

2023 ANNUAL REPORT ON MIGRATION AND ASYLUM

SUMMARY

This Annual Report on Migration and Asylum presents the statistical and latest developments relating to immigration, asylum, and integration of third country nationals that occurred in Luxembourg in 2023. It lays out and highlights changes in legislation or policies and it traces significant national debates.

Luxembourg continues to remain a country of immigration and asylum. In 2023, two years after the pandemic, the numbers for immigration and asylum approached the figures of the pre-Covid years.

Although Luxembourg's overall population increases, the proportion of foreigners remains stable compared to the previous year because the net immigration is partially compensated by the resident foreigners who became naturalized in the same year.

Immigration for economic and family reasons represented the largest categories also in 2023 and have surpassed 2022-levels. The same was true for the number of requests for international protection as well as recognition rates. Requests for temporary protection, on the other hand, fell sharply.

Immigration to, asylum and integration in Luxembourg in 2023 were marked in particular by the national elections, the election campaign and the coalition agreement, as well as by major legislative changes in all three areas, political and administrative measures and several debates.

In the run-up to Luxembourg's national elections on 8 October 2023 the competing political parties published their electoral programmes, which this report analyses within its thematic scope. The CSV- and DP-Parties emerged as majority parties from the national elections and following completion of their coalition negotiations, the new Government was sworn in on 17 November 2023. In its Coalition Agreement for the legislative period 2023 to 2028, the new Government foresees several key points in the areas of asylum, migration, and integration which are discussed in greater detail in Chapter 1.

The Law of 7 August 2023, which entered into force on 1 September 2023, amends the Labour Code, the Immigration Law, and the Reception Law, shall be highlighted as one of the major laws of 2023. This law affects several migration-related areas: i.e. the labour market test, higher education and research, reception of asylum seekers, irregular migrants, as well as external Schengen border management.

Asylum, international protection, and temporary protection

Asylum policy in 2023 was marked by substantial legislative changes and the implementation of new reception measures.

The most outstanding legislative development in 2023 was the completion of the revision of the Luxembourgish Constitution. On 18 January 2023, the Law on the revision of Chapter II of the Constitution, which recognises the right to Asylum, has been published. The new provisions entered into force on 1 July 2023.

In the field of reception, several significant legislative changes, such as the removal of the market test for applicants of international protection when requesting a temporary work permit (AOT) took place. In addition, the material aid for applicants of international protection and beneficiaries of temporary protection has been reformed by stipulating the amount of aid relating to food and hygiene and by proposing identical amounts for these basic aids without taking into account the age of the applicant.

The second half of 2023 saw the introduction of new measures that changed access to accommodation for single adult male applicants for international protection in Luxembourg as a reaction to decreasing availabilities in

accommodation in the initial reception facility (please refer to section 4.3), which sparked debates within civil society and extensive media coverage.

The responses to the influx of persons fleeing the war in Ukraine consisted of both an extension of the temporary protection regime and the proposal of a perspective for their lasting establishment in Luxembourg by offering them the possibility to apply for a residence permit as a salaried worker, given they meet specific requirements.¹

Immigration, entry, and residence

The Law of 7 August 2023² introduced major changes in several respects: The conditions of entry into Luxembourg were specified by taking into account European regulations of the ETIAS travel authorization and the EES entry/exit system.

To mitigate existing labour shortages (in specific areas), which require the attraction of talent and administrative simplification, the Labour Code and the Immigration Law were modified. More specifically, the following measures were stipulated: the adaptation of the recruitment procedure for third-country nationals in terms of the “Market Test” for the jobs that appear on a list of professions in serious shortage, the adaptation of the requirements for a residence permit for self-employed persons, for job search, and business creation, free access to the job market for the holders of family member residence permits, and the abolition of the “Market Test” for beneficiaries of a postponement or suspension of removal during the request for a temporary work permit.

The attraction of talent is also an objective of Bill 8304, which deals with updating the EU Blue Card Directive by transposing it into national legislation, thereby helping to tackle skill shortages by simplifying the procedure for highly qualified professionals to join the workforce.

Fighting irregular immigration and illegal employment

With respect to responses to irregular immigration, attention shall be drawn to the modifications made by the Law of 21 April 2023,³ which structures the removal of third-country nationals, provides clarifications on the entry ban to Luxembourg and on residence permits for private reasons, including a residence authorization based on exceptional grounds.

This law also modifies the Labour Code to strengthen the fight against the illegal employment of third-country nationals, by prohibiting the employment of third-country nationals with legal residence but without work authorization and by increasing criminal sanctions against employers who employ third-country nationals in an irregular situation.

Integration

Several fundamental aspects of integration in Luxembourg have been reformed: The Law of 23 August 2023⁴ on Intercultural Living Together repeals the Law on the reception and integration of foreigners and fundamentally changes Luxembourg’s approach to integration to a broader and more open concept of “Intercultural Living Together”. This law applies to everyone who resides or works in Luxembourg, regardless of their nationality. Not only is the term integration replaced by “Intercultural Living Together”, but new structures and new instruments such as a municipal commission with Intercultural Living Together in its remit, which replaces the Municipal Consultative Integration Commission, and the Citizen Pact, which replaces the reception and integration contract, are stipulated.

The Law of 14 July 2023 created the School Integration and Welcoming Service (*Service de l’intégration et de l’accueil scolaire; SIA*), which replaced the Schooling Service for Foreign Children (*Service de scolarisation des*

enfants étrangers, SECAM) to better address social inequalities and to facilitate the provision of information on the educational offers available to incoming pupils and parents.

The fight against racism has been advanced not only by the Law on Intercultural Living Together but also by the Law of 28 March 2023, which introduced an aggravating circumstance for a crime or misdemeanour committed with a discriminatory motivation to the Penal Code.

Within the frame of fighting racism and discrimination, several studies and reports, by CEFIS and LISER, by FRA and the international report by the Council of Europe's European Commission against Racism and Intolerance⁵ were published and raised awareness on this issue. Sectorial consultations (between several ministries) were held to tackle this transversal topic and work on the national action plan against racism and discrimination was continued (please refer to section 7.6).

Finally, the efforts of the national campaign for registration of first-time non-Luxembourgish voters on the electoral lists for the municipal elections on 11 June 2023 resulted in a registration-rate, and hence an increase in political participation, of foreign nationals (EU citizens and third countries) of 19,8%.

A list containing an overview of the legislative developments that took place in 2023 can be found in the appendix.

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LIST OF ABBREVIATIONS

ACCU	Reception class (<i>Classe d'accueil</i>)
ADEM	National Employment Agency (<i>Agence pour le développement de l'emploi</i>)
ADR	Alternative Democratic Reform Party (<i>Alternativ Demokratesch Reformpartei</i>)
AIP	Applicant for international protection
AMIF	Asylum, Migration and Integration Fund
ASTI	Association for the Support of Immigrant Workers (<i>Association de Soutien aux Travailleurs Immigrés</i>)
BIP	Beneficiary of international protection
BTP	Beneficiary of Temporary Protection
BVPL	Passport, Visa and Legalisation Office (<i>Bureau des passeports, visas et légalisations</i>)
CAI	Welcome and Integration Contract (<i>Contrat d'accueil et d'intégration</i>)
CASNA	School Service for Newly Arrived Pupils (<i>Cellule d'Accueil Scolaire pour Elèves Nouveaux Arrivants</i>)
CCDH	Consultative Commission on Human Rights (<i>Commission consultative des Droits de l'Homme</i>)
CCSS	Social Security Office (<i>Centre commun de la sécurité sociale</i>)
CEFIS	Centre for Intercultural and Social Studies and Training (<i>Centre d'Etude et de Formation Interculturelles et Sociales asbl</i>)
CJEU	European Court of Justice
CLAE	Liaison Committee of Organisations of Foreigners (<i>Comité de liaison des associations d'étrangers</i>)
CLI	Integration classes for newly arrived pupils (<i>classes d'intégration pour élèves nouvellement arrivés</i>)
CLIJA	Integration class for young adults aged 16 to 17 years (<i>Classe d'intégration de jeunes adultes</i>)
CLIJA+	Integration class for young adults aged 18 to 24 years (<i>Classe d'intégration de jeunes adultes +</i>)
CNE	National Council for Foreigners (<i>Conseil National pour étrangers</i>)
CPA	Initial Reception Centre (<i>Centre de primo-accueil</i>)
CSAE	Specialised state reception classes at elementary school level (<i>classes spécialisées d'accueil de l'État</i>)
CSV	Christian Social People's Party (<i>Chrëschtlech-Sozial Vollekspartei</i>)
CTIE	Government IT Centre (<i>Centre des technologies de l'information de l'État</i>)
CUSS	Universal Health Care (<i>Couverture universelle des soins de santé</i>)
DAES	Access to Higher Education Diploma (<i>Diplôme d'accès aux études supérieures</i>)
DAPA	Mechanism for Autonomy/Independence during initial reception (<i>Dispositif d'Autonomisation au Primo-Accueil</i>)
DGIM	General Department of Immigration (<i>Direction générale de l'immigration</i>)
DP	Democratic Party (<i>Demokratesch Partei</i>)
DPA	Initial Reception Facility (<i>Dispositif de primo-accueil</i>)
ECRIS	European Criminal Records Information System
EES	Entry-Exit System
EMN	European Migration Network
ENU	ETIAS National Unit
ETIAS	European Travel Information and Authorisation System
EU	European Union
FRA	European Union Agency for Fundamental Rights
Frontex	European Border and Coast Guard Agency
GRESIL	Local Integration Exchange and Support Group (<i>Groupe d'échange et de soutien en matière d'intégration au niveau local</i>)
IBM	Integrated Border Management
ICT	Intra-corporate transfer
IFEN	Institute of National Education Formation (<i>Institut de formation de l'Education nationale</i>)

IGSS	General Inspectorate of Social Security (<i>Inspection générale de la sécurité sociale</i>)
ikl/IKL	Centre for intercultural education (<i>Centre d'éducation interculturelle</i>)
IL	Linguistic Integration (<i>Intégration linguistique</i>)
IMS	Inspiring More Sustainability Network
INL	National Language Institute (<i>Institut national des langues Luxembourg</i>)
IOM	International Organisation for Migration
ISCO	International Standard Classification of Occupations (<i>Classification internationale type des professions – CITP</i>)
ITM	Inspectorate of Labour and Mines (<i>Inspection du Travail et Mines</i>)
LFR	Luxembourg Refugee Council (<i>Lëtzebuenger Flüchtlingsrot</i>)
LISER	Luxembourg Institute of Socio-Economic Research
LISKO	Luxembourg Centre for Integration and Social Cohesion (<i>Lëtzebuenger Integratiouns- a Sozialkohäsiounscenter / Lëtzebuenger Integratiouns- a Sozialkohäsiounscenter</i>)
LSAP	Luxembourg Socialist Workers' Party (<i>Lëtzebuenger Sozialistes Aarbechterpartei</i>)
LU EMN ARM	Annual Report on Migration and Asylum of the EMN Luxembourg
MAEE	Ministry of Foreign and European Affairs. Defense, Development Cooperation and Foreign Trade (<i>Ministère des Affaires Étrangères et Européennes, de la Défense, de la Coopération et du Commerce extérieur</i>)
MENEJ	Ministry of Education, Children and Youth (<i>Ministère de l'Éducation nationale, de l'Enfance et de la Jeunesse</i>)
MFSVA	Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (<i>Ministère de la Famille, des Solidarités, du Vivre ensemble et de l'Accueil</i>)
NATO	North Atlantic Treaty Organization
NGO	Non-Governmental Organisation
NMCD	Notification for short-term mobility (<i>Notification de Mobilité de Courte Durée</i>)
OECD	Organisation for Economic Cooperation and Development
OKAJU	Ombudsman for children and youngsters (<i>Ombudsman fir Kanner a Jugendlecher</i>)
ONA	National Reception Office (<i>Office National de l'accueil</i>)
ONE	National Office for Childhood (<i>Office National de l'enfance</i>)
PAN (Integration PAN)	Multi-Annual National Action Plan for Integration (<i>Plan d'Action National d'intégration</i>)
PIA	Accompanied Integration Pathway (<i>Parcours d'intégration accompagné</i>)
PvZ	Pact of Living Together (<i>Pakt vum Zesummeliewen</i>)
REVIS	Social inclusion income (<i>Revenu d'Inclusion Sociale</i>)
RNPP	National Registry of Natural Persons (<i>Registre national des personnes physiques</i>)
RYSE	Refugee Youth Support and Empowerment
SECAM	Department for the schooling of foreign children (<i>Service de la scolarisation des enfants étrangers</i>)
SFA	Adult Education Service (<i>Service de la formation des adultes</i>)
SHTDPI	Temporary Reception Facilities for applicants for international protection (<i>Structure d'hébergement temporaire pour Demandeurs de Protection Internationale</i>)
SHUK	Semi-open return facility (<i>Structure d'hébergement d'urgence au Kirchberg</i>)
SIA	School Integration and Reception Service (<i>Service de l'Intégration et de l'Accueil scolaire</i>)
STATEC	National Institute for Statistics and Economic Studies (<i>Institut national de la statistique et des études économiques du Grand-Duché de Luxembourg</i>)
Syvicol/ SYVICOL	Association of Luxembourgish Cities and Municipalities (<i>Syndicat des Villes et Communes Luxembourgeoises</i>)
TCN	Third-country national
TPD	Temporary Protection Directive (2001/55/EC of 20 July 2001)
UAM	Unaccompanied minor
UK	United Kingdom
UNHCR	United Nations High Commissioner for Refugees
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNTOC	United Nations Convention against Transnational Organised Crime
VHT	Victim of human trafficking
WP	Work permit (<i>Autorisation de travail, AT</i>)

PREFACE

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

The present report was written by the Luxembourg National Contact Point of the European Migration Network (EMN_Luxembourg⁶), namely by Nicole Holzapfel-Mantin, David Thiry, Adolfo Sommarribas, Ralph Petry, and Zane Rozenberga under the supervision of Prof. Dr. Birte Nienaber. We are grateful for the ongoing and invaluable support of Sylvain Besch of the Centre for Intercultural and Social Study and Training (CEFIS), Pietro Lombardini and Marie-Pierre Badet of the National Reception Office (ONA), Charlotte Rauchs and Alain Bliss of the Directorate of Immigration (Ministry of Home Affairs), Pascale Millim and Joëlle Gilles of the Ministry of Justice, Anne Daems, Dr. Pierre Weiss, and Anna Kirsch of the Division for Intercultural Living Together (Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees), and François Peltier and Charlie Klein of the National Institute for Statistics and Economic Studies (STATEC).

METHODOLOGY

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

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

The sources of information used were:

Primary sources

- National and European legislation;
- Parliamentary documents (bills introduced to parliament, opinions of various stakeholders on draft laws, etc.);
- Publications by national governmental and non-governmental experts;
- Publications by non-governmental organisations active in the field of migration and asylum;
- Parliamentary debates and questions;⁷
- Relevant internet sites (ministries, non-governmental organisations, etc.);
- Database on administrative case law of administrative jurisdictions.⁸

Secondary sources

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

Tertiary sources

- EMN Asylum and Migration Glossary 7.0⁹

TERMINOLOGY AND DEFINITIONS

The usage of all terms, except when they are used in the national context and differ, is in accordance with the definitions provided by the Asylum and Migration Glossary 7.0 of the European Migration Network.¹⁰

When terms are used in national context, they are defined by national legislation; for instance the definition of *temporary protection*:

“The temporary protection status is a specific protection status activated at European level for persons having fled the war in Ukraine. It is available to persons who resided in Ukraine before 24 February 2022 and who arrived in Luxembourg since 24 February 2022, or shortly before.

It applies to Ukrainian nationals and their family members, but also to nationals of third countries other than Ukraine who have resided in Ukraine if they are unable to return in safe and durable conditions to their country or region of origin.”¹¹

Foreigner is defined as “any person who does not possess the Luxembourg nationality, who either exclusively possesses another nationality, or who possesses none”.¹²

International protection includes “the refugee status and the subsidiary protection status”.¹³

Refugee is defined as “any third-country national or stateless person who, because they fear with good reason of being persecuted because of their race, religion, nationality, political opinions or belonging to a certain social group, is outside the country of which they have the nationality and who cannot or, because of this fear, does not want to claim the protection of this country or any stateless person who, being for the above reasons outside the country in which they had their habitual residence, cannot or, because of this fear, does not want to return there.”¹⁴

Beneficiary of subsidiary protection is defined as “any third-country national or stateless person who cannot be considered a refugee, but for whom there are serious and proven reasons to believe that the person concerned, if returned to their country of origin or, in the case of a stateless person, in the country in which they had their habitual residence, would run a real risk of suffering serious harm, and this person being unable or, in view of this risk, not being prepared to avail themselves of the protection of that country.”¹⁵

1. OVERARCHING AND CROSSCUTTING DEVELOPMENTS

AT A GLANCE

- National elections of 8 October 2023
- New government since 17 November 2023

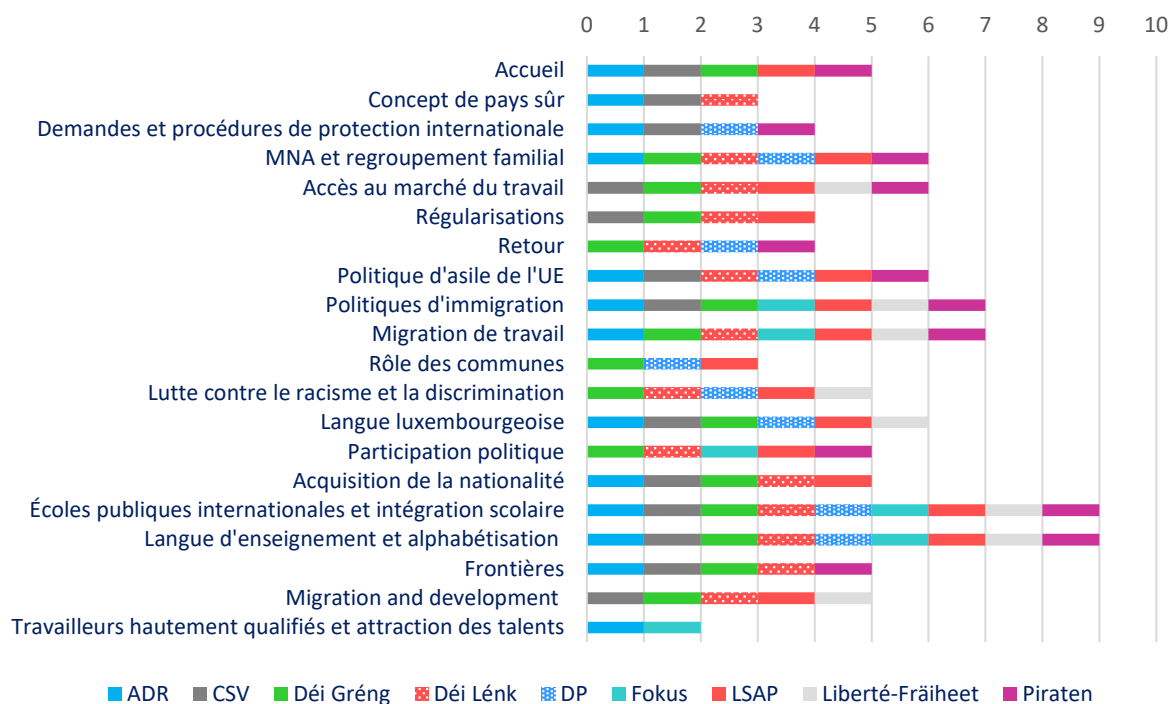
National elections on 8 October 2023

Electoral programmes

The following analysis and comparison cover the electoral programmes of the political parties that ran in all four electoral districts of Luxembourg for the national elections and includes the following nine political parties: ADR, CSV, Déi Gréng, Déi Lénk, DP, Fokus, LSAP, Liberté-Fräiheet, and Piraten. The analysis and comparison have been conducted by structuring the information gathered into certain categories. The three parties, Volt, KPL and Déi Konservativ, that were not up for election in all constituencies, have not been included in this analysis.

This analysis and comparison showed that not all parties covered the entire thematic spectrum of immigration, asylum, and integration in their programmes. Each party rather focussed on several aspects and proposed measures or changes, while also touching upon other points in a more general manner. The visual distribution of the subjects covered by the parties' electoral programmes (Figure 1) illustrates that the issues of public international schools and school integration, educational language and alphabetisation, as well as labour migration seem to have been deemed of great importance, as they are covered by all parties.

Figure 1: Overview of distribution of topics across political parties



Source: Electoral programmes of ADR, CSV, Déi Gréng, Déi Lénk, DP, Fokus, LSAP, Liberté-Fräiheet, Piraten, 2023 © University of Luxembourg, 2024

With respect to specific topics, several parties that generally position themselves mostly distant from each other on the political spectrum, had at times similar proposals. For instance, the improvement of market access of beneficiaries of international protection (CSV and Déi Lénk), regularisation of specific groups of people on a case by-case basis (CSV and LSAP), facilitation of labour market access for AIPs (CSV and LSAP), faster returns of people who do not meet requirements for international protection (CSV, Déi Gréng, Piraten) and the revision of the Dublin-III regulations (CSV, Déi Lénk, DP, Piraten). There was broad consensus with respect to Luxembourgish as language for integration and education, differences were mainly related to the weight of Luxembourgish in relation to the two other official languages (French and German).

Asylum

Reception and accommodation

Had they been elected, Déi Gréng (The Greens) and LSAP would have supported the creation of a one-stop shop for AIPs, similar to the one created for people arriving from Ukraine.¹⁶ In terms of accommodation for AIPs, CSV, Déi Gréng and Déi Lénk (The Left) argued for a system that would mandate municipalities to cooperate with the distribution of applicants, while ADR would have not implemented distribution keys on the national level.¹⁷ Déi Gréng would have supported resettlement programs on the European level.

Déi Gréng and Piraten would have hosted AIPs in smaller reception structures and both parties would have created specialized structures for the protection of different vulnerable groups¹⁸ and increased staff in the facilities.¹⁹ Déi Lénk would have built new reception structures and renovated existing ones²⁰, Déi Gréng would have supported private households that host refugees.²¹ Déi Gréng, Déi Lénk, and Piraten would have strengthened the autonomy of AIPs.²²

Two parties addressed the role of the National Reception Office (ONA): CSV intends to review its scope and operations while Déi Gréng would have opted for a reform.²³

International protection procedure

ADR would have supported and CSV intends to implement shorter international protection procedures; more specifically, CSV wants to limit the procedure to 12 months.²⁴ Had they been elected, Déi Gréng would have taken measures to ensure that proceedings will not go beyond their legally determined durations, and that AIPs could view the progress of their application online.²⁵ DP supports more efficient processing of applications.²⁶ According to Piraten, applications for international protection should have been automatically approved in case no decision was taken one year after the submission.²⁷

Safe countries

CSV wants to update the list of safe countries of origin regularly, while ADR would have expanded this list.²⁸ ADR would have not granted asylum to people from safe third countries and would have scrapped any prospects for protection or residence for them. ADR would have also demanded temporary visa-requirements for certain Balkan countries until citizens from those countries are not able to apply for international protection anymore.²⁹ Déi Lénk would have abolished the list of safe third countries.³⁰

Unaccompanied minors

Several parties would have worked on changing the situation of unaccompanied minors. Déi Gréng, Déi Lénk and Piraten would have wanted the National Children's Bureau (ONE) to take over some of the responsibilities from the National Reception Office (ONA) when it comes to the reception and care of unaccompanied minors.³¹ Déi Gréng and Déi Lénk would have created a special status for UAMs. Déi Lénk would have attached additional rights for UAMs to this specific legal status and the party also demanded that minors must be assigned an ad-hoc administrator already during their first meeting with the General Department of Immigration.³² Piraten would have prohibited the detention of children and LSAP would have reviewed the situation of UAMs in terms of reception, accommodation, support for procedures, status and rights.³³

Piraten would have ensured that age determination procedures comply with human rights, while Déi Lénk would have banned bone x-rays for age determination.³⁴ ADR on the other hand would have increased the power of authorities when determining age.³⁵

Family reunification

Déi Lénk, Déi Gréng, and Piraten would have extended and facilitated family reunification while ADR would have made sure that family reunification be done in another Member State, if possible.³⁶ DP insists that family reunification must be implemented in a way that integration is possible, Piraten would have simplified the procedure.³⁷

Labour market access and trainings

CSV intends to and Déi Lénk would have improve(d) labour market access for BIPs.³⁸ CSV, Déi Gréng, LSAP, and Piraten have proposed different measures to facilitate labour market integration of AIPs. Déi Gréng, Piraten and LSAP would have introduced the screening of AIPs for their competencies and interests and in a similar vein, CSV intends to determine the qualification of BIPs at an early stage.³⁹ LSAP would have simplified the procedure for obtaining a temporary occupation permit (AOT).⁴⁰ Facilitating access to trainings would have been advanced by Déi Gréng, Déi Lénk, the LSAP, and the Piraten.⁴¹

European asylum policy

There is broad consensus on the necessity for a revision of Dublin III regulation (CSV, Déi Lénk, DP, and Piraten), while ADR would have kept the current system.⁴² DP and Déi Lénk both recommended an EU-wide distribution of refugees. CSV and LSAP also reiterated the importance of solidarity when talking about a common EU migration and asylum policy. In addition, the Piraten proposed that AIPs should be able to submit their applications to the country of their choice and CSV support the new EU pact on migration and asylum that was under discussion at that time.⁴³

Immigration

Legal immigration, policies and procedures

If elected, ADR would have pushed for selective immigration policies (e.g. based on a credit system) and for an end to “mass immigration for economic reasons”. Fokus believed that there is no alternative to the current restrictive European migration policies and CSV argue that clear rules are needed.⁴⁴

Déi Gréng would have worked on developing safe migratory routes, on the creation of an appropriate institutional framework for immigration and emigration as well as additional legal migration pathways on the national and EU-level. Piraten would have created a dedicated ministry for migration that would have brought together all migration-related responsibilities under one roof and supported an interministerial committee. LSAP would have created a digital platform that tracks immigration procedures and would have pushed for simplified residence and work permits.⁴⁵

Fokus proposed the concept of “E-residency”, a digital citizenship not requiring physical residency in Luxembourg. According to the party this would have generate economic added value without further increasing the number of physical residents and hence without increasing migration.⁴⁶

According to Liberté-Fräiheet the elimination of the inheritance tax for family members would incentivise affluent foreign individuals to settle in Luxembourg.⁴⁷

Labour migration

LSAP and Fokus would have both facilitated the immigration of qualified workers, while ADR would have narrowed this down to “highly qualified” migrants.⁴⁸ CSV, Déi Gréng, LSAP, and Piraten expressed the need for migrant workers to counteract skill shortages. Déi Gréng would have created new pathways for labour migration, terminated the labour market test for sectors with high shortages and sped up and digitalized the process for granting work permits. A digital, fast, and efficient bureaucracy was also envisaged by LSAP. Piraten and LSAP recommended a simplification for recognizing diplomas from third countries.⁴⁹

CSV and DP both addressed talent attraction in greater detail. Both parties want to expand or strengthen the profit-sharing bonus (*prime participative*) and simplify and accelerate visa procedures for professionals from third-countries.⁵⁰ CSV intends to create fiscal incentives for companies that create accommodation for their employees, while DP pushes for simplified labour market access through temporary permits and new Work & Travel Visa Agreements with third countries.⁵¹ DP also plans on evaluating the tax regime for highly skilled and qualified workers (*regime d'impatrié*) and on making changes if necessary. DP wants to complement the talent attraction strategy in place with approaches tailored to specific sectors, such as construction or health.⁵²

Fokus proposed the creation of contact points around the world for people interested in working in Luxembourg to get in contact with companies looking for qualified employees, and to organise immigration procedures.⁵³

Liberté-Fräiheet regretted the fact that someone with a residence permit can only be employed when they also obtain a work authorisation.⁵⁴

Regularizations

CSV intends to and LSAP would have regularize(d) people without residence permits on a case-by-case basis.⁵⁵ Déi Gréng proposed a temporary regularization program for different groups without residence permits and changes in the Immigration Law.⁵⁶ Déi Lénk would have approved regularizations of people that meet certain criteria that would justify their stay.⁵⁷

Return

CSV intends to implement fast returns of people who do not meet the requirements for international protection, and Déi Gréng and Piraten proposed similar ideas.⁵⁸ Déi Gréng would have seen to create support structures for people without residence permit or right of residence (*maison de retour*) and to the evaluation of the implementation of voluntary returns.⁵⁹ As elected governing party, DP will demand that expulsions must be explained and justified, while Déi Lénk would have abolished detention and closed down return facilities.⁶⁰

Borders

The ADR expressed its support for Frontex as a guard of the EU's external borders and would have approved isolated/targeted border checks within the Schengen Area as well as enabling states to turn people who violate laws away from Europe's internal borders.⁶¹ While rejecting a "Fortress Europe", CSV intends to strengthen Frontex to improve protection of the EU's external borders as well as the fight against human trafficking. Organised begging in groups is perceived as human trafficking by Liberté-Fräiheet and the party would have pushed for relentless prosecution of this crime.⁶²

CSV advocates for improving the Schengen control system by making border control management and the EURODAC system more effective.⁶³ DP states that FRONTEX should play a greater role in controlling external borders, simultaneously, their activities must be more closely monitored and subjected to critical evaluation.⁶⁴

Déi Gréng proposed rescue operations at sea and underlined the importance of respect for human rights at Europe's external borders.⁶⁵ Déi Lénk would have liked to see the EU's external borders managed in a way that respects human rights and guarantees safe pathways to Europe. The party opposed the externalisation of migration control by the EU.⁶⁶ Piraten demanded an immediate stop of pushbacks at the EU's external borders.⁶⁷

Migration and development

CSV plans on fighting root causes of forced migration⁶⁸ - an objective that was also sheard by Déi Lénk. CSV also highlighted the importance of strategical partnerships with Africa, including refugee policies.⁶⁹ Déi Gréng and Déi Lénk would have liked to see that funds are used to combat poverty and that development aid is not instrumentalized or used only under the condition that third countries decide to collaborate in migration management. LSAP advocated for respecting development additionality⁷⁰ when allocating funds for development assistance.⁷¹

Integration and Living Together

Role of municipalities

LSAP, DP, and Déi Gréng attributed municipalities a central role for Intercultural Living Together and for implementing integration strategies.⁷²

Fighting racism and discrimination

LSAP, DP, Déi Gréng, and Déi Lénk committed to systematically combat racism and discrimination (i.e. by developing a national action plan against racism or including racist and other discriminatory motives in the penal code).⁷³ The mentioned parties proposed a variety of measures, including strengthening the Centre for Equal Treatment (CET) (Déi Gréng and Déi Lénk), consult and financially support communes and communal syndicates (Déi Gréng) and create a neutral and secure place for victims of discrimination (LSAP).⁷⁴ Déi Gréng would have created a broad range of training opportunities on anti-racism, anti-discrimination, post-colonialism, and intercultural competencies. As a means to better combat racism and discrimination, the revision and adaption of curricula would have been supported by Déi Gréng and LSAP.⁷⁵

Political participation of non-nationals

Déi Gréng, Déi Lénk, Fokus, Piraten, and LSAP supported stronger political participation for non-nationals. Déi Gréng supported a more general expansion of the political participation of foreigners. LSAP carefully expressed their support for voting rights for non-nationals, all while respecting the outcome of the 2015 referendum, stating that the right to vote for non-nationals would in no way take away from Luxembourg's sovereignty but would, on the contrary, strengthen the country's democratic structures. Déi Lénk expressed a clear desire to push for voting rights for foreigners in national elections. Fokus specifically wanted EU-citizens to be able to vote national elections in the medium run.⁷⁶

Fokus further proposed a "National Council for Foreigners", made up of 60 non-Luxembourgish people, that would have worked closely with Parliament.⁷⁷ Piraten would have created a "National Citizens Council".⁷⁸

Acquisition of nationality

Déi Lénk and LSAP would have facilitated access to the Luxembourgish nationality and Déi Gréng would have encouraged naturalization and considered potential facilitation of the processes. ADR would have raised the Luxembourgish language requirements for obtaining the nationality.⁷⁹

Luxembourgish and other language courses for adults

Many parties, including ADR, CSV, Déi Gréng, DP, and LSAP assigned the Luxembourgish language and access to language courses a central role in the integration process and vowed to increase related efforts.⁸⁰ While ADR's main aim was to promote and strengthen the learning of Luxembourgish, other parties were also paying attention to the other official languages.

ADR would have offered free Luxembourgish courses for people who want to work in the health care sector as this party would have required them to attain A1 level before starting to work and would have annulled their contracts in case they could not speak a minimum of Luxembourgish.⁸¹ ADR would have also created a dedicated Ministry for Luxembourgish language, Integration and Culture.⁸² LSAP would have offered free certified language courses in all three national languages for newly arrived people to improve their access to the labour market.⁸³ Déi Gréng would have evaluated and improved the linguistic leave (*congé linguistique*) and expanded the offer to German and French.⁸⁴

While Luxembourgish traditions, culture and language are important to Liberté-Fräiheet, the party would have not required non-Luxembourgers to learn Luxembourgish. The party would have also advocated for the recognition of English as the fourth official language of the Grand Duchy to accommodate the language needs of a large share of incoming foreigners.⁸⁵

Public international schools and/or traditional public schools

The expansion of public international schools and/or the role of the traditional public schools were discussed by every political party.

ADR, Déi Lénk, and Fokus were strongly opposed to the opening of additional public international schools and are clearly in favour of traditional public schools, CSV wants to strengthen traditional public schools in general rather than seeing a continuous expansion of European schools, the public international school model will be evaluated.⁸⁶

Déi Gréng, LSAP and Piraten did not take a definitive stance for or against the expansion of public international schools. Déi Gréng would have opted for an evaluation of the public international schools and for bringing them closer to the regular public schools.⁸⁷ LSAP and Piraten encouraged closer links between both systems to avoid segregation, Piraten added that having two systems running parallel to each other should not be the long-term goal.⁸⁸ DP intends to expand both public international and traditional public schools and supports a coexistence of both systems with specific adaptations (linguistic adaptations in particular).⁸⁹ Liberté-Fräiheet do not consider it necessary to learn Luxembourgish in day cares and schools and hence would not have made this mandatory in the curriculum. The party would have supported international schools and international programmes in public schools.⁹⁰

Educational languages and alphabetization

All parties expressed the desire to rethink language education in order to offer greater equality of opportunities to children. ADR, Déi Gréng, Déi Lénk, DP, LSAP, and Piraten highlighted the importance of Luxembourgish as an educational language.⁹¹ In regard to the alphabetization of pupils, DP and Fokus pushed for German and French options. LSAP and Déi Gréng would have supported the nation-wide implementation of alphabetization in French, but only following an assessment of the current pilot-project. The latter also holds for CSV. Piraten would have introduced alphabetization in additional languages, not only in German.⁹²

ADR would have remained with the German alphabetization model only.⁹³ Déi Lénk proposed an alphabetization model in Luxembourgish, as it is a unifying language in comparison to other models of plurilingual learning.⁹⁴

New Luxembourgish government

Coalition Agreement (2023 – 2028)

Following the national elections on 8 October 2023, a government coalition consisting of the CSV- and DP-Parties was formed and took office on 17 November 2023.⁹⁵ In their Coalition Agreement 2023-2028 signed on 16 November 2023, the new Government addresses the following points in the area of migration, international protection, and integration:⁹⁶

Legal Migration

In the area of legal migration, the new Government plans to address labour shortages by attracting people with sought after qualifications, by adapting the Immigration law to facilitate and accelerate the procedures for obtaining visa, by introducing “work and travel visas” to simplify access to the domestic labour market, and by creating an online portal where all relevant information for (prospective) employees and employers is consolidated.⁹⁷

International protection

Changes foreseen in the area of international protection include the possibility for the General Department of Immigration to request DNA-tests to prove family ties to clarify a person's family ties and identity and the increase in the number of judges in charge to appeal procedures. Further, the Government maintains that it will continue to defend the fundamental right to asylum and underlined that Luxembourg "remains an open host country". Each asylum application shall continue to be assessed on an individual basis and the list of safe countries of origin shall continue to be reviewed regularly.

Applicants for international protection shall be able to conclude an employment contract in sectors with significant labour shortage already four months (instead of currently six months) after the submission of their application for international protection.⁹⁸

The Government plans to carry out an analysis on how ONA operates. To address limited reception capacities, the Government intends to work towards achieving a fair distribution of applicants for international protection (AIPs) throughout the country and the Public Building Administration is asked to evaluate existing structures and to draw up a multi-year plan to build new structures for the ONA's accommodation network. Beneficiaries of international protection should be enabled to leave reception facilities quickly as it is foreseen that they will not receive the full amount of the social inclusion income (REVIS) if they continue to live in structures run by ONA.⁹⁹ The Government contemplates organising language and living-together courses for all applicants of international protection.¹⁰⁰

Return

A new concept for voluntary returns with the following cornerstones is planned: (i) canvassing AIPs as soon as they submit their application, (ii) increasing aid for voluntary return, (iii) creating return houses for individuals who are the subject of a return decision so they can be accommodated outside ONA structures.¹⁰¹

Integration/Intercultural Living Together

The Government underlines the importance of "Living Together" for social cohesion within Luxembourg. The Law of 23 August 2023 relating to Intercultural Living Together applies to Luxembourgish nationals, EU-citizens, third-country nationals, and cross-border-workers ("Frontaliers"). The Government considers the drafting of the National Action Plan for Intercultural Living (PAN Intercultural Living) as a priority and announced a comprehensive consultation process for its drafting process. To tackle racism and discrimination, the government will present a National Action Plan.¹⁰²

Education and teaching

Underlining the significance of languages, the Government intends to continue alphabetisation in French and German and expand international schools (new projects are foreseen for Esch/Alzette, Dudelange, and Luxembourg City). It is planned to facilitate migrants' access to vocational training by offering courses in multiple languages (FR, EN) and to review language teachings at the secondary level.¹⁰³

Human trafficking

The Government announced that it will continue fighting against human trafficking.¹⁰⁴

Migration to Europe and external borders

The Government Coalition supports the Pact on migration and asylum, stronger protection of Europe's external borders, greater cooperation with countries of origin and transit, as well as a comprehensive reform of the Dublin III System. With respect to irregular migration, the Government is in favour of strengthening control mechanisms in the Schengen Area and for a European Union Strategy for Africa.¹⁰⁵

Opinion by the Luxembourg Refugee Council (LFR)

On 19 January 2024, the Luxembourg Refugee Council (LFR) published their analysis of the migration chapter of the 2023-2028 coalition agreement.¹⁰⁶

Procedures and delays

The new Government wants quicker international protection procedures, the LFR supports this while adding that quicker and more efficient procedures must respect fundamental rights and guarantee special procedures for applicants. Faster procedures must not lead to superficial analyses of applications, they must come as a result of recruiting additional trained staff. The LFR also reminds that there are no automatic mechanisms for granting international protection except if the European Union decides to implement elements of temporary protection.¹⁰⁷

Family reunification procedures

In the context of family reunification, the LFR states that in accordance with Directive 2003/86/CE¹⁰⁸, DNA tests should only be used if no other ways of determining family ties are available. If DNA tests are used, the costs should be covered by the State and the concerned persons must give their full and informed consent. The LFR added that Luxembourg must respect the principles of UNHCR¹⁰⁹ as well as individuals' fundamental rights in accordance with the Law of 2 August 2022 on the protection of individuals regarding the processing of personal data¹¹⁰ and Directive 2003/86/CE.¹¹¹ The LFR also calls for a review of the legislation, taking account of the recommendations from the European Commission on guidance for application of the Directive 2003/86/EC on the right to family reunification.¹¹²

Reinforcing reception structures and reforming the ONA

The LFR welcomes the commitment of the new Government to ask the Public Building Administration to draw up a multi-annual plan for constructing new accommodation structures and assessing existing buildings. An analysis of ONA's operations is welcomed by the LFR and it is suggested to consult with NGOs and possibly with the beneficiaries of ONA's services for this analysis. The LFR also supports the idea of distributing AIPs throughout the country, but to also include BIPs, and BTPs.¹¹³

Setting up mechanisms to finance the private hosting of BIPs and BTPs

The new Government will consider providing financial support to people who have been hosting BTPs for more than six months. The LFR urges to legally stipulate this measure and including e.g. tax relief for host families, who must be carefully selected and given appropriate training.¹¹⁴

REVIS

The LFR is firmly opposed to new Government's intention to retain part of the social inclusion income (REVIS) to pay the rent for ONA and to constitute a reserve for the payment of a rental guarantee in case of the rental of an apartment. The LFR instead proposed that a reform of the REVIS law should allow people that are hosted by private persons to continue benefiting from the REVIS without the income of the host families being taken into account to calculate the total amount allocated.¹¹⁵

Enabling BIPs and BTPs to leave ONA's structures faster

The LFR agrees that each BIP or BTP should leave ONA's structures quickly. However, this is only possible when effective measures are taken to facilitate access to individual housing. The LFR is alarmed by the increasing number of people that were forced to leave the structures, leaving many of them in very precarious situations.¹¹⁶

Enhancing the employment of people

The LFR acknowledges the intention of the new Government to allow AIPs to sign a work contract in sectors with severe labour shortages, four months after introducing their application for international protection (the current waiting time is six months). However, the LFR would like to know whether this applies to temporary work permits only and the LFR would like to see a general reform of the temporary work permit (AOT).¹¹⁷

Procedures for rejected asylum seekers

The LFR regrets that the new Government does not plan a general regularization of rejected AIPs and other persons in irregular situations. However, the LFR welcomes the new Government's idea of creating a hardship commission for individual cases, a Grand-Ducal Regulation should further define it.¹¹⁸

Renaming of several ministries and new division of competencies

The new Government redistributed the portfolios and the competences of several ministries, which lead to their renaming. The Ministry of Foreign and European Affairs was renamed to [Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade](#) and the Ministry of Family Affairs, Integration and the Greater Region was renamed to [Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees](#).

