

# LUXEMBOURG

## EMN COUNTRY FACTSHEET 2022

Main developments in migration  
and international protection,  
including latest statistics  
August 2023



### OVERARCHING CHANGES

2022 saw first time application and renewal (until 4 March 2024) of the [Temporary Protection Directive](#) to handle the unprecedented and exceptional mass influx of displaced people from Ukraine, reduce pressure on the national asylum system, and ensure its efficient operation. Beneficiaries of temporary protection are entitled to a certificate of stay, access to the labour market, housing, social welfare, and medical care. Minors are also entitled to legal guardianship and ad-hoc administrator (if unaccompanied) and to access the education system under the same condition as Luxembourg nationals (either by attending municipal schools or public international schools).






### LEGAL MIGRATION AND MOBILITY

#### Other measures

On 19 January 2022 Bill 7954 amending the amended law of 29 August 2008 on the free movement of persons and immigration (Immigration Law), was introduced to Parliament and approved as the [Law of 21 April, 2023](#) amending the amended [Law of August 29, 2008](#) on the free movement of persons and immigration. It introduces several clarifications of different categories of residence permit for private reasons, including additional conditions required for financial resources and to prove relationships between partners. It also includes

### KEY POINTS

-  First time application and renewal (to 4 March 2024) of the Temporary Protection Directive. Different laws and policy measures were implemented and amended for beneficiaries of temporary protection.
-  Several laws on a major revision of the Constitution were published on 18 January 2023, which entail multiple major changes affecting the lives of foreigners in Luxembourg once the revised Constitution will enter into force on 1 July 2023.
-  The Law of 22 July 2022 amending the electoral Law of 18 February 2003 opened voting in municipal elections to all residents of Luxembourg.

a residence permit for illegally staying third-country nationals whose situation is exceptional and not covered by humanitarian considerations of extreme gravity.



### TEMPORARY PROTECTION

#### Main national developments in relation to temporary protection

On 18 March 2022, the Luxembourg government extended temporary protection to those unable to return

to their country of origin in safe and sustainable conditions, including stateless persons and nationals of third countries other than Ukraine who were lawfully residing in Ukraine (i.e. no requirement to have been beneficiaries of a permanent residence permit). On 30 March 2022, the Luxembourg Government implemented a one-stop-shop in the centre of Luxembourg City, ('Guichet unique- enregistrement Ukraine'), exclusively for displaced people from Ukraine. This allowed these individuals to complete all administrative steps for their application for temporary protection in one day and at one location.

In December 2022, the Directorate of Immigration invited each beneficiary of temporary protection in Luxembourg to schedule an in-person appointment via an online platform to renew their temporary protection certificate. In order to receive a new certificate, beneficiaries must be present in person at the 'Guichet unique- enregistrement Ukraine' one-stop-shop, with a valid passport. After a short interview the certificate is renewed.

### Main measures taken outside the legal framework of the Temporary Protection Directive

Beneficiaries of temporary protection are exempted from the labour market test and can freely access the Luxembourg labour market for as long as their temporary protection certificate is valid. They can also register as jobseekers with the National Employment Agency (Agence pour le développement de l'emploi - ADEM). Children have the right to access the education system under the same conditions as Luxembourg nationals.

In case the beneficiaries of temporary protection have not sufficient means to sustain themselves or are not supported by private individuals, they are entitled to (non-) financial assistance provided by the National Reception Office (Office national de l'accueil - ONA). This includes accommodation, food and clothing, a monthly allowance and access to medical care (BTPs are immediately insured with the National Health Fund once they are granted the status. The contributions are covered by the Ministry of Social Security). They may apply for family reunification with their family members who were granted temporary protection in another Member State, as well as with their family members who have not yet entered the territory of a Member State.

BTPs may also renounce this protection at any time in order to return voluntarily to their country of origin.



## INTERNATIONAL PROTECTION

### Legislative and policy developments related to international protection

The [Law on the revision of Chapter II of the Constitution](#), which was published on 18 January 2023, recognised the right of asylum at the constitutional level. This [norm](#) will enter into force on 1 July 2023.

The [Grand-Ducal Regulation](#) of 23 January 2023, amending the amended Grand-Ducal Regulation of 21 December

2007 establishing a list of safe countries of origin, entered into force. It removed Ukraine and Croatia from the list of safe countries of origin.

[Bill 8014](#), amending the amended Law of 18 December 2015 on international protection and temporary protection (Asylum Law), was introduced to Parliament. It proposes to introduce a definition of the non-negligible risk of absconding as a reason for detention and specifies the cases in which this risk is legally presumed.



## MINORS AND OTHER VULNERABLE GROUPS

### Minors

[Bill 8069](#), in favour of the reception, orientation, integration, and school support of newly arrived pupils and concerning: i) the creation of the school integration and reception service; ii) amendment of 1) the amended Law of 25 June 2004 on the organisation of secondary schools and 2) the amended Law of 6 February 2009 on the organisation of primary education; was introduced to Parliament. It shall provide the legal basis for the School Reception Unit for Newly Arrived Pupils (CASNA), which is currently lacking, and other existing school integration measures. It will also provide systematic care and equitable school integration for all newly arrived pupils in Luxembourg's public education system by reducing the impacts of socio-cultural backgrounds on school careers.

[Bill 7977](#), on the right to education and compulsory education, amending the amended Law of 18 March 2013 on the processing of personal data and repealing the amended Law of 6 February 2009 on compulsory education, was introduced to Parliament. In light of the increasing complexity and diversification of Luxembourgish society, it proposes extending the age of compulsory education to 18 years of age and establishes common base principles applicable to all forms of education.



## INTEGRATION

### Education and training of adults/ labour market and skills

[Bill 8012](#) was introduced to Parliament and approved as [Law of 8 March 2023](#) creating the National Language Institute Luxembourg (INLL). By giving a new legal basis to the INLL, its missions have been clarified and completed. In addition to offering language classes that contribute to social cohesion and employability, the INLL acts as an official certification body for specific international exams and for foreign language levels. It is also the national certification authority for Luxembourgish language levels, in particular the language exam required for obtaining nationality.

### Fighting racism and discrimination

[Bill 8032](#) was introduced to Parliament and approved as [Law of 28 March 2023](#) supplementing the Penal Code by introducing a general aggravating circumstance for crimes, misdemeanors and minor offenses

committed due to a motive based on one or more of the elements referred to in Article 454 of the Penal Code on 3 April 2023. It introduces an aggravating circumstance to the Penal Code for a crime or misdemeanour committed with a discrimination motivation based on one of the characteristics referred in Article 454 of the Penal Code.

The United Nations Committee on the Elimination of Racial Discrimination (CERD) issued [Concluding Observations of the eighteenth to the twentieth periodic reports of Luxembourg](#), which will be taken into account by the government in drafting a national plan of action on racism and racial discrimination.

### Active participation of migrants and receiving societies in integration

The [Law of 22 July 2022](#), amending the amended electoral Law of 18 February 2003, opened voting in municipal elections to all residents of Luxembourg. The five-year residence clause for foreign nationals – whether citizens of the EU or of third countries – wishing to register on the electoral lists for the communal elections was abolished and the deadline for registering on these lists has been extended.



## CITIZENSHIP AND STATELESSNESS

### Acquisition of citizenship

The [Law of 23 December 2022](#) extended the deadline for submitting the declaration of recovery of Luxembourg nationality until 31 December 2025. This affects people in possession of a certificate issued by the Ministry of Justice attesting to their descent from an ancestor with Luxembourgish nationality as of 1 January 1900.



## BORDERS, SCHENGEN AND VISAS

### Border management

On the Smart Borders Agenda, work continued on the implementation of the Entry/Exit System (EES) and the European Travel Information and Authorisation System (ETIAS). In 2022, the technical project lead for the EES project was transferred from the [Government IT Centre](#) (CTIE, Centre des technologies de l'information de l'État) to the Grand-Ducal Police to better capitalise on synergies with the interoperability project, while the developments on a legal basis for a collaborative model for the ETIAS National Unit began. The deadlines for entry into operation for both systems are expected to be met. In integrated border management and planning, a national capability development plan was developed and submitted to the European Border and Coast Guard Agency (Frontex) in June 2022.



## RETURN AND READMISSION

### Main national developments

Bill 7954 was introduced to Parliament and approved as the [Law of 21 April, 2023](#) amending the Immigration Law. It improves the management of the phenomenon of illegal stays of third-country nationals on Luxembourgish territory by structuring the various categories of expulsion measures clearly and coherently. Among several clarifications on residence permits for private reasons, it also clarifies situations where a ban on entry is ordered and on the criteria for granting residence permits for private reasons. Further and inter alia, it provides a general definition of the term “removal” (éloignement), introduces the concepts of “departure decision” and “removal decision, and extends the possibility of administrative detention to any illegally staying foreigner who needs to be forcibly removed.



