intended and actual duration of the measure	Ongoing
e) Key elements of the measure (description of the measure)	As Luxembourg's general public became aware of the increase in applicants for international protection entering into Europe over the course of 2015 and then into Luxembourg in the autumn of 2015, a wave	

		<p>of solidarity manifested itself in the country. Volunteer support initiatives were formed, and a large number of individuals contacted OLAI to offer material support or offered to volunteers.</p> <p>In order to improve its response to these requests, OLAI established a 'Hotline Bénévolat' on 7 October 2015.</p> <p>Offering a one-stop information centre on volunteering in Luxembourg, the hotline informs prospective volunteers on steps to take as well as the principles and rules to follow.²³⁶</p>
	f) Authorities involved in <u>drafting</u> the measure	OLAI
	g) Authorities involved in <u>proposing and approving</u> of each measure	OLAI
	h) Authorities implementing measures	<p>OLAI, in collaboration with the National Agency for Volunteer Work (<i>Agence du Bénévolat</i>).</p> <p>From 31 August 2016 onwards, National Agency for Volunteer Work was put in charge of the hotline.</p>
	i) Other	<p>It should be noted that OLAI also developed an information note regarding volunteering with applicants and beneficiaries of international protection, which was aimed at municipal administrations (see measure 'information campaign').²³⁷</p> <p>Caritas noted that the increase in the wider public's interest in volunteering was certainly a positive development. Caritas as well as the Luxembourgish Red Cross noted that this created a need and impetus to develop more structural tools to manage and train volunteers. The aforementioned hotline is one of these tools, but others were developed and/or funded by non-state actors and thus fall outside the scope of this study.</p> <p>OLAI considered its steps to open up reception facilities to volunteers and hence to enable the increased implication of volunteers in reception centres as a paradigm shift, underlining the need to associate as many people as possible to the reception dynamic.²³⁸</p> <p>The City of Dudelange for instance put in place basic training in collaboration with the Luxembourgish Red Cross, providing individuals wishing to volunteer with applicants and beneficiaries with basic context, key elements concerning intercultural training and the role and responsibilities of the volunteer.²³⁹</p>

		Another example are the training sessions organised by Luxembourg's Volunteering Agency in collaboration with ASTI, Caritas, the Luxembourgish Red Cross and <i>Reech eng Hand</i> , funded by the <i>Oeuvre Nationale de Secours Grand-Duchesse Charlotte</i> . ²⁴⁰
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Establishment of collection centres	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>6. <u>Infrastructure</u></p> <p>9. <u>Other, please specify: Measures aimed at wider society</u></p>	
	a) Year and month the measure was established	October 2015
	b) Typology of measures (please indicate which of the options apply)	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Temporary centres were ad-hoc, permanent centre is structural
Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy guidance) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify		Organisational, infrastructure

	Other elements	
	c) General aim of the measure (what was intended?)	Creation of two temporary collection centres for material donations, later creation of a new, permanent collection and sorting centre
	d) Intended and actual duration of the measure	Ongoing
	e) Key elements of the measure (description of the measure)	<p>As Luxembourg's general public became aware of the increase in applicants for international protection entering into Europe over the course of 2015 and then in Luxembourg in the autumn of 2015, an increasing amount of material donations were being dropped off at existing collections centres.</p> <p>For instance, the quantity of material donations received at the headquarters of the Luxembourgish Red Cross temporarily increased from 40 cubic meters per month to 80 cubic meters per day.²⁴¹</p> <p>In consequence, OLAI opened two additional temporary collections centres (in Noppeney, Differdange and on the site of CFL Logistics S.A. in Luxembourg) for material donations to be distributed to applicants and beneficiaries of international protection as well as other people in need.</p> <p>On 1 July 2016, both temporary Centres closed down and were replaced by a permanent national collection and sorting centre (<i>Centre national de collecte et de tri</i>) located in Gasperich. The centre bundles the existing collection activities of Caritas and the Luxembourgish Red Cross.²⁴² The association "Spëndchen asbl" runs the centre.</p>
	f) Authorities involved in <u>drafting</u> the measure	<p>Temporary centres: OLAI</p> <p>National collection and sorting centre: Caritas and Luxembourgish Red Cross</p>
	g) Authorities involved in <u>proposing and approving</u> of each measure	<p>Temporary centres: OLAI</p> <p>National collection and sorting centre: Caritas and Luxembourgish Red Cross</p>
	h) Authorities implementing measures	<p>The temporary centres were run by OLAI.</p> <p>The permanent collection and sorting centre is run by the association "Spëndchen asbl".</p>

	i) Other	The centre is now financially supported by the <i>Oeuvre Nationale de Secours Grande-Duchesse Charlotte</i> . ²⁴³
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Communication strategy of OLAI	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>9. <u>Other, please specify</u>: Communication strategy</p> <p>Measures aimed at wider society</p>	
	a) Year and month the measure was established	2015
	b) Typology of measures (please indicate which of the options apply)	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Structural
	Type of measure: - <u>Action plan</u>	Action plan
	Other elements	
c) General aim of the measure (what was intended?)	Putting in place a communication strategy in reaction to greater interest of media and need for provision of information to municipal administrations and the public.	

	d) Intended and actual duration of the measure	Long-term measure
	e) Key elements of the measure (description of the measure)	<p>The increased influx led to more enquiries aimed at the Directorate of OLAI and the need for the provision of information for municipal administrations, the greater public and the media. In response, OLAI put in place a communication strategy:</p> <ul style="list-style-type: none"> • Put in place a procedure and tools to transparently inform municipalities and the media, and hence the greater public (see measure 'Information campaign of OLAI targeted at municipal administrations') • Writing an information brochure aimed at municipal administrations (see measure 'Information campaign of OLAI targeted at municipal administrations') • Redesign of the OLAI website • Media monitoring and set-up of an internal press review • Procedural reorganisation of press communications and requests and consultation with management of reception facilities²⁴⁴
	f) Authorities involved in <u>drafting</u> the measure	OLAI
	g) Authorities involved in <u>proposing and approving</u> of each measure	OLAI
	h) Authorities implementing measures	OLAI
	i) Other	

Relocation and resettlement commitments	<p>Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply:</p> <p>9. <u>Other</u>, please specify: <i>European commitments</i></p>	
	<p>a) Year and month the measure was established</p>	<p>A. 20 July 2015 (resettlement of individuals in clear need of international protection)²⁴⁵</p> <p>B. 18 March 2016 (EU-Turkey Statement)²⁴⁶</p> <p>C. 30 March 2016 (resettlement commitment UNHCR)²⁴⁷</p> <p>D. 14 and 22 September 2015 (relocation from Greece and Italy)²⁴⁸</p>
	<p>b) Typology of measures (please indicate which of the options apply)</p>	
	<p>Measure following an <u>increase</u> or <u>decrease</u> in numbers</p>	<p>Increase</p>
	<p><u>New measure</u> or <u>change to an existing measure</u></p>	<p>New measures</p>
	<p><u>Structural</u> or <u>ad-hoc</u> (temporary) measure</p>	<p>Ad-hoc</p>
	<p>Type of measure:</p> <p>- Other, please specify</p>	<p>Relocation and resettlement commitments</p>
	<p>Other elements</p>	
	<p>c) General aim of the measure (what was intended?)</p>	<p>Resettlement and relocation of applicants for international protection and beneficiaries of international protection from within and from outside of the European Union</p>
<p>d) Intended and actual duration of the measure</p>	<p>A. No deadline, but Luxembourg fulfilled its commitment in 2017</p>	

		<p>B. Luxembourg fulfilled its quota on 4 October 2017</p> <p>C. Luxembourg fulfilled its quota on 4 October 2017</p> <p>D. Luxembourg fulfilled its quota on 20 December 2017</p>
	e) Key elements of the measure (description of the measure)	<p>In the context of decisions taken at the European level in reaction to the migration crisis, Luxembourg made commitments regarding relocation and resettlement.</p> <p>A. During the Justice and Home Affairs Council of 20 July 2015, which decided to resettle 22.504 displaced people stemming from outside of the European Union who are in clear need of international protection, Luxembourg committed to resettle 30 people. A delegation from Luxembourg visited Beirut in April 2017 to interview the people selected for resettlement by UNHCR. On 13 July 2017, Luxembourg resettled 23 Syrian, 1 Iraqi and 2 stateless refugees (14 adults and 12 children) from Lebanon.²⁴⁹</p> <p>B. Following the agreement of 18 March 2016 between the European Union and Turkey, which stated that for every Syrian being returned to Turkey from the Greek islands, another Syrian would be resettled to the EU, Luxembourg committed to resettle 190 people in total. Over the course of 2016, 52 Syrians were resettled in the context of the EU-Turkey Statement. In 2017, another 138 Syrians were resettled in the context of this agreement, Luxembourg thereby fulfilling its commitment.²⁵⁰</p> <p>C. In addition, Luxembourg committed to resettle 20 Syrian nationals in need of international protection following a call launched by UNHCR during a high-level conference in Geneva on Syrian refugees on 30 March 2016. 16 refugees were resettled from Turkey in 2017.²⁵¹</p> <p>D. In the context of the Council decision (EU) 2015/1523 of 14 September 2015 and the Council decision (EU) 2015/1601 of 22 September 2015, Luxembourg committed to relocate a total of 309 applicants for international protection from Greece to Luxembourg, and 248 from Italy to Luxembourg by the end of 2017.</p> <p>Luxembourg was the first country to relocate a group of 30 Syrian and Iraqi people from Greece on 4 November 2015. The Grand Duchy relocated 106 people from Greece and 61 people from Italy in 2016 and fulfilled its relocation commitments from both countries by 20 December 2017.²⁵²</p>
	f) Authorities involved in <u>drafting</u> the measure	<p>A. Directorate of Immigration, Ministry of Foreign and European Affairs, UNHCR B. Directorate of Immigration, Ministry of Foreign and European Affairs, European Council, C. Directorate of Immigration,</p>

		Ministry of Foreign and European Affairs, UNHCR D. Directorate of Immigration, Ministry of Foreign and European Affairs, Council of the European Union
	g) Authorities involved in <u>proposing and approving</u> of each measure	A. Directorate of Immigration, Ministry of Foreign and European Affairs B. Directorate of Immigration, Ministry of Foreign and European Affairs, European Council, C. Directorate of Immigration, Ministry of Foreign and European Affairs D. Directorate of Immigration, Ministry of Foreign and European Affairs, Council of the European Union
	h) Authorities implementing measures	A. Directorate of Immigration, Ministry of Foreign and European Affairs, UNHCR B. Directorate of Immigration, Ministry of Foreign and European Affairs C. Directorate of Immigration, Ministry of Foreign and European Affairs, UNHCR D. Directorate of Immigration, Ministry of Foreign and European Affairs
	i) Other	

Detachment of staff of the Directorate of Immigration to Frontex and EASO	Please select the area corresponding to those highlighted in Q9 by removing the lines that do not apply: Other: European commitments	
	a) Year and month the measure was established	2015, 2016 (continued in 2017)
	b) Typology of measures <i>(please indicate which of the options apply)</i>	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase (European level)
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad-hoc measure

	Type of measure: - <u>Resources</u> (staff or financing)	Resources
	Other elements	
	c) General aim of the measure (what was intended?)	Detachment of staff to Frontex and EASO
	d) Intended and actual duration of the measure	See below
	e) Key elements of the measure (description of the measure)	<p>Given the call of European agencies and the European Commission, Luxembourg, in a spirit of European solidarity detached in 2015 twice an agent of the Asylum Unit to support Frontex operations in the Mediterranean, each time for the duration of one month.</p> <p>In 2016, four experts were deployed to Italy (1) and Greece (3) in the context of the Hotspot-Relocation Operating Plans to Italy and Greece. Six staff members of the Directorate of Immigration were deployed over the course of 2016 to EASO to support the implementation of the relocation schemes. Moreover, Luxembourg funded several interpreters under the EASO Hotspot Operating Plan in Greece.²⁵³</p> <p>See also Q22b.</p>
	f) Authorities involved in <u>drafting</u> the measure	Directorate of Immigration, Ministry of Foreign and European Affairs
	g) Authorities involved in <u>proposing and approving</u> of each measure	Directorate of Immigration, Ministry of Foreign and European Affairs
	h) Authorities implementing measures	Directorate of Immigration, Ministry of Foreign and European Affairs
	i) Other	

Q11. To what extent were any of the measures put in place by non-state entities mandated by a government authority via funding or project/by law/by measure? Please elaborate further.

Before looking at the way in which measures were put in place by non-state entities mandated by a government authority, it is important to acknowledge the role of non-governmental organisations in supporting the government in the reception of applicants and in establishing new projects facilitating integration. The role of these organisations grew over the last years, to a large extent influenced by the fact that the *Œuvre Nationale de Secours Grande Duchesse Charlotte* (henceforth *Oeuvre*) granted funding to 80 projects in 2016.

The *Oeuvre*, a public institution subject to the supervision of the Ministry of State, launched a call for projects '*mateneen*' (together) at the end of 2015 as a response to the increased influx of AIPs and the many public initiatives taken in solidarity. In 2016, 80 project holders were selected to receive funding for their projects promoting integration and contact between those who recently arrived in Luxembourg and the longer-term residents. The projects are thus not exclusively targeted at newly-arrived people but the population of Luxembourg more generally.²⁵⁴

An overall amount of € 12.606.855, to be disbursed over the course of three years, covers projects in nine different sectors: 5 in 'information / coordination' (€ 471.964), 3 in 'sustainable development' (€ 534.900), 7 in 'material support' (€ 611.476), 14 in 'mingle and meet' (€ 730.189), 6 in 'employment' (€ 846.419), 21 in 'culture' (€ 1.131.696), the largest amounts of money overall being disbursed for 12 projects 'education/training' (€ 2.468.852), 5 in 'health / psychological support' (€ 2.732.904) and 4 in 'housing' (€ 3.078.455).²⁵⁵ While the projects are too numerous to all be mentioned, below you will find the outline of some projects in the fields of labour integration and health and psychological support that play a part in the reception and integration of applicants for international protection.

