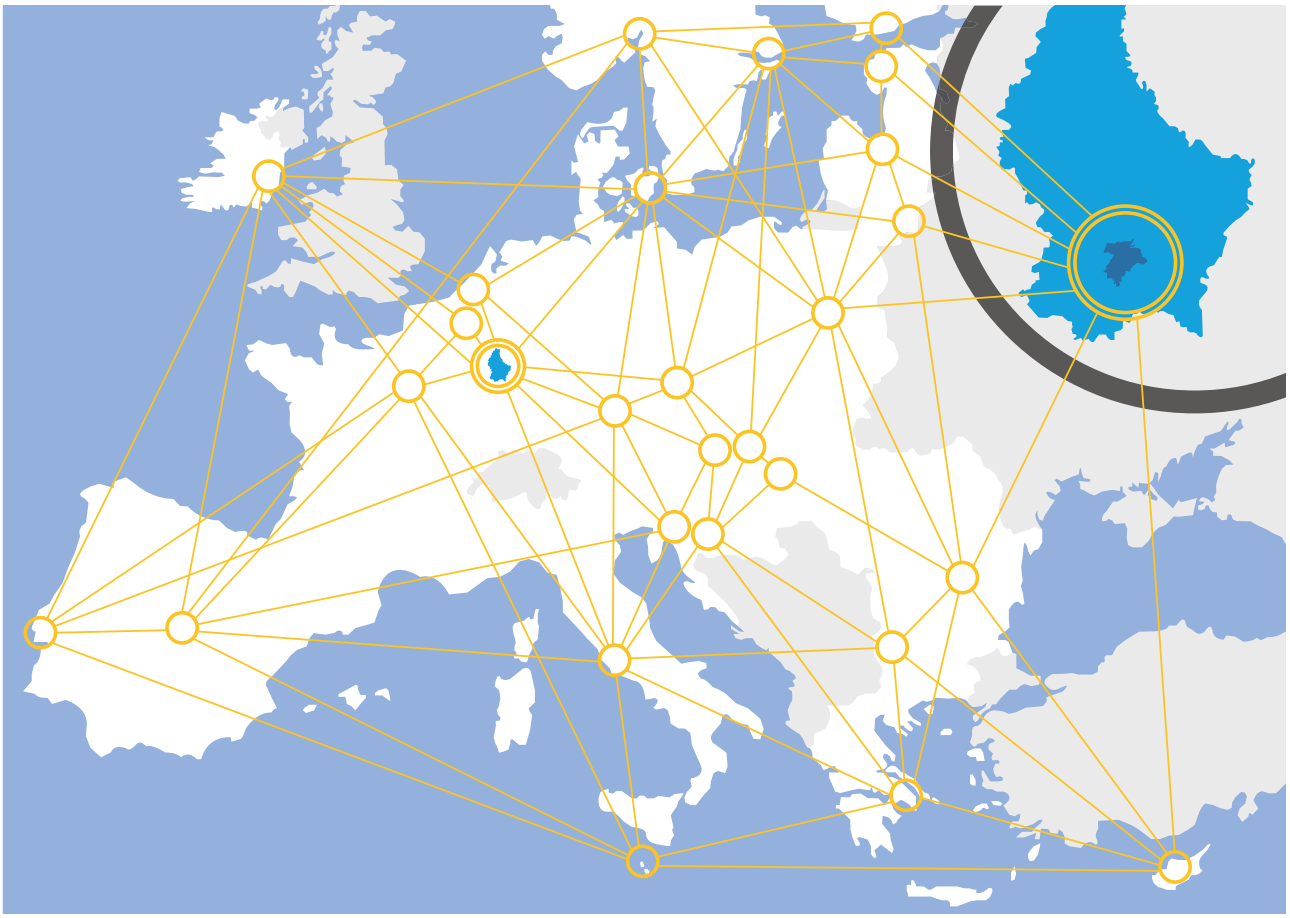
EMN
European Migration Network
LËTZEBUERG



2024 ASYLUM AND MIGRATION OVERVIEW

SUMMARY

The Asylum and Migration Overview (AMO) (formerly Annual Report on Migration and Asylum, ARM) lays out new developments in Luxembourg on migration and asylum by highlighting changes in existing legislation or policies and by tracing significant national debates in 2024.

Demography

Luxembourg remains a country of immigration and asylum. The country's overall population continued to increase in 2024 by 1,5% or 9 923 people and the proportion of foreigners stayed stable compared to the previous years.

Although the share of Luxembourgers in the overall population remained constant, their numbers continued to grow. This is explained by the fact that the number of naturalizations exceeds the negative net migration of Luxembourg nationals. Yet, the number of naturalizations has declined by 37,7% in 2024 compared to 2023. This decrease is due to the marked decline in the number of applications for recovery of nationality via Article 89,[1] mainly from non-residents.

Even though the migratory surplus decreased significantly (-10,6%), the surplus remained largely positive, amounting to 9 281 persons. This development can be attributed in particular to the high net migration of third-country nationals.

Reasons for migration

Immigration for economic (36,2%) and family (39,9%) reasons represented the largest categories of purposes for first residence permits also in 2024. As the share of immigration for economic purposes decreased, the shares of immigration for economic purposes and family purposes have inversed with family purposes overtaking economic purposes. The number of requests for international protection also declined. International protection has been requested 2 018 times in 2024 and hence this number fell below 2023-levels. The applications for temporary protection have declined (-13,9%) as well.

Asylum

In the field of reception, the year 2024 saw a reception system under stress and also multiple efforts to tackle it. The saturation of the National Reception Office's accommodation network can be mainly explained by two factors: on the one hand, many BIPs continued to be accommodated there due to the lack of access to affordable housing outside this network, and on the other hand, the significant and continuous arrivals of new people who sought protection. Together these factors have put the system under additional pressure.

Concerning beneficiaries of temporary protection, the Luxembourgish Government extended the temporary protection regime until 4 March 2026 and replaced the temporary protection certificates with biometric cards.

[1] Proof of descent from a Luxembourg ancestor on 1 January 1900.

During 2024, the National Office for Childhood (*Office National de l'enfance*) gradually took charge of UAMs.

Immigration

The Luxembourg authorities committed to increasing the country's attractiveness to highly skilled workers, in particular by:

- Relaxing the conditions for obtaining the EU Blue Card upon transposition of Directive (EU) 2021/1883 into national law;
- Adapting the tax regime for highly skilled expatriates by the Law of 20 December 2024
- Establishing the High Committee for the Attraction, Retention, and Development of Talent, provided for in the coalition agreement, to advise and guide government action in this area.

Schengen Governance
The drafting process of a new national integrated border management strategy (2024-2028) as part of the implementation process of Regulation (EU) 2019/1896 begun. This process is coordinated by the General Department of Immigration in close cooperation with the Grand Ducal Police.

Two bills were introduced to Parliament in this thematic area:
(i) on 30 July 2024, Bill 8430 on the implementation of Regulation (EU) 2019/1896[2] about regulating the deployment of Frontex standing corps officers in Luxembourg and
(ii) on 29 November 2024, Bill 8465 on the implementation of Regulation (EU) 2018/1240, i.e. the creation of a national unit for the European Travel Information and Authorization System (ETIAS).[3]

The Law of 18 December 2024 implementing several European regulations relating to the Schengen Information System (SIS) adopted and the implementation of the regulations concerning the interoperability of information systems entered into force on 24 December 2024.

The reintroduction of internal border controls by Germany and France slows down border traffic and hence leaves a significant economic impact on Luxembourg. The Luxembourg authorities have contested these border controls.

Irregular immigration and returns
Luxembourg's first Return House (*Maison Retour)* opened on the former premises of the SHUK on 1 September 2024.

Integration
The Law of 23 August 2023 relating to Intercultural Living Together and modifying the amended Law of 8 March 2017 on Luxembourgish nationality entered into force on 1

[2] Bill 8430 to implement Regulation (EU) 2019/1896 on a legislative framework for the deployment of the Frontex standing corps in Luxembourg
[3] Bill 8465 to implement Regulation (EU) 2018/1240 establishing a European Travel Information and Authorisation System (ETIAS)

January 2024 and repealed the Law of 16 December 2008 on the reception and integration of foreigners in the Grand Duchy of Luxembourg. The law changes the concept of integration for Living together covering not only TCNs but EU citizens and cross-border workers not residing in Luxembourg. It also provides the legal framework for the National Action Plan for Intercultural Living Together, the Citizen's Pact for Intercultural Living Together, the Intercultural Living Together Program, and the Municipal Pact for Intercultural Living Together.

European elections

In the run-up to the European elections on 9 June 2024, the 13 competing political parties in Luxembourg published their electoral programmes, which this reports analyses within its thematic scope on migration, asylum, and integration. The election resulted in two seats for the CSV, and one seat for each of the following political parties LSAP, DP, ADR, and Déi Gréng.

TABLE OF CONTENTS

SUMMARY i
TABLE OF CONTENTS iv
LIST OF FIGURES vi
LIST OF TABLES viii
LIST OF ABBREVIATIONS ix
PREFACE 1
METHODOLOGY 2
TERMINOLOGY AND DEFINITIONS 3
1. OVERARCHING AND CROSSCUTTING DEVELOPMENTS 4
1.1 Submission of Luxembourg's National Implementation Plan (NIP) for the Pact on Migration and Asylum (PAM) 4
1.2 Presentation of migration policy to the parliamentary Home Affairs Committee 6
1.3 European elections on 9 June 2024 6
1.4 Ceasing of Caritas Luxembourg operations and creation of HUT 17
2. DEMOGRAPHIC DEVELOPMENTS 18
2.1 Net population change 18
2.2 In- and out migrations 18
2.3 Composition of population 19
2.4 Top five third-country nationalities in Luxembourg 20
3. LEGAL MIGRATION AND MOBILITY 22
3.1 Statistical and related developments in legal migration 22
3.2 Migration for economic purposes 31
3.3 Migration of self-employed and start-up-founders 42
3.4 Migration for educational purposes 42
3.5 Au pairs 42
3.6 Migration for family reasons 44
3.7 Information on visas and travel documents issued in 2024 44
3.8 Additional developments 46
4. INTERNATIONAL PROTECTION 47
4.1 Statistical developments in international protection 47
4.2 Legislative and political developments in international protection 53
4.3 Reception and accommodation 54
5. TEMPORARY PROTECTION 63
5.1 Statistical developments 63
5.2 Legislative and policy developments 65
5.3 Access to basic services and support 65
6. MINORS AND UNACCOMPANIED MINORS 67
6.1 Education of migrant children 67
6.2 Unaccompanied Minors 74
7. INTEGRATION AND INCLUSION OF MIGRANTS 78
7.1 Entering into force of the Law of 23 August 2023 on Intercultural Living Together 78
7.2 Additional support for municipalities 83
7.3 Support of and cooperation with NGOs, research bodies, and other private organisations 84

7.4 Projects financed by AMIF 85
7.5 Adult education 87
7.6 Fight against racism and discrimination 89
7.7 Additional developments 90
8. CITIZENSHIP AND STATELESSNESS 93
8.1 Legislative developments 93
8.2 Acquisitions of nationality 93
8.3 Statelessness 98
9. SCHENGEN GOVERNANCE AND BORDER MANAGEMENT 99
9.1 National Integrated Border Management Strategy 2024-2028 99
9.2 External Schengen Borders 99
9.3 European Border and Coast Guard 101
9.4 Situation at the internal borders 102
10. IRREGULAR MIGRATION, RETURNS, AND DETENTION 105
10.1 Preventing irregular stay 105
10.2 Return 105
10.3 Administrative detention 108
11. TRAFFICKING IN HUMAN BEINGS 115
11.1 Statistical developments 115
11.2 Reports on human trafficking 115
11.3 Detecting of and caring for victims of human trafficking 116
11.4 Protection of victims 117
11.5 Cooperation with different countries 117
12. MIGRATION AND DEVELOPMENT 118
APPENDIX 119
BIBLIOGRAPHY 125
A. EUROPEAN UNION AND BENELUX 125
B. INTERNATIONAL ORGANISATIONS 127
C. NATIONAL 127
D. REPORTS & STUDIES 143
E. ELECTORAL PROGRAMMES 144
F. MISCELLANEOUS 145

LIST OF FIGURES

Figure 1: Overview of distribution of topics across political parties 8
Figure 2: Topics discussed in the electoral programmes 8
Figure 3: Net migration in 2024 19
Figure 4: Demographic developments in 2024 20
Figure 5: Top 20 foreign nationalities residing in Luxembourg on 1 January 2025 21
Figure 6: Total number of residence permits with a validity of more than three months (2018-2024) (first issues and renewals) 22
Figure 7: Main purposes for first residence permits issued in 2024 25
Figure 8: First issuance of work permits to third-country nationals residing in another EU Member State 27
Figure 9: Residence cards for TCN family members of EU citizens (2023 and 2024) (first issues only) – top ten nationalities 28
Figure 10: Third-country nationals holding a valid residence permit on 31 December 2024 – by purpose 31
Figure 11: EU Blue Card residence permits issued in 2024 to third-country nationals (first issue only) – by main professions 33
Figure 12: Number of visas issued in Luxembourg 2020-2024 45
Figure 13: Evolution of number of applications for international protection (2017-2024) 47
Figure 14: Demographic profiles of applicants for international protection in 2024 48
Figure 15: Top 10 nationalities of applicants for international protection in 2023 and 2024 49
Figure 16: Evolution of decisions on international protection applications (2019-2024) 49
Figure 17: Decisions on applications for international protection in 2024 – by category 50
Figure 18: Decisions to grant refugee status in 2024, by main nationalities 51
Figure 19: Transfer/incompetence decisions under the Dublin Regulation – by nationality . 52
Figure 20: Socio-demographic snapshot of the population hosted in accommodation facilities (31 December 2024) 55
Figure 21: Evolution of number of beds and people hosted in reception facilities (2015-2024) 56
Figure 22: Temporary protection 2022-2024: requests and decisions 63
Figure 23: Requests for temporary protection – by gender and age of majority 64
Figure 24: Elementary education: share of pupils speaking Luxembourgish as first language and of foreign pupils 68
Figure 25: Secondary education: share of pupils speaking Luxembourgish as first language and of foreign pupils 68
Figure 26: Reception classes (ACCU, CLIJA & CLIJA+/CLIJAA) in general secondary schools and number of pupils registered (2017-2024) 71
Figure 27: Requests for intercultural mediations (school years 2016/17 – 2023/24) 74
Figure 28: Unaccompanied minors applying for international protection (2019-2024) – by nationality 75
Figure 29: Overview: CAIs still active and Citizen's Pacts concluded in 2024 81
Figure 30: Number of people who paid reduced INLL course-fees according to vouchers issued 88
Figure 31: Procedural acquisitions of Luxembourgish nationality (2018-2024) 93
Figure 32: Acquisitions of Luxembourgish nationality by EU citizens and third-country nationals (2019-2024) 94