## STATISTICAL ANNEX

The statistical annex available on the next pages complements the Country Factsheet and provides an overview of the latest available statistics for Luxembourg on aspects of migration and international protection. It was prepared by Eurostat and it is organised in ten thematic sections, including legal residence, temporary protection, asylum, unaccompanied minors, integration, irregular migration, return and visas. The dashboard-like layout of the annex allows comparability across countries as well as simultaneous visualisation of different indicators.

The data presented in the annex were extracted on 8 May 2023, with the exception of data on first-time applicants extracted on 7 June 2023. They cover the period 2019-2022. Since 2022 data were not available at the time of publication for certain datasets, in these cases the period 2019-2021 is covered.

For some indicators, data are rounded at the source. Due to this, in some cases, the sum of percentages or of individual values might not add up to 100 or to the total value.

A ‘How to read the statistical annex’ guide, describing each individual chart and providing links to the data sources, is available [here](#).

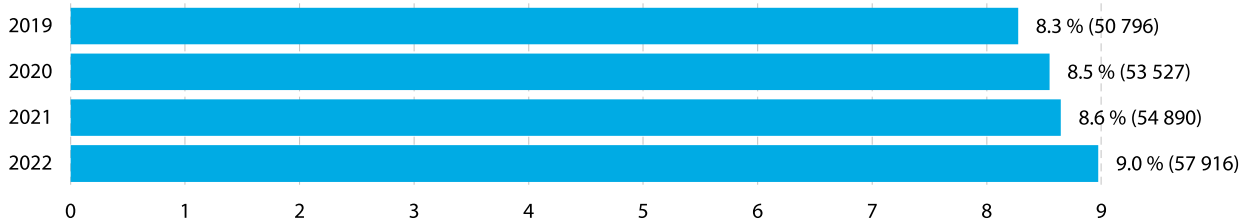
An online data code available under each table/figure can be used to directly access to the most recent data on [Eurostat's website](#).



## LEGAL MIGRATION AND MOBILITY

### Third-country nationals, 1 January 2019–2022

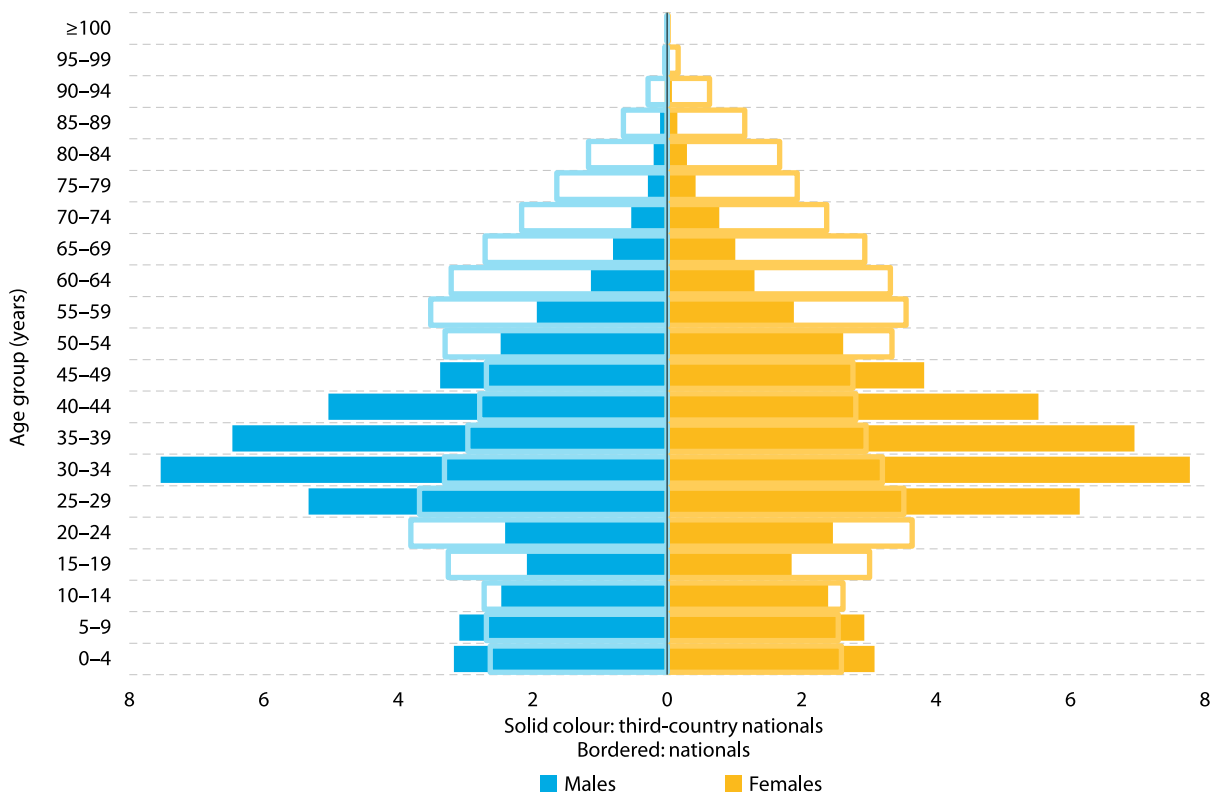
Share of the total population in % (and the absolute number)



Source: Eurostat (migr\_pop1ctz)

### Age structure of nationals and third-country nationals, 1 January 2022

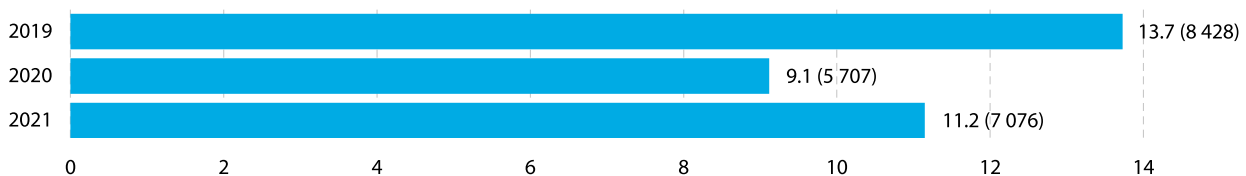
%



Source: Eurostat (migr\_pop1ctz)

### First residence permits issued to third-country nationals, 2019–2021

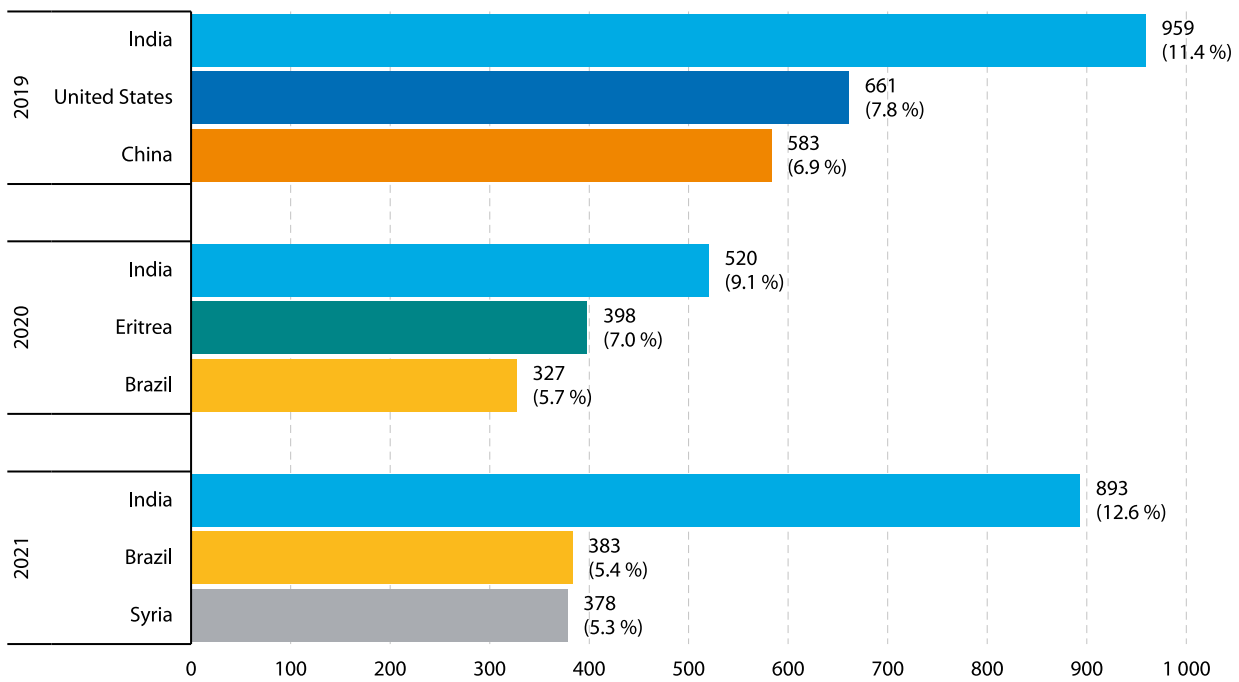
Number per 1 000 people (and the absolute number)