To be mentioned are for instance the project "Sleeves Up" by Touchpoints asbl, a project that enables Luxembourg's newcomers to transform their talents into a means of self-employment through training courses, individualised mentoring and personalised follow-up.²⁵⁶ ASTI's project 'Connections' prepares applicants and beneficiaries of international protection for the job market. In the context of this project, a combination of activities, interactive workshops and an internship provide participants with theoretical and practical tools facilitating their integration into the labour market.²⁵⁷

The *Oeuvre* also financially supports new projects in the field of health and psychological support for vulnerable migrants.²⁵⁸ Projects such as "Soutien psychologique aux réfugiés" by Omega 90 asbl, "Interprètes D'Ligue" by Ligue Luxembourgeoise d'Hygiène Mentale or "Healing & Empowerment" by Living Zesummen asbl, all offer psychological, psychiatric and social consultations to beneficiaries, applicants as well as rejected applicants for international protection. The project "La musicothérapie au service des mineurs non-accompagnés" by Gesellschaft fir Musiktherapie zu Lëtzebuerg asbl provides group sessions of music therapy to young UAMs who live in reception facilities run by the Luxembourgish Red Cross.²⁵⁹

The new impetus provided by the call for projects of the *Oeuvre* further led to the creation of the first recognised structure or network for professionals trained to work in cross-cultural clinics for migrants and exiles. The "Centre Ethnopsychiatrique de Soins pour Migrants et exilés (CESMI)" by CESMI asbl is staffed by doctors, psychologists, therapists, social workers and other professionals.²⁶⁰

The *Oeuvre* furthermore finances 14 projects focused on language teaching, through the elaboration of didactic materials or courses, financially supports the trainings organised by Luxembourg's Volunteering Agency in collaboration with ASTI, Caritas, the Luxembourgish Red Cross and *Reech eng Hand*²⁶¹ as well as the permanent collection and sorting centre (see in measures).²⁶²

OLAI gives the *Oeuvre* occasional advice on the feasibility and implementation of projects, receives regular updates by the *Oeuvre* on progress made and one representative of OLAI is part of the jury selecting the projects under the call '*mateneen*'.²⁶³

Additionally, the Asylum, Migration and Integration Fund also finances projects relating to the support and integration of TCNs, including applicants and beneficiaries.

In the context of the measures taken in response to the increased arrival of applicants for international protection from 2015 onwards, non-state entities were mainly mandated to ensure the management of a number of reception facilities, as well as the care and social follow-up of applicants for international protection living in these facilities.

Area	Extent of involvement of non-state entities (if yes, to what extent)
<p>Border control (please specify if it refers to external border control, temporary control at internal borders and/or police controls in border areas)</p>	
<p>Reception centres / accommodation arrangements and other housing</p>	<p>Over the course of the 2015-2016 period, OLAI increased the number of reception facilities (see measures “Emergency Plan 1”, “Emergency Plan 2”, “Emergency Plan 3” and “Increase in reception facilities”) in which the daily management and social follow-up is/was handled by external partners. More precisely, OLAI delegates the daily operation of several reception centres to Caritas and the Luxembourgish Red Cross via collaboration agreements with OLAI. From 15 September 2015 until 31 December 2016, one reception facility (in Mersch) with a maximal capacity of 31 individuals was also operated by ASTI via a collaboration agreement with OLAI.²⁶⁴</p> <p>ASTI principally ensured the social follow-up and the socio-educational care. In parallel, ASTI carried out a pilot project in the context of the management of this facility, in order to develop a model that underlines local anchorage and volunteering that could be used in reception facilities elsewhere. Based on the outcomes of this project, ASTI put in place a number of instruments (documents, meetings and trainings) to enable effective follow-up with volunteers working in reception facilities.²⁶⁵</p> <p>While Caritas managed two facilities with a capacity of 100 individuals in 2014, it managed 11 facilities with a capacity of 1.159 by the end of 2016. Following the influx in 2015, Caritas took charge of the social-follow and care in 3 facilities of OLAI (Marienthal, Ettelbrück and Esch-sur-Alzette), followed by 6 new facilities in 2016 (Bourscheid, Senator in Luxembourg, Noppeney in Oberkorn, Differdange, Diekirch and Michelau).²⁶⁶</p> <p>Similarly, while the Red Cross was in charge of managing five facilities with 317 beds in the beginning 2015, it was in charge of 10 facilities and 1.867 beds by the end of the same year, at times managing up to 14 facilities.²⁶⁷ Of these, four were set up after the start of the influx (LuxExpo, Don Bosco, “Centre de Logopédie” and “Monopol” in Luxembourg City). One of these fourteen facilities had already been under the Red Cross’ management, but increased in capacity (Lily Uden). In 2016, the Red Cross opened an additional facility in Dudelange, as well as a facility housing UAMs in Strassen²⁶⁸.</p> <p>Due to the stark increase in facilities under the management of these organisations, the Luxembourgish Red Cross and Caritas greatly increased their staff (see Q20 for more information).</p> <p>The Luxembourgish Red Cross and Caritas were active in the coordination group that is in charge of following up on the planning of the emergency reception (conception and implementation of CPAs). The non-governmental organisations have intimate knowledge of the practical needs and procedures inside facilities and hence provide practical insight</p>

	<p>on technical questions (ie. heating, organisation of kitchens) when planning emergency reception.²⁶⁹</p> <p>Additionally, OLAI increased its use of other external service providers for the coordination of certain tasks (guarding, catering, cleaning and technical upkeep) in the newly opened reception facilities.²⁷⁰</p> <p>Guarding services ensure permanent physical presence in a number of reception facilities that house a large number of people or vulnerable individuals. OLAI has also made use of external partners for catering, cleaning and technical upkeep of reception facilities.</p>
Wider reception services (social services, health services), rights afforded to applicants	<p>See above.</p> <p>Within the reception facilities under their management, Caritas, the Red Cross and ASTI were/ are in charge of the social follow-up of the housed individuals, providing residents with information on administrative procedures and services available to them, organise socio-educational and cultural activities for the residents and set up and maintain the link to the local administration and community.</p> <p>Thus, Caritas welcomes the newly arrived residents and explains the working of the reception facility. It organises the daily life in the facility (planning of cleaning, distribution of meals, use of rooms etc.). It carries out the social and administrative follow-up of its residents, providing assistance with making contacts with, for example, doctors, lawyers or schools, as well as orienting them towards specialised services. Caritas develops projects that are linked to integration. The organisation has a regular exchange with the social and technical services of OLAI and coordinates internal and external partners, such as volunteers, security agents and official visitors. It manages complaints and conflicts and holds meeting with residents in order to provide them with information and enhance their living environment.²⁷¹</p> <p>Caritas' social reception provides information (in Arabic, Farsi, Tigrinya, Serbo-Croat, Albanian, French, English, German) to all applicants for international protection (and, in a larger sense, to the general population), on their procedure, family reunification, temporary occupation authorisations etc. The reception also organises weekly information meetings for newly arrived applicants for international protection.²⁷²</p> <p>In the reception facilities it manages, the Luxembourgish Red Cross also provides ethno-psychological follow-up for the residents, adapting the care to the individual needs of the person with psychological difficulties while respecting the person's cultural background and lived past. In 2015, more than 180 individuals were followed-up on by the ethno-psychological unit (an increase of 96% compared to the previous year).²⁷³ In 2016, 292 people were seen at least once in consultation.²⁷⁴</p> <p>Similarly, Caritas has a team of psychologists who provide a first level of care for people in need, before orienting them towards external services for medium- and long-term follow-up.²⁷⁵</p> <p>In the context of AMIF, Caritas also launched a project in collaboration with the association <i>Mosaïques asbl</i> in November 2015. This project, titled "DPI – Santé mentale" (Applicant for international protection – mental health) has multiple objectives: the development of a screening tool, the psychological support of applicants for international protection, the supervision of social workers and the elaboration of a training module for social workers.²⁷⁶</p>

Registration process of the asylum seeker	N/A.
Asylum procedure (at first and second instance)	N/A.
Infrastructure, personnel and competencies of the responsible authorities	<p>For information regarding the additional personnel hired by non-governmental organisation in the context of the increase in reception facilities, please see Q20.</p> <p>Generally speaking, OLAI, in charge of the reception of applicants for international protection, mandated the Luxembourgish Red Cross, Caritas and ASTI with the management of a number of reception facilities, as well as the social follow-up of the people housed within. It should be noted that even in this case, OLAI's social service is still in charge of material and financial support.²⁷⁷</p> <p>Additionally, OLAI increased its use of other external service providers for the coordination of certain tasks (guarding, catering, cleaning and technical upkeep) in the newly opened reception facilities.²⁷⁸</p>
Law enforcement	
Immediate integration measures for asylum applicants	An elementary French-Arabic-Luxembourgish dictionary targeting applicants for international protection as well as volunteers and teachers working with them was presented on 15 November 2016. The dictionary containing 1.590 words was developed by ASTI asbl with the financial support of the <i>Oeuvre</i> and the Ministry for National Education, Childhood and Youth. ²⁷⁹
Integration of beneficiaries of international protection	LISKO is established through a convention of the Ministry of Family, Integration and the Greater Region with the Luxembourgish Red Cross. The Ministry finances the Centre, while the Luxembourgish Red Cross runs the Centre. Additionally, LISKO works in close collaboration with the Social Housing Agency (AIS) and the non-profit organisation <i>Wunnéngshëllef asbl</i> . LISKO mainly helps BIPs to find housing, to support them in administrative tasks, and to support them in finding opportunities for language learning or training (see in Q10 for more information).
Translation services	<p>The Red Cross offers an intercultural interpretation service, available to public administrations, medical, aid or support institutions. In 2015, the service received 2.173 requests for translation, an increase of 74% compared to 2014. 5.223 requests for interpretation were made in 2016, being equivalent to an increase of 140% when compared to the previous year.</p> <p>The Red Cross confirms that the increase in requests is to the largest extent due to more requests from OLAI's social service to translate during reception and follow-up appointments, and more appointments at the Medico-Social Centre.²⁸⁰</p> <p>The Health Inspection has a convention with the Red Cross for interpretation during the process of medical control, medical triage, as well as to translate during medical appointments as needed.²⁸¹</p>

<p>Coordination of volunteers and gifts</p>	<p>On 1 July 2016, the two temporary Centres were closed and replaced by a permanent collection and sorting centre (<i>Centre national de collecte et de tri</i>) located in Gasperich. This centre brings together related activities of Caritas and the Luxembourgish Red Cross and is run by the association <i>Spëndchen asbl</i>.²⁸²</p> <p>The <i>Hotline Bénévolat</i> was set up by OLAI. From 31 August 2016 onwards, Luxembourg's Volunteering Agency (<i>Agence du Bénévolat</i>) was put in charge of the hotline.</p>
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Q12. In view of the impact of the fluctuations of the influx on local authorities, how and to what extent were local authorities impacted by measures taken by the national government/authorities responsible? To what extent local authorities were able to influence this process?

While it is beyond the scope of the study to be able to describe and analyse impacts on all different local authorities concerned, please elaborate on how national measures taken generally impacted on regional or local authorities.

Area	Impact on local authorities	Influence on the process
Border control (please specify if it refers to external border control, temporary control at internal borders and/or police controls in border areas)		
Reception centres / accommodation arrangements and other housing	yes	<p>Influence of municipalities and local actors on POS procedures</p> <p>As elaborated upon in Q10, the emergency plan for reception of applicants of international protection foresaw the establishment of modular housing structures, the so-called ‘container villages’, from mid-2016 onwards.</p> <p>The decision of establishing a new housing structure for applicants for international protection is taken by OLAI in agreement or consultation with the Ministry of Interior, the Ministry of Sustainable Development and Infrastructures, the Ministry of National Education, Childhood and Youth as well as the concerned municipal administration.²⁸³</p> <p>It was decided to establish land-use plans (<i>plan d’occupation du sol – POS</i>) for modular housing structures for applicants for international protection, rejected applicants and beneficiaries of international protection in Diekirch, Junglinster, Mamer and Steinfort.</p> <p>A land-use plan is hierarchically superior to the general development plan of the municipality and hence enables the government to change the designation of land in a municipality’s general development plan.</p> <p>Nonetheless, the municipal council is implicated in the procedure of establishing the corresponding land-use plan and hence has some limited influence on the establishment of a medium-term reception facility.</p> <p>In fact, after the Council of Government’s decision to elaborate a land-use plan, the minister in charge of spatial planning informs the concerned mayor and aldermen of the government’s intention. The elaboration of a draft plan starts one month after the government’s decision. The draft plan is communicated to the concerned municipality and the college of aldermen must hold at least one information meeting. Following a public enquiry, during which citizens can transmit observations, the college of aldermen transmits the public’s observations and the opinion of the municipal council to the minister.</p>