More specifically, the General Department of Immigration (formerly the Directorate of Immigration) has moved from the Ministry of Foreign and European Affairs to the Ministry of Home Affairs. The National Reception Office (ONA) has moved from the Ministry of Foreign and European Affairs to the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees.¹¹⁹

2. DEMOGRAPHIC DEVELOPMENTS

AT A GLANCE

- On 1 January 2024, **Luxembourg had 672 050 residents**, which equals a net change of its population of 11 241 compared to January 1, 2023.
- Luxembourg's **overall migratory balance amounts to +10 376 people** in 2023 consisting of: +7 337 third-country nationals, +4 321 foreign EU citizens and -1 282 Luxembourg nationals.
- As of January 1, 2024, the **share of foreigners** in the country was 47,3%. The foreign population consisted of 245 548 EU citizens (77,3%) and 72 130 third-country nationals (22,7%).

On 1 January 2024, Luxembourg had 672 050 residents, that is 354 372 Luxembourgers (52,7%) and 317 678 foreigners (47,3%). During the year 2023, the overall population of the Grand Duchy increased by 1,7%.¹²⁰

2.1 Net population change

The net change of the population of Luxembourg in 2023, that is, the sum of the natural population change (difference between births and deaths) and the net migration (difference between number of immigrants and emigrants), was 11 241 people. With the exception of the change in the share of third country nationals, this almost mirrors last year's changes. More specifically, in 2023, there was a relative growth of Luxembourg nationals by 2,0% (1,8% in 2022) and a positive growth of third-country nationals of 6,6% (representing a significant drop compared to their 2022 growth-rate of 16,1%) and a slight decrease of citizens of the European Union (EU) of -0,1% (identical to 2022). These figures were established on the basis of data from the National Register of Natural Persons (RNPP). The migratory surplus and the natural increase of the population have been the subject of a statistical adjustment taking into account write-offs which are not reflected in births, deaths and migrations.¹²¹

2.2 In- and out migrations

In 2023, the number of arrivals (26 964 persons) decreased by 14,2% when compared to 2022 (31 433 persons). The group of arrivals to Luxembourg consisted of 53,4% (14 397 persons) EU citizens, 39,9% (10 747 people) third-country nationals and 6,7% (1 820 people) Luxembourgers. The number of departures from Luxembourg was 16 588 compared to 17 227 in 2022, which is a decrease of 3,4% when set against 2022. Among the emigrants were 60,7% EU citizens, 20,6% third-country nationals and 18,7% Luxembourg nationals.

In 2023, the migratory surplus was + 10 376 compared with + 14 206 in 2022, representing a decline of 27%- Net migration was positive for third-country nationals (+7 337, compared to +12 149 in 2022) and EU citizens (+4 321, compared to 3 748 in 2022) but remained negative for Luxembourgers (- 1 282 compared to -1 691 in 2022).¹²²

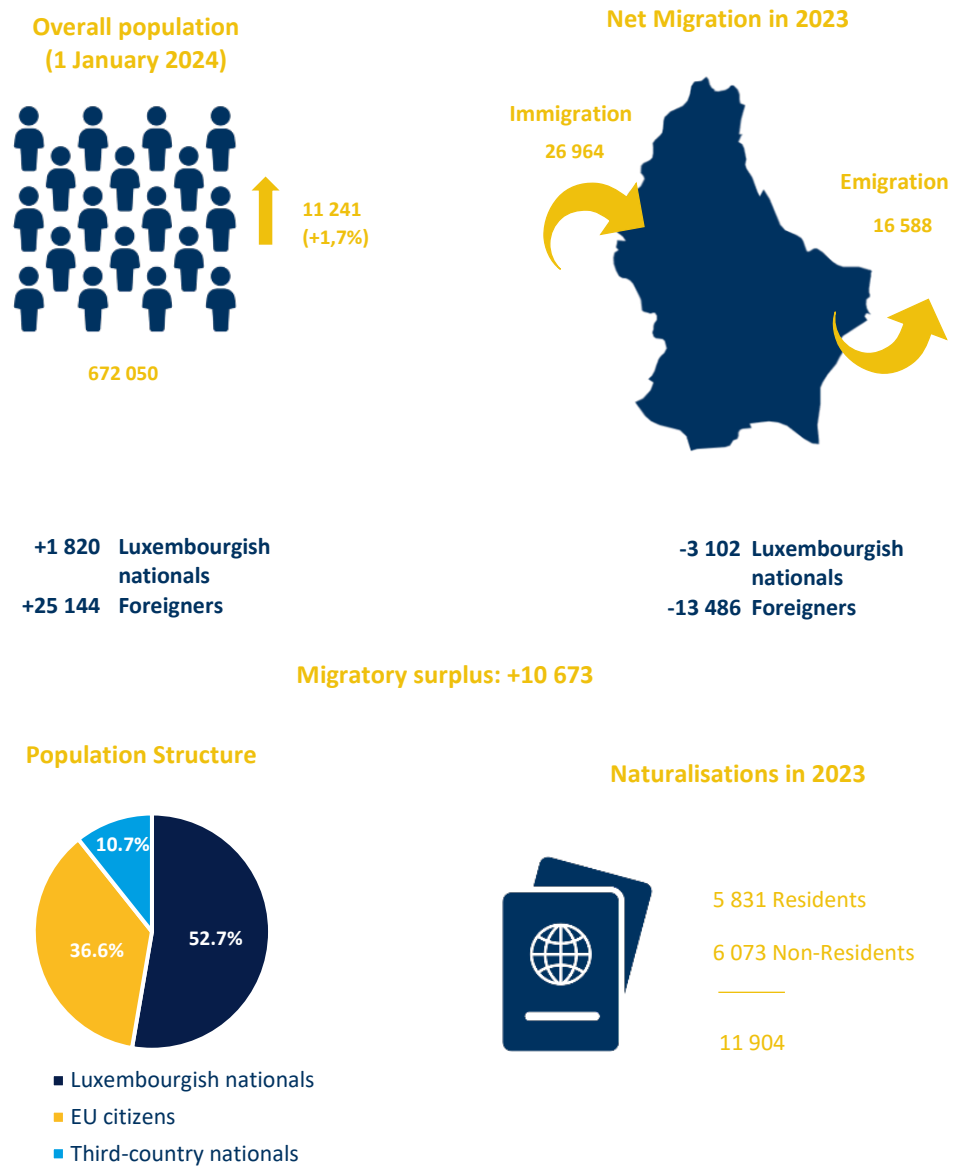
2.3 Composition of population

With a share of 47,3% of the total population, the proportion of foreigners in the country has remained stable compared to 2022 (47,4) and 2021 (47,2%). On 1 January 2024, 317 678 foreigners resided in Luxembourg, of which 245 548 were EU citizens and 72 130 third-country nationals. The share of EU citizens of the foreign resident population continued to decrease in 2023 (77,3% in 2023 compared to 78,4% in 2022 and 80,8% in 2021) while the proportion of third-country nationals kept on growing (22,7% in 2023 compared to 21,6% in 2022 and 19,2% in 2021). Third-country nationals represented 10,8% of the total population (10,2% in 2022) and, as in 2022, the top seven foreign nationalities residing in Luxembourg were EU citizens (from Portugal, France, Italy, Belgium, Germany, Spain, and Romania).¹²³

2.4 Top five third-country nationalities in Luxembourg

Ukrainians remain the largest group of third-country nationals in Luxembourg. While they were not listed in the top five in 2021, 5 357 Ukrainians were recorded in Luxembourg on 1 January 2024 (5 238 on 1 January 2023). They rank on place eight of the top ten foreign nationalities residing in Luxembourg and before Indian nationals (5 091), and Chinese nationals (4 545) and Syrians (3 742). British nationals have fallen from 4th place (3 924 residents in 2022) to 5th place (3 739 residents in 2023). The 3 255 Brazilians occupy the 6th place, as in 2022.¹²⁴

Figure 2: Demographic developments in 2023



Source: STATEC, CTIE 2024 © University of Luxembourg, 2024

Table 1: Top five third-country nationalities in Luxembourg as of 1 January 2024

Nationality	Number					Number	Share (%) of total population on
	1 January 2019	1 January 2020	1 January 2021	1 January 2022	1 January 2023	1 January 2024	
Ukrainian	912	980	1 007	1 075	5 238	5 357	0,8
Indian	2 331	2 804	3 125	3 777	4 657	5 091	0,8
Chinese	3 714	3 925	3 999	4 142	4 295	4 545	0,7
British	(5 766)	(5 317)	4 561	4 104	3 924	3 739	0,6
Syrian	1 933	2 266	2 535	2 696	3 231	3 742	0,6

Source: STATEC, CTIE 2024 © University of Luxembourg, 2024

Table 2: Top 20 foreign nationalities residing in Luxembourg as of 1 January 2023

Nationality	Number	Share (%) of total population
Portuguese	90 915	13,5%
French	49 234	7,3%
Italian	25 116	3,7%
Belgian	18 889	2,8%
German	12 480	1,9%
Spanish	9 540	1,4%
Romanian	6 828	1,0%
Ukrainian	5 357	0,8%
Polish	5 217	0,8%
Indian	5 091	0,8%
Chinese	4 545	0,7%
Greek	4 472	0,7%
Dutch	3 934	0,6%
Syrian	3 742	0,6%
British	3 739	0,6%
Brazilian	3 255	0,5%
Montenegrin	2 842	0,4%
Cape Verdean	2 518	0,4%
Eritrean	2 458	0,4%
Russian	2 389	0,4%

Source: STATEC, CTIE 2024, © University of Luxembourg 2024

3. LEGAL MIGRATION AND MOBILITY

AT A GLANCE

- **Law of 21 April 2023** structures the **removal of third-country nationals from the territory** and regulates **residence permits for private reasons**
- **Law of 7 August 2023** tightens and clarifies **regulations on different types of residence permits**
- **Bill 8304** updating the amendments of the **Blue Card Directive**

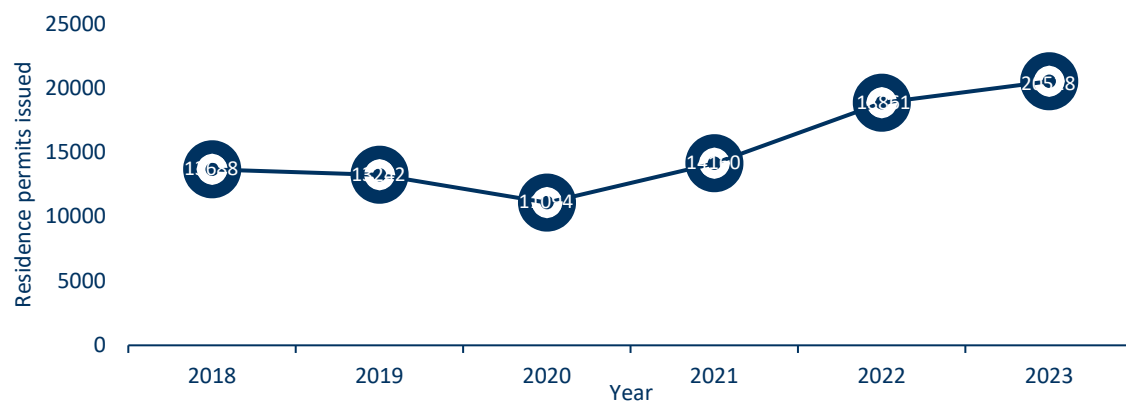
3.1 Statistical developments in legal migration

3.1.1 Issuance of residence permits

During 2023, with respect to immigration, the Directorate of Immigration of the (now) Ministry of Home Affairs issued a total of 20 528 residence permits (first issues and renewals).

Set against the total number of residence permits issued in the previous years (as illustrated in Figure 3 below), this number continues to increase – although less sharply, i.e. 8,8% from 2022, which saw a 33,2% increase against 2021.¹²⁵

Figure 3: Total number of residence permits with a validity of more than three months issued 2018-2023 (first issues and renewals)



Source: Ministry of Foreign and European Affairs, 2019-2023 and Ministry of Home Affairs, 2024. © University of Luxembourg, 2024.

This trend is confirmed when looking at the different types of residence permits (i.e. first residence permits, renewed residence permits, granting of a long-term resident residence permits). In 2023, the total number of residence permits was comprised of 9 407 first residence permits issued (45,8%), 10 101 residence permits renewed (49,2%), and 1 020 (5,0%) residence permits for long-term residents. Compared to 2022, these

categories experienced slower growth: for a first residence permit issued +4,0%; for a renewed residence permit +12,9%, and for a long-term resident permit +16,4%.¹²⁶ Figure 4 further provides an overview of the main reasons for the issuance of residence permits in 2023 (please see Table 3 below for additional details).

Table 3 provides a more detailed evaluation over the first residence permits issued since 2019. The overall number of first permits issued experienced a modest growth of 4% in 2023 (compared to 40,3% in 2022). The category “economic purposes” remained the largest with a share of 43,4% followed by “family purposes” with 34,2%.

The main categories of first issue can be listed in descending order as follows: family member, employed worker, European Blue Card, and international protection (refugee status).

The share of “European Blue Cards” also decreased by almost 13%. The permits issued to “researchers” and “salaried workers” increased by 14% and 12%, respectively. The group of “salaried workers” remained the largest one within the category of economic purposes. In comparison to 2022, first permits issued to “students” and “trainees” continued to increase and rose by 26,5% and 43,8%, respectively. While the number of first permits for “family members” did continue to grow, this growth was a modest one: 0,7% - especially when compared to the growth from 2021 to 2022, when the share of these permits grew by almost 38%.¹²⁷

Table 3: First residence permits issued 2019 – 2023 broken down by principal categories of residence permits

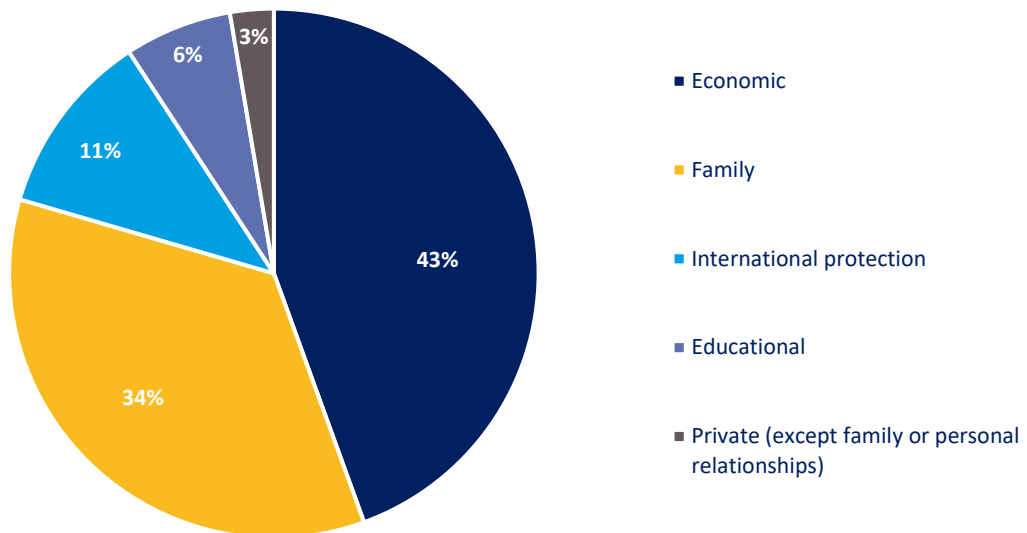
Category	2019	2020	2021	2022	2023	Change (%) 2022-2023
Economic purposes						
European Blue Card	662	448	653	914	797	-12,8
Intra-corporate transfer – employee/trainee, posted worker, community service provider	29	20	33	34	10	-70,6%
Intra-corporate transfer – expert/manager	206	73	153	178	181	+1,7
Researcher	79	73	106	125	143	+14,4
Salaried worker	1 546	1 205	1 461	2 538	2 848	+12,2
Self-employed	49	24	61	71	67	-5,6
Athlete or trainer	45	37	35	61	38	-37,7
Total	2 616	1 880	2 502	3 921	4 084	+4,2
Educational purposes						
Pupil	163	(*)	0	(*)	0	-
Student (incl. NMCD-students)	419	224	358	396	501	+26,5
Trainee	48	29	35	64	92	+43,7
Volunteer	(*)	(*)	7	9	5	-
Total	630	253	400	469	598	+27,5
Family purposes						
Family member	2 094	1 486	2 145	2 958	2 978	+0,7
Private reasons – 78 (1) c (family or personal relationships) with and without work permit	185	101	160	178	148	-16,9
Family member with work permit					89	-
Total	2 279	1 587	2 305	3 136	3 215	+2,5
Private reasons (except family or personal relationships)						
Private reasons – 67 (4) (job search or business creation)	26	36	66	92	100	+8,7
Private reasons – 78 (1) a (sufficient resources)	100	61	66	38	97	+155,3
Private reasons – 78 (3) (humanitarian grounds with and without WP)	28	24	36	59	36	-44,1
Private reasons – (autonomous permit, with and without WP)					9	-
Private reasons – 89 (1) exceptional reasons (with and without WP)					6	-

Private reasons – other (including permits with and without WP, for victims of human trafficking, for medical reasons)	8	9	12	27	10	-81,5
Total	162	130	180	225	258	+14,7
International protection						
International protection – refugee status	727	742	755	836	719	-14
International protection – subsidiary protection	38	33	128	273	313	+14,6
Total	765	775	883	1 109	1 032	-6,9
Au pair	152	146	157	176	220	+25
GRAND TOTAL	6 622	4 790	6 447	9 042	9407	+4,04

For reasons of data protection, figures below 6 are not listed separately. Instead, they are marked with (*) and included in the category “Other” for the respective year. Additionally, for reasons of statistical relevance, only growth rates based on a starting value of at least 20 people are presented Source: Ministry of Foreign and European Affairs, 2020-2023 and Ministry of Home Affairs 2020 – 2024. © University of Luxembourg, 2024

Figure 4 below illustrates the distribution of (main) purposes for first residence permits issued in 2023. With a joint share of ca. 78% economic (43%) and family purposes (35%) represent the two largest groups.

Figure 4: Main purposes for first residence permits issued in 2023



Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024.

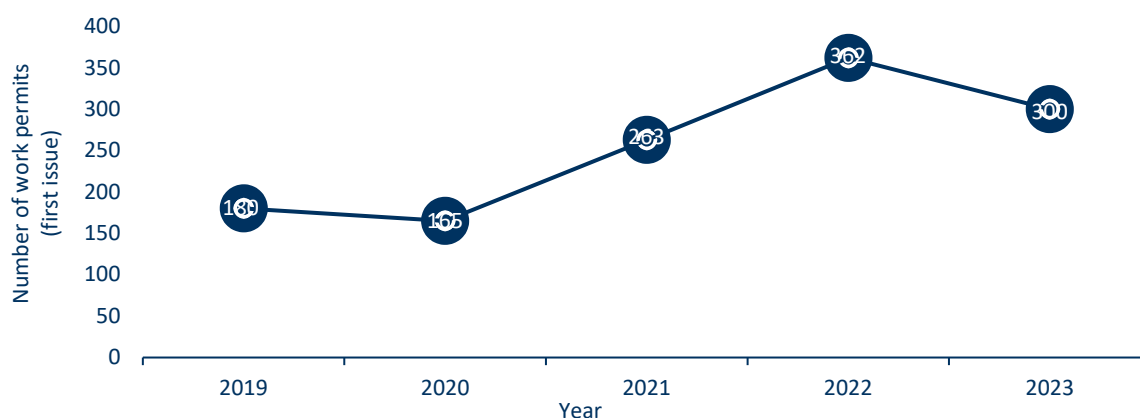
The three most common nationalities for family member residence permits were Indian (536), Russian (247) and Chinese (173). Similar to 2022, the share of these three nationalities among all the first issuances of “family member” residence permits in 2023 is close to 30% (31,2% to be exact). With regards to the first-time residence permits for salaried workers, the main three nationalities were Indian (369), Mauritian (255) and Chinese (196) and – again very similar to the previous year – amounting to 28,8% in this category. Finally, concerning international protection, the first three nationalities remained unchanged again: Syrian (496), Eritrean (321) and Afghan (87), representing 87,6%.¹²⁸

The General Department of Immigration attributed the “long-term resident” permit (first issuance) to 1 020 individuals in 2023.¹²⁹ In contrast to the years 2021 (584 permits) and 2022 (876 permits), which differed by 50% in the issuance of residence permits, the difference between 2022 and 2023 was with 16,4% less pronounced.¹³⁰ In 2023, the first five nationalities to whom long-term resident permits (first issues only) were Chinese (222), Indian (151), Montenegrin (86), Serbian (55), and Bosnian (46), which together made up almost 54,9% of the total number of long-term residence permits issued in 2023.¹³¹

3.1.2 Work permits issued to third-country nationals residing in another EU Member State

The total number of work permits issued to third-country nationals (TCNs) residing in another EU Member State¹³² (first issuance) amounted to 300 in 2023. This number decreased by 17,1% when compared to 2022 (see Figure 5).¹³³

Figure 5: First issuance of work permits to third-country nationals residing in another EU Member State



Source: Ministry of Foreign and European Affairs, 2020-2023 and Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

3.1.3 Documents issued in relation to free movement of persons and family members of citizens of Luxembourgish nationals, the EU, or assimilated countries

The number of residence cards issued to third-country nationals who are family members of EU citizens or of Luxembourg nationals increased by 31,5% between 2022 and 2023, from 1 479 cards issued in 2022 to 1 945 cards issued in 2023. In contrast, the number of permanent residence cards issued for family members of citizens of the EU or of Luxembourg nationals sank by 26,6% in comparison to 2022, that is from 1 378 cards issued in the previous year to 1 012 cards issued in 2023. Residence cards (including permanent) for family members continue to be issued more often to female family members.¹³⁴

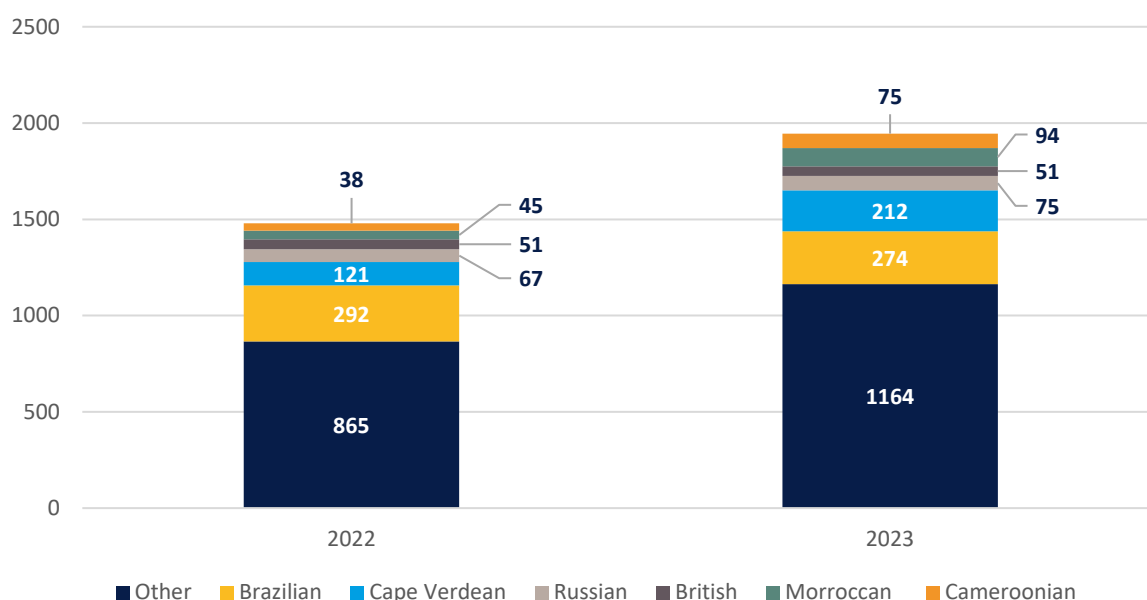
Table 4: Documents treated/issued to TCN family members of citizens of the EU or assimilated countries without renewals (2019-2023)

CATEGORY	2019	2020	2021	2022	2023	Change (%) 2022-2023
Residence card for a family member of an EU citizen	1 839	1 521	1 663	1 479	1 945	31,5%
Permanent residence card for a family member of an EU citizen	1 206	1 302	1 123	1 378	1 012	-26,6%
Total	3 045	2 823	2 786	2 857	2 957	+3,5%

Source: Ministry of Foreign and European Affairs, 2020-2023 and Ministry of Home Affairs, 2024. © University of Luxembourg, 2024.

When taking a closer look (as illustrated in the figure below) at the nationalities to whom most residence cards have been issued in 2022 and 2023, the top three countries remained the same. While most residence cards have still been issued to Brazilian family members, their share decreased by ca. 6% compared to 2022. In 2023, 91 more Cape Verdeans (or 75%) have received a residence card than in the previous year.¹³⁵

Figure 6: Residence cards for TCN family members of EU citizens issued in 2022 and 2023 (first issues only) – top six nationalities



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

The Directorate of Immigration processed a total of 17 279 registration certificates (without renewals) in 2023 as compared to 17 759 in 2022, 17 136 in 2021, 14 396 in 2020, and 17 543 in 2019. After several years of continuous increases, the number of issued registration certificates has slightly fallen by 2,8%. In parallel, the issuance of permanent registration certificates decreased further by 2,5%. In total, 3 823 permanent registration certificates were issued compared to 3 923 in the previous year (see Table 5).¹³⁶

Table 5: Documents treated/issued in relation to free movement of persons broken down by document type without renewals (2019 – 2023)

Category	2019	2020	2021	2022	2023	Change (%) 2022-2023
Registration certificates	17 543	14 396	17 136	17 759	17 279	-2,8%
Permanent residence certificates	5 769	4 100	4 043	3 923	3 823	-2,5%
Total	23 312	18 496	21 179	21 682	21 102	-2,7%

Source: Ministry of Foreign and European Affairs, 2020-2023 and Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

3.1.4 Stock data on third-country nationals in Luxembourg with a valid residence permit

The reasons for third-country nationals to move to Luxembourg are manifold. The following table provides a statistical snapshot of the total number of third-country nationals holding a valid residence permit on 31 December 2023 and their legal status and reasons for residing in Luxembourg.¹³⁷ The data presented is stock data and hence a snapshot of a given point in time. In line with the main categories of first residence permits issued in 2023, Table 6 and Figure 7 further highlight the significance of the categories migration for “family purposes” (overall 54,3%) for family members of EU-citizens as well as for family members of TCNs as listed in the table below,¹³⁸ and for “economic purposes” (21,0%). When set against 2022, the share of residence permits for “family purposes” (35% in 2022) overtook the share of “economic purposes” (43% in 2022).¹³⁹

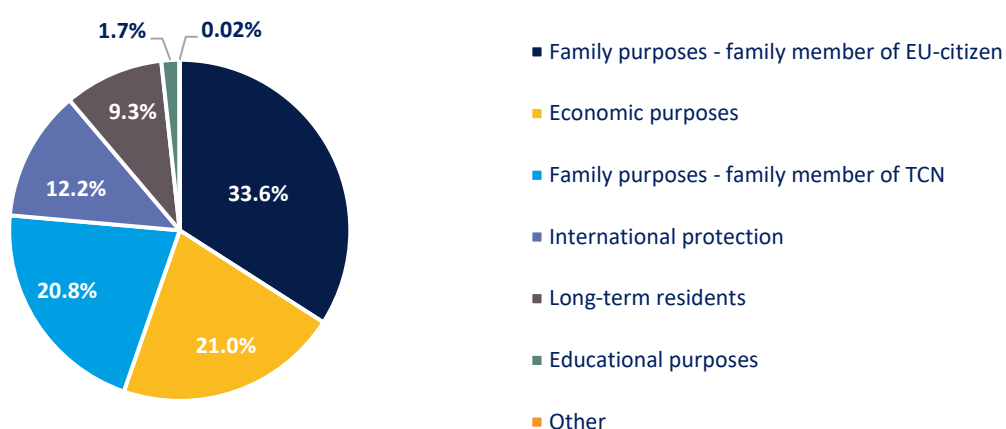
Table 6: Total of third-country nationals holding a valid residence permit as of 31 December 2023 broken down by category.¹⁴⁰

CATEGORY	SUB-CATEGORIES	TOTAL
ECONOMIC-PURPOSES		
	Salaried worker	8 524
	European Blue Card	2 965
	ICT - expert/manager	245
	Self-employed	211
	Researcher	143
	Athlete or trainer	37
	Posted worker	14
	Community Service Provider or Worker for a Community Service Provider	(*)
TOTAL		12 139

EDUCATIONAL PURPOSES		
	Student (including NMCD-Student)	935
	Trainee	46
	Volunteer	(*)
TOTAL		981
FAMILY PURPOSES		
	Residence Card for a family member of an EU citizen	10 579
	Permanent Residence Card for a family member of an EU citizen	8 857
TOTAL		19 436
	Family Member	10 920
	Private reasons – 78 (1) c (family or personal relationships)	574
	Family member with work permit	244
	Private reasons (family or personal relations) with work permit	43
TOTAL		11 –81
	Family members of British nationals and members of their family - beneficiaries of the Withdrawal Agreement	139
	Permanent residence – of family members of British nationals - beneficiaries of the Withdrawal Agreement	99
TOTAL		238
INTERNATIONAL PROTECTION		
	International Protection – Subsidiary protection	6 110
	International Protection – Refugee status	976
TOTAL		7 086
LONG-TERM RESIDENTS		5 395
OTHER PURPOSES		
	Private reasons (other with and without work permit)	252
	Au pair	156
	Private reasons (sufficient resources)	140
	Private reasons (humanitarian grounds with and without work permit)	137
	Private reasons (job search or business creation)	75
	Private reasons (autonomous permit with and without work permit)	46
	Private reasons (exceptional motives with and without work permit)	28
TOTAL		834
OTHER (*)		12
GRAND TOTAL		57 902

For reasons of data protection, figures below 5 are not listed separately. Instead, they are marked with () and included in the category "Other (*)". This table contains information on the number of valid documents only. It does not provide any information on whether the individual permit holders are still residing in Luxembourg. Double data entries cannot be excluded. Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024*

Figure 7: Third-country nationals holding a valid residence permit on 31 December 2023 broken down by purpose



Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

3.2 Migration for economic purposes

3.2.1 General overview

As shown in Table 7, in 2023, the number of first residence permits issued for economic reasons increased overall by 4% when compared to 2022. When set against the growth rate of 56,4% from 2021 to 2022, this change is fairly modest. However, it still lies 55,8% above pre-pandemic (2019) values.¹⁴¹

Table 7 allows for a detailed look at the subcategories of residence permits (first issues) for economic purposes. The subcategories, which have experienced the strongest growth, are “researcher” (14,4%) and “salaried worker” (+12,2%), while “European Blue Cards” (-12,8%) and “posted worker” strongly declined.

Table 7: Residence permits issued for economic purposes, 2019-2023 (first deliveries)

Category	2019	2020	2021	2022	2023	Change (%) 2022-2023
European Blue Card	662	448	653	914	797	-12,8
Intra-corporate transfer – employee/trainee	15	12	(*)	(*)	(*)	-
Intra-corporate transfer – expert/manager	206	73	153	178	181	1,7
Posted worker	14	8	33	27	8	-70,4
Researcher	79	73	106	125	143	14,4
Salaried worker	1 546	1 205	1 461	2 538	2 848	12,2
Self-employed	49	24	61	71	67	-5,6
Athlete or trainer	45	37	35	61	38	-37,7
Other	5	9	6	9	(*)	-
Total	2 621	1 889	2 508	3 923	4 084	4,1

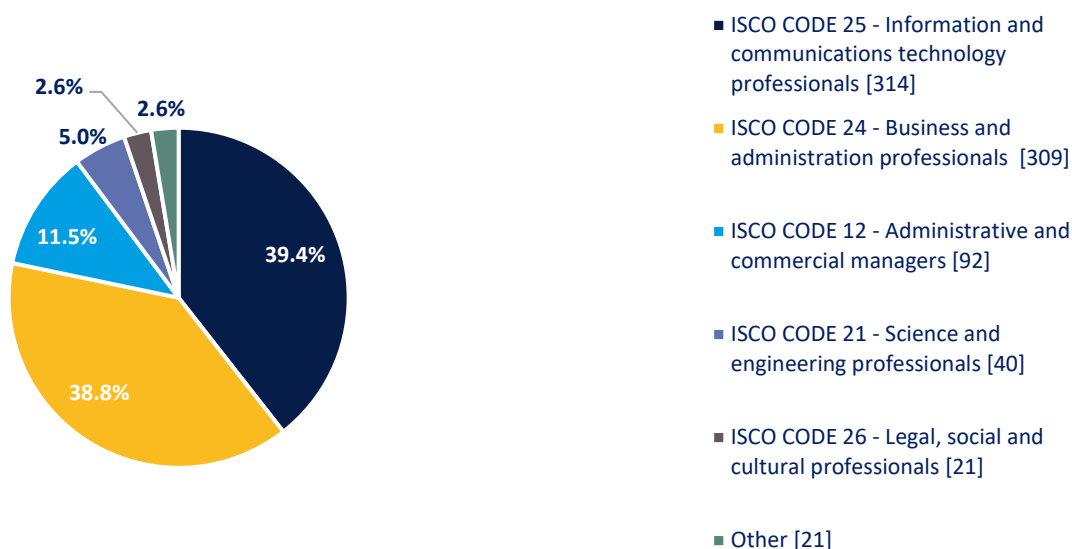
For reasons of data protection, figures below 5 are not listed separately. Instead, they are marked with () and included in the category “Other” for the respective year. Further, for reasons of statistical relevance, only the growth rates based on a starting value of at least 20 people are shown. Source: Ministry of Foreign and European Affairs, 2020-2023 and Ministry of Home Affairs, 2024. © University of Luxembourg, 2024*

As indicated by the Ministry of Home Affairs, the main categories of professions with regard to first issuances of residence permits for paid activities granted in 2023, remained, according to the International Standard Classification of Professions (ISCO), “specialists in business administration” and “specialists in information and communication technologies” (both, “salaried worker” and “European Blue Card” residence permits).¹⁴²

The issuance of salaried worker permits increased from 2 538 permits in 2022 to 2 848 permits (or by 12,2%) in 2023. Similar to the previous year, the breakdown of the overall number of first issued Salaried Worker residence permits (2 848) in 2023, according to the categories of the International Standard Classification of Occupations (ISCO), shows that the share of the two largest categories of “Business and administration professionals” (55,6% or 1 584 persons) and “Information and communications technology professionals” (13,9% or 395 persons) accounts for almost 70% of the first deliveries.¹⁴³

In 2023, 797 first-time European Blue Cards were issued to highly skilled third-country nationals in Luxembourg, which represents a decline of almost 12,8%. When breaking down the overall number of issued Blue Cards, the share of the two categories of “Information and communications technology professionals” (39,4% or 314 persons) and “Business and administration professionals” (38,8% or 309 persons) stands out, amounting to 78,2% of the first deliveries. For a more comprehensive overview, please see Figure 8.¹⁴⁴

Figure 8: Residence permits “EU Blue Card” issued in 2023 to third-country nationals (first issue only) – breakdown by main professions (according to ISCO-categories)



Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

In 2023, the Directorate of Immigration issued 300 authorisations to work (first deliveries) to third-country nationals residing in another EU Member State. These mainly concern highly qualified professionals belonging to the ISCO categories “Business and administration professionals” (149 first deliveries or 49,7%) and “Information and communications technology professionals” (84 first deliveries or 28%).¹⁴⁵

3.2.2 Legislative developments

Law of 7 August 2023

The Law of 7 August 2023¹⁴⁶ came into force on 1 September 2023. This law comprehensively accounts for economic realities, in particular labour shortages in specific economic sectors¹⁴⁷ and tackles them from several angles by amending the Immigration Law,¹⁴⁸ the Labour Code,¹⁴⁹ and the Reception Law:¹⁵⁰ The major points are summarised as follows:

- 1) Introduction of necessary clarifications to certain categories of residence permits foreseen in the Immigration Law:¹⁵¹
 - The law clarifies that TCNs must be in possession of a work authorization to exercise a salaried activity unless they have a legal exemption.¹⁵²
 - This law extends the period of validity of residence permits issued from this date for the purposes of job search or business creation from nine to 12 months.¹⁵³
 - TCNs with a family member-residence permit can access the labour market directly.¹⁵⁴

- Beneficiaries of a deferral or suspension of removal can access the labour market without labour market test.¹⁵⁵
 - A residence permit for self-employed third-country nationals is now conditional on whether the necessity of the physical presence of the self-employed individual (company director) in Luxembourg is necessary to manage the business on a day-to-day basis.¹⁵⁶ This is considered as a crucial step for preventing the creation of shell (“letter-box”) companies in Luxembourg.¹⁵⁷ The renewal period for such a permit is now variable (between 1 and 3 years).¹⁵⁸
- 2) Clarification of national legislation, facilitation, acceleration of the procedure for employment of third-country nationals, and fight against illegal employment (please refer to section 10.1) by amending the Labour Code:¹⁵⁹
- The National Employment Agency (*Agence pour le développement de l’emploi*, ADEM) publishes a list once a year, which specifies the professions (including all skill levels) that are in very short supply.¹⁶⁰ For the professions appearing on the list, ADEM is exempt from its obligation to carry out a labour market test and the necessary certificate (requested by the employer) will thus be issued within five working days.¹⁶¹
 - For all other professions, the market test still applies, but it has to be performed within seven business days. In the event that ADEM notes that no suitable job seeker is available, the certificate will be issued within five working days.¹⁶²
 - The process for filling open positions for occupations that are found on ADEM’s list of professions and trades for which there is a labour shortage is simplified and will also apply to medium skilled workers.¹⁶³
- 3.) The Reception Law, which governs labour market access for applicants for international protection, is amended:
- To access the labour market, AIPs need to obtain a temporary occupation authorisation (*Autorisation d’occupation temporaire*, AOT). This law removes the requirement for a labour market test to be carried out by ADEM when applying for an AOT (first time or renewal).¹⁶⁴

Stakeholders’ opinions

Bill 8227 has been discussed in Parliament from end of May 2023 until 19 July 2023 when it was approved with 58 out of 60 votes to become the Law of 7 August 2023.¹⁶⁵ In his first opinion, the Council of State had issued three formal oppositions, which have been withdrawn following parliamentary amendments.