Source: Eurostat (migr\_resfirst and migr\_pop1ctz)

### Top 3 countries whose citizens received first residence permits, 2019–2021

Absolute number (and the share in total number)

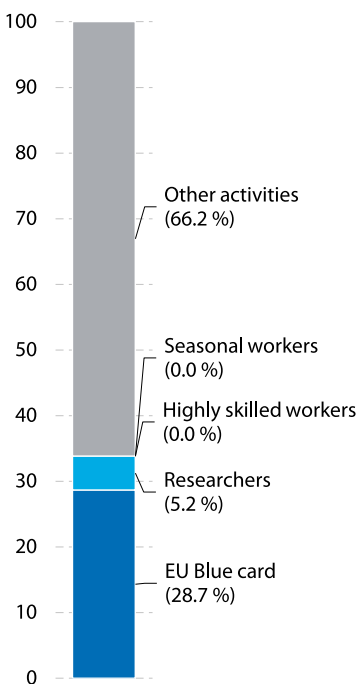


Source: Eurostat (migr\_resfirst)

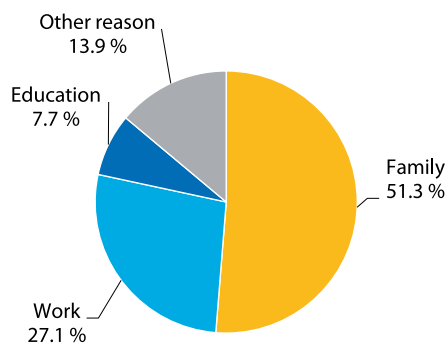
### First residence permits issued, distribution by reason or type, 2021

%

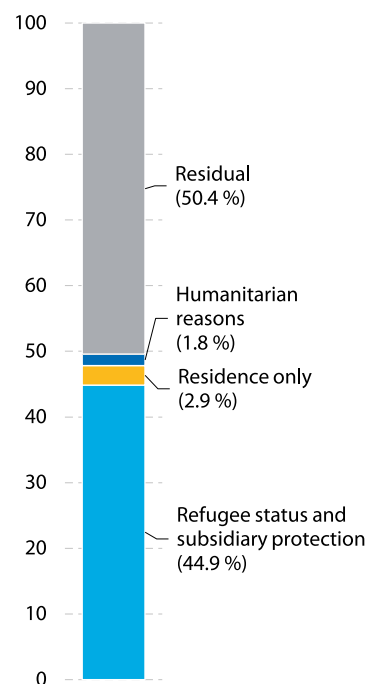
#### Work reason, by type



#### All permits, by reason



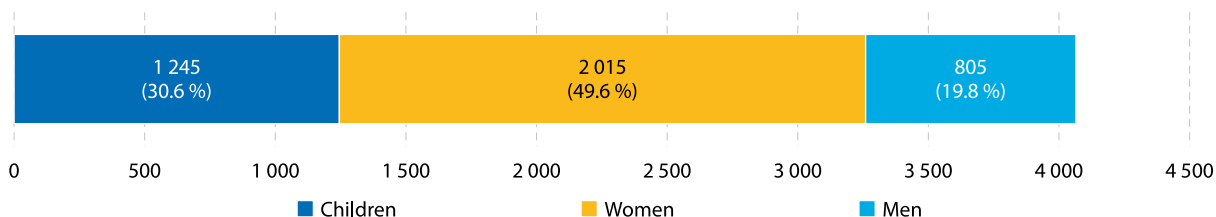
#### Other reason, by detailed reason



Source: Eurostat (migr\_resfirst, migr\_resoccc and migr\_resoth)

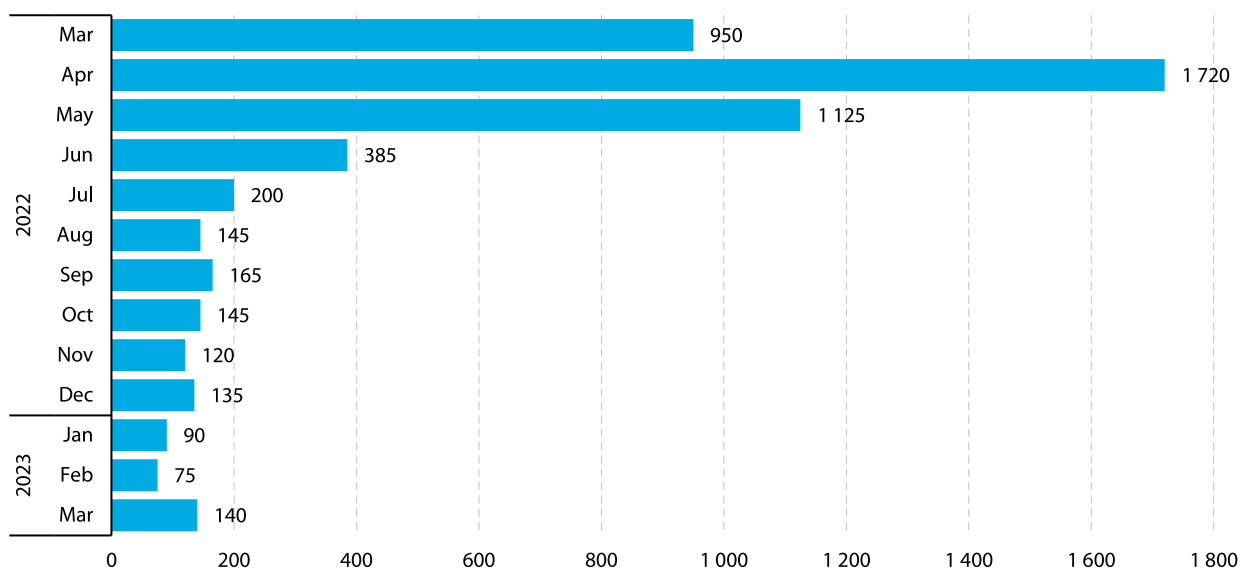
## TEMPORARY PROTECTION

Third-country nationals who fled Ukraine and were benefitting from temporary protection at the end of March 2023  
Absolute number (and the share within the total)



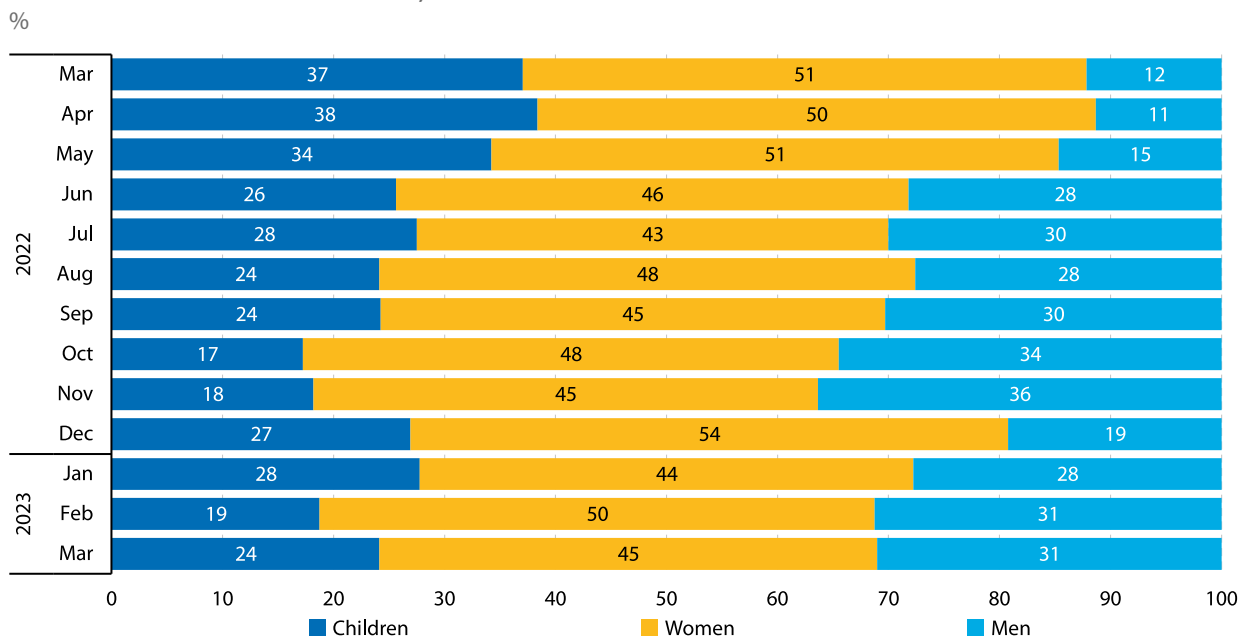
Source: Eurostat (migr\_asytspm)