Figure 33: Top 10 nationalities acquiring Luxembourgish nationality in 2024 by procedural means 95
Figure 34: Acquisitions of Luxembourgish nationality– by procedural means (2021-2024) ... 96
Figure 35: Top ten first nationalities acquiring Luxembourgish citizenship – by residence (2024) 97
Figure 36: Distribution and evolution of the number of participants of Living Together in the Grand Duchy of Luxembourg courses, broken down by language of instruction 98
Figure 37: Temporary reintroduction and prolongation of border controls by Germany and France and cross-border workforce in Luxembourg in 2024 (by residence) 103
Figure 38: Number of returns – by type (2017 – 2024) and nationality (2024) 106
Figure 39: People in administrative detention (2024) 109
Figure 40: People assigned to SHUK (1 January 2024 – 31 August 2024) 110
Figure 41: Transition from SHUK to Return House 111
Figure 42: People assigned to the Return House (1 September 2024 – 31 December 2024) 113

LIST OF TABLES

Table 1: Breakdown of implementation work and several challenges by Building Block 5
Table 2: Top five third-country nationalities in Luxembourg on 1 January 2025 21
Table 3: First residence permits issued 2020 – 2024 – by principal categories of residence permits 24
Table 4: Residence permits/cards issued to TCN family members of Luxembourgish nationals, EU-citizens, or assimilated countries (without renewals, 2020 – 2024) 28
Table 5: Documents treated/issued in relation to free movement of persons – by document type (without renewals, 2020 – 2024).....29
Table 6: Total of third-country nationals holding a valid residence permit on 31 December 2024 – by category.....30
Table 7: Residence permits issued for economic purposes, 2020-2024 (first deliveries).....32
Table 8: Residence permits issued for educational purposes, 2020-2024 (first deliveries)....42
Table 9: Accreditation of host families and approvals of au pairs, 2022-2024 43
Table 10: Main countries of origin of au pairs in 2024 43
Table 11: Residence permits/cards for family reasons, 2020-2024 (first deliveries with a validity of more than three months) 44
Table 12: Total number of exits and evictions from ONA-structures (2019-2024).....59
Table 13: Requesters for temporary protection - by nationality, gender, and age of majority 64
Table 14: Most frequent nationalities of newly arrived pupils received by SIA in elementary and secondary education (2020/21 – 2023/24) 69
Table 15: Reception and integration classes in secondary education 2023/24 70

LIST OF ABBREVIATIONS

ACCU	Reception class (*Classe d'accueil*)
ADEM	National Employment Agency (*Agence pour le développement de l'emploi*)
ADR	Alternative Democratic Reform Party (*Alternativ Demokratesch Reformpartei*)
AIP	Applicant for international protection
AMIF	Asylum, Migration and Integration Fund
AMO	Asylum and Migration Overview (*Synthèse sur la situation de l'asile et de la migration*)
AOT	Temporary work permit (*autorisation d'occupation temporaire*)
ARM	Annual Report on Migration and Asylum (*Rapport annuel sur les migrations et l'asile*)
ASTI	Association for the Support of Immigrant Workers (*Association de Soutien aux Travailleurs Immigrés*)
BIP	Beneficiary of international protection
BTP	Beneficiary of Temporary Protection
BVPL	Passport, Visa and Legalisation Office (*Bureau des passeports, visas et légalisations*)
CAI	Welcome and Integration Contract (*Contrat d'accueil et d'intégration*)
CASNA	School Service for Newly Arrived Pupils (*Cellule d'Accueil Scolaire pour Elèves Nouveaux Arrivants*)
CCDH	Consultative Commission on Human Rights (*Commission consultative des Droits de l'Homme*)
CCVEI	Municipal (advisory) Committee on Intercultural Living Together (*Commission communale du vivre-ensemble interculturel*)
CCSS	Social Security Office (*Centre commun de la sécurité sociale)*
CEAS	Common European Asylum System (*Régime d'asile européen commun*, RAEC)
CEFIS	Centre for Intercultural and Social Studies and Training *(Centre d'Etude et de Formation Interculturelles et Sociales asbl*)
CLAE	Liaison Committee of Organisations of Foreigners *(Comité de liaison des associations d'étrangers*)
CLI	Integration classes for newly arrived pupils (*classes d'intégration pour élèves nouvellement arrives*)
CLIJA	Integration class for young adults aged 16 to 17 years (*Classe d'intégration de jeunes adultes*)
CLIJA+ (CLIJAA)	Integration class for young adults aged 18 to 24 years (*Classe d'intégration de jeunes adultes +*)
CNE	National Council for Foreigners (*Conseil National pour étrangers*)
CPA	Initial Reception Centre (*Centre de primo-accueil*)
CSAE	Specialised state reception classes at elementary school level (*classes spécialisées d'accueil de l'État*)
CSV	Christian Social People's Party (*Chrëschtlech-Sozial Vollekspartei*)
CSVEI	Conseil Supérieur (Higher Council) for Intercultural Living Together (*Conseil supérieur du vivre-ensemble interculturel*
CTIE	Government IT Centre (*Centre des technologies de l'information de l'État*)
CUSS	Universal Health Care (*Couverture universelle des soins de santé*)
DAES	Access to Higher Education Diploma (*Diplôme d'accès aux études supérieures*)
DAP	Vocational Aptitude Diploma (*Diplôme d'aptitude professionnelle*)
DAPA	Mechanism for Autonomy/Indepence during initial reception (*Dispositif d'Autonomisation au Primo-Accueil*)
DGIM	General Department of Immigration (*Direction générale de l'immigration*)
DP	Democratic Party (*Demokratesch Partei*)
DPA	Initial Reception Facility (*Dispositif de primo-accueil*)
DT	Technician's Diploma (*Diplôme de technician)*
DVEI	Division of Intercultural Living Together (*Division du vivre-ensemble interculturel*)
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
GEIF	Gestion européenne intégrée des frontières (European Integrated Border Management)
HUT	Hëllef um Terrain (Cartias Luxembourg's successor)
IBM	Integrated Border Management
ICT	Intra-corporate transfer
IFEN	Institute of National Education Formation (*Institut de formation de l'Education nationale*)
IGSS	General Inspectorate of Social Security (*Inspection générale de la sécurité sociale*)
ikl/IKL	Centre for intercultural education (*Centre d'éducation interculturelle*)
IL	Linguistic Integration (*Intégration linguistique*)
IMS	Inspiring More Sustainability Network
INLL	National Institute for Languages Luxembourg (*Institut national des langues Luxembourg*)
IOM	International Organisation for Migration
ISCO	International Standard Classification of Occupations (*Classification internationale type des professions – CITP*)
IBM	European Integrated Border Management (Gestion européenne intégrée des frontières)
ITG	Intragroup-transfer
ITM	Inspectorate of Labour and Mines (*Inspection du Travail et Mines*)
LFR	Luxembourg Refugee Council (*Lëtzebuerger Flüchtlingsrot*)
LISER	Luxembourg Institute of Socio-Economic Research
LISKO	Luxembourg Centre for Integration and Social Cohesion (*Lëtzebuerger Integratiouns- a Sozialkohäsiounszenter / Lëtzebuerger Integratiouns- a Sozialkohäsiounszenter*)
LSAP	Luxembourg Socialist Workers' Party (*Lëtzebuerger Sozialistesch Aarbechterpartei*)
LU EMN ARM	Annual Report on Migration and Asylum of the EMN Luxembourg
MAEE	Ministry of Foreign and European Affairs. Defense, Develoment Cooperation and Foreign Trade (*Ministère des Affaires Étrangères et Européennes, de la Défense, de la Coopération et du Commerce extérieur*)
MAINT	Ministry of Home Affairs (*Ministère des Affaires intérieures*)
MECO	Ministry of the Economy (*Ministère de l'Économie)*
MENEJ	Ministry of Education, Children and Youth (*Ministère de l'Éducation nationale, de l'Enfance et de la Jeunesse*
MEGA	Ministry for Gender Equality and Diversity (*Ministère de l'Égalité des genres et de la Diversité*)
MFSVA	Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (*Ministère de la Famille, des Solidarités, du Vivre ensemble et de l'Accueil*)
MR	Return House (*Maison Retour*)
NATO	North Atlantic Treaty Organization
NGO	Non-Governmental Organisation
NMCD	Notification for short-term mobility (*Notification de Mobilité de Courte Durée*)
OECD	Organisation for Economic Cooperation and Development
OKAJU	Ombudsman for children and youth (*Ombudsman fir Kanner a Jugendlecher*)
ONA	National Reception Office (*Office National de l'accueil*)
ONE	National Office for Childhood (*Office National de l'enfance*)
ONIS	National Office for Social Inclusion
PAN (Integration PAN)	Multi-Annual National Action Plan for Integration (*Plan d'Action National d'intégration*)
PC	Citizen's Pact (for Intercultural Living Together) (*Biergerpakt, Pacte Citoyen*)
PIA	Accompanied Integration Pathway (*Parcours d'intégration accompagné*)
PMA	Pact on Migration and Asylum
PvZ	(Municipal) Pact of Living Together (*Gemengepakt vum Zesummeliewen*)
REVIS	Social inclusion income (*Revenu d'Inclusion Sociale*)
RNPP	National Registry of Natural Persons (*Registre national des personnes physiques*)
RYSE	Refugee Youth Support and Empowerment

SCRIPT	Department for the Coordination of Educational and Technological Research and Innovation (Service de Coordination de la Recherche et de l'Innovation pédagogiques et technologiques)
SFA	Adult Education Service (*Service de la formation des adultes*)
SHTDPI	Temporary Reception Facilities for applicants for international protection (*Structure d'hébergement temporaire pour Demandeurs de Protection Internationale*)
SHUK	Semi-open return facility (*Structure d'hébergement d'urgence au Kirchberg*)
SIA	School Integration and Reception Service (*Service de l'Intégration et de l'Accueil scolaire*)
SNJ	National Youth Service (*Service national de la jeunesse*)
STATEC	National Institute for Statistics and Economic Studies (*Institut national de la statistique et des études économiques du Grand-Duché de Luxembourg*)
SYVICOL	Association of Luxembourgish Cities and Municipalities (*Syndicat des Villes et Communes Luxembourgeoises*)
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 (*Autorisation de travail, A*

PREFACE

The opinions and interpretations expressed in this report belong exclusively to their authors. They do not necessarily reflect the positions of the Ministry of Home Affairs, nor of the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees.
The present report was drafted by the Luxembourg National Contact Point of the European Migration Network (EMN Luxembourg[4]), 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 collaboration with 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, Alain Bliss and Jil Feipel of the General Department of Immigration (Ministry of Home Affairs), Pascale Millim and Joëlle Gilles of the Ministry of Justice, Anne Daems, Dr. Pierre Weiss, and Anna Kirsch of the Division of 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).

[4] LU EMN NCP Luxembourg, URL: https://emnluxembourg.uni.lu/

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;[5]

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

- Database on administrative case law of administrative jurisdictions.[6]

Secondary sources

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

Tertiary sources

- EMN Asylum and Migration Glossary 10.[7]

[5] Chambre des Députes du Grand-Duché de Luxembourg.
[6] La Justice, Base de Jurisprudence, Case Law Database (JUDOC).
[7] EMN Asylum and Migration Glossary 10.

TERMINOLOGY AND DEFINITIONS

The usage of all terms, except when they are used in the national context and differ, is in accordance with the definitions provided by the Asylum and Migration Glossary 10 of the European Migration Network.[8]

When terms are used in the 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."[9]

Foreigner is defined as "any person who does not possess the Luxembourg nationality, who either exclusively possesses another nationality, or who possesses none".[10]

International protection includes "the refugee status and the subsidiary protection status".[11]
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."[12]

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."[13]

[8] EMN Asylum and Migration Glossary 10.
[9] Article 2 r) of the amended Law of 18 December 2015. Published in Memorial A 255 of 28 December 2015.
[10] Article 3 a) of the amended Law of 29 August 2008. Published in Memorial A 138 of 10 September 2008.
[11] Article 2 h) of the amended Law of 18 December 2015. Published in Memorial A 255 of 28 December 2015.
[12] Article 2 f) of the Asylum Law.
[13] Article 2 g) of the Asylum Law.

1. OVERARCHING AND CROSSCUTTING DEVELOPMENTS

AT A GLANCE

- **European elections on 9 June 2024**
- **Ceasing of Caritas Luxembourg operations and creation of HUT**
- **Submission of Luxembourg's National Implementation Plan (NIP) for the Pact on Migration and Asylum**

1.1 Submission of Luxembourg's National Implementation Plan (NIP) for the Pact on Migration and Asylum (PAM)

The Pact on Migration and Asylum[14] (the Pact) was approved by the European Parliament on 10 April 2024,[15] the Council of the European Union on 14 May 2024,[16] and adopted by the European Commission on 12 June 2024[17].

On the occasion of the European Parliament's approval of the Pact on Migration and Asylum, the Luxembourgish Ministry of Home Affairs (MAINT) welcomed this development, which came at the end of a seven-year negotiation period. The Ministry noted that the implementation process, which requires legislative, operational, and budgetary adaptations, should start without delay for the Pact to enter into force in 2026.[18] On 30 April 2024, the Minister of Home Affairs reiterated Luxembourg's full support for the Pact on Migration and Asylum.[19]

On 11 December 2024, the General Department of Immigration published the Luxembourg's National Implementation Plan (NIP) for the Pact.[20] The NIP's ten tasks contribute to the Pact's goals of managing migration more responsibly, strengthening the EU's external borders, creating stronger solidarity between Member States and solid safeguards for respect of fundamental rights, particularly for vulnerable people.[21]

Summarising the current national migration and asylum context, the NIP sets out to describe how the implementation work will be divided among 11 groups. Each of the ten building blocks (BB) will be covered by one group - except for BB 10, to which two groups are assigned.