		<p>The government takes the observations and opinion transmitted by the college of aldermen into account to the extent that it considers them to be compatible with the pursued objectives. The land-use plan is declared obligatory by Grand ducal regulation and are published in the <i>Mémorial</i>.²⁸⁴</p> <p>Next to the influence local actors have in the process of establishing a land-use plan, citizens have been able to halt the building of reception facilities by seeking the annulment of the land-use plans in the administrative court.</p> <p>Outlined below are the steps that were taken by the government to construct reception facilities in four municipalities and the steps taken by local actors in reaction.</p> <p>The Council of Government of 23 October 2015 decided to draw up four land-use plans with the aim of establishing temporary reception facilities for applicants, rejected applicants and beneficiaries of international protection. Four sites were selected: Steinfort, Diekirch, Mamer and Junglinster.</p> <p>The projects were sent to the respective municipalities in autumn 2015 and the respective municipal councils all gave a favourable opinion²⁸⁵ after their deliberations. In establishing this opinion, the municipal council also took into account the result of a mandatory public enquiry lasting 45 days, during which citizens could introduce grievances and observations.</p> <p>In its unanimous opinion of 29 January 2016, the municipal council of the municipality of Junglinster took into account the observations of the local residents who pointed out the reception facility's proximity to the local high school and residential areas. They considered it essential to delimit the different sites to guarantee social peace and to prevent conflicts and tensions between applicants and the local population. The municipal council therefore required a sufficient number of staff and proposed not to house different ethnic groups in the same premises. It also called for a reinforcement of their local police staff, needed firstly because of Junglinster's general increase in population and secondly considering the arrival of 300 applicants. Furthermore, the municipal council insisted that when they were granted international protection, applicants for international protection should be relocated throughout the national territory.²⁸⁶</p> <p>As for the observations made by the municipal council of the Mamer municipality, one should note its request that the schooling of AIP children should take place in reception classes to be set up within the reception facility.²⁸⁷</p> <p>The municipal council of Steinfort gave a unanimous positive opinion to the POS, despite 157 observations being sent to the local authorities and despite the introduction of a petition against the project. This petition was launched by the citizens' initiative '<i>Keen Containerduerf am Duerf</i>' ('No container village in the village') and collected 550 signatures. Nevertheless, the municipal council conditioned its signature of an agreement with the State to a maximum capacity of 100 residents for the reception facility. It requested that the container village be limited to a maximum duration of 5 years, that a monthly meeting with all the organisations involved should take place, and that children should be enrolled in municipal schools.²⁸⁸</p> <p>When adopting the draft Grand ducal regulation declaring the land-use plan of the temporary emergency reception facility in Diekirch,</p>
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		<p>the Council of Government decided in its meeting of 17 February 2016 to limit the maximum capacity of first arrival reception centres to 300 (previously 600). The government may temporarily increase the reception capacity in case of absolute emergency.²⁸⁹</p> <p>The Grand ducal regulations declaring the land-use plan of the temporary emergency reception facilities were adopted in 2016.²⁹⁰</p> <p>However, of the four planned 'container villages', only one came to fruition in 2016. A structure with 150 bedrooms and a maximum capacity of 300 persons opened its doors to the first AIPs in Diekirch on 29 November 2016.</p> <p>The advancement of the planned project in Steinfort was halted after the first instance administrative court confirmed an annulment appeal of the citizens' initiative '<i>Keen Containerduerf am Duerf</i>' on the grounds that an environmental impact study was lacking. The state introduced an appeal to this decision on 17 October 2016; however on 7 February 2017, the second instance administrative court upheld the previous decision.²⁹¹ The government decided to cancel the land-use plan and continue its detailed analysis of the site.²⁹²</p> <p>In reaction to its inability to change the general development plan of the municipality by means of a land-use plan, the government asked the municipality of Steinfort on 11 July 2017 to launch an individual change of its general development plan to enable the construction of a reception facility, now modified to take into account the wishes of the municipality: the facility was reduced in size to accommodate 100 individuals, both applicants for international protection as well as other people in need.²⁹³</p> <p>The project in Junglinster had been halted as an appeal had been introduced to the administrative court, claiming that the adoption of the land-use plan without an opinion of the Council of State, made possible through the invocation of the emergency of the situation, was in fact unjustified, and the Council of State should thus have been asked to submit its opinion. The First instance Administrative Court declared this annulment appeal justified on its merits.²⁹⁴</p> <p>As of October 2017, the project in Mamer is still pending, awaiting a judgement of the First instance Administrative Court.</p> <p>In the meantime, the government launched the procedures for the construction of a modular housing structure in Marnach and Esch-sur-Alzette respectively.</p> <p>On 29 January 2016, the Council of Government decided the elaboration of a land-use plan establishing the reception of applicants for international protection, rejected applicants as well as beneficiaries in Marnach. The deadline for public consultation of the file is set to 8 December 2016, with a deadline for submission of observations from the public until 23 December 2016.²⁹⁵</p> <p>The procedure to establish a facility in Esch-sur-Alzette is outlined below.</p> <p>Influence of municipalities on PAP procedures</p> <p>In January 2016, Quai Neudorf in Esch-sur-Alzette was determined as a site for construction of a modular housing structure. Initially, a</p>
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		<p>structure for 300 people was planned, this plan having been presented to residents of the city on 1 February 2016.</p> <p>The mayor stated that the municipality would support the project as it would not be established through a land-use plan, this allowing the municipality to have more say in the development.</p> <p>The municipality also supported the residents of Esch-sur-Alzette who demanded a smaller structure. After a meeting between the Minister of Interior, the College of Aldermen and the interest group of Neudorf, the government agreed to the construction of a smaller structure for 150 applicants for international protection, the new plan being presented to the town residents on 21 November 2016.²⁹⁶</p> <p>The corresponding particular development plan was launched by the municipality of Esch-sur-Alzette in November 2016. A particular development plan needs the approval of the municipal council as well as of the Minister of Interior to go forward. The plan was approved by the Minister of Interior on 9 February 2017.²⁹⁷</p> <p>Municipalities putting housing at disposal of AIPs</p> <p>OLAI considers municipalities to be an indispensable partner in the reception of applicants as well as beneficiaries of international protection. Municipalities can make available housing for both within their territory.</p> <p>Municipalities who would like to provide buildings for collective housing structures for AIPs can approach OLAI's Housing Service.</p> <p>In fact, in 2015, 16 municipalities signed conventions with OLAI making housing or rental contracts available to applicants of international protection. These municipalities were Bech, Berdorf, Differdange, Dudelange, Echternach, Esch-sur-Alzette, Foetz, Luxembourg, Schuttrange, Steinsel, Tuntage, Weiswampach.²⁹⁸</p> <p>Municipalities who would like to make available housing for beneficiaries of international protection do so by approaching the Directorate of the Judicial Council to the Municipal Sector of the Ministry of Interior (see below in 'municipalities making housing available for BIPs).</p> <p>Other role of municipalities in provision of information related to establishment of housing facilities</p> <p>Aside from the role they played in the establishment of the reception facilities from 2016 to 2017, municipalities can inform residents and raise awareness amongst residents on issues related to asylum and the planned or existing housing facilities. They thus influence the process by informing citizens and implicating them in the broader discussion.</p>
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		<p>The municipality of Esch-sur-Alzette held two information meetings regarding the planned structure in Quai Neudorf over the course of 2016, presenting the technical aspects of the structure and enabling citizens to ask questions.²⁹⁹ The municipality also held a similar meeting for the structure in the adjacent municipality of Mondrange.³⁰⁰</p> <p>Additionally, Esch-sur-Alzette organised meetings and events to raise awareness on the lived experiences of applicants of international protection and refugees. For instance, on 8 March 2016 it organised “Encounters with refugee women” in collaboration with ASTI, during which the public was invited to enter into dialogue with women benefitting from international protection. These women spoke about their everyday life, their experience of Luxembourgish society, their integration and reasons for leaving their country of origin.³⁰¹</p> <p>Another example would be the information session held in collaboration with Caritas and ASTI on the reception of refugees in the context of ‘<i>mär sinn escher</i>’, a project of cultural events facilitating exchange between the newly arrived and local residents. During this meeting, the organisers elaborated on the legal framework for international protection. They shared personal histories of refugees and provided a look at what municipalities can do to welcome them.³⁰²</p>
Wider reception services (social services, health services), rights afforded to applicants		
Registration process of the asylum seeker		
Asylum procedure (at first and second instance)		
Infrastructure, personnel and competencies of the responsible authorities		Municipalities were impacted by the establishment of reception facilities on their territory. See above.
Law enforcement		
Integration measures for asylum applicants		Municipalities have a certain level of influence regarding the schooling of children who are applicants for international protection.

		<p>The City of Luxembourg took a number of steps to favour the integration of children schooled on its territory:</p> <ul style="list-style-type: none"> • As far as possible, integrate AIP children in regular schools • AIP children who attend separate state schools share a school playground with regular classes during extracurricular activities • Intent to organise common activities (ie cultural visits, activities in nature) • Wish to integrate state classes into existing schools (currently under study) • Reception of AIP children in day schools • Close collaboration with partners (for instance through the 'refugees' working group of the local school commission, which brings together, amongst others, the responsible alderman, representatives of the school commission, of the teaching service, the inspectorate, concerned teachers, representatives of the reception centres, local integration partners and a representative of the "Integration and specific needs" service). <p>Municipalities can play a part in influencing challenges and problems they perceive in relation to the reception of applicants for international protection, by discussing these issues in the working group and work on solutions. The City of Luxembourg is for instance working on a project reorganising reception classes and state classes on its territory by improving the management of resources and teaching personnel for the integration of new arrivals. Determining the availability of rooms and reception priorities in the different neighbourhoods with the help of future planning allow to see where additional hiring might be needed in some day schools. School transport can be organised where needed with the relevant services of the municipality.³⁰³</p> <p>The Municipal administration of Esch-sur-Alzette established a working group '<i>Réfugiés</i>' (refugees) that brings together Caritas (managing the reception facility in and adjacent to Esch), as well as representatives of a wide range of services of the Esch-sur-Alzette administration and of the community of Esch-sur-Alzette: Social Development, the Social Office, the Youth Service, the Sports Service, the library, the Youth Info Point, the Citizen's Office, the Integration Commission, the National Museum of Resistance, the <i>Kulturfabrik</i>, the Youth House and the School Service, alongside the Service for Equal Opportunities which coordinates the meetings. The participating actors discuss opportunities and potential projects as well as needs and challenges linked to the reception of applicants for international protection and increasingly also beneficiaries of international protection. The group meets approximately every 6-8 weeks.³⁰⁴</p>
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		<p>Municipalities of course also play an essential role in facilitating the integration of applicants and later beneficiaries of international protection living on their territory.</p> <p>The City of Luxembourg took steps to allow AIPs living on its territory to participate in recreational activities beyond what their monthly allowance enables them to. Luxembourg City's Service for Integration and Specific Needs makes available tickets for cultural events (theatre, concerts, museums etc.), the swimming pool, fitness rooms, "Schueberfouer" (Luxembourg's biggest funfair), guided tours of the city, football matches etc. The Service for Integration and Specific Needs requests free tickets from organisers and if needed buys additional tickets. It coordinates with the management of reception facilities to ascertain what type of events or recreational activities could potentially be added to the offer. Residents of other municipalities have partial access to this offer, such as to the tickets for guided tours of Luxembourg City or to tickets providing access to the municipal swimming pool.³⁰⁵ It furthermore organises celebrations aimed to bring together local residents and refugees in collaboration with associations.</p> <p>Esch-sur-Alzette similarly actively collaborates with associations and clubs for the organisation of one-off activities and events that bring together applicants and beneficiaries of international protection and other local residents and provides tickets for a number of activities and events.³⁰⁶</p>
<p><i>Integration measures for beneficiaries of international protection</i></p>		<p>In a circular note of 20 October 2015, SYVICOL underlined the part municipalities play in the integration of beneficiaries of international protection, due to the proximity of their structures and their services to residents and due to their part in maintaining social cohesion.</p> <p>The union encouraged municipalities to prepare for this challenge with the help of their integration commissions, social offices, schools, day care centres music schools, youth centre and libraries. It also reminded municipalities of the Municipal Integration Plan (<i>Plan Communal Intégration</i>) as an instrument to help in this process.</p> <p>Many of the actions taken by municipalities that are outlined above also benefit beneficiaries of international protection. For instance, the working group 'Réfugiés' of Esch-sur-Alzette increasingly covers issues related to beneficiaries.</p> <p>Furthermore, most integration measures taken on the local level do not target beneficiaries of international protection specifically, but are aimed at larger categories of residents, such as foreigners or people in social need.</p> <p>The role of SYVICOL</p> <p>In its circular note of 20 October 2015, Luxembourg's Union of Municipalities and Cities (SYVICOL) estimated that, in the context of the increased influx of applicants for international protection, its role would on the one hand be to provide municipalities with information</p>

		<p>and raise awareness, and on the hand, to relay questions that are raised on the local level with the national authorities.</p> <p>In its role as intermediary, SYVICOL collected questions raised by municipalities during information meetings and beyond on the topic of reception of refugees. Based on these questions, the practical guide <i>'tout savoir'</i> was developed in collaboration with OLAI and other relevant services (see measure 'information campaign').³⁰⁷ In the field of integration, SYVICOL is a privileged partner of OLAI, OLAI and SYVICOL coorganising many events (ie. national conference on integration on the local level).³⁰⁸</p> <p>Municipalities making housing available for beneficiaries of international protection</p> <p>As outlined in the measure 'Packet of Measures of Ministry of Interior', municipalities that own housing or rent housing from private landlords can make this housing available to beneficiaries of international protection.</p> <p>In the context of the call made to municipalities by the Ministry of Interior, the city of Esch-sur-Alzette agreed to the construction of housing aimed at beneficiaries of international protection and other people in a precarious situation. The housing will be built in the proximity of the planned modular housing structure 'Quai Neudorf', thus opening up the possibility for applicants for international protection having lived in Quai Neudorf to find appropriate housing in Esch-sur-Alzette once they receive the status for international protection.³⁰⁹</p>
Information campaigns		<p>See SYVICOL's role in the elaboration of the practical guide <i>'tout savoir'</i> providing municipalities with information regarding the reception of beneficiaries of international protection (see 'integration measures for beneficiaries of international protection').</p>

2.2 SCALING DOWN OR DISMANTLING MEASURES FOLLOWING A DECREASE IN NUMBERS OF ASYLUM APPLICATIONS

Q13. Many Member States experienced a decrease in the influx of asylum applications in the third and fourth quarters of 2016, while several Member States experienced a more irregular decrease at certain intervals after the period 2014-2016. If your (Member) State experienced a decrease in asylum applications, were any changes made to (the scope of) previously adapted or introduced measures? *This question seeks to understand if and how measures adopted during the previous increase were changed. Please elaborate on the process on how the assessment was made (by the government) to scale down the scope of measures.*

As noted in Q4, the inflow in Luxembourg was marked by fluctuations (before the 2015-2016 period as well as during). However, the Directorate of Immigration and OLAI consider the inflow to have been significant despite fluctuations between 2015 and 2016. None of the interviewed administrations suggested that measures adopted during the increase were subject to a change in scope during decreases in certain intervals.

Q14. To what extent did the decrease result in adapting or abolishing/dismantling measures taken in periods of increase?

No measures were dismantled during a temporary decrease in the arrival of applicants for international protection.

None of the interviewed administrations suggested that existing measures would be dismantled if the influx were to decrease.

Q15. To what extent did the decrease lead to a shift in political and administrative prioritisation of measures taken (e.g. from asylum procedure to integration and or return)?

The arrival of applicants for international protection has not decreased per se but continues to fluctuate, remaining at a high level overall.

Furthermore, new arrivals join applicants for international protection still in the procedure, rejected applicants for international protection and beneficiaries of international protection living in Luxembourg; pressure remains high in housing facilities in Luxembourg.

Part and parcel of the increased arrival of applicants for international protection over the considered period was the increased arrival of applicants having already introduced their application elsewhere in Luxembourg and, given the high recognition rate, ultimately of beneficiaries of international protection. These changes have led the public authorities to put in place new structures in 2017, such as for instance the semi-open return structure for (SHUK) intended for people to be transferred to states applying the Dublin regulation, as well as the cell for beneficiaries of international protection at Luxembourg's National Employment Agency (see Q22b).