Number of decisions granting temporary protection to third-country nationals displaced from Ukraine due to Russia's invasion, March 2022–March 2023



Source: Eurostat (migr\_asytpfm)

Distribution by age and sex of decisions granting temporary protection to third-country nationals displaced from Ukraine due to Russia's invasion, March 2022–March 2023



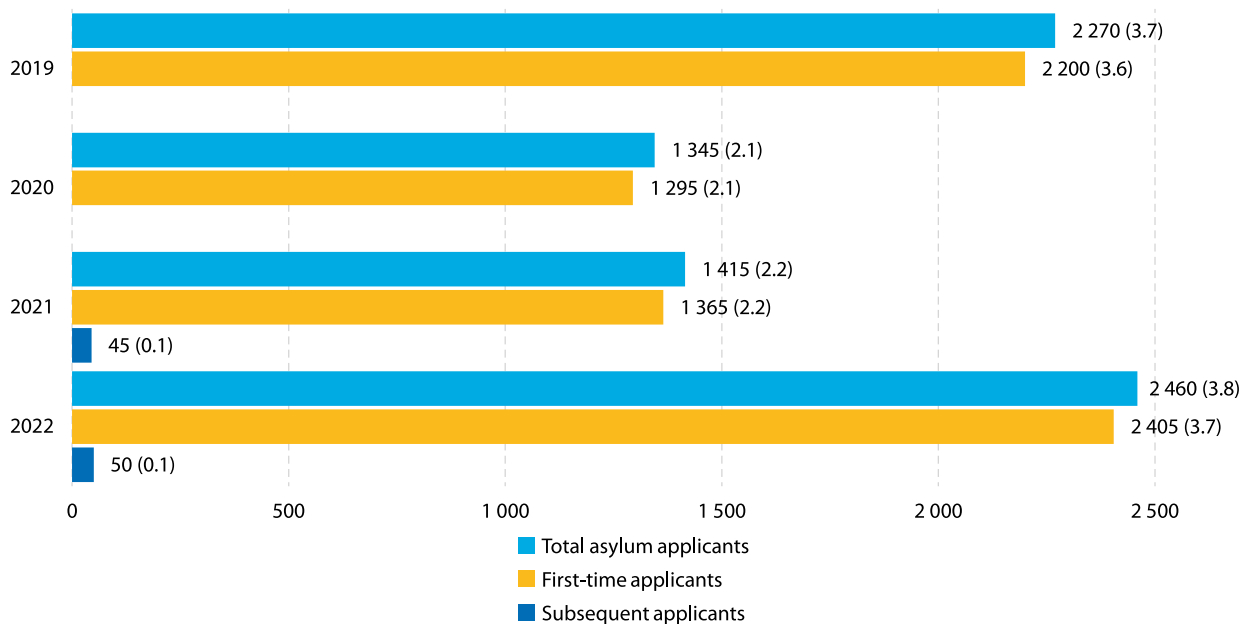
Source: Eurostat (migr\_asytpfm)



## INTERNATIONAL PROTECTION INCLUDING ASYLUM

### Asylum applicants (third-country nationals), by type of application, 2019–2022

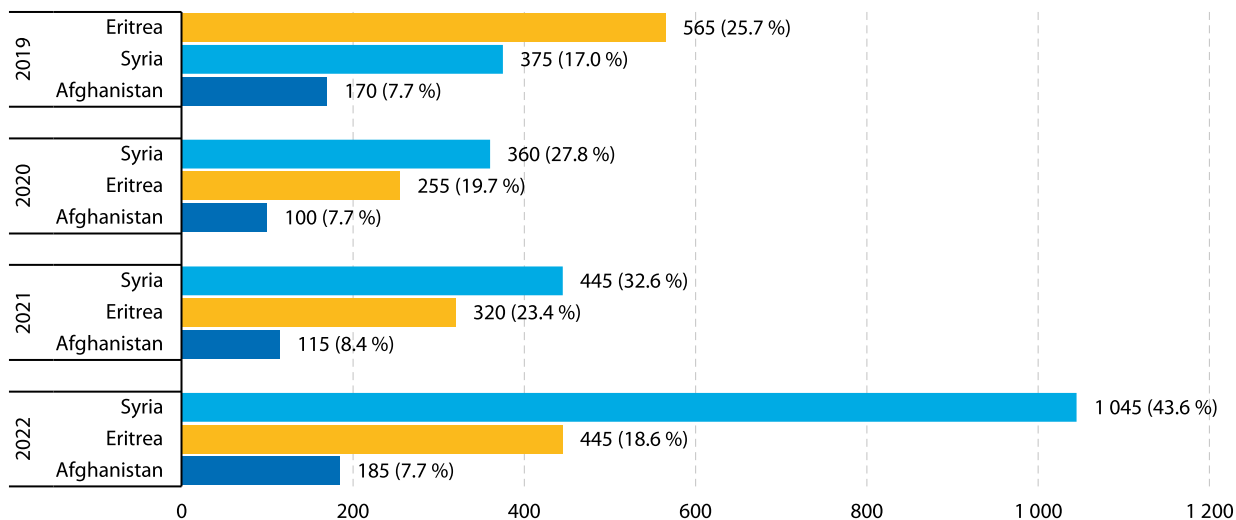
Absolute number (and the number per 1 000 people)



Source: Eurostat ([migr\\_asyappctza](#) and [migr\\_pop1ctz](#))

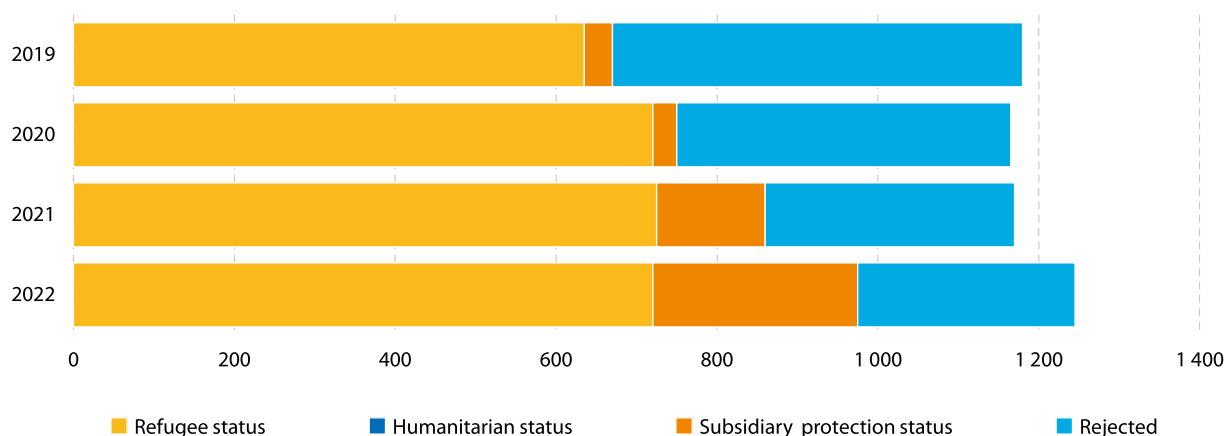
### Top 3 countries of citizenship – first-time asylum applicants, 2019–2022

Absolute number (and the share in total number of first-time applicants)



Source: Eurostat ([migr\\_asyappctza](#))

