

COUNTRY FACTSHEET | JULY 2024

Main developments
in migration and
international
protection, including
latest statistics

LUXEMBOURG 2023



OVERARCHING AND CROSS-CUTTING CHANGES

On 1 September 2023, the [Law of 7 August 2023](#) amending the [Labour Code](#), the [Immigration Law](#) and the [Reception Law](#) came into force. This law impacts multiple areas of migration.



LEGAL MIGRATION

The [Law of 21 April 2023](#) amending the Immigration Law to structure the removal of third-country nationals from the territory and regulate residence permits for private reasons came into force on 12 May 2023. It clarifies, among other things, the conditions under which residence permits are granted (e.g. the financial resources required, relations between partners, and exceptional reasons not covered by exceptionally serious humanitarian considerations).



KEY POINTS

[Law of 7 August 2023](#) amending the [Labour Code](#) the [Immigration Law](#) and the [Reception Law](#).

[Law of 23 August 2023](#) on intercultural living together and amending the amended [Law of 8 March 2017](#) on Luxembourg nationality.

[Law of 20 July 2023](#) on objective criteria for assessing risks of absconding and about return decisions.

[Law of 21 April 2023](#) amending the Immigration Law to structure the removal of third country nationals from the territory and to regulate residence permits for private reasons.

The [Law of 7 August 2023](#) amends the Immigration Law to clarify that third-country nationals must be in possession of a work authorisation to exercise a salaried activity, unless they have a legal exemption. It also extends the validity period of residence permits issued to third-country nationals for the purposes of job search or business creation (including researchers and those who have successfully completed a graduate programme) from 9 to 12 months. Furthermore, it stipulates that a residence permit for self-employed third-country nationals can now be granted by the Minister in charge of Asylum and Immigration (competency has lain with the Minister of Home Affairs since 17 November 2023), if the activity in question requires the self-employed person to be present in the territory to ensure the effective day-to-day management of their business. The law also permits third-country nationals with a family member residence permit to access the labour market directly.

This law amends the Labour Code to, among other things, change the procedure for obtaining the certificate required by employers to employ third-country nationals. This applies to positions on the [list](#) produced by the National Employment Agency (Agence pour le développement de l'emploi – ADEM), for which there is a very high labour shortage. The Labour Code also now prohibits the employment of legally staying third-country nationals without a work permit.

On 30 August 2023, [Bill 8304](#)¹ was introduced to adapt the Immigration Law for compliance with the revamped [EU Blue Card Directive](#) and to address skill shortages by facilitating access to the labour market for highly qualified professionals.



INTERNATIONAL PROTECTION

The [revised Constitution](#) came into force on 1 July 2023. [Article 32](#) enshrines the right to asylum in the Constitution.

On 24 July 2023, the [Law of 14 July 2023](#) on the financing of accommodation structures, came into force. This law ensures the financing of the operations of the National Reception Office (*Office national de l'accueil*) until 2027.

The [Law of 20 July 2023](#) clearly states the objective criteria for assessing risk of absconding, and for making return decisions affecting applicants and beneficiaries of international protection in accordance with judgement [C528/15](#) of the Court of Justice of the European Union. This law further clarifies that if beneficiaries of international protection on Luxembourg territory already enjoy international protection in another EU Member State, they cannot legitimately be removed to their country of origin. They must therefore return to the EU

Member State that provided them with international protection.

The [Law of 7 August 2023](#) on affordable housing, which came into force on 1 October 2023, enables the Ministry of Housing to contribute up to 100% of the cost of constructing housing destined for applicants for international protection.

The [Law of 7 August 2023](#) also amends the Reception Law to adapt both the nonfinancial/material aid and financial aid provided by the National Reception Office. The provision of material reception conditions to beneficiaries of temporary protection (BoTP) is now subject to the same requirements and conditions as for applicants for international protection.

In addition, this law removes the requirement for a labour market test to be carried out by ADEM when applying for an authorisation for temporary occupation (*Autorisation d'occupation temporaire*).

On 23 January 2023, the [Grand-Ducal Regulation of 11 January 2023](#), amending the amended [Grand-Ducal regulation of 21 December 2007](#) establishing a list of safe countries of origin, entered into force. It removed Ukraine and Croatia from this list, and specified the 'Republic of North Macedonia' as the new and correct name for that country.



TEMPORARY PROTECTION AND OTHER MEASURES IN RESPONSE TO RUSSIA'S WAR OF AGGRESSION AGAINST UKRAINE

Together with all EU Member States, Luxembourg extended the temporary protection mechanism until 4 March 2024.² On 10 February 2023, the Ministry of Foreign and European Affairs issued a [communication](#) on the requirement to renew certificates, and posted out letters containing details and instructions about the process.

On 21 April 2023, the Minister of Foreign and European Affairs [informed](#) BoTP and their family members in Luxembourg of the option to [apply for a residence permit for salaried workers](#), if they:

- hold a certificate of temporary protection (valid until 4 March 2024);
- reside in Luxembourg, outside the structures managed by the National Reception Office;
- carry out a salaried activity in Luxembourg (with a monthly salary equivalent to at least the minimum social wage of an unskilled worker).

¹ The Bill became the Law of 4 June 2024 amending the [amended Immigration Law](#).

² Together with all EU Member States, Luxembourg extended the temporary protection mechanism for a [second time](#) on 28 September 2023 to 4 March 2025.



UNACCOMPANIED MINORS AND OTHER VULNERABLE GROUPS

Procedures to appoint ad hoc administrators for unaccompanied minors could previously stretch from a few weeks to a few months. In 2023, the government put in place a procedure to appoint ad hoc administrators within a few days or a week at most.



INTEGRATION AND INCLUSION OF MIGRANTS

Chapter II of the revised Constitution addresses rights and freedoms, and specifies how political rights can be extended to non-Luxembourgers (European citizens or third-country nationals).

The [Law of 8 March 2023](#) creating the Luxembourg National Language Institute (INL) came into force on 25 March 2023. It sets out the INL's mission, which includes the certification of competence levels in languages taught by the institute.

The [Law of 28 March 2023](#), which entered into force on 7 April 2023, introduces into the [Penal Code](#) an aggravating circumstance for a crime or misdemeanour committed with a discriminatory motivation based on one or more of the following characteristics: origin, skin colour, gender, sexual orientation, gender reassignment, gender identity, marital status, age, state of health, disability, morals, political or philosophical opinions, (trade) union activities, or real or supposed belonging or not belonging to a particular ethnic group, nation, ethnicity or religion.

The [Law of 29 March 2023](#), which entered into force on 9 April 2023, amended the Labour Code to include increased protection against workplace harassment/mobbing, including on racist grounds.

Two relevant laws in the field of education came into force in 2023:

- The [Law of 14 July 2023](#), which entered into force on 24 July 2023, created the [Integration and School Reception 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). The SIA is a central one-stop starting point, helping newly arrived families to find 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. New pupils benefit from SIA's intercultural and holistic approach, which focuses on and values their individual skills and development. The SIA also ensures a follow-up with students during their first two years.
- The [Law of 20 July 2023](#) on compulsory education came into force on 31 July 2023. In conjunction with Luxembourg's mainstreaming approach, this law

stipulates that for all pupils, including third-country nationals, education must respect equality and differences (e.g. in cultures, opinions and beliefs), foster linguistic diversity, and that education is compulsory up to the age of 18.

The [Law on Intercultural Living Together](#) was adopted on 23 August 2023 and came into force on 1 January 2024. This law provides the legal basis for the creation of: (i) the National Action Plan for Intercultural Living Together; (ii) the Citizens' Pact for Intercultural Living Together; (iii) the Intercultural Living Together Programme; (iv) the Municipal Pact for Intercultural Living Together; (v) the High Council for Intercultural Living Together (*Conseil supérieur du vivre-ensemble interculturel*), which replaced the National Council for Foreigners (*Conseil national des étrangers*); and (vi) a municipal commission with intercultural living in its remit, which replaced the Municipal Consultative Integration Commission.

The Law of 23 August 2023 replaced the previous 'integration' approach with a broader and more open approach to 'Intercultural Living Together' to respond to the changing demands and challenges of today's ever more diverse and pluralistic Luxembourgish society. It affects everyone residing or working in Luxembourg: Luxembourg nationals, third-country nationals, EU citizens and cross-border workers.

With the entry into force of the [Grand-Ducal Regulation of 7 July 2023](#) on 17 July 2023, the requirement for third-country nationals to add a valid Luxembourgish residence permit to their application for inclusion on the register of formal higher education qualifications was replaced by the requirement for a valid residence permit issued by an EU Member State.

In December 2023, the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees launched two new websites: the [Portal for Intercultural Living Together](#) (*Portail vum Zesummeliwwen*) and [Intercultural Living Together at Municipality Level](#) (*Zesummeliwwen an ärer Gemeng*). While the first website represents an entry point for the state's activities to promote Intercultural Living Together at national level, the latter highlights flagship projects that promote Intercultural Living Together within the municipalities.



CITIZENSHIP AND STATELESSNESS

The [Law of 23 August 2023](#) amends the amended [Law of 8 March 2017](#) on Luxembourgish nationality to introduce three adaptations to the option procedure for Luxembourg nationality: (i) extending the scope of the option procedure; (ii) expanding equivalence for the "Living Together in the Grand Duchy of Luxembourg" course; and (iii) stipulating that candidates for the option procedure must submit to the civil registrar their certificate of completion of the "Introduction to Life in the Grand Duchy of Luxembourg" course, which is organised

as part of the Citizens' Pact for Intercultural Living Together.

BORDERS, VISA AND SCHENGEN

The [Law of 7 August 2023](#) amends the Immigration Law by adding the requirement for third-country nationals to obtain a European Travel Information and Authorisation System authorisation (ETIAS), as one of the prerequisites for entering Luxembourg (obligations for carriers have been adapted as well).

[Bill 8305](#) on the establishment, operation and use of the Schengen Information System (SIS) was introduced to Parliament on 1 September 2023. This bill will provide a legal base for the operation of the SIS and will transpose the relevant EU regulations.

IRREGULAR MIGRATION

The [Law of 21 April 2023](#) amends the Immigration Law. Alongside the existing residence authorisation for exceptionally serious humanitarian considerations, it introduces a residence authorisation on exceptional grounds if, due to a prolonged stay in Luxembourg, third-country nationals present ties with the country such that removal from the territory would be a disproportionate attack on their personal and family situation.