The Chamber of Commerce and the Chamber of Trades raised very similar points. Both welcomed this bill as it aims at simplifying the hiring of third-country nationals. However, both chambers took issue with the foreseen assessment by ADEM whether the employer’s reasons for refusing a potential employee proposed by ADEM are well-founded. They emphasise that employers can best assess the skills that employees must have to occupy their specific vacancies. Accordingly, the chambers considered that if ADEM expresses an opinion on the merits of the employer’s refusal, it must, in turn, give reasons for its assessment in writing. In addition, they viewed the annual update of ADEM’s list of fields with labour shortage as not frequent enough.¹⁶⁶ The CCDH welcomed that employing legally staying third-country nationals who do not have a work permit is now prohibited as this could have a positive impact on the fight against human trafficking. However, the Commission regretted that the regularisation of irregular staying third-country nationals has not been addressed by the Government in this law.¹⁶⁷

For related information please refer to sections 3.3, 3.4, 4.3, 5.4, 9.1, and 10.1.

3.2.3 Skilled workers and talent attraction

3.2.3.1 Legislative developments: Bill 8304

On 30 August 2023, Bill 8304¹⁶⁸ amending the amended Law of 29 August 2008 on the free movement of persons and immigration¹⁶⁹ has been introduced to Parliament. This bill shall transpose into national law amendments introduced by Directive (EU) 2021/1883 to respond to skill shortages by simplifying the procedure for highly qualified professionals to join the workforce.¹⁷⁰

Highly qualified workers shall, inter alia, benefit from:

- short-term mobility (90 days within a time period of 180 days) by adding a framework for business trips,¹⁷¹
- more flexible admission conditions:
 - by allowing that entry visas for EU Blue Card applications may also be obtained from consular posts,¹⁷²
 - changing some of the requirements for granting the corresponding residence permit such as reducing the duration of the required work contract (for a highly qualified profession) from 12 to six months,¹⁷³
 - by allowing BIPs to apply for an EU Blue Card.¹⁷⁴
- enhanced rights:
 - Expiration: in case an EU Blue Card expires during the renewal procedure, the Blue Card holder concerned may continue to reside in the country while retaining the status of highly qualified worker until the Minister has ruled on his/her renewal application.¹⁷⁵
- specification of highly skilled occupations.¹⁷⁶
- simplified access to the labour market:
 - Blue Card holders must inform the Minister in advance of any change to their profession situation in the first 12 months of their legal employment (up until now this period is 24 months),¹⁷⁷
 - Blue Card Holders may engage ancillary as self-employed,¹⁷⁸
 - Blue Card holders shall enjoy equal treatment with nationals with respect to their highly qualified employment already after 12 months instead of 24 months.¹⁷⁹
- long-term-mobility: in line with the Directive, Blue Card holders can move to a second MS from a first MS (that issued the Blue Card) after 12 months of legal residence (instead of 18 months).¹⁸⁰
- more favourable conditions for family reunification:
 - even before an application for a residence permit has been examined by the Minister, the family members of EU Blue Card holders may enter and reside in Luxembourg if they hold a valid residence permit obtained in the first MS as family members of EU Blue Card holders,¹⁸¹
 - residence permits are granted to family members at the same time as the EU Blue Card when the required conditions are met, and the applications have been submitted at the same time,¹⁸²
 - when family members join the holder of an EU Blue Card who is already legally resident in Luxembourg, an accelerated procedure is introduced for issuing the residence permit to family members.¹⁸³

This bill also proposes to exclude intra-corporate transferees from the scope of the “Blue Card residence permit” for highly qualified workers.¹⁸⁴

Stakeholders' opinions

The legislative process for Bill 8304 is currently not yet complete. As of 31 December 2023, stakeholders' opinions had not yet been submitted.

3.2.3.2 OECD Skills Strategy Study

The Organisation for Economic Co-operation and Development (OECD) launched the Skills Strategy Luxembourg study on 9 June 2021. This study has been carried out by OECD in collaboration with representatives from the Ministry of Education, Children and Youth (MENEJ), the Ministry of Labour, Employment and the Social and Solidarity Economy (MTEESS), the Ministry of Higher Education and Research (MESR) and the National Employment Agency (ADEM) and was funded by MENEJ, MTEESS and the European Commission.

The results of this study have been presented on 23 February 2023: Luxembourg not only faces significant skill shortages but is also challenged by low adult training rates of the most destitute and vulnerable members of society, as well as a lack of reliable data on needed skills.¹⁸⁵

The study identifies four priorities, which shall complement already existing measures:

- Priority 1: Providing labour-market-relevant adult learning opportunities in Luxembourg;
- Priority 2: Guiding and incentivising skills choices in Luxembourg;
- Priority 3¹⁸⁶: Attracting and retaining foreign talent to fill skills shortages in Luxembourg;
- Priority 4¹⁸⁷: Strengthening the governance of skills data in Luxembourg.¹⁸⁸

In the study, the OECD underlines that the retention of talent is just as important as its attraction, which is reflected in Priority 3 about the facilitation of the integration of foreign talent and their families into Luxembourg's society and labour market. Here, the OECD suggests supporting integration of foreign skilled workers and their families into Luxembourgish society by increasing awareness of the Welcome and Integration Contract (*Contrat d'accueil et d'intégration*, CAI), available offers of language trainings (e.g. [linguistic leave](#)) and language courses. The OECD also stresses the importance of a supportive transition of former international students of the University of Luxembourg into to the domestic labour market (e.g. increased networking opportunities for students, targeted career services and expanded options for former students from third countries to remain in Luxembourg to look for a job).¹⁸⁹

3.3 Migration of self-employed and start-up-founders

Based on identified shortcomings related to the legislation on residence permits for self-employed third-country nationals,¹⁹⁰ the Law of 7 August 2023¹⁹¹ amended the Immigration Law by changing conditions for self-employed TCNs. Accordingly, a residence permit for self-employed third-country nationals is now granted by the Minister if carrying out the activity in question requires the self-employed to be physically present on the territory in order to ensure effective day-to-day management of their business.¹⁹² The renewal period for such a permit is now variable (between one and three years).¹⁹³ For related information please refer to sections 3.2, 3.4, 4.3, 5.4, 9.1, and 10.1.

3.4 Migration of students and researchers

3.4.1 General overview

When compared to 2022, Table 8 shows an increase in student permits (incl. NMCD) by 26,5% in 2023. The strongest increase with respect to the total number of first-time residence permits issued, however, can be seen for trainees: 43,7%.

Table 8: Residence permits issued for educational purposes, 2019-2023 (first deliveries)

Category	2019	2020	2021	2022	2023	Change (%) 2022-2023
Pupil	163	(*)	0	0	(*)	-
Student (incl. NMCD)	419	224	358	396	501	+26,5
Trainee	48	29	35	64	92	+43,7
Volunteer	(*)	(*)	7	9	(*)	-44,4%
TOTAL	632	257	400	469	598	+27,5

For reasons of data protection, figures below 5 are not listed separately. Instead, they are marked with () and included in the category "Other" for the respective year. Further, for reasons of statistical relevance, only the growth rates based on a starting value of at least 20 people are shown. Source: Ministry of Foreign and European Affairs, 2020-2023 and Ministry of Home Affairs 2024. © University of Luxembourg, 2024*

3.4.2 Legislative changes

Law of 21 July 2023

On 15 September 2023, the Law of 21 July 2023 relating to the organization of higher education entered into force. According to this law, if an educational institution intends to recruit students from third countries, it has to have an internationalization strategy and an action plan in place. This is to assure educational and cultural supervision as well as reception capacity at the infrastructure level. The action plan needs to cover the students' entire academic journey, from student recruitment to their entry as graduates into the job market.¹⁹⁴ This development is part of a larger revision of the general framework of Luxembourgish higher education¹⁹⁵ and based on experiences gained since the entering into force of the Law of 19 June 2009 on the organization of higher education and the Coalition Agreement 2018-2023.¹⁹⁶

Law of 7 August 2023

The Law of 7 August 2023¹⁹⁷ allows third-country nationals who have obtained a master's degree or have successfully defended their doctoral thesis, or whose research contract is expired and who have finalised their research activities, to extend the duration of the non-renewable "private life" residence permit. The Law of 7 August 2023 extends the validity of this non-renewable residence permit from nine to 12 months.¹⁹⁸

Researchers from third countries whose research contracts are finished and who have finalised their research activities for seeking employment or planning on setting up a business are eligible for a “private life” residence permit for “seeking employment or setting up a business”. The “family member” residence permit, where applicable, is renewed for the same period as that granted to the researcher who obtains a residence permit for the purpose of seeking employment or setting up a business.¹⁹⁹

The objective of these changes is to increase the competitiveness of the national economy by retaining and recruiting talented people and by simplifying TCN’s access to the job market.²⁰⁰

For related information please refer to sections 3.2, 3.3, 4.3, 5.4, 9.1, and 10.1.

3.5 Migration for family reasons

3.5.1 General overview

The total number of first-time residence permits for family reasons issued in 2023 slightly increased by 3% from 5 993 to 6 172 (17,7% when compared to 2021-22), thereby rising by 15,9% above 2019-values. Together, the 2 957 residence cards, which were delivered to third-country national family members of EU-citizens and assimilated countries in 2023, account for 47,9% of all first residence permits issued for family reasons.

Of the 3 215 residence permits for family reunification of third-country nationals issued in 2023, 3 067 were issued in the ‘family member’ category, while 148 were issued in the category ‘private reasons’ – 78 (1) c (family or personal relationships). Overall, this represents a slight increase of 1,4% when compared to 2022, also surpassing the number of permits (by 15,9%) issued in these categories in 2019.²⁰¹

Table 9: Residence permits/cards issued for family reasons, 2019-2023 (first deliveries with a validity of more than three months, excluding long-term residents)

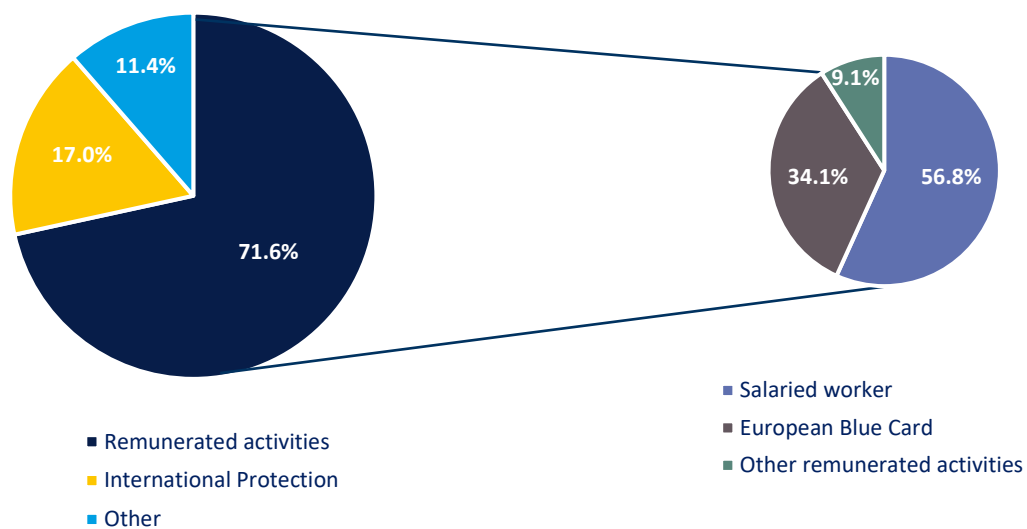
CATEGORY	2019	2020	2021	2022	2023	Change (%) 2022/2023
Residence card for a family member of an EU citizen	1 839	1 521	1 663	1 479	1 945	+31,5
Permanent residence card for a family member of an EU citizen	1 206	1 302	1 123	1 378	1 012	-26,6
Family member of a third-country national	2 094	1 486	2 145	2 958	3 067	+3,7
Private reasons – 78 (1) c (family or personal relationships, with and without work permit)	185	101	160	178	148	-16,9
Total	5 324	4 410	5 091	5 993	6 172	+3,0

Source: Ministry of Foreign and European Affairs, 2020-2023 and Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

The available data on issued temporary authorisations to stay for family reunification can be broken down further to provide an overview of the sponsors’ different residence permit categories (see Figure 9). In 2023, 2 781 authorisations to stay in the context of family reunification have been granted, which represents a decrease of 7,6% to the previous year when 3 011 permits have been issued. The share of sponsors who held a residence permit linked to remunerated activities fell only by 10,6% (from 2 227 to 1 990 persons) compared to

2022. These sponsors represented 71,6% of the sponsors for family reunification while beneficiaries of international protection represented 17% of the sponsors (473 persons) for family reunification.²⁰²

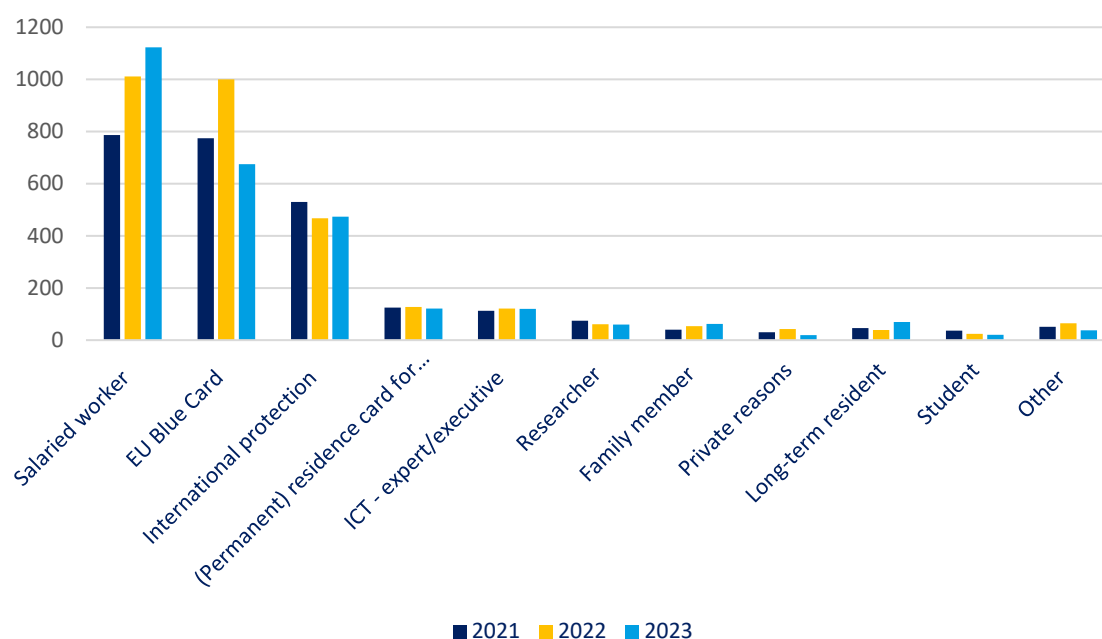
Figure 9: Temporary authorisations to stay issued for purposes of family reunification broken down by sponsors' categories of residence permit in 2023



Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

Figure 10 traces the developments of the years 2021 to 2023 and shows that among the sponsors, the category of salaried workers continued to grow (by 28,5% from 2021 to 2022 and by 11,1% from 2022 to 2023). After having grown by 29,2% from 2021 to 2022, the category European Blue Card decreased significantly by almost 32,5% from 2022 to 2023.²⁰³

Figure 10: Authorisations to stay issued from 2021 to 2023 in the context of family reunification – breakdown by detailed category of the sponsor's residence document

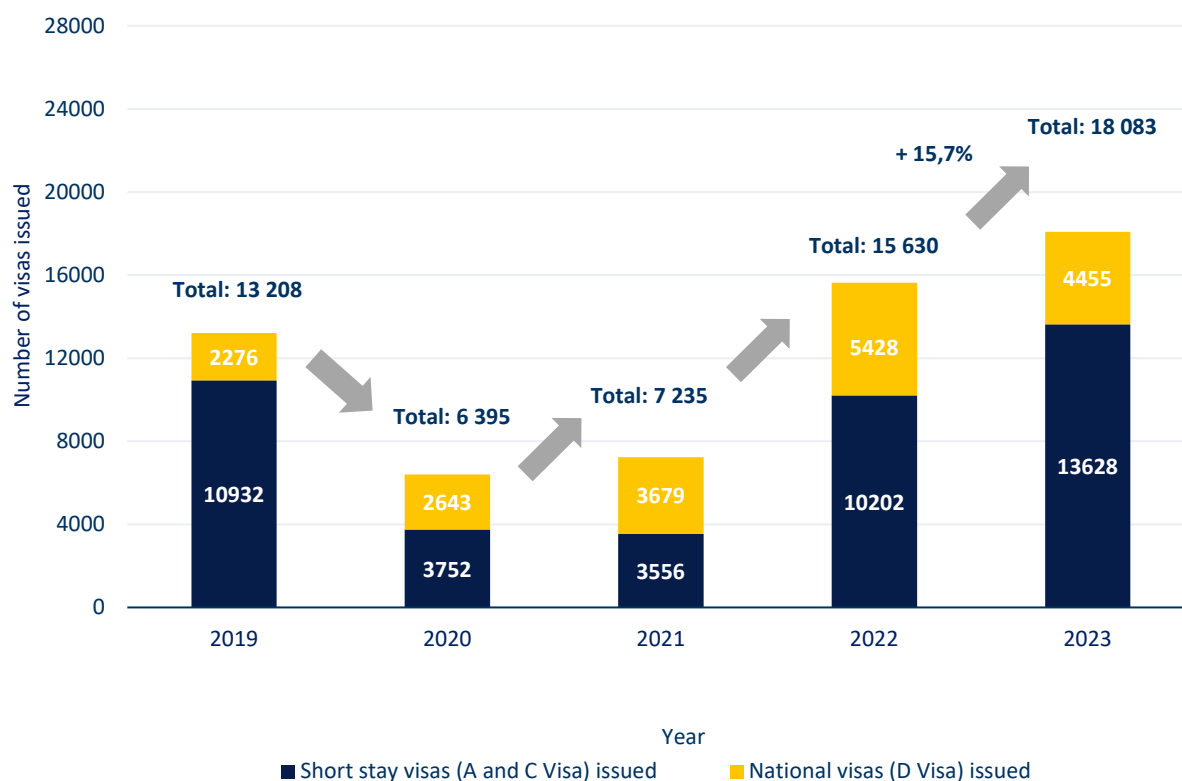


Source: Ministry of Foreign and European Affairs, 2022 & 2023, Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

3.6 Information on visas issued in 2023

Of the 26 018 visas issued by the authorities in 2023, 13 628 (75,4 %) were short stay Schengen Visas (stay of up to 90 days), Schengen visas, and 4 455 (24,6 %) were national visas (D). The total number of visas issued has risen and is by 15,7% higher than in 2022. Compared to 2022, 3 426 (or 33,6 %) more short-stay have been granted in 2023, while the number of granted long-stay visas decreased by 17,9 % (from 5 428 to 4 455).²⁰⁴

Figure 11: Number of visas issued in Luxembourg 2019-2023



Source: EMN 2020 – 2024; Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade, 2024. © University of Luxembourg, 2024

The Passport, Visa and Legalisation Office (BPVL) reports that the phenomenon of "visa shopping" is increasingly prevalent in third countries whose citizens are subject to visa requirements and related to long waiting times and a lack of appointments at consulates in the most often visited EU countries.²⁰⁵

3.7 Additional developments

Expiry of old residence permits and permanent residence permits

In accordance with Regulation (EU) 2019/1157 of the European Parliament and of the Council of 20 June 2019 on strengthening the security of identity cards of Union citizens and of residence documents issued to Union citizens and their family members exercising their right of free movement,²⁰⁶ the format of residence documents for third-country nationals who are family members of a Union citizen, has been adapted.

Since 1 June 2021, residence permits and permanent residence cards in Luxembourg are issued in the form of biometric smartcards. On 7 June 2023, the Directorate of Immigration reminded third-country nationals who are family members of a Union citizen that the expiration period for their "old" residence cards and permanent residence cards, issued on secure paper with a photo, ends on 3 August 2023. Hence, as of this date, these

documents will not be valid anymore, even if they have an expiration date after 3 August 2023.²⁰⁷ Between August 2021 and August 2023 the General Department of Immigration has exchanged around 11 500 cards.²⁰⁸

Law of 21 April 2023

On 12 May 2023, the Law of 21 April 2023 amending the Immigration Law²⁰⁹ came into force. This law intends to improve the management of illegal residence of third-country nationals on Luxembourg territory and to provide clarity in current legal grey areas.²¹⁰ Several clarifications concerning residence permits for private reasons are made, particularly with regard to the conditions for granting them, such as the financial resources required, relations between partners, and exceptional grounds, which are not covered by humanitarian considerations of extreme gravity.²¹¹

Stakeholders' opinions

Bill 7954 has been tabled in Parliament on 19 January 2022 and has been discussed until 8 March 2023 when it was confirmed with 56 out of 60 votes (4 countervotes).²¹² The Council of State asked for a minimum of criteria that would justify when a residence permit for private reasons on “exceptional grounds” may be granted.²¹³ During the parliamentary debate, the NGO ASTI criticized that this new law would create a short link between crime and immigration, which they consider an unacceptable stigmatisation of immigration.²¹⁴

For related information please refer to sections 10.2, 10.2 and 10.4.

Making immigration-related electronic procedures available online via the portal Guichet.lu

On 7 July 2023, the Directorate of Immigration of the Ministry of Foreign and European Affairs informed third-country nationals residing in Luxembourg (and hence already hold a residence permit) that as of 10 July 2023 several procedures can be carried out online on the website www.guichet.lu (run by the Luxembourgish Government). The list of relevant migration-related procedures now available digitally can be found below:²¹⁵

- [Third-Country Nationals](#)
 - [Requesting long-term resident status for third-country nationals and renewal of residence permit](#)
 - [Loss, theft, or damage to the residence permit of a third-country national](#)

Cooperation with Thailand

Bill 8285 concerns the ratification of the cooperation agreement of the EU with Thailand²¹⁶ and aims for establishing comprehensive engagement on legal migration and fight against racism: admission rules, as well as the rights and status of persons admitted under these rules, fair treatment of legally residing non-nationals, education and training, and measures to combat racism and xenophobia.²¹⁷ For related information please refer to sections 10.3, and 11.4.

4. INTERNATIONAL PROTECTION

AT A GLANCE

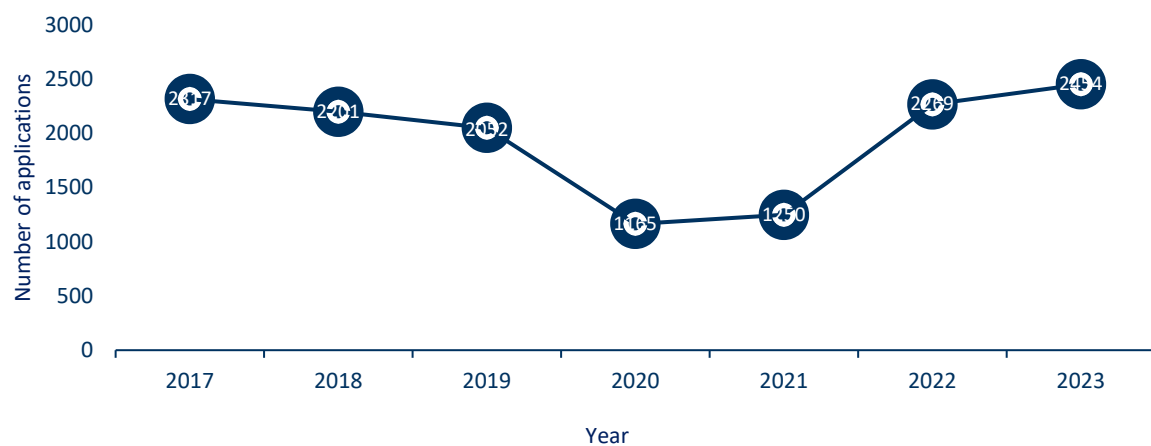
- Entering into force of the **revised Constitution**: Chapter II entails the right to asylum
- **Law of 20 July 2023** provides **clarity on assessing risks of absconding** in the context of the Dublin III regulation
- **Law of 14 July 2023** on the **financing of security services for ONA's accommodation structures and administrative buildings**
- **Law of 7 August 2023** amending **reception conditions of AIPs and BTPs**
- **Law of 7 August** on **affordable housing**
- **Grand-Ducal Regulation of 11 January 2023** updates the **list of safe countries of origin**.

4.1 Statistical developments in international protection

4.1.1 Applications for international protection

In 2023, the number of applications for international protection in Luxembourg amounted to 2 454, which represents an increase of 7,5% compared 2022 (2 269 applications) as illustrated by Figure 12.²¹⁸

Figure 12: Number of applications for international protection (2017-2023)



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

In 2023, the majority of applicants for international protection were male adults (see Table 10 below).

Table 10: Applicants for international protection 2023, by gender and age of majority

Nationality	Total	Male	Female	of which Minors
Syria	710	453	257	339
Eritrea	395	293	102	73
Afghanistan	128	96	32	59
Sudan	128	127	1	5
Venezuela	122	68	54	23
Algeria	75	72	3	6
Turkey	74	53	21	18
Colombia	69	36	33	22
Guinea-Conakry	66	65	1	10
Cameroon	56	37	19	5
Morocco	56	51	5	4
Other	575	432	143	120
Total	2 454	1783	671	684

Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

Table 11 depicts that, as in the previous year, the largest number of applicants for international protection in 2023 were Syrians (555). However, their number decreased by 29,6%. Their share was of 28,9% of the total number of applications in 2023 and of 44,4% in 2022. Eritreans remained the second largest number in 2023 (395 or 16,1% of the total number of applications), followed by Afghans (5,2%) whose numbers also declined by 26,4%, from 174 in 2022 to 128. In 2023, the third place is shared with the Sudanese, whereas in 2022 there were no Sudanese AIPs. Like in 2021 and 2022, none of the West Balkan countries appeared in the top ten nationalities of AIPs. Venezuela still figured among one of the most common countries of origin with 122 applications, an increase of 43,5% in comparison to 2022 (5% of the total number of applications).²¹⁹

Table 11: Top 10 nationalities applying for international protection in 2021 and 2023

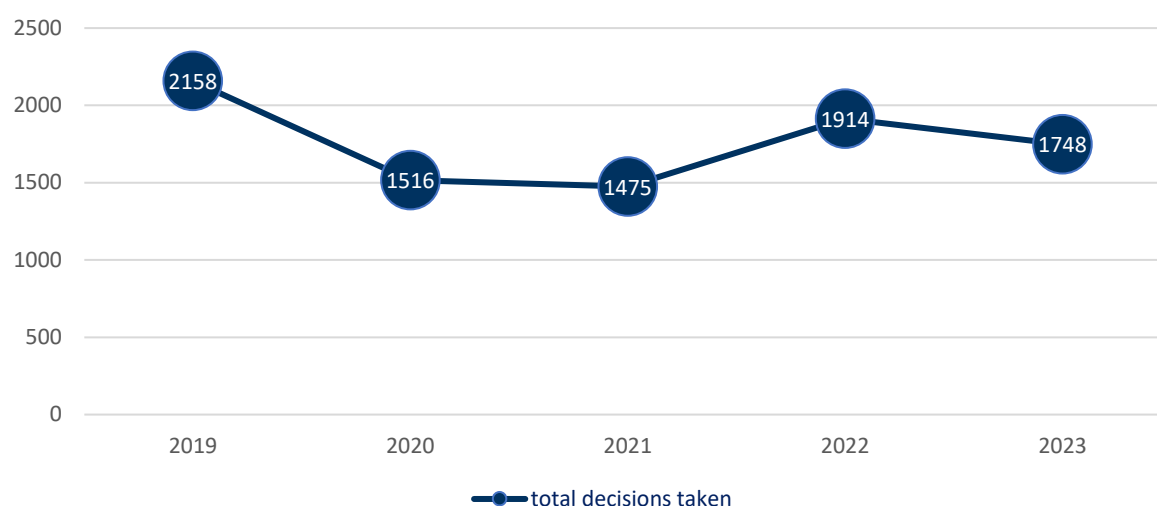
Nationality	2022	2023	Change (%) 2022 to 2023
Syrian	1 008	710	-29,6
Eritrean	355	395	+11,3
Afghan	174	128	-26,4
Sudanese	0	128	-
Venezuelan	85	122	+43,5
Algerian	32	75	+134,4
Turkish	94	74	-21,3
Colombian	-	69	-
Guinea-Conakry	28	66	+135,7
Cameroonian	0	56	-
Moroccan	-	56	-
Other	393	575	+46,3
Total	2 269	2 454	+1,3

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

4.1.2 Decisions on international protection applications

In 2023, the Directorate of Immigration took 1 748 decisions on international protection against 1 914 decisions in 2022, a decrease of 8,7% or 166 decisions. For an overview of the different types of decisions that were taken, please consult Figure 14 below.²²⁰

Figure 13: Decisions on international protection applications (2019-2023)

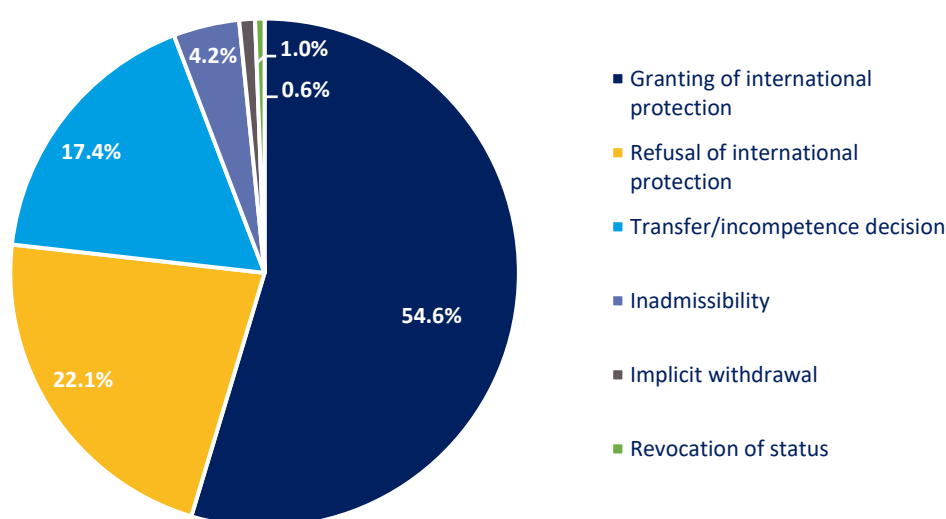


Source: Ministry of Foreign and European Affairs, 2020-2023 and Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

When juxtaposing the years 2022 and 2023, the following numbers and developments stand out:

- The granting of international protection²²¹ decreased by 15,0% (from 1 123 to 954);
- Refusals of international protection²²² increased by 66,1% (from 233 to 387);
- Inadmissible applications (because they were submitted by an EU-citizen or on grounds of either the first country concept²²³ or the safe third country concept²²⁴ or because of a subsequent application) increased by 39,6% (from 53 to 74);
- Implicit withdrawals decreased by 92,5% (from 241 to 18);
- Incompetence decisions increased by 10,9% (from 275 to 305);
- The number of revocation decision taken in 2023 was nine, as in 2022.²²⁵

Figure 14: Decisions on applications for international protection in 2023 broken down by category



Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

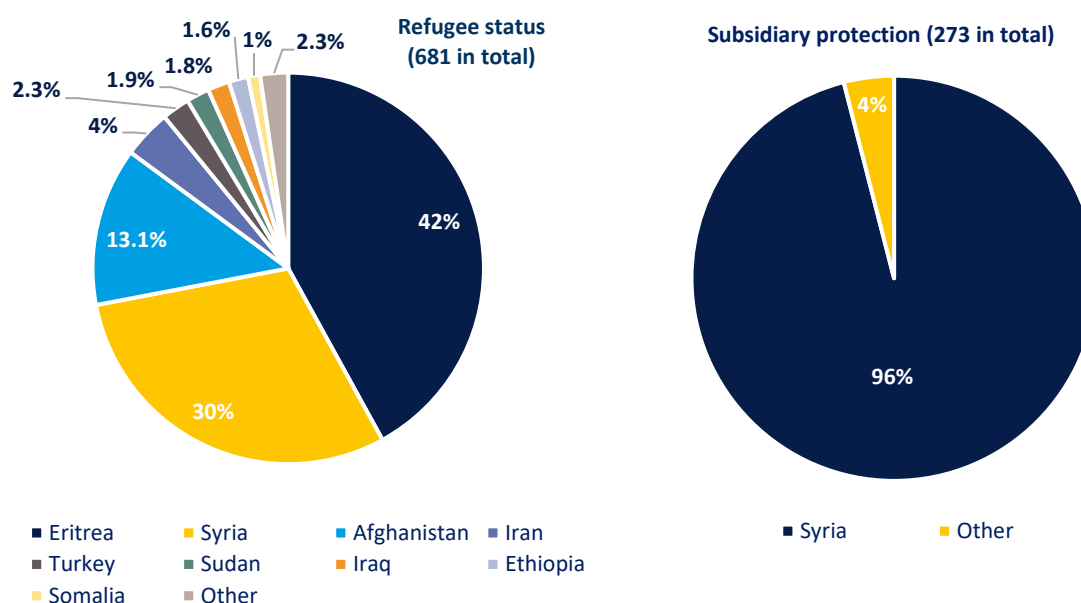
In 2023, 954 people were granted international protection in Luxembourg (refugee status or subsidiary protection). More specifically, 681 people were granted refugee status, compared with 848 people in 2022, representing a decline of 19,8%. At the same time, 273 people received the status of subsidiary protection versus 277 people in 2022.²²⁶

The protection statuses granted can be further broken down according to the main nationalities of the beneficiaries (Figure 15). During 2023, 286 Eritreans were granted refugee status (similar to 2022, 42% of the total number of refugee statuses granted), followed by Syrian nationals (204 or 30%, versus 27,9% in 2022) and Afghan nationals whose absolute numbers slightly decreased but their share of granted protection statuses increased (89 or 13,1% in 2023, compared to 11,4% in 2022). Together, these three countries represent 85% of the total number of refugee statuses granted - a share similar to the previous year (81,9%). The three main nationalities remained the same in 2023.

They are followed by Iranians (4%), and Turks (2,3%). Further, 273 subsidiary protection statuses were granted in 2023, mainly to Syrians (262 or 96%).²²⁷ The numbers are similar to those of 2022.

In total, 387 refusals were issued in 2023, of which 270 (69,8%) were concluded under the standard procedure and 117 (30,2%) in the context of an accelerated procedure. The percentage of refusals under the standard procedure strongly increased by 80% compared to 2022 (from 150 to 270) and the portion of accelerated procedures increased as well – although not as sharply, by 44,4% from 81 to 117.²²⁸

Figure 15: Decisions to grant refugee status and subsidiary protection in 2022, by main nationalities



Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

4.1.3 Processing times of applications for international protection

In general, the duration of the procedure for examining applications for international protection is limited to six months. However, the Law of 18 December 2015 allows to extend the six-month examination period by a maximum of nine months under the following conditions. The possibility is still given to the authorities to postpone the conclusion of the examination procedure due to an uncertain situation in the country of origin which it is hoped will be temporary²²⁹ The conclusion of the examination procedure may be deferred when the Minister cannot reasonably be expected to make a decision within the aforementioned deadlines, due to an uncertain situation in the country of origin which is expected to be temporary.²³⁰

Against this background, the Minister of Home Affairs provided detailed information on the processing times for first instance applications for international protection from 2018 to 2023 as a reply to a Parliamentary Question. As shown in the table below, from 2018 to the end of 2023, 10 426 decisions on international protection were taken. Almost half of the decisions were taken during 2023. 46,4% of decisions (i.e. 4 834) were taken within six months, 67,4% were taken within a period of less than 12 months (i.e. 7 026), and 32,6% in a period exceeding

12 months (i.e. 3 400). For the year 2023, 35,4% of decisions (i.e. 600) were taken within six months, 45,8% were taken within a period of less than 12 months (i.e. 777) and 54,2% within a period exceeding 12 months (i.e. 920).²³¹

The Minister specified that the deadlines concern all requests submitted in Luxembourg. This includes those falling under the provisions of the “Dublin III-Regulation” and for the processing of which Luxembourg has become competent – this sometimes occurred more than one year after the request was submitted, which in turn impacted processing times.²³²

Table 12: Overview of processing times of applications for international protection 2018-2023

Year	Less than 6 months	6 to 8 months	9 to 11 months	12 to 14 months	15 to 17 months	18 to 21 months	More than 21 months	Total decisions per year
2018	1 421	366	197	82	30	49	181	2 326
2019	1 271	297	155	113	43	32	30	1 941
2020	506	109	129	150	287	184	64	1 429
2021	488	92	158	181	179	176	137	1 411
2022	548	199	313	172	119	51	220	1 622
2023	600	76	101	411	202	162	145	1 697
Total decisions per duration	4 834	1 139	1 053	1 109	860	654	777	10 426

Source: Reply to Parliamentary Question 427, 2024. © University of Luxembourg, 2024

No information about the reasons why the six-month deadline for processing applications (all of which are subject to individual analysis) has been exceeded is available. The Minister explained however, that international crises did have a significant impact on processing times for applications for international protection, for example the temporary suspension of the processing of applications for international protection for Afghanistan following the takeover of power by the Taliban, pending reliable information on the security situation in this country.²³³

The Minister referred to the Coalition Agreement 2023-2028, which considers reducing the processing times of applications for international protection as a priority. However, a reduction of processing times may not come at the expense of due diligence and scrutiny when examining applications for international protection to ensure that benefit from all procedural guarantees.²³⁴

Hence, efforts undertaken in recent years to reduce processing times, including e.g. increasing numbers of staff, the training of agents responsible for processing applications for international protection, and digitalization, will be continued. From 1 January 2023 to 1 January 2024, the full-time staff of the Refugee Service staff increased from 49,2 to 52,85.²³⁵

Table 13: Processing times of international protection application from 2018-2023 (first instance, %)

Year	Less than 6 months	6 to 8 months	9 to 11 months	12 to 14 months	15 to 17 months	18 to 21 months	More than 21 months	Total decisions per year
2018	61,1	15,7	8,5	3,5	1,3	2,1	7,8	100
2019	65,5	15,3	8	5,8	2,2	1,6	1,5	100
2020	35,4	7,6	9	10,5	20,1	12,9	4,5	100
2021	34,6	6,5	11,2	12,8	12,7	12,5	9,7	100
2022	33,8	12,3	19,3	10,6	7,3	3,1	13,6	100
2023	35,4	4,5	6	24,2	11,9	9,5	8,5	100
TOTAL	46,4	10,9	10,1	10,6	8,2	6,3	7,5	100

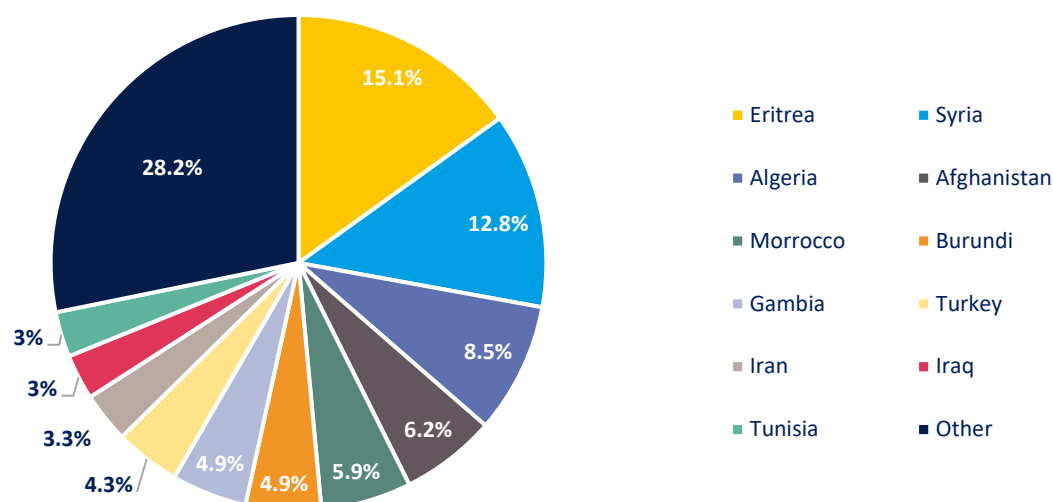
Source: Reply to Parliamentary Question 427, 2024. © University of Luxembourg, 2024

Additional needs, for instance related to the implementation of the new Pact on Migration and Asylum, could be identified once the analysis on the impact of the Pact on Migration and Asylum in Luxembourg is completed.²³⁶

4.1.4 Dublin III procedure

The amount of incompetence decisions continued to increase in 2023 (305 decisions) compared to 2022 (275 decisions) and 2021 (222 decisions).²³⁷ 150 people (100 AIPs and 50 persons in an irregular situation) were transferred to other countries in the context of the Dublin III Regulation, compared to 137 in 2022 and 122 in 2021. For further details, see Figure 16. Overall, these numbers still remain lower than before the pandemic. 54 people were transferred to Luxembourg from other Member States against 67 in 2022 and 54 in 2021, respectively.²³⁸

Figure 16: Incompetence/transfer decisions under the Dublin Regulation: Persons for whom Luxembourg was not competent to process the application for international protection (by nationality)



Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

4.1.5 Temporary occupation permits

In 2023, 139 temporary occupation permits (*Autorisations d'Occupation Temporaire*, AOTs) have been issued (including renewals) to applicants for international protection, beneficiaries of a postponement of removal or suspension of removal for medical reasons. Compared to the year 2022 when 70 AOTs were issued, this represents an increase of almost 100%.²³⁹

4.2 Legislative and political developments in international protection

International Protection Application procedures in the Coalition Agreement (2023-28)

In its Coalition Agreement, the new Government underlines that the procedures for applying for international protection must be as short as possible.²⁴⁰

Further, the Directorate of Immigration may request DNA tests to prove family ties in the absence of documents and in cases where doubts about a person's identity persist. Authorities may also use all appropriate methods to define the age of asylum seekers. It is planned to increase the number of judges to process appeal cases more

quickly. Additionally, the Government plans to reserve the right to ask retired judges for assistance to accelerate these procedures.²⁴¹

The new Government reiterated that every application is treated individually and that there are no automatisms when it comes to decisions on international protection.²⁴²

4.2.1 Revision of the Constitution: Chapter II and the right to asylum

On 21 and 22 December 2022, Parliament passed four revision proposals to revise the Constitution. This substantial revision has been under discussion for nearly two decades and on 1 July 2023 the revised Constitution came into force.²⁴³ Several new rights and freedoms have been added to the modernised text of the Constitution like the right to asylum.²⁴⁴ The right to asylum is to be understood in addition to the existing obligation stemming e.g. from international conventions such as the Geneva Convention of 1951 and the treaties of the European Union.²⁴⁵

For related information please refer to section 7.1.