### Number of first instance asylum decisions for third-country nationals, by outcome, 2019–2022



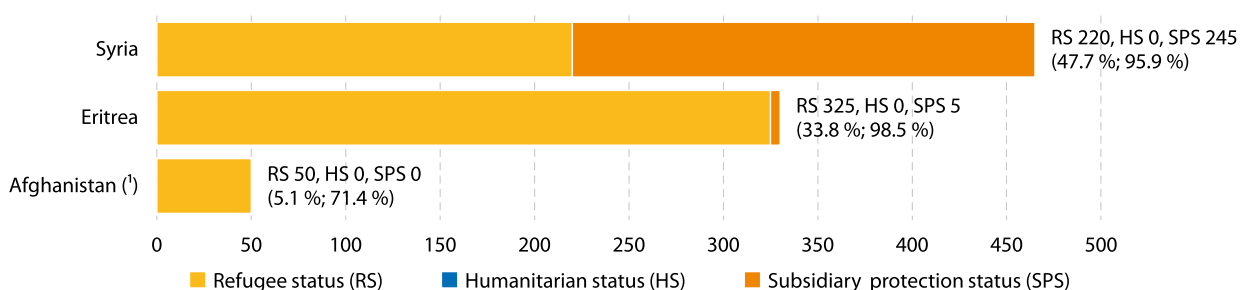
Refugee status		Humanitarian status		Subsidiary protection status		Rejected					
Number	Share in total (%)	Number	Share in total (%)	Number	Share in total (%)	Number	Share in total (%)				
2019	635	53.8	2019	–	–	2019	35	3.0	2019	510	43.2
2020	720	61.8	2020	–	–	2020	30	2.6	2020	415	35.6
2021	725	62.0	2021	–	–	2021	135	11.5	2021	310	26.5
2022	720	57.8	2022	–	–	2022	255	20.5	2022	270	21.7

Note: the shares are calculated using the sum of the four outcomes as the denominator.

Source: Eurostat ([migr\\_asydcfsta](#))

### Top 3 countries of citizenship granted positive asylum decisions at first instance, by outcome, 2022

Absolute number (and share in total positive decisions; and the recognition rate)

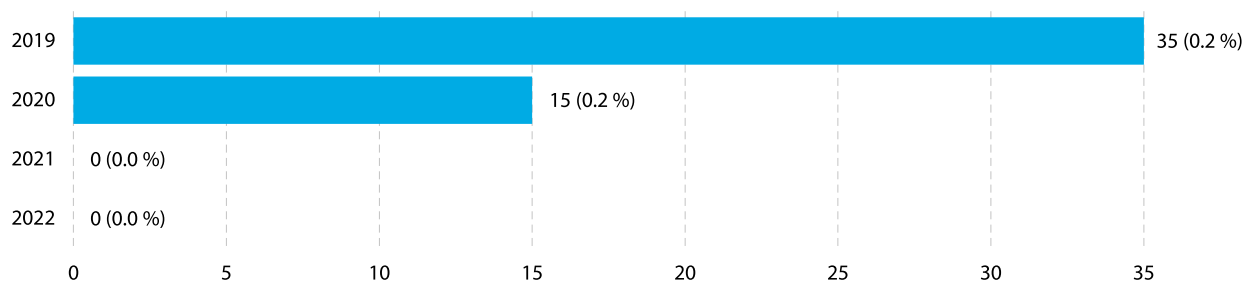


(¹) Türkiye: same number of positive decisions.

Source: Eurostat ([migr\\_asydcfsta](#))

### Resettled third-country nationals, 2019–2022

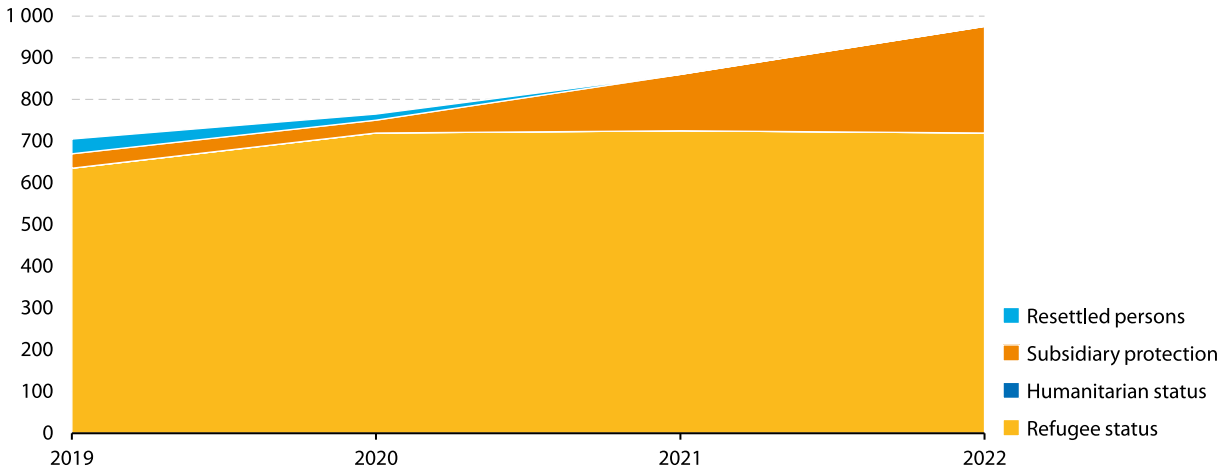
Absolute number (and the share of the total resettled within the EU)



Source: Eurostat ([migr\\_asyresa](#))



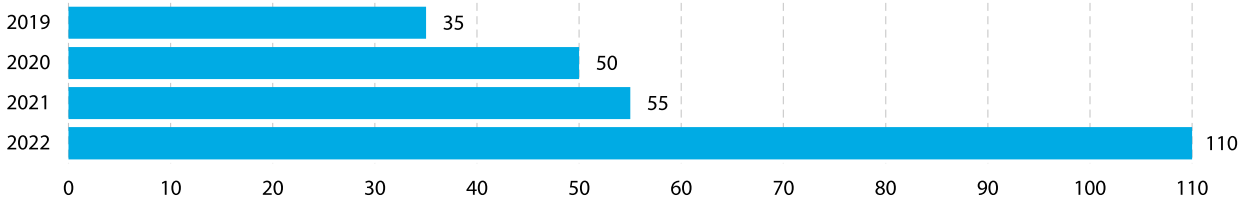
Number of positive decisions for third-country nationals, by outcome, 2019–2022



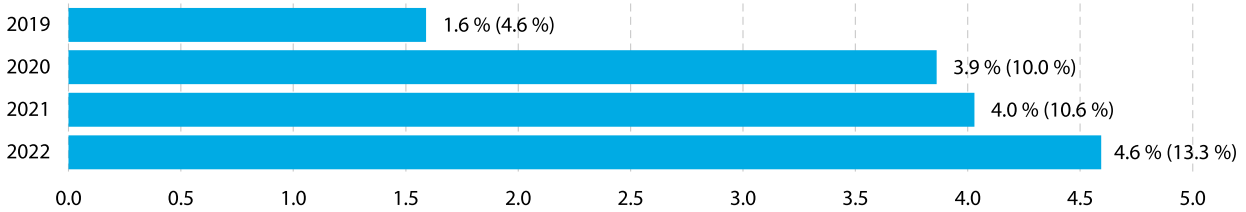
Source: Eurostat (migr\_asydcfsta, migr\_asydcfina and migr\_asyresa)

 UNACCOMPANIED MINORS

Unaccompanied minors (third-country nationals) applying for asylum, 2019–2022



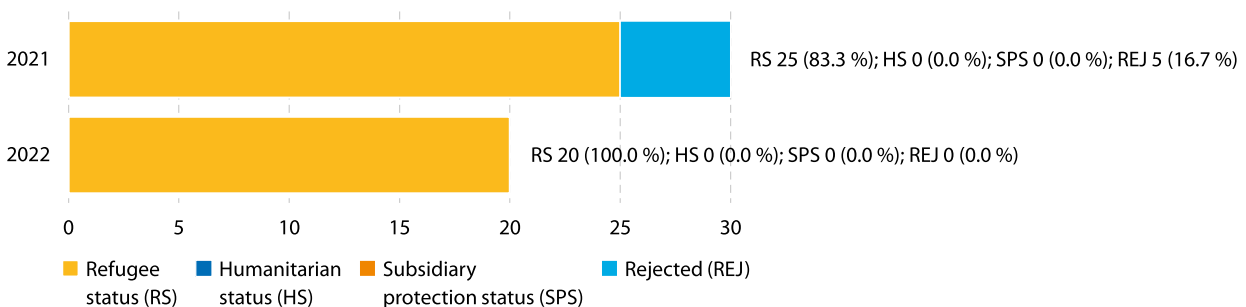
Share of all first-time applicants (share of first-time applicants aged less than 18 years)



Source: Eurostat (migr\_asyunaa and migr\_asyappctza)