[14] European Commission, Pact on Migration and Asylum, 21 May 2024.
EUR-Lex, Pact on Migration and Asylum, Legal texts, Official Journal L series daily view, 22 May 2024 (Directive (EU) 2024/1346 and Regulations (EU) 2024/1347; 2024/1348; 2024/1349; 2024/1350; 2024/1351; 2024/1352; 2024/1356; 2024/1358; 2024/1359), 22 May 2024.
[15] European Parliament, MEPs approve the new Migration and Asylum Pact, 10 April 2024.
[16] Council of the European Union, The Council adopts the EU's pact on migration and asylum, 14 May 2024.
[17] European Commission, Common Implementation Plan to turn the Pact on Migration and Asylum into a reality, 12 June 2024.
[18] MAINT, Communiqué du ministre des Affaires intérieures au sujet du vote du Parlement européen sur le Pacte sur la migration et l'asile, Press release, 10 April 2024.
[19] MAINT, Léon Gloden à la conférence ministérielle sur la mise en œuvre du pacte migration et asile à Gand, Press release, 30 April 2024.
[20] MAINT, Plan national de mise en oeuvre du Pacte européen sur la migration et l'asile, Press release, 12 December 2024.
MAINT, General Department of Immigration, Pacte européen sur la migration et l'asile, 11 December 2024.
[21] MAINT, Communiqué du ministre des Affaires intérieures au sujet du vote du Parlement européen sur le Pacte sur la migration et l'asile, Press release, 10 April 2024.

Table 1: Breakdown of implementation work and several challenges by Building Block

Building Block		Challenges
BB1	A common migration and asylum information system (Eurodac)	Implementing a technical solution to connect to the new European database, to ensure its integration with national IT systems, and to establish the necessary procedures in accordance with the Eurodac Regulation.
BB2	A new system to manage migration at the EU external borders	Identifying and developing a structure for border screening and procedures and creating a new screening entity.
BB3	Ensuring adequate reception standards of living	Creating additional reception capacity, even though it is not an objective of the Reception Directive, will affect decent reception and living conditions for AIPs, capacity for alternatives to detention and preparations for a possible mass influx in the contingency plan.
BB4	Fair, efficient and convergent asylum procedures	Reducing the accumulated backlog to minimize the transitional phase during which several legislative texts will have to be implemented.
BB5	Efficient and fair return procedures	Implementing a new concept for voluntary return and accelerating return procedures.
BB6	A fair and efficient system: making the new responsibility rules work	Developing of an integrated case management system for rapid processing of cases.
BB7	Making solidarity work	Establishing national coordination for participation in the solidarity mechanism and national procedures for relocation.
BB8	Preparedness, contingency planning, and crisis response	Emergency preparedness at the interministerial level must become more structural and systematic.
BB9	New safeguards for asylum applicants and vulnerable persons	Creating a new system for faster appointments of temporary representative for UAMs and of a multidisciplinary system for age determination.
BB10a	Resettlement	Establishing a national coordination mechanism for participation in the resettlement mechanism.
BB10b	Inclusion and integration	Establishing a virtual counter to facilitate access to state aid for those eligible.

Source: Ministry of Home Affairs, 2024

1.2 Presentation of migration policy to the parliamentary Home Affairs Committee

On 10 January 2024, the Minister of Home Affairs, broadly outlined the Government's asylum and migration policy, emphasizing that he intends to pursue "a responsible migration policy" focussing on:

- Asylum: Anyone who meets the reception criteria must have access to appropriate assistance and be offered a fair opportunity for integration. However, those who do not meet the criteria necessary to apply for international protection in Luxembourg must leave the country within a reasonable time. Further, the application procedure for international protection must be as short as possible.
- Age determination for unaccompanied minors (UAMs): The new government does not intend to change the methods currently used to assess an asylum seeker's age claiming to be an UAM in cases of doubt or lack of documentation (i.e. use of x-rays of the wrist and scapula) but it will collaborate with the National Health Laboratory (*Laboratoire national de santé*) to explore an expansion of the available methods.
- Applicants for international protection (AIPs) in economic sectors with labour shortages: Regarding the possibility for AIPs to conclude an employment contract in sectors with severe labour shortages (four months after submitting their application for international protection), the Minister explained that allowing AIPs to enter the labour market is considered the best possible form of integration. However, he emphasized that this does not automatically guarantee the validation of their application for international protection.
- Family reunification: The General Department of Immigration has been in consultation with the Belgian authorities on the use of DNA tests to prove family ties in the context of family reunification. This measure shall prevent potential abuse while facilitating the procedure for families who do not have the appropriate documents to prove family ties.
- Easing of overcrowding in reception facilities: AIPs shall be provided with advice on how to establish themselves upon their return to their country to leave accommodation facilities quickly Further, the possibility of financially supporting people who have been hosting AIPs, BIPs, or BTPs for more than six months shall be explored.[22]

1.3 European elections on 9 June 2024

The following section analyses and compares the electoral programmes of the 13 political parties that ran in the European elections of 9 June 2024 in Luxembourg through the lens of immigration, asylum, and integration policies. Except for Mir d'Vollek, Fokus, and Zesummen – d'Bréck, all parties already ran several times in previous European elections. A list of all 13 parties (including the parties' English and Luxembourgish names), which provides some additional background, can be found in the appendix.

[22] Parliament, Une politique de migration responsable, Press release, 10 January 2024.
Commission des Affaires intérieures, Procès-verbal de la réunion du 10 janvier 2024.

The general voter turnout for the 2024 European elections in Luxembourg was 82,3% (EU average: 50,7%) and the turnout for EU-citizens in Luxembourg lay at 15,1%[23]. In the European elections of 2024, Luxembourgish (mandatory) and European citizens residing in Luxembourg (who have registered themselves on the electoral rolls) voted to allocate Luxembourg's six of the 720 seats in the European Parliament as follows: the CSV won two seats (22,9%), the LSAP (21,7%), the DP (18,3%), the ADR (11,8%), and Déi Gréng (11,8%) each won one seat.[24]

The information gathered from the parties' electoral programmes is structured into five main categories: asylum, immigration, integration, detention and return, and special issues. Most categories consist of several sub-sections, which allow exploring the parties' positions in further detail. Figures 1 and 2 present graphical overviews on the distribution of topics. It should be noted that the Luxembourg Refugee Council sent out a questionnaire on the parties' position on the Pact on Asylum and Migration. The responding parties, Piratepartei, Déi Gréng, DP, Déi Lénk, ADR and Volt, shared their views on the border procedure, detecting vulnerabilities, the concept of safe third countries, access to legal aid and the right to an effective remedy, and on Dublin III and the solidarity mechanism.[25]

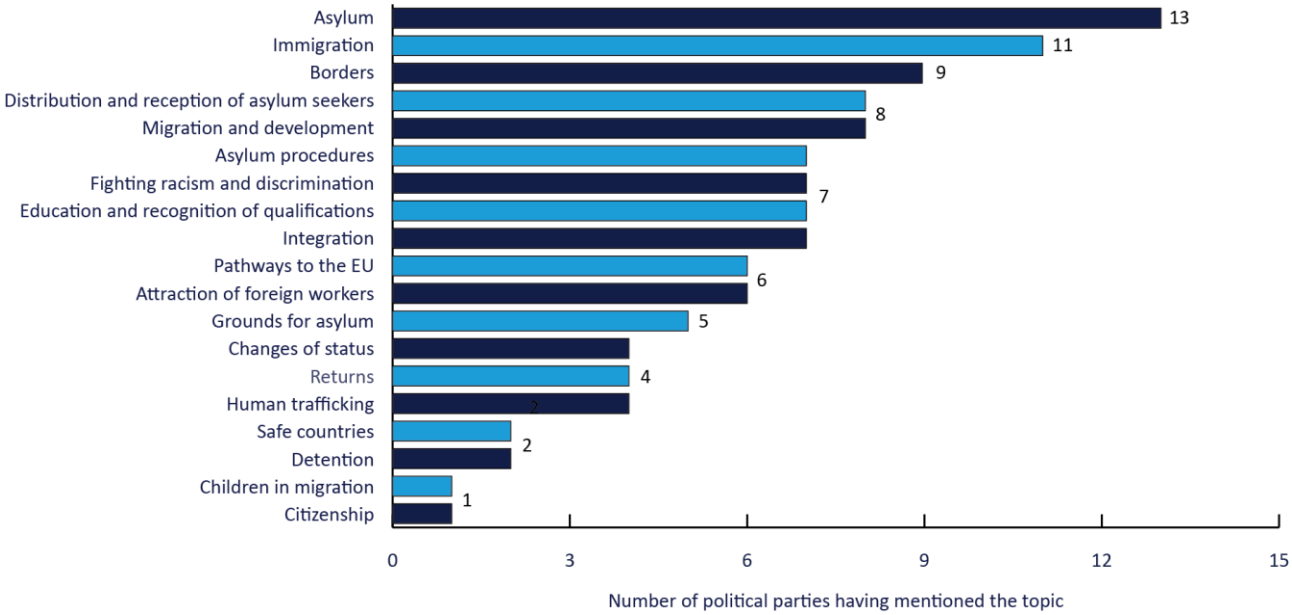
[23] CEFIS, Participation électorale des étrangers – Élections communales de 2024 & Élections Européens de 2024, p. 163, January 2025.
[24] European Parliament, European elections 2024 - National results - Luxembourg, 16 July 2024.
[25] Lëtzebuerger Flüchtlingsrot (LFR), Communiqué de presse du LFR - Elections européennes 2024 (Positions des partis politiques luxembourgeois sur le pacte asile et migration), 5 June 2024.

Figure 1: Overview of distribution of topics across political parties

	Mir d'Vollek	Volt	LSAP	Fokus	KPL	Déi Konservativ	Déi Lénk	DP	ADR	Zesummen d'Bréck	CSV	Déi Gréng	Piraten
Asylum	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Grounds for asylum		✓					✓		✓			✓	✓
Pathways to the EU		✓	✓	✓			✓		✓			✓	
Asylum procedures		✓	✓			✓	✓	✓	✓				✓
Distribution and reception of asylum seekers		✓					✓	✓	✓	✓	✓	✓	✓
Safe countries		✓							✓				
Changes of status		✓					✓		✓			✓	
Returns		✓	✓			✓			✓				
Detention		✓										✓	
Human trafficking		✓	✓			✓							✓
Children in migration		✓											
Immigration		✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓
Attraction of foreign workers	✓	✓		✓				✓			✓	✓	
Integration		✓	✓	✓			✓		✓	✓		✓	
Citizenship		✓											
Fighting racism and discrimination		✓	✓	✓			✓		✓	✓		✓	
Education and recognition of qualifications		✓					✓	✓	✓	✓	✓		✓
Borders	✓	✓		✓	✓	✓	✓		✓		✓		✓
Migration and development	✓	✓			✓		✓	✓	✓	✓		✓	

Source: Electoral programmes of ADR, CSV, Déi Gréng, Déi Lénk, DP, Déi Konservativ, Fokus, KPL, LSAP, Mir d'Vollek, Piratepartei, Volt, and Zesummen – d'Bréck, 2024 © University of Luxembourg, 2025

Figure 2: Topics discussed in the electoral programmes



Source: Electoral programmes of ADR, CSV, Déi Gréng, Déi Lénk, DP, Déi Konservativ, Fokus, KPL, LSAP, Mir d'Vollek, Piratepartei, Volt, and Zesummen – d'Bréck, 2024 © University of Luxembourg, 2025

Electoral programmes

This comparative analysis showed that not all parties covered the entire thematic spectrum of immigration, asylum, and integration in their programmes. Parties rather focussed on several aspects and proposed measures or changes, while sometimes touching upon other points in a more general manner. The visual distribution of the subjects covered by the parties' electoral programmes (figures 1 & 2) illustrate that the issue of Asylum in general stood out as the only issue that was addressed by all parties. Eleven out of 13 parties were concerned with immigration in their respective electoral programmes, nine parties have addressed border controls, and eight parties wrote about the distribution of asylum seekers (as a subtopic of asylum), and migration and development, while six covered the attraction of foreign workers (as a subtopic of immigration).

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, most parties were in favour of fighting the root causes of migration in countries of origin. Volt, Déi Lénk, and the CSV argued for standardised uniform reception conditions.

Asylum

General

The DP, CSV, and Déi Gréng vowed to respect the right of asylum for people who flee their countries due to war, violence, and dictatorial regimes as well as political persecution and the DP would like to improve cooperation with countries of origin and transit for this purpose.[26] The LSAP supported a European sea rescue mission in the Mediterranean.[27] The CSV and the ADR expressed their support for the new Pact on Migration and Asylum.[28] The Communist Party (KPL), which criticised the use of refugees as pawns in political games, considered the need to end wars, economic crises and other problems in countries of origin as effective ways to reduce of the number of refugees coming to Europe.[29] Zesummen - d'Bréck maintained that Europe has a duty to promote fair and balanced co-development with areas close to Europe in order to reduce economic migration.[30] The ADR, too would like to fight the root causes of illegal migration and would like to enlist the help of humanitarian organisations (e.g. UNHCR) to this end.[31]

Déi Konservativ as well as Fokus considered asylum as a form of protection from persecution which can only be granted temporarily as long as the country of origin is at war.[32]

While the ADR underlined that it does respect the Geneva Convention and the Schengen- and Dublin-Agreements, the party would have liked to reserve the right to opt out in case

[26] DP, p. 20.
CSV, p. 11.
Déi Gréng, p. 41.
[27] LSAP, p. 21.
[28] CSV, p. 12.
ADR, p. 38.
[29] KPL, p. 7.
[30] Zesummen – d'Bréck, p. 17/18.
[31] ADR, p. 39.
[32] Déi Konservativ, p. 40.
FOKUS, p. 17.

these legislative frameworks are not applied to protect national interests and borders.[33] The CSV held the view that the migration crisis can only be tackled within an EU framework.[34]

Humanitarian access routes to the EU
Volt and Déi Lénk advocated for the establishment of regular pathways to the EU e.g. through the provision of humanitarian visas and resettlement under the United Nations High Commissioner for Refugees program, the use of prima facie recognitions and temporary protection mechanisms, the creation of humanitarian corridors, and the creation of legal escape routes through e.g. the UNHCR's resettlement programme.[35] The LSAP wanted to extend the right to asylum and protection to everyone forced to flee.[36]

Grounds for asylum
Three of the 13 parties, Volt, Déi Gréng, and the Déi Lénk, discussed climate induced migration and climate refugees in their electoral programmes. Volt wanted the EU to coin a definition that will be binding under international law and to grant humanitarian visas to climate refugees and Déi Gréng stated that the EU should offer climate refugees legal escape routes and immigration opportunities, the latter was also a demand of Déi Lénk.[37]
The Piratepartei proposed to extend the right to asylum to international whistleblowers and to people who are persecuted because of their sexual orientation.[38]
The ADR emphasised that economic motives or evading military service are not considered to be grounds for asylum.[39]

Asylum procedures
Volt, Déi Lénk, and the LSAP had similar proposals on asylum procedures in that the parties argued for transparent streamlined procedures for faster processing of applications for international protection.[40]
Volt supported decentralised asylum procedures in the hosting countries, as did the LSAP. Volt also opposed the outsourcing of asylum applications to remote locations or outside the EU.[41] Contrary, Déi Konservativ demanded that applications for international protection should be lodged outside the EU in asylum transit zones.[42] The ADR would have liked to deal with asylum applications outside of the EU at its external borders as well.[43]

[33] ADR, p. 39/40.
[34] CSV, p. 11.
[35] VOLT Luxembourg, p. 61.
Déi Lénk, p. 27.
[36] LSAP, p. 21.
[37] VOLT Luxembourg, p. 72.
Déi Lénk, p. 22.
Déi Gréng, p. 41.
[38] Piratepartei, p. 19, 23.
[39] ADR, p. 37.
[40] VOLT Luxembourg, p. 62, 63, 65.
LSAP, p. 21.
Déi Lénk, p. 22.
[41] VOLT Luxembourg, p. 60.
LSAP, p. 21.
[42] Déi Konservativ, p. 40.
[43] ADR, p. 24, 40, 41.