4.2.2 Dublin Procedures: Law of 20 July 2023 on clarifications on assessing the risk of absconding

On 29 July 2023, the Law of 20 July 2023 came into force.²⁴⁶ In line with the Court of Justice of the European Union (CJEU) judgments C-528/15²⁴⁷ and C-673/19²⁴⁸ and Regulation (EU) 604/2013 of the European Parliament and of the Council of 26 June 2013,²⁴⁹ this law provides clarity on assessing risks of absconding and on return decisions affecting AIPs and ensures that BIPs, who are in another EU Member State, cannot be the subject of a return decision involving their removal from the Schengen area.

This law amends the amended Law of 18 December 2015 on international protection and temporary protection (Asylum Law).²⁵⁰ The law lists objective criteria for assessing risks of absconding of AIPs in the context of the application of the Dublin III Regulation, namely whether the AIP:

- i. Has previously evaded, in another Member State, the determination of the State responsible for their application for international protection or the execution of a transfer decision or removal order;
- ii. Is the subject of an alert in the Schengen Information System (SIS) for the purpose of a ban on entry and residence, or an alert for the purpose of return;
- iii. Was refused international protection in the Member State responsible;
- iv. Is again present on the territory after the effective execution of a transfer or if they have evaded the execution of a transfer;
- v. Has forged, falsified or made out in a name other than their own an identity or travel document or has made use of such a document;
- vi. Has concealed elements of their identity or used multiple identities;
- vii. Has refused the place of accommodation offered and cannot justify the place of their actual residence or has abandoned their previously accepted place of accommodation without legitimate reasons;
- viii. Has expressed an intention not to comply with a transfer decision or if such an intention is clearly evident from their conduct;
- ix. Without legitimate reason and although duly summoned or informed, has not submitted to a preparatory measure necessary for the material execution of their transfer or has manifested their intention not to comply.²⁵¹

The Law 20 July 2023 thus aims at strengthening legal certainty for AIPs who are the subject of a transfer decision in the scope of the Dublin III regulation.²⁵²

Stakeholders' opinions

Bill 8014 was submitted to Parliament on 31 May 2022 and adopted on 13 June 2023.. It has been approved with a majority of 51 votes (6 dissenting votes and 2 abstentions).²⁵³ Two stakeholders, the Council of State and the Chambre of Commerce provided their feedback over this period. The Council of the State considered that the bill should mention among the criteria of a presumed risk of absconding the evasion of a previous removal measure (similar to the French law after which this bill has been modelled).²⁵⁴ According to the Council of State the list of enumerated situations in which the risk of absconding is presumed must be exhaustive. The Chambre of Commerce wanted the bill to include the dual requirement for the assessment of a “non-negligible risk of flight”²⁵⁵ and also suggests clarifying the inadmissibility of applications for international protection lodged in Luxembourg by an applicant who already benefits from international protection in another Member State.²⁵⁶ Please also refer to section 9.4.2.

4.2.3 Safe countries of origin

On 23 January 2023, the list of safe countries of origin has been updated by means of a Grand Ducal Regulation.²⁵⁷ The Minister in charge of Immigration and Asylum argued that following the Russian invasion of Ukraine, the latter can no longer be considered as a safe country of origin.²⁵⁸ The Republic of Croatia joined the European Union on 1 July 2013 and as such needed to be removed from the list of safe countries of origin as well.²⁵⁹ The list of safe countries of origin had to be updated following the name change of the “former Yugoslav Republic of Macedonia” to “Republic of North Macedonia” back in 2019.²⁶⁰

4.2.4 Additional developments

4.2.4.1 Processing times for applications for international protection

The amended Law of 18 December 2015 on international protection and temporary protection²⁶¹ introduced maximal processing times for examining applications for international protection of six months. In certain cases, this period can be extended by an additional nine months, and exceptionally by another three months, which is the maximum possible.

Between 2018 and 2022, however, the average processing time for applications for international protection was eight months for the 8 409 applications processed. More precisely, 50,3% (4 231 applications) of all applications were processed within six months, while 49,7% of all applications (4 178 applications) took longer than six months.

In a reply to a Parliamentary Question, the Minister in charge of Immigration and Asylum stated that since 2018, several efforts have been made to reduce processing times, as laid out in the Coalition Agreement 2018-2023.²⁶²

Internal measures have been taken to assure a faster evaluation for applications from countries of origin, where approval rates are usually high. Communication by email, instead of letter or fax, has been strengthened when exchanging with lawyers and other external actors. The procedure for communicating ministerial decisions has been streamlined, internal guidelines for different files have been established and internal training courses were provided to agents. As for information on the progress of their case, improvements have been systematically made by informing applicants and giving them the possibility to demand additional information, either directly (demands by email are possible) or through their lawyer.²⁶³ These efforts, in particular work on digitalisation, were continued throughout 2023.²⁶⁴

4.2.4.2 Launch of multilingual information portal

In February 2023, the National Reception Office (ONA) and the Refugee Unit of the Ministry of Foreign and European Affairs launched a multilingual information portal for applicants for international protection with a subsection for unaccompanied minors (<https://info-dpi.public.lu/en.html>). This portal, whose creation was highly welcomed by the CCDH,²⁶⁵ illustrates the progress made with the digitisation of the application process for international protection as it centralises and facilitates access to all necessary information for AIPs for their application process online.²⁶⁶

The portal, which is supported by the AMIF-fund, includes information on the asylum procedure and material reception conditions, voluntary return, relevant legislation, as well as useful addresses and links, a media library, and a glossary. The portal is available in 13 languages, with full versions of the website in French, German, English, Arabic, Farsi, and Tigrinya and has a and voice-reader functionality (which reads the text from the website aloud) for information on the following topics:

- International protection
- Reception
- Voluntary return
- Relevant legislation.²⁶⁷

4.3 Reception and accommodation

With an ever-increasing number of incoming AIPs, the year 2023 saw an acceleration of the trends from previous years. Given the high number of arrivals and the limited number of departures of BIPs from the ONA accommodation network after having obtained their status, ONA had to make changes to the procedures for accessing the initial reception facility in order to continue to guarantee accommodation for the most vulnerable, including families with children.²⁶⁸ This ongoing situation is elaborated on in greater detail below.

4.3.1 Legislative developments in reception and support measures

Law of 14 July 2023 relating to the financing of security guard services for accommodation structures and administrative buildings of the National Reception Office

The Law of 14 July 2023²⁶⁹ concerns the financing of security guard services for the accommodation structures and administrative buildings of the National Reception Office (*Office national de l'accueil*, ONA) until 2027. The financing of these services needed to be adjusted and regulated by means of a new law as the continuous influx of applicants for international protection as well as persons who are fleeing the war in Ukraine require the expansion of reception capacities, including the increase of the number of security guards. As a result, the amount of €40 million budgeted by the amended Law of 8 June 1999 on the State budget, accounting and treasury would have been exceeded in the foreseeable future.²⁷⁰

For the period from 5 March 2023 to 31 December 2023, expenditure relating to the guarding of open structures in the context of the Ukrainian crisis were included in the 2021-2023 framework agreement. The combined value of the two contracts will be €47 008 382 (excluding VAT and at the current index of 877.01) and will therefore exceed the legal threshold in 2023, so that a special financing law is required.

This law authorises a financial commitment by the Luxembourg State for a total amount not exceeding €190 631 867 (excluding VAT) over a period of seven years. A margin of 15% is included to cover the estimated costs of security guard services, which would become necessary in the event of a new influx of AIPs or BTPs. This will support the smooth running of ONA's operations.²⁷¹ This law now allows ONA to group all security guard service contracts into a single framework agreement, which will significantly facilitate the administrative and operational management of these contracts and increase the quality of the services provided.²⁷²

Stakeholders' opinions

The main issue during the legislative process of Bill 8131, from the introduction of the bill in January 2023 to its approval in June 2023, was raised by the Council of State. In its opinion of 31 March 2023, the State Council demanded a clarification whether the budget provided for in the bill should cover several projects and not just the funding of guarding services. The Council reserved its position on dispensing, with the second constitutional vote pending, these explanations. As the bill under consideration was to cover only the expenditure relating to the guard services of the National Office for Reception (ONA) for the period of 2024 to 2027, without any other services included in the public contracts for the general operation of an ONA site being funded through this bill,²⁷³ it was passed on 23 June 2023 with 35 votes to 2 and 23 abstentions.²⁷⁴

Law of 7 August 2023

The Law of 7 August 2023²⁷⁵ amends the Law on the reception of applicants for international and temporary protection and brings the legislation into line with the requirements of [Directive 2013/33/EU](#). Moreover, this law modifies the material aid by adapting the legal framework to the reality on the ground. In particular, the law lays down the amount of food and hygiene aid granted to AIPs by ONA.²⁷⁶ It is specified that the material aid might be granted in cash, to give AIPs greater autonomy and responsibility.²⁷⁷

The law also introduces identical amounts for basic aids regardless of the age of the applicant.²⁷⁸ Further, the granting of material reception conditions to beneficiaries of temporary protection is now subject to the same requirements and conditions as those applicable to applicants for international protection.²⁷⁹ Finally, the Law of 7 August 2023 streamlines processes to facilitate labour market access for AIPs by shortening administrative procedures related to labour market access for AIPs.²⁸⁰ To access the labour market, AIPs do not need to obtain a temporary occupation authorisation (*Autorisation d'Occupation Temporaire*, AOT) anymore.²⁸¹ For related information please refer to sections 3.2, 3.3, 3.4, 5.4, 9.1, and 10.1.

Law of 7 August 2023 relating to affordable housing

On 1 October 2023, the Law of 7 August 2023 relating to affordable housing²⁸² entered into force. This law updates and completes the Law of 25 February 1979²⁸³ to address the persistent shortage of affordable housing.²⁸⁴ The law enables the Ministry of Housing to financially support up to 100% of the cost of construction of housing destined for AIPs or BIPs.²⁸⁵

4.3.2 Statistical developments in reception and support measures

Figure 17 illustrates that, by the end of December 2023, a total of 6 687 people (including 2 605 AIPs, 2 144 BIPs and 1 335 BTPs) were hosted by ONA in 71 facilities (22 directly managed by ONA, 27 by the Luxembourgish Red Cross, and 22 by Caritas Luxembourg based on collaboration agreements with ONA).²⁸⁶

Figure 17: Socio-demographic snapshot of the population hosted in accommodation facilities (end of December 2023)



6 687 people hosted

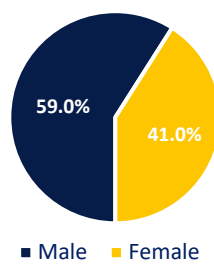


71 reception facilities

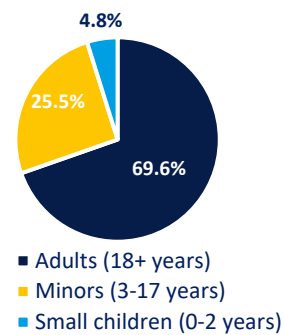


940 available beds
(net occupancy rate 87,7%)

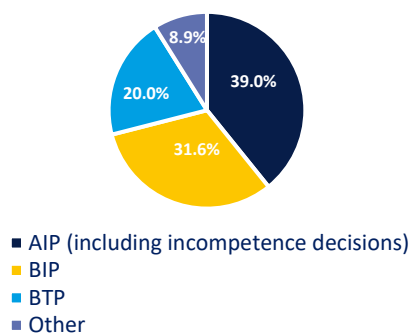
By sex



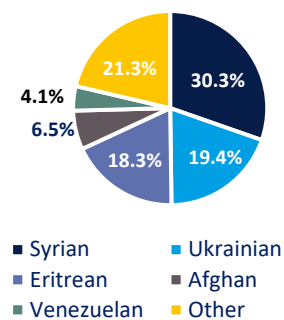
By age



By status



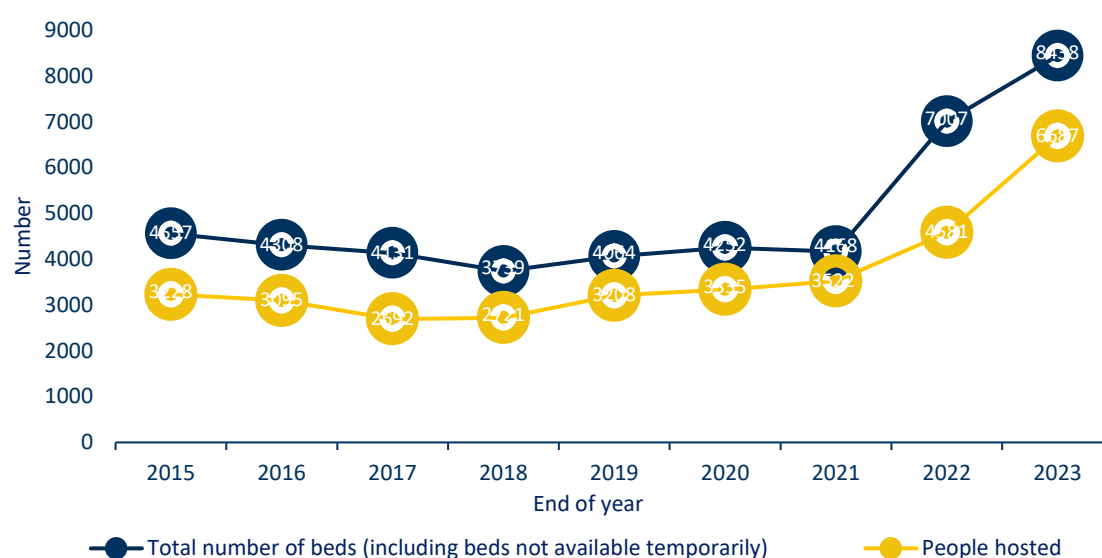
By nationality



Source: Ministry of Foreign and European Affairs 2024 © University of Luxembourg, 2024

Figure 18 compares the number of people accommodated in ONA facilities and the number of beds over time. These structures operated at a gross occupancy rate of 79,2%.²⁸⁷

Figure 18: Evolution of number of beds and people hosted in reception facilities (2015-2023)



Source: Ministry of Foreign and European Affairs 2024 © University of Luxembourg, 2024

Opening of additional reception structures

Since the end of 2014, when ONA had a maximum capacity of 2 185 beds, its maximum capacity has risen to 8 438 beds in 68 facilities (71 when including emergency facilities) on 31 December 2023. The maximum number of beds has thus increased by 286,2%.²⁸⁸

A temporary accommodation structure for AIPs was inaugurated on 4 January 2023. The building is accessible to people with reduced mobility and accommodates single men and women. It is managed by the Red Cross. Occupants are able to cook on site and the site is also served by a grocery store on wheels. This so-called “temporary” structure under 24/7 surveillance hosts AIPs until they receive a response to their application for international protection.²⁸⁹

The average capacity of facilities that were opened in 2023 is 50 beds.²⁹⁰ In addition, one Hall at the LuxExpo has been equipped with 600 beds to provide emergency accommodation from end of November 2023 until end of January 2024.²⁹¹

4.3.3 Accommodation of applicants for international protection

4.3.3.1 Housing crisis in Luxembourg and its impact on AIPs and BIPs

The issue of a lack of affordable housing was addressed in the coalition agreements of the two previous government and in the coalition agreement of the current government.²⁹² On 1 October 2023, the Law of 7 August 2023 on affordable housing²⁹³ came into force. Further, in their latest report on Luxembourg the European Commission on Racism and Discrimination highlighted this issue and urged the Government to find a solution.²⁹⁴

As a central and transversal problem, the lack of affordable housing also impacts the accommodation of migrants, in particular applicants and beneficiaries of international protection.²⁹⁵

In 2023, the reception facilities for AIPs continued to operate at almost full capacity. The net occupancy rate in temporary accommodation structures was 96%.²⁹⁶ The high occupancy rate partially resulted from family reunifications. The main reason however was the high number of BIPs who were not able to leave ONA's accommodation network due to difficulties with finding housing. Hence accommodation slots for AIPs could not be freed. More specifically, by 31 December 2023, 2 114 BIPs were still being hosted in ONA's accommodation facilities while ONA received 2 994 AIPs in 2023.²⁹⁷

This problem persists even though the National Reception Office (ONA) has continuously increased its accommodation capacities.

4.3.3.2 New measures to regulate access to accommodation

Limited access to the initial reception centre

Prior to 10 August 2023, a large number of people (30%) who arrived at the initial reception centre (*Centre de Primo-Accueil* – CPA) did not subsequently contact the Immigration Department and disappeared. Moreover, many of these people did not comply with the most basic security requirements.²⁹⁸ A new procedure has been introduced to ensure that only people holding a certificate or convocation from the General Department of Immigration are admitted to the CPA.²⁹⁹

Introduction of a wait list for single men for the initial reception centre

Given the constant influx of new arrivals, on 20 October 2023, the Minister of Immigration and Asylum announced that, despite the increase in capacities, only up to 70 beds were still available in accommodation structures. Until this date, 1 918 persons had applied for international protection. Therefore, it became necessary to prioritise vulnerable people and families with children when allocating accommodation. The Minister hence appealed to municipal councils for help with accommodating incoming refugees.

In order to give absolute priority to vulnerable people, such as women, children and families, men travelling alone who already have an accommodation place in another Member State (“Dublin III”) have been placed on a waiting list since 23 October 2023.³⁰⁰ Since this date, men travelling alone who have lodged an application for international protection are no longer automatically admitted to the CPA. They are seen individually by the ONA's social services, which assess their vulnerability and needs on a daily basis and draw up a waiting list for people wishing to be accommodated by the state.³⁰¹

4.3.3.3 Impacts of the new measure

In a reply to a Parliamentary Question, the Minister of Family Affairs, Solidarity, Living Together and Reception of Refugees explained that 280 men travelling alone have been added to this waiting list, since it was established on 23 October 2023. As of 18 January 2024, 60 men (travelling alone) who applied for international protection were on this list. During the winter months, many newly arriving men are pointed to/seek out the “Wanteraktioun” (an initiative by the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees to provide homeless people a refuge during the months of extreme cold). The demand for beds at the Wanteraktioun has increased and the overall capacity was expanded from 250 to 300. Moreover, heated tents have been put up to offer additional places.³⁰²

4.3.3.4 Other measures taken by the authorities

The derelict accommodation structure for AIPs (and BIPs) “Don Bosco” (located in the City of Luxembourg) was intended to be closed on 31 December 2023 but ultimately was kept open.³⁰³ The emergency centre in Mersch will now have to remain open as well.³⁰⁴

The “Château de Schimpach”, which is undergoing renovations, is planned to accommodate AIPs from early April 2024. This structure for temporary accommodation of AIPs will have a total capacity of 55 beds.³⁰⁵

The Law of 7 August 2023 relating to affordable housing³⁰⁶ entered into force on 1 October 2023 (refer to section 4.3.1). This law addresses the shortage of affordable housing³⁰⁷ and enables the Ministry of Housing to financially support up to 100% of the cost of construction of housing destined for AIPs.³⁰⁸

In a reply to a Parliamentary Question³⁰⁹ the Minister of Finance and the Minister of Family Affairs, Solidarity, Living Together and Reception of Refugees announced that a survey of public land and buildings is underway to determine the various structures that could be developed in the short term to create additional reception capacities.

4.3.3.5 Public debate

On 25 October 2023, Passerell iterated concerns regarding the decision taken by the Minister of Foreign Affairs to suspend the reception of male AIPs, travelling alone, to the CPA.³¹⁰ In its statement, Passerell mentioned the EU Directive 2013/33/EU,³¹¹ the Luxembourgish Constitution and the Charter of Fundamental Rights of the European Union, which enshrine the inviolability of human dignity. Passerell added that Luxembourg also ratified the Convention on the Rights of the Child, which applies to minors seeking protection in the Grand-Duchy.³¹²

In a similar vein, on 31 October 2023, the Luxembourg Refugee Council (LFR) published a press release³¹³ commenting on the authorities’ decision to not automatically accommodate men who travel alone and already have an accommodation place in another Member State (Dublin III) in reception centres anymore but instead place them on a waiting list. In its statement, the LFR referred to the Directive 2013/33/EU on the reception of AIPs³¹⁴, which obliges Member States to guarantee the subsistence of AIPs and to protect their physical and

mental integrity, which includes access to accommodation. According to the LFR, refusing access to accommodation structures to male AIPs travelling alone, is contradictory to the international engagements of Luxembourg. The LFR continued by proposing to implement a strategy and encourage dialogue between the State, the municipalities, and civil society to find solutions for this urgent problem. The LFR also urged the authorities to suspend their decision and introduce measures that guarantee accommodation for all AIPs.³¹⁵

On 31 October 2023, the Minister of Immigration and Asylum published a press release³¹⁶ addressing the LFR communication of the same day. The Minister reiterated the progress that has been made regarding the disposition of beds in reception centres since 2014. Yet, given the exhaustion of Luxembourg's accommodation capacity, coupled with a general housing crisis, these new measures could not be avoided. The Minister underlined that this change of procedure gives absolute priority women, children, and families, as well as to the most vulnerable. The Ministry considers it inconceivable that priority should be given to men travelling alone who already have accommodation in another Member State, at the expense of women, children and families that are introducing their first application for international protection. The Minister explained that male AIPs travelling alone are interviewed individually by the social services of ONA. Their vulnerabilities and needs are assessed to ensure that absolute priority is given to people who are vulnerable because of their age or state of health, followed by men who have submitted their first application for international. ONA continues to work on finding and creating additional accommodation possibilities.³¹⁷

On 17 November 2023, one month after the establishment of the new procedures, Amnesty International, Médecins du Monde (Doctors of the World), Passerell, and Refugee Youth Support and Empowerment (RYSE) published a joint press release,³¹⁸ in which they provided a first assessment of the new procedure and its impacts. They specify that in the days following this decision, some 30 AIPs turned up at their offices looking for accommodation and support. Tents, blankets, and warm clothes were handed out to give a minimum of protection against the cold. The collective reiterated that every person applying for international protection in Luxembourg must have access to the same conditions of reception. They vowed to continue to ensure that every exiled person has access to their rights, whether before the authorities or the courts, which is why they have lodged an appeal before the administrative courts to challenge the legality of the new procedures with the aim of having it annulled. They also launched a petition in the same context.³¹⁹

The CCDH expressed its deep concerns stemming from these new measures. The Committee is afraid that these measures do not respect fundamental rights and increase the vulnerability of affected people to exploitation and trafficking. The CCDH calls on the government to remedy this situation as soon as possible to comply with Luxembourg's international obligations and to respect fundamental human rights.³²⁰

The CCDH added that this new measure could potentially also affect UAMs. The current practice of making initial age assessments of presumed UAMs, in order to decide whether or not they are minors, can have significant consequences for these young people. More precisely, in case they are considered to be of majority age, they would be sent to the primary reception centre for adults where they would be refused access if they had not yet applied for international protection. Further, since October 2023, single male AIPs, most of whom appear to be "Dublin" cases, have not been guaranteed a place in reception centres for AIPs. The CCDH is concerned that these recent developments could lead to UAMs ending up on the streets, completely exposed to traffickers and criminal networks.³²¹

On a related issue, OKAJU reported that during the winter of 2023/24, they received note of cases of single/one-parent families that had to leave reception structures. The main reasons for evicting those people were inadmissible or rejected applications for international protection or other negative decisions by the General Department of Immigration. OKAJU stated that these people were asked to leave the ONA structures promptly (within a week or less). OKAJU also expressed their concerns as these measures are not compatible with children's rights and they intervened to find another emergency shelter or to ensure that these people were allowed to stay longer in their structures.³²²

4.3.4 Access to health care (including mental health)

Creation of a psychological unit

In May 2023, the Health Directorate (of the Ministry of Health and Social Security) set up a psychological unit for refugees (AIPs and BTPs) within the migrant health service. The unit consists of one psychiatrist, two nurses specialized in psychiatry, one psychologist, one psychotherapist, and one social worker. The psychological unit carries out screening of new arrivals in collaboration with social workers to assess and detect mental health needs. The treating professionals employ a screening tool for emotional distress and mental health among refugees, the Refugee Health Screener 15 (RHS-15).³²³ Brief follow-ups to refer the patients to a mental health professional once they are covered by the National Health Fund (CNS) are offered.³²⁴

Identifying vulnerabilities

In their analysis of the Coalition Agreement 2023-2028, the LFR regrets the lack of consideration for the identification of vulnerabilities in the text of the agreement. The detection of vulnerabilities should be carried out on a regular and continuous basis during the examination procedure of applications for international protection. The LFR stressed the importance of initial and ongoing training to enable better detection of vulnerabilities and underscored the need to ensure procedural guarantees of vulnerable AIPs and for appropriate care.³²⁵

4.3.5 Additional developments

4.3.5.1 Empowering and supporting projects for AIPs

ONA continued to develop its empowering projects for AIPs in. These projects aim at improving AIPs' language skills and abilities to navigate and understand administrative procedures and documents, as well as at supporting social connections and intercultural exchanges or even finding a job and fostering community integration.

The successful Cash for Food Project (CFF) works towards increasing the financial autonomy of the project's beneficiaries. Beneficiaries receive their food and hygiene allowances in cash, which increases their purchasing power and their freedom to choose certain products and suppliers. In 2023, 544 AIPs from 22 accommodation facilities participated in this project which should be extended to all ONA facilities by 2024.³²⁶ Following the same logic, ONA is equipping accommodation structures with kitchens so that residents can cook their own food (where the structural circumstances and building safety allow it).³²⁷

Launched in autumn 2023, the “Mechanism for Autonomy/Independence during initial reception” project (*“Dispositif d’Autonomisation au Primo-Accueil”*) DAPA provides four training modules for AIPs on career development and on rights and duties relating to reception in Luxembourg, on navigating the national health system, on the school system and family life, and a fourth module on administrative procedures.³²⁸

The “Needs Assessment Tool” project (*Dispositif d’Evaluation des Besoins*) was launched and aims at identifying vulnerabilities of new arrivals quicker to enable faster interventions in case of detection.³²⁹

In 2023, four projects (selected in 2022) were funded by the Asylum, Migration and Integration Fund (AMIF): three for mental health and one for birth support.³³⁰

Stakeholders’ opinions

In its analysis of the migration chapter of the Coalition Agreement 2023-2028, the LFR recommended that work on empowering AIPs should begin as soon as the application for international protection is submitted. The LFR proposed the introduction of a one-stop shop (*guichet unique*) for AIPs similar to the one created for BTPs. The LFR suggested that AIPs should be able to sign the Citizen’s Pact and listed several additional measures, besides language and Living Together courses, that would enable successful integration, such as access to trainings, to the labour market as well as access to higher education.³³¹

5. TEMPORARY PROTECTION AND OTHER MEASURES IN RESPONSE TO PERSONS FLEEING THE WAR IN UKRAINE

AT A GLANCE

- **Extension of temporary protection to 4 March 2025**
- Possibility of beneficiaries of temporary protection to obtain a **residence permit**
- **Law of 7 August 2023** aligns material **reception conditions** of beneficiaries of temporary protection and applicants for international protection

5.1 Statistical developments

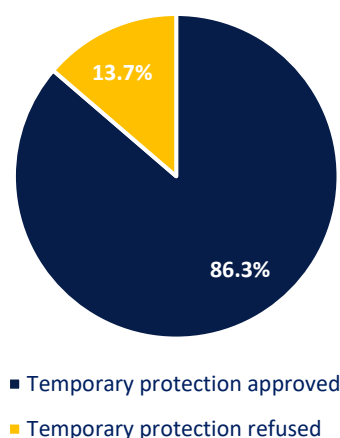
In 2023, 1 053 people registered for temporary protection in Luxembourg (including three unaccompanied minors).³³² When juxtaposed against 2022 when 5 397 requests were made, the number of registrations for temporary protection decreased by 4 643 registrations (or 80,5%).³³³

The approval rate in 2023 was 86,3% (please also see Figure 19). This recognition rate is lower than that of 2022 when, out of 5 346 requests, 5 087 were granted temporary protection and 259 were refused, which translated into an approval rate of 95,1%. Thus, the approval rate in 2023 decreased by 8,9%.

In 2023, temporary protection was granted to 874 people and 139 people were refused temporary protection while 3 649 people requested the renewal of their temporary protection status.³³⁴

On 31 December 2023, 4 228 people had temporary protection status in Luxembourg³³⁵ and 1 335 beneficiaries of temporary protection were residing in structures of the National Reception Office (ONA).³³⁶

Figure 19: Approval rate of temporary protection decisions in 2023 (1 013 decisions)



Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

Table 14 gives a more detailed overview on the requesters for temporary protection in 2023.

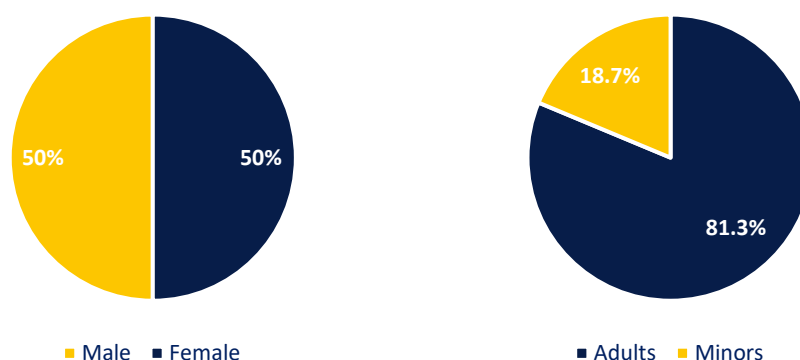
Table 14: Requesters for temporary protection, by nationality, gender, and age of majority

Nationality	Temporary protection requests	of which males	of which females	of which minors
Ukrainian	960	453	507	191
Algerian	12	12	0	0
Moroccan	10	9	1	0
Egyptian	8	6	2	2
Indian	8	5	3	0
Nigerian	7	4	3	0
Libyan	5	5	0	0
Pakistani	5	4	1	0
Tunisian	5	3	2	0
other	33	26	7	4
Total	1053	527	526	197

Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

Further and as illustrated in the figure below, the ratio between female and male requesters was almost equal and less minors were found amongst the requesters.³³⁷

Figure 20: Requests for temporary protection broken down by gender and age of majority



Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

In 2023, 890 people fleeing the war in Ukraine and who obtained temporary protection status were received by ONA's accommodation network. By way of comparison, in 2022, ONA received 3 877 BTPs.³³⁸

5.2 Legislative and policy developments

5.2.1 Extensions of the temporary protection status and renewal of permits

Temporary protection was extended for the first time in late 2022. On 10 February 2023, the Ministry of Foreign and European Affairs issued a communication on the requirement for renewal of the certificates. The Ministry has further asked everyone who has not taken the necessary steps to renew their certificate to follow the instructions given in the letter or to contact the Directorate of Immigration via email in case they have not received the letter.³³⁹ In a press release, the Ministry of Home Affairs reiterated the importance of extending the temporary protection certificate before 4 March 2024.³⁴⁰

Together with all EU Member States, Luxembourg extended the temporary protection mechanism for a second time on 28 September 2023 to 4 March 2025.³⁴¹ Beneficiaries of temporary protection received a couriered letter from the Government IT Centre (*Centre des technologies de l'information de l'État*, CTIE). The letter contained a QR-code leading the recipients to an online platform on which they could book a meeting to extend their temporary protection status.³⁴²

The renewal process for temporary protection certificates became necessary to ensure that beneficiaries of temporary protection will continue to benefit from the rights linked to temporary protection, such as the right to remain in Luxembourg, the right to work or the right to material aid provided by the Luxembourg State.³⁴³

5.2.2 Possibility for beneficiaries of temporary protection to obtain a residence permit

On 21 April 2023, the Minister of Foreign and European Affairs informed beneficiaries of temporary protection and their family members in Luxembourg who:

- hold a certificate of Temporary Protection, which is valid until 4 March 2024 and
- carry out a salaried activity on the territory with a monthly salary equivalent to at least the monthly rate of the minimum social wage of an unskilled worker

about the possibility to submit an application to the Directorate of Immigration to obtain a residence permit.

The Minister emphasised that the granting of a residence permit is conditional in particular on the requirement of having an employment contract and an appropriate accommodation (principal applicant) in Luxembourg outside the structures managed by the National Reception Office and the renunciation of the temporary protection. In case the spouse/registered partner and/or children of the BTP who obtained a residence permit as salaried worker, are also BTPs in Luxembourg, they can obtain a family member residence permit.³⁴⁴

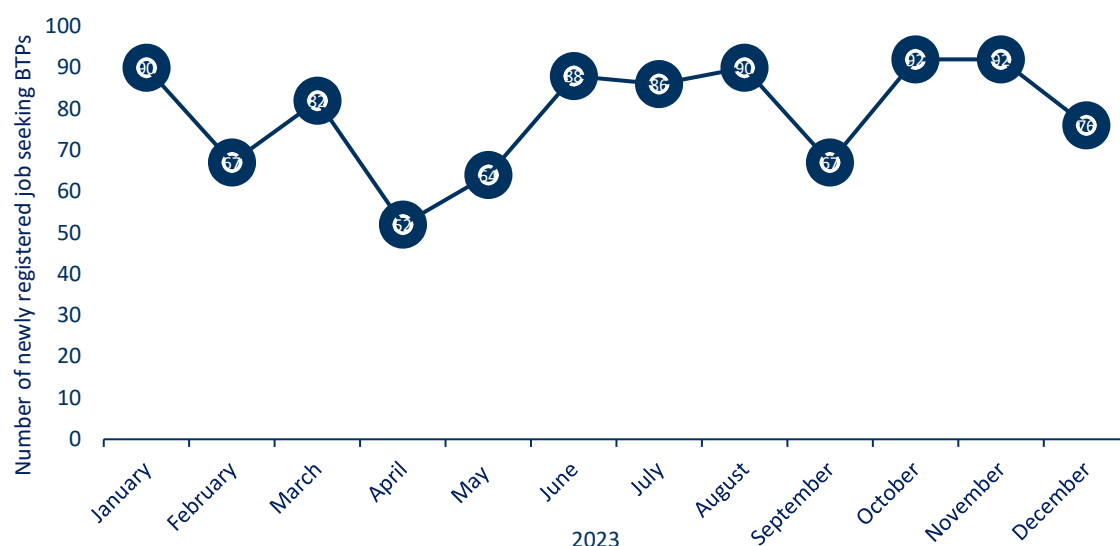
By the end of 2023, 290 people had been issued a residence permit, including 132 in the “employed worker” category.³⁴⁵

5.3 Access to the domestic labour market

Direct access to the Luxembourgish job market for beneficiaries of temporary protection has been maintained in 2023 based on the decision of the Government Council of 9 March 2022. The “Market Test” (*Test du Marché du travail*), which requires the Employment Agency to check whether the vacant job could also be filled by an

EU citizen or a TCN legally residing on the territory, does not apply.³⁴⁶ As of May 2022, ADEM started to include the numbers of BTPs who registered with ADEM as job seekers in its monthly publications on key figures of the Luxembourgish job market as depicted in see Figure 21.³⁴⁷

Figure 21: Newly registered job seeking BTPs by month (2023)



Source: ADEM, 2023 & 2024. © University of Luxembourg, 2024

Labour market participation of beneficiaries of temporary protection

- As illustrated in Figure 21, the proportion of Ukrainian refugees who have sought a job through ADEM remained fairly low in 2023. Additional indicators, which illustrate the difficulty of professional integration of BTPs, were calculated: ADEMs latest available calculations from 1 August 2023 arrived at a rate of 30% of successfully placed job seekers (47% for other refugees and 59% for all jobseekers).³⁴⁸ On 30 June 2023, the Inspectorate General of Social Security reported an employment rate of 35% (as of 1 August 2023).³⁴⁹
- In the last available ranking by ADEM of the jobs most commonly occupied by BTPs who have sought work through ADEM, entry-level jobs in the service sector (e.g. cleaners and domestic helpers, waiters) were overrepresented.³⁵⁰

Factors impacting the labour market participation of beneficiaries of temporary protection

- Regarding the recognition of higher education qualifications held by refugees from Ukraine, no major problems or challenges have arisen other than linguistic difficulties in the communication at the

ministry's reception in some cases. The issuing of bilingual diplomas (in Ukrainian and English) by Ukrainian State universities in recent years has helped to accelerate the processing. For those holding older diplomas issued only in Ukrainian, the requirements for sworn translations have been slightly eased to allow for requesting such translations only for the diploma itself (containing the academic title) but not for the transcript of grades.

- According to the Ministry of Higher Education and Research, challenges arose mostly when no copy of the final diploma in its original language was presented and the higher education institution has not entered the data entirely/correctly into the EDBO register of the Ukrainian authorities, thus preventing the holders from producing an attestation of their study period and degree obtained.³⁵¹

Main challenges for job seeking beneficiaries of temporary protection

- Only 40% of BTPs have a sufficient knowledge of English, 60% don't speak French, and 90% do not speak German. Yet, in trilingual (French, German, and Luxembourgish) Luxembourg, French is predominant on the labour market;
- Recognition of qualifications: 25% of Ukrainian refugees looking for work in Luxembourg (until August 2023) have a secondary school diploma, and 73% have a university degree. Despite a certain level of educational attainment, it might be easier for BTPs to adapt to a job, which does not match their formal qualification(s).