First instance asylum decisions on applications lodged by unaccompanied minors (third-country nationals), by outcome, 2021 and 2022

Absolute number (and the share in the total)



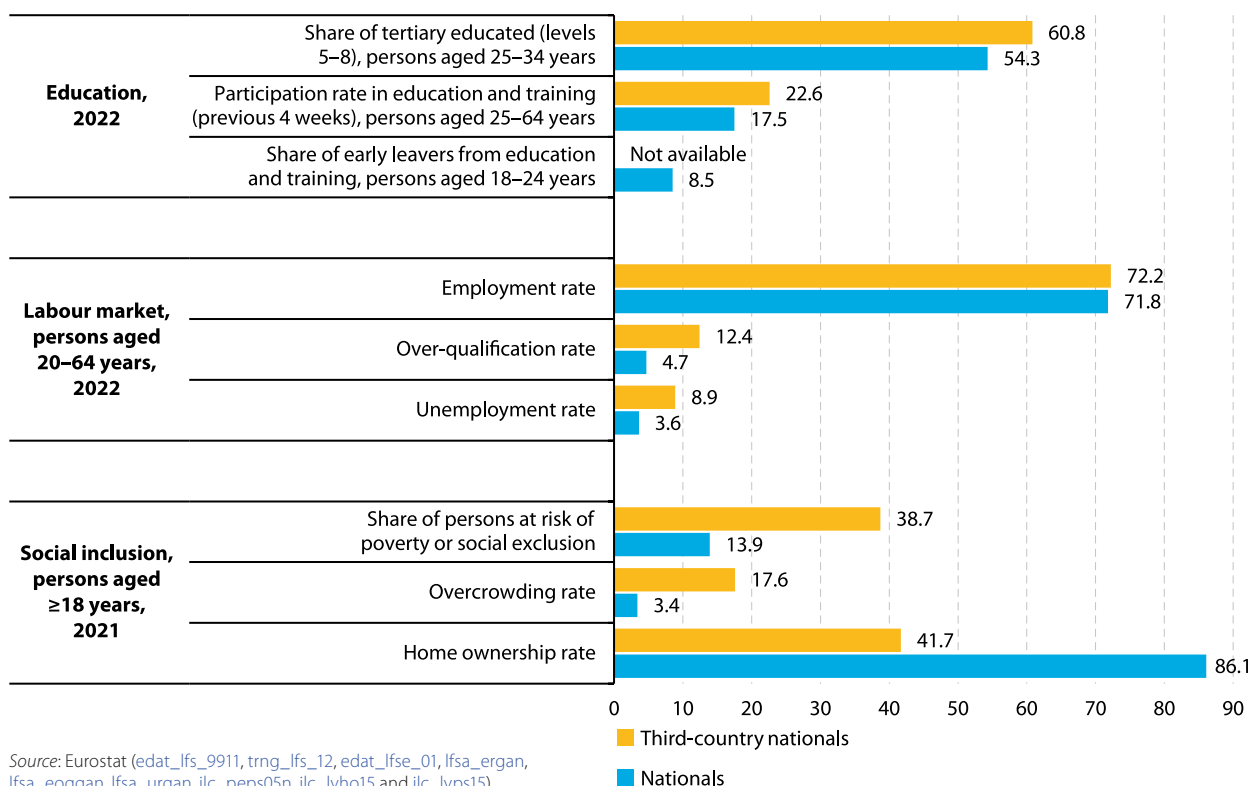
Source: Eurostat (migr\_asyumdcfq)



## INTEGRATION

### Integration indicators, 2021 or 2022

%



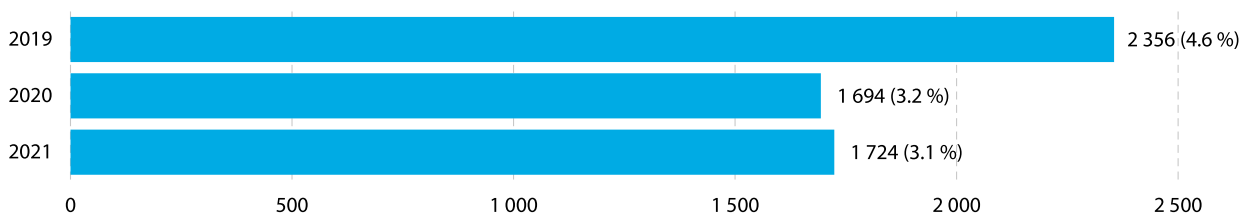
Source: Eurostat (edat\_lfs\_9911, trng\_lfs\_12, edat\_lfse\_01, lfsa\_ergan, lfsa\_eoqgan, lfsa\_urgan, ilc\_peps05n, ilc\_lwho15 and ilc\_lvps15)



## CITIZENSHIP AND STATELESSNESS

### Third-country nationals who acquired citizenship, 2019–2021

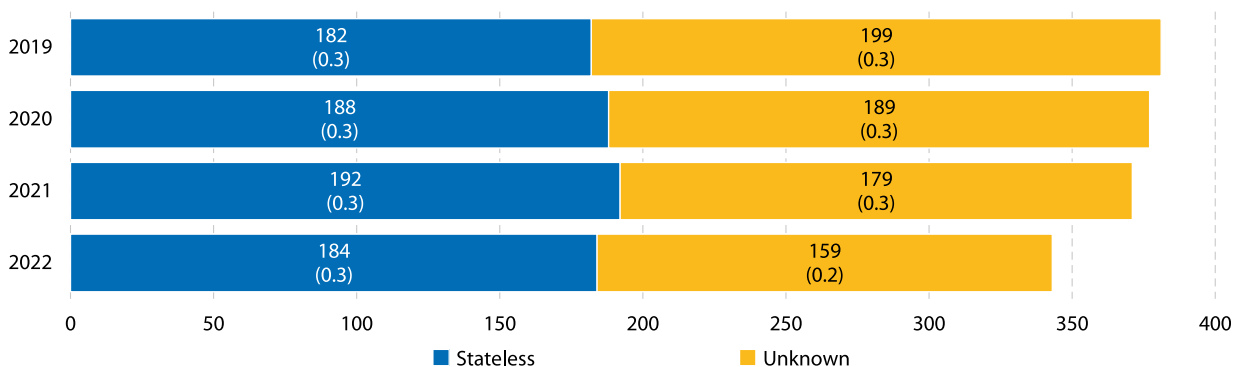
Absolute number (and share of total third-country nationals in the country)



Source: Eurostat (migr\_acq and migr\_pop1ctz)

### Stateless persons, persons with unknown citizenship and recognised non-citizens, 2019–2022

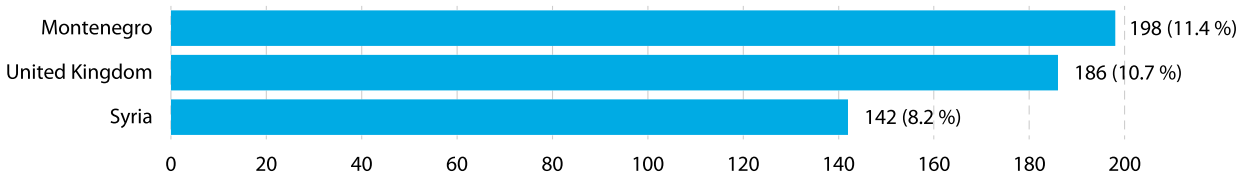
Absolute number (and the number per 1 000 people)



Source: Eurostat (migr\_pop1ctz)

**Top 3 countries of previous non-EU citizenships of persons acquiring citizenship, 2021**

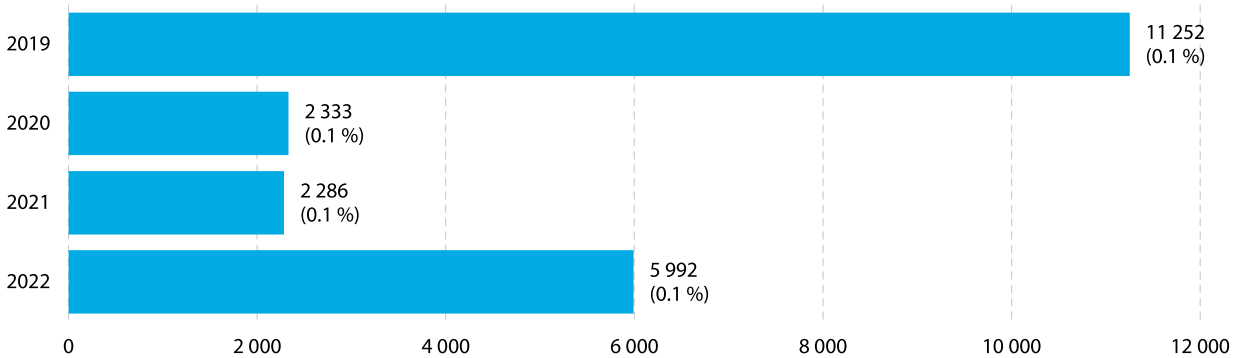
Absolute number (and the share of all acquisitions by third-country nationals plus stateless)