Safe third countries
Volt would have liked to see that EU Member States harmonise their safe third-country concepts.[44] For the ADR, people who arrive from safe third countries have a priori no right to asylum in Luxembourg.[45] Further, the party wanted to have the list of safe third countries continuously reviewed, and to enter into agreements with third countries to make irregular immigration to the EU impossible.[46]

Reception and distribution of asylum seekers
Volt, Déi Lénk, and the CSV made the case for standardised uniform reception conditions.[47] Volt further advocated for the abolishment of the first entry system of asylum seekers and instead proposed their distribution according to a distribution key, determined inter alia by a country's GDP or any meaningful links to a country an applicant might have. Compliance with these procedures should be ensured through a robust system of penalties for non-compliant Member States.[48]
While Déi Gréng regretted that Member States cannot agree on a common solution based on genuine solidarity, they strongly supported the continuation of discussions on European reception quotas to achieve a fair distribution of refugees while proposing that the willing states should lead by example. The party further recommended to provide support through a municipal integration fund.[49] The Piratepartei also supported the introduction of quotas requiring every Member State to provide structures, financial resources, and other forms of support to a joint EU agency they intended to create. This European agency would have provided adequate support to asylum seekers. In addition, all asylum seekers should have automatically been granted a work permit in any EU country to become more independent.[50]
The DP and the CSV demanded closer cooperation between EU Member States and greater solidarity when it comes to receiving refugees and a fair distribution of burdens between Member States.[51]
Déi Gréng called for an improvement of living conditions of refugees, e.g., by strengthening psychological and social support. The party also urged the EU to step up its efforts and engage more in cooperation with NGOs and local governments to this end.[52] Zesummen – d'Bréck intended to improve international partnerships to find sustainable solutions for the reception of people seeking international protection.[53]
The ADR opposed a solidarity-based distribution of asylum seekers across the EU and would have liked that refugees are mainly hosted in countries neighbouring their country of origin.[54]

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[44] VOLT Luxembourg, p. 71.
[45] ADR, p. 37.
[46] ADR, p. 41.
[47] VOLT Luxembourg, p. 65.
Déi Lénk, p. 23.
CSV, p. 12.
[48] VOLT Luxembourg, p. 62, 63, 65.
[49] Déi Gréng, p. 42.
[50] Piratepartei, p. 26/27.
[51] DP, p. 20.
CSV, p. 12.
[52] Déi Gréng, p. 42.
[53] Zesummen – d'Bréck, p. 17/18.
[54] ADR, p. 39, 40, 41.

Immigration

General

The KPL called for common rules for migration[55] while Déi Lénk urged for the establishment of legal immigration schemes by the EU.[56] By demanding a common and coordinated migration policy based on the principle of solidarity among countries and a European migration policy based on human rights, respect, and dignity the LSAP emphasised that migrants should not be perceived as a political problem.[57]

Déi Konservativ expressed their aversion against mass migration "from all over the world" and demanded a control mechanism against illegal immigration as well as a cap on immigration.[58] The ADR considered Luxembourg's social benefits as a pull-factor for migrants and demanded that immigration be drastically reduced unless legal migration serves national interests. The party wanted to draw attention to what it called the downsides of migration, e.g., brain drain, pressure on housing- and labour markets. For the ADR, it would have been important that immigration law is a national competency, which is why the party rejected the "human right to migration" as well as the UN's Global Compact for Safe, Orderly and Regular Migration.[59]

Attraction of foreign workers

The skill and labour shortages in Luxembourg and in Europe also figured prominently in six electoral programmes. The Party Mir d'Vollek spoke out against the attraction of foreign talent as they figured that this would lead to brain drain from developing countries. Instead, the EU should increase efforts to train its own citizens.[60] Along similar lines, Déi Lénk stated that labour migration would be abused by the EU to exploit poorer countries and demanded common rules for immigration.[61]

Fokus considered immigration as necessary for the European economy (due to labour shortages) but emphasised that this must be a controlled process. The party viewed migration as a human right and advocated for legal pathways: third-country nationals (TCNs) should be able to apply for immigration to the EU in its embassies around the world, they should receive information on e.g. to which country they could go and how and which jobs are in high demand.[62]

In light of ageing European societies, Déi Gréng urged Europe to also allow, based on the UN's Global Compact for Safe, Orderly and Regular Migration, less qualified people to immigrate.[63] Volt cited similar reasons for its support of labour migration and, situated within an open and dynamic approach to immigration, asked for a European Migration Code with new legal pathways for all wage and skill levels. The party also advocated for the creation of an EU-Talent pooling and matching platform for highly qualified labour migrants to address skills shortages and mismatches within the EU labour market, and for facilitating the recognition of foreign qualifications. Concretely, Volt, proposed jobseeker and vocational-training visas and youth mobility schemes. Volt wanted to grant visa holders the

[55] KPL, p. 10.
[56] Déi Lénk.
[57] LSAP, p. 21.
[58] Déi Konservativ, p. 36.
[59] ADR, p. 38, 40-42.
[60] Oppositiounsbeweegung Mir d'Vollek, 31 May 2024.
[61] Déi Lénk, p. 7.
[62] FOKUS, p. 16/17.
[63] Déi Gréng, p. 41/42.

freedom to move across the EU to unify the European labour market for low- and medium-wage sector workers from third-countries, stronger family reunification rights and measures to reduce language barriers, e.g., adding English as an official language.[64] Further, Volt campaigned for unbureaucratic, simplified and fast applications for highly qualified workers, which should be submitted and also renewed online. For highly skilled migrants, Volt demanded a flexible single EU-wide mobility scheme that allows them to move to a job in another EU country to ultimately retain them in the EU.[65] In addition, Volt and Déi Gréng wanted to protect migrant workers from labour exploitation with Volt having proposed to delink residence permits from single employers.[66] Volt also advocated for a free, simple, and quick naturalisation process for highly qualified labour migrants who have spent three years in the EU contributing to the EU economy.[67]
The DP perceived migration as an opportunity to address labour shortages and demanded more legal channels for skilled workers to enter the EU. The DP argued that work permits must offer realistic long-term prospects to migrants to help combatting illegal immigration.[68] The CSV expressed support for clear and simplified immigration rules – especially in times of labour and skill shortages.[69]

Changes of status
Déi Lénk demanded that undocumented workers must be regularised after six months of residence.[70] Déi Gréng envisioned a new migration code that would allow migrants to change their status at any time.[71] The party also asked for a legalisation of the *sans-papiers* (irregular/undocumented migrants).[72] Volt wanted to ensure that persons who do not have a legal status also benefit from crucial services, protection, and support within the EU as well as administrative facilitations to change one's status from irregular migrant to regular economic migrants without undermining the asylum decision.[73] The ADR explained that they support that BIPs lose their protection status and their right to residence in their European host country if they would travel back to their country of origin for vacation or other purposes as they would prove that they are not exposed to danger.[74]

Border contols
The parties Mir d'Vollek, Déi Konservativ, and the ADR issued similar demands on the necessity to protect the EU's external borders, but they differed in how they would have liked their demands to be implemented. Mir d'Vollek made a general request for "proper" controls at external borders (naming Hungary as an example) instead of controls at internal borders, which would hit Luxembourg too hard.[75] The ADR also wanted to reinforce the use of Eurodac.[76] The ADR stated that secure external borders are the precondition for humane asylum and freedom of movement in the Schengen-Area. The party stated that only EU

[64] VOLT Luxembourg, p. 77.
[65] VOLT Luxembourg, p. 78.
[66] VOLT Luxembourg, p. 76.
[67] VOLT Luxembourg, p. 78.
[68] DP, p. 20.
[69] CSV, p. 12.
[70] Déi Lénk, p. 22.
[71] Déi Gréng, p. 43.
[72] VOLT Luxembourg, p. 76.
Déi Gréng, p. 43.
[73] VOLT Luxembourg, p. 76/79.
[74] ADR, p. 41.
[75] Oppositiounsbeweegung Mir d'Vollek.
[76] ADR, p. 41.

Member States themselves can protect their own borders while Frontex shall contribute to the protection the EU's external borders to stop irregular migration and trans-border crime. The ADR also supported Luxembourg's contribution to Frontex activities and the allocation of European funds for border security infrastructure.[77]
Déi Konservativ also communicated their support for the protection of external EU-borders against irregular immigration, yet the party asked for a reform of the Schengen Accord and would have approved if Member States introduced temporary internal border controls.[78] According to Fokus, strengthening of upstream controls on migratory flows would require sending European patrols off the African coast to fight migrant trafficking.[79] The ADR held the opinion that the Mediterranean Route needs to be closed and that people who enter Europe irregularly (i.e. with the help of smugglers/traffickers) should not be allowed to stay in the EU.[80] Volt and the Piratepartei advocated for the reinforcement of the fundamental rights monitoring mechanism to systematically investigate human rights violation allegations[81]. Volt further supported the enhancement of EU search and rescue missions and increasing transparency through regular reports and by ensuring that Frontex Fundamental Rights officers are part of any operation.[82]
The KPL[83], Déi Lénk,[84] and Déi Gréng[85] called for an end to the "Fortress Europe" and Déi Lénk further wanted Frontex to be replaced by a humanitarian border agency (closely cooperating with the European Court of Human Rights) to prevent human rights violations. While the CSV also disagreed with a "Fortress Europe", the party did underline the need to control Europe's external borders to ensure the functioning of the registration of arriving migrants and maintaining a humane migration policy.[86]

Integration

Déi Lénk underlined the significance of immigration by linking it to European prosperity and the LSAP promoted inclusive labour markets in Europe and support for local authorities for implementing inclusive policies for refugees.[87] Volt would have launched an EU Integration Strategy to support the social inclusion of highly skilled workers and their families through language courses, cultural orientation programmes, mentoring schemes, and civic initiatives and further encouraged dialogue and cooperation between migrants and host communities.[88] The party also supported decentralised social housing and other infrastructures for the most vulnerable groups, including locals and asylum seekers.[89]
Fokus emphasised its demand that out of respect to the host society, every newcomer must follow its laws, social and cultural rules and customs.[90] The ADR considered the integration

[77] ADR, p. 14, 24, 32, 43.
[78] Déi Konservativ, p. 13, 36.
[79] FOKUS, p. 16.
[80] ADR, p. 37.
[81] Piratepartei, p. 27.
[82] VOLT Luxembourg, p. 68.
[83] KPL, p. 8.
[84] Déi Lénk, p. 22.
[85] Déi Gréng, p. 85.
[86] CSV, p. 42.
[87] LSAP, p. 21.
Déi Lénk, p. 22.
[88] VOLT Luxembourg, p. 78.
[89] VOLT Luxembourg, p. 66.
[90] FOKUS, p. 17.

or assimilation of BIPs as a means to prevent societal issues and as contributing to living together.[91]
The ADR insisted that BIPs who remain for a longer period, must integrate or assimilate into the EU.[92]

Recognition of qualifications
The Piratepartei underlined that the recognition process of diplomas must become less bureaucratic.[93] Several other parties proposed similar ideas. Volt argued for an easier recognition of non-EU qualifications and skills for the benefit of mutual recognition at the EU level. More specifically, the party proposed the launch of an EU Skills Recognition Framework to facilitate the unbureaucratic recognition of foreign qualifications and competencies across the EU, providing common standards, guidelines, and tools for assessing and validating skills acquired outside the EU.[94] The DP demanded a Europe-wide recognition of higher education and vocational qualifications to facilitate young people's access to the labour market while the ADR wanted countries to mutually recognise diplomas on the basis of sovereign decision by EM Member States or academic institutions.[95]

Fighting racism and discrimination
Volt recommended combining and updating existing anti-discrimination Directives for clearer arrangements and transparency (Directive 2000/43/EC, Directive 2000/78/EC, Directive 2006/54/EC, Directive 2004/113/EC) and "working towards an EU Anti-Discrimination law that [...] protects the rights of all people living in the European Union is a necessary step to foster equality".[96] The LSAP and Déi Lénk also encouraged the drafting of an EU anti-discrimination directive to ensure the rights of all individuals in every EU country.[97] Déi Gréng urged the EU to take consistent legal action against all forms of racism and discrimination.[98]
Fokus advocated for the swift adoption of national action plans against Racism, while emphasising that anti-Semitism, Islamophobia, and all other forms of cultural marginalisation need to be fought as well. The party expressed its support to adopt the anti-discrimination directive (COM/2008/0426[99]), which shall prohibit all forms of discrimination outside the labour market.[100]
With respect to education in general, Zesummen – d'Bréck insisted that issues such as racism and discrimination must be integrated into the basic school curriculum and at university-level Europe-wide.[101]
The ADR expressed its concern about the fighting of certain forms and expressions of racism and xenophobia by means of European criminal law and would rather give the Member States more discretion about when an action constitutes a racist offense/delict/crime. The

[91] ADR, p. 42, 88, 93.
[92] ADR, p. 42.
[93] Piratepartei, p. 15.
[94] VOLT Luxembourg, p. 76, 78.
[95] DP, p. 22.
ADR, p. 110.
[96] VOLT Luxembourg, p. 47.
[97] LSAP, p. 18.
Déi Lénk, p. 27.
[98] Déi Gréng, p. 32.
[99] Status in Council has not changed since 2008 (https://www.europarl.europa.eu/legislative-train/theme-a-new-push-for-european-democracy/file-anti-discrimination-directive & https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A52008PC0426)
[100] FOKUS, p. 17.
[101] Zesummen – d'Bréck, p. 14.