The [Law of 7 August 2023](#) amends the Labour Code and increases the fines for employing third-country nationals in an irregular situation. It also applies the aggravating circumstances already in force for human trafficking to the employment of illegally staying third-country nationals.

TRAFFICKING IN HUMAN BEINGS

The [Prostitution Committee](#) strengthens the fight against the exploitation of prostitution, procuring and human trafficking. It collaborates closely with the Monitoring Committee for the fight against human trafficking. The [Grand Ducal Regulation of 22 March 2023](#) determines the composition of the Prostitution Committee. Members are appointed for a renewable five-year term by the Minister for Equality between Women and Men.

In relation to the protection of victims of human trafficking, there are three relevant new laws:

- The [Law of 28 March 2023](#), which supplements the Penal Code by introducing a general aggravating circumstance for a crime or misdemeanour committed with a discriminatory motive.
- The [Law of 7 August 2023](#) on the organisation of legal aid (entered into force on 1 February 2024), which makes legal aid more accessible to a larger group of victims through increased financial support.
- The [Law of 7 August 2023](#) amending the Penal Code and the Code of Criminal Procedure strengthens the means to fight sexual abuse and the sexual exploitation of minors.

RETURN AND READMISSION

The [Law of 21 April 2023](#) amends the Immigration Law and provides 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". It further stipulates a more efficient removal of irregularly residing third-country nationals from Luxembourg who are holders of a valid residence permit in another EU Member State or Schengen area country. With regard to the risk of absconding, it states that if the minister in charge declares the residence of third-country nationals to be illegal and imposes the obligation for them to leave the territory, this return decision is equivalent to a removal decision. The law also specifies when the minister must accompany a return decision with an entry ban. Furthermore, it expands the possibility of resorting to administrative detention for any illegally staying foreign national.

MIGRATION AND DEVELOPMENT

The Luxembourg Development Cooperation considers that the root causes of migration must be addressed, in particular through poverty reduction, which is the overarching objective of its general strategy.

In January 2023, Luxembourg signed a [memorandum of understanding](#) for a Cooperation Framework Agreement with the government of Costa Rica. In this agreement, both countries commit to cooperate on the socioeconomic integration of women and young people, climate resilience and environmental sustainability, and social cohesion and human rights, including for migrant populations.



STATISTICAL ANNEX

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

The data presented in the annex regard third-country nationals, which means persons who are not EU citizens, including stateless persons. The data cover the period 2020-2023. Since 2023 data were not available at the time of publication for certain datasets, in these cases the

period 2020-2022 is covered. Exceptionally, the monthly data on temporary protection covers the period until March 2024. **The data were extracted during April–May 2024. The manuscript was completed in May 2024.**

The Eurostat website is constantly updated. Therefore, it is likely that more recent data will have become available since. An online data code available under each figure can be used to directly access the latest data on [Eurostat's website](#).

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

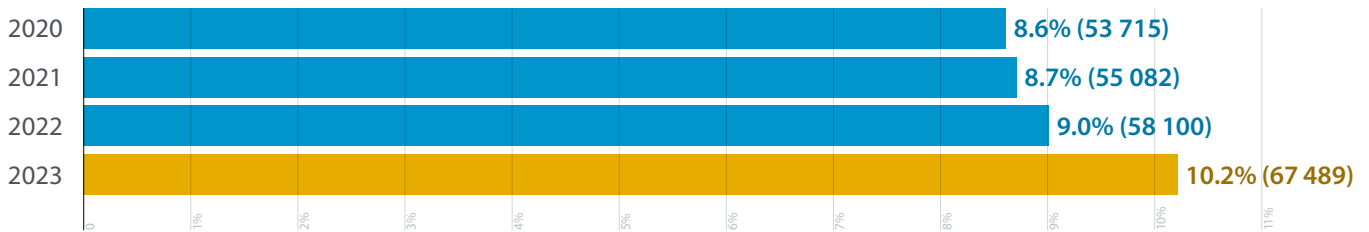
A 'How to read the statistical annex' guide, describing each individual chart and providing links to the data sources, is available [here](#).



LEGAL MIGRATION AND MOBILITY

Third-country nationals, 1 January 2020–2023

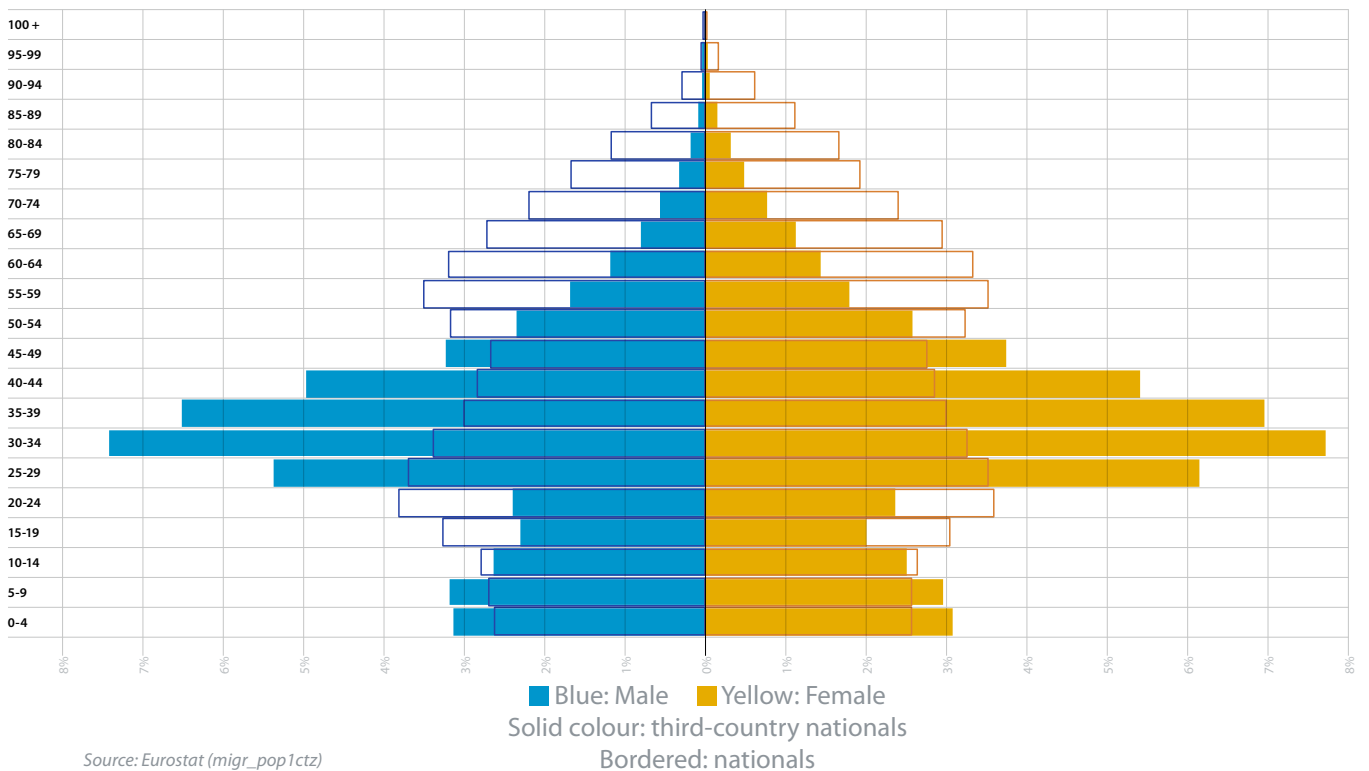
Share of the total population in % (and the absolute number)



Source: Eurostat (migr_pop1ctz)

Age structure of nationals and third-country nationals, 1 January 2023

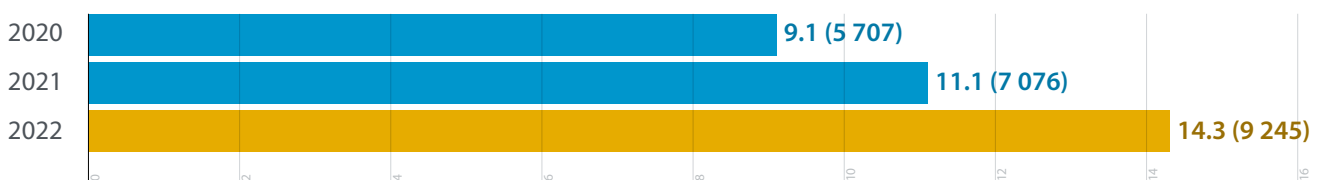
%



Source: Eurostat (migr_pop1ctz)

First residence permits issued to third-country nationals, 2020–2022

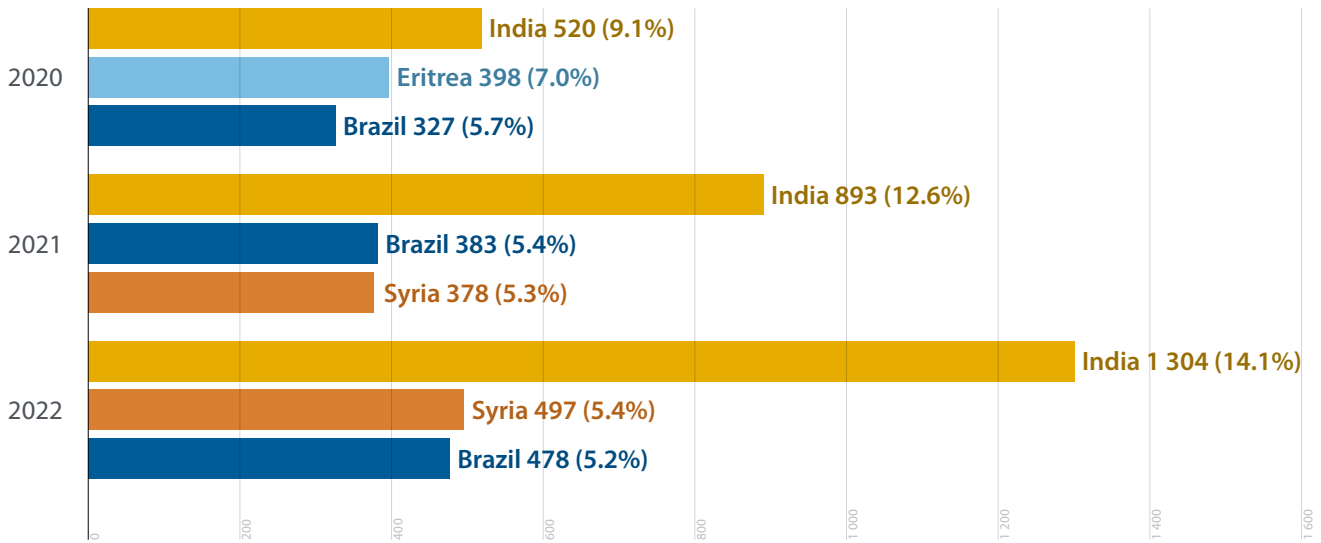
Number per 1 000 people (and the absolute number)