While the increase in applicants did not lead to a parallel increase in resources attributed to integration measures by OLAI in 2015 and 2016, it intensified its activities in this respect over the course of 2017.³¹⁰

Q16. To what extent did the decrease lead to measures (and/or debate) about maintaining established admission, housing and integration capacities as well as preserving gained expertise (e.g. regularly training of former staff; maintaining infrastructure; increasing capacities within other admission procedures such as resettlement, relocation, humanitarian admission)?

The arrival of applicants for international protection has not significantly decreased, continuing to fluctuate and remaining at a high level overall. Administrations have nonetheless undertaken efforts to preserve gained expertise.

Within the Directorate of Immigration, the “Country of Origin Information” cell researches information on countries of origin and continuously updates the available information.

The Ministry of National Education, Childhood and Youth put in place additional training on the reception and schooling of children who are applicants for international protection. These trainings treated topics such as ‘Reception of applicants for international protection: administrative procedures, social follow-up and school integration’, set-up in collaboration with the Directorate of Immigration and OLAI, ‘Stabilising practices after trauma – Practice – Workshop’, ‘Orientation of recently arrived pupils’ and ‘Methods of French as a foreign language for fundamental and secondary education, module 4: French-learning for pupils alphabetised in a different writing system’.³¹¹ The follow-up and coaching of teachers is perceived as a priority. Many of the teachers who are in charge of the education of the newly arrived applicants for international protection have traditionally taught pupils who grew up in Luxembourg and are to the largest extent familiar with the linguistic regime. The different profile of these students requires teachers and other pedagogical staff to acquire a new set of skills, for instance regarding the teaching, orientation and specific needs of these pupils.³¹² SECAM also raises awareness amongst future teachers on the topic of school-family relations, particularly in the context of families of foreign origin and intercultural mediation, by participating in a course of the Education Sciences Bachelor at the University of Luxembourg.³¹³

Furthermore, a day of dialogue between class teachers was organised; many of these are confronted with similar issues and are on this day given the opportunity to exchange ideas and approaches to tackle these. A pedagogical day for staff also took place, focused on communication and training.³¹⁴

The Training Institute of National Education organised continued education on the subject of applicants for international protection and beneficiaries of international protection in 2016; these courses were aimed at teaching staff. It continues to propose the continued education in 2017.³¹⁵

The lessons and expertise gained through the pilot project ‘Welcome to Luxembourg’ and the pilot project looking at the inclusion of beneficiaries of international in the “Welcome and Integration Contract” (see Q10) also flowed into the development of the ‘Guided Integration Trail’, a compulsory integration measure aimed at applicants for international protection launched in 2017 (see Q22b).

Section 3: Effectiveness of the measures taken

This phase concerns the period after the implementation of new practices and ad-hoc measures and their follow-up. Only Member State who implemented national measures in response to a fluctuation of the influx are required to reply. Please copy the entire table below for all the measures listed in Q10.

Q17a. Please indicate the impacts and effectiveness of each measure mentioned above.

Emergency Plan 1	Immediate impact (in the first days or weeks after its implementation)	-
	Medium or longer term effect (a month or longer after its implementation)	<p>Over the course of the period 2015-2016, there was an increase in reception facilities for applicants for international protection, largely driven by the emergency plan for reception of applicants for international protection elaborated by the HCPN (See also "Emergency Plan 1", "Emergency Plan 2" and "Emergency Plan 3").</p> <p>While OLAI managed approximately 60 housing structures with about 2000 beds before the influx in 2015, this number grew to 93 structures with 4.308 beds by the end of 2016. The majority of these structures, largely the durable Phase 3 structures, do not have any supervising staff on site.</p> <p>Nonetheless, over the course of the 2015-2016 period, OLAI also strengthened the social follow-up in reception facilities as well as increased the use of guarding services.</p> <p>Part of the social follow-up of the applicants residing in a number of the reception facilities was delegated to non-governmental organisations (NGOs), for instance to the Red Cross and Caritas. The external partners increased their staff in relation to the demand for management of housing structures and social follow-up of the residents. The social service of the OLAI remained in charge of giving material and financial help.</p> <p>For more detail regarding the increased recruitment, please see Q20.</p> <p>A number of the reception facilities opened up by OLAI between 2015 and 2016 and managed by external partners were only of temporary nature due to expiring contracts, sanitary or risk reasons. The diminution in the number of available beds caused by the closure of these facilities had to be compensated by the identification and opening of new facilities.³¹⁶ The temporary nature of a number of still existing structures remains a challenge for OLAI.</p> <p>The various coordination and information groups formed in the context of the emergency plan greatly increased the coordination between the various actors (see also</p>

		effectiveness for 'Emergency Plan 2' and 'Emergency Plan 3').
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	No.
	What was the outcome of the evaluation?	N/A

Emergency Plan 2	Immediate impact (in the first days or weeks after its implementation)	N/A
	Medium or longer term effect (a month or longer after its implementation)	<p>Both OLAI and the HCPN consider that the first phase of the emergency plan for the reception of applicants for international protection was effective as it significantly increased the number of beds available for applicants within a very brief period of time. A situation as in 2011, during which applicants were temporarily housed on camping grounds, was avoided.³¹⁷</p> <p>Formally approved by the Council of Government on 20 September 2015, the plan's results were visible by the end of the same year. In fact, while in the beginning of 2015, OLAI had approximately 2.000 beds available for applicants for international protection, this number increased to 4.557 by the end of 2015 and was at 4.308 by the end of 2016.³¹⁸</p> <p>The establishment of the logistical cell was effective in that it led to a regular exchange of information between all the actors active in the establishment of the first-instance reception facilities.</p>
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	-
	What was the outcome of the evaluation?	-

Emergency Plan 3	Immediate impact (in the first days or weeks after its implementation)	N/A
	Medium or longer term effect (a month or longer after its implementation)	The establishment of medium-term modular housing structures can only be deemed partially effective, as only one of the four initially planned structures was built ³¹⁹ (see also answer to Q12). Nonetheless, the establishment of this housing structure also contributed to the increase in the number of beds available over the course of the considered period of time (see above).
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	Yes. The structures were faced with the opposition of local residents and were met with legal challenges (see also Q12).
	Was the measure evaluated for effectiveness? If so, by whom?	-
	What was the outcome of the evaluation?	-

Common terminology for housing	Immediate impact (in the first days or weeks after its implementation)	-
	Medium or longer term effect (a month or longer after its implementation)	The use of a common terminology for the three phases of housing facilitated communication between administrations, with civil society working within the reception facilities as well as with the general public.
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	No
	Was the measure evaluated for effectiveness? If so, by whom?	No
	What was the outcome of the evaluation?	N/A

Increased collaboration with external partners in the management of and provision of services in reception facilities	Immediate impact (in the first days or weeks after its implementation)	-
	Medium or longer term effect (a month or longer after its implementation)	-
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	-
	What was the outcome of the evaluation?	-

Creation of reception facilities for UAMs	Immediate impact (in the first days or weeks after its implementation)	-
	Medium or longer term effect (a month or longer after its implementation)	-
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	Care was more difficult due to language and communication difficulties. ³²⁰
	Was the measure evaluated for effectiveness? If so, by whom?	No
	What was the outcome of the evaluation?	N/A

Pilot project of OLAI Welcome	Immediate impact (in the first days or weeks after its implementation)	According to OLAI, enabling refugees to get systematic information about Luxembourg in the first weeks of their arrival is essential to their empowerment, autonomisation and their integration.
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		<p>OLAI noted that aside information regarding equal opportunities between women and men, other essential information needs to be communicated to applicants for international protection, namely: the way OLAI's structures work, the role of parents in looking after their children, sorting of waste which is compulsory in Luxembourg, as well as possibilities regarding adult training namely regarding languages.</p> <p>In addition, it became clear that if the programme was not made compulsory, vulnerable people would not be able to participate.³²¹</p>
	Medium or longer term effect (a month or longer after its implementation)	<p>From May to mid-July 2016, a duo of instructors gave a total of 18 courses in four reception centres (speech therapy centre in Strassen, Monopol, Weilerbach and Millebaach) to 113 resettled BIPs (78 men and 35 women) who had signed up voluntarily.</p> <p>One of the conclusions drawn from this pilot concerns the need for integration to be at the heart of the first few weeks after the arrival of AIPs, and to accompany and support applicants who strive towards integration.³²²</p>
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	-
	What was the outcome of the evaluation?	-

System of medical permanence	Immediate impact (in the first days or weeks after its implementation)	Hospitals quickly noted that the phenomenon of large numbers of applicants for international protection asking for care in emergency rooms subsided. The measure was deemed very effective and is being carried forward. ³²³
	Medium or longer term effect (a month or longer after its implementation)	Implementation of 4 afternoons/week-presence in phase 1 facilities led to decrease in the ER of the hospitals. ER actually "used" only for emergencies during night-time and weekends. ³²⁴
	Collateral or side effect(s) and unexpected/unforeseen effects	High demand for dental care

	(effects not initially considered when the measure was implemented)	
	Was the measure evaluated for effectiveness? If so, by whom?	No evaluation done so far
	What was the outcome of the evaluation?	N/A

Bus service to ensure registration of newly arrived AIPs	Immediate impact (in the first days or weeks after its implementation)	Each individual staying in Luxembourg's reception facilities is recorded upon arrival in Luxembourg. Thus, it is avoided that unidentified individuals reside in Luxembourg's first instance reception facility. ³²⁵ Since the implementation of this measure, the Directorate of Immigration has noted fewer disappearances. It also noted that the bus transport enables improved tracing and control of the flow, a decrease in misuse of people who reside in reception facilities but do not present themselves to the Directorate of Immigration. It also allows to fight illegal residence (<i>clandestinité</i>). ³²⁶
	Medium or longer term effect (a month or longer after its implementation)	See above
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	-
	What was the outcome of the evaluation?	-

Organisational changes in the Directorate of Immigration	Immediate impact (in the first days or weeks after its implementation)	-
	Medium or longer term effect (a month or longer after its implementation)	The backlog of outstanding decisions decreased while the rights of the applicants were maintained. On 1 January 2016, 2.402 applicants were awaiting a decision from the Directorate of Immigration. By 17 August 2017, this number had decreased to 1.251. ³²⁷ In 2017, 3.186 decision were taken, compared to 2.329 in all of 2016, 1.245 in 2015 and 428 in 2010. ³²⁸ This indicates that the measures taken with

		<p>the aim of speeding up procedures and decreasing the backlog, in combination with the recruitment of additional staff, were indeed effective.</p> <p>It was furthermore estimated that productivity of staff would increase as the recently hired staff members with permanent contract would gain in experience and hence become more efficient over time.³²⁹</p>
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	No
	What was the outcome of the evaluation?	N/A

Priorisation in treatment of certain types of files at the Directorate of Immigration	Immediate impact (in the first days or weeks after its implementation)	
	Medium or longer term effect (a month or longer after its implementation)	
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	
	Was the measure evaluated for effectiveness? If so, by whom?	
	What was the outcome of the evaluation?	

Increase in staff both of	Immediate impact (in the first days or weeks after its implementation)	
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	Medium or longer term effect (a month or longer after its implementation)	<p>The increase of staff employed by the Directorate of Immigration throughout the considered period positively contributed to the decrease of the backlog of outstanding decisions and the increase in decisions taken outlined in the table related to the organisational changes in the Directorate of Immigration.</p> <p>It was furthermore estimated that productivity of staff would increase as the recently hired staff members with permanent contracts would gain in experience and hence become more efficient over time.³³⁰</p>
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	-
	What was the outcome of the evaluation?	-

Refugee Task Force	Immediate impact (in the first days or weeks after its implementation)	-
	Medium or longer term effect (a month or longer after its implementation)	-
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	-
	What was the outcome of the evaluation?	-

Additional courses for adults via amendments to existing conventions	Immediate impact (in the first days or weeks after its implementation)	Increase of course offer
	Medium or longer term effect (a month or longer after its implementation)	-
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	Yes, in the annual reports of the SFA
	What was the outcome of the evaluation?	General increase in participation in adult learning. ³³¹

Eischt 100 Wieder Lëtzebuergesch	Immediate impact (in the first days or weeks after its implementation)	Availability of a tool to promote the national language in the community of applications for international protection.
	Medium or longer term effect (a month or longer after its implementation)	It deepens the user's understanding of multilingualism in Luxembourg and the special role of the Luxembourgish language.
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	The dissemination of the tool by SFA.
	What was the outcome of the evaluation?	The success of the tool had been underestimated. 2000 copies were printed for the initial edition (2016), followed by a reprint in 2017 of another 2000 copies. ³³²

Information brochure	Immediate impact (in the first days or weeks after its implementation)	Low immediate effect: the tool is too demanding for new arrivals.
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	Medium or longer term effect (a month or longer after its implementation)	The tool can develop its potential only by guided measures. 3000 copies of the guide were printed in 2016. ³³³
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	No.
	What was the outcome of the evaluation?	N/A

Diversification of school offer	Immediate impact (in the first days or weeks after its implementation)	Increased accessibility
	Medium or longer term effect (a month or longer after its implementation)	Increased integration into regular classes
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	Diversified diploma options
	Was the measure evaluated for effectiveness? If so, by whom?	Measures are not evaluated for effectiveness as there is no statistical data available. As a general rule, the Ministry does not record whether a pupil is an applicant or beneficiary of international protection in order to avoid discrimination. ³³⁴
	What was the outcome of the evaluation?	N/A

CLIIJA+ classes	Immediate impact (in the first days or weeks after its implementation)	Spaces available for all.
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	Medium or longer term effect (a month or longer after its implementation)	Increased integration into regular classes.
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	Diversified diploma options
	Was the measure evaluated for effectiveness? If so, by whom?	This measure has not been evaluated for effectiveness as there is no statistical data available. As a general rule, the Ministry does not record whether a pupil is an applicant or beneficiary of international protection in order to avoid discrimination. ³³⁵
	What was the outcome of the evaluation?	N/A

French-speaking classes 9+i and 9+i workshops	Immediate impact (in the first days or weeks after its implementation)	Strong commitment of the adult learners involved.
	Medium or longer term effect (a month or longer after its implementation)	The capacity of adult education to involve new arrivals in second chance education.
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	SFA
	What was the outcome of the evaluation?	In the academic year 2015/2016, the classes 9+i had 26 participants. In the following academic year (2016/2017), there were 59 participants 9+i and 21 participants in the classes 9+i workshops. ³³⁶