ADR is equally worried about what it perceives as potentially dangerous abuse of the criminalisation of hate crimes.[102]

Detention and returns

According to Volt, detention of asylum seekers should be only a last resort and rules for detention should be harmonised in EU Member States.[103] Déi Gréng opposed EU-funded detention centres at European borders.[104]

Volt opposed "deals" for returns with authoritarian regimes and insisted on respecting the principle of non-refoulement.[105] The LSAP advocated for a comprehensive, transparent and dignified return procedures[106] while Volt wanted to prioritise partnerships with third countries for coordinated returns through respectful and mutually beneficial readmission processes.[107] Déi Konservativ took the view that persons without right of abode should be returned immediately.[108] According to the ADR, rejected asylum seekers must leave the EU and be returned, if possible, to their countries of origin or another safe place. The party has envisioned increased cooperation to this end.[109]

Special issues

Human trafficking

Volt proposed a victim-centred approach for victims of human trafficking with a focus on international cooperation.[110] The LSAP argued for strengthened measures and laws against human trafficking, sexual violence and exploitation of distressed individuals.[111] Stricter penalties for the crime of human trafficking were demanded by the Piratepartei.[112]

Children in migration

As the sole party to address children in migration, Volt underlined that UAMs should never be detained and always need to be guaranteed a guardian from the moment they are identified.[113]

Migration and development

The majority of the parties attached great importance to the objective of tackling the root causes of migration from the Global South to the EU. In their electoral programme, Mir d'Vollek linked developmental aid to the numbers of migrants and deduced that if the EU would help developing countries to help themselves by, e.g., paying fair prices for resources and halt any policies and measures that could result in wars, the situation in these countries

[102] ADR, p. 120, 121.
[103] VOLT Luxembourg, p. 64.
[104] Déi Gréng, p. 42.
[105] VOLT Luxembourg, p. 71.
[106] LSAP, p. 21.
[107] VOLT Luxembourg, p. 71.
[108] Déi Konservativ, p. 39.
[109] ADR, p. 24, 39, 40.
[110] VOLT Luxembourg, p. 69.
[111] LSAP, p. 21.
[112] Piratepartei, p. 89.
[113] VOLT Luxembourg, p. 62.

would improve such that less people would seek asylum in the EU.[114] While the ADR also agreed that trade-policy is a more effective way to support developing countries, the party warned that hiring of too many highly qualified workers from developing countries could lead to a brain drain, which would bring additional harm to these countries.[115]
Volt declared it as their goal that, in the medium term, development cooperation should ensure that nobody should have to leave the safety of their homes. Volt suggested continuing to combine short-term humanitarian aid with long-term development strategies, bolstering economic opportunities in vulnerable countries through support packages and direct investments, separating cooperation with third countries from migration control policies, promoting education programs on migration realities in sending countries, and ensuring that human rights are safeguarded in any migration pact with third countries.[116]
Similarly, Déi Gréng pushed for the incorporation of fair trade principles into key EU policies on production, consumption and trade, to promote living incomes and wages and to include small farmers, artisans and labourers in decision-making.[117]
The KPL expressed their support for a strong increase of the development budget.[118] Déi Lénk and the DP agreed that the root causes of migratory pressures can be tackled with an ambitious development partnership on equal terms with African countries[119] and with developmental aid,[120] respectively. The DP has emphasised the importance of cooperation with countries of origin and transit, stressing the importance of reinforced humanitarian monitoring within the framework of international partnerships.[121]

1.4 Ceasing of Caritas Luxembourg operations and creation of HUT

On 19 July 2024 it became public that ca. €61 Million have been misappropriated from the Luxembourgish branch of Caritas.
Caritas Luxembourg was an important partner for the Ministry of Family Affairs, Solidarity, Living Together and Refugees (MFSVA) and the Ministry of Home Affairs (MAINT) in the management of refugee shelters and maintained a social service for BTPs[122].
The embezzlement affected the Caritas Foundation and Caritas Accueil et Solidarité as the stolen money was supposed to be used for Caritas Luxembourg-projects, including refugee reception structures and international cooperation efforts.
In consequence, Caritas Luxembourg lost its status as an approved institution and stopped providing these services. A new non-governmental organisation "Hëllef um Terrain" (Help on the ground, HUT) was created mid-September to enable the continuation of Caritas' tasks and projects in Luxembourg, especially the management of refugee reception structures and social services for BTPs. HUT has signed new agreements with the Government and became operational on 1 October 2024 thus guaranteeing the continuation of most Caritas' projects and services in Luxembourg.[123]

[114] Oppositiounsbeweegung Mir d'Vollek, 31 May 2024.
[115] ADR, p. 42, 88, 93.
[116] VOLT Luxembourg, p. 70.
Déi Gréng, p. 42.
[117] Déi Gréng, p. 41.
[118] KPL, p. 8.
[119] Déi Lénk, p. 23.
[120] DP, p. 20.
[121] DP, p. 20.?
[122] Ministry of Family Affairs, Integration and the Greater Region, Rapport d'activité 2022, p. 278, March 2, 2023.
[123] L'essentiel, La ville de Luxembourg a renouvelé ses conventions avec HUT, 22 October 2024.

2. DEMOGRAPHIC DEVELOPMENTS

AT A GLANCE

- On 1 January 2025, **Luxembourg had 681 973 residents**, which equals a net population change of 9 923 compared to 1 January 2024.
- Luxembourg's **overall migratory balance amounts to** +9 281 people in 2024 consisting of: +7 285 third-country nationals, +3 512 EU citizens and -1 516 Luxembourg nationals.
- As of 1 January 2025, the **share of foreigners** in the country was 47%. The foreign population consisted of 244 291 EU citizens (76,2%) and 76 435 third-country nationals (23,8%).

On 1 January 2025, Luxembourg had 681 973 residents, disaggregated as follows: 361 247 Luxembourgers (53%) and 320 726 foreigners (47%). The group of foreign residents can be further broken down into EU citizens and TCNs, which made up 35,8% and 11,2% of the total population, respectively. During the year 2024, the overall population of the Grand Duchy increased by 1,5%.[124]

2.1 Net population change

The net population change of Luxembourg in 2024, 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 9 923 people. In 2024, also taking into account acquisitions of Luxembourg nationality by residents (for more details please refer to chapter 8.2), Luxembourg's resident population experienced a relative growth of Luxembourg nationals by 1,9% (2% in 2023), a positive increase in TCNs of 6% (6,6% in 2023) and a slight decrease of citizens of the European Union (EU) of -0,5% (0,1% 2023). 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.[125]

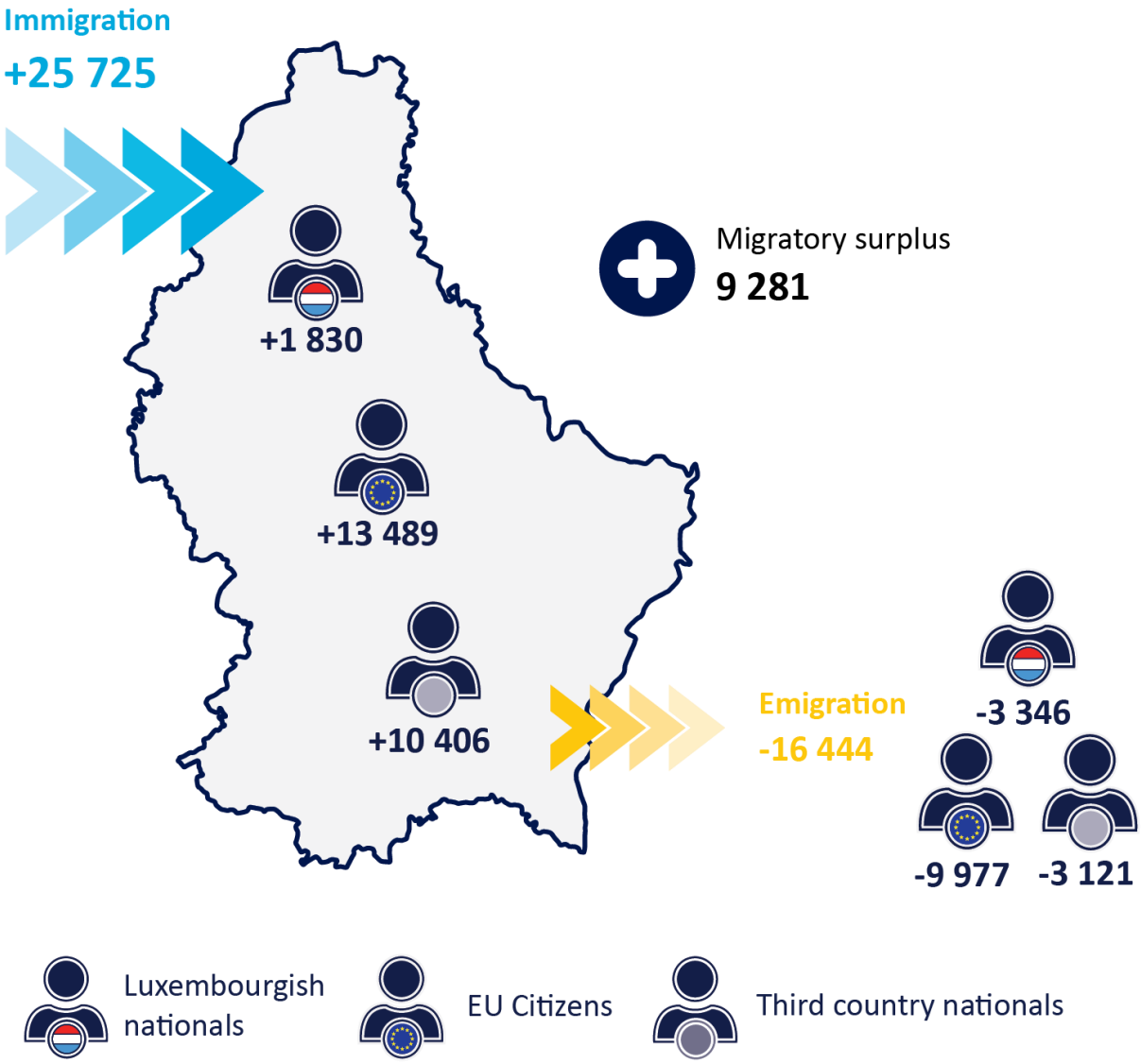
2.2 In- and out migrations

In 2024, the number of arrivals (25 725 persons) continued to decrease. The decrease was however less pronounced (-4,6%) than in 2023 (-14,2%). The group of arrivals to Luxembourg was composed of 52,4% (13 489 persons) EU citizens, 40,5% (10 406 people) TCNs and 7,1% (1 830 people) returning Luxembourgers. Similar to 2023 (16 588 people), 16 444 people left Luxembourg. The emigrants were composed of 60,7% or 9 977 EU citizens, 19% or 3 121 TCNs and 20,3% or 3 346 Luxembourg nationals.

Reporter, „Fondation Losch" finanziert HUT, 21 October 2024.
Luxemburger Wort, Was ist der aktuelle Stand in der Caritas-Affäre?, 20 January 2024.
[124] STATEC, En 2024, Une croissance démographique ralentie par une faible fécondité et un recul de l'immigration, Communiqué de presse, 13 May 2025.
[125] STATEC, Arrivals, departures and net migration, 13 May 2025.
STATEC, Population by nationalities in detail on 1st January, 13 May 2025.

The migratory surplus continued to shrink. In 2024, it amounted to 9 281 people, which represents a decline of 10,6% compared to the previous year.
More specifically, while net migration remained positive for TCNs (+7 285) and EU citizens (+3 512) it remained negative for Luxembourgers (- 1 516).[126]

Figure 3: Net migration in 2024



Source: STATEC, RNPP 2025 © University of Luxembourg, 2025

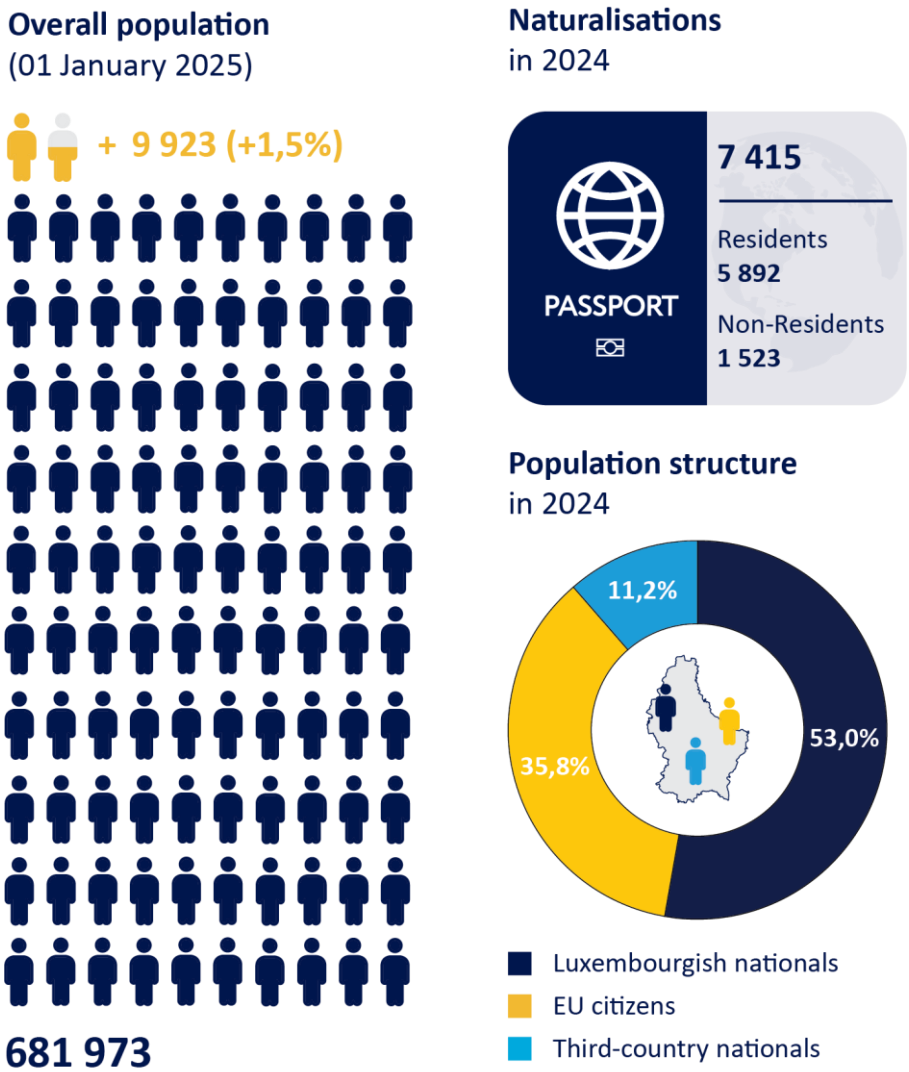
2.3 Composition of population

Foreign nationals from 180 countries lived in Luxembourg during 2024. With a share of 47% of the total population, the proportion of foreigners in the country has remained almost stable compared to 2023 (47,3%). On 1 January 2025, 320 726 foreigners resided in Luxembourg, of which 244 291 were EU citizens and 76 435 TCNs. The share of EU citizens in the total population declined by 0,7% in 2024 and stood at 35,8% while the proportion of

[126] Information from STATEC on 14 May 2025.