Source: Eurostat (migr_resfirst, migr_pop1ctz and migr_resp)

Top 3 countries whose citizens received first residence permits, 2020–2022

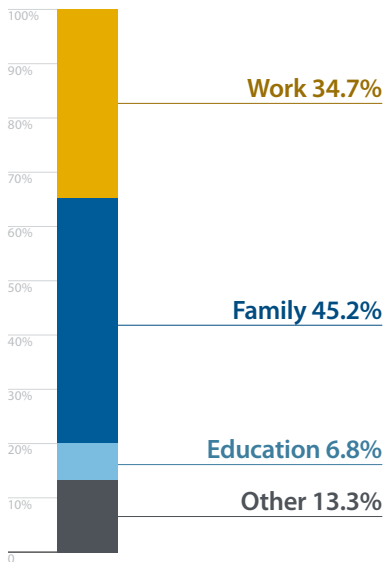
Absolute number (and the share in total number)



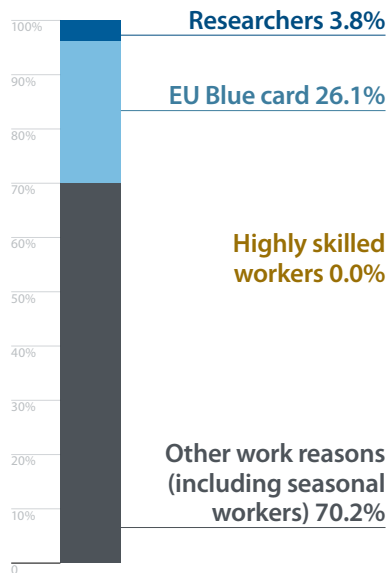
Source: Eurostat (migr_resfirst)

First residence permits issued, distribution by reason or type, 2022

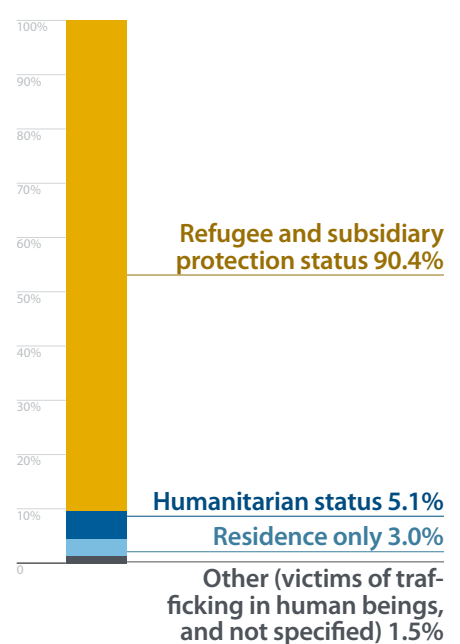
All permits, by reason, %



Work reason, by type, %



Other reason, by detailed reason, %



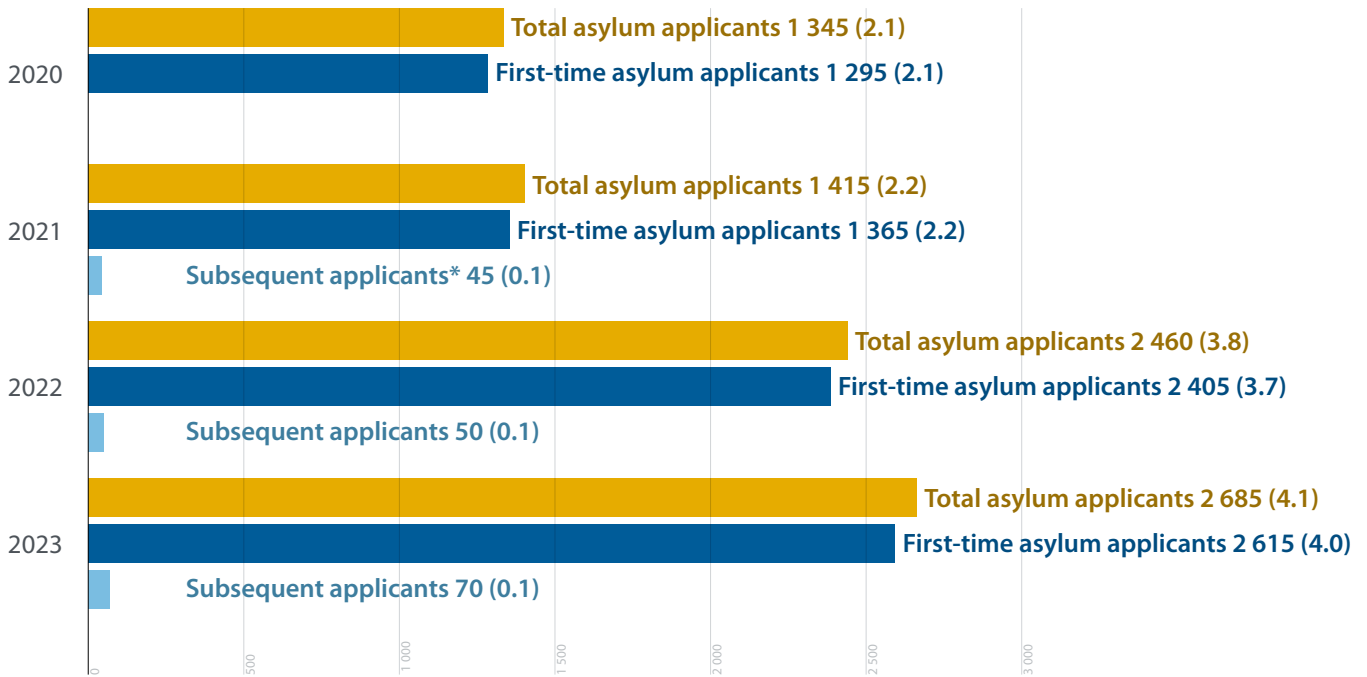
Source: Eurostat (migr_resfirst, migr_resfpc, migr_resocc and migr_resoth)



INTERNATIONAL PROTECTION INCLUDING ASYLUM

Asylum applicants by type of application, 2020–2023

Absolute number (and the number per 1 000 people)

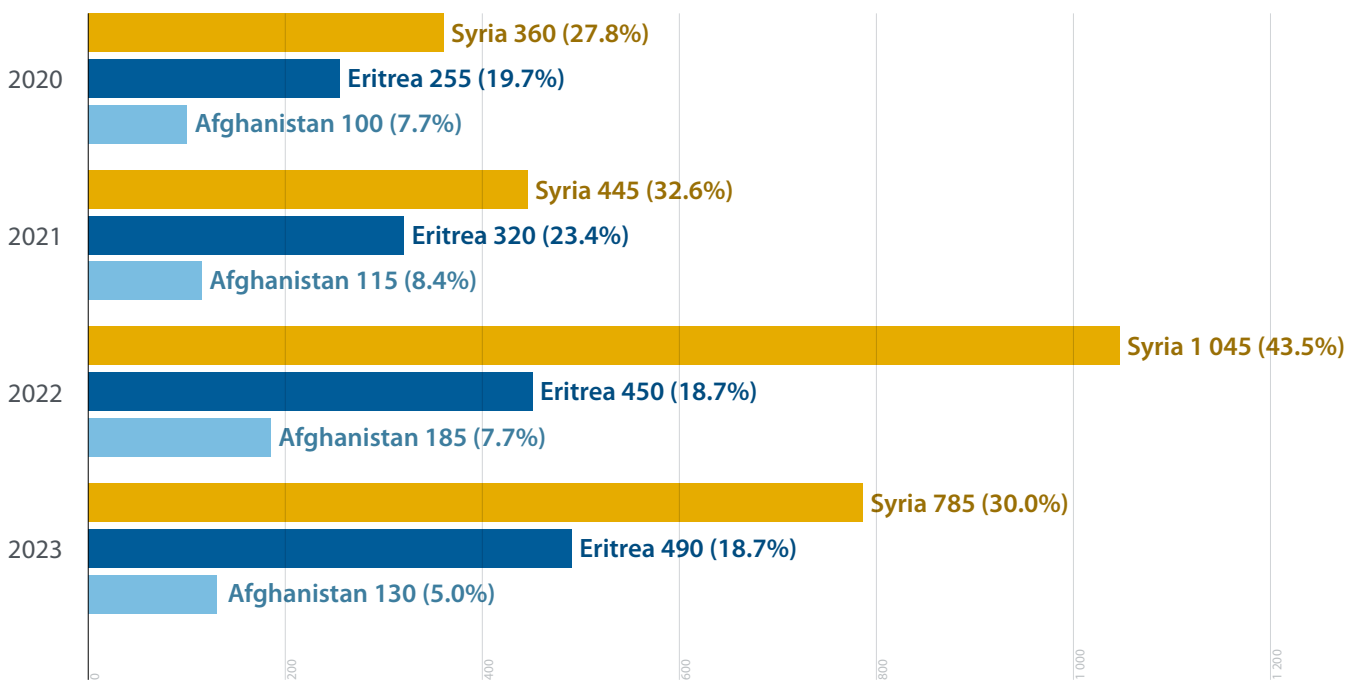


* Data collection from 2021.