Source: Eurostat (migr\_acq)

**BORDERS, SCHENGEN AND VISAS****Schengen uniform short-stay visas issued, 2019–2022**

Absolute number (and the share of all uniform short-stay visas issued within the Schengen Area)

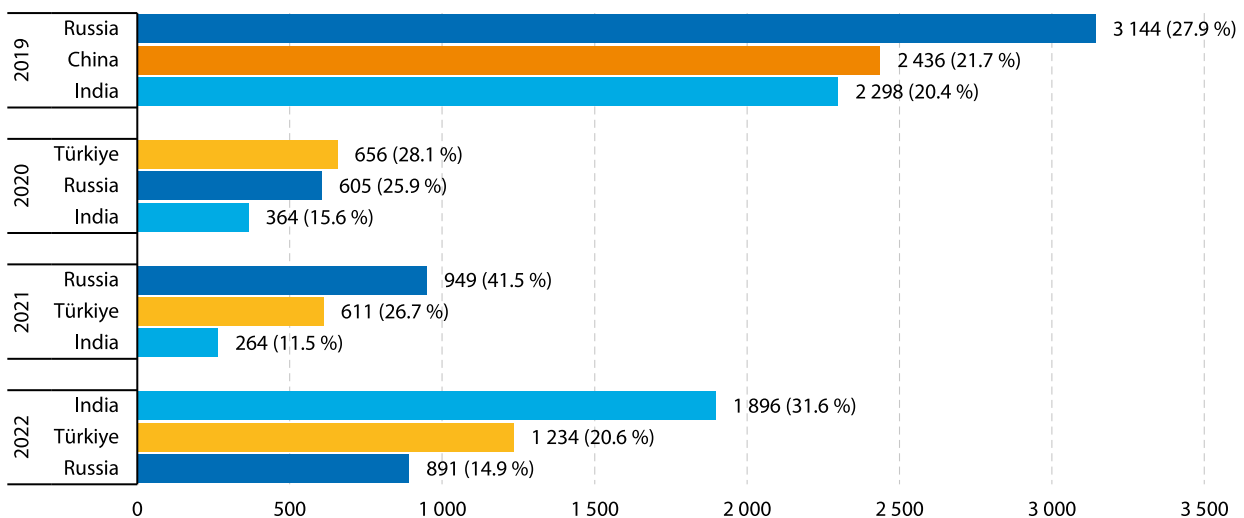


Note: Bulgaria, Ireland, Croatia, Cyprus and Romania were not part of the Schengen Area. Uniform short-stay visas (C visas) entitle the holder to stay in the territories of all Schengen States for up to 90 days within a 180-day period. Such visas may be issued for the purpose of a single entry or multiple entries.

Source: Directorate-General for Migration and Home Affairs

**Three consulate countries in which the most Schengen uniform short-stay visas were issued, 2019–2022**

Number of uniform short-stay visas issued (and the share of all uniform short-stay visas issued in consulate countries)



Note: the consulate country might not be the same as the country of citizenship of the visa applicant.

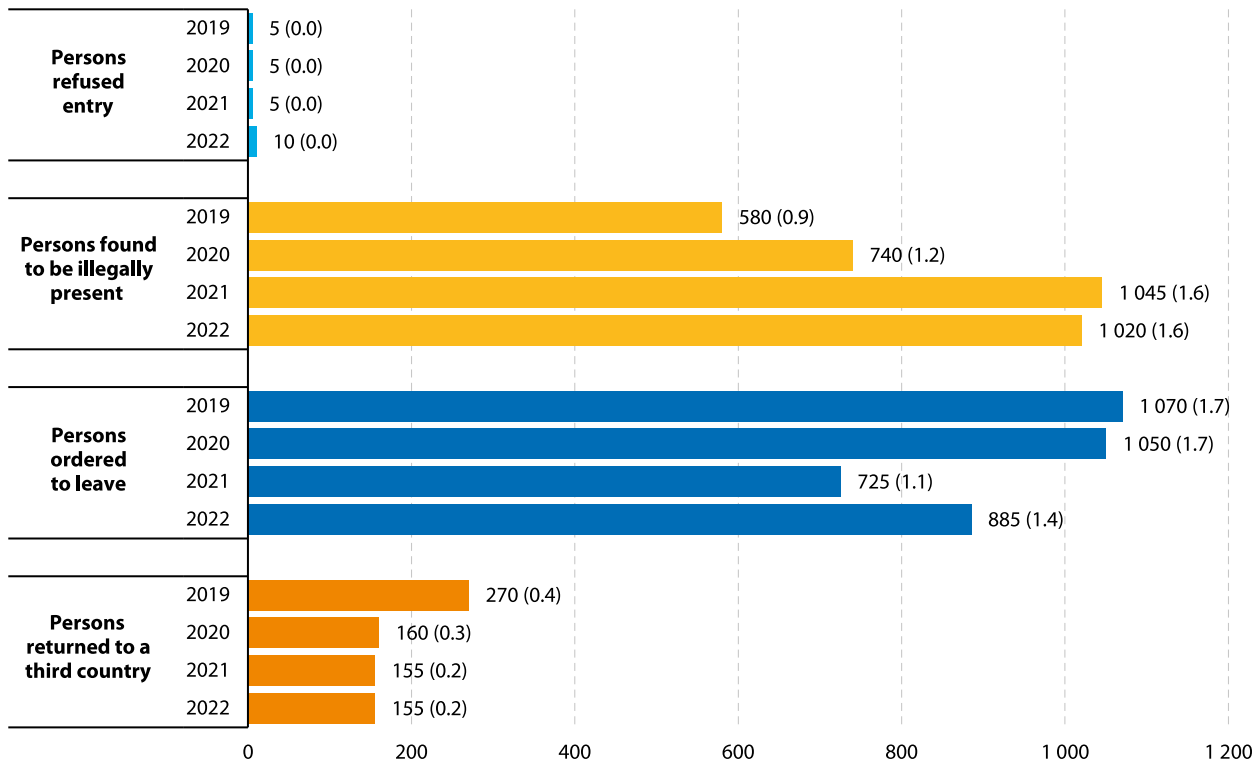
Source: Directorate-General for Migration and Home Affairs



## IRREGULAR MIGRATION

### Third-country nationals subject to immigration law enforcement, 2019–2022

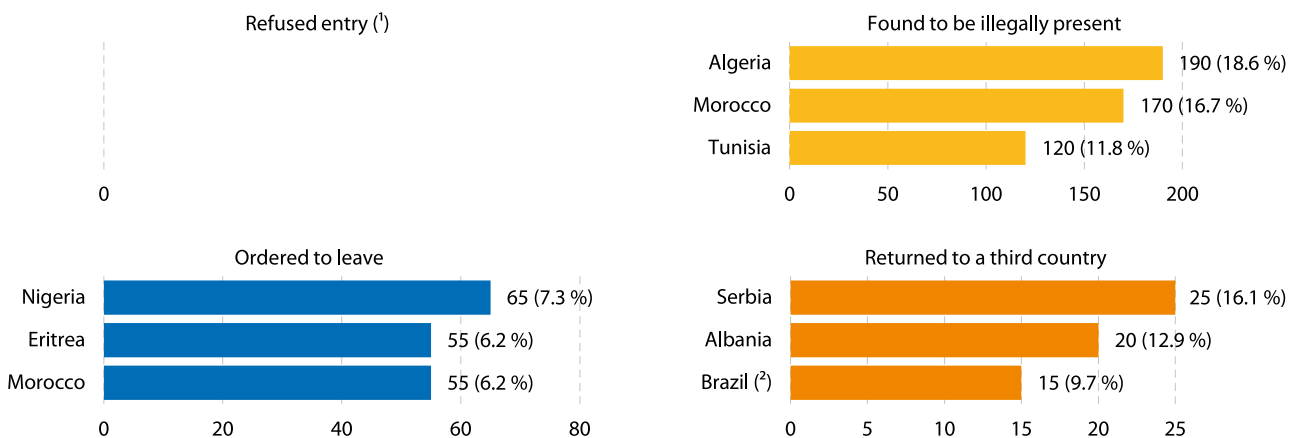
Absolute number (and the number per 1 000 people)



Source: Eurostat (migr\_eirfs, migr\_eipre, migr\_eiord, migr\_eirtn and migr\_pop1ctz)

### Top 3 countries of citizenship of third-country nationals subject to immigration law enforcement, 2022

Absolute numbers (and the shares in the respective totals)



(¹) All countries have a rounded value of 0.