TCNs represented 11,2% of the total population (10,7% in 2023). Similar to the previous year, seven of the top ten foreign nationalities residing in Luxembourg were EU citizens (from Portugal, France, Italy, Belgium, Germany, Spain, and Romania).[127]

Figure 4: Demographic developments in 2024



Source: STATEC, RNPP 2025 © University of Luxembourg, 2025
Please note that figures on naturalizations only concern acquisitions of nationality by procedural means and exclude acquisitions of nationality by right of birth of the first and second generation and those of children who were Luxembourgers following the acquisition of Luxembourg nationality by one of their parents.

2.4 Top five third-country nationalities in Luxembourg

Ukrainians remain the largest group of TCNs in Luxembourg. On 1 January 2025, 5 597 Ukrainians were recorded in Luxembourg (5 357 Ukrainians in 2024 and 5 238 in 2023), representing 0,8% of the total population. They continue to rank on place eight of the top ten foreign nationalities residing in Luxembourg, before Indian (5 474), and Polish nationals (5 150).[128]

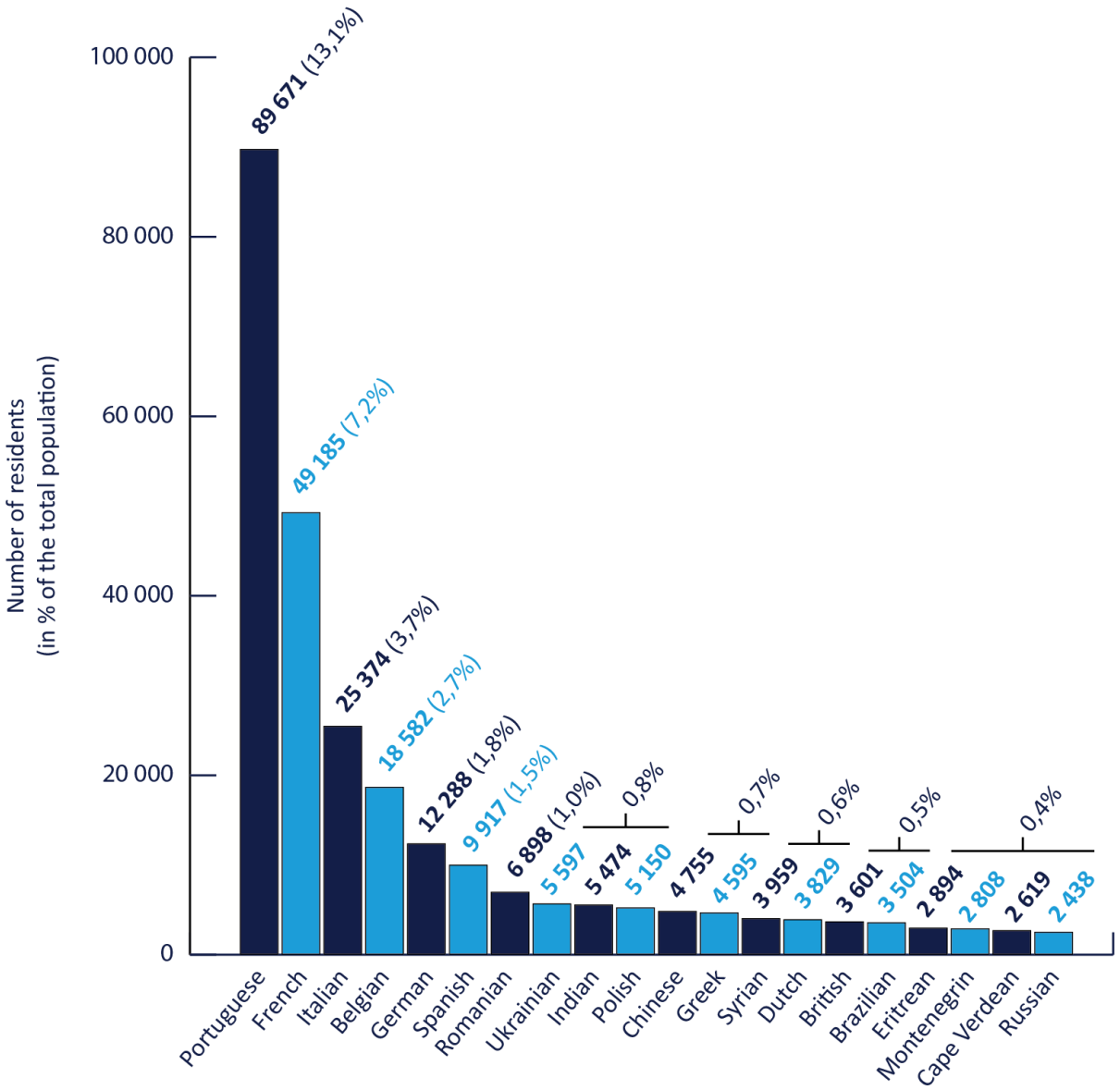
[127] Information from STATEC on 14 May 2025.
[128] Information from STATEC on 14 May 2025.

Table 2: Top five third-country nationalities in Luxembourg on 1 January 2025

Nationality	Number						
	01/2021	01/2022	01/2023	01/2024	01/2025	Share total population	Change 2024-25
Ukrainian	1 007	1 075	5 238	5 357	5 597	0,8%	4,5%
Indian	3 125	3 777	4 657	5 091	5 474	0,8%	7,5%
Chinese	3 999	4 142	4 295	4 545	4 755	0,7%	4,6%
Syrian	2 535	2 696	3 231	3 742	3 959	0,6%	5,8%
British	4 561	4 104	3 924	3 739	3 601	0,5%	-3,7%

Source: STATEC, RNPP 2025 © University of Luxembourg, 2025

Figure 5: Top 20 foreign nationalities residing in Luxembourg on 1 January 2025



Source: STATEC, RNPP 2025, © University of Luxembourg 2025

3. LEGAL MIGRATION AND MOBILITY

AT A GLANCE

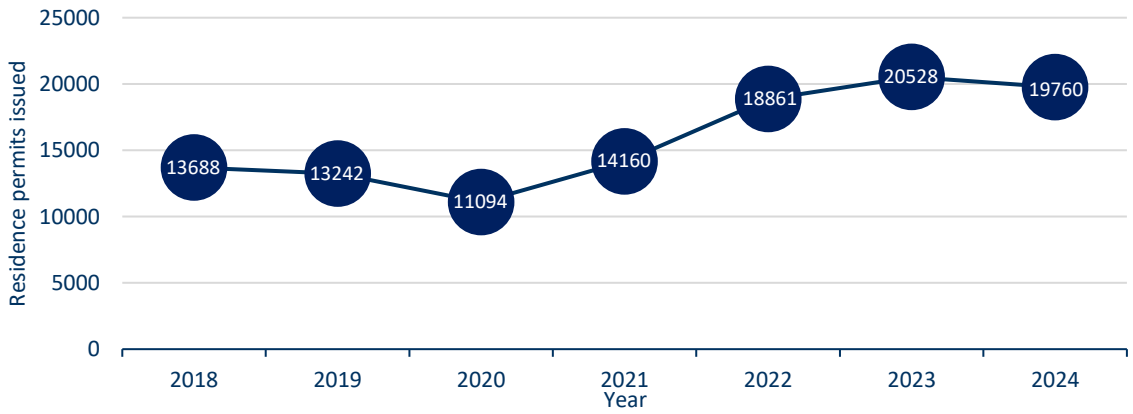
- Three separate but related developments about **modifications of the minimum annual salary of highly qualified workers from third countries**:
  - **Ministerial Regulation of 15 March 2024**
  - **Law of 4 June 2024**
  - **Grand-Ducal Regulation of 20 June 2024**
- **Law of 27 August 2024** specifies which **information on their work-related rights and obligations** must be communicated to seasonal workers

3.1 Statistical and related developments in legal migration

3.1.1 Issuance of residence permits

During 2024, with respect to immigration, the General Department of Immigration of the MAINT issued a total of 19 760 residence permits (first issues and renewals).
Set against the total number of residence permits issued in the previous years (as illustrated in figure 6 below), this number slightly decreased (-3,7%).[129]

Figure 6: Total number of residence permits with a validity of more than three months (2018-2024) (first issues and renewals)



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

This decrease is mirrored when looking at the different types of residence permits (i.e. first residence permits, renewed residence permits, long-term resident residence permits). For 2024, the total number of residence permits is disaggregated as follows: 9 251 first residence permits issued (46,8%), 9 574 residence permits renewed (48,5%), and 935 residence permits for long-term residents (4,7%). Compared to 2023, all these categories decreased: for a first residence permit issued by -1,7%; renewals -5,2%, and for a long-term resident permit -8,3%.[130]

[129] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 13, 3 February 2025.
[130] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 15, 3 February 2025.

Table 3 provides a more detailed evaluation of the first residence permits issued since 2020. The category *family purposes* grew by 14,8% to 3 691 issued first residence permits and became the largest in 2024 followed by *economic purposes* which decreased by 18,1% in comparison with 2023 and consisted of 3 346 issued first residence permits.
The five largest sub-categories of first issue residence permits can be listed in descending order as follows: family member (3 474 permits), salaried worker (2 153 permits), EU Blue Card (824 permits), international protection (refugee status) (756 permits), and student (544 permits).

The number of EU Blue Cards experienced modest growth by almost 3,4% from 797 permits in 2023 to 824 permits in 2024. After their number grew in 2023, the permits issued to *researchers* have remained more or less stable (from 143 to 141 permits) while those of *salaried workers* decreased by 24,4% from 2 848 to 2 153 permits.

However, the group of *salaried workers* still remained the largest one within the category of economic purposes. In comparison to 2023, first permits issued to students continued to increase and rose by 8,6% from 501 to 544 permits while the number of permits issued to trainees has remained almost unchanged (falling from 92 to 88).

The category of first residence permits issued, which grew the most in 2024 was by far *private reasons (exceptional reasons, with and without WP)*, increasing from 6 to 109, with a number almost 20 times higher than in 2023. While the category *international protection – subsidiary protection* experienced the third largest loss (by 36,1%), the category *international protection – refugee status* slightly grew by 5,1%.[131]

[131] Information received from the MAINT on 19 March 2025.

Table 3: First residence permits issued 2020 – 2024 – by principal categories of residence permits

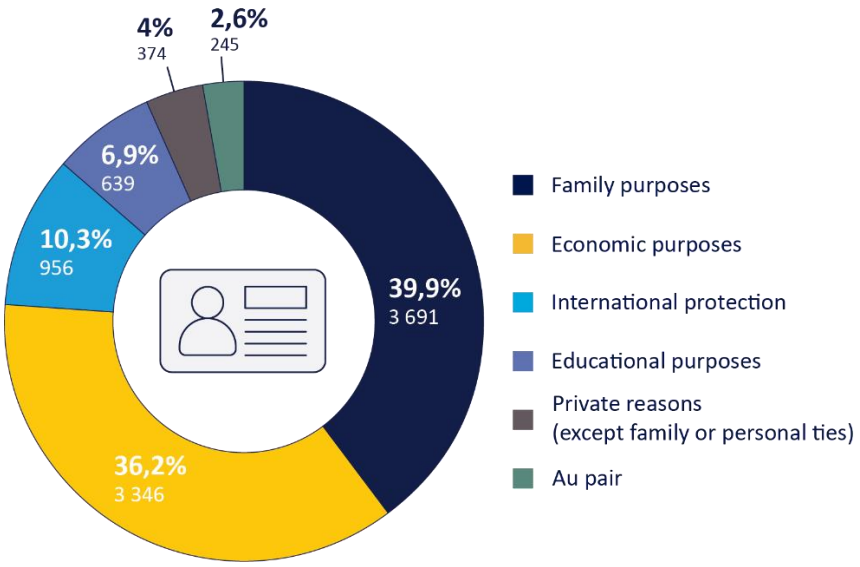
Category	2020	2021	2022	2023	2024	Change (%) 2023-2024
Economic purposes						
EU Blue Card	448	653	914	797	824	+3,4%
Intra-corporate transfer – employee/trainee, posted worker, community service provider	20	*33*	34	10	13	(*)
Intra-corporate transfer – expert/manager	73	153	178	181	117	-35,4%
Researcher	73	106	125	143	141	-1,4%
Salaried worker	1 205	1 461	2 538	2 848	2 153	-24,4%
Self-employed (incl. Investor)	24	61	71	67	47	-29,9%
Athlete or trainer	37	35	61	38	51	34,2%
Total	1 880	2 502	3 921	4 084	3 346	-18,1%
Educational purposes						
Student (incl. students with a notification for short-term mobility, NMCD-students)	224	358	396	501	544	+8,6%
Trainee	29	35	64	92	88	-4,3%
Volunteer	(*)	7	9	5	7	(*)
Total	253	400	469	598	639	+6,9%
Family purposes						
Family member	1 486	2 145	2 958	3 067	3 474	13,3%
Private reasons – 78 (1) c (family or personal ties) with and without work permit	101	160	178	148	217	46,6%
Family member with work permit				89		-
Total	1 587	2 305	3 136	3 304	3 691	11,7%
Private reasons (except family or personal ties)						
Private reasons – 67 (4) (seeking employment or business creation)	36	66	92	100	133	+33%
Private reasons – 78 (1) a (sufficient resources)	61	66	38	97	69	-28,9%
Private reasons – 78 (3) (humanitarian grounds with and without WP)	24	36	59	36	46	+27,8%
Private reasons – 78 (1) b (autonomous permit, with and without WP)				9	5	-44,4%

Category	2020	2021	2022	2023	2024	Change (%) 2023-2024
Private reasons – 89 (1) exceptional reasons (with and without WP)				6	109	+1716,7%
Private reasons – other (with and without WP, victims of human trafficking or domestic violence, medical reasons)	9	12	27	10	12	(*)
Total	130	180	225	258	374	+45%
International protection						
International protection – refugee status	742	755	836	719	756	+5,1%
International protection – subsidiary protection	33	128	273	313	200	-36,1%
Total	775	883	1 109	1 032	956	-7,4%
Au pair						
Au pair	146	157	176	220	245	+11,4%
Grand total	4 790	6 447	9 042	9 496	9 251	-2,6%

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 – 2025. © University of Luxembourg, 2025

Figure 7 below illustrates the distribution of (main) purposes for first residence permits issued in 2024. With a joint share of ca. 76,1% economic (36,2%) and family purposes (39,9%) continue to represent the two largest groups.