Source: Eurostat (migr_asyappctza, migr_pop1ctz and migr_asyapp1mp)

Top 3 countries of citizenship – first-time asylum applicants, 2020–2023

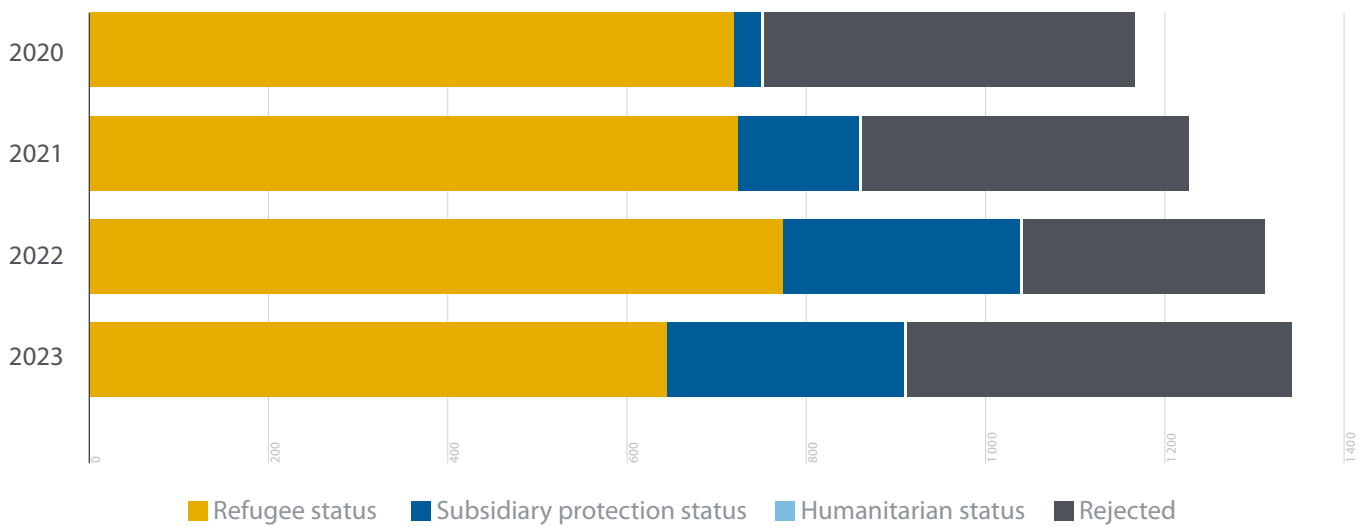
Absolute number (and the share in total number of first-time applicants)



Source: Eurostat (migr_asyappctza)

First instance asylum decisions by outcome, 2020–2023

Absolute number (and the share of the total)

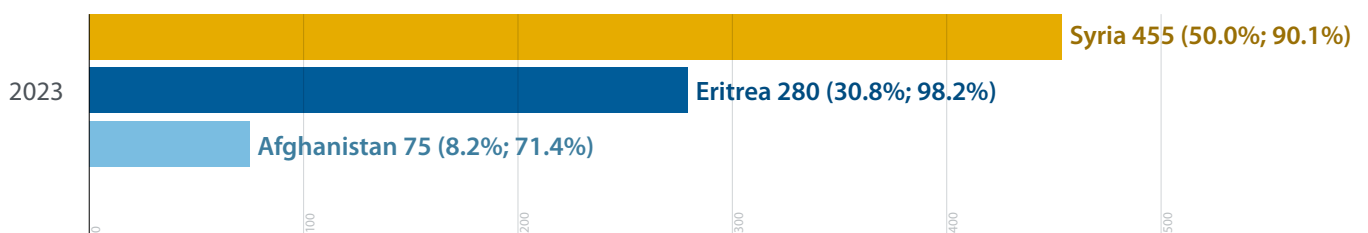


Year	Refugee status number (share of total)	Subsidiary protection status number (share of total)	Humanitarian status number (share of total)	Rejected number (share of total)
2020	720 (61.8%)	30 (2.5%)	–	415 (35.7%)
2021	725 (59.3%)	135 (11.0%)	–	365 (29.7%)
2022	775 (59.1%)	265 (20.3%)	–	270 (20.6%)
2023	645 (48.1%)	265 (19.1%)	–	430 (31.9%)

Source: Eurostat (migr_asydcfsta and migr_asydec1pc)

Top 3 countries of citizenship granted positive asylum decisions at first instance, 2023

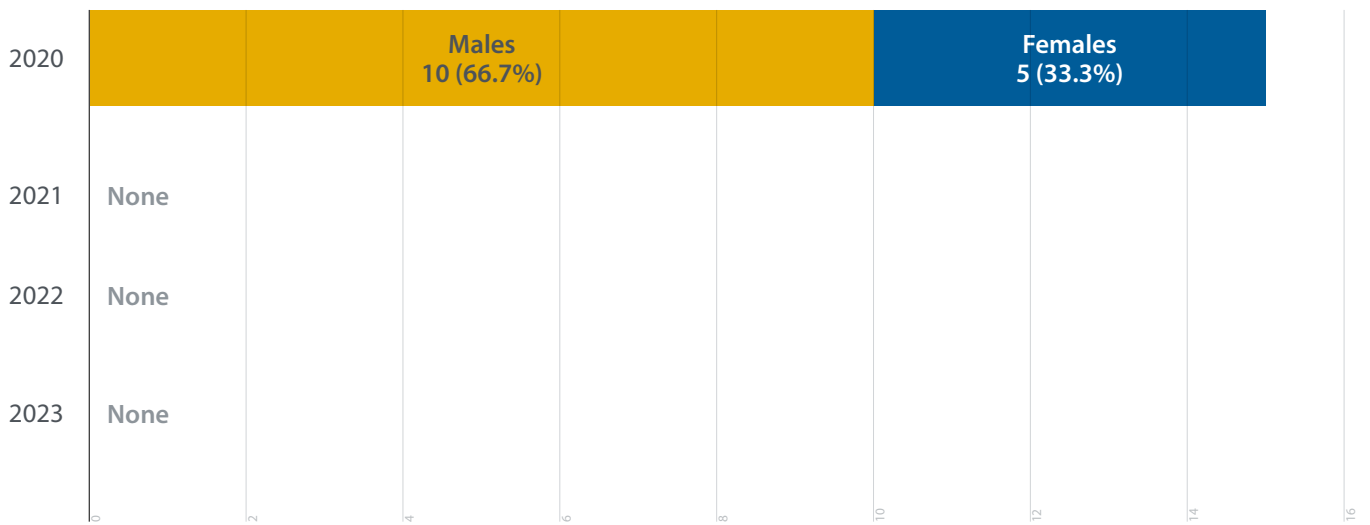
Absolute number (and the share in total positive decisions; and the recognition rate)



Source: Eurostat (migr_asydcfsta)

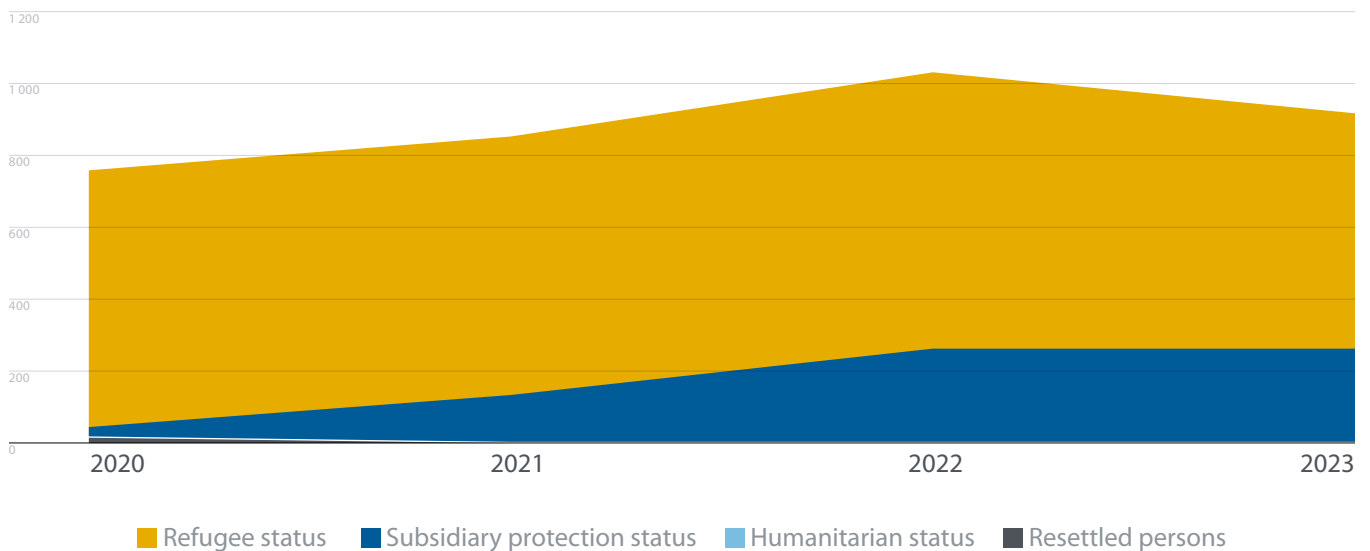
Resettled third-country nationals by sex, 2020–2023

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



Source: Eurostat (migr_asyresa)

Number of positive decisions for third-country nationals, by outcome, 2020–2023

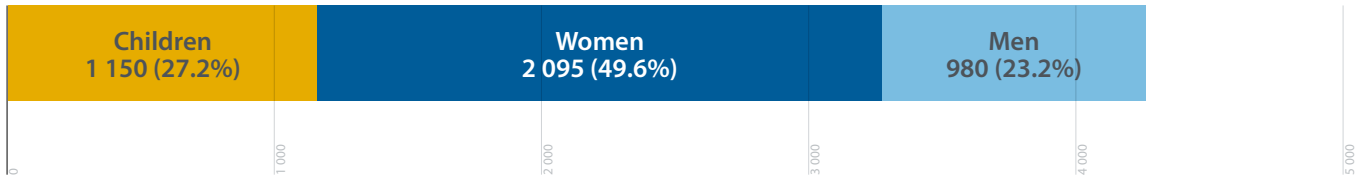


Year	Refugee status	Subsidiary protection status	Humanitarian status	Resettled persons
2020	720	30	–	15
2021	725	135	–	0
2022	775	265	–	0
2023	660	265	–	0

Source: Eurostat (migr_asydcfsta, migr_asydcfina and migr_asyresa)