According to ADEM, another potential challenge could be the fact that 66% of Ukrainian refugees were mainly women, often with children, who require childcare in order to work. If they could not find a childcare spot that corresponded to their working hours, they may have stopped looking for work and were closing their file.³⁵²

5.4 Access to basic services and support

5.4.1 Evaluation of accommodation project

In light of the difficult and tense housing market in Luxembourg, which creates, in combination with unrenowned private hosting commitments a challenging situation for BTPs,³⁵³ a Parliamentary Question on strategies supporting private households who (intend to) host BTPs was asked. In his reply, the Minister of Immigration and Asylum highlighted the project "Family Reception of Beneficiaries of Temporary Protection" (*Accueil en famille de bénéficiaires de protection temporaire*). This project formalises this process and schedules follow-ups for privately housed BTPs. The project has been evaluated in 2023 and a second phase, which will be more focused on the supervision of BTPs in host families, has been launched.³⁵⁴

5.4.2 Access to social welfare and means of subsistence (public financial and non-financial support)

Law of 7 August 2023

The Law of 7 August 2023³⁵⁵ adapts the non-financial or material aid as well as the financial aid granted by the National Reception Office (*Office national de l'accueil*, ONA).³⁵⁶ The granting of material reception conditions to beneficiaries of temporary protection is now subject to the same requirements and conditions as those applicable to applicants for international protection.³⁵⁷ More specifically, in addition to a monthly financial allowance of €29, a monthly amount of €226.27 for food (in case that meals are not provided by ONA) and an additional amount of €45 for hygiene products are given either in kind, in cash, or in vouchers³⁵⁸. This aid is supplemented by aid which covers accommodation costs, clothing costs, costs relating to specific nutritional needs, the needs of new born babies, childcare, educational supplies, as well as medical costs.³⁵⁹

For related information please refer to sections 3.2, 3.3, 3.4, 4.3, 9.1, and 10.1.

5.4.3 Access to education for minors

Cultural agreements for Ukrainian language or culture courses: Law of 14 July 2023

Luxembourg's public international schools were already in operation for several years in 2022 and they have proven very successful for the education of Ukrainian students.³⁶⁰ The Law of 14 July 2023 on the reception, guidance, integration and educational support of newly arrived pupils and the creation of the School Integration and Support Service (SIA),³⁶¹ which also provides options to convey students' languages and cultures of origin, came into force on 24 July 2023, shall add to these successes.³⁶²

According to this law³⁶³, once a cultural agreement is concluded with another State or a non-profit association (NGO), the law facilitates the provision of public infrastructure (e.g. classrooms outside school hours or rooms in municipal buildings) for representatives of third countries of origin or NGOs for teaching native languages as well as about the culture(s) of their countries of origin.

The Integration and school reception service (*Service de l'intégration et de l'accueil scolaire*; SIA) coordinates and monitors the implementation of these courses.³⁶⁴ Ukrainian representations in Luxembourg have also entered into such a cultural agreement.³⁶⁵ More specifically, SIA is collaborating with the Luxembourg-based nonprofit LUKRAINE ASBL, which manages a Ukrainian Saturday School called "Mriya". On Saturdays, children between the ages of 3 and 13 are offered language and culture courses in Luxembourg-City.³⁶⁶

For related information please refer to section 6.1.

5.5 Measures taken outside the legal framework of the Temporary Protection Directive

Introduction of the Citizen Pact and the Intercultural Living Together Programme

On 1 January 2024, the Law of 23 August 2023 on Intercultural Living Together came into force. Among other things, it provides for the introduction of the Citizen Pact and the Intercultural Living Together Programme. This offer is aimed at all adults living or working in Luxembourg, including beneficiaries of temporary protection.³⁶⁷ For related information please refer to sections 7.1, 7.2, 7.3, 7.6, and 8.1.

6. MINORS AND OTHER VULNERABLE GROUPS

AT A GLANCE

- **Law of 14 July 2023 creates the SIA** and replaces the SECAM
- **Law of 20 July 2023 i.a. extends compulsory schooling to 18 years**
- **Accelerated appointment-procedure of ad-hoc administrators for unaccompanied minors**

6.1 Education of migrant children

By virtue of the principle of equality of opportunity, schools in Luxembourg must cater to all populations. All children, independent of their status, country of origin, etc. in Luxembourg are entitled to school integration measures.³⁶⁸ It shall be emphasised that education is compulsory for all children residing in Luxembourg (until they reach the age of 18).³⁶⁹

6.1.1 Statistical developments

In the school year 2022/23, the overall share of non-Luxembourgish pupils remained unchanged (44,8% compared to 44,9% in 2021/22) in fundamental (primary, in classic secondary education (30,7% compared to 30,9% in 2022), in general secondary education 45,4% (47% in 2021/22) and in vocational courses applying the official programme provided by the MENEJ 43,2% (45,9% in 2021/22).³⁷⁰

The proportion of pupils in secondary education whose first language spoken at home is not Luxembourgish slightly increased to 63,4% (62,5% in 2021/22) for the school year 2022/23. When looking at previous years, a slight but steady upward trend continues (58,4% in 2018/2019, 60,1% in 2019/2020, 61% in 2020/21). In elementary education, 68,1% (67,6% in 2021/22) of the children enrolled spoke a first language other than Luxembourgish at home. A steady increase is visible here as well: climbing from 65,5% in 2018/19, to 66,3% in 2019/20, and to 66,8% of the pupils in 2020/21.³⁷¹

Between September 2022 and September 2023, the School Service for Newly Arrived Pupils (*Cellule d'Accueil Scolaire pour Elèves Nouveaux Arrivants*; CASNA), now preplaced by the School and Integration Service (*Service de l'intégration et de l'accueil scolaire*, [SIA](#)) welcomed 1 512 newly arrived pupils in secondary education for consultations (i.e. five pupils less than in 2022) and 73 for primary education.³⁷²

In 2023, Syrian pupils were the largest group of newly arrived pupils (15%), followed by Portuguese pupils (14%) who remain the largest group amongst EU-pupils, which also consisted of Luxembourgers who returned to Luxembourg (6%) and French pupils (3%). Amongst pupils from third countries, Eritrean pupils represented the second largest group with a share of 7%, followed by Afghan (5%), Cape Verdean (4%), Guinean (3%), Ukrainian (3%), and Brazilian (2%) pupils. While the shares of most student populations remained fairly stable, the share of Ukrainian pupils dropped noticeably by 13% from 16% in 2021/22 (for an overview of the most frequent nationalities of newly arrived pupils received by SIA (former CASNA) for secondary education (please see Table 15 and Figure 22).³⁷³

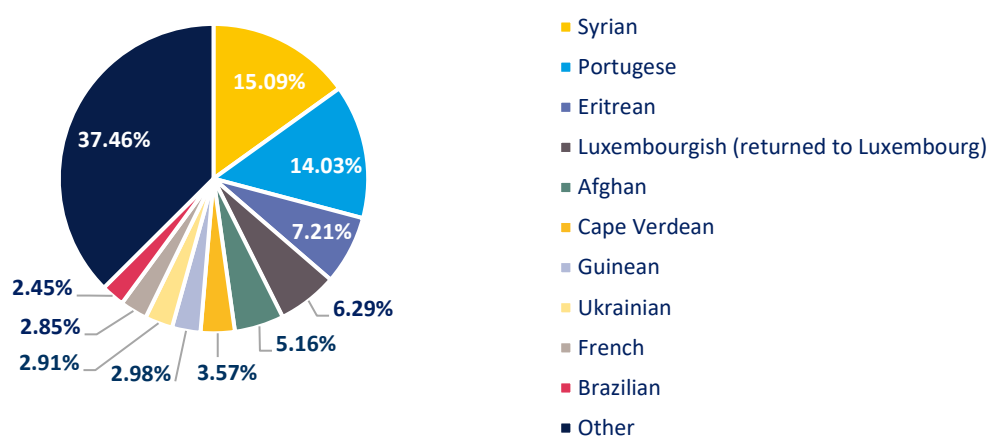
Amongst which the 1 512 pupils welcomed by SIA/CASNA, 500 were AIPs enrolled whose main nationalities were Syrian (35,8%), Eritrean (16%), and Afghan (11%).³⁷⁴

Table 15: Most frequent nationalities of newly arrived pupils received by SIA (former CASNA) for secondary education (2019/20-2023/23)

NATIONALITIES	2019/20	2020/21	2021/22	Change (%) 2022/23
Third-country nationals				
Syrian	6,2%	7,6%	9,2%	15,1%
Eritrean	6,2%	7,3%	6,7%	7,2%
Afghan	6,2%	3,7%	3,8%	5,2%
Cape Verdean	3,3%	3,2%	3,4%	3,6%
Guinean	1,61%	3,78%	1,78%	3,0%
Ukrainian	1,61%	3,78%	15,89%	2,9%
Brazilian	3,43%	2,9%	2,5%	2,4%
EU and Luxembourgish nationals				
Portuguese	14,6%	17,6%	13,2%	14,0%
Luxembourgish (returned to Luxembourg)	10,3%	8,8%	5,6%	6,3%
French	7,0%	6,2%	4%	2,9%

Source: Ministry of Education, Children and Youth, 2021 – 2024. © University of Luxembourg, 2024

Figure 22: Most frequent nationalities of newly arrived pupils received by SIA (former CASNA) for secondary education (2022/23)



Source: Ministry of Education, Children and Youth, 2024. © University of Luxembourg, 2024

6.1.2 Legislative developments

6.1.2.1 Law of 14 July 2023 relating to the reception, orientation, integration, educational support of newly arrived pupils and the creation of the Integration and school reception service

The Law of 14 July 2023, which entered into force on 24 July 2023, created the School Integration and Welcoming Service (*Service de l'intégration et de l'accueil scolaire*; SIA), which replaced the Schooling Service for Foreign Children (*Service de scolarisation des enfants étrangers*, SECAM) to better address educational inequalities reproduced by the public school system.³⁷⁵

The SIA is a central one-stop starting point to help newly arrived families with finding the right school for their children by providing parents and pupils with information about the different formal and non-formal educational offers available in Luxembourg.³⁷⁶ The SIA also provides handouts on “Languages and Cultures” as a support tool for educational staff, helping them to welcome newly arrived children in the best possible way.³⁷⁷

The law regulates the different stages of the educational integration of foreign students in the public educational system and also evaluates this process. It guarantees reception, guidance, and support to ultimately minimize the impact of socio-cultural origins on the chosen educational path.

Newly arrived children benefit from an individually focused intercultural and holistic approach, which takes into account their skills, development and entire background. The SIA also ensures a follow-up with the students during their first two years.³⁷⁸

One of the measures introduced by this law is its facilitation of classes in pupils’ first languages and cultures of origin. Given that cultural agreements are concluded with another State or non-profit associations, access to public infrastructure (e.g. classrooms outside school hours or rooms in municipal buildings) for representatives of a country of origin for the purpose of teaching first languages and the cultures of origin is facilitated. The SIA coordinates and monitors the implementation of these courses.³⁷⁹

For more related information please refer to section 5.4.

6.1.2.2 Law of 20 July 2023 relating to compulsory education

The Law of 20 July 2023 relating to compulsory education and amending (1) the amended Law of 6 February 2009 on the organization of basic education; (2) of the amended Law of 18 March 2013 relating to the processing of personal data concerning pupils introduced several changes to the organisation of public education in Luxembourg. This law, which came into force on 31 July 2023, shall advance the adaptation of the educational system to the progressing complexification and diversification of Luxembourgish society to enhance social cohesion.³⁸⁰

In conjunction with Luxembourg’s mainstreaming approach, the following amendments are relevant in the context of migration and integration:

- All education shall contribute to convey, in addition to knowledge and skills, inter alia, respect for differing of opinions and convictions, and different cultures, as well as to respect all people and ethnic, national, philosophical and religious groups;³⁸¹

- Education respects the principle of equality and is opposed to all forms of discrimination;³⁸²
- Learning different languages and learning about the pluralism of different opinions and beliefs;³⁸³
- All teaching respects the principles of interculturality and contributes to it by promoting respect for linguistic and cultural diversity;³⁸⁴
- All minors who have reached the age of four before 1 September and who have their habitual residence in Luxembourg are subject to compulsory education until they are 18 years old.³⁸⁵

Accompanying the new law is a multilingual (ALB, AR, ES, IT, FR, EN, PT) information campaign was launched by the NGO ASTI (*Association de Soutien aux Travailleurs Immigrés*) to inform parents that schooling in Luxembourg is compulsory for all children, regardless their residence status.³⁸⁶

6.1.3 Specialised state reception classes

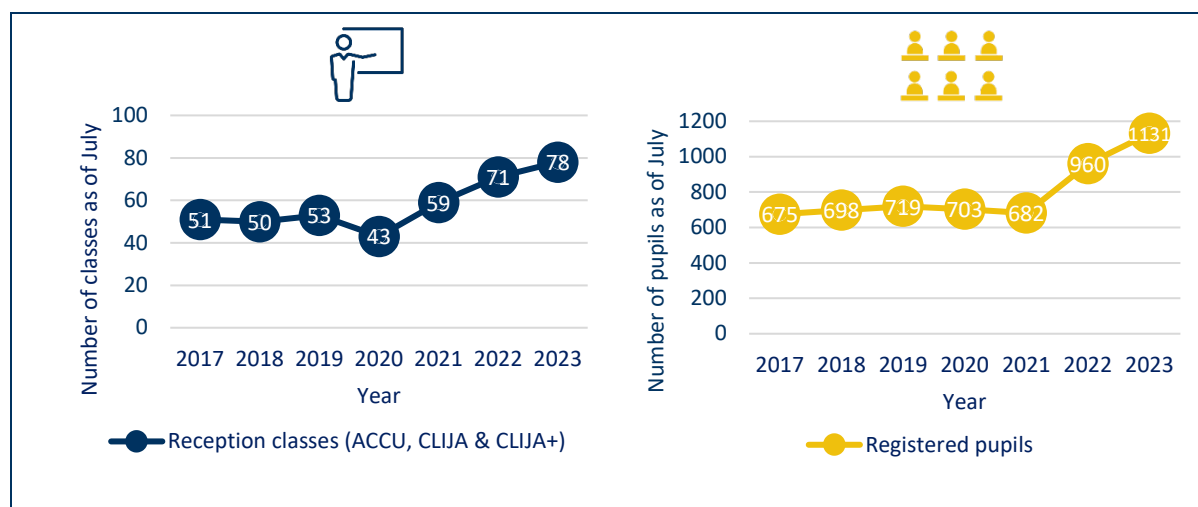
At the beginning of 2023, eight new specialised state reception classes (*classes spécialisées d'accueil de l'État*, CSAE) were added at the elementary school level in the accommodation facilities of ONA. Further, the project to integrate pupils from special reception classes into the local elementary schools continued to be extended in 2023 with two additional municipalities supporting the integration of pupils from the Weilerbach CSAEs.³⁸⁷

With the entry into force of the Law of 14 July 2023, integration classes for newly arrived pupils (*classes d'intégration pour élèves nouvellement arrivés*, CLI) have replaced the CSAEs.³⁸⁸

As of July 2023, there were 78 reception classes for newly arrived pupils in secondary education (an increase of seven classes; including Welcome classes, or ACCU, Integration classes for young adults aged 16 to 17 years, or CLIJA, and Integration classes for young adults aged 18 to 24 years, or CLIJAA). In accordance with the legislation on the reception of newly arrived pupils, these classes are set up according to current needs. The number of the classes therefore varies from term to term (for a general overview of the evolution of the number of ACCU, CLIJA and CLIJAA classes, please see Figure 23). In addition, in June of 2023, 20 reception classes for 444 pupils in elementary education have been organised.³⁸⁹

OKAJU noticed a shortage of CLIJA and CLIJA-alphabetisation classes (combining intensive French learning and literacy courses) during the 2022/2023 school year and urged the Ministry of Education, Children and Youth to open more classes throughout Luxembourg, especially on the countryside where access was particularly limited. OKAJU reported that prior to the start of the new school year 2023/2024, 30 new CLIJA and CLIJA-alphabetisation classes were added, bringing the total to around 100 classes. However, any further potentially necessary increase in the number of classes throughout the school year could prove to be difficult due to a lack of teachers.³⁹⁰

Figure 23: Reception classes (ACCU, CLIJA & CLIJA+) in secondary schools and number of pupils registered in these classes (2017-2023)

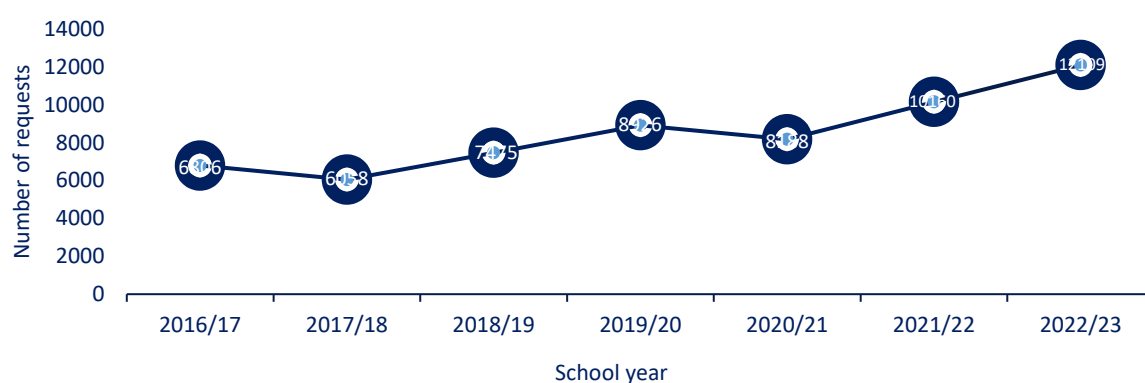


Source: Ministry of Education, Children and Youth, 2018 – 2024. © University of Luxembourg, 2024

6.1.4 Intercultural mediation

SIA counted a total of 107 intercultural mediators in 2023, which represents an increase of 25,9% in comparison to 2022, who together worked in 40 different languages. Overall, 12 109 requests for intercultural mediations were recorded during the school year 2022/23 (against 10 160 in 2021/22), which translates into an increase of 19,2% compared to the school year 2021/22 (see Figure 24). The four languages that were requested most did not change for 2023: Arabic (3 242), Portuguese (1 846), Bosnian-Croatian-Montenegrin Serbian (1 102), and Tigrigna (1 044).³⁹¹

Figure 24: Requests for intercultural mediations (school years 2016/17-2022/23)



Source: Ministry of Education, Children and Youth, 2018 – 2024. © University of Luxembourg, 2024

6.1.5 Intercultural education

The [Centre for intercultural education \(Centre d'éducation interculturelle, ikl\)](#) is supported by the City of Luxembourg since 1989 and is managed by the MENEJ and ASTI asbl. This service promotes intercultural education and living together through trainings for pupils and teaching- and socio-educational staff as well as through the development of teaching tools.

In 2022/2023, 184 interventions were carried out. In September 2023, the Centre's activities relating to formal education and two staff members were taken over by the MENEJ and are now part of the SIA. Together with the SIA, ikl staff offer trainings, such as:

- Asylum and flight (Cliché);
- Discrimination, racism and micro-aggressions;
- Interculturality (Interkulturell Öffnung and others);
- Living Together;
- Migration to Luxembourg;
- Identities and sense of belonging.³⁹²

Professional development for teachers

The Ministry of National Education, Children and Youth started to offer several new intercultural training opportunities in 2023 for teachers. The aim of these courses is the sensibilisation of teachers to subjects on interculturality (e.g. "School and migration" or "Asylum, forced migration or racism in the educational context") and to foster the development of relevant competencies.³⁹³ Courses are accessible via the [IFEN-website](#).³⁹⁴

6.1.6 Continuing diversification of Luxembourgish public school system

Efforts to diversify the range of public schools and to offer pupils flexibility in their choice of languages in parallel with integration measures that responded to the needs of Luxembourg's more and more heterogeneous population continued in 2023. The Minister for education emphasised the important role international schools play in ensuring that children's individual (linguistic) background does not impact their educational trajectories. Given the high popularity of the public international schools, the Minister further announced that additional international schools are planned.³⁹⁵

On 27 September 2023, the Anne Beffort International School in Mersch, was inaugurated. The school consists of an elementary and secondary school and accommodates 750 students. The offer of public European classes has been extended to include the municipality of Schifflange. Individually adapted multicultural education with several linguistic options is now available in six public international schools in Luxembourg.

In addition, on 24 November 2023, Bill 8262³⁹⁶ was introduced to Parliament. Bill 8262 intends to extend the capacity and educational offer of the already existing sixth public European school in Junglinster. In addition to integrating foreign students living in Luxembourg, this new European School will be tailored to the needs of young people in kindergarten, primary, and secondary school who are living only temporarily in Luxembourg.³⁹⁷

6.1.7 Access to health care

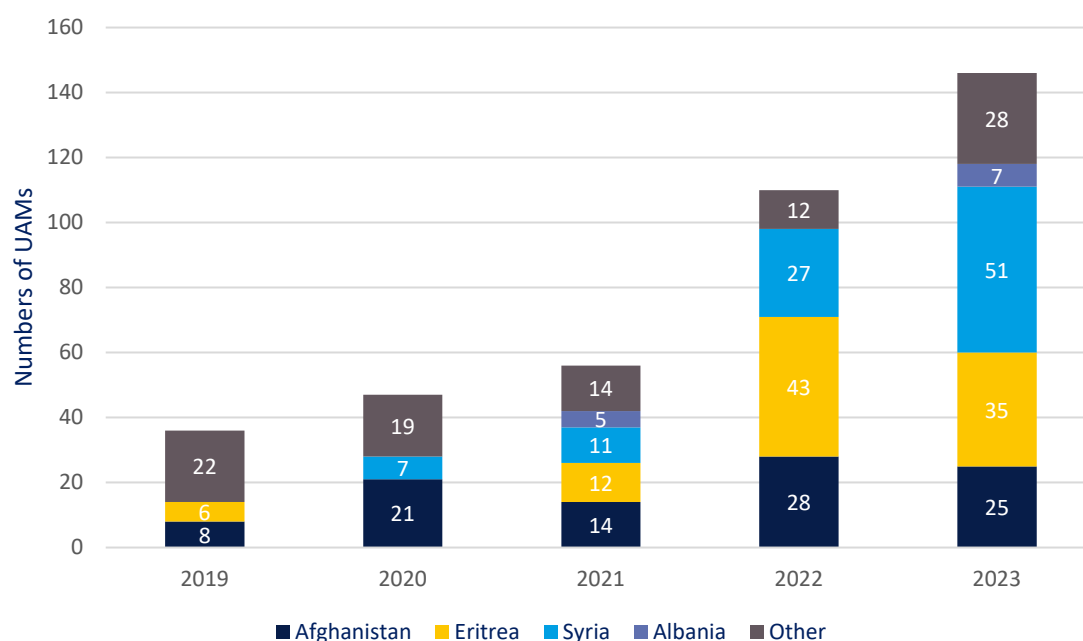
In their annual report, the OKAJU raises the issue of language barriers as an obstacle for accessing health care, which particularly affects children from exiled families or from families with immigration background, most of whom are applicants for or beneficiaries of international protection. Given their history of flight during which they were exposed to malnutrition, contagious diseases, and violence (in addition to poor medical infrastructure in their countries of origin combined with difficult living conditions in Luxembourg), they are at an increased risk of suffering from ill health. Yet, they often are faced with unsuitable reception conditions, particularly in the context of emergency services. The OKAJU recommends simplifying medical information and setting up specific and systematic consultations for exiled children and refers to the recommendations that have been drafted by the paediatric group of the Central Hospital (*Centre Hospitalier de Luxembourg*).³⁹⁸

6.2 Unaccompanied Minors

6.2.1 Statistical developments

In total, the Directorate of Immigration counted 146 unaccompanied minors who arrived in Luxembourg and having lodged an application for international protection through an ad hoc administrator during 2023. At first sight, this seems to represent a strong increase of 32,8% (from 110 to 146 UAMs). However, this number also includes around 50 UAMs who already arrived in 2022 but have not submitted their application for international protection until 2023 as they were waiting that an ad hoc administrator be appointed for them.³⁹⁹ Most of the 146 UAMs who have applied for international protection in 2023 came from Syria (51), Eritrea (35), and Afghanistan (25). As in 2022, most of them were males.⁴⁰⁰

Figure 25: Unaccompanied minors applying for international protection (2019-2023) by country of origin



Source: Ministry of Foreign and European Affairs, 2021-2023 and Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

Since 2019, numbers of UAMs who are applying for international protection are steadily rising, as shown by Figure 25. When set against pre-pandemic 2019, the overall number of UAMs applying for international protection in Luxembourg has increased by 305,6% and compared to the previous year the number of UAMs has risen by 32,7%.

6.2.2 Developments related to the reception of UAMs and procedural aspects

6.2.3 Gradually increasing support by ONE

Over the last few years, the practice has become gradually established that ONE is gradually taking over the care for UAMs who arrive in Luxembourg from ONA. ONE is thus more and more becoming the reference point for UAMs and most of the homes for UAMs are currently under ONE's responsibility. For the time being, however, responsibilities are still shared due to the lack of available facilities, and ONA and ONE are jointly responsible for the reception of UAMs. This means that all UAMs arriving in Luxembourg are initially cared for in the "Lily Uden" primary reception centre, where they are supervised by a specialised ONE team, before being allocated to smaller structures according to their age and individual situation. The CCDH has been informed that it is foreseen that accommodation and supervision for UAMs will be fully provided by ONE.⁴⁰¹

Stakeholders' debate

The situation of UAMs in Luxembourg has sparked several debates. The abovementioned gradual change of practice, successively increasing the involvement of ONE, however, is welcomed by stakeholders. The CCDH and the LFR, for example, asked the Government to provide ONE with sufficient human and financial resources to carry out this new mission and to take the necessary legal provisions to stipulate this change.⁴⁰²

In their co-written report, which has been published in November 2023, the OKAJU and the association Passerell list several main points of criticism on the situation of UAMs in Luxembourg. Namely, UAMs who arrive in Luxembourg must apply for international protection and to follow the same process as adult refugees.⁴⁰³ In its assessment of the Coalition Agreement 2023-2028, the LFR criticises this state of affairs and demanded to view minors as children and not as applicants for international protection.⁴⁰⁴

The two organisations also reported that unaccompanied minors who apply for international protection still sometimes find themselves alone before the authorities.⁴⁰⁵ However, they have positively noted that UAMs lately tend to be more often accompanied by another person (often a staff member from the respective reception facility) when first meeting with the General Department of immigration.⁴⁰⁶

OKAJU and Passerell further criticised that the exact roles of representatives for UAMs, the ad-hoc administrators (acting as the UAMs' legal representative) and the public administrator (representing UAMs in civil acts) are not defined clear enough. The OKAJU also reiterated their concern that the members of the Advisory Commission responsible for assessing the best interests of the child in the context of the removal of UAMs are persons who are involved in removal decisions, which could jeopardise the neutrality of this commission.

The OKAJU and Passerell recommended the drafting of one law which covers all aspects relating to UAMs to eliminate any existing confusion and to prevent any potential future uncertainties. More specifically, they advocate for the creation of an administrative status for all UAMs in Luxembourg, whether they have applied for international protection or not. They further would like to see a child protection organisation to take charge of all decisions concerning UAMs, the development of clear guidelines for the representatives of UAMs, the possibility for UAMs to choose a support person, as well as a support plan for each UAM to advance their integration in Luxembourg. Finally, they proposed i.a. that the National Childhood Office (*Office National d'Enfance*, ONE) should be in charge of the reception of UAMs.

6.2.4 Additional facilities and housing for UAMs

During 2023, additional facilities for UAMs have been created. Caritas took over the management of a new home in the village of Bridel, which can accommodate 12 unaccompanied minors. The Foyer Saint-Antoine in Luxembourg-City now exclusively hosts UAMs aged between 16,5 and 18 years.⁴⁰⁷ Two additional Caritas homes, the Maison St Hubert in Munshausen and the Foyer Maarjashaff in Liefrange, have increased their capacities and created 18 new places for UAMs.⁴⁰⁸ In 2023, "Elisabeth Kanner- a Familjenhëllef" opened a new structure for six male UAMs in Esch/Alzette.⁴⁰⁹

OKAJU visited two facilities for UAMs in the north of Luxembourg and found that at least one was not fit for hosting minors over a longer period, due to infrastructural reasons and a lack of privacy. Since their visit, some reshuffling has been done to accommodate more minors in facilities with adequate living standards.⁴¹⁰

6.2.5 Longer-term housing options for UAMs

The lack of affordable housing in Luxembourg can contribute to the marginalisation of families and individuals.⁴¹¹ On 27 September 2023, the Ministry of Housing, the Cécile Ginter Foundation and Caritas Luxembourg entered a collaboration to develop two affordable housing projects for vulnerable families and individuals ("Mühlenpesch" in Stolzembourg and "Am Wangert" in Michelau). This project aims at providing long-term, safe, and affordable housing for individuals and families in challenging situations to stabilise their situation and to socially include them.⁴¹²

Within the "Mühlenpesch"-project, about 18 units are intended for community housing for UAMs and/or young adults (18-26 years). The latter will live in an independent housing situation while preparing to enter the job market for the first time. UAMs can complete their schooling and have the option of remaining on the site once they are finished. Supervision will be provided by the educational and social teams of Caritas Luxembourg.⁴¹³

6.3 Procedural and institutional developments

Accelerated appointment-procedure of ad-hoc administrators for unaccompanied minors

The time period to appoint ad-hoc administrators for unaccompanied minors could previously stretch from a few weeks to a few months. Now, ad-hoc administrators are appointed within a few days or a week at most.⁴¹⁴ This new development shall improve the inadequate legal representation of unaccompanied minors in the initial period following their arrival.⁴¹⁵

Addition of a civil society member to the Advisory Commission on the Evaluation of the best interest of Unaccompanied Minors

The Grand-Ducal Regulation of 12 August 2022 amending the Grand-Ducal Regulation of 4 November 2020 relating to the composition and functioning of the [advisory commission for the assessment of the best interests of unaccompanied minors](#)⁴¹⁶ came into force on 27 August 2022 and introduced the addition of a member of civil society as part of the Advisory Commission on the Evaluation of the best interest of Unaccompanied Minors.⁴¹⁷ A call for candidates was circulated at the end of 2022 and led to the selection of a civil society player who joined the commission in 2023.⁴¹⁸

7 INTEGRATION AND INCLUSION OF ADULT MIGRANTS

AT A GLANCE

- Entering into force of the **revised Constitution**: political participation of foreign residents.
- **Law of 28 March 2023 introducing to the Penal Code an aggravating circumstance** for a crime or misdemeanour committed with a motive based on discrimination.
- **Law of 23 August 2023 on Intercultural Living Together and amending the amended Law of 8 March 2017 on Luxembourg**

7.1 Legislative Developments

7.1.1 Law of 23 August 2023

The Law of 23 August 2023 on Intercultural Living Together⁴¹⁹ has entered into force on 1 January 2024. It repeals the Law of 16 December 2008 concerning the reception and integration of foreigners in the Grand Duchy of Luxembourg.⁴²⁰ Hence, the Welcome and Integration Contract (*Contrat d'Accueil et d'intégration*, CAI⁴²¹), the National Council for Foreigners (*Conseil National pour Étrangers*, CNE),⁴²² which are stipulated in the Reception Law, are repealed as well.

The law aims to replace the current "integration" approach with a broader and more open perspective on "Intercultural Living Together", defined as a "participatory, dynamic and continuous process". Everyone living and working in Luxembourg, i.e. Luxembourg nationals, EU-citizens, TCNs, and cross-border workers are affected by this law. It is considered essential to (legally) reflect the changing demands and challenges of Luxembourg's evolving and ever more diverse society to ensure that Luxembourg can continue to successfully support everyone's participation in society.⁴²³

Accordingly, this law provides a legal basis for the following instruments and structures:

- the National Action Plan for Intercultural Living Together⁴²⁴,
- the Citizens' Pact for Intercultural Living Together⁴²⁵,
- the Intercultural Living Together Program⁴²⁶,
- the Municipal Pact for Intercultural Living Together (successor of the "Pakt vum Zesummeliewen").⁴²⁷ The implementation and monitoring of the Pact will be supported by:
 - intercultural living advisor (*conseiller au vivre-ensemble interculturel*) who supports the signatory municipalities and the
 - municipal pact coordinator (*coordinateur pacte communal*), who is either a civil servant or a municipal employee, an external coordinator (natural or legal person).
- creation of the High Council for Intercultural Living Together (*Conseil supérieur du vivre-ensemble interculturel*)⁴²⁸ to replace the National Council for Foreigners (*Conseil national des étrangers*, CNE) and the interministerial Committee for integration
- a municipal commission with Intercultural Living Together in its remit will replace the Municipal Consultative Integration Commission.⁴²⁹ Bulletin n°2023-113 (by the Ministry of Family Affairs, Integration

and the Greater Region) provides details about the tasks and structure of this new commission to the municipalities.⁴³⁰

The new law opens up eligibility for the Citizen's Pact and the Intercultural Living Together program to everyone who resides or works in the Grand Duchy of Luxembourg.⁴³¹ To this point, benefits from the current Welcome and Integration Contract (*Contrat d'accueil et d'intégration*, CAI), such as language classes in one of the official national languages (LU, FR, DE), a civic instruction course and an orientation day,, used to be only accessible to non-Luxembourgish residents.

Further, the completion of the course "*Vivre ensemble au Grand-Duché de Luxembourg*", which is organised within the framework of the Pakt, is taken into consideration for the application to obtain long-term resident status and will allow access to a simplified procedure to acquire Luxembourg nationality⁴³² (by amending the Law of 8 March 2017⁴³³).

The fight against racism and against all forms of discrimination entails a dimension of Living Together and is hence part of the mission of the High Council for Intercultural Living Together and "living together" is included in its remit.⁴³⁴

Stakeholders' opinions

Bill 8155 was tabled on 20 February 2023 in Parliament and was adopted on 20 July 2023, with 57 votes to three to become the Law of 23 August 2023. Several actors have reviewed the bill. ASTI welcomed the new approach to intercultural living together and the replacement of the National Council for Foreigners (CNE) by the High Council for Intercultural Living Together. However, they regretted that the composition of this council does not provide for more representatives of associations and that the law does not mention the importance of the commitment of volunteers. The Chamber of Commerce noted with approval the integration of cross-border workers in the intercultural living together policy but would have liked the social partners to be included among the members of the Higher Council for Intercultural Living Together. The CNE, while welcoming the opening of the pact of intercultural living together to cross border workers, criticised that the High Council does not foresee any representation of the different foreign communities and also argued for its own representation. The CLAE, while welcoming the paradigm shift towards living, working, and deciding together, deplored that the project does not mention equal rights and equal access in societal areas such as work, housing, health and continuing education. The Council of State had issued four formal oppositions on procedural and functional questions, which were subsequently lifted.⁴³⁵

For related information please refer to sections 5.5, 7.2, 7.3, 7.6, and 8.1.

7.1.2 Revision of the Constitution

Revision of Chapter II: The right to vote for foreign residents

The revised Constitution came into force on 1 July 2023.⁴³⁶ Chapter II addresses rights and freedoms, specifying that political rights can be extended to non-Luxembourgers (European citizens or TCNs) except for legislative elections.⁴³⁷ More specifically, the Law of 17 January 2023 on the revision of chapter II of the Constitution

stipulates that with regard to political rights, the principle according to which the right to vote can be extended by law to non-Luxembourgers (European citizens nor TCNs) does not apply to legislative elections, thus respecting the (non-binding) results of the [2015 referendum](#).⁴³⁸ For related information please refer to section 4.2.1.

7.2 Involvement of multi-stakeholders to strengthen Intercultural Living Together

The involvement of multi-stakeholders to strengthen living together at the local level featured particularly strongly in the implementation process of the Law on Intercultural Living Together and its instruments. These are elaborated below.

7.2.1 Information for municipalities

The Minister for Family and Integration sent out a Circulaire to all municipalities on 30 August 2023 on the establishment of a consultative committee (regarding its name, tasks, members) as well as on the establishment of the Higher Council for Intercultural Living Together (*Conseil supérieur du vivre-ensemble interculturel*).⁴³⁹

On 25 September 2023, the Ministry of Family Affairs, Integration and The Greater Region, held an information session for municipal officials, representatives, agents and members of municipal committees in Leudelange, to familiarise them with the offers, advice, services and tools made available to municipalities by the Ministry, the National Solidarity Fund (FNS) and the National Social Inclusion Office (ONIS). Around 80 participants who represented more than a third of Luxembourg's municipalities, attended the event and were informed about how new law intends to empower them to take responsibility for fostering integration and Intercultural Living Together as well as social cohesion.⁴⁴⁰

Launch of the websites “Portail vum Zesummeliewen” and “Zesummeliewen an ärer Gemeng”

In December 2023, the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees launched two new websites: the [Portail vum Zesummeliewen](#) (Portal for Intercultural Living Together) and the website [Zesummeliewen an ärer Gemeng \(Intercultural living-together at municipality level\)](#).

While the first represents an entry point for the State's activities to promote Intercultural Living Together at national level, the latter highlights flagship projects to promote Intercultural Living Together within the municipalities, particularly in the context of the *Gemengepakt vum interkulturellen Zesummeliewen* (Municipal Pact for Intercultural Living Together), the municipal advisory committees for Intercultural Living Together, as well as the networking and exchange of good practices.

7.2.2 (Municipal) Living Together Pact

While the Division for Intercultural Living Together's partnerships continued with implementing the "*Pakt vum Zesummeliewen*" in 2023, it also prepared for its termination on 31 December 2023 by initiating a transition phase for the "[*Gemengepakt vum interkulturellen Zesummeliewen*](#)" (Municipal Pact for Intercultural Living Together), which has been created by the Law of 23 August 2023 and came into force on 1 January 2024.

The monitoring committee for the "*Pakt vum Zesummeliewen*" project (Division for Intercultural Living Together, CEFIS, ASTI, CLAE, SYVICOL, integration advisers), which met multiple times in 2023 has also played an important role in the transition process to the "*Gemengepakt*".

In order to ensure that the growing number of municipalities that have signed and will sign the "*Pakt*", will receive appropriate support, an additional integration advisor (now the Living Together advisor) has been recruited in 2023. The team of integration advisors now consists of five members.⁴⁴¹

For related information please refer to sections 5.5, 7.1, 7.3, 7.6, and 8.1.

Signatories in 2023

In 2023, the three last municipalities signed the "*Pakt vum Zesummeliewen*": Leudelange⁴⁴², Pétange, and Mertert.⁴⁴³ Since the beginning of the pilot project of the [*Pakt vum Zesummeliewen*](#) in 2021, a total of 32 municipalities (of [102](#)) have signed the "*Pakt*".⁴⁴⁴ The municipalities that signed the "*Pakt vum Zesummeliewen*" as part of the pilot project must re-sign the pact in 2024, following the implementation of the new law. They can (re)join the Communal Pact for Intercultural Living Together via the *Zesummeliewen an ärer Gemeng*-Website from 2 January 2024 onwards.

7.2.3 Subsidies for municipalities

The Ministry of Family, Integration and the Greater Region (renamed to Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees) offers financial support to municipalities which initiate actions in favour of integration and Intercultural Living Together.⁴⁴⁵

In 2023, projects a focus on at least one of the following three themes was considered a priority:

- political and citizen participation (including projects for promoting the "[I can vote](#)" campaign)
- reception and access to information, including projects for newcomers
- translation and interpreting resources and tools, such as licenses for translation software.

Municipalities, municipal syndicates, and public entities, for which the municipalities are responsible, were eligible to participate in this call.

The maximum funding limit per grant was set €100 000 and at 75% of the total cost of the project (within the limit of funds available for the 2023 budget year). Subsidy requests could be submitted throughout 2023. The projects needed to be carried out between 1 January and 31 December 2023.⁴⁴⁶

Over the course of 2023, 24 municipalities or municipal syndicates submitted 34 applications for subsidies, of which 29 were approved. The majority of these projects were linked to the implementation of the "*Pakt vum Zesummeliewen*", welcome events for new citizens or projects to promote the "I can vote" campaign.⁴⁴⁷

7.2.4 Local Integration Exchange and Support Group (GRESIL)

In 2023, the 10th and 11th meeting of the Local Integration Exchange and Support Group (GRESIL) took place in hybrid format on 26 April 2023⁴⁴⁸ (hybrid) and on 1 December 2023⁴⁴⁹ (in person).

Both meetings brought together political leaders, municipal representatives, and members of municipal integration advisory committees to discuss the topics "*Noper sinn - Noper ginn*: Strengthening Intercultural Living Together at local level – Actively promoting good neighbourhood" (26 April 2023) and "New legislative framework: Law of 23 August 2023 on Intercultural Living Together. Promoting Intercultural Living Together at local level - Strengthening societal cohesion" (1 December 2023).