Law of 18 December 2015 on the reception of applicants for international protection and temporary protection	Immediate impact (in the first days or weeks after its implementation)	-
	Medium or longer term effect (a month or longer after its implementation)	<p>The reception law decreased the waiting period that applicants for international protection have to respect before being permitted to apply for a temporary occupation authorisation. The decrease in the waiting period for the temporary authorisation for occupation from 9 to 6 months did not engender an increase in deliverances of these authorisations. In fact, while in 2015 15 authorisations were delivered to applicants for international protection whose procedure is ongoing, who benefit from a postponement of removal for medical reasons or whose removal has been postponed (6 first deliveries and 9 renewals), 9 were delivered in 2016 (4 first delivered and 5 renewals).³³⁷</p> <p>Furthermore, the deletion of the support scheme proposed by governmental amendments and the maintenance of the monthly allowance at 25.63€ did not engender a significant decrease in applicants for international protection.</p>
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	N/A
	Was the measure evaluated for effectiveness? If so, by whom?	No
	What was the outcome of the evaluation?	N/A

Information campaign aimed at municipal administrations	Immediate impact (in the first days or weeks after its implementation)	-
	Medium or longer term effect (a month or longer after its implementation)	<p>The information campaigns provide municipalities with answers to administrative or procedural questions regarding the reception of applicants and beneficiaries of international protection.</p> <p>The guides and brochures communicate trustworthy information which allows the implicated actors to get a deeper understanding with regards to the opening and management of housing structures.³³⁸</p> <p>The practical guide <i>'tout savoir'</i> can be considered a result of the information meetings held by SYVICOL and OLAI. They developed it in collaboration with other relevant</p>

		services (see measure 'information campaign') based on the questions municipalities raised during the information meetings (as well as questions raised beyond) on the topic of reception of refugees on the local level. ³³⁹
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	-
	What was the outcome of the evaluation?	-

LISKO	Immediate impact (in the first days or weeks after its implementation)	The establishment of LISKO enabled beneficiaries of international protection to claim all the rights of social security resources. ³⁴⁰
	Medium or longer term effect (a month or longer after its implementation)	<p>Overall, at the end of 2017, 737 adult (565 males and 372 females) and 694 minor beneficiaries of international protection were being accompanied by LISKO, resulting in a total of 669 files. Thus, of the 1.865 people who received support from LISKO on 31 December 2017, 90,6% were beneficiaries of international protection (the others being TCNs (2,4%) and EU nationals (6,9%)).</p> <p>45% of people under the care of LISKO are Syrians, followed by 15,7% who stem from Iraq and 8,13% who are Eritreans. Overall, 71% are from Arabic-speaking countries.</p> <p>Included in these numbers are 83 families who were resettled to Luxembourg from Turkey and Lebanon.</p> <p>LISKO interventions</p> <p>Over the course of 2017, LISKO carried out 6.400 social consultations in its offices and carried 1.250 home visits. LISKO furthermore made use of 2.726 hours of translation, having more than doubled the duration of interpretation used, as more translation was required, but also to avoid all misunderstandings.</p> <p>LISKO furthermore ensures the follow-up of 9 UAMs.³⁴¹</p>

		<p>LISKO held 36 workshops for 250 participants in total.</p> <p>With regard to the effectiveness of the support related to housing that is provided by LISKO, it can be noted that on 31 December 2017, 432 households working with LISKO still reside in reception facilities, while 402 found housing outside of reception facilities.</p> <p>Of the 402 that found housing, 142 moved to the private housing market, also due to 33 LISKO guarantees and 7 conventions of social accompaniment (guarantees without a financial commitment) that were established.</p> <p>206 households found housing on the social housing market, of which 29 are in municipal housing, 111 at the Social Housing Agency, 12 with <i>Wunnengshëllef</i> (an association), 15 with the <i>Fonds du Logement</i> (a public-sector promotor), 5 with the SNHBM (also a public-sector promotor) and 34 with other social housing initiatives.</p> <p>26 households moved in with private residents.³⁴²</p>
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	No
	Was the measure evaluated for effectiveness? If so, by whom?	Since LISKO is a relatively new service of the Red Cross, it has not yet been evaluated.
	What was the outcome of the evaluation?	N/A

Package of measures of Ministry of Interior	Immediate impact (in the first days or weeks after its implementation)	N/A
	Medium or longer term effect (a month or longer after its implementation)	<p>The Directorate of Judicial Council to the Municipal Sector of the Ministry of Interior organised multiple meetings during the first trimester of 2016 with the responsible actors from the municipal administrations. As a result, approximately 20 conventions and amendments to conventions were established by the end of 2016.³⁴³</p> <p>Approximately 25 houses, apartments or studios were made available to people targeted by the measure. This way, circa 100 people were housed.</p> <p>As the majority of conventions mentioned above made available one housing unit per municipality, the majority of</p>

		<p>these units were made available to beneficiaries of international protection.</p> <p>With regard to Ministry of Interior's pledge to cover the difference between the rent negotiated in the rental agreement and the price of provision following the scale fixed in the convention, subject to a ceiling, the Ministry of Interior reimbursed a total of 44.000€ to municipalities renting one or more housing units from private landlords over the course of 2016.³⁴⁴</p>
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	-
	What was the outcome of the evaluation?	-

New procedure for reception of beneficiaries of international protection at SNAS	Immediate impact (in the first days or weeks after its implementation)	None
	Medium or longer term effect (a month or longer after its implementation)	<p>With regard to the procedure put in place between January and July 2016, the reception service of SNAS posted the French invitation accompanied by the Arabic explicative note to 127 people and organised 87 first interviews with Arabic translation at the Regional Services for Social Action.</p> <p>With regard to the procedure put in place in July 2016, 203 people participated in the reception and information session, 116 people signed a "LISKO" contract and 87 people signed a contract to move towards the ADEM between July and December 2016.³⁴⁵</p>
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	None
	Was the measure evaluated for effectiveness? If so, by whom?	No

	What was the outcome of the evaluation?	N/A
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Pilot project to include beneficiaries for international protection in 'Welcome and Integration Contract'	Immediate impact (in the first days or weeks after its implementation)	-
	Medium or longer term effect (a month or longer after its implementation)	<p>The pilot project enabled the identification of ways in which the Welcome and Integration Contract can be adapted in order to cater to a great diversity of people, including those who do not yet master the Latin alphabet.</p> <p>As a result of this project, communication and information tools, for instance in audio form, are under development so that adapted tools can be offered to the target group.³⁴⁶</p> <p>Some of the lessons that were learned in the context of this pilot project also contributed to the development of the 'guided integration trail' (see Q22b). There needs to be a coherent link between integration measures already in place and those to be developed.³⁴⁷</p>
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	-
	What was the outcome of the evaluation?	-

Hotline Bénévolat	Immediate impact (in the first days or weeks after its implementation)	Many volunteers calling to offer their help. ³⁴⁸
	Medium or longer term effect (a month or longer after its implementation)	Pressure of organising the engagement of volunteers. ³⁴⁹
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	Pressure of organising the engagement of volunteers and including volunteers in activities. ³⁵⁰

	Was the measure evaluated for effectiveness? If so, by whom?	The measure was evaluated by a working group including the Luxembourgish Red Cross, Reech eng Hand, Caritas and the Agence du Bénévolat. ³⁵¹
	What was the outcome of the evaluation?	A lot of data of volunteers collected, but organisations have difficulty to use the data. Not all organisations were ready to include big numbers of volunteers in their activities. ³⁵²

Establishment of Collection Centres	Immediate impact (in the first days or weeks after its implementation)	The problem of storing was solved (gifts that were previously deposited at the seat of Caritas or at a reception facility, which lacked space to stock these things). ³⁵³
	Medium or longer term effect (a month or longer after its implementation)	Generally speaking, the collection centre allowed to increase the quality of the donations, for instance in the Fairness Centre (boutique of second hand clothing) to which applicants for international protection have access. Reception facilities normally receive what they requested from the collection centre, but occasionally, the provided items to not correspond to their expectations. ³⁵⁴
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	-
	What was the outcome of the evaluation?	-

Communication strategy	Immediate impact (in the first days or weeks after its implementation)	-
	Medium or longer term effect (a month or longer after its implementation)	According to OLAI, transparent communication towards the media has contributed to the public's greater understanding and acceptance of issues related to the reception of applicants of international protection. ³⁵⁵
	Collateral or side effect(s) and unexpected/unforeseen effects	-

	(effects not initially considered when the measure was implemented)	
	Was the measure evaluated for effectiveness? If so, by whom?	-
	What was the outcome of the evaluation?	-

Relocation and resettlement commitments	Immediate impact (in the first days or weeks after its implementation)	N/A
	Medium or longer term effect (a month or longer after its implementation)	<p>A. Luxembourg committed to resettle 30 people. On 13 July 2017, Luxembourg resettled 23 Syrian, 1 Iraqi and 2 stateless refugees from Lebanon.³⁵⁶</p> <p>B. Following the agreement of 18 March 2016 between the European Union and Turkey, Luxembourg committed to resettle 190 persons in total. Over the course of 2016, 52 Syrians were resettled in the context of the EU-Turkey Statement. On 4 October 2017, it fulfilled its commitment in this context.³⁵⁷</p> <p>C. Luxembourg committed to resettle 20 Syrian nationals in need of international protection following a call launched by UNHCR during a high-level conference in Geneva on Syrian refugees on 30 March 2016.³⁵⁸ 16 refugees were resettled from Turkey in 2017.³⁵⁹</p> <p>In the context of the Council decision (EU) 2015/1523 of 14 September 2015 and the Council decision (EU) 2015/1601 of 22 September 2015, Luxembourg committed to relocate a total of 557 applicants for international protection from Greece and Italy to Luxembourg by the end of 2017. Luxembourg fulfilled its relocation commitments from both countries by 20 December 2017.³⁶⁰</p>
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	-

	What was the outcome of the evaluation?	-
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Detachment of staff of the Directorate of Immigration to Frontex and EASO	Immediate impact (in the first days or weeks after its implementation)	-
	Medium or longer term effect (a month or longer after its implementation)	-
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	-
	Was the measure evaluated for effectiveness? If so, by whom?	-
	What was the outcome of the evaluation?	-

Q17b. Did the changing influx of asylum applicants prompt changes in national approaches for other types of migration, e.g. economic migration or family reunification? The question seeks to establish whether the increased number of asylum applications brought about changes in other policy areas, such as for example a stricter approach to family reunification, or reduced labour immigration quotas.

No.

[Section 4: Financing of the implemented measures, other resources, and administrative burden](#)

Q18a. How were the implemented national measures financed? *(i.e. on the basis of an emergency budget passed in parliament, additional budget allocation by the responsible ministry/authority, budgetary contributions from multiple authorities, a budgetary contribution key)*

<p>Expenses related to the emergency reception of applicants in the context of the HCPN's emergency plan for reception of applicants for international protection are financed from the budget of the HCPN.³⁶¹ The HCPN was attributed additional funding to meet the challenges of the refugee crisis.³⁶² The law of 23 December 2016 regarding the multi-annual financial programming 2016-2020 shows that for "care for applicants for international protection; support in view of return to the country of origin; curricular and extra-curricular activities; damages caused by third parties; litigation costs; functioning of reception facilities", the budget 2016 included a non-restricted credit line without a distinction of the fiscal year (<i>crédit non limitatif et sans distinction d'exercice</i>) of € 15 million, 2017 a credit of € 21,4 million, and the provisional credits of € 18 million for 2018, € 21 million for 2019 and € 14 million for 2020.³⁶³</p>

The Ministry of National Education, Childhood and Youth disposes of a specific budget 'applicants for international protection' which is also carried by the HCPN and which covers most expenses linked to applicants for international protection: the work and traveling costs of intercultural mediators working for applicants, all costs linked to state classes (*classes étatiques*), the refurbishment of class rooms or buildings used for the instruction of applicants for international protection, school busses for applicants, subsidies for municipalities whose schools or day care centres host an applicant for international protection, costs linked to the specific reception facilities for unaccompanied minors.³⁶⁴ Thus, the costs incurred by the ONE in the context of the measure 'Creation of three reception facilities for UAM' were also covered by the HCPN budget.³⁶⁵

The conventions of OLAI with Caritas, the Red Cross and ASTI were split between the OLAI and the HCPN budget; the HCPN budget covers the reception facilities created during the influx, while existing structures are financed by the budget of OLAI.³⁶⁶

The furniture of medical offices in first instance reception centres was financed by the HCPN. The current set-up in OLAI's centres was financed by OLAI. OLAI finances the care for applicants for international protection during the three month period before the applicants are covered by national health insurance (complementary exams, consultations with specialist doctors, medicaments, etc.). The Health Inspection has a non-restricted credit line without a distinction of the fiscal year (*crédit non limitatif et sans distinction d'exercice*) "applicants for international protection" to buy vaccines, medical consumables (compresses etc.) and medicotechnical equipment.³⁶⁷

Generally speaking, costs related to these new structures are disbursed from the budget of the HCPN, other costs from the budget of OLAI. Regarding costs linked to people, an "artificial" share has been operated. This means that the costs linked to applicants for international protection who have arrived after 1 January 2016 (considered to be part of the mass influx) are disbursed from the HCPN budget, other from the budget of OLAI.³⁶⁸

The scale of the split between the budget of the HCPN and that of OLAI is illustrated below.

	2014	2015	2016
Reception of applicants for international protection	21,9 mio €	26,2 mio €	54,4 mio €
Integration	3,2 mio €	3,1 mio €	3,1 mio €
Total	25,1 mio €	29,3 mio €	57,5 mio €
Of which HCPN	0,0 mio €	0,0 mio €	23,0 mio €

The budget of IFEN (*Institut de formation de l'Éducation nationale* – Training Institute of National Education) covered the expenses related to continuous training for staff of the MENJE.³⁶⁹

New collaborators of the ministries were financed by the budget of the Ministry of Public Service.

Q18b. Was the financing plan of ad-hoc measures different from the financing of already existing and structural measures for national asylum policies/national asylum system? How? Please elaborate.

With regard to the reception of applicants for international protection, ad-hoc measures were financed as described in Q18b. Rather than differentiating between structural and ad-hoc measures, the split was made between existing structures of OLAI and newly acquired or built facilities in the context of the mass influx.³⁷⁰

Measures such as the information campaign of OLAI, the Hotline Bénévolat, the pilot project Welcome and Integration contract etc. were disbursed from the budget of OLAI, even if they were taken (in part) in the context of the mass influx, it being materially impossible to split these measures.