Figure 7: Main purposes for first residence permits issued in 2024



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

The three most common nationalities which were granted family member residence permits were Indian (482), Ukrainian (244), and Russian (206). Together, these three amount to 26,8% of all first issuances of *family member* residence permits in 2024. With regards to the first-time residence permits for *salaried workers*, the main three nationalities were Indian (231), Ukrainian (209) and Moroccan (174) and – again very similar to the previous year – amounting to 28,5% in this category. Finally, concerning *international protection*, the first three nationalities remained unchanged: Syrian (533), Eritrean (201) and Afghan (90), representing 86,2%.[132]

The General Department of Immigration attributed the *long-term resident* permit (first issuance) to 935 individuals in 2024.[133] In contrast to the previous years, 2021 (584 permits) 2022 (876 permits), and 2023 (1 020 permits), the number of issued long-term permits sank for the first time.[134] In 2024, the first three nationalities to whom long-term resident permits (first issues only) were issued remained unchanged: Chinese (178), Indian (133), Montenegrin (64). They were followed by permits issued to American (44) and Brazilian (40) individuals. Together, these five nationalities made up 49,1% of the total number of long-term residence permits issued in 2024.[135]

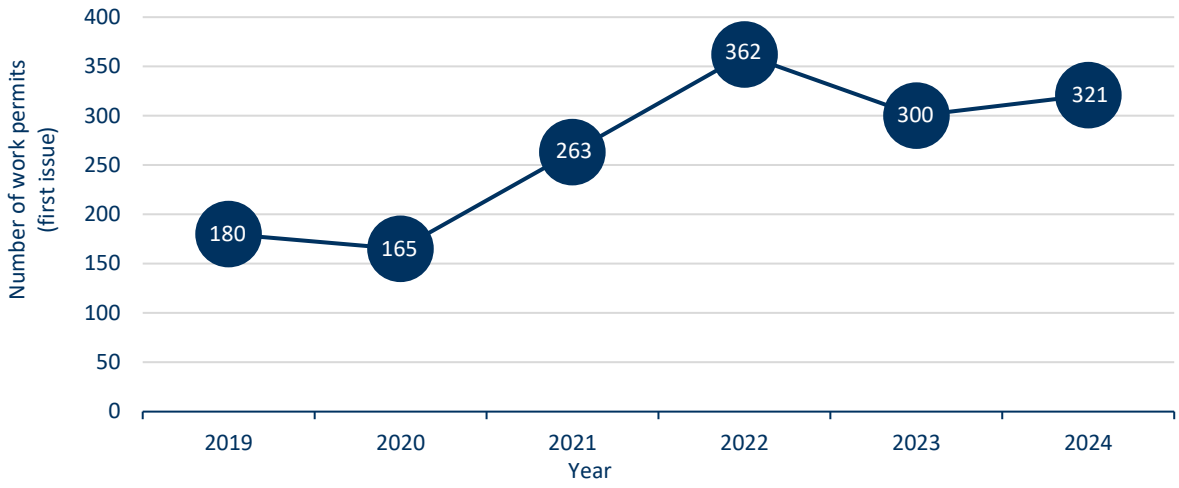
Law of 18 December 2024
The Law of 18 December 2024, which entered into force on 24 December 2024, amends the Law of 29 August 2008 on the free movement of persons and immigration (Immigration Law). It introduces a new paragraph to Article 136, clarifying the conditions under which a new residence permit or card may be issued. Specifically, a replacement can only be granted if the previous permit has been returned or officially reported as lost or stolen. In such cases, the Minister must invalidate the lost or stolen document.[136]
Additionally, the law amends the Law on the Grand Ducal Police[137] by inserting a new provision stipulating that travel documents reported as lost or stolen and subsequently invalidated by the competent authorities must be seized by the police.[138]

3.1.2 Work permits and temporary occupation permits

The total number of work permits issued to TCNs residing in another EU Member State[139] (first issuance) amounted to 321 in 2024. In contrast to the previous year, this number increased by 7% when compared to 2023 (see figure 8).[140]

[132] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 18, 3 February 2025.
[133] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 20, 3 February 2025.
[134] Ministry of Foreign and European Affairs, Bilan de l'année 2022 en matière d'asile, d'immigration et d'accueil, 22 February 2023, p. 19.
[135] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 20, 3 February 2025.
[136] Law of 18 December 2024. Article 14. Published in Memorial A549 of 20 December 2024.
[137] Law of 18 July 2018. Published in Mémorial A621 of 28 July 2018.
Law of 18 December 2024. Article 17. Published in Memorial A549 of 20 December 2024
[138] Law of 18 December 2024. Article 17. Published in Memorial A549 of 20 December 2024.
[139] Law of 29 August 2008 regulates the issuance of work permits to TCNs who reside in another Member State, Article 50.
Law of 29 August 2008. Published in Mémorial A138 of 10 September 2008.
[140] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 20, 3 February 2025.

Figure 8: 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, 2025. © University of Luxembourg, 2025

In 2024, the General Department of Immigration issued a total of 371 temporary occupation permits (AOT) including renewals, to AIPs (341 permits), beneficiaries of a suspension of removal on medical grounds (18 permits), and to beneficiaries of a postponement of removal order (12 permits). Compared to 139 permits in 2023, this is an increase of 166,9%. This increase stems from the simplification of the procedure for obtaining an AOT as introduced by the Law of 7 August 2023, which removed the obligation to carry out a job market test with ADEM when applying for an AOT, from September 2023 onwards.[141]

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

The number of residence cards issued to TCNs who are family members of EU citizens or of Luxembourg nationals increased by 7,4% in 2024. This represents a less steep growth rate than from 2022 to 2023 (+31,5%). In 2024, 144 additional residence cards amounting to a total of 2 089 cards were issued. Following a decline of 26,6% from 2022 to 2023, the number of permanent residence cards issued for family members of citizens of the EU or of Luxembourg nationals also grew in 2024 by 13, 8% and reached 1 152. Residence cards (including permanent) for family members continue to be issued more often to female than to male family members.[142]

[141] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 14, 3 February 2025.
[142] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 11, 3 February 2025.

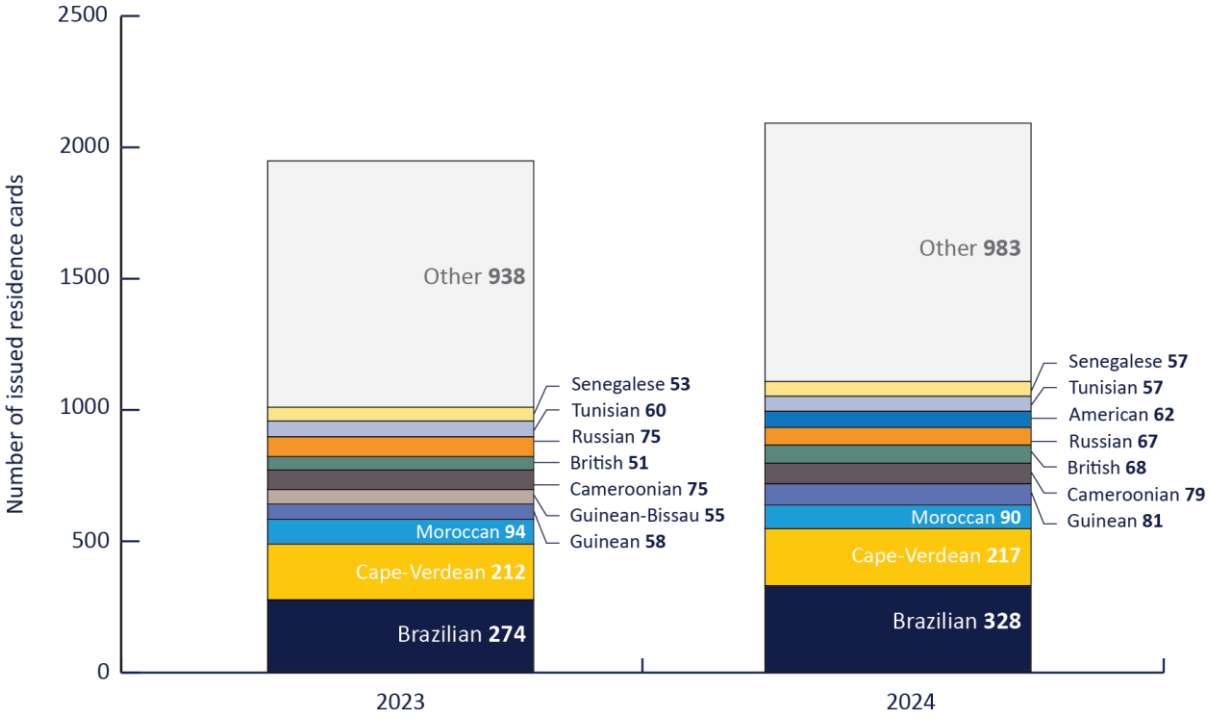
Table 4: Residence permits/cards issued to TCN family members of Luxembourgish nationals, EU-citizens, or assimilated countries (without renewals, 2020 – 2024)

Category	2020	2021	2022	2023	2024	Change 2023-2024
Residence card for a family member of an EU citizen	1 521	1 663	1 479	1 945	2 089	7,4%
Permanent residence card for a family member of an EU citizen	1 302	1 123	1 378	1 012	1 152	13,8%
Total	2 823	2 786	2 857	2 957	3 241	9,6%

Source: Ministry of Foreign and European Affairs, 2020-2023 and Ministry of Home Affairs, 2025. © University of Luxembourg, 2025.

When taking a closer look at the nationalities to whom most residence cards have been issued in 2023 and 2024, figure 9 below illustrates that the first three countries remain the same for both years. Most residence cards have been issued to Brazilian family members and their share increased by 4,8% compared to 2023. In 2024, 5 more Cape Verdeans (or 2,4%) have received a residence card than in the previous year.[143]

Figure 9: Residence cards for TCN family members of EU citizens (2023 and 2024) (first issues only) – top ten nationalities



Source: Ministry of Foreign and European Affairs, 2023 and Ministry of Home Affairs, 2025. © University of Luxembourg, 2025.

The General Department of Immigration processed a total of 16 129 registration certificates (without renewals) in 2024 compared to 17 279 in 2023, 17 759 in 2022, 17 136 in 2021, and 14 396 in 2020. The continuing decline of issued registration certificates amounted to - 6,7% (or 1 150 less) for 2024. The issuance of permanent registration certificates however

[143] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 11, 3 February 2025.

increased by 3,9% (151 additional certificates), bringing the total number of permanent registration certificates to 3 974 in 2024 (see table 5).[144]

Table 5: Documents treated/issued in relation to free movement of persons – by document type (without renewals, 2020 – 2024)

Category	2020	2021	2022	2023	2024	Change (%) 2023-2024
Registration certificates	14 396	17 136	17 759	17 279	16 129	-6,7%
Permanent residence certificates	4 100	4 043	3 923	3 823	3 974	+3,9%
Total	**18 496**	**21 179**	**21 682**	**21 102**	**20 103**	**-4,7%**

Source: Ministry of Foreign and European Affairs, 2020-2023 and Ministry of Home Affairs, 2025. © University of Luxembourg, 2025

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

The reasons for TCNs to move to Luxembourg are manifold. The following table provides a statistical snapshot of the total number of TCNs holding a valid residence permit on 31 December 2024 and their legal status and reasons for residing in Luxembourg. 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 2024, table 6 and figure 10 further highlight the significance of the following migratory categories: *for family purposes* (overall 52,1%), *for family members of EU-citizens,* as well as *for family members of TCNs*,[145] and *for economic purposes* (24,1%).[146]

[144] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 11, 3 February 2025.
[145] Taking into consideration that a residence permit is issued to each family member. This implies that one sponsor can have several family members.
[146] Information obtained from the MAINT on 19 March 2025.
Ministry of Foreign and European Affairs, Bilan de l'année 2022 en matière d'asile, d'immigration et d'accueil, 22 February 2023, p. 16.

Table 6: Total of third-country nationals holding a valid residence permit on 31 December 2024 – by category[147]

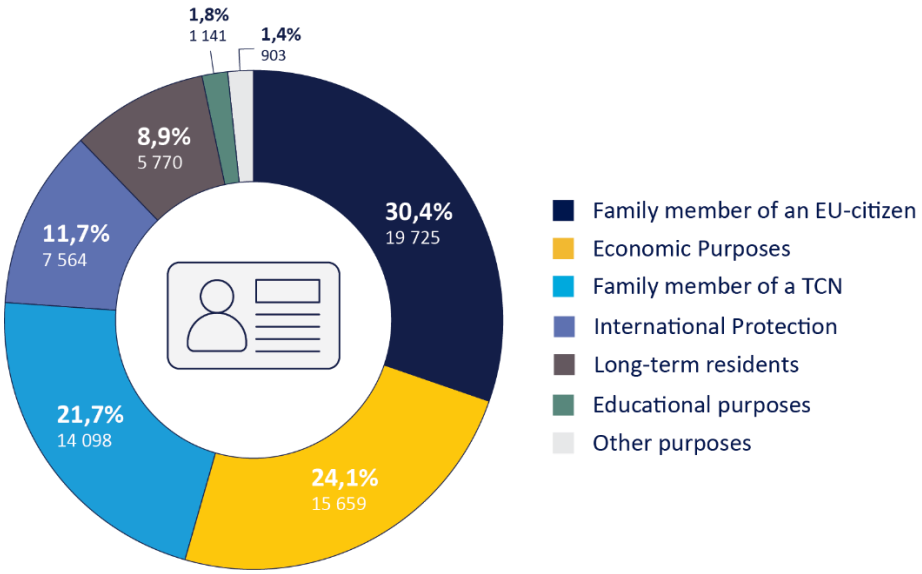
Category	Sub-categories	Total
Economic purposes		
	Salaried worker	10 761
	EU Blue Card	4 045
	Intra-corporate transfer (ICT) - professional/manager	272
	Self-employed	195
	Researcher	326
	Athlete or trainer	48
	Posted worker	5
	Other (community service provider, ICT – employee/trainee)	7
Total		15 659
Educational purposes		
	Student (including NMCD-students)	1 107
	Trainee	28
	Volunteer	6
Total		1 141
Family purposes		
	Residence card for a family member of an EU citizen	8 844
	Permanent residence card for a family member of an EU	10 881
Total		19 725
	Family member	13 018
	Private reasons – 78 (1) c (family or personal ties)	638
	Family member with work permit	158
	Private reasons – 78 (1) c (family or personal ties) with WP	56
	Family members of British nationals - beneficiaries of the withdrawal agreement	128
	Permanent residence – of family members of British nationals - beneficiaries of the withdrawal agreement	100
Total		14 098
International protection		
	International protection – subsidiary protection	1 140
	International protection – refugee status	6 424
Total		7 564
Long-term residents		5 770
Other purposes		
	Private reasons (other with and without WP)	103
	Private reasons – 78 (1) a (sufficient resources)	100
	Private reasons – 78 (3) (humanitarian grounds with and without WP)	165

[147] These figures take into account authorisations to work.
Legitimation documents for civil servants and family members are not included in the table.