A total of 110 participants representing 50 municipalities attended the event in April⁴⁵⁰ and 200 participants, representing ca. 60 municipalities were present during the meeting in December, during which the new Law on Intercultural Living Together⁴⁵¹ and the new website for municipalities (<https://gemengen.zesummeliwwen.lu/>) were presented.⁴⁵² Both events were also joined by integration advisers, representatives of several ministries, the CNE, and a several associations working in the field of integration.

7.2.5 Citizen's Guides handed out

The project "Citizen's Guides" started in 2021 following the publishing of the final analysis report on the work and needs of the municipal integration advisory committees. Over the course of 2022 a model of a standardised citizen's guide was produced. In 2023, the first set of personalised "Citizen's Guides", in collaboration between participating municipalities, SYVICOL and the Ministry of Family Affairs, Integration and the Greater Region was drawn up based on the 2022-model.

Drafted in five languages, the model guide presents national and local information as well as ideas for involvement and interaction between residents in areas as diverse as volunteering, learning and practising languages, as well as political participation. The guide is made available in brochure and digital form.⁴⁵³

On 4 May 2023⁴⁵⁴ and 24 July 2023⁴⁵⁵, the Ministry of Family Affairs, Integration and the Greater Region (renamed to Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees) handed out 16 customized "Citizen's Guides" to the first municipalities.⁴⁵⁶ Around 30 additional guides are in the process of being drawn up.⁴⁵⁷

7.2.6 Continued cooperation with NGOs

In 2023, the Division for Intercultural Living Together continued to cooperate with several associations and non-governmental organizations on the basis of conventions or collaboration agreements for the implementation of activities in favour of integration.⁴⁵⁸ Agreements with the following NGOs have been renewed: [Centre d'Étude et de Formation Interculturelles et Sociale](#) (CEFIS),⁴⁵⁹ [Association de Soutien aux Travailleurs Immigrés](#) (ASTI),⁴⁶⁰ [Comité de liaison des associations d'étrangers](#) (CLAE),⁴⁶¹ and [Caritas](#).⁴⁶²

Further, the Division for Intercultural Living Together provided NGOs (through the budget line “Subsidies for projects in the field of integration and the fight against discrimination”) with a one-time financial support for projects that fostered integration that is, in 2023 subsidies were given for eligible projects in the areas of Living Together and for projects that supported the “I can vote”-campaign. Altogether, 40 grant applications were submitted by associations during 2023. 19 projects were awarded grants totalling around €39 000. Eleven projects promoted Living Together and eight projects contributed to the “I can vote”-campaign.⁴⁶³

7.2.7 Inter-ministerial Committee on Integration remained open to civil society organisations

Meetings of the inter-ministerial Committee on Integration continued to be open to civil society actors in 2023. In 2023, the work of the Inter-ministerial Committee on Integration, which develops and monitors the implementation of the Integration PAN under the coordination of the Division for Intercultural Living Together at the Ministry of Family Affairs, Integration and the Greater Region (renamed to Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees on 17 November 2023), focused on the selection of projects under the 2023 call for projects and on preparing the 2024-project call. Under the coordination of the Division for Intercultural Living Together the Committee also started an evaluation of the PAN, which continued in 2023.⁴⁶⁴

In addition, the committee met three times as an extended committee and invited representatives of civil society.⁴⁶⁵

In 2024, the Inter-ministerial Committee on Integration is replaced by the Conseil supérieur du vivre-ensemble interculturel, established under the new Law of 23 August 2023 on Intercultural Living Together.⁴⁶⁶

For related information please refer to sections 5.5, 7.1, 7.3, 7.6, and 8.1.

7.3 Multi-Annual National Action Plan for Integration (PAN)

The PAN is a general, strategic, and sustainable framework for the implementation of integration policy to fight against discrimination and to promote diversity and equal opportunities. The implementation of the PAN is notably fuelled by calls for projects.⁴⁶⁷

During 2023, five of the seven projects funded under the PAN 2022 call for projects were completed and two projects were granted an extension.⁴⁶⁸

7.3.1 Launch of PAN-projects selected in 2023

Five successful projects were selected from the 2023 call “Promoting intercultural 'Living Together' through associative life”⁴⁶⁹ on political and resident participation by the Inter-ministerial Committee for Integration:⁴⁷⁰

- [Come Together Associations Network](#) (Radio Ara)
- [Tiers-lieux pour tous](#): Faire vivre l’espace Communautaire interculturel au Luxembourg (*Third places for all: Bringing intercultural community space to life in Luxembourg*) (University of Luxembourg)
- [LINKEY](#) (*SINGA Luxembourg*)

- [En bonne entente dans le quartier de Bonnevoie](#) (*Neighbourhoodliness in the Bonnevoie district*) (Luxembourg multi-LEARN Institute for Interaction and Development in Diversity)
- [Association Hub](#) (Equisolidaire)

The projects received an average funding amount of €570 000 and are carried out between 1 May 2023 and 31 December 2024.⁴⁷¹

7.3.2 Call for 2024-PAN-projects promoting Intercultural Living Together

The Division for Intercultural Living Together of the Ministry of Family Affairs, Integration and the Greater Region launched a call for projects on "Promoting Intercultural Living Together " on 25 October 2023. The call funds projects by associations without direct links to political parties and trade unions, private organizations, public institutions, professional chambers, and training institutes/research centres that promote Intercultural Living Together in Luxembourg with a minimum of €10 000 per project.

This call focused on two topics:

- (1) Cross-border workers: how can they be supported to participate in Luxembourg's social and cultural life?
- (2) Citizens' Pact and Intercultural Living Together Program: funding of projects that complement the program with model modules on deepening understanding of life in Luxembourg, its history, cultural heritage, values as well as promote citizens' participation in social, economic, political, or cultural activities.

Two information sessions took place on 15 November 2023 and 12 December 2023. The deadline for submitting project applications was 10 January 2024.⁴⁷²

The projects will run from 1 May 2024 to 30 November 2025.⁴⁷³

7.3.3 Welcome and Integration Contract (CAI)

As of 1 January 2024, in accordance with the Law of 23 August 2023, the Citizens' Pact (*Biergerpakt*) replaces the CAI. Different from the CAI, the Citizens' Pact is open to anyone living and working in Luxembourg. For related information please refer to sections 5.5, 7.1, 7.2, 7.6, and 8.1.

Results and recommendations from the evaluation of the CAI

In 2023, the Luxembourg Institute of Socio-Economic Research (LISER) conducted a study commissioned by the Ministry of Family Affairs, Integration and the Greater Region, which evaluated the Welcome and Integration Contract (CAI). The study "Evaluation of the CAI: characteristics of participants and feasibility of an impact analysis"⁴⁷⁴ focussed on how participation in CAI has impacted signatories' integration trajectories (on the labour-, and housing market, in education, and social life etc.).⁴⁷⁵

The report further explored the implementation of an evaluation of the new integration and living-together programmes (as foreseen by the Law of 23 August 2023) by means of administrative data (on employment, housing, geographical and social mobility, etc.), by means of comparison with indicators from existing surveys (on living conditions, labour force, values, etc.) or by means of a new original survey (on well-being, acculturation, feelings of integration, belonging, intercultural relations, etc.).⁴⁷⁶

Published in May 2023, the study concluded by giving four recommendations, which will be incorporated into the new Citizens' Pakt:

- 1) Reassess communication on and awareness of the CAI
- 2) Decentralise courses
- 3) Reassess the structure and content of the programme
- 4) Strengthen the monitoring and evaluation of integration programmes.⁴⁷⁷

CAI signatories in 2023

The year 2023 was the final year during which non-Luxembourgish residents of at least 16 years of age⁴⁷⁸ could still enter the Welcome and Integration Contract. Throughout the entire duration of the programme from 2011 to the end of December 2023 a total of 15 983 Reception and Integration Contracts were signed.

In 2023, a record number of 2 966 CAI-contracts were signed (2 400 in 2022 and 1 237 in 2021), of which 55% were signed by women (as in 2022 and in 2021) and 45% by men. As in 2022, most signatories (85,7%) were between 25 and 45 years old, and 9,8%% between 45 and 65 years old.

In 2023, the services offered under the CAI and the procedures related to the growing number of participants in the programme were adapted. As a result, 3 228 people attended information sessions on the CAI in 2023 (2 628 in 2022), which were offered as Webinars in four languages via the <https://forum-cai.lu/> website.

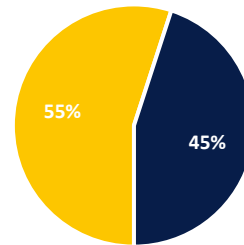
Of the signatories, 75,3% were third-country nationals: The top 5 signatory nationalities in 2023 only marginally changed in comparison to 2022: 10,7% Indian, 6,8% Russian, followed by Turkish (5,5%), Italian (5,4%), and Portuguese (3,8%). Altogether, people from 127 different countries signed the CAI in 2023.

Altogether, 5 471 reduced-rate vouchers were issued through the CAI in 2023 (3 511 in 2022). The majority were used for Luxembourgish courses (58%), followed by French courses (37%), and for German courses (5%). 1 752 people enrolled in 151 civic education courses (113 courses for 1 531 participants in 2022), of which 52% were held online.⁴⁷⁹

Figure 26: Overview: Signatories of the Welcome and Integration Contract 2023



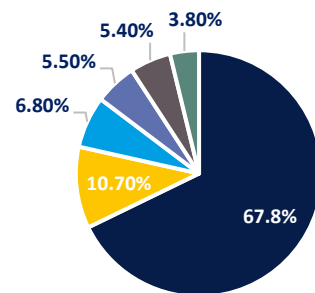
2 966 signatories in 2023



■ Female ■ Male



from 127 countries



■ Other ■ Indian ■ Russian
■ Turkish ■ Italian ■ Portugese

CAIs signed from 2011 to 2023



15 983 CAIs signed

Source: Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees, 2024. © University of Luxembourg, 2024

Orientation Days

The Division for Intercultural Living Together of the Ministry of Family Affairs, Integration and the Greater Region organised two Orientation Days for the [Welcome and Integration Contract](#) (CAI) in 2023: on 11 March 2023⁴⁸⁰ and on 11 November 2023.⁴⁸¹ More than 670 signatories of the CAI were registered for the event in March, which included a panel with five experts on political and citizen participation, and more than 775 signatories attended the November-event where a six-person panel discussed civic participation. At both events, participants had the opportunity to learn about administrative procedures, the country's institutions, and the associative life in Luxembourg.⁴⁸²

The upcoming editions of the Orientation Day will also be offered to signatories of the new Citizens' Pact, which is one of the new instruments of the Law of 23 August 2023 on Intercultural Living Together and replaces the CAI.⁴⁸³

7.3.4 Accompanied Integration Pathway (PIA)

The Accompanied Integration Pathway (PIA), which was carried out by the Ministry of Family Affairs, Integration and the Greater Region and the Ministry of Education, Children and Youth, aimed to integrate AIPs and (resettled) BIPs in the first few weeks after their arrival in Luxembourg.

Within the frame of the Accompanied Integration Pathway (PIA), the SFA provided language training and guidance towards adult education for AIPs and beneficiaries of international protection (BIPs). During the 2022/2023-year, 2 187 people took part in language integration courses, compared with 2 648 in 2021/22 and 1 154 in 2021/2022. Following a rise in registrations from 2020/12 to 2021/22 when the number of registrations grew due to incoming people from Ukraine, this number decreased in 2022/23. Course materials and teaching activities to complement the language integration courses are continuously developed. As soon as they have been finalised, they will be available free of charge on the website: www.sfadocs.lu.⁴⁸⁴

Throughout 2023, the Division for Intercultural Living Together organised information sessions on life in Luxembourg (SIV) for recently arrived applicants for international protection who receive social assistance from ONA and for beneficiaries of international protection who are resettled in Luxembourg (UNHCR - Resettlement). The target audience, aged over 18, could participate in six hours of sessions during which subjects such as health, values and norms, and equality between men and women are discussed interactively in plain French.

Over the course of 2023, 534 people took part in these information sessions. i.e. 158 women (30%) and 376 men (70%) with an average age of 34 years and an average attendance rate of 89% for the entire year.

In view of the replacement of PIA by the Citizen's Pakt (*Bürgerpakt*) within the framework of the Law of 23 August 2023 (which entered into force on 1 January 2024), the Integration Programmes unit has initiated a transition phase in 2023 by setting up the infrastructure and operational framework for the Citizen Pact.⁴⁸⁵

For related information please refer to sections 5.5, 7.1, 7.2, 7.6, and 8.1.

7.4 European Asylum, Migration and Integration Fund (AMIF)

The Division for Intercultural Living Together participated in the implementation of the new national programme AMIF 2021-2027.

7.4.1 AMIF Call for projects 2023

The 2023 AMIF call for projects intends to improve national capacities and procedures for migration management.⁴⁸⁶ Luxembourg's national programme for the period 2021-2027, validated in 2022, has earmarked an amount of €27,8 million for the implementation of actions in the field of asylum, migration, integration and return, of which approximately 30% is dedicated to the implementation of actions in the field of integration of third-country nationals.⁴⁸⁷

The 2023 AMIF-call for projects was jointly launched by the General Secretariat of the Ministry of Foreign and European Affairs (managing authority) and the Division for Intercultural Living Together of the Ministry of Family, Integration and the Greater Region (intermediary body).

The 2023-AMIF call finances projects with one of two specific objectives:

Specific objective 1: Common European asylum system

- Action A.2: Identification and support from psycho-social and rehabilitation services for vulnerable people and/or people with specific needs, including, among others, victims of human trafficking.

Specific objective 2: Legal migration and integration

- Action B.1: Promotion of integration measures and custom support for the target audience;
- Action B.2: Promotion of exchanges and dialogue between the target audience and the host society and awareness-raising actions.

Applications for co-financed projects could be submitted via email from 9 May 2023 to 8 September 2023 to the Ministry of Foreign and European Affairs. Two hybrid information sessions on the call for projects were organised on 14 June and 11 July 2023.⁴⁸⁸

The Division for Intercultural Living Together selected 3 projects listed under action B.1. (*Association luxembourgeoise pour le dialogue interculturel*, Croix-Rouge LSKO, Passerell) and 1 project under action B.2 (One People).⁴⁸⁹ The selected projects are carried out between 1 January 2024 and 31 December 2025.⁴⁹⁰

In addition, the Division for Intercultural Living Together has provided financial support for the services of the NGOs ASTI and CLAE who offer individual follow-up services provide information about immigration laws and integration in Luxembourg. These projects have been developed based on observations and recommendations from an impact analysis from 2022. They are implemented between 1 January 2023 and 31 December 2024. As the two associations are the only ones to provide this type of service, these funds have been awarded directly.⁴⁹¹

7.5 Adult education and employment

7.5.1 Legislative developments

Grand Ducal Regulation of 7 July 2023

On 17 July 2023, the Grand Ducal Regulation of 7 July 2023⁴⁹² entered into force. This Regulation drops the requirement for TCNs to add a valid Luxembourgish residence permit to their application for their registration

in the register of formal higher education qualifications (academic recognition procedure) and replaces it with the obligation for TCNs to provide a valid residence permit issued by an EU Member State.⁴⁹³

This Grand Ducal Regulation aims at facilitating the recognition of diploma and thus the access to the labour market and to further studies for those TCNs choosing to reside outside of Luxembourg as well as the residence permit requirements for TCNs.⁴⁹⁴ This modification is a direct response to several recurring problems encountered by the register of certificates service of the Ministry of Higher Education and Research, mostly in cross-border situations. For example, if a student from a third country authorized to stay in one of Luxembourg's neighbouring countries and residing there wanted to register at the University of Luxembourg and to commute to Luxembourg for their studies, they would not be able to complete this process without this modification. While from an immigration and right of residence point of view, this is perfectly possible, it conflicted with the aforementioned requirement to register in register of certificates.⁴⁹⁵

7.5.2 Schooling for adults

7.5.2.1 Adult education

The Adult Education Service (*Service de la formation des adultes*, SFA) develops adult education courses, which are open to all residents, covering the areas of "back to education", basic education, general interest, and social advancement. The SFA's basic instruction section focuses on adults suffering from illiteracy, i.e. adults who have never or mastered, or no longer master sufficiently the basic skills (reading, writing and arithmetic) to be independent in simple everyday life. In 2022/2023, 1 144 students (including students with migratory background) were enrolled in the basic instruction section (compared to 1 472 the previous year).⁴⁹⁶

The SFA runs several additional programmes whose students are mainly from third countries, such as:

1. Linguistic integration programmes since 2015 (a response to the sudden and high influx of AIPs at the time). For this very specific target group, traumatised adult learners who are far removed from the school system, very few, if any, textbooks were available. The SFA has therefore developed its own resources, all of which are available free of charge to everyone via its [website](#).⁴⁹⁷
2. An Adult Basic Education (IBA) programme that teaches how to read, write and calculate in, and navigate an increasingly digital world. To better adapt to the needs of the target audience, the workshop formula has been modified. Since the start of the 2023/24 school year, trainers are available several times during the week and learners can attend the courses as many times per week as they wish. The course content varies according to the learners' requests.⁴⁹⁸
Since 2022/2023, workshops in Portuguese have been offered: as it is easier to be literate in one's mother tongue, the MENEJ has chosen to offer this option, in support of the large Portuguese-speaking population in Luxembourg. The aim is to improve the writing skills of people who have been to school but have been out of the education system for a long time. Eventually, this shall make it easier for them to learn other languages used in Luxembourg.⁴⁹⁹
3. A preparation for the entrance examination for the Diplôme d'Aptitude Professionnelle (DAP). During the 2021/2022 and 2022/23 school years, the SFA has introduced a new preparation pathway into the national adult education system that offers courses and certifications covering the primary and lower secondary curricula for adults, regardless of nationality. However, most learners are third-country nationals who wish to enter the formal education system in Luxembourg and access vocational training

courses or upper secondary education qualifications. The schooling offer was in great demand, with large numbers of enrolments and waiting lists. The capacity of 350 places per year was far from sufficient to meet the demand.⁵⁰⁰

7.5.2.2 Language courses at the INLL

In Luxembourg, a country with three administrative languages and with many other languages spoken in parallel, languages are of high importance. Language learning is seen as an important building block for the integration of non-Luxembourgers. The National Institute of Languages (*Institut national des langues Luxembourg*, INLL) provides language classes for adults and certifies skills in several languages.

The 2022/2023 academic year saw a slight increase by 0,6% in the number of registrations for language courses, with 15 259 registrations compared with 15 166 in 2021/22. The registrations for national and international certifications at the INLL, however, rose by 28,8% to 5 638 (compared to 4 379 in 2021/22). This increase is partly linked to the growing demand for the *Sproochentest*, the Luxembourgish language test required for obtaining Luxembourgish citizenship. In order to meet the growing demand, the recruitment of new staff is necessary.⁵⁰¹

The INL offers language classes at a reduced price for foreigners if they are:

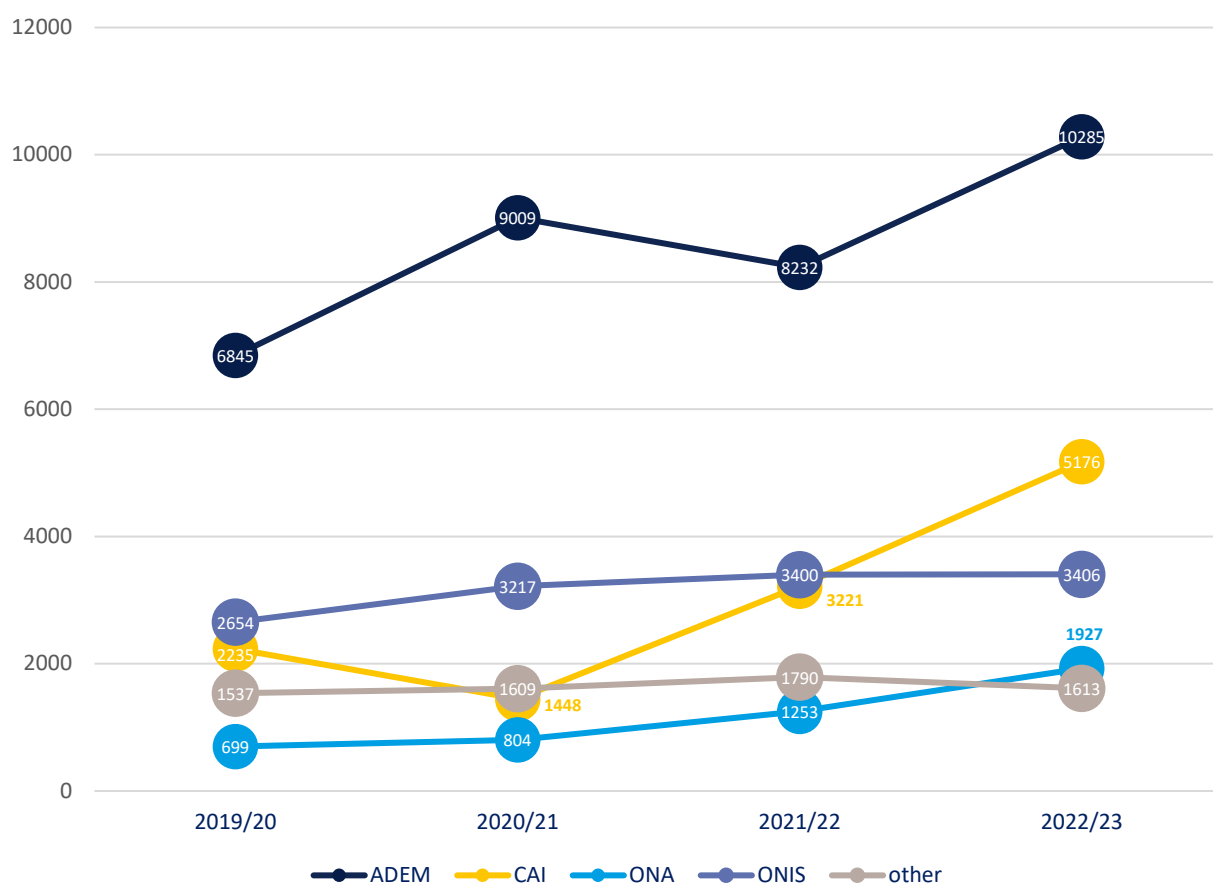
- 1) Pupils in secondary education with a referral by their school principal;
- 2) Social assistance recipients
- 3) Jobseekers as recognised and certified by ADEM;
- 4) In need as recognised and confirmed by ONA or social welfare offices;
- 5) CAI signatories.⁵⁰²

People who fall in categories (1) to (4) can learn Luxembourgish, French, German, and English at a reduced rate of € 10 per course. CAI-signatories (5) can only study Luxembourg's three official languages at the reduced rate.⁵⁰³

In 2022/2023, from a total of 22 407 vouchers that were issued, a share of 45,9% was issued by ADEM, 23,1% by the Division for Intercultural Living Together (under the CAI)⁵⁰⁴ and 8,6% by ONA for AIPs, 15,2% by the National Inclusion Office Social Inclusion (ONIS) and 7,2% by social offices.

Of all the vouchers redeemed, French (51,8%), Luxembourgish (34%), English, and German courses were the most frequently chosen, followed by courses on information and communication technologies (ICT). 23,2% of vouchers issued have not been used and have expired, while 7,4% have not yet been used and are still valid. The number of people, regardless of their nationality, who have benefited from the reduced rate with the INLL and fell into the categories (2) to (5), during the last three years is given in Figure 27 below.⁵⁰⁵

Figure 27: Number of people who paid reduced INL-fees according to reduction-certificates issued



Source: Ministry of Education, Children and Youth, 2020-2024 © University of Luxembourg, 2024

7.6 Fight against racism and discrimination

The problem of racism and discrimination in Luxembourg remains topical and hence continues being addressed, analysed, and discussed on a regular basis, in multiple ways, and on national and international levels. Two related studies have been published in 2023:

- The study “[Being black in the EU](#)” by the European Union Agency for Fundamental Rights (FRA), which is a follow-up on its [first study from 2018](#), evaluates the current developments and investigates whether any relevant changes have occurred since 2018. For Luxembourg, the study finds an improvement compared to the previous assessment with respect to the prevalence racial discrimination as well as in the rate of perceived racial profiling by the police. However, 37% of respondents said they had been victims of racial discrimination in the year preceding the survey.⁵⁰⁶
- The study “Racism and discrimination in Luxembourg. Listening to the victims” ([Racisme et discrimination au Luxembourg. À l'écoute des victimes](#)), supported by the Ministry of Family Affairs, Integration and the Greater Region and conducted by CEFIS and LISER, constitutes an extension of the first report on racism and ethno-racial discrimination. This study analyses the various forms of racism by area and racialized group, the psychosocial impact on the people affected as well as their coping strategies.

The prevention of and the fight against racism and discrimination occur within the digital realm as well. The National Youth Service (SNJ), coordinator of the government initiative BEE SECURE, published its report on current trends on the use of information and communication technologies (ICT) by young people in Luxembourg, the "BEE SECURE Radar" on the occasion of the global "Safer Internet Day" on 6 February 2024. Reports received by the BEE SECURE Stopline concerned topics such as racism, discrimination based on sexual orientation, hate speech against government and political parties, religion, xenophobia, gender issues and other similar topics. Between 1 September 2022 and 31 August 2023, the BEE SECURE Stopline recorded 232 URLs flagged as containing racist content, of which 138 were referred to the police.⁵⁰⁷ Finally, these phenomena were also addressed in 2023 by the development of the legislative and political framework, or by new initiatives.

7.6.1 Legislative developments

7.6.1.1 Law of 23 August 2023

Findings of the study "Racism and ethno-racial discrimination in Luxembourg" shed light on the situation of racism and racial discrimination in Luxembourg, and provided recommendations for policy and legal developments and ultimately shaped the drafting process of the Law of 23 August 2023.⁵⁰⁸ The Law on Intercultural Living Together, which entered into force on 1 January 2024, strengthens the existing legal framework against discrimination by explicitly addressing racism and racial discrimination from different angles as follows:

- Defining Intercultural Living Together is based on mutual respect, tolerance, solidarity, social cohesion and the fight against racism and all forms of discrimination.⁵⁰⁹
- The intercultural living-together programme includes advanced modules aimed at raising awareness in the fight against racism and all forms of discrimination.⁵¹⁰
- The tasks of the High Council on Intercultural Living Together (*Conseil supérieur du vivre-ensemble interculturel*) include promoting Intercultural Living Together, which in turn entails the fight against racism and all forms of discrimination.⁵¹¹
- The tasks of the Municipal Committees on Intercultural Living Together (*commissions communales du vivre-ensemble interculturel*) include respect for the values of Intercultural Living Together, raising awareness and implementing measures to combat racism and all forms of discrimination at municipal level.⁵¹²

For related information please refer to sections 5.5, 7.1, 7.2, 7.3, and 8.1.

7.6.1.2 Law of 28 March 2023 supplementing the Penal Code

Ever-increasing racial hatred and violence require adequate responses, which are i.a. provided by the Law of 28 March 2023.⁵¹³ The Law of 28 March 2023⁵¹⁴ introduces into the Penal Code⁵¹⁵ an aggravating circumstance for a criminal offence committed with a discriminatory motivation based on one of the characteristics referred to in the Penal Code⁵¹⁶, namely the origin, the skin colour, gender, sexual orientation, gender reassignment, gender identity, marital status, age, state of health, disability, morals, political or philosophical opinions, (trade) union activities, real or supposed belonging or not belonging to a particular ethnic group, nation, ethnicity or religion.⁵¹⁷ This law responds to the developments outlined above and creates more effective criminal justice responses, completes the transposition of framework decision 2008/913/JHA⁵¹⁸ as well as compliance with an ECRI recommendation.⁵¹⁹

For related information please refer to section 11.3.

7.6.2 Council of Europe's European Commission against Racism and Intolerance 6th report on Luxembourg

The Council of Europe's European Commission against Racism and Intolerance (ECRI) assesses each member country's fight against racism, discrimination, xenophobia, antisemitism, and intolerance in five-year monitoring cycles. Following a country visit and confidential dialogues with the national authorities, the results were published on 19 September 2023 in ECRI's 6th Report on Luxembourg.

In its latest report, ECRI attested Luxembourg that the country has progressed and established good practices in several areas. ECRI lists, for example, efforts to ensure that migrant children in an irregular situation can enrol in school, multiple judgements by Luxembourgish courts against the use of hate speech, amendments to the Criminal Code, which introduced aggravating circumstances for hate crimes (2023)⁵²⁰, the introduction of a new Action Plan for integration (2018), the introduction of a free plurilingual education programme in nursery schools (2017)⁵²¹, the increase in intercultural mediators for schools, and the [one-stop shop](#) for the registration of refugees from Ukraine.

However, ECRI is also concerned e.g. about ongoing racist incidents in schools and more occurrences of hate speech especially in the digital realm. Further, with respect to the action plan for integration, ECRI points out to the lack of success-indicators and the resulting gaps in the collection of data as well as that the foreseen mid-term review has not been carried out. The report also notes various shortcomings in the provisions of language courses for migrants. With reference to the "Study on racism and ethno-racial discrimination" (2021), ECRI highlights discrimination against people with migratory backgrounds in manifold spheres of life. In view of the above, ECRI makes several recommendations and urges Luxembourg to act on these. ECRI asks the Luxembourgish authorities to take determined steps to combat racial discrimination and for a comprehensive hate speech monitoring system, which involves police and prosecution services, courts, equality bodies, and civil society organisations.⁵²²

In its response, the Luxembourgish government explained, inter alia, that the modernization of integration programs is underway with the Law of 23 August 2023 on Intercultural Living Together. In this context, an evaluation of the Welcome and Integration Contract (*Contrat d'accueil et d'intégration*) has taken place and that the national action plan to fight racism and racial is being developed. Furthermore, the Government highlighted that following the recent introduction into the Penal Code of an aggravating circumstance for criminal offenses based on a hate-motive, an awareness raising training at all police stations took place.⁵²³

7.6.3 National Action Plans

National Action Plan against Racism and Racial Discrimination under development

Luxembourg's first National Action Plan against Racism and Racial Discrimination (*PAN Anti-Racisme*) is currently being drafted. Consultations have taken place in partnership with civil society organisations, affected groups and equality bodies and are based on the results of sectoral exchanges with the three ministries responsible for the societal areas that are particularly exposed to the phenomena of racism and discrimination, i.e. education, work, employment, and housing.

The PAN Anti-Racisme will comprise three specific areas of action:

1. Education
2. Employment and work
3. Housing

Further, the PAN will cover the following cross-cutting areas:

- Statistics
- Governance data
- Monitoring
- Evaluation
- Reporting and complaints

The prioritisation of these five areas follows directly from the recommendations of ECRI and the UN CERD to Luxembourg, and the study "Racism and ethno-racial discrimination in Luxembourg" (MIFA (coord.), CEFIS, LISER, 2022), "Racism and ethno-racial discrimination in Luxembourg. Listening to the victims" (CEFIS, 2023) and the report "Being black in the EU - Experiences of people of African Descent" (FRA, 2023). With its intersectional perspective the PAN is expected to achieve a thorough and comprehensive understanding of multiple identity and cultural markers with respect to experiencing of racism and racial discrimination. The Government plans to gradually extend the scope of the PAN and include additional key-areas as the required in-depth consultation are carried out.⁵²⁴

The development of this Action Plan follows the recommendation of the [EU Action Plan against Racism 2020-2025](#) (which requires an anti-racism PAN to be put in place by the end of 2022) and the [Conclusions of the Council of the European Union on Combating Racism and Anti-Semitism \(6877/22\)](#).⁵²⁵

"Housing without Racism" stand during National Housing Week

The Division for Intercultural Living Together of the Ministry of Family Affairs, Integration, and the Greater Region (renamed to Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees) coordinated a stand with the slogan "Housing without Racism" (*Logement sans Racisme*) during the National Housing Week, which took place from 5 to 8 October 2023. The stand was staffed by the following six organisations: the [Centre for Equal Treatment \(Centre pour l'égalité de Traitement – CET\)](#), the two Luxembourg members of the [European Network against Racism \(One People & Lëtz Rise Up\)](#), and three local non-profit organisations ([Mieterschutz Lëtzebuerg](#), [PADEM](#) and [ALDIC](#)). Findings of the study "Racism and ethno-racial discrimination in Luxembourg" contributed directly to this effort.⁵²⁶ This was the first time that the topic of racism and racial discrimination had been addressed at the event. This participation is intended to become a regular one for upcoming National Housing Weeks.⁵²⁷

National Action Plan to Combat Antisemitism (PANAS)

On 26 September 2023, the Minister of State published the Government's National Action Plan to Combat Antisemitism (PANAS),⁵²⁸ which is part of the first European strategy to combat anti-Semitism and support Jewish life presented by the European Commission on 5 October 2021.⁵²⁹ The PANAS consists of 19 action points to prevent and fight antisemitism as well as to foster Jewish life in the EU, such as creating a stronger criminal framework against antisemitic hate crimes and hate speech by increasing penalties, the implementation of the Digital Services Act in Luxembourg against illegal content online, secure synagogues, involving civil society, and the appointment of an Interministerial Delegate for fighting racism, antisemitism, and anti-LGBTIQ+ hatred in Luxembourgish institutions.⁵³⁰

7.6.4 Civic and political participation

7.6.4.1 Law of 29 March 2023: Ensuring that TCNs in possession of a legitimization card can vote in municipal elections

The Law of 22 July 2022⁵³¹ amending the amended electoral Law of 18 February 2003⁵³² specified that residents would have to be in possession of a Luxembourg residence permit in order to exercise their voting rights in the municipal elections. However, certain TCNs legally residing in Luxembourg who do not have a residence permit but a legitimization card would therefore be deprived of their active and passive voting rights in municipal elections. The following groups of TCNs are affected:

- officials of EU institutions who are nationals of non-EU countries (e.g. UK nationals working for the EU institutions);
- various employees of European institutions and international organisations who are nationals of third countries (e.g. NAMS-NATO officials).⁵³³

The Law of 29 March 2023 ensures that TCNs in possession of a legitimization card can exercise their right to vote in municipal elections by including the "legitimation card" as an identification document for third-country nationals to rectify current wording before the local elections on 11 June 2023.⁵³⁴

"I can vote"- campaign and results

Accompanying the legislative process of the abovementioned amendment to the electoral law, the MIFA launched a national information and awareness raising campaign "[Je peux voter](#)" ([I can vote](#)) in May 2022. The objective of this campaign was to increase voter registration and political participation among non-Luxembourgish residents with respect to the (upcoming) municipal elections.⁵³⁵

The campaign⁵³⁶ included a wide range of diverse activities and involved manifold participants. It consisted of a dedicated website (www.jepeuxvoter.lu), with relevant information (including explanatory videos) in five languages, promotional material, as well as numerous awareness raising events, which were organised by different stakeholders and attended by the Division for Intercultural Living Together.⁵³⁷ In addition, multiple actions were undertaken to inform and motivate newly eligible residents to register on the electoral lists:

Advertising posters, advertisements in media, information stands at multiple events (e.g. Braderie, Festival des Migrations), providing of promotional material for distribution to associations and municipalities, a communication kit for municipalities, social media presence, GRESIL-meetings, lunchtime-events at large companies (e.g. Ferrero, ArcelorMittal) and several European institutions, an awareness campaign in lycées, awareness-raising projects by associations (e.g. "Letz Vote" by ASTI, "Super Wal-Kiermes" by the Zentrum fir politesch Bildung), an awareness-event in collaboration with the EMN-LU NCP at the University of Luxembourg to reach out to students, and multiplier-trainings by CEFIS were supported by the Ministry.⁵³⁸

According to data extracted from the National Register of Natural Persons (RNPP), the population of foreign nationality who could have registered on the municipal electoral lists, namely foreign residents aged at least 18 on the day of the elections, was calculated as 257 034 people.⁵³⁹ By 17 April 2023, the last day to register on the electoral lists, 50 084 people had newly registered, which translates into a final registration rate of 19,8%.⁵⁴⁰

7.7 Additional developments

Collaboration with IMS

The Ministry of Family Affairs, Solidarity, Living Together and Migration (MFSVA) collaborated with Inspiring More Sustainability (IMS) Luxembourg for the “Interculturality for Impact”-project, which produced a toolkit for promoting interculturality in Luxembourg. 36 professionals active in the fields of interculturality, diversity, inclusion and non-discrimination worked together on issues such as intercultural cognitive biases, intercultural communication methods and mediation approaches and how to support cross-cultural encounters.⁵⁴¹

8 CITIZENSHIP AND STATELESSNESS

AT A GLANCE

- The **Law of 23 August 2023** on Luxembourgish nationality stipulates changes to the option procedure for Luxembourg nationality.
- In 2023, **11 904 persons acquired Luxembourg nationality by procedural means**. 1 199 acquisitions were based on naturalisation, 5 773 on the option procedure (and 4 932 on the recovery procedure).

8.1 Legislative developments

Law of 23 August 2023

The Law of 23 August 2023 on Intercultural Living Together and amending the amended Law of 8 March 2017 on Luxembourg nationality⁵⁴² determines three adaptations to the option procedure for obtaining Luxembourg nationality⁵⁴³:

1. Extension of the scope of the option procedure

The option procedure, which is currently open to applicants who have fulfilled the commitments resulting from the Welcome and Integration contract (*Contrat d'accueil et d'intégration*, CAI), will also be open to applicants who have completed the modules of the introduction to life in the Grand Duchy of Luxembourg, organized as part of the citizen's pact for Intercultural Living Together.

It should be noted that applicants who have completed the introduction to life in the Grand Duchy of Luxembourg modules will have to meet the same residence, language and "Vivre ensemble au Grand-Duché de Luxembourg"-conditions as those applicants who have fulfilled the commitments set out in the CAI.⁵⁴⁴

2. Extension of equivalence for the "Vivre ensemble au Grand-Duché de Luxembourg" course

The Law of 23 August 2023 extends the equivalence for the module on the history of the Grand Duchy of Luxembourg and European integration, organized as part of the "Vivre ensemble au Grand-Duché de Luxembourg" course. More specifically, people who have completed at least six hours of this module, which provides an overview of the Grand Duchy of Luxembourg,⁵⁴⁵ will not need to take part in the module on the history of the Grand Duchy of Luxembourg and European integration.⁵⁴⁶

3. Certification of completion of the introductory modules to life in the Grand Duchy of Luxembourg as part of the Citizen Pact for Intercultural Living Together

Candidates for the option procedure must submit to the civil registrar the certificate attesting to the fulfilment of the commitments resulting from the introduction to life in the Grand Duchy of Luxembourg modules organized as part of the Citizen Pact for Intercultural Living Together.⁵⁴⁷

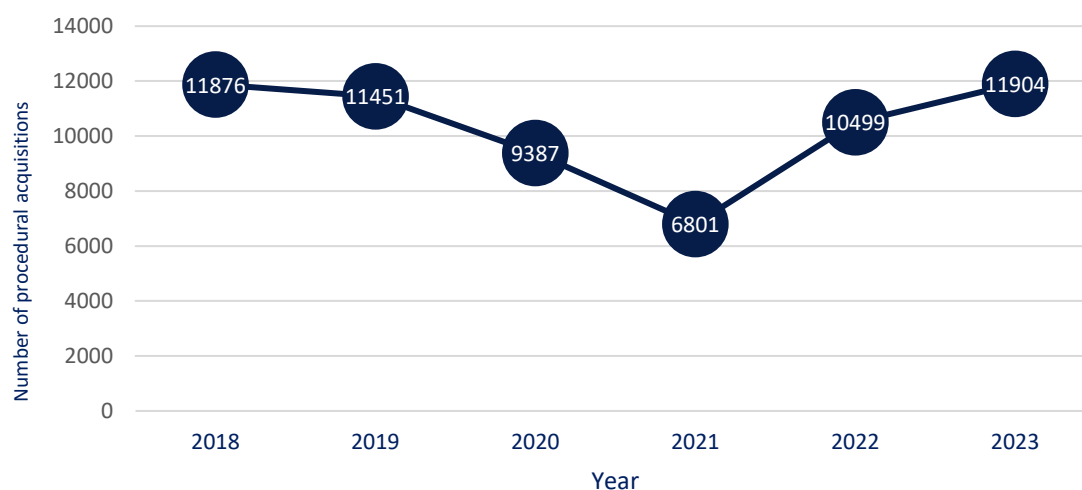
For related information please refer to sections 5.5, 7.1, 7.2, 7.3, and 7.6.