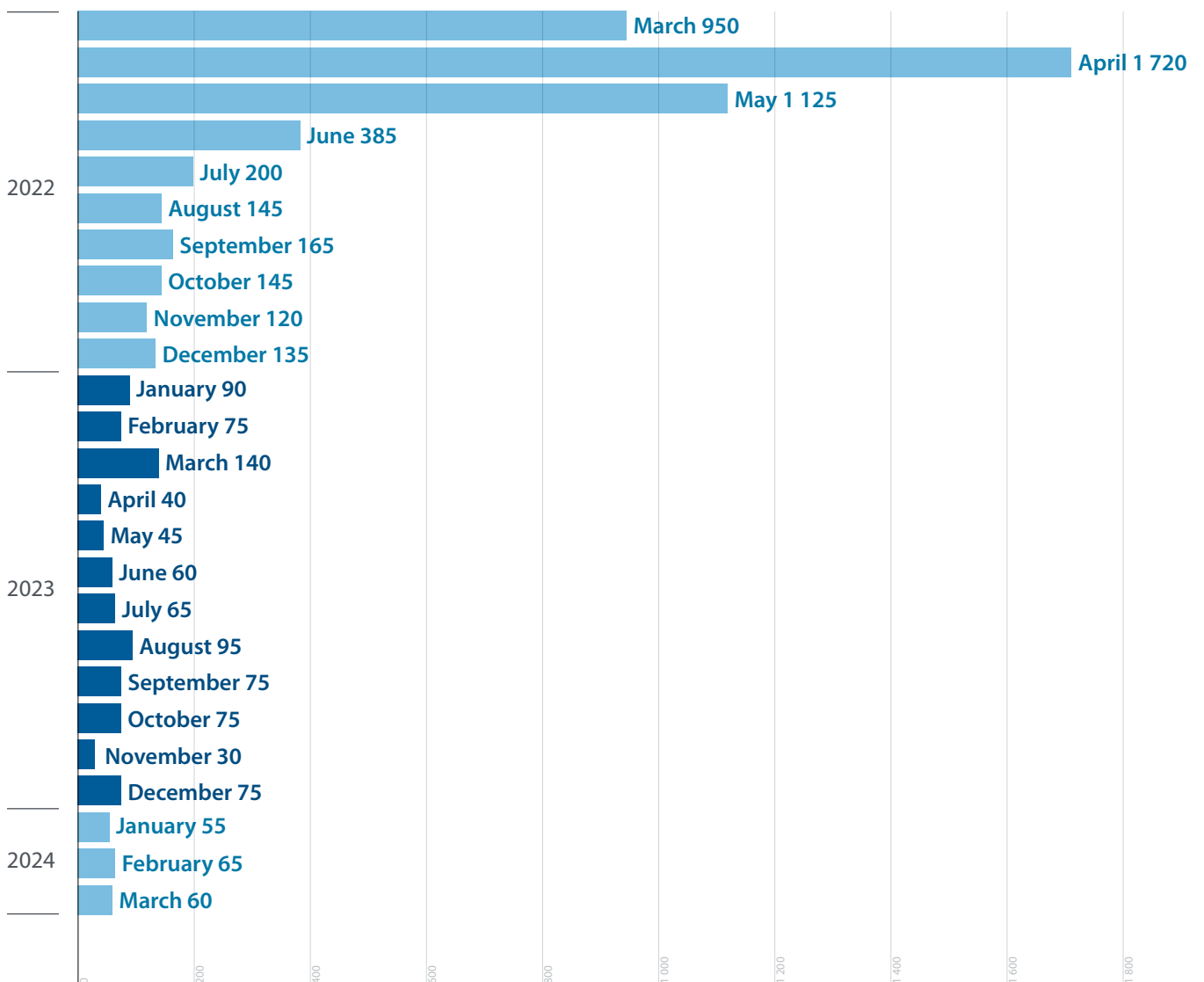
 **TEMPORARY PROTECTION**

Beneficiaries of temporary protection by age and sex at the end of March 2024
 Absolute number (and the share of the total)



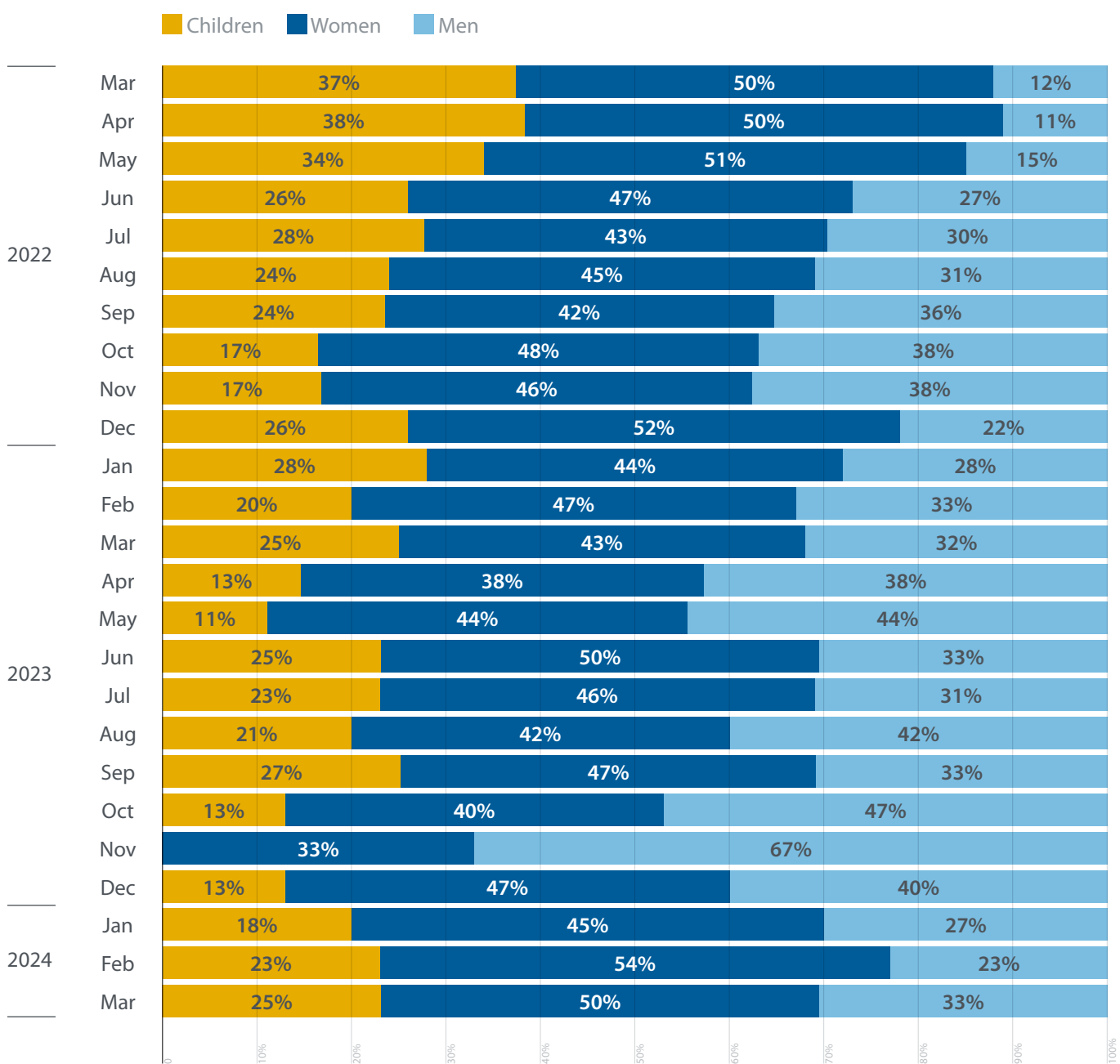
Source: Eurostat (migr_asytpsm)

Number of decisions providing temporary protection to people displaced from Ukraine due to Russia’s invasion, March 2022–March 2024



Source: Eurostat (migr_asytpfm)

Distribution by age and sex of decisions providing temporary protection to people displaced from Ukraine due to Russia's invasion, March 2022–March 2024



Note: Data are rounded at the source. Due to this, in some cases, the sum of percentages might not add up to 100.

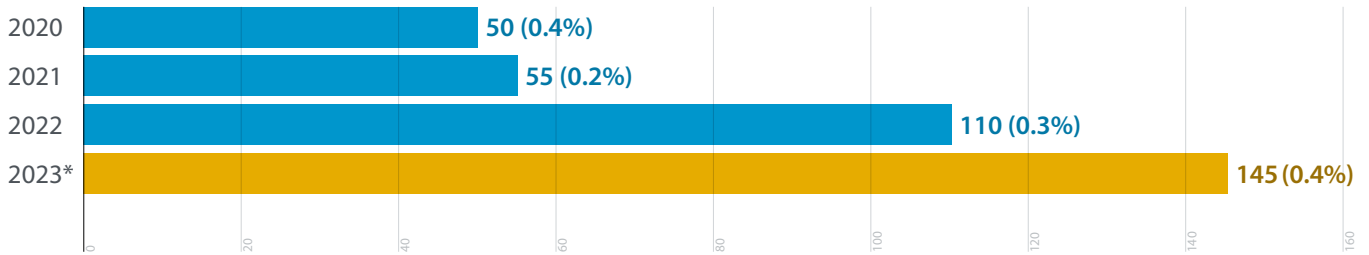
Source: Eurostat (migr_asypfm)



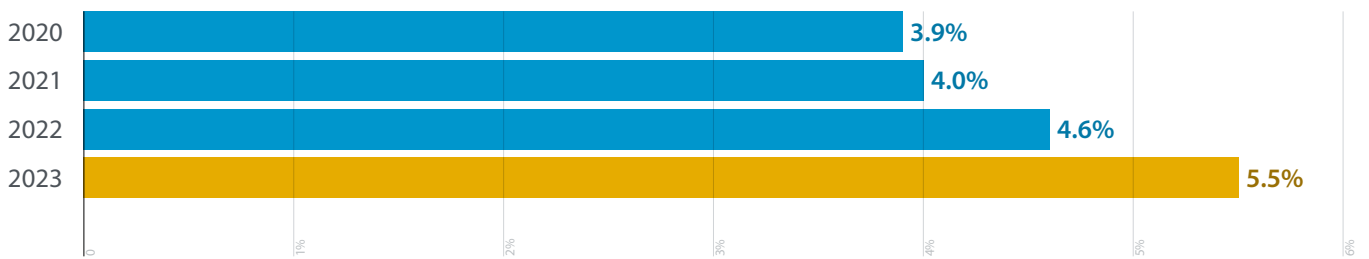
UNACCOMPANIED MINORS

Unaccompanied minors applying for asylum, 2020–2023

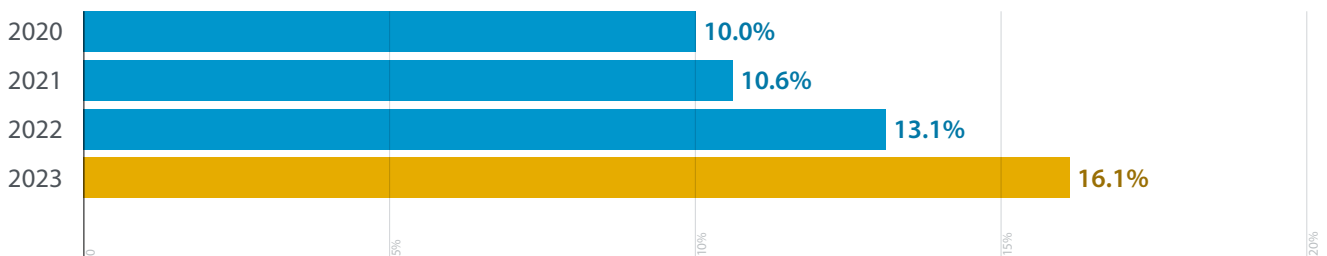
Number (and the share in total number of unaccompanied minors in the EU)