The Directorate of Immigration confirmed that, given the emergency, there was evidently no financing plan for measures resulting from the increased influx in the year of the influx, nor in the year thereafter, as the budget for one year is prepared in the beginning of the preceding year. For this reason, the imminent needs during the influx had to be covered by additional funds, this increasing that year's budget expenditure. The increase in funds for unforeseen expenditures generally speaking passes through non-restricted credit lines without a distinction of the fiscal year (*crédit non limitatif et sans distinction d'exercice*).³⁷¹

Q19. Did the fluctuation of the influx bring an increase/decrease in the administrative burden for national authorities responsible of asylum applicants? If yes, how did your Member State deal with that? *Please consider as administrative burden the recruitment of additional personnel, additional trainings, changes in procedures, etc.*

OLAI

As its Social Service and Housing Service ensures the social follow-up of AIPs and provides their social aid, OLAI considers that these services were most directly affected by the influx of applicants. The social service was not only faced with a bigger number of arrivals, but also with a more complex situation, as arriving applicants were of a different profile than previously. In autumn 2015, the social service recruited 4 social workers, 3 educators and received temporary strengthening from 6 civil servants working for other ministries and administrations. Its reception division also recruited a deputy head of division and 3 additional staff members.

OLAI's housing service also benefitted from recruitment of additional personnel; 10 civil servants from other ministries and administrations temporarily reinforced the service and 3 managers of reception facilities were recruited, as well as one project manager.

OLAI's technical service, in charge of logistics, maintenance and upkeep of reception facilities also recruited more personnel.³⁷²

Despite the recruitment of additional staff undertaken by OLAI in 2015, OLAI recruited further staff in 2016 in order to face the influx of approximately 200 AIPs per day.

The recruitment of 2015 had reduced the initial ratio of social care personnel (SCP) to applicants for international protection (AIP) from 1 SCP to 190 SCP to 1 SCP to 160 AIP. In 2016, OLAI recruited further personnel in order to reduce this ratio to 1 SCP to 50 AIP.³⁷³

Recruitments were undertaken within the reception service of OLAI. More staff was added for reception facility management dealing with logistical questions and upkeep of facilities and to the technical workshop in charge of materials for structures.

In order to manage the logistical aspect of the reception of applicants, OLAI intended to recruit staff in charge of related public procurements and quality control.

OLAI also recruited additional staff in human resources in order to allow for better skill development and continuous learning of its staff.³⁷⁴

Overall, in 2015, OLAI recruited 8 staff members with a permanent contract and received 16 officers from other administrations as temporary reinforcement, who stayed between three and six months. In 2016, OLAI recruited 23 more staff members with a permanent contract, followed by 35 more staff members in 2017, of which 17 had a permanent and 18 a temporary contract. The new staff members are social workers, educators as well as people responsible for managing reception facilities.³⁷⁵

Additionally, OLAI financed the recruitment of a large number of new employees for its partners managing reception facilities Caritas and the Red Cross (See below). The step to finance recruitment of additional staff for reception facilities through Caritas and the Luxembourgish Red Cross allowed OLAI to sidestep constraints

relating to hiring public servants (budgets which must be prepared well in advance, the need to oftentimes work with open-ended contracts) and be more reactive to the changing influx of applicants. OLAI established more elaborate conventions with these organisations to enable the needed recruitment of additional staff to work inside reception facilities.³⁷⁶

Directorate of Immigration

15 additional officers were recruited by the Asylum Unit of the Directorate of Immigration between October 2015 and June 2016. Five of these officers were recruited in the context of European solidarity to support the operations of EASO and FRONTEX on a regular basis. The other recruitments included two in-house litigation lawyers as well as interviewers and decision-makers. Additionally, an in-house Arabic translator was hired.³⁷⁷

Health Inspection

The medical visits of the Health Inspection take place in the building of OLAI 4 times per week. They can see a maximum of 108 individuals per week. The Health Inspection can increase its presence, if needed. Given the increase in the number of applications and the establishment of medical health consultations, an increase in health personnel was decided and approved.³⁷⁸

SECAM

SECAM confirmed that the administrative burden increased within its service. In reaction, a deputy director as well as an inspector started working for SECAM³⁷⁹, both being responsible for organisational work in the field (such as visiting classes, attending parent-teacher conferences or town hall meetings, coordinating with municipalities etc.). SECAM received two additional staff members seconded from the MENJE in 2015 and one collaborator with a work support contract from the Employment Development Office (ADEM).³⁸⁰

More teaching staff was recruited than initially planned for the considered period. SECAM also employed additional teachers and lecturers (*chargés de cours*) to instruct in the increased number of classes aimed at recently arrived foreign pupils and applicants for international protection.

In fact, the Cell for the school reception for newly arrived pupils welcomed 41% more pupils than the previous school year: 1.086 interviews (15.9.2015 – 15.9.2016), when compared to 768 interviews the previous year (15.9.2014 – 15.9.2015). Indeed, over the school year 2014-2015, 173 applicants for international protection pupils in primary school and 79 were in secondary and secondary vocational school. In 2015-2016, 384 applicants were in primary school and 266 in secondary and secondary vocational school.³⁸¹

The number of state and reception classes for newly-arrived pupils also increased from the school year 2014-2016 to 2015-2016, from 8 in primary school level to 24, and from 29 to 33 in secondary and vocational secondary school level.³⁸² Reception classes were opened in certain reception facilities, but were also organised outside of the facilities, as needed.³⁸³

Intercultural mediators of the MENJE provide oral and written translation in a school context. Their activities favour foreign children's entry into school and ensure the links between teachers, students and parents. At the end of 2015, 46 intercultural mediators were employed, covering 27 languages in total.³⁸⁴ By the end of 2016, 51 mediators were active for SECAM³⁸⁵, by October 2017, this number grew further to 62 mediators covering 29 languages³⁸⁶. This growth is mirrored in the increasing demand for consultations with mediators, which grew from 3.148 in the academic year 2014-2015 to 4.057 in 2015/2016 and is expected to surpass 6000 in 2017. The influx of applicants of international protection also resulted in an increase in the demand for Arabic speaking mediation. The rising number of mediators and applications for their services also signifies a vast increase in administrative tasks for the SECAM, who coordinates the offer and demand and the payment of the mediators.³⁸⁷

SFA

The SFA experienced an increasing demand for its basic instruction as a number of the arriving applicants for international protection do not know the Latin alphabet. Indeed, while in the academic year 2014/2015 there were 374 registrations for this course, in the academic year 2015/2016, there were 887. This means that more basic instruction courses were required, also illustrating the need for a bigger amount of teachers.³⁸⁸

MENJE

More generally, the Prime Minister noted in his declaration to Parliament regarding the refugee crisis and the reception of applicants for international protection delivered on 13 October 2015 that more teaching staff would be recruited as planned. A call was issued to recruit retired teachers interested in returning to teaching.³⁸⁹ In fact, by 22 March 2016, 36 retired teachers had been recruited.³⁹⁰

The increased number of classes organised for foreign children and adults (see SECAM and SFA above), which can be explained by the influx of applicants, partially explains this need for additional staff at the MENJE at administrative and teaching level. It is however impossible to determine how many recruitments were made in reaction to the influx of applications for international protection.³⁹¹

Service of the Judicial Police

The Service of the Judicial Police of the Grand ducal Police noted that as more applicants for international protection arrived in Luxembourg, the Police dispatched more officers (1-2 additional officers, at times up to 4) to the Directorate of Immigration to fulfil its task of verifying / establishing identity of the applicants in the beginning of the asylum procedure.³⁹²

Administrative jurisdictions

The increase in applications for international protection did not result in an increase in the judgements on international protection issued by the first or second instance administrative courts. In the first instance administrative court, the number has been steadily decreasing over the last five years – 438 in 2012, 431 in 2013, 365 in 2014, 333 in 2015 to 299 in 2016. The second instance administrative court saw a fluctuation, from 99 in 2012, to 141 in 2013, increasing to 191 in 2014, then decreasing to 87 in 2015 and further to 65 in 2016.

The first instance administrative court did however pronounce more judgements on accelerated procedures – 347 in 2011/2012, 401 in 2012-2013, 427 in 2013/2014, 346 in 2014/2015, 355 in 2015/2016 and 462 in 2016/2017.³⁹³

Despite the increase in applications for international protection, a decrease in judgements pronounced by the first administrative court has been observed. It can partially be explained by the higher recognition rate of applicants. At the same time, the increase in judgements in relation to the accelerated procedure indicates an increased use of this procedure since the entry into force of the law of 18 December 2015 on international protection and subsidiary protection.

Luxembourgish Red Cross

The Migrant and Refugee Service of the Red Cross welcomes, informs and assists applicants for international protection during their stay in Luxembourg. Evidently, with the financial help of OLAI, the Red Cross quickly reinforced the staff of this Service in order to deal with the stark increase in facilities under its management as well as the accompanying social follow-up and other services ensured by the Red Cross within its facilities and for applicants for international protection more generally.

In 2015, the Migrant and Refugee Service increased its staff to 46 collaborators from 18 in the beginning of 2015. In 2016, the Red Cross recruited 25 additional staff members to respond to increased activities in support

of applicants and beneficiaries of international protection.³⁹⁴ These recruitments are mostly, but not exclusively due to the influx of applicants of international protection.³⁹⁵

Due to the significant growth in its team over the course of 2015 and the attribution of responsibility for facilities to specific staff members, the Migrant and Refugee Service underwent a reorganisation leading to a new organigram. In order to enable the newly recruited and oftentimes inexperienced staff members to take on the required responsibility in the reception facilities, the Red Cross adapted its offer of staff training, providing all new team members with an equal level of basic training. Trainings cover amongst others issues such as intercultural communication and suicide prevention. Furthermore, the Migrant and Refugee Service published procedural guidelines to ensure that all staff members across various reception facilities would follow the same rules.³⁹⁶

Caritas

Equally, Caritas recruited a large number of new collaborators in a very brief period in time. In 2016, Caritas recruited 36 new collaborators for its reception facilities. With the increase of reception facilities in which it ensures the social-follow up of residents, Caritas also underwent a reorganisation, creating for instance positions for facility coordinators and psychologists. The non-governmental organisation also harmonised its practices and procedures to ensure that all facilities are run in a similar way, creating new tools on the way, such as for instance a philosophy of action, an internal regulation, function descriptions for staff, a description of the functioning of psychological services and a first instance reception procedure for unaccompanied minors.³⁹⁷

Q20. To what extent did the adoption of additional measures directly result in an increase in staff/human resources at national (ministry, national services) or local level? You can report on one or two case studies if differences are significant among large numbers of local municipalities.

Emergency Plan for the reception of applicants for international protection

While the emergency plan for the reception of applicants for international protection and the linked creation of additional reception facilities certainly resulted in the recruitment of additional staff, it is difficult to ascertain the exact number.

The Civil Defence Service recruited six additional staff members in the context of the implementation of the emergency plan for the reception of applicants for international protection.³⁹⁸

Refugee Task Force

The personnel of the SECAM, in charge of coordination the work of the Refugee Task Force (see measures), was strengthened by one additional staff member.³⁹⁹

LISKO

12 social assistants were hired to staff LISKO.

Section 5: The way forward - future preparedness

This Section is relevant for all Member States and Norway, including those countries which did not experience significant fluctuations in the number of asylum applications.

Q21. Following the fluctuations between 2014 and 2016, did your Member State put in place any new structural (emergency planning) mechanisms to adapt to the (possible) changing influx of asylum applicants in the future?

Yes / No

Please substantiate your answer below.

No.

Q22a. Please elaborate to what extent the experience over 2014-2016 helped the government (national, regional, local level) to be prepared for any future changing influx in asylum applications, such as for 2017?

Please elaborate.

The representatives of the Directorate of Immigration, OLAI, the Health Inspection and of the Ministry of National Education, Childhood and Youth, the Grand ducal Police, the Luxembourgish Red Cross and Caritas all agreed that the increased collaboration with governmental and non-governmental actors in the context of the increased influx contributed positively to Luxembourg's preparedness for a future influx, as many new communication channels were opened over this period, increased collaboration is still ongoing, lessons learned in terms of cooperation will remain useful and acquired links between actors can be reactivated when needed in the future. OLAI's disbursement of more resources into the Red Cross and Caritas enables the reception of and care for applicants in reception facilities and thus inevitably contributes to Luxembourg's preparedness for a future influx. Simultaneously, it is expected that OLAI's budget for the beginning of 2018 will triple the when compared to the budgets of the last three years. This investment of resources in the reception system is also indicative of better preparedness.

The number of reception facilities in Luxembourg grew considerably during this period. Nonetheless, OLAI notes that housing applicants for international protection remains problematic as the influx is still ongoing and many current buildings are of temporary nature. Additionally, considering the lack of available property for construction, OLAI believes that Luxembourg's level of preparedness in terms of housing remains insufficient in case of a future influx.⁴⁰⁰

Furthermore, OLAI underlined the impact the profile of applicants has on preparedness. The profile of applicants for international protection did not remain constant throughout the fluctuations of arrivals occurring since 2000. This remains also the case during the present time of influx. Indeed, one can observe a change in the profile of applicants for international protection, from the prevalently Syrian, Iraqi and Afghani applications during the period 2014 – 2016, to higher numbers of applications from individuals stemming from the Western Balkans and the African continent in 2017. Until the end of August 2017, the highest share of applicants was from Syria (18,4%), followed by Serbia (9,9%), Morocco (9,1%), Algeria (7,5%) and Albania (6,6%). In March 2017, the Minister for Foreign and European Affairs noted that most of the applicants from Morocco and Algeria had already introduced an application elsewhere.⁴⁰¹

This change in profile in turn precipitates a new set of challenges which cannot necessarily be met by the measures taken over the last few years (for instance new linguistic challenges, challenges with return, increase in the number of applicants to be transferred, an increase in the number of beneficiaries as well as family reunifications etc.).