8.2 Acquisitions of nationality

Depending on one's individual situation and the resulting eligibility, there are different ways to obtain or to acquire Luxembourgish nationality. It can either be obtained by simple operation of law⁵⁴⁸ or it can be acquired via procedural means in different ways.⁵⁴⁹ In the latter case, applicants can acquire Luxembourgish nationality by naturalisation⁵⁵⁰, by option⁵⁵¹, or by recovery.⁵⁵²

In 2023, 11 904 persons acquired Luxembourg nationality by procedural means⁵⁵³. When compared to 2022 (10 499 acquisitions), overall acquisitions increased by 13,4% (+1 405)⁵⁵⁴, while in 2022 the growth rate was still 54,4% (set against 2021). In 2023, pre-Covid naturalisation-levels have been reached again.⁵⁵⁵ These numbers include all procedural acquisitions of nationality by residents and non-residents, thus covering naturalisations, recoveries of nationality and acquisition of nationality by option.

Figure 28: Procedural acquisitions of the Luxembourgish nationality (2018-2023)



Source: Ministry of Justice, 2017-2024. © University of Luxembourg, 2024

In addition, 806 people became Luxembourgish citizens on the basis of first generation *ius soli*⁵⁵⁶ as well as 124 children who became Luxembourgish citizens because of their birth in Luxembourg to two foreign parents of which at least one was also born in Luxembourg (double *ius soli*).⁵⁵⁷ When adding these numbers, a total of 12 834 acquisitions is reached for 2023.⁵⁵⁸

Table 16 below lists the top ten nationalities that have acquired Luxembourgish citizenship in 2023 by procedural means. Five of the top ten-nationalities were TCNs and five were EU-citizens.

Table 16: Top 10 nationalities acquiring Luxembourgish nationality (2023) by procedural means

First nationality	Acquisitions of nationality	Share (%)
Brazilian	4 404	37
Portuguese	1 237	10,4
French	1 131	9,5
American	936	7,9
Belgian	516	4,3
Italian	320	2,7
German	308	2,6
Russian	222	1,9
UK	189	1,6
Syrian	173	1,5
Total top 10 nationalities	9 436	79,3
Total remaining nationalities	2 468	20,7
Grand total	11 904	100

Source: Ministry of Justice 2024 © University of Luxembourg, 2024

Among the 11 904 acquisitions by procedural means, 1 199⁵⁵⁹ were based on naturalisation (10,1 %), 5 773 on the option procedure (48,5%) and 4 932 on the recovery procedure (41,4%).⁵⁶⁰ Broken down into subcategories, acquisitions based on naturalisation increased by 16,1 % (+166), those based on the ten specific options stipulated in the amended Law of 8 March 2017 on Luxembourgish nationality (hereinafter Nationality Law)⁵⁶¹ increased by 11,1 % (+580), and those on recovery increased by 15,4% (+659).⁵⁶²

In 2023, 5 831 acquisitions of nationality via procedural means (49%) concerned residents of Luxembourg, while 6 073 nationalities (51%) were acquired by individuals residing abroad – compared to 2022, the ratio has exactly inverted. The share of acquisitions by individuals residing abroad continued to increase.⁵⁶³

With regard to acquisitions by option, individuals who have resided in Luxembourg for at least 20 years by far constituted the largest group (1 434 acquisitions)⁵⁶⁴, followed by adults with a parent, adoptive parent or grandparent who is or was Luxembourgish (1 318 acquisitions), by persons at least 12 years of age who were born in Luxembourg (1 107 acquisitions)⁵⁶⁵ and by adults who have completed at least seven years of schooling in Luxembourg (911).⁵⁶⁶ 388 persons have opted for the nationality by fulfilling the obligations arising from the Welcome and Integration Contract (CAI)⁵⁶⁷ and 231 adult stateless persons, refugees or with subsidiary protection status⁵⁶⁸ became Luxembourgers in 2023.⁵⁶⁹

As illustrated in Table 17, the increase of the share of third-country nationals acquiring the Luxembourgish nationality (65%) is relatively small when compared to its spike from 2021 to 2022. While the share of EU-citizens also continues to fall, the change is not as drastic as in the previous comparative period (35%).⁵⁷⁰

Table 17: Acquisitions of nationality by EU citizens and third-country nationals (2018-2023)

Acquisitions of nationality	2018		2019		2020		2021		2022		2023	
	%	Total	%	Total	%	Total	%	Total	%	Total	%	Total
EU citizens	66,8	7 939	57,6	6 596	57,6	5 408	71	4 826	39,4	4 141	35	4 165
Third-country nationals	33,2	3 938	42,4	4 855	42,4	3 979	29	1 975	60,6	6 358	65	7 739
Total	100	11 877	100	11 451	100	9 387	100	6 801	100	10 499	100	11 904

Source: Ministry of Justice, 2024, STATEC, 2024. © University of Luxembourg, 2024

Increase of acquisitions of nationality by non-residents

As in the previous years, disparities can be observed with regards to the place of residence of persons at the time they obtained Luxembourgish nationality.

Citizenship acquisitions of Luxembourgish citizenship by Brazilians continued to increase although less significantly (by 34,47% of from 3 275 to 4 404) compared to 2022. A similar development can be seen for acquisitions of the Luxembourgish nationality by American citizens, which increased by 47 acquisitions (or 5,3%) from 889 to 936 acquisitions in 2023.⁵⁷¹

Out of all 4 404 acquisitions of Luxembourgish nationalities by Brazilians, 4 054 (92%) relate to Brazilian nationals who can prove that they have a direct Luxembourgish ancestor who was alive on 1 January 1900⁵⁷² (recovery procedure based on the Luxembourgish Nationality Law⁵⁷³). Similar to 2022 (98,6%), 98,7% of these acquisitions concern Brazilians who do not reside in Luxembourg (4 347 out of 4 404 acquisitions).⁵⁷⁴

As for Americans, 616 out of 936 (65,8%) citizenship acquisitions concern the recovery procedure based on Article 89 of the Luxembourgish Nationality Law.⁵⁷⁵

The acquisitions by Brazilian and American nationals mainly concerned non-residents, while an overwhelming majority of acquisitions by residents can be counted among i.a. Portuguese, French, Belgian, Italian, German, Russian, British, and Syrian nationals (see Table 18).

Table 18: First nationalities acquiring Luxembourgish citizenship by residence (2023)

First Nationality	Total acquisitions	Residence in Luxembourg	Residence abroad	Share of residents who acquired Luxembourgish Nationality (%)
Brazilian	4404	57	4347	1,3%
Portuguese	1237	1228	9	99,3%
French	1131	768	363	67,9%
American	936	49	887	5,2%
Belgian	516	341	175	66,1%
Italian	320	310	10	96,9%
German	308	258	50	83,8%
Russian	222	208	14	93,7%
UK	189	146	43	77,2%,
Syrian	173	169	4	97,7%
Cap Verdean	159	137	22	86,2%
Indian	124	112	12	90,3%
Iraqi	120	119	1	99,2%
Montenegrin	101	101	0	100,0%
Spanish	100	97	3	97,0%
Polish	99	98	1	99,0%

Source: Ministry of Justice, 2024, STATEC, 2024. © University of Luxembourg, 2024

8.3 Luxembourgish language test and civic integration courses for the acquisition of Luxembourgish nationality

During the academic year of 2022/23, 3 773 candidates registered for the Luxembourgish language test (*Sproochentest*), 3 512 took the test, and 2 352 people passed it, equalling a success rate of 67%. Compared to the year before, the share of people who registered for the *Sproochentest* (around 93%) and of those who passed it (67%) has not changed.⁵⁷⁶

With respect to the Civic integration courses for the acquisition of Luxembourgish nationality (*Vivre ensemble au Grand-Duché de Luxembourg*)⁵⁷⁷ offered in 2022/23, the SFA issued 2 879 certificates for people who participated in civic courses and 614 certificates for people who took the exam for a total of 3 511 compared to 3 160 certificates in 2021/22 and 2 812 certificates in 2020/21. This represents a growth in the number of certificates by 11,1% compared to 2021/22 as well as an overall and continuing increase in issued certificates.⁵⁷⁸

9 BORDERS, VISA AND SCHENGEN

AT A GLANCE

- **Law of 7 August 2023** adds the requirement for third-country nationals to obtain an **ETIAS-travel authorisation**
- **Bill 8305** on the establishment, operation and use of the **Schengen Information System (SIS)** was introduced to Parliament on 1 September 2023

9.1 Legislative and operational developments

9.1.1 Law of 7 August 2023

The Law of 7 August 2023⁵⁷⁹ (please refer to sections 3.2, 3.3, 3.4, 4.3, 5.4, and 10.1) brings existing legislation in line with European legislation (alignment of the text with the EES and ETIAS regulations). This law amends the Immigration Law⁵⁸⁰ to require from third-country nationals the provision of their biometric data as condition for entry and to obtain an ETIAS travel authorisation. Obligations for carriers (and exemptions from those obligations) have been adapted as well.⁵⁸¹

9.1.2 Project to create a legal base for the implementation of a collaborative model for the ETIAS National Unit (ongoing)

To effectively implement [Regulation \(EU\) 2018/1240](#)⁵⁸² in Luxembourg, the ETIAS National Unit (ENU) will be anchored in the Immigration Department but will involve the membership and active participation of several other administrations.⁵⁸³ In order to implement this collaborative operational model for setting up the ENU, including the division of responsibilities as well as data controllership, a national “ETIAS law” is being drafted. The law is going to cover the use and management of the ETIAS watchlist at national level. The law is expected to be tabled in spring 2024 to ensure adoption by the entry into operation of ETIAS in Spring 2025.⁵⁸⁴

9.1.3 Bill 8305

On 1 September 2023, Bill 8305 on the implementation of Regulation (EU) 2018/1862 of the European Parliament and of the Council of 28 November 2018 on the establishment, operation, and use of the Schengen Information System (SIS)⁵⁸⁵ was introduced to Parliament. The SIS, which is in operation in Luxembourg since 1995, does not yet have a legal basis in Luxembourg. Bill 8305 therefore recommends drafting a law to close this legal gap, to implement the relevant EU regulations (SIS regulations (EU) 2018/1862 and (EU) 2022/1190⁵⁸⁶) and to remedy the legislative problems that have existed since the Schengen Information System was introduced.⁵⁸⁷ Bill 8305 also foresees the implementation of several EU Regulations, such Regulations (EU) 2019/818 and (EU) 2019/817.⁵⁸⁸

The implementation of Regulation 2018/1862 will, amongst other things, regulate that and under which conditions competent national authorities will have access to SIS-data. For example, the examination of conditions and the adoption of decisions on the entry and residence of third-country nationals in the territory of the Member State, and security checks on third-country nationals applying for international protection.⁵⁸⁹

Once this bill is approved and the Regulations 2019/818⁵⁹⁰ and 2019/817⁵⁹¹ implemented, police will be allowed to query the Common Identity Repository (CIR) to identify a person using biometric data during an identity check (provided that the procedure has been initiated in the presence of the person concerned).⁵⁹² More specifically, Regulations 2019/818⁵⁹³ and 2019/817⁵⁹⁴ clarify that queries of the CIR shall be carried out by a police authority only in the following circumstances:

1. When a police authority is unable to identify a person (due to the lack of a credible document proving the identity)
2. When there are doubts about the identity data
3. When there are doubts as to the authenticity of the document provided
4. When there are doubts as to the identity of the holder of the document
5. When a person is unable or refuses to cooperate

Bill 8305 states that points 1 and 5 are already sufficiently covered in Article 45 of the Criminal Procedure Code.⁵⁹⁵ Points 2, 3 and 4 have to be added to the same article.

9.2 External borders and Schengen Area

9.2.1 Development of the National Integrated Border Management Strategy 2024-2028 launched in September 2023

Following the adoption of the Technical and Operational Strategy for European Integrated Management by the Frontex Management Board in September 2023, the Directorate of Immigration started the process of aligning the national Integrated Border Management (IBM) strategy with the new European strategic guidelines. An inter-ministerial working group was set up (nomination of focal points) as well as a drafting team composed of the Directorate of Immigration, the Department for Internal Security as well as the Airport Police Unit. The new strategy, which serves to implement Regulation (EU) 2019/1896, is expected to be approved by the national IBM Steering Committee in March 2024. It will then be submitted to the Council of Ministers for formal approval.⁵⁹⁶

9.2.2 Test (inter-ministerial table-top exercise) on the up-date of the national contingency plan

An inter-ministerial table-top exercise on the up-date of the national contingency plan to deal with sudden large-scale illegal migration has been conducted.⁵⁹⁷ The objective of this exercise was to integrate planning and to progress with the implementation of Regulation (EU) 2019/1896 and recommendations of the 2021 Schengen evaluation of Luxembourg in the field of management of external borders.⁵⁹⁸

9.2.3 External Schengen Borders: Smart borders

Preparations for the entry into operation of the new European border management information systems also continued in 2023. These include the Entry/Exit System (EES), which aims to establish an electronic register of entries and exits of third-country nationals travelling to the Schengen Area for a short stay and to replace the manual stamping of passports, as well as the European Travel Information and Authorisation System (ETIAS), which introduces the requirement for visa-exempt third-country nationals to have a valid travel authorisation to access the Schengen Area for a short stay. At the national level, the General Department of Immigration is

the main partner for these two projects. The Department works closely with the Grand Ducal Police for the technical implementation of the EES and with the Government IT Centre for the implementation of ETIAS.

In the context of the implementation of the EES, the year 2023 was marked by the intensification of work on IT developments for the national EES system and the completion of the first compliance tests with the eu-LISA agency. The equipment for pre-registration and for taking biometric data at border crossings at Findel airport was installed and simulations of border crossing were carried out. The EES is currently scheduled to go live in October 2024, and the ETIAS in May 2025.⁵⁹⁹

In addition, efforts are currently underway to draft legislation for the implementation of ETIAS and an analysis is ongoing whether a law is needed to implement certain aspects of the EES.⁶⁰⁰

9.2.4 European Border and Coast Guard

In accordance with Regulation (EU) 2019/1896 on the European Corps of Border and Coast Guard,⁶⁰¹ work on the national contribution to the standing corps also continued in 2023. Luxembourg contributed three officers on long-term secondment and 21 on short-term secondment. In 2024, Luxembourg will have to second a total of 4 staff on long-term assignments and provide 23 short-term secondments. The General Department of Immigration continued its coordinating role in this matter, in close cooperation with the Police, and has itself, as part of Frontex' missions, seconded one officer on a long-term mission and two agents on short-term missions to serve as debriefing agent and return specialist respectively. The General Department of Immigration's management of the national contribution to Frontex's aerial surveillance capabilities consisted of the provision of a helicopter continued in 2023.⁶⁰²

9.2.5 Implementation of screening of TCNs at the border and on the territory

An inter-ministerial working group to develop a concept for the implementation of screening of TCNs at the border and on the territory has been created.⁶⁰³ This concept relates to the implementation of the [Proposal for a Regulation of the European Parliament and of the Council introducing a screening of third-country nationals at the external borders](#) and stems from the political agreement on the European Migration and Asylum Pact.⁶⁰⁴

10 IRREGULAR MIGRATION, MIGRANT SMUGGLING, RETURNS, READMISSION AND DETENTION

AT A GLANCE

- **Law of 21 April 2023** improves the management of the phenomenon of **illegal stays** of third-country nationals on Luxembourgish territory.
- **Law of 7 August 2023 prohibits the employment of legally staying third-country nationals without a work permit** and increases the fines for employing third-country nationals in an irregular situation and for employing illegally staying third-country nationals

10.1 Preventing irregular stay

There is no data on the number of irregular migrants available. However, the ITM reported that it discovered in 167 of the 581 unannounced checks carried out in 2023 (i.e. 28,7%), 283 irregularly staying workers or workers in an irregular situation. Following its checks, the ITM also ordered 202 work stoppages and imposed 202 fines amounting to €1 272 500.⁶⁰⁵

The issue of combating irregular immigration was addressed by two pieces of legislation adopted in 2023.

Law of 7 August 2023

On 1 September 2023, the Law of 7 August 2023⁶⁰⁶ came into force. It regulates, inter alia, the illegal employment of legally staying third-country nationals. More specifically, Articles L. 572-1 et seq. of the Labour Code prohibit the employment of illegally staying third-country nationals, but do not prohibit the employment of legally staying third-country nationals without a work permit in accordance with the provisions of Chapter 3 of the amended Law of 29 August 2008.

The Law of 7 August 2023 has addressed this gap and improved the fight against illegal employment of TCNs by introducing into the Labor Code a new chapter entitled: Prohibition of the employment of third-country nationals in an irregular situation. Fines for employing illegal third-country nationals are specified, as well as the employer's obligation to remit retroactive payment of social security contributions and unpaid taxes.⁶⁰⁷

This law further modifies Articles 572-4, 572-5, and 573-3 of the Labour Code. The fines for employing TCNs who are staying irregularly or find themselves in an irregular situation are increased and the aggravating circumstances already in force for human trafficking are now also applied to the employment of illegally staying third-country nationals. Thus, if the Labour and Mines Inspectorate (ITM) detects a situation suggestive of an offence relating to human trafficking, it will now inform the Public Prosecutor's Office by means of an official report.⁶⁰⁸

For related information please refer to sections 3.2, 3.3, 3.4, 4.3, 5.4, and 9.1.

10.2 Additional legal responses to the problem of irregularly staying migrants: Law of 21 April 2023

The Law of 21 April 2023 entered into force on 12 May 2023. This law structures the different categories of removal measures in a clear and coherent manner to improve managing of the phenomenon of irregular stay of third-country nationals in Luxembourg and to provide clarifications relating to residence authorizations for private reasons.⁶⁰⁹ It thereby adequately responds to certain situations of irregular stay in Luxembourg and takes into account the European Convention on Human Rights.⁶¹⁰ The law introduces, alongside the current residence authorization for exceptionally serious humanitarian considerations, a residence authorization based on exceptional grounds in the event that TCNs, due to a prolonged stay in Luxembourg, present ties with the country such that removal from the territory would be a disproportionate attack on their personal and family situation.⁶¹¹ This request, under penalty of inadmissibility, must be submitted from Luxembourg territory.⁶¹²

For related information please refer to sections 3.7 and 10.4.

10.3 Return

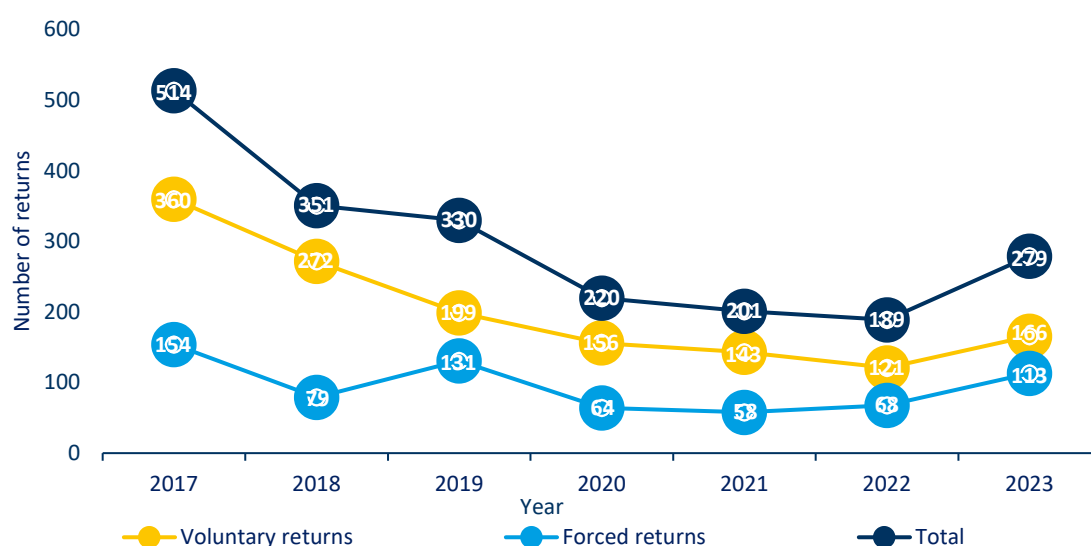
10.3.1 Statistical developments

Following several years of decline, in 2023 the numbers of returned TCNs rose again. In 2023, 279 TCNs have been returned to their country of origin or were sent back to another Member state, which represents an increase of 47,6% compared to 2022.

However, these numbers are still 15,5% below the pre-pandemic year 2019 and 45,7% below 2017-levels.

When set against the years 2022 and 2019, the share of voluntary returns in 2023 (166) increased by 37,2% and decreased by 16,6%, respectively. The share of forced returns grew by 66,2% in comparison to 2022 but was still 13,7% below 2019.⁶¹³ Figure 29 provides a graphical overview on the evolution of the number of returns.

Figure 29: Number of returns broken down by type (2017-2023)



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

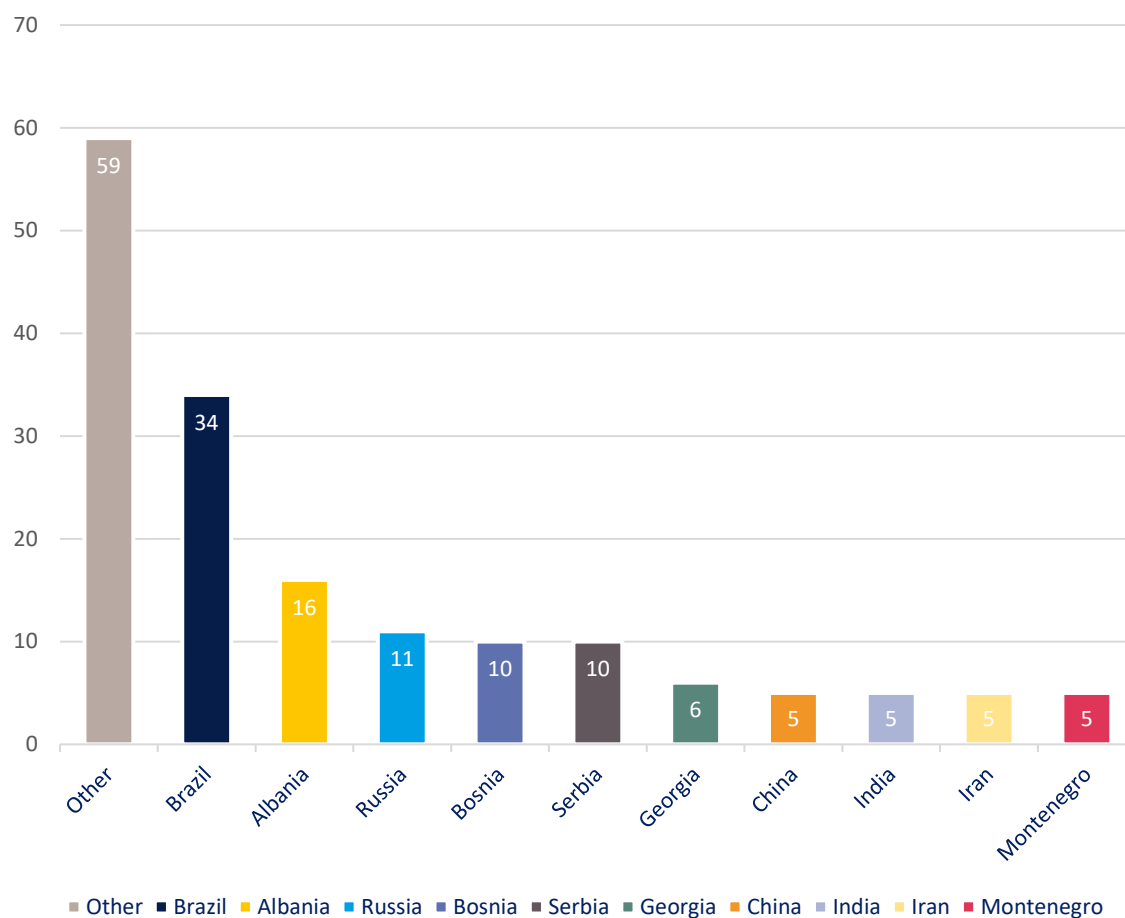
The vast majority of returns, both voluntary and forced, concern irregularly staying migrants rather than people following an international protection procedure:

- In 2023, 26,5% (44 people out of 166) of the people who were subject to a voluntary return were people from an international protection procedure, compared to 29,8% (36 people out of 121) in 2022.
- In 2023, 21,2% (24 people out of 113) of the people who were subject to a forced return were rejected international protection applicants, compared to 14,7% (10 people out of 68) in 2022.⁶¹⁴

Voluntary returns

Most voluntary returnees were from the Western Balkans (41), Brazil (34), and Russia (11). The General Department of Immigration continued its collaboration with the IOM on voluntary returns (in place since 2009 and co-funded by AMIF since 2014) and in 2023, this programme supported 105 voluntary returnees. It should be noted that access to this programme is conditional, and that aid depends on the country of origin of the person who opted for a voluntary return.⁶¹⁵

Figure 30: Total number of voluntary returns in 2023 by nationality

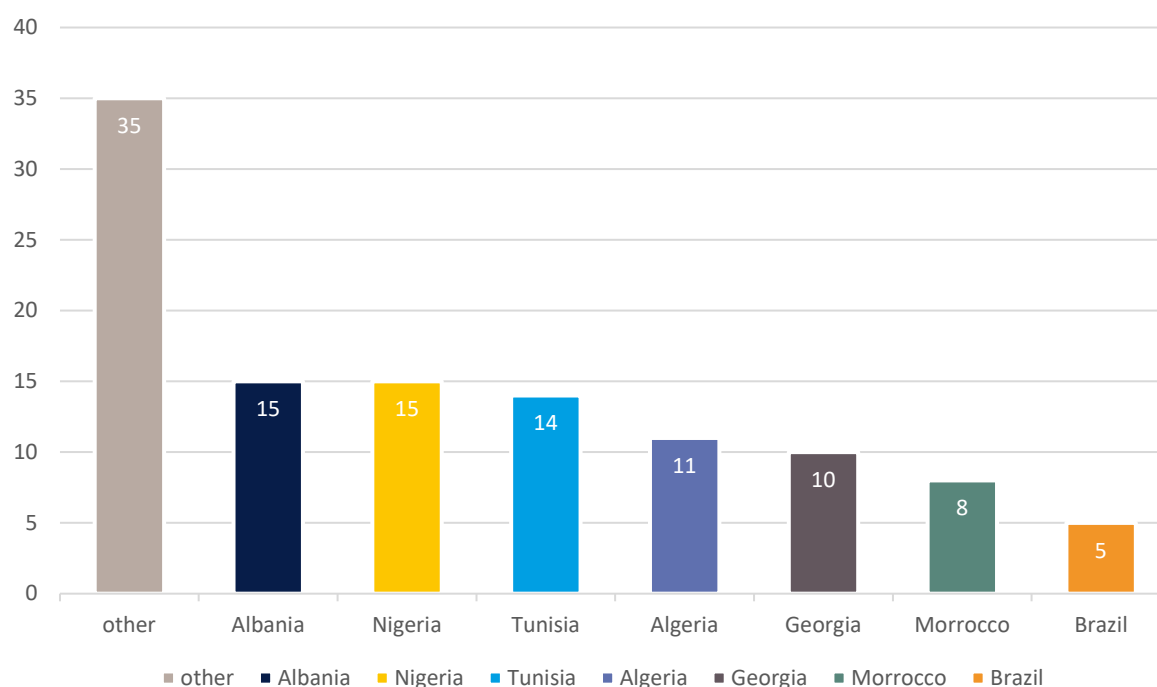


Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

Forced returns

The number of forced returns kept increasing as well: from 68 in 2022 to 113 returnees in 2023. Of the 113 forced returnees from Luxembourg, i.e. by means of a police escort until their arrival at their destination, 15 were from Albania and 15 were from Nigeria. The majority are returned via commercial flights. Forced returns through scheduled commercial flights are eligible for EU co-financing through AMIF. As in 2022, the Albanian and Georgian authorities organised a charter flight. Of the 166 persons who returned voluntarily in 2023, 44 were rejected applicants for international protection.⁶¹⁶

Figure 31: Total number of forced returns in 2023 by nationality



Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

10.3.2 Additional figures related to removals

Regarding the impediments to removals, in 2023, the removal of 44 people was suspended on medical grounds, compared to 28 people in 2022.

While 124 persons benefited from a deferral of removal in 2022, this number fell to 82 persons in 2023, representing a decrease of 33,9%. It should be pointed out that the same person can benefit from several extended suspensions or deferrals of stay in the same year.⁶¹⁷

In 2023, 114 readmission applications (compared to 36 in 2022) to other Member States, of which 91 were accepted (25 in 2022) and 16 refused (eight in 2022), were submitted. Luxembourg carried out 49 readmissions in 2023.⁶¹⁸

10.3.3 Legislative and political developments

Coalition agreement

In its Coalition Agreement 2023-2028, the new Government mentions that it intends to develop a new concept for voluntary return: (i) canvassing AIPs as soon as they submit their application, (ii) increasing aid for voluntary return, (iii) creating return houses for people who are the subject of a return decision so they can be accommodated outside ONA structures.⁶¹⁹

Law of 21 April 2023 amending the amended Law of 29 August 2008 on the free movement of persons and immigration

On 12 May 2023, the Law of 21 April 2023⁶²⁰ came into force. This law introduces better management of the phenomenon of illegal residence of third-country nationals on Luxembourg territory to provide clarity in current legal grey areas.⁶²¹

To this end, the law clarifies several points:

- A definition of the term “removal” (*éloignement*), which entails “the physical transfer of a foreign national outside the territory of the Grand Duchy of Luxembourg in execution of a removal decision, a return or expulsion decision, a departure decision, a dismissal decision or a referral order”, is introduced.⁶²²
- The regulation of a more efficient removal of irregularly residing TCNs from Luxembourg who are holders of a valid residence permit in another Member State of the EU or the Schengen Area. They will have to leave the territory within 72 hours to the Member State where they hold a valid residence permit on the basis of a decision taken by the Minister in charge.⁶²³
- EU-citizens can be expelled when there are compelling reasons that threaten public security.⁶²⁴
- Clarifications and modifications with regards to the risk of absconding are made by amending Article 111 of the Immigration Law. It is stated that if the Minister in charge declares the residence of a TCNs to be illegal and imposes the obligation for them to leave the territory, his return decision is equivalent to a removal decision. In the event of non-compliance with the obligation to leave the territory within a given time limit, the decision may be executed automatically and by force.⁶²⁵
- The insertion of two new paragraphs into Article 112 paragraph 1 of the Immigration Law specify when the Minister of Immigration must accompany a return decision with an entry ban when:⁶²⁶ (i) they have not been granted a deadline for voluntary return or (ii) when they remain in Luxembourg after the time limit for their voluntary leave of the territory has expired.

For related information please refer to sections 3.7 and 10.4.

Agreements with third countries

The General Secretariat of the Benelux Union notified on 13 July 2023 that the following two readmission agreements will enter into force:⁶²⁷

- Protocol of application between the Benelux Countries (Kingdom of Belgium, Grand Duchy of Luxembourg, Kingdom of Netherlands) and Ukraine of the Agreement between the European Community and Ukraine on the readmissions of persons, done in Brussels, 17 December 2018.⁶²⁸

- Protocol between the Republic of Armenia and the Benelux States (the Kingdom of Belgium, the Grand Duchy of Luxembourg, the Kingdom of the Netherlands) implementing the Agreement between the European Union and the Republic of Armenia on readmission persons in an irregular situation, done in Brussels, 20 June 2018.⁶²⁹

Both protocols serve to harmonize the implementation of the repatriation procedures and facilitating the return of nationals and the readmission of third-country nationals staying illegally in the territories of the Benelux countries, Ukraine, and Armenia.⁶³⁰

Cooperation agreements

Once ratified, the cooperation agreements of the EU with Thailand⁶³¹ (please also refer to sections 3.7, and 11.5.2) and Malaysia⁶³² (please also refer to section 11.4.2) aim for establishing comprehensive engagement and cooperation on the management of migration flows with regard to the root causes of illegal migration and the prevention of and fight against illegal migration.⁶³³

Both agreements highlight the importance of (promoting preferably voluntary) safe, humane, and dignified returns of persons residing illegally on the territory while respecting the principles of non-refoulement is acknowledged. All signatory countries shall readmit their own nationals and fully cooperate to establish proofs of nationality without delay (if required). These Framework Agreements may lead to the conclusion of readmission agreements in the future.⁶³⁴

10.4 Administrative detention

10.4.1 Statistical developments

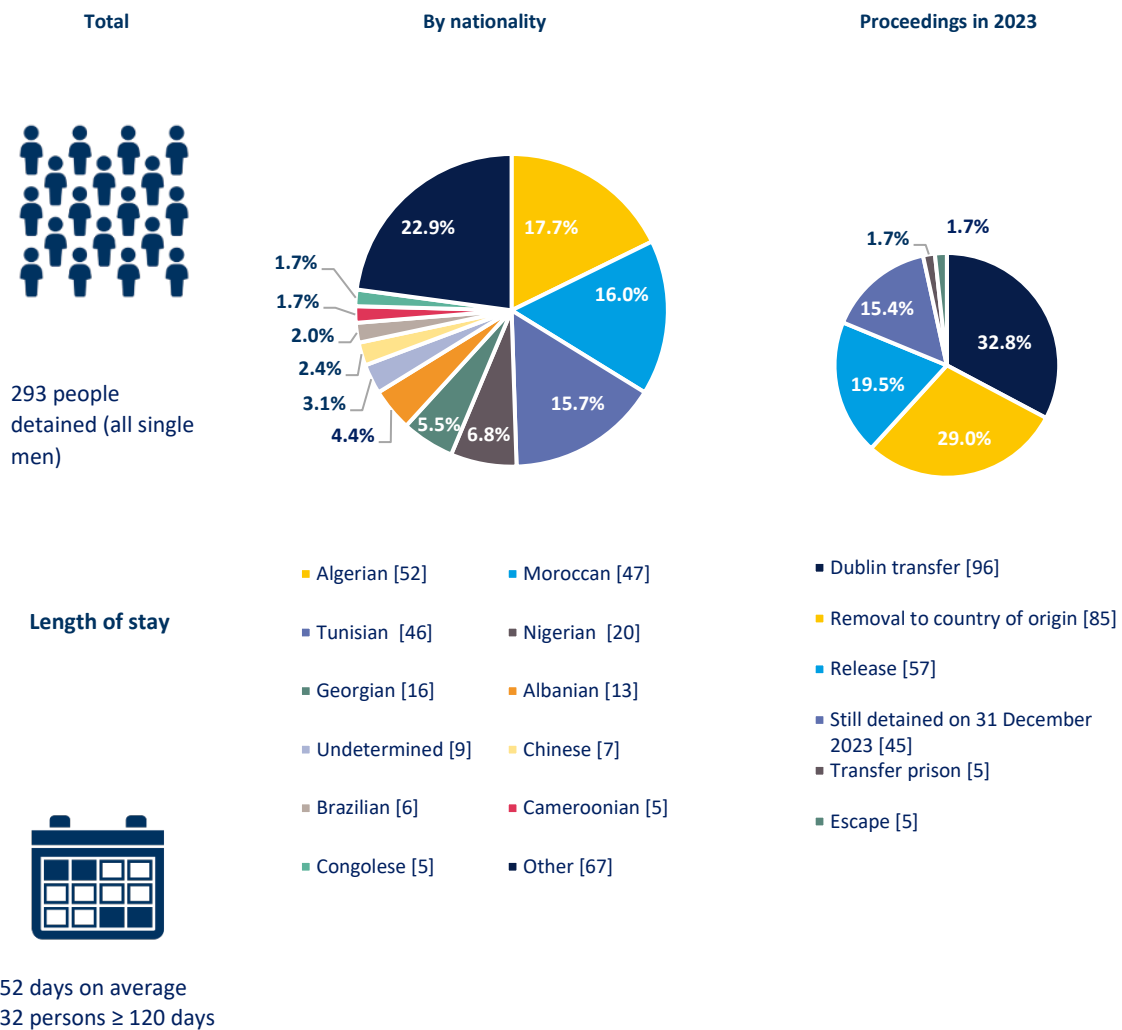
As in 2022, all 293 detainees who were admitted to Luxembourg's detention centre in 2023 were single males. The number of detainees increased by 29,6% compared to 2022. In 2023, neither families nor single women were hosted in the holding facility.⁶³⁵

Of the 293 persons detained in 2023, 96 or 32,8% (95 people in 2022) were subject to a Dublin-Transfer and transferred to the country responsible for processing their case, 85 or 29% (55 people in 2022) were removed to their country of origin or provenance, amounting to an increase of 54,5% compared to the previous year. The number of released detainees increased from 38 to 57 and amounted to 19,5%. In addition, five (three in 2022) were transferred to the Luxembourg Penitentiary Centre (CPL) and five (0 in 2022) escapes occurred during 2022. In 2023, there were no semi-voluntary returns through IOM. As of 31 December 2023, the Centre had 45 occupants.

In 2023, the Centre received detainees of 44 (45 in 2022) different presumed or confirmed nationalities. The most common nationalities were i.a. Algerian 52, Moroccan 47, Tunisian 46, Nigerian 20, Georgian 16, and Albanian 13.

The average length of detention for the year 2023 remained at 52 days and 32 (16 in 2022) detainees stayed at the Centre for 120 days or more.⁶³⁶

Figure 32: People in administrative detention (2023)



Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

10.4.2 Law of 21 April 2023

The Law of 21 April 2023⁶³⁷ (please also refer to section 3.7 and 10.2) introduces better management of the phenomenon of illegal residence of third-country nationals on Luxembourg territory to provide clarity in current legal grey areas.⁶³⁸ To this end, the law introduces:

- the possibility of resorting to administrative detention for any illegally staying foreign national who needs to be forcibly removed is expanded in particular to include TCNs who are subjects of departure decisions (*décisions de départ*) or removal decisions (*décisions de renvoi*).⁶³⁹
- clarifications with regards to the risk of absconding.⁶⁴⁰

10.4.3 Additional developments

10.4.3.1 Collaborations with the European Migration Network

The annual workshop for representatives of detention centres, organised by LU EMN NCP, which has been taking place since 2019 has by now become a popular regular in the agendas of many representatives of European detention centres. In 2023, the event took place from 20 and 21 September 2023 in close cooperation with EMN in Poland. It brought together participants from 17 countries as well as representatives from Frontex.⁶⁴¹

10.4.3.2 Plans for additional facilities

The conceptualisation of a new closed structure for people with specific needs (i.e. families with children, single women, elder people, vulnerable people, etc.) as well as semi-closed structures as alternatives to detention is ongoing and intensifying.⁶⁴²

The Coalition Agreement for 2023-2028⁶⁴³ confirmed that the construction of a return house (semi-open facility) is still planned as an alternative to detention. This structure shall host all categories of irregular migrants until their return whenever detention is not required or not possible. However, no adequate building plot was found so far.⁶⁴⁴

The LFR has argued for years that the creation of a return-structure would be important. Rejected AIPs that find themselves in Dublin procedures must also be accommodated in these future return-structures, this could trigger the definitive closure of SHUK.⁶⁴⁵

10.4.3.3 Other activities and developments

Since 15 September 2023, the Surveillance and operational support unit (*Unité de garde et d'appui opérationnel*, UGAO) from the Grand-Ducal Police is planning, organizing, and implementing the return and transfer of irregular migrants to their country of origin or the country responsible for them according to the Dublin regulations. Due to this internal reorganization, a shortening of the average stay in detention is already observed, returns and transfers are becoming quicker and more effective.⁶⁴⁶

10.4.4 Alternatives to detention: semi-open return facility - SHUK

Individuals, except for families with children, who fall within the scope of the Dublin III Regulation and are likely to be transferred to another Member State, are assigned to SHUK (*Structure d'hébergement d'urgence*) in Luxembourg's capital.