Share of all first-time asylum applicants



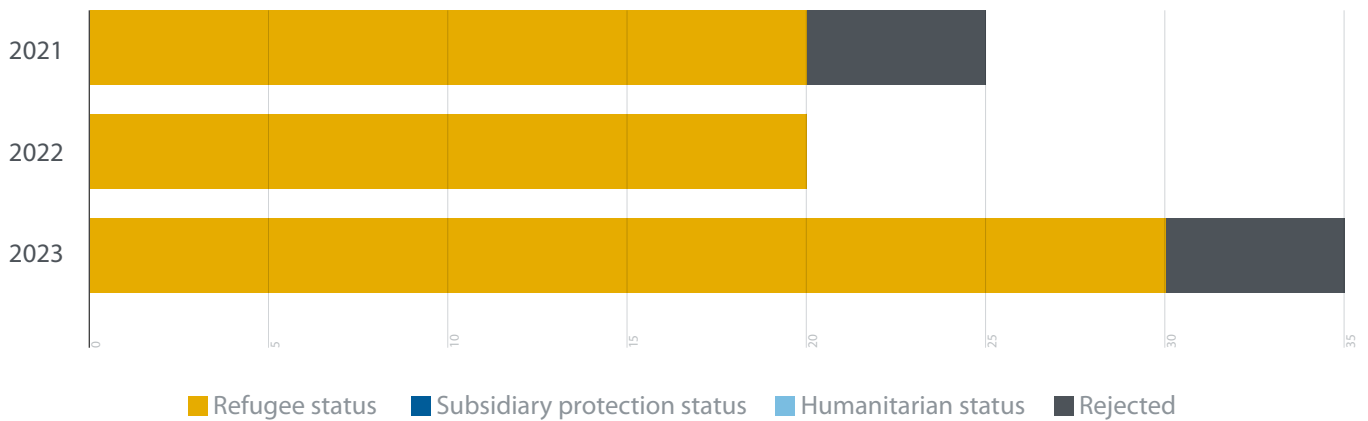
Share of all first-time asylum applicants aged less than 18 years



* The total number of unaccompanied minors in the EU used to calculate the share includes 2022 data for Cyprus.
Source: Eurostat (migr_asyunaa and migr_asyappctza)

First instance asylum decisions on applications lodged by unaccompanied minors by outcome, 2021-2023

Absolute number (and the share of the total)



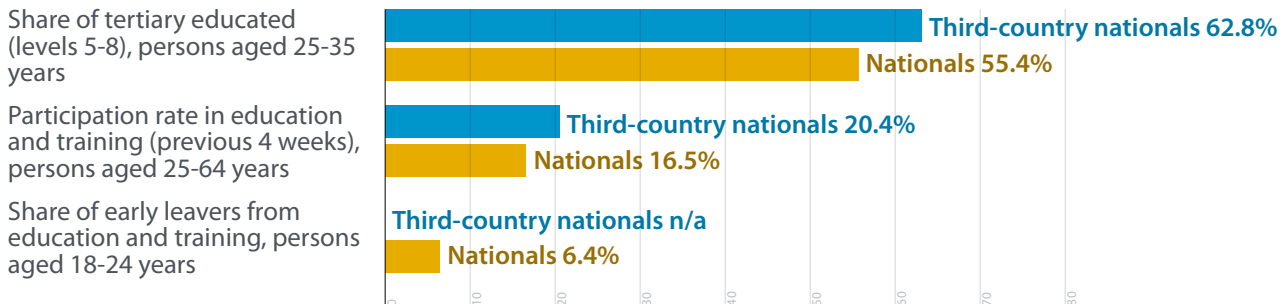
Year	Refugee status number (share of total)	Subsidiary protection status number (share of total)	Humanitarian status number (share of total)	Rejected number (share of total)
2021	20 (80.0%)	0 (0.0%)	–	5 (20.0%)
2022	20 (100.0%)	0 (0.0%)	–	0 (0.0%)
2023	30 (85.7%)	0 (0.0%)	–	5 (14.3%)

Source: Eurostat (migr_asyumdca)

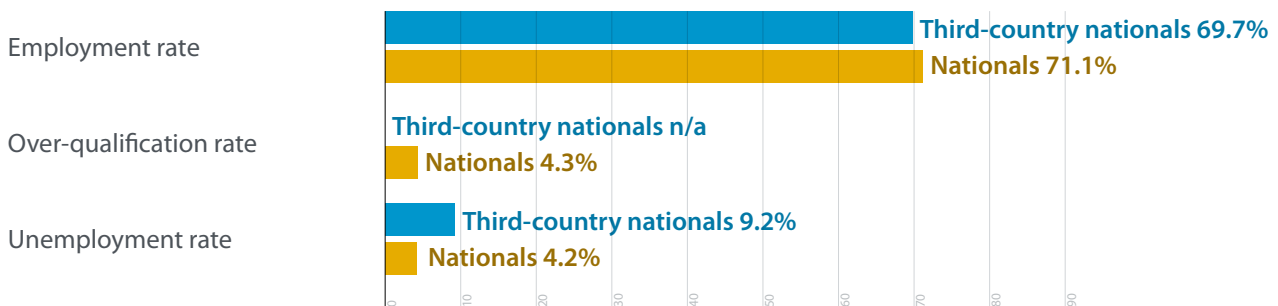
INTEGRATION

Integration indicators, 2022 or 2023

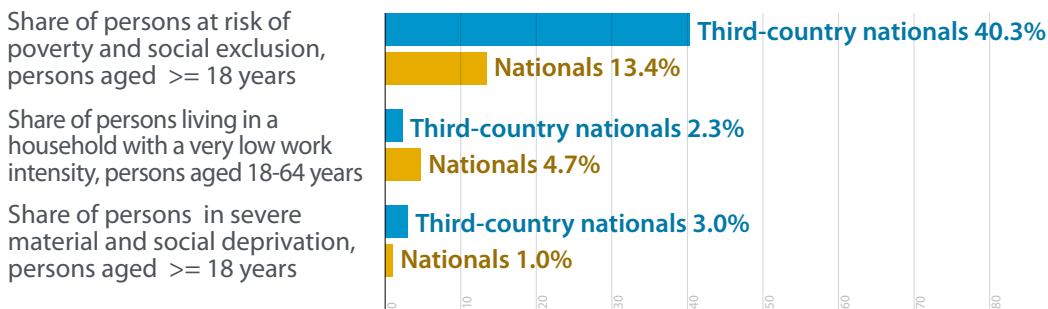
Education, 2023



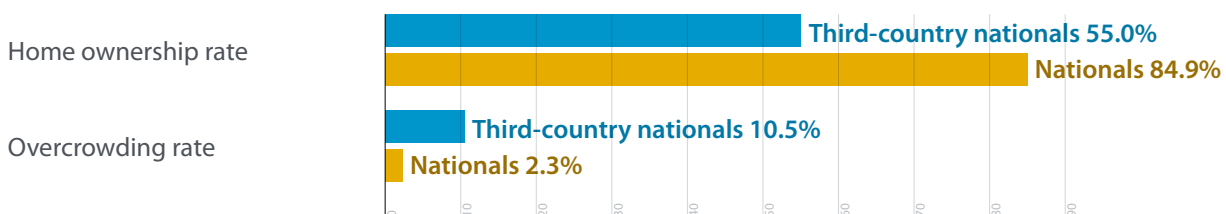
Labour market, persons aged 20-64 years, 2023



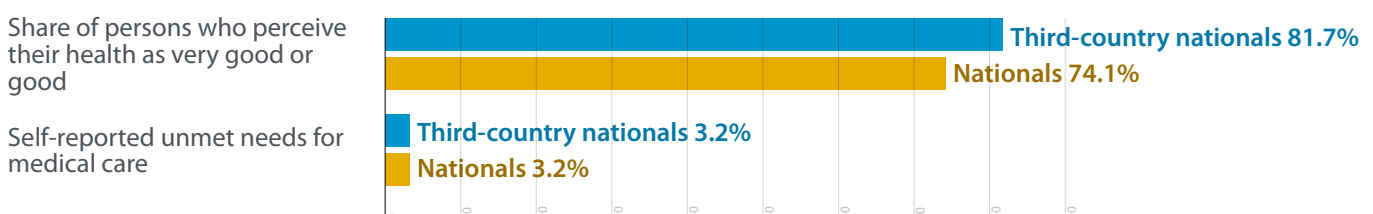
Social inclusion, 2022



Housing, persons aged ≥ 18 years, 2022



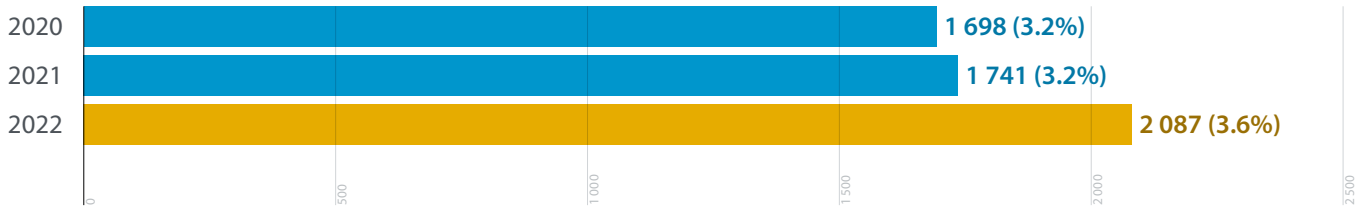
Health, persons aged ≥ 16 years, 2022



CITIZENSHIP AND STATELESSNESS

Third-country nationals who acquired citizenship, 2020–2022

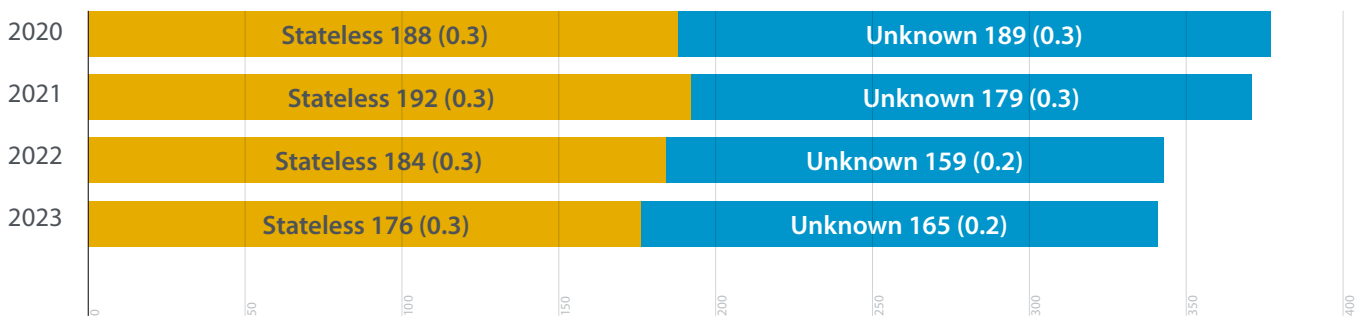
Absolute number (and share of total third-country nationals in the country)