The exchange of information between the Directorate of Immigration and EASO, and particularly its early warning system, allows the Directorate to have more precise predictions regarding flows of migrants. The Directorate's recruitment and training of personnel also contributes to its preparedness.⁴⁰²

The interviewed actors in local administrations also viewed increased collaboration as greatly contributing to the level of preparedness. The increased contact with organisations managing the facilities was seen to be contributing positively to a certain level of preparedness. Equally was the setting up of specific working groups focusing on issues related to applicants and beneficiaries of international protection (ie. focused on schooling of children (in Luxembourg) or focused on wider issues related to AIPs and BIPs (Esch-sur-Alzette)) bringing together local stakeholders, with national actors and non-governmental organisations managing facilities regarded as an important

step forward. They nonetheless noted that the integration of recognised refugees into schools, language courses and the labour market will require additional work and resources in the future.⁴⁰³

One local actor pointed out that the influx of applicants for international protection since 2015 also led to more awareness amongst local and national administrations as well as private actors on the difficulties applicants for international protection at times face when arriving in Luxembourg and the need to support them in facing these difficulties. Thanks to this heightened awareness, in the event of a future influx, tasks related to an increased influx will be taken up more easily. Furthermore, it was argued that the influx of 2015 and the linked outpouring of solidarity that followed, led to the creation of a whole range of associations active in the field of care for and integration of applicants and beneficiaries which will continue their work in this field and will be able to provide support in the future.⁴⁰⁴

Q22b. Have any potential future measures been planned? Are new measures under consideration?

Please elaborate.

Outlined below are measures that were put in place in 2017 (not covered by the scope of Q10), as well as planned measures.

Ultra-accelerated procedure

As an answer to the resurgence of an increased influx of applicants of international protection from the Western Balkans in early 2017, a new so-called **'ultra-accelerated' procedure** was put in place for applicants for international protection stemming from the Western Balkans. The introduction of this new procedure in February 2017 did not require any legislative modifications pertaining to the deadlines fixed by law but relied on a practical acceleration of the procedure. At the moment of introduction of the application, the applicant is informed that s/he is subject to a two-day deadline for his or her preparation for an interview with an officer of the Ministry of Foreign and European Affairs to determine the reasons for application. These interviews take place in offices intended for this specific purpose within the premises of a specific reception facility. The applicant has access to council directly at the facility, as a permanence of lawyers was put in place. The decision is taken on the 6th day since the introduction of the application, on the 9th day if documents require translation. In the case of appeals, the time limit is 15 days from the notification of the decision. Appeals against decisions resulting from accelerated procedures are dealt with by a single judge. The latter has a period of one month to render a judgment, which is not subject to appeal. If, on the other hand, the judge considers that the appeal is not manifestly unfounded, he must refer the matter to the Administrative Tribunal and its collegial composition for a ruling. Against the decisions of the Administrative Tribunal, an appeal may be lodged with the Administrative Court⁴⁰⁵ Between the procedure's establishment in February 2017 and the end of 2017, the Directorate of Immigration refused 169 applications in the context on the ultra-accelerated procedure.⁴⁰⁶

Semi-open return structure

In April 2017, a **'semi-open return structure'** (*Structure d'hébergement d'urgence au Kirchberg* – SHUK) was put in place in Kirchberg, intended for persons to be transferred to states applying the Dublin regulation. Fingerprint data is entered in the EURODAC system. In case of a 'hit' regarding the individual's prints on EURODAC, the person will be transferred to the return structure from where the transfer will take place. If the request for taking back is refused, the individual will be transferred into a regular reception facility.⁴⁰⁷

The SHUK is managed by the Directorate of the Detention Centre. Families with children are not housed in the structure. Those residing in the SHUK are not authorised to leave the structure between 8pm and 8am, but are free to leave the facility during the daytime. A maximum of 216 individuals can reside inside the SHUK. Four social workers and criminologists have been hired, as well as three individuals on a short-term contract to ensure the administrative management. Cleaning and guarding services are ensured by private companies. Medical care is administered in collaboration with *Médecins du Monde*; approved NGOs ensuring the social follow-up of applicants for international protection also have access to the SHUK.⁴⁰⁸

In this context, a delegation of parliamentarians and administration representatives carried out a study visit of Dutch reception, detention and return practices on 18 and 19 May 2017 in The Hague, Netherlands.⁴⁰⁹

Current discussions are being held on the possibility of establishing a new 'Maison retour' (Return house)⁴¹⁰ for rejected applicants for international protection, as well as a new facility for vulnerable persons subject to a return procedure.⁴¹¹

Detachment of staff of Directorate of Immigration

Given the call of European agencies and the European Commission and in a spirit of European solidarity, the Directorate of Immigration made available staff members of its Asylum Unit to support EASO's operations in Trapani and Bari in Italy and Chios in Greece. The seven detachments that occurred over the course of 2017 lasted six to nineteen weeks. The Directorate of Immigration furthermore made available four interpreters between March and October 2017, providing their services in Greece.⁴¹²

Parcours d'intégration accompagné – Guided Integration Trail

On 8 March 2017, the Council of Government approved the introduction of a '*parcours d'intégration accompagné*' (Guided Integration Trail - PIA) for applicants for and beneficiaries of international protection. Learning the national and administrative languages and understanding the workings of daily life in Luxembourg are two constituent elements of the trail.⁴¹³

PIA is a multidisciplinary package of measures that aims to empower applicants for international protection and beneficiaries of international protection, to support them in becoming more autonomous and empowered, and in developing their life project.⁴¹⁴ According to the OLAI, PIA is the result of the practical experiences and feedback gathered during two years of mass influx of applicants for international protection. Having ascertained the profiles, needs and the challenges of applicants, the OLAI aims to deliver, by means of PIA, additional resources and tools where they are needed.⁴¹⁵ According to the SFA, PIA is the tool to increase the efficiency of language learning amongst adult applicants and beneficiaries of international protection.⁴¹⁶

The pathway, compulsory for all adult applicants for international protection, consists of a linguistic component and a civic component and is split into three phases. The different phases of the pathway accompany the applicant through the different phases of housing in reception facilities. OLAI was granted the lead regarding the development and the follow-up of the project by the Government.⁴¹⁷ The linguistic aspect is developed by SFA (MENJE), while the civic aspect is developed by OLAI in collaboration with associations and partners from civil society.

Phase 1: this phase requires that all applicants for international protection attend the PIA information sessions during their first six to eight weeks in Luxembourg. The applicants and beneficiaries follow the courses "linguistic integration 1" and "information sessions on the life in Luxembourg" in view of obtaining a certificate of having accomplished PIA 1. This initial phase was launched in September 2017.

During the information sessions on everyday life held by OLAI, participants receive information on community life in Luxembourg (3h), the rights and duties of applicants for international protection (also 3h) and 2 hours of classes on equal opportunities between women and men, in work, education, freedom of choice etc. These courses are held by nine trainers, who underwent similar training courses and currently take place in Mersch. During the language courses, which are taught by the Service for Adult Training, participants learn Luxembourgish (6h), based on the brochure 'Éischt 100 Wierder Lëtzebuergesch' (see in Q10). The brochure also provides the translations of the words in French, German and English, this emphasising the prevalence of multilingualism in Luxembourg. Participants receive two hours on the linguistic situation in Luxembourg, this including for instance the first steps towards adult education and training.⁴¹⁸

Phase 2: The linguistic component of phase 2 is also compulsory and consists of a language course lasting 80-120 hours over a 6 to 12 week duration. People between the ages of 18 and 24 who master the Latin alphabet will participate in CLIJA+ classes instead of the language course. This language course will be adapted to the existing knowledge and needs of the student; it is expected that the majority of these courses will either be

alphabetisation or French-language for beginners courses. People who already speak French will be oriented to an alternative, more adapted language course. The civic component will consist of information and training sessions regarding daily life and is voluntary. The intention is to launch this phase in January 2018.⁴¹⁹

Phase 3: With regard to the linguistic aspect, students will be oriented towards existing adult language learning offers provided by municipalities, secondary schools or associations. This will allow them to continue on their path of linguistic and professional integration. Generally speaking, the aim is to reach level B1 or B2, which corresponds to the level required on the job market, to learn a trade or to continue with higher education in Luxembourg. The level to be reached for people who have less educational background will be more modest.⁴²⁰ The civic component will consist of in-depth thematic sessions (6 hours / session) and a collective introduction / preparation to assist to these thematic sessions. The modalities of these sessions are still to be determined. The intention is to launch this phase in March 2018.⁴²¹

OLAI and the SFA carried out mutual evaluations during the development phase of the PIA, giving feedback on both planned content and organisation of the various modules.⁴²²

The SFA created 14 positions for the language teaching and orientation in the context of the integration pathway. The teachers for the first phase have a psycho-social background as the main focus of this phase is on guidance and orientation, while the teachers for the second phase are people who already have experience in teaching French as a foreign language.⁴²³

According to the SFA, the PIA project also enables them to increase the homogeneity (in terms of educational background and language skills) of students in language classes and thereby improve the effectiveness of teaching.⁴²⁴

CLIJA+ alphabetisation classes

SECAM introduced CLIJA+ alphabetisation classes in the course of 2017. These classes take the model of CLIJA+ classes (see in measures), but are aimed at young adults who are not yet familiar with the Latin alphabet.⁴²⁵

Elementary dictionary French - Farsi/Dari - Luxembourgish

On 4 May 2017, the Minister of National Education, Childhood and Youth presented the "Elementary dictionary French – Farsi/Dari – Luxembourgish", a dictionary of 1.590 words, established in collaboration with the ASTI and the *Oeuvre de Secours Nationale Grande-Duchesse Charlotte*. It is aimed at Farsi-/Dari-speaking applicants for international protection and people who provide language classes to individuals speaking those languages.⁴²⁶

Recommendation of Health Inspection to education institutions regarding medical examination

Luxembourg's Health Inspection circulated a note to all educational institutions outlining that all applicants for international protection are obliged to undergo a medical examination upon their arrival.⁴²⁷ The inspection advised educational institutions to limit participation in their courses to individuals who can certify having taken part in a medical examination. This suggestion was taken up by the educational establishments, which require pupils and students to submit this certificate from the summer of 2017 onwards. Similarly, the request of applicants for international protection for medication during medical triage will only be considered if they submit to the medical examination. The Health Inspection has taken these steps to increase adherence to the law and minimise public health risks.⁴²⁸

Medical vouchers

Since 1 May 2017, the Health Inspection is in charge of distributing medical vouchers to applicants for international protection. Previously, this was the responsibility of OLAI. Thus, in principle, applicants for international protection must present themselves in the consultations of the Health Inspection to receive medical

vouchers. The reason for the change in attribution is that OLAI does not have qualified medical and nursing staff to decide upon the validity of applications.⁴²⁹

Reception facility for vulnerable individuals

The Health Inspection and OLAI are currently working on a project for the creation of a reception facility in which psychologically vulnerable individuals can be housed for a determined period. This housing structure will probably open its doors in 2018.⁴³⁰

First instance reception facility

A project is currently ongoing in which a single first-instance reception facility is to be set-up in which the medical exams prescribed by law, as well as the medical and mental health consultations can take place in the same structure.⁴³¹

BIP Cell of the National Employment Agency

In February 2017, Luxembourg's National Employment Agency (Agence pour le développement de l'Emploi – ADEM) set up a "cellule BPI" (BIP Cell) in its Employer Service. This cell provides employers with information regarding job applications and evaluations of the competences of beneficiaries of international protection.⁴³² For beneficiaries who could not bring their diplomas from their country of origin, ADEM can only indicate the level of qualification of the beneficiary on a declarative basis. ADEM can compare the level of qualification of a beneficiary for international protection thanks to the ISCED correspondence tables of the UNESCO.

For the evaluation of technical knowledge and skills, ADEM occasionally needs the help of external experts. FEDIL, the Federation of Industrials of Luxembourg, had already called upon its members to evaluate the skills and qualifications of engineers, ICT, architects, chemists and mathematicians. Over time, ADEM noted the need to evaluate also other profiles, having been approached by many professional chambers and federations.

These evaluations of technical skills and knowledge take place at the company or ADEM if no specific materials are required and last from a few hours to a few days. ADEM provides the evaluator with ROME (*Répertoire Opérationnel des Métiers et des Emplois* - Operational repertoire of trades and employments) files, which are questionnaires of competence and knowledge.⁴³³

At the beginning of December 2017, 633 beneficiaries of international protection were registered at the National Employment Agency, of which 432 were available for employment, the others being placed in measures for the unemployed (187 beneficiaries), unavailable due to sickness, or other reasons. Between January and October 2017, 93 BIPs found work, compared to 53 BIPs during the same period of the previous year.

Overall, the skills and qualifications of 95 BIPs had been evaluated, while 12 were still awaiting evaluation. 26 employers have made themselves available to ADEM to carry out the aforementioned evaluations. ADEM intensified its cooperation with professional chambers and federations in order to improve the flow of information on hiring BIPs and AIPs that is directed at employers. The website of ADEM now includes a whole section dedicated to these issues.⁴³⁴

Language teaching

The SFA noted the need to develop a wider school offer that, similar to the 9ième+i Workshops (see in Q10), provides students with a more practical context in which they can learn Luxembourg's administrative languages, thereby facilitate language learning for the newly arrived who do not have an extensive school background.⁴³⁵

Section 6: Good practices and lessons learnt

Section 6.1 examines the existing challenges and obstacles for the design and implementation of specific policies to adapt to changing influx of asylum applications. EMN NCPs are kindly asked to justify their answers by identifying (a) for whom the issue identified constitutes a challenge, (b) specifying the sources of the information provided (e.g. existing studies/evaluations, information received from competent authorities or case law) and (c) why it is considered to be a challenge.

Section 6.2 aims to highlight any good practices of the (Member) States that have successfully implemented and managed fluctuations of influx of asylum applicants. This section can include also lessons learnt from the practical implementation of specific policies and measures. EMN NCPs are kindly asked to justify their answers by identifying (a) who considers it to be a good practice, (b) specify the sources of information provided and (c) why it is considered to be a good practice.

6.1. CHALLENGES AND OBSTACLES FOR THE DESIGN AND IMPLEMENTATION OF SPECIFIC POLICIES TO ADAPT TO CHANGING INFLUX OF ASYLUM APPLICANTS

Q23. What are the main challenges and/or obstacles that your Member State had to overcome in designing strategies, structural mechanisms and measures to adapt to the influx of asylum applicants?

Challenges related to housing

The lack of available public buildings as well as the complexity of legal procedures in order to build new structures was mentioned by the HCPN as a major challenge in its design of the emergency reception plan. The identification of appropriate existing structures or land for the construction of new structures was a difficult task.⁴³⁶

OLAI identified the need to increase the number of available beds in a very short period of time that was required in the face of the influx as one of the biggest challenges, both with regards to the logistics and the staff required.

The agency furthermore identified the heterogeneity of the provisional housing structures as a challenge. These provisional structures do not belong to an aggregated network and due to their heterogeneity require a lot of maintenance. The agency regarded the increase in associated logistical tasks as a significant challenge.