When it assessed the Coalition Agreement 2023-2028, the LFR advocated for less restrictive alternatives, reiterating its opposition to detention. The LFR was also opposed to the theoretical possibility of using electronic bracelets and underlines the importance of developing the promotion of voluntary return as an alternative to detention.⁶⁴⁷

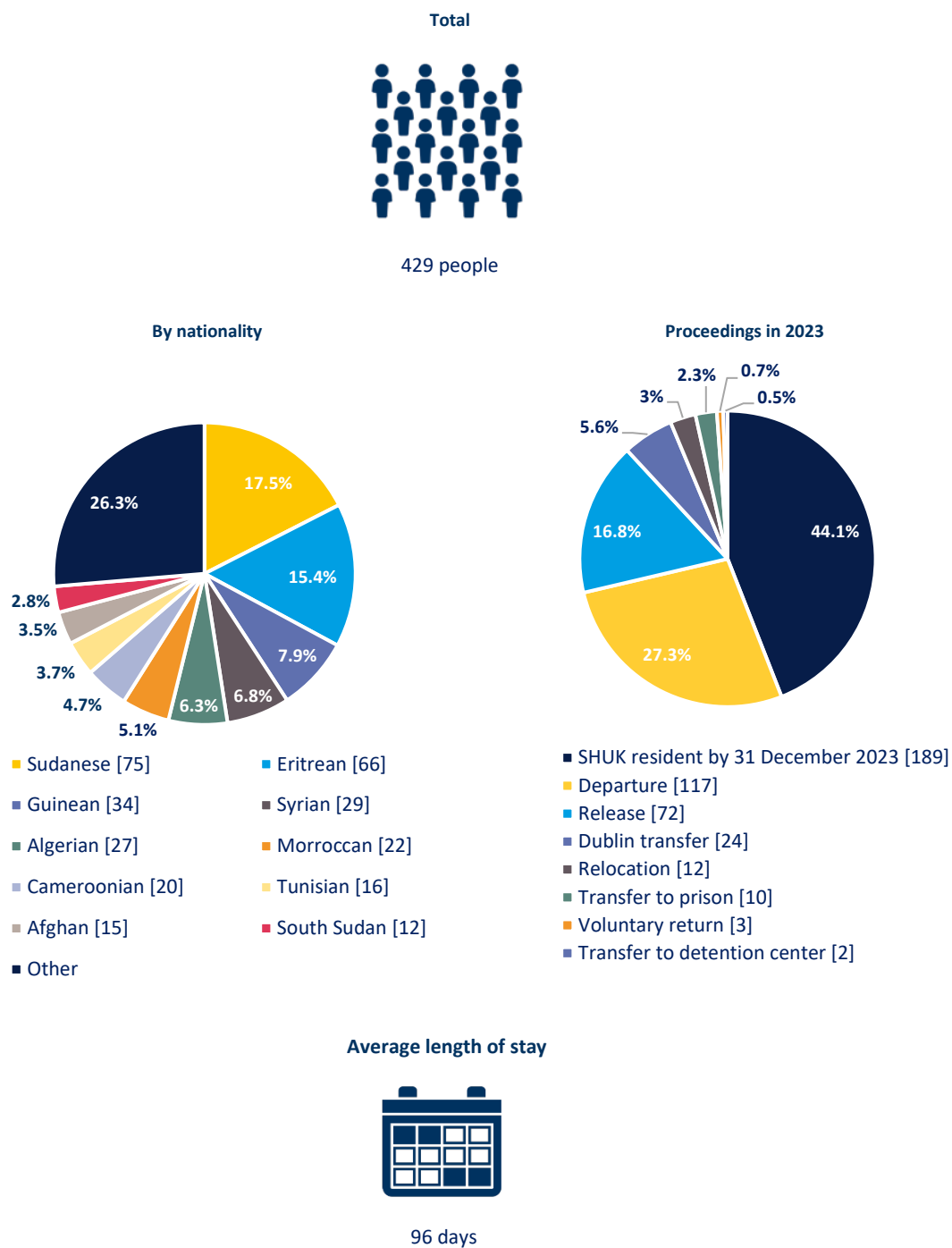
10.4.4.1 Statistical developments

In 2023, a total of 429 males (in 2022: 361) were assigned to SHUK, which represents an increase of 18,84%. From this group 24 (24) were transferred to another Member State from SHUK and 10 (8) persons were

transferred to the Detention Centre while 117 (170) people left voluntarily. The people housed at SHUK were mainly from Sudan, Eritrea, Guinea, Syria, and Algeria.

On 31 December 2023, 189 (113 in 2022) people were still accommodated at SHUK. The average length of stay increased by 29,7% from 74 days in 2022 to 96 days in 2023.⁶⁴⁸

Figure 33: People accommodated in the Semi-open return facility – SHUK (2023)



Source: Ministry of Home Affairs, 2024. © University of Luxembourg, 2024

10.4.4.2 Activities of the SHUK

Every year, SHUK invites its residents to participate in the cultural, educational, sporting, recreational and culinary activities it offers. In view of the growing demand for physical activity, the SHUK acquired fitness equipment during the 2023 for persons staying at the facility. In addition, SHUK management team tries to organise a variety of activities in collaboration with existing and new partners, such as offering tickets for public swimming pools, cultural institutions, and events. The SHUK also continued to offer the highly popular intensive language courses in French, German and Luxembourgish, which are run by ONA, and IT courses in collaboration with Digital Inclusion asbl.⁶⁴⁹

11 TRAFFICKING IN HUMAN BEINGS

AT A GLANCE

- **Grand Ducal Regulation of 22 March 2023** regarding the **Prostitution Committee** determines the composition of this Committee
- Luxembourg remains at the "**Tier 1**" level in the report "2023 Trafficking in Persons Report: Luxembourg"
- **Law of 7 August 2023** strengthens the measures to **fight sexual abuse and sexual exploitation of minors**

11.1 Statistical developments

In 2023, the number of identified VHTs continued to increase by 39,1% from 46 to 64 third-country nationals, of which 48 were females and 16 males. In 2022, two male and 44 female third-country nationals were identified as VHTs⁶⁵⁰ and six people were convicted for sexual exploitation according to Articles 382-1 et seq. of the Penal Code.⁶⁵¹

From 2019 to 2021, the majority of identified VHTs were victims of labour exploitation. Since 2022, however, this trend is reversed as sexual exploitation (44 in 2022) continues to represent by far the largest category of female victims of human trafficking. In 2023, 54 women (including presumed victims) were victims of sexual exploitation and six women (one in 2022) and 18 men (including presumed victims) (one in 2022) were victims of labour exploitation. As in previous years, all identified individuals as victims of human trafficking were over the age of 18.⁶⁵²

Eight reflection periods⁶⁵³ were granted in 2023, i.e. four to women and one to a man and three additional reflection periods to men who turned out not to be victims of human trafficking and who left the country.

Following the expiry of the reflection periods, two residence permits were granted, which are valid for six months and renewable (in accordance with articles 92 and 95 to 98 of the amended Law of 29 August 2008 on the free movement of persons and immigration).⁶⁵⁴

Of the 17 328 checks carried out by the ITM in 2023, 15 checks identified clues relating to human trafficking. During checks, 37 people were identified as potential victims. The ITM provided these 15 reports to the Public Prosecutor's Office.⁶⁵⁵

11.2 Strategic policy developments

Grand-Ducal Regulation of 22 March 2023 regarding the Prostitution Committee

The Prostitution Committee, created by the Law of 28 February 2018,⁶⁵⁶ strengthens the fight against the exploitation of prostitution, pimping (procuring), and human trafficking for sexual purposes. The Prostitution Committee has, inter alia, the mission to closely collaborate with the Monitoring committee for the fight against human trafficking.⁶⁵⁷

The Grand Ducal Regulation (RGD) of 22 March 2023 regarding the Prostitution Committee determined the composition of this Committee as follows:

- 1) three representatives of the Government (from the Ministry of Justice, the Ministry of Internal Security, the Ministry of Equality between Women and Men);
- 2) a representative of the judicial authorities;
- 3) a representative of the Grand Ducal Police;
- 4) a representative of the Department of Social Affairs of the City of Luxembourg;
- 5) a representative of the DropIn Service of the Luxembourg Red Cross;
- 6) a representative of the Service HIV Berodung of the Luxembourg Red Cross;
- 7) a representative of civil society.

And one substitute member for each titular member.

The Committee is created as a multidisciplinary consultation body, which brings together the administrations, services, and other actors directly involved in the monitoring of prostitution in Luxembourg. Adding external experts will enable the committee to fulfil its ambitious missions.⁶⁵⁸

Members are appointed for a renewable five-year term by the Minister for Equality between Women and Men. No later than 1 May, the commission reports in writing on its work under its mission defined in Article 1 of the Law of 28 February 2018.⁶⁵⁹

11.2.1 Training

Continuation and enhancing of existing measures of trainings on caring for victims of human trafficking

The Government is working on fulfilling the need for enhanced tools for professionals and other stakeholders in the field through training courses, which will lead to better detection and more effective care for victims of trafficking.⁶⁶⁰ Basic training courses have been offered at INAP for all state and municipal employees. Participants included representatives from ONA, the Detention Centre, the Grand Ducal Police, Immigration, ITM, the Prison Administration, and the Judicial Administration. Specific training courses have been organized for the ONA, the Social Security Centre (*Centre Commun de la Sécurité Sociale, CCSS*), the Luxembourg Bar Association, and civil society players such as Caritas, the Red Cross, ASTI, and Family Planning.⁶⁶¹ The roadmap on national referral mechanisms is in the process of being adapted.⁶⁶² Further, the ITM continues to organise training courses for its staff. For 2023, it planned to organise in-depth training for a further 80 officers.⁶⁶³

11.2.2 Awareness raising

Several awareness raising campaigns have been carried out in 2023:

In July 2023 the organisations Planning Familial and Infotraite joined forces on [Instagram](#) to raise awareness of the phenomenon of “loverboys” and “sugar daddies” and “sugar mummies”.⁶⁶⁴

As part of the European Day for Combating Trafficking in Human Beings, on 18 October 2023, InfoTraite organised an awareness-raising event at Luxembourg’s central train station. Postcards made by victims of human

trafficking exploited in Luxembourg were distributed and discussions on the phenomenon of trafficking took place with passers-by.⁶⁶⁵

The [Ministry of Justice](#) launched a campaign on 18 November 2023 to raise awareness of the new Law of 7 August 2023 to strengthen the means of combatting the sexual abuse and sexual exploitation of minors⁶⁶⁶ aimed at combating the sexual abuse and sexual exploitation of minors. By means of animations on public networks and posters, this campaign aimed to provide general information on this law to the public at large. In addition, this campaign also provided specific information for victims about their rights and warnings for perpetrators on the consequences of their actions.⁶⁶⁷

11.3 Protection of victims

11.3.1 Protection, assistance, and support of victims

Certain legislative reforms, even if they do not specifically address victims of trafficking, can positively impact their protection and assistance.

Law of 28 March 2023

As mentioned in section 7.6, the Law of 28 March 2023⁶⁶⁸ introduces into the Penal Code⁶⁶⁹ an aggravating circumstance for a crime or criminal offenses committed with a discriminatory motivation based on one of the characteristics referred to in article 454 of the Penal Code, namely the origin, the skin colour, gender, sexual orientation, gender reassignment, gender identity, marital status, age, state of health, disability, morals, political or philosophical opinions, (trade) union activities, real or supposed belonging or not belonging to a particular ethnic group, nation, race or religion.

Law of 7 August 2023 on the organization of legal aid

On 1 February 2024 the Law of 7 August 2023⁶⁷⁰ entered into force. While legal aid is already available in Luxembourg to all victims of criminal offenses regardless of their country of citizenship and residence, it has thus far been linked to the *Revenu d'inclusion sociale* ("Social inclusion income", REVIS) as a point of reference.

The law introduces partial legal aid to Luxembourg law to make litigation more available to people who are just slightly above the REVIS-threshold. They are now able to benefit from partial legal aid in accordance with their income brackets.⁶⁷¹

Stakeholders' opinions

All stakeholders who provided their opinions during the consultation process for Bill 7959 from end of January 2022 to 19 July 2023 welcomed the bill's objective of extending the scope of legal aid.⁶⁷² The bill was unanimously approved on 19 July 2023.⁶⁷³

11.3.2 Protection of third-country national minors

While there are no official statistics on the age of UAMs in Luxembourg, the authorities have confirmed that the average age of (recorded) UAMs has changed in recent years. Whereas in the past they were often minors aged 16-17, more recently there has been an increase in the number of younger minors, aged between 12 and 14, arriving in Luxembourg.⁶⁷⁴

Law of 7 August 2023 to strengthen the fight against sexual abuse and sexual exploitation of minors

The Law of 7 August 2023 amending the Penal Code and the Criminal Procedure Code with a view to strengthening the means to combat sexual abuse and sexual exploitation of minors came into force on 22 August 2023. This law reinforces the Penal Code to better protect minors in particular against sexual abuse in the best interests of children. It introduced, inter alia, the imprescriptibility of the offence of rape of a minor.⁶⁷⁵

Stakeholders' opinions

The consultation period for this Bill 7949 from January 2022 to 19 July 2023 was concluded with an almost unanimous approval (3 abstentions).⁶⁷⁶ All stakeholders supported improving the protection of minors, given their particular vulnerability.⁶⁷⁷ The CCDH also welcomes this law as it will also benefit sexually exploited victims of human trafficking.⁶⁷⁸

Structures for victims

A new service for victims of trafficking, the Fondation Maison de la Porte Ouverte's Maison Newstep, which can accommodate families and also has emergency rooms, has also been approved in 2023.⁶⁷⁹

11.4 Cooperation with different countries

11.4.1 Enhanced cooperation between the Benelux-Countries

Within the frame of the Benelux Union, a day of exchange on criminal exploitation was organised in October 2023.⁶⁸⁰

11.4.2 Cooperation with Thailand and Malaysia

Once ratified, the cooperation agreements of the EU with Thailand⁶⁸¹ (please also refer to sections 3.7 and 10.6) and Malaysia⁶⁸² (please also refer to section 10.6) aim for establishing comprehensive engagement and cooperation in the fight against human trafficking. They envision an effective policy for the prevention of illegal migration, smuggling of migrants and trafficking in human beings, in accordance with the United Nations

Convention against Transnational Organised Crime (UNTOC)⁶⁸³ as well as ways to combat networks of traffickers and to protect victims of trafficking.⁶⁸⁴

11.5 Additional developments

11.5.1 Fourth Report on trafficking in human beings

The Advisory Commission on Human Rights (*Commission consultative des Droits de l'Homme*, CCDH) published its “Fourth report on trafficking in human beings” for the years 2021 and 2022 on 5 February 2024.⁶⁸⁵ The CCDH-report discussed relevant and also several recent developments in this area, of which those that fall within the scope of this report will be outlined in this section.

Begging ban in Luxembourg City

In its report, the CCDH took position on the controversial ban on begging, which came into effect in Luxembourg City in January 2024, and which lead to heated debates since the autumn of 2023.⁶⁸⁶ The Law of 9 April 2014 reinforcing the rights of victims of human trafficking,⁶⁸⁷ having transposed EU Directive 2011/36/EU into Luxembourg law, introduced, among other things, the offence of forced begging as a form of human trafficking.

The CCDH stated that by banning all forms of begging, the City of Luxembourg, and the Government claim that they are also advocating combating human trafficking. However, according to the viewpoint of the CCDH, the prosecution of potential victims of forced begging and hence human trafficking will not lead to achieving this goal. Rather the perpetrators, not the victims, must be punished. The CCDH continued to explain that otherwise, Luxembourg will not only be violating the fundamental rights of victims of trafficking (principle of non-punishment of victims of trafficking, enshrined in European and national law), but will also be destroying any chance of cooperation with the authorities as it will be next to impossible to detect victims of human trafficking.⁶⁸⁸

Available data and data collection

In 2021 and 2022, in proportion to its population, Luxembourg leads the European Union in terms of the number of human trafficking victims recorded.⁶⁸⁹ Currently, the police are the only body with the authority to officially identify a victim of trafficking.⁶⁹⁰ For the years 2021 and 2022, the majority of victims were detected by the police and a large number of victims as a result of investigations launched by the Public Prosecutor's Office. However, the CCDH notes that the number of victims detected by ITM is increasing, which may be explained by ITM's greater awareness of the phenomenon of trafficking.⁶⁹¹ Overall, there seems to be an improved and regular exchange of statistics between the police, the ITM, the assistance services for victims of trafficking (InfoTraite), the General Department of Immigration, and the Public Prosecutor's Office. Nevertheless, the CCDH would like to see the involvement of STATEC in the collection of statistical data on human trafficking, as is already the case with STATEC's equivalents in other EU member states.

The CCDH was able to get access to preliminary 2023-data and noted a trend towards an increase in cases of exploitation on construction sites and sexual exploitation.⁶⁹²

Proposed national coordinator to combat trafficking in human beings

In order to improve the fight against human trafficking, the CCDH advised to set up a national coordinator to combat trafficking in human beings, which is also foreseen in the recast of European Directive 2011/36. Such a step could help to move away from the current piecemeal approach towards increased coordination between single action plans (e.g. Equality PAN, Children's Rights PAN, Business and Human Rights PAN, Disabled People's Rights PAN, LGBTQ PAN). The CCDH further pointed out that the most recent PAN against trafficking in human beings has not been evaluated or updated since its adoption in 2016 and does not take into account any other relevant PANs.⁶⁹³

Strategy against online-facilitated trafficking

New technologies can potentially impact how human traffickers recruit and exploit their victims. To efficiently address the arising new and complex challenges, the CCDH recommended that Luxembourg adopts a strategy to combat online-facilitated trafficking.⁶⁹⁴

11.5.2 Luxembourg remains on TIER 1 of the international assessment report on human trafficking

On 20 June 2023, the Minister of Justice met with the Ambassador of the United States of America, who officially presented the result of the "2023 Trafficking in Persons Report: Luxembourg". As in previous years, Luxembourg has been classified at the "Tier 1" level (highest possible level).⁶⁹⁵ More specifically, the report of the Office to Monitor and Combat Trafficking in Persons at the US Department of State stated that the Government of Luxembourg fully meets the minimum standards for the elimination of trafficking. The government continued to demonstrate serious and sustained efforts during the reporting period. The report further welcomed the increased number of investigations, prosecutions, and convictions of traffickers, as well as identifications of victims of human trafficking and increased funding for awareness-raising activities. On this occasion, the Minister of Justice underlined the high relevance of this topic and the importance of national and international efforts against human trafficking in particular in light of war refugees.⁶⁹⁶

The report also highlighted areas where Luxembourg could still improve. It was pointed out that the government decreased funding for victim services and shelters for the third year in a row, and judges continued to issue lenient sentences to convicted traffickers, creating potential safety concerns for trafficking victims, weakening deterrence, and undercutting nationwide efforts to fight trafficking.⁶⁹⁷

12 MIGRATION AND DEVELOPMENT

AT A GLANCE

- Luxembourg has signed a **memorandum of understanding** for a Cooperation Framework Agreement with the government of **Costa Rica**

Apart from some exceptional measures, as for example the project in Costa Rica mentioned below, there have been no new developments aimed at promoting synergies between migration and development in third countries. The Luxembourg Development Cooperation considers that the root causes of migration have to be addressed, in particular through poverty reduction, which is the overarching objective of its general strategy.⁶⁹⁸

Luxembourg signed Cooperation Framework Agreement with the Government of Costa Rica

The Minister for Development Cooperation and Humanitarian Affairs signed a memorandum of understanding with the Costa Rican Minister of Foreign Affairs and Worship in January 2023 to formalise bilateral cooperation relations. Luxembourg and Costa Rica commit to cooperate in the areas of socio-economic integration of women and youth, climate resilience and environmental sustainability, as well as social cohesion and human rights, including for migrant populations.

The Minister also launched the second phase of a regional project implemented by the International Organization for Migration (IOM), which aims to support migrant women in Central America to address the many challenges they face, such as gender-based violence and the effects of climate change.⁶⁹⁹

This agreement shall strengthen the impact and identity of Luxembourg's cooperation, notably through regional and multi-partner interventions, as well as the complementary implementation of bilateral development cooperation projects in Costa Rica, where Luxembourg intends to establish a diplomatic mission and a Lux-Development office.⁷⁰⁰

APPENDIX

Overview over the laws passed in the field of migration in Luxembourg in 2023

TITLE	CONTENT	ENTRY INTO FORCE	MÉMORIAL / LEGAL GAZETTE	SECTION
Constitution of Luxembourg	Votes on revisions of several chapters at a time in January 2023	1 July 2023		4.2.1 7.1.2
Law of 28 March 2023	Complementing the Penal Code by introducing an aggravating circumstance for offenses based on discriminatory and racist motives.	7 April 2023	A185	7.6.1.2 11.3.1
Law of 29 March 2023	Ensuring that TCNs in possession of a legitimization card can vote in municipal elections	4 April 2023	A180	7.6.4.1
Law of 21 April 2023	Amending the amended Law of 29 August 2008 on the free movement of persons and immigration to structure the removal of third-country nationals from the territory and to regulate residence permits for private reasons	12 May 2023	A228	3.7 10.2 10.4.2
Law of 14 July 2023	Creating the Integration and school reception service (<i>Service de l'intégration et de l'accueil scolaire</i> ; SIA) to replace the Schooling Service for Foreign Children (<i>Service de scolarisation des enfants étrangers</i> , SECAM)	24 July 2023	A424	5.4.3 6.1.2.1
Law of 14 July 2023	Financing of security services for the accommodation structures and administrative buildings of the National Reception Office (<i>Office national de l'accueil</i> , ONA) until 2027	24 July 2023	A428	4.3.1
Law of 20 July 2023	Adapting the educational system to the progressing complexification and diversification of Luxembourgish society to enhance social cohesion	31 July 2023	A460	6.1.2.2

Law of 20 July 2023	Providing clarity on assessing risks of absconding and on return decisions affecting AIPs and BIPs (in line with the CJEU)	29 July 2023	A445	4.2.2
Law of 21 July 2023	Regulating the organisation of higher education, to e.g. stipulate that if students from third countries are recruited, an internationalisation strategy has to be in place.	15 September 2023	A470	3.4.2
Law of 7 August 2023	Ministry of Housing may financially support up to 100% of the cost of construction of housing destined for AIPs to increase access to affordable housing	1 October 2023	A611	4.3.1 4.3.3.4
Law of 7 August 2023	Amending the Penal Code and the Criminal Code to strengthen the means to fight sexual abuse and sexual exploitation of minors.	1 February 2024	A520	11.3.2
Law of 7 August 2023	On the organization of legal aid	22 August 2023	A542	11.3.1
Law of 7 August 2023	Tightening and clarifying regulations on different types of residence permits and the rights attached to them, employer sanctions, the (self)employment of TCNs, the abolishment of the labour market test for AIPs, and on the conditions under which BTPs have access to material benefits	1 September 2023	A556	3.2.2. 3.3 3.4.2 4.3.1 5.4.2 9.1.1 10.1
Law of 23 August 2023	Repealing the Law of 16 December 2008 and providing a legal basis for the following the National Action Plan for Intercultural Living Together, the Citizens' Pact for Intercultural Living Together, the Intercultural Living Together Program, the Municipal Pact for Intercultural Living Together, the creation of the High Council for Intercultural Living Together (<i>Conseil supérieur du vivre-ensemble interculturel</i>), a municipal commission as well as providing three adaptations to the option procedure for Luxembourg nationality	1 January 2024	A545	5.5 7.1.1 7.2.2 7.2.7 7.3.3 7.3.4 7.6.1.1 8.1

Overview over the relevant bills in the field of migration in Luxembourg in 2023

Title	Introduced Parliament	to	Content	Status on 31 December 2023	Section
Bill 8131	2 January 2023		Financing of security services for accommodation facilities and administrative buildings of the National Reception Office	Became the Law of 14 July 2023	4.3.1
Bill 8155	20 February 2023		Intercultural Living Together and amending the Citizenship Law	Became the Law of 23 August 2023	7.1.1
Bill 8227	30 May 2023		Amending the Labour Code, the Immigration Law, and the Reception Law	Became the Law of 7 August 2023	3.2.2
Bill 8262	29 June 2023		Construction of an approved European School in Junglinster	Subject to assessment by parliamentary commissions	6.1.6
Bill 8285	28 July 2023		Approving the Framework Agreement on Comprehensive partnership and Cooperation between the European Union and its Member States, of the one part, and the Kingdom of Thailand	Approved by Council of State on 10 October 2023 and the Chamber of Commerce on 12 October 2023	3.7 10.3.3 11.4.2
Bill 8288V	28 July 2023		Approving the Framework Agreement on Partnership and Cooperation between the European Union and its Member States, of the one part, and the Government of Malaysia	Approved by Council of State on 10 October 2023 and the Chamber of Commerce on 12 October 2023	10.3.3 11.4.2
Bill 8304	30 August 2023		Updating the amendments of the Blue Card Directive by transposing Directive 2021/1883 into national legislation	Subject to assessment by parliamentary commissions	3.2.3.1
Bill 8305v	1 September 2023		Bill 8305 on providing the lacking legal base for the SIS and to transpose relevant EU regulations.	Subject to assessment by parliamentary commissions	9.1.3

Overview over passed Grand-Ducal Regulations in the field of migration in Luxembourg in 2023

TITLE	CONTENT	ENTRY INTO FORCE	MÉMORIAL / LEGAL GAZETTE	SECTION
Grand-Ducal Regulation of 11 January 2023	Updating the list of safe countries of origin	23 January 2023	A34	4.2.3
Grand-Ducal Regulation of 22 March 2023	Determining the composition of the Prostitution Committee	3 April 2023	A177	11.2
Grand-Ducal Regulation of 7 July 2023	Dropping of the requirement for TCNs to add a valid Luxembourgish residence permit to their application for their registration in the register of formal higher education qualifications and replaced by the requirement for a valid residence permit issued by an EU-MS	17 July 2023	A402	7.5.1.1

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Overview over Protocols with third countries in the field of migration in Luxembourg in 2023

TITLE	CONTENT	ENTRY INTO FORCE	MÉMORIAL / LEGAL GAZETTE	SECTION
Protocol of application between the Benelux Countries and Ukraine	Agreement between the European Community and Ukraine on the readmission of persons	1 September 2023	A429	10.3.3
Protocol of application between the Benelux Countries and Armenia	Agreement between the European Community and Armenia on the readmission of persons in an irregular situation	1 September 2023	A430	10.3.3

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Legitimation documents for civil servants and family members are not included in the table.

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²²¹ Including refugee status and subsidiary protection.

²²² Including the normal and the accelerated procedure.

²²³ A country where asylum seekers (could) have applied for international protection

²²⁴ A safe third country with which the asylum seeker have a genuine connection and where they should have applied for international protection.

²²⁵ Ministry of Home Affairs (MAINT), Rapport d'activités 2023 du ministère des Affaires intérieures, 29 February 2024, p. 69, URL: <https://gouvernement.lu/dam-assets/fr/publications/rapport-activite/minist-interieur/2023-rapport-activite-maint/rapport-dactivits-du-ministre-des-affaires-intrieures-2023.pdf>

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²²⁸ Ministry of Home Affairs (MAINT), Rapport d'activités 2023 du ministère des Affaires intérieures, 29 February 2024, p. 69, URL: <https://gouvernement.lu/dam-assets/fr/publications/rapport-activite/minist-interieur/2023-rapport-activite-maint/rapport-dactivits-du-ministre-des-affaires-intrieures-2023.pdf>

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²²⁹ Article 26 (1) of the Law of 18 December 2015 on international protection and temporary protection, initial version and amending texts Published in Mémorial A489 of 1 July 2021, URL: https://legilux.public.lu/eli/etat/leg/loi/2015/12/18/n15/consolide/20210705#art_26

²³⁰ Article 26 (3) of the Law of 18 December 2015 on international protection and temporary protection, initial version and amending texts Published in Mémorial A489 of 1 July 2021, URL: https://legilux.public.lu/eli/etat/leg/loi/2015/12/18/n15/consolide/20210705#art_26

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²³² Article 26 (1) of the Law of 18 December 2015 on international protection and temporary protection, initial version and amending texts Published in Mémorial A489 of 1 July 2021, URL: https://legilux.public.lu/eli/etat/leg/loi/2015/12/18/n15/consolide/20210705#art_26

²³³ Article 26 (1) of the Law of 18 December 2015 on international protection and temporary protection, initial version and amending texts Published in Mémorial A489 of 1 July 2021, URL: https://legilux.public.lu/eli/etat/leg/loi/2015/12/18/n15/consolide/20210705#art_26

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²⁴³ Parliament, The revised Constitution will enter into force on 1 July 2023, 19 January 2023, URL: <https://www.chd.lu/fr/node/1063>
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²⁴⁴ Law of 17 January 2023 on the revision of Chapter II of the Constitution Published in Memorial A28 of 18 January 2023, Article 32 URL: https://legilux.public.lu/eli/etat/leg/constitution/1868/10/17/n1/consolide/20230701#art_32

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²⁵³ Bill 8014 amending the amended law of 18 December 2015 relating to international protection and temporary protection. Introduced to the Chamber of Deputies on 30 May 2022, URL: <https://wdocs-pub.chd.lu/docs/exped/0141/050/282502.pdf>

²⁵⁴ The Council considered that Article 1 should mention this

²⁵⁵ Required by Article 28 of Regulation (EU) No 604/2013

²⁵⁶ The Chambre of Commerce wanted this point to be added to Article 2.

²⁵⁷ Grand Ducal Regulation of 21 December 2007 establishing a list of safe countries of origin within the meaning of the amended law of 5 May 2006 relating to the right to asylum and additional forms of protection. Published in Mémorial A245 of 31 December 2007, URL: <https://legilux.public.lu/eli/etat/leg/rgd/2007/12/21/n21/jo>
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²⁵⁸ Reply to Parliamentary Question 5841, Personnes fuyant le conflit armé en Ukraine, 1 April 2022, URL: <https://wdocs-pub.chd.lu/docs/exped/0128/193/257930.pdf>
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²⁶¹ Law of 18 December 2015

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2. amending the amended Law of 10 August 1991 on the legal profession, the amended Law of 29 August 2008 on the free movement of persons and immigration, the law of 28 May 2009 concerning the detention center;
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²⁶² Reply to Parliamentary Question 7469, Delais d'examen de demandes de protection internationale, 09 February 2023, URL: <https://wdocs-pub.chd.lu/docs/exped/0137/030/274304.pdf>

²⁶³ Reply to Parliamentary Question 7469, Delais d'examen de demandes de protection internationale, 09 February 2023, URL: <https://wdocs-pub.chd.lu/docs/exped/0137/030/274304.pdf>

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https://ccdh.public.lu/content/dam/ccdh/dossiers_th%C3%A9matiques/traite_des_%C3%AAtres_humains/rapports/rapport-teh4-final.pdf

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²⁷¹ Bill 8131 on the financing of security services for accommodation facilities and administrative buildings of the National Reception Office. Introduced to the Chamber of Deputies on 2 January 2023, URL: <https://wdocs-pub.chd.lu/docs/exped/0136/033/272339.pdf>

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²⁷⁴ Bill 8131 on the financing of security services for accommodation facilities and administrative buildings of the National Reception Office. Introduced to the Chamber of Deputies on 2 January 2023, URL: <https://www.chd.lu/fr/dossier/8131>

²⁷⁵ Law of 7 August 2023 amending the (1) Labour Code; (2) amended Law of 29 August 2008 on the free movement of persons and immigration; (3) amended law of 18 December 2015 on the reception of applicants for international protection and temporary protection. Published in Memorial A556 of 28 August 2023, URL: <https://legilux.public.lu/eli/etat/leg/loi/2023/08/07/a556/lo>

²⁷⁶ The Law of 7 August 2023 amends Articles 12 and 13 of the Reception Law

²⁷⁷ Law of 7 August 2023 amending the (1) Labour Code; (2) amended Law of 29 August 2008 on the free movement of persons and immigration; (3) amended law of 18 December 2015 on the reception of applicants for international protection and temporary protection. Published in Memorial A556 of 28 August 2023, URL: <https://legilux.public.lu/eli/etat/leg/loi/2023/08/07/a556/lo>

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²⁸¹ Law of 7 August 2023 amending the

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²⁸² Law of 7 August 2023 relating to affordable housing and modifying:

1° the amended Law of 25 February 1979 concerning housing assistance;

2° the amended Law of 19 July 2004 concerning municipal planning and urban development;

3° the amended Law of 25 March 2020 creating the Special Fund to support housing development;

4° the Law of 30 July 2021 relating to the Housing Pact 2.0;

5° the Law of 7 August 2023 relating to individual housing assistance. Published in Memorial A611 of 27 September 2023, URL:

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²⁸³ Law of 25 February 1979 concerning housing assistance. Published in Mémorial A16 of 27 February 1979, URL:

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Bill 7937 relating to affordable housing and modifying: 1° the amended Law of 25 February 1979 concerning housing assistance; 2° the amended Law of 19 July 2004 concerning municipal planning and urban development; 3° the amended Law of 25 March 2020 creating the Special Fund to support housing development; 4° the Law of 30 July 2021 relating to the Housing Pact 2.0 5° the law of [XXX] relating to individual housing assistance. Introduced to Parliament on 24 December 2021, p. 3, URL: <https://wdocs-pub.chd.lu/docs/exped/0127/043/254437.pdf>

²⁸⁴ Bill 7937 relating to affordable housing and modifying: 1° the amended Law of 25 February 1979 concerning housing assistance; 2° the amended Law of 19 July 2004 concerning municipal planning and urban development; 3° the amended Law of 25 March 2020 creating the Special Fund to support housing development; 4° the Law of 30 July 2021 relating to the Housing Pact 2.0 5° the law of [XXX] relating to individual housing assistance. Introduced to Parliament on 24 December 2021, p. 3, URL: <https://wdocs-pub.chd.lu/docs/exped/0127/043/254437.pdf>

²⁸⁵ Law of 7 August 2023 relating to affordable housing and modifying:

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²⁸⁶ Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade, Rapport d'activité 2023, 29 March 2024, p. 113, URL: <https://mae.gouvernement.lu/dam-assets/minist%C3%A8re/rapports-annuels/rapport-annuel-2023.pdf>

The gross occupancy rate is calculated by dividing the number of occupied beds by the total number of beds. The net occupancy rate is obtained by dividing the number of occupied beds by the sum of the number of occupied beds and the number of available beds

²⁸⁷ Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade, Rapport d'activité 2023, 29 March 2024, p. 109, URL: <https://mae.gouvernement.lu/dam-assets/minist%C3%A8re/rapports-annuels/rapport-annuel-2023.pdf>

²⁸⁸ Ministry of Foreign and European Affairs, National Reception Office (ONA), Inauguration de la structure d'hébergement temporaire pour demandeurs de protection internationale à Luxembourg-Kirchberg, Press release, 4 January 2023, URL:

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- [Pourquoi travailler avec un/e médiateur/-trice interculturel/-elle ?](#) (Why work with an intercultural mediator?)
- [Le parcours des demandeurs de protection internationale \(DPI\) : procédures administratives, hébergement, accueil et intégration scolaire](#) (The journey of applicants for international protection (API): administrative procedures, accommodation, reception and educational integration)
- [CePAS/SePAS/SSE/Internat - Asile, libre circulation et immigration](#) (CePAS/SePAS/SSE/Internat - Asylum, free movement and immigration)
- [Das luxemburgisch-europäische Sprachenportfolio für Schüler/-innen mit Migrationshintergrund](#) (The Luxembourgish-European language portfolio for students with a migration background)
- [Spiel- und Lernangebote fast ohne Sprache: Ein Einstieg für Kinder mit Migrationshintergrund im C1](#) (Playing and learning opportunities with almost no language: An entry point for children with a migration background in C1)
- [Migration und Flucht im Bereich Schule und Bildung](#) (Migration and flight in the area of school and education)
- [Migration und Bildung – Einführung in die Migrationspädagogik](#) (Migration and education – introduction to migration education)
- [Décrypter l'islam dans un contexte scolaire : histoire, diversité, dialogue et défis contemporains](#) (Deciphering Islam in a school context: history, diversity, dialogue and contemporary challenges)

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1° modification of the amended Grand-Ducal Regulation of 12 May 2000 establishing the terms and conditions for obtaining financial assistance for doctors in the process of specialization;

2° modification of the amended Grand-Ducal Regulation of 26 May 2004 determining the conditions of access, studies as well as the conditions for successful completion of specific training in general medicine;

3° modification of the Grand-Ducal Regulation of 7 June 2007 determining for the profession of orthoptist: 1. studies with a view to obtaining the diploma, 2. the terms of recognition of foreign diplomas, and 3. the exercise of the profession ;

4° modification of the grand-ducal regulation of 10 July 2011 establishing the list of specialties in medicine and dentistry recognized in Luxembourg;

5° modification of the grand-ducal regulation of 17 February 2017 relating to the recognition of professional qualifications;

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The Department of Integration also provided physical material (flyers, posters, campaign stand, roll-ups etc.) for municipalities or civil society organisations to promote the campaign in their offices / at their events.

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2. the Law of 7 June 1989 relating to the transposition of the surnames and first names of persons who acquire or recover Luxembourg

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⁵⁴⁵ As provided for in Article 5, paragraph 3, point 2° of the Law of 23 August 2023 on Intercultural Living Together

⁵⁴⁶ Law of 23 August 2023 relating to Intercultural Living Together and modifying the amended law of 8 March 2017 on Luxembourg nationality. Published in Mémorial A545 of 25 August 2023, URL: https://legilux.public.lu/eli/etat/leg/loi/2023/08/23/a545/jo#art_5

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Not included in these figures are children who automatically become Luxembourgish citizens as a result of the acquisition of Luxembourgish nationality by one of their parents. Since 2018, these figures are no longer available.

⁵⁵⁸

These figures do not include minors who automatically become Luxembourgish following the acquisition of Luxembourgish nationality by one of their parents.

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⁵⁶⁵ Article 86 of the amended Law of 8 March 2017 on Luxembourgish nationality, respectively.

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⁵⁶⁶ Article 27 of the amended Law of 8 March 2017 on Luxembourgish nationality, respectively.
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⁵⁶⁷ Article 29 of the amended Law of 8 March 2017 on Luxembourgish nationality, respectively.
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⁵⁶⁸ Article 31 of the amended Law of 8 March 2017 on Luxembourgish nationality, respectively.
Ministry of Justice, Procédures de nationalité luxembourgeoise clôturées – Année 2023, 24 January 2024, URL: <https://gouvernement.lu/dam-assets/documents/actualites/2024/01/22-nationalite-luxembourgeoise/statistiques-2023-procdures-de-nationalit-luxembourgeoise.pdf>

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Article 89 of the Luxembourgish Nationality Law

⁵⁷⁶ Ministry of Education, Children and Youth, Rapport d'activité 2023, 14 March 2024, p. 58, URL: <https://gouvernement.lu/dam-assets/fr/publications/rapport-activite/minist-education-nationale-enfance-jeunesse/2023-rapport-activite-menej/2023-rapport-dactivit-menje.pdf>

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⁵⁷⁷ Following the entry into force of the Nationality Law, the “Living together in the Grand Duchy of Luxembourg” certificate can be acquired by participating in either 24-hour courses or in an examination on: fundamental citizen rights; the state and municipal institutions of the Grand Duchy of Luxembourg; and the history of the Grand Duchy of Luxembourg, along with European integration. The courses and the exam are held in three languages which participants choose.

⁵⁷⁸ Ministry of Education, Children and Youth, Rapport d'activité 2023, 14 March 2024, p. 62, URL: <https://gouvernement.lu/dam-assets/fr/publications/rapport-activite/minist-education-nationale-enfance-jeunesse/2023-rapport-activite-menej/2023-rapport-dactivit-menje.pdf>

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⁵⁷⁹ Law of 7 August 2023 amending the

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(3) amended Law of 18 December 2015 on the reception of applicants for international protection and temporary protection. Published in Memorial A556 of 28 August 2023, URL: <https://legilux.public.lu/eli/etat/leg/loi/2023/08/07/a556/jo>

⁵⁸⁰ The Law of 7 August 2023 amends Article 34 of the Law of 29 August 2008

⁵⁸¹ Law of 7 August 2023 amending the

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⁵⁸² Information obtained from the General Department of Immigration on 4 January 2023

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