Source: Eurostat (migr_acq and migr_pop1ctz)

Stateless persons and persons with unknown citizenship, 2020–2023

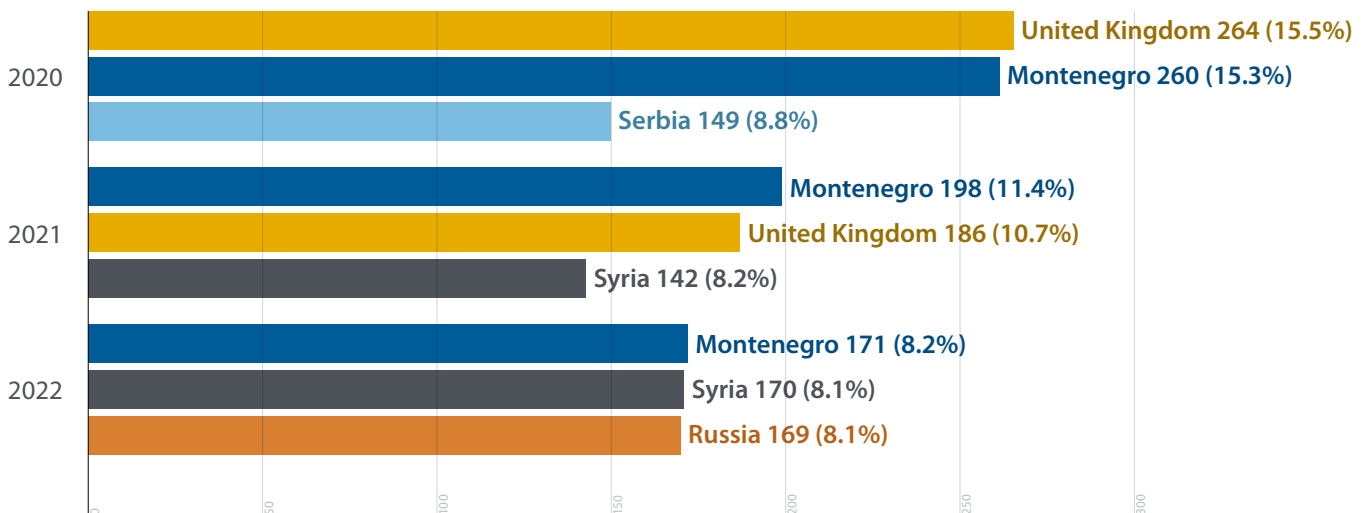
Absolute number (and the number per 1 000 people)



Source: Eurostat (migr_pop1ctz)

Top 3 countries of previous non-EU citizenships of persons acquiring citizenship, 2020-2022

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

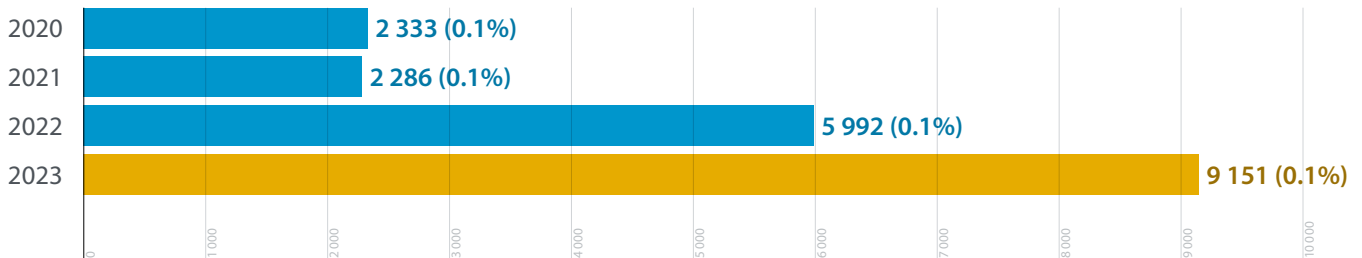


Source: Eurostat (migr_acq)

BORDERS, SCHENGEN AND VISAS

Schengen uniform short-stay visas issued, 2020–2023

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

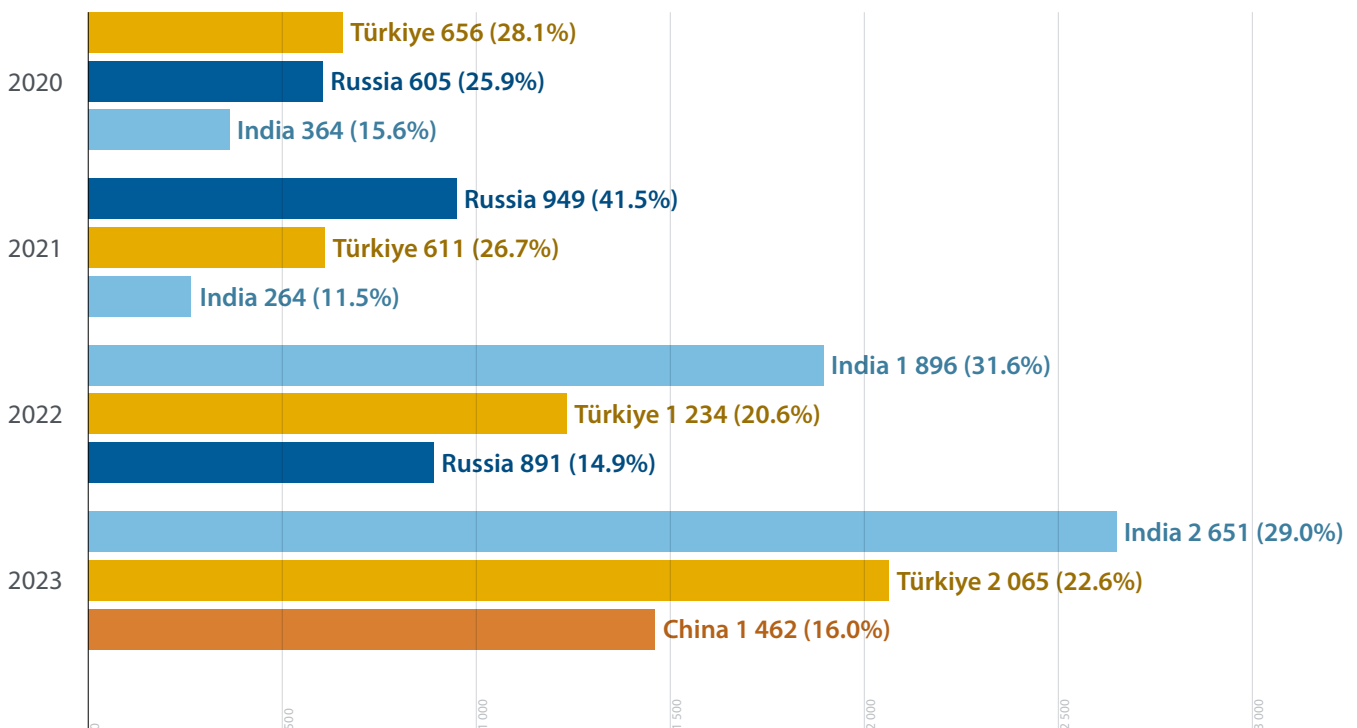


Note: Uniform short-stay visas (C visas) entitle the holder to stay in the territories of all Schengen States for up to 90 days within a 180-day period. Such visas may be issued for the purpose of a single entry or multiple entries.