(²) Georgia: same number.

Source: Eurostat (migr\_eirfs, migr\_eipre, migr\_eiord and migr\_eirtn)



## TRAFFICKING IN HUMAN BEINGS

First residence permits issued to victims of trafficking in human beings, 2019–2021  
Absolute number (and the share within the EU)

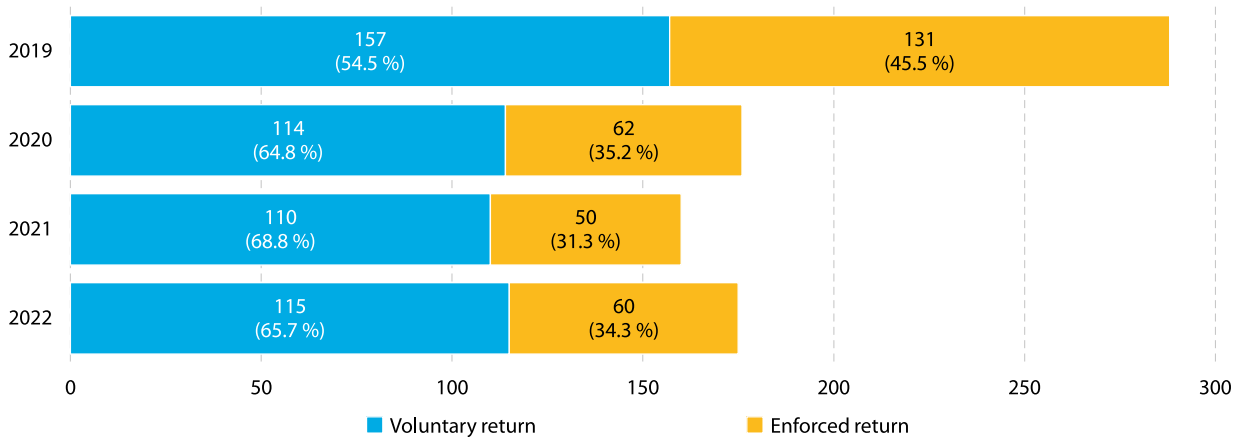


Source: Eurostat (migr\_resoth)



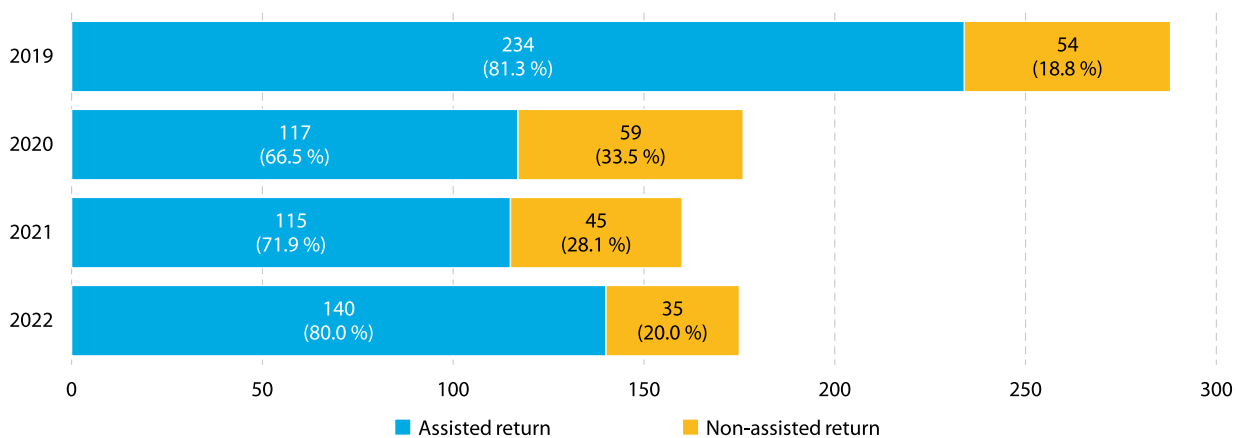
## RETURN AND READMISSION

Third-country nationals who left the territory, by type of return, 2019–2022  
Absolute number (and the share within the total)



Note: data for 2019 and 2020 are from migr\_eirt\_vol. Data for 2021 and 2022 are from migr\_eirtn1.  
Source: Eurostat (migr\_eirt\_vol and migr\_eirtn1)

Third-country nationals who left the territory, by type of assistance received, 2019–2022  
Absolute number (and the share within the total)



Note: data for 2019 and 2020 are from migr\_eirt\_ass. Data for 2021 and 2022 are from migr\_eirtn1.  
Source: Eurostat (migr\_eirt\_ass and migr\_eirtn1)



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- at the following standard number: +32 22999696,
- via the following form: [european-union.europa.eu/contact-eu/write-us\\_en](https://european-union.europa.eu/contact-eu/write-us_en).

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### EU law and related documents

For access to legal information from the EU, including all EU law since 1951 in all the official language versions, go to EUR-Lex ([eur-lex.europa.eu](https://eur-lex.europa.eu)).

### EU open data

The portal [data.europa.eu](https://data.europa.eu) provides access to open datasets from the EU institutions, bodies and agencies. These can be downloaded and reused for free, for both commercial and non-commercial purposes. The portal also provides access to a wealth of datasets from European countries.



## For more information

EMN website: <http://ec.europa.eu/emn>

EMN LinkedIn page: <https://www.linkedin.com/company/european-migration-network>

EMN Twitter account: <https://twitter.com/emnmigration>

EMN YouTube channel: <https://www.youtube.com/@EMNMigration>

## EMN National Contact Points

Austria [www.emn.at/en/](http://www.emn.at/en/)

Belgium [www.emnbelgium.be](http://www.emnbelgium.be)

Bulgaria [www.emn-bg.com](http://www.emn-bg.com)

Croatia <https://emn.gov.hr/>

Cyprus [www.moi.gov.cy/moi/crmd/emnncpc.nsf/home/home?opendocument](http://www.moi.gov.cy/moi/crmd/emnncpc.nsf/home/home?opendocument)

Czechia [www.emncz.eu](http://www.emncz.eu)

Denmark [www.justitsministeriet.dk](http://www.justitsministeriet.dk)

Estonia [www.emn.ee/](http://www.emn.ee/)

Finland <https://emn.fi/en/>

France [www.immigration.interieur.gouv.fr/Europe-et-International/Le-reseau-europeen-des-migrations-REM3/Le-reseau-europeen-des-migrations-REM2](http://www.immigration.interieur.gouv.fr/Europe-et-International/Le-reseau-europeen-des-migrations-REM3/Le-reseau-europeen-des-migrations-REM2)

Germany <https://www.bamf.de/EN/Themen/EMN/emn-node.html>

Greece <http://emn.immigration.gov.gr/en/>

Hungary [www.emnhungary.hu/en](http://www.emnhungary.hu/en)

Ireland [www.emn.ie/](http://www.emn.ie/)

Italy [www.emnitalyncp.it/](http://www.emnitalyncp.it/)

Latvia [www.emn.lv/en/home/](http://www.emn.lv/en/home/)

Lithuania [www.emn.lt/en/](http://www.emn.lt/en/)

Luxembourg <https://emnluxembourg.uni.lu/>

Malta <https://emn.gov.mt/>

The Netherlands <https://www.emnnetherlands.nl/>

Poland <https://www.gov.pl/web/europejska-siec-migracyjna>

Portugal <https://rem.sef.pt/>

Romania <https://www.mai.gov.ro/>

Spain <https://www.emnspain.gob.es>

Slovak Republic <https://emn.sk/en/>

Slovenia <https://emm.si/en/>

Sweden <http://www.emnsweden.se/>

Norway <https://www.udi.no/en/statistics-and-analysis/european-migration-network---norway>

Georgia [https://migration.commission.ge/index.php?article\\_id=1&clang=1](https://migration.commission.ge/index.php?article_id=1&clang=1)

Republic of Moldova <http://bma.gov.md/en>

Ukraine <https://dmsu.gov.ua/en-home.html>

Montenegro <https://www.gov.me/en/mup>

Armenia <https://migration.am/?lang=en>

Serbia <https://kirs.gov.rs/cir>