OLAI considered that housing of applicants of international protection was rendered even more challenging by a number of interplaying factors that were already mentioned in response to previous questions. To be noted are the lack of affordable housing, an increasing number of family reunifications and the increasing number of beneficiaries and persons who have been issued a return decision who remain housed in structures of OLAI. These factors lead to a bottleneck in housing structures. Furthermore, the agency noted that the co-habitation of individuals with varying statuses (applicants or beneficiaries of international protection and rejected applicants) can be difficult as the co-residents are in very diverse situations (for instance varying monetary situations, as well as with regard to perspectives for the future).⁴³⁷

The Health Inspection underlined the need for a durable housing structure where applicants' specific needs (medical, psychological, relating to schooling of children, etc.) can be identified by the relevant actors. The temporary and provisional nature of Phase 1 and 2 housing over the considered period and beyond would greatly facilitate the work of the Health Inspection.⁴³⁸ The Red Cross also noted the need for more durable structures more generally and in particular for a durable structure for the first instance reception of applicants for international protection.⁴³⁹

Challenges related to profile of applicants

OLAI considered the changing profile of applicants as a challenge; the increase in Arabic-speaking applicants who frequently speak none of the local vehicular challenges, who are not familiar with the Latin alphabet and who have other cultural frames of reference was accompanied by cultural and linguistic challenges in the

reception and in intercultural exchange.⁴⁴⁰ In reaction, OLAI and the Directorate of Immigration hired Arabic-speaking staff allowing to provide better reception and care for the Arabic-speaking population.

Challenges related to staff

OLAI identified the increase and reorganisation of its personnel that was needed in the face of the influx as the biggest challenge. Thus, as an agency set up to take care of approximately 1000 applicants for international protection, it had to considerably strengthen its activities on two axes, namely those related to logistics or maintenance (of buildings) and those related to the reception and care of applicants.

The Luxembourgish Red Cross also noted that the recruitment of additional personnel in an extremely short period of time was a challenge for the organisation and suggested that it would be preferable to have a staff size that is large enough to absorb the initial period of increase of applicants of international protection.⁴⁴¹

The Directorate of Immigration noted that maintaining its decisional capacity remains a challenge. Finding adequate personnel in a short timespan presented a difficulty in a first phase. Now, maintaining the speed and quality of the system is the focus; this can be achieved if the staff that was hired and trained during the influx will remain employed by the Directorate beyond its short-term contracts.⁴⁴²

Challenges related to collaboration between ministries and/or other administrations

The collaboration between ministries was regarded as challenging in the beginning of the considered period.⁴⁴³ OLAI furthermore noted that the exchange with municipalities has at times been difficult and expressed the need for a best practice to be established in this domain, as integration ought to happen on the local level.⁴⁴⁴

Challenges relating to the changing influx

SFA considered the need to include a certain level of flexibility into the design of strategies as a challenge; as it is difficult to predict the number of upcoming arrivals of applicants for international protection, existing strategies must be able to adapt to large fluctuations.⁴⁴⁵

6.2. GOOD PRACTICES AND LESSONS LEARNT

Q24. Did or will your Member State undertake a national evaluation of the policies and measures implemented over 2014-2016? If it already took place, please elaborate on the findings.

No national evaluation was undertaken or is planned.

Q25. Could you identify good practices in your Member State with regards to ensuring flexibility and adaptability of the national asylum system and associated services in order to deal with a changing influx of asylum applicants? If yes, please elaborate.

Practices related to recruitment and reallocation of staff

In the context of the recruitment of teaching staff of the newly launched PIA, the SFA specifically sought to recruit individuals who are able to teach French as well as alphabetisation courses. This way, the service can deploy the staff flexibly to teach courses for people who have knowledge of the Latin alphabet, as well as people who do not in order to respond to changes in the profile of applicants for international protection without having to recruit additional staff.⁴⁴⁶

Caritas noted that if the personnel in a reception facility needs to be strengthened temporarily, a staff member from a different facility, which has less urgent needs related to staff, can potentially be temporarily reassigned

to strengthen the first facility's team. This practice allows Caritas to introduce a certain level of adaptability to its staffing of reception facilities and enables staff members to exchange practices and learn new practices from other facilities (potentially housing a different profile of residents, such as single men, families, etc.).⁴⁴⁷

Some administrations confirmed that a temporary internal reallocation of staff allows them to react with some level of flexibility to the changing influx and the linked changing administrative burden. At the Health Inspection, staff members can be moved from one team to another that is temporarily in need of support. The same is true for SECAM.⁴⁴⁸

Similarly, the Directorate of Immigration identified the pragmatic practice of temporarily reallocating experts to different pools (ie. decision-makers or interviewers) as needed as a useful approach.⁴⁴⁹

Increased implication of other actors

OLAI perceived the increased implication of other ministries and thus the increasingly shared responsibility with regard to the reception of applicants for international protection, the linked enhanced collaboration and the increase in needed financial resources as a good practice that will remain a model in the years to come.⁴⁵⁰

OLAI also underlined that the increased implication of volunteers in reception facilities can be considered a paradigm shift. It considered it to be important to associate as many people as possible to the reception of applicants for international protection, as this also increases the acceptance and understanding of linked issues in Luxembourg.⁴⁵¹

Flexibility in housing capacity

With regard to maintaining flexibility in the management of housing facilities, the Luxembourgish Red Cross noted the model of the housing facility in Soleuvre as a good approach. This facility contains 320 beds, to which 50 emergency beds can be added in case of need, hence already including a certain level of flexibility in case of a future emergency.

Q26. What are the key lessons learnt by key national authorities involved over the period 2014-2016? Please elaborate and add as many rows as needed.

Lesson learnt	Responsible authority/stakeholder
<p>1. cooperation between authorities/stakeholders</p> <p>Good cooperation and communication between authorities and stakeholders is important when setting up and implementing an appropriate response to the increased influx of applicants for international protection</p>	<p>Directorate of Immigration, OLAI, SFA, SECAM, Ministry of Health, HCPN, Caritas and Red Cross</p>
<p>2. transparency/communication</p> <p>Communicating with the public and media on what steps have been taken and what resources have been allocated in the context of the reception of applicants for international protection is of high importance. Clear and transparent communication on reception contributes to the public's understanding and acceptance of related issues.</p>	<p>OLAI</p>

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- ¹ See for instance: Official Site of the Presidency of the Council of the European Union, Grand Duchy of Luxembourg, En visite à Athènes, Jean Asselborn a assisté au départ de 30 demandeurs d'asile qui vont être relocalisés au Luxembourg (4.11.2015), in: eu2015.lu, URL : <http://www.eu2015lu.eu/fr/actualites/articles-actualite/2015/11/04-asselborn-athenes/index.html>
- ² Articles 2 r) and t), 67 and 69 of the Law of 18 December 2015 on international protection and temporary protection and article 1 (3) and article 2 n) of the Law of 18 December 2015 on reception of applicants for international protection and temporary protection.
- ³ Article 16 of the Law of 18 March 2000 creating a temporary protection regime. Published in [Memorial A-25](#) of 27 March 2000.
- ⁴ Article 2 t) of the law of 18 December 2015 on international protection and temporary protection
- ⁵ Article 2 p) Abrogated law of 5 May 2006 regarding the right to asylum and to complementary forms of protection. Published in [Memorial A78 of 9 May 2006](#).
- ⁶ Council Directive 2001/55/EC of 20 July 2001 on minimum standards for giving temporary protection in the event of mass influx of displaced persons and measure promoting a balance of efforts between Member States in receiving such persons and bearing the consequences thereof.
- ⁷ Article 4 (1) paragraph 1 of the Law of 18 December 2015 on international protection and temporary protection.
- ⁸ Article 4 (1) paragraph 2 of the Law of 18 December 2015 on international protection and temporary protection.
- ⁹ Article 26 (1) paragraph 2 of the Law of 18 December 2015 on international protection and temporary protection.
- ¹⁰ Article 26 (2) b) of the Law of 18 December 2015 on international protection and temporary protection.
- ¹¹ Articles 2 r) and t), 67 and 69 of the Law of 18 December 2015 on international protection and temporary protection
- ¹² Article 69 of the Law of 18 December 2015 on international protection and temporary protection
- ¹³ Article 58 (2) of the abrogated amended law of 5 May 2006.
- ¹⁴ Article 1 (3) in relation with article 14 (7), (8) and (9) of the law of 18 December 2015 regarding the reception of applicants for international protection and for temporary protection.
- ¹⁵ An analogous disposition was already included in article 6 of the Grand ducal regulation of 1 September 2006 fixing the conditions and modalities of granting social aid to applicants for international protection.
- ¹⁶ Information provided by the Directorate of Immigration on 17 August 2017.
- ¹⁷ In the context of an appeal lodged at the first instance administrative court, the court noted that, while Luxembourg was confronted with a high number of arriving applicants for international protection at the end of 2015, similar numbers of applications were observed in 2012 and 2011, and thus concluded that the high number of applications introduced in 2015 were not of exceptional character. Public audience of 28 September 2017 at the first instance administrative court of the Grand Duchy of Luxembourg, 2nd Chamber. N°37802 of 20 April 2016, p.10
- ¹⁸ It should be noted that the creation of a temporary protection regime was to a large extent a reaction to the influx of applicants for international protection stemming from Kosovo in 1998 and 1999 and the linked congestion of the treatment of these applications. See for instance Parliamentary Document 4572-7 (which page, mention the direct link of this document)
- ¹⁹ The represented values are approximate as corrections were made to the total number of applications, but no corresponding corrections were available for the breakdown by nationality.
- ²⁰ Information provided by the Directorate of Immigration on 17 August 2017.
- ²¹ Gouvernement.lu, 27 March 2006, Visite de travail au Luxembourg du ministre nigérien des Affaires étrangères, Oluyemi Adeniji, URL : <https://www.gouvernement.lu/771262/28nigeria>
- ²² EMN NCP LU, Retour de demandeurs de protection internationale déboutés : défis et bonnes pratiques (2016) URL : https://www.emnluxembourg.lu/wp-content/uploads/2017/01/Inform_Rejected-Asylum-Seekers.pdf , p.3

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- ²³ EMN NCP LU, Retour de demandeurs de protection internationale déboutés : défis et bonnes pratiques (2016)
URL : https://www.emnluxembourg.lu/wp-content/uploads/2017/01/Inform_Rejected-Asylum-Seekers.pdf , p.3
- ²⁴ Gouvernement.lu, Bilan 2010 en matière d'asile et d'immigration : « Afflux de demandes d'asile émanant de ressortissants de la Serbie », URL : <https://www.gouvernement.lu/720468/01-schmit>
- ²⁵ Grand ducal regulation of 26 September 2008 establishing the rules of conduct to be applied by the agents in charge of executing a return measure published in [Memorial A 145](#) of 29 September 2008
- ²⁶ Gouvernement.lu, Nicolas Schmit signe un accord-cadre avec la Croix-rouge qui règle la mission d'observateur prévue lors des procédures d'éloignement. 5 February 2009. URL : <https://www.gouvernement.lu/744112/05-schmit>
- ²⁷ EMN Ad-Hoc Query on forced return monitoring system in compliance with Art.8, Par.6 of the Directive 2008/115/EC requested by BG EMN NCP on 25 October 2016
- ²⁸ Article 6 of the Grand ducal regulation of 26 September 2008 establishing the rules of conduct to be applied by the agents in charge of executing a return measure published in [Memorial A 145](#) of 29 September 2008
- ²⁹ Law of 28 May 2009 creating and organising the Detention Centre, published in [Memorial A 119](#) of 29 May 2009 and Law of 24 August 2007 regarding the construction of a Detention Centre, published in [Memorial A 171](#) of 12 September 2007.
- ³⁰ L'essentiel, Le centre de rétention ouvre enfin ses portes. (22 August 2011) URL : <http://www.lesessentiel.lu/fr/luxembourg/story/Le-centre-de-retention-ouvre-enfin-ses-portes-11288154>
- ³¹ Information provided by the SECAM on 6 September 2017
- ³² Institutions, services, acteurs et projets à Luxembourg. URL : http://www.luxemburgensia.bnl.lu/cgi/getPdf1_2.pl?mode=page&id=199203&option
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¹²³ Peer learning activity of newly arrived migrants : language assessment and integration of unaccompanied minors through education (Dresden 2016), Presentation of the Edina platform (www.edinaplatform.eu/the-project/ Amsterdam 2016), followed by additional meetings in 2017: EU skills profile tool for third-country launch event (Brussels 2017), Basic skills for integration, annual conference of the European basic skills network (Luxembourg 2017), Joint seminar of ET 2020 working groups on migration (Brussels 2017),

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¹³⁰ A list of potential sites was drawn up and three of these sites were selected (on 31 December 2015) for more detailed study. Steinfort: a 1.6-ha site (alongside the existing Park&Ride car park); Diekirch: a 3.6-ha site (opposite the Grand-Duc Jean army barracks) and Mamer: a 2.3-ha site (next to the European School II and Lycée Josy Barthel.).

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- ²⁰⁷ Amendment 11 in Parliamentary document n°6775/02
- ²⁰⁸ Amendment 16 in Parliamentary document n°6775/02
- ²⁰⁹ Amendment 17 in Parliamentary document n°6775/02
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- ²²⁹ The government underlined that this package of measures also supports people in precarious situations. The housing made available by municipalities in the context of this measure are available in equal measure to beneficiaries of international protection and people eligible for housing aid and looking for accommodation.
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- ²⁸⁶ Opinion of the Municipal Council of Junglinster on the observations presented during a public enquiry in the context of the introduction of a draft land-use plan aiming to establish reception facilities for applicants for international protection of 29 January 2016. URL : http://www.junglinster.lu/fr-FR/politique/2016-01-29_seance_cc.pdf?FileID=publications%2F2016-01-29_seance_cc.pdf, pp.13-15
- ²⁸⁷ Opinion of the Municipal Council of Mamer on the land-use plan establishing a temporary reception facility for applicants for international protection, rejected applicants for international protection and beneficiaries of international protection of 15 February 2016. URL : <http://www.mamer.lu/wp-content/uploads/2013/06/Internetr%C3%A9union20160215.pdf>, pp.7-8
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- (1) Clear positions of all political parties within the framework of the electoral campaign, at local and national level
 - (2) Reception of a maximum of 100 persons who have been granted refugee status in existing houses and small buildings throughout the municipality of Steinfort.
 - (3) No 'accommodation camp' for new arrivals in order to 'avoid a ghettoisation that prevents from integration'
 - (4) Creation of new residential districts with a real mix, in the places provided by the municipal PAG.

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