Source: Directorate-General for Migration and Home Affairs

Three consulate countries in which the most Schengen uniform short-stay visas were issued, 2020–2023

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



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

Source: Directorate-General for Migration and Home Affairs

IRREGULAR MIGRATION

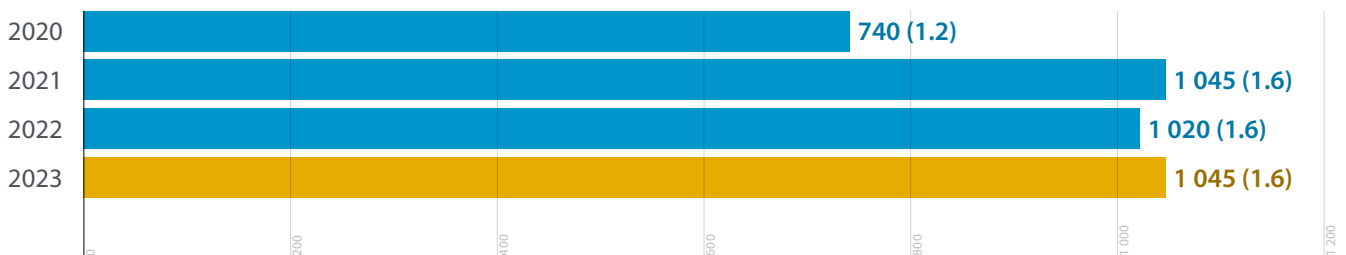
Third-country nationals subject to immigration law enforcement, 2020–2023

Absolute number (and the number per 1 000 people)

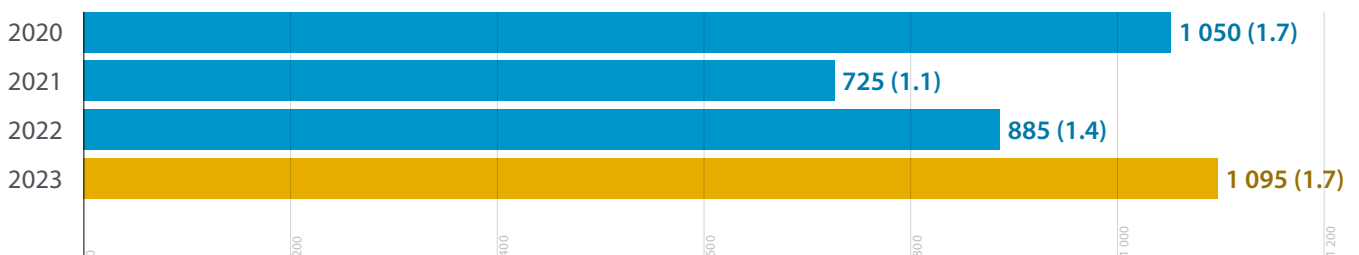
Persons refused entry



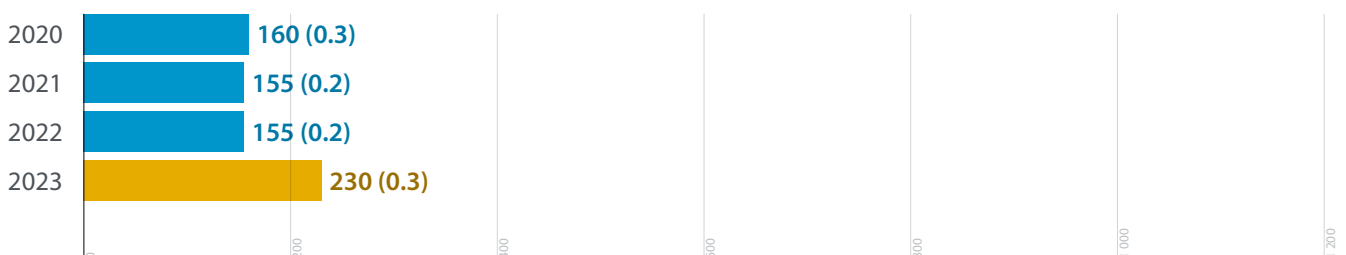
Persons found to be illegally present



Persons ordered to leave



Persons returned to a third country



Source: Eurostat (*migr_eirfs, migr_eipre, migr_eiord, migr_eirtn, demo_gind and migr_eilpop*)

Top 3 countries of citizenship of third-country nationals subject to immigration law enforcement, 2023

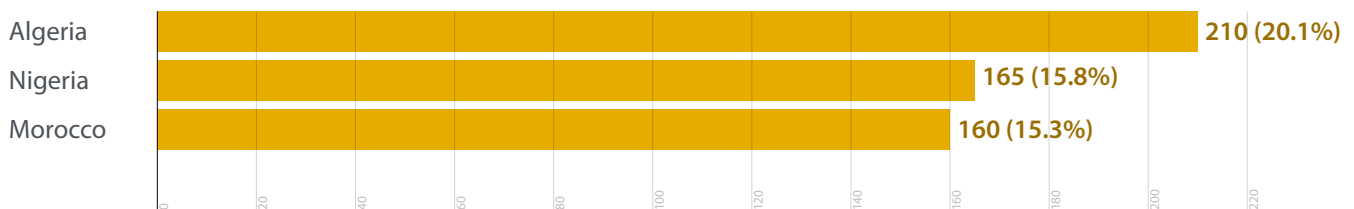
Absolute numbers (and the shares in the respective totals)

Persons refused entry

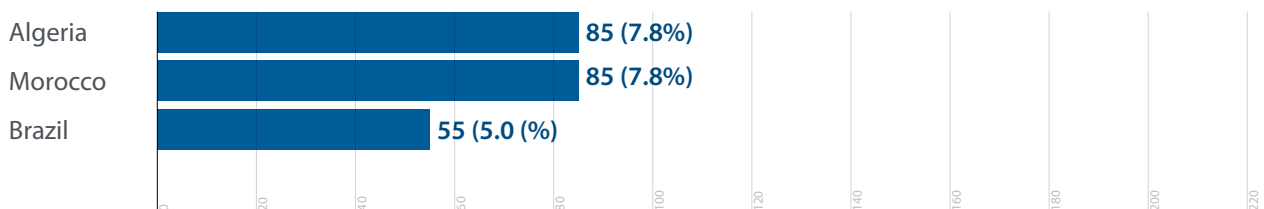


Note: Ranking is not presented due to rounding applied.

Persons found to be illegally present



Persons ordered to leave



Persons returned to a third country

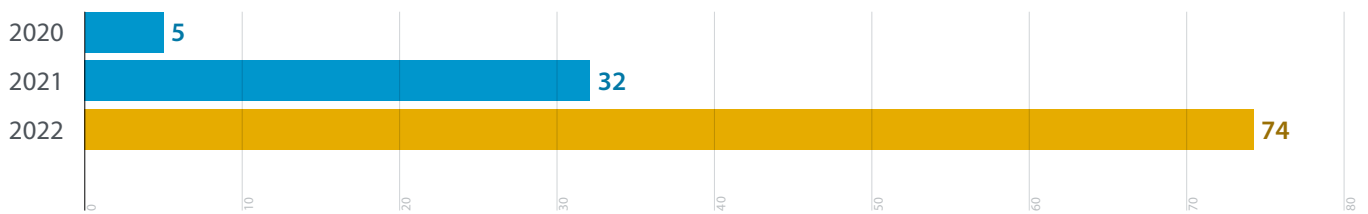


Source: Eurostat (migr_eirfs, migr_eipre, migr_eiord and migr_eirtn)



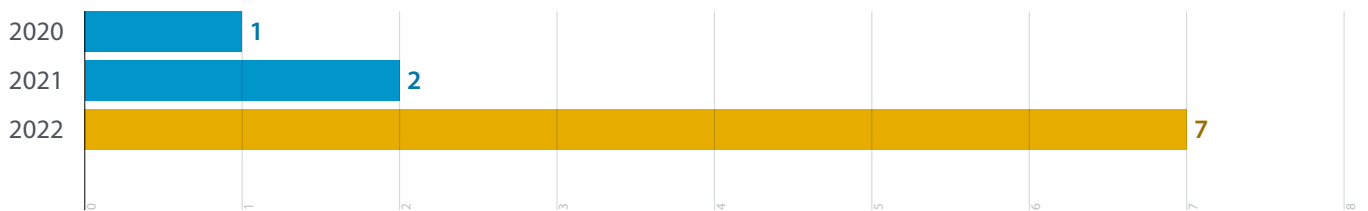
TRAFFICKING IN HUMAN BEINGS

Number of third-country nationals victims of trafficking in human beings, 2020-2022



Source: Eurostat (crim_thb_vctz)

Number of first residence permits issued to victims of trafficking in human beings, 2020-2022

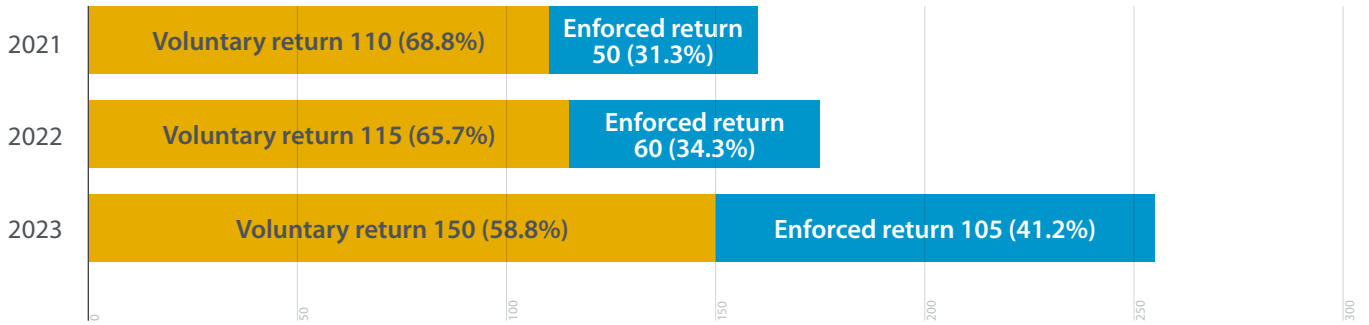


Source: Eurostat (migr_resoth)

RETURN AND READMISSION

Third-country nationals who left the territory, by type of return, 2021–2023

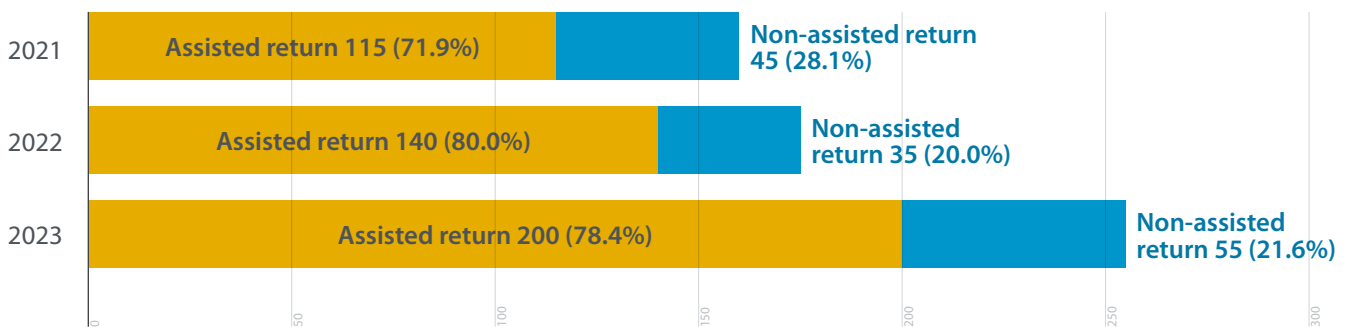
Absolute number (and the share of the total)



Source: Eurostat (migr_eirtn1)

Third-country nationals who left the territory, by type of assistance received, 2021–2023

Absolute number (and the share of the total)



Source: Eurostat (migr_eirtn1)