Category	Sub-categories	Total
	Private reasons – 67 (4) (seeking employment or business creation)	102
	Private reasons – 78 (1) b (autonomous permit with and without WP)	58
	Private reasons – 89 (exceptional reasons with and without WP)	161
	Au pair	197
	Other	17
Total		903
Grand total		64 860

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, 2025.
© University of Luxembourg, 2025.

Figure 10: Third-country nationals holding a valid residence permit on 31 December 2024 – by purpose



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

3.2 Migration for economic purposes

3.2.1 General overview

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 in 2023, *researcher* (14,4%) and *salaried worker* (+12,2%), shrank by 1,4% and 24,4%, respectively. In 2024, the issuance of salaried worker permits decreased for the first time since 2020. In contrast to the previous year, the issuance of *EU Blue Cards* increased by 3,4% and also the category *posted worker* experienced moderate growth (0,3%). The category

which grew the most, i.e. by 34,2%, was athlete or trainer and the category *ICT – professional/manager* experienced the strongest decline (-35,4%).[148]

Table 7: Residence permits issued for economic purposes, 2020-2024 (first deliveries)

Category	2020	2021	2022	2023	2024	Change (%) 23-24
EU Blue Card	448	653	914	797	824	+3,4%
Intra-corporate transfer – employee/trainee	12	(*)	(*)	(*)	(*)	(*)
Intra-corporate transfer - professional/manager	73	153	178	181	117	-35,4%
Intra-corporate transfer – employee/trainee; posted worker, ICT-trainee, worker for community service provider	12	33	27	8	13	(*)
Researcher	73	106	125	143	141	-1,4%
Salaried worker	1 205	1 461	2 538	2 848	2 153	-24,4%
Self-employed (incl. Investors)	24	61	71	67	47	-29,9%
Athlete or trainer	37	35	61	38	51	+34,2%
Other	9	6	9	(*)	5	(*)
Total	1 889	2 508	3 923	4 084	3 346	-18,1%

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, 2025. © University of Luxembourg, 2025

The main categories of International Standard Classification of Professions (ISCO) with regard to first issuances of residence permits for salaried activities granted in 2024, remained *business administration professionals* and *information and communication technology professionals*.[149]

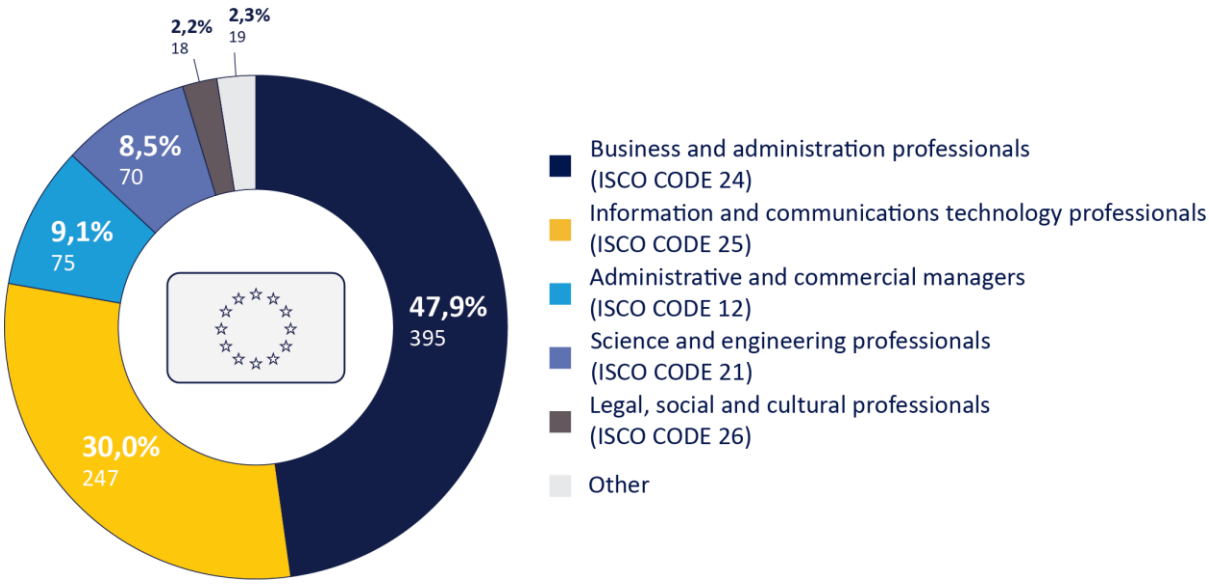
The share of the two largest categories of *Business and administration professionals* (45,7% or 983 persons) and *Information and communications technology professionals* (14,7% or 317 persons) has shrank from almost 70% in 2023 to 60,4% of the first deliveries in 2024.[150]

Most of the 323 authorisations to work (first deliveries) issued to TCNs residing in another EU Member State concern highly qualified professionals belonging to the ISCO categories *Business and administration professionals* (117 first deliveries or 36,2%) and *Information and communications technology professionals* (80 first deliveries or 24,8%).[151]

[148] Information obtained from the MAINT on 19 March 2025.
[149] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 19, 3 February 2025.
[150] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 19, 3 February 2025.
[151] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 19, 3 February 2025.

Following a drop of 12,8% between 2022 (914 issues) and 2023 (797), the number of first issues of EU Blue Cards increased slightly in 2024, increasing by 3,4% to reach 824 cards. When breaking down the overall number of issued Blue Cards, the share of the two categories of *Information and communications technology professionals* (30% or 247 persons) and *Business and administration professionals* (47,9% or 395 persons) stands out, amounting to 77,9% of the first deliveries. For a more comprehensive overview, please see figure 11.[152]

Figure 11: EU Blue Card residence permits issued in 2024 to third-country nationals (first issue only) – by main professions



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

3.2.2 Labour shortages and talent attraction

The year 2024 was marked by multiple developments dealing with the increasingly important topic of labour shortage and talent attraction. Luxembourg maintains a solid international performance in terms of attracting and retaining talent and is consistently ranked high in relevant international reports. According to the World Economic Forum, for instance, Luxembourg has the largest share of highly skilled employees worldwide.[153] In the annual rankings compiled by the International Institute for Management Development (IMD) in Lausanne, which are based on a country's investment and development in home-grown talent, actions to appeal to talent and existing pool of skills and competencies, Luxembourg has ranked third in 2024.[154] The IMD-ranking pays great attention to the correlation between economies' talent competitiveness (i.e. how well companies can both fill new jobs and develop the skills of existing employees), talent attraction and retention, as well as their quality of life, and (the absence of) discrimination. IMD-data illustrates the increasing performance of economies in the above-mentioned areas improves when they

[152] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 19, 3 February 2025.
[153] World Economic Forum, Global Human Capital Report 2017, p. 126, 13 September 2017.
[154] IMD, World Talent Ranking 2024, September 2024.

reduce their levels of exclusion and discrimination.[155] IMD's findings are reflected in Luxembourg's laws and on its labour market as Luxembourg places great importance on the fight against discrimination. What is more, the country's labour market is very multicultural, multilingual, innovative and dynamic.[156] More specifically, around 75% of the people employed in Luxembourg do not have Luxembourgish nationality (by comparison, the share of foreigners residing in Luxembourg in 2024 was 47%)[157] and altogether people from more than 170 countries work in Luxembourg.

Against this background and skill shortages, the Luxembourgish Government is tackling talent attraction and retention across all occupational skill levels. These developments in view of maintaining a diverse, multilingual, and competitive labour market (or improving it) are elaborated on in greater detail in the following sections.

3.2.2.1 Publication of the list of occupations in serious shortage

The Law of 7 August 2023[158] came into force on 1 September 2023 (please also refer to section 3.2.2 in ARM 2023 by EMN LU NCP 2023). This law comprehensively accounts for economic realities, in particular labour shortages in specific economic sectors[159] and tackles them inter alia by amending the Labour Code.[160] The changes made to the Labour Code clarify national legislation, facilitation, acceleration of the procedure for employment of TCNs.[161]

This law stipulates that 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.[162] 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.[163] 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.[164] 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.[165]

The first list was published by ADEM on 27 September 2023 and consisted of 30 occupations in short supply. When the second list was published on 4 April 2024, the number of listed

[155] IMD, World Talent Ranking 2024, p. 3, 17-19, September 2024.
[156] ADEM, Ein internationales und dynamisches Arbeitsumfeld, 21 February 2024.
[157] STATEC 2025, Statnews N°16, p.4.
[158] Law of 7 August 2023. Published in Memorial A556 of 28 August 2023.
[159] Summary Bill 8227. Introduced to Parliament on 30 May 2023, p. 15 & 16.
[160] Law of July 31. Published in Mémorial A149 of 29 August 2006.
[161] Summary Bill 8227. Introduced to Parliament on 30 May 2023.
Bill 8227. Introduced to Parliament on 30 May 2023, p. 15 & 16.
[162] Liste des métiers très en pénurie - Année de référence 2022. Published in Memorial B2983 of 1 September 2023.
Law of 7 August. Published in Memorial A556 of 28 August 2023.
[163] Liste des métiers très en pénurie - Année de référence 2022. Published in Memorial B2983 of 1 September 2023.
[164] Law of 7 August 2023. Published in Memorial A556 of 28 August 2023.
Liste des métiers très en pénurie - Année de référence 2022. Published in Memorial B2983 of 1 September 2023.
[165] Liste des métiers très en pénurie - Année de référence 2022. Published in Memorial B2983 of 1 September 2023.
Law of 7 August 2023. Published in Memorial A556 of 28 August 2023, adds Article 622-4 (5) to the Labour Code.

occupations was reduced to 24 occupations.[166] According to ADEM, the issuance of foreign labour certificates (an essential document in the hiring procedure of TCNs) increased by 20%, in comparison to the period before the entry into force of the Law of 7 August 2023. Furthermore, the share of certificates issued for occupations in short supply is at around 75%, which demonstrates the considerable impact of the new law on the hiring of TCNs. Hence these could be indications that the publishing of the list and the related simplification of the hiring procedure could be the beginning of a longer lasting positive development.[167]

3.2.2.2 Measures to attract highly qualified third-country nationals

Law of 4 June 2024: Transposition of the new EU Blue Card Directive
The Law of 4 June 2024, which came into force on 1 July 2024, transposes Directive (EU) 2021/1883 by amending the Immigration Law.
The aim of the new legal framework is to make the EU Blue Card more attractive to highly qualified TCNs wishing to work in Luxembourg (and in a Member State of the European Union) to accomplish the digital and environmental transition, which is one of the main challenges of the Luxembourg economy.[168]

The following amendments are introduced by the law:

- With regard to admission conditions, applicants must now present a valid work contract of at least six months (previously 12 months) and receive a salary equivalent to the average gross annual salary (€58 968).[169]
- To simplify administrative processes, the average gross annual salary applies to all sectors of the economy.[170]
- Highly qualified workers who obtained their Blue Card in one Member State, may now stay in another Member State for up to 90 days over a period of 180 days for business trips.[171]
- Accelerated and simplified procedure for authorisation of residence for family members.[172]
- BIPs now have the right to apply for an EU Blue Card provided they meet the required conditions.[173]
- Blue Card holders will have access to the labour market without restrictions after 12 months (instead of two years), as well as the possibility of short- and long-term mobility in other Member States.[174]

[166] List of occupations in very high demand - Reference year 2023, published in Mémorial B-1569 of 4 April 2024.
List of occupations in very high demand - Reference year 2022, published in Mémorial B-3215 of 27 September 2023. This list was abrogated by the list published in 2024.
[167] American Chamber of Commerce (AMCHAM), Interview: Laurent Peusch, ADEM, 18 September 2024.
[168] MAINT, Transposition of the new EU Blue Card Directive, Press release, 1 July 2024.
[169] MAINT, Transposition of the new EU Blue Card Directive, Press release, 1 July 2024.
[170] MAINT, Transposition of the new EU Blue Card Directive, Press release, 1 July 2024.
[171] Law of 4 June 2024. Article 3. Published in Memorial A261 of 27 June 2024.
[172] Law of 4 June 2024. Articles 6 & 7. Published in Memorial A261 of 27 June 2024.
[173] Law of 4 June 2024 amending the amended Law of 29 August 2008 on the free movement of people and immigration, Article 3, Published in Memorial A261 of 27 June 2024.
MAINT, Transposition of the new EU Blue Card Directive, Press release, 1 July 2024.
[174] Law of 4 June 2024. Article 3. Published in Memorial A261 of 27 June 2024.
MAINT, Transposition of the new EU Blue Card Directive, Press release, 1 July 2024.

- Finally, Blue Card holders may continue to reside in the country while retaining their status of highly qualified worker until the Minister has ruled on their renewal application.[175]

Stakeholders' opinions
Bill 8304 has been discussed in Parliament from 30 August 2023 until 15 May 2024 when it was approved with 58 out of 60 votes to become the Law of 4 June 2024.[176] The Council of State had issued three formal objections for incorrect transposition of the directive, objections that were lifted following parliamentary amendments.[177] In their opinions, the Chamber of Commerce and the Chamber of Skilled Trades and Crafts welcome the new Blue Card Directive as well as this bill and in particular its administrative simplifications. Both Chambers highlight the importance of the attraction of talent, i.a. by means of the new EU Blue Card, to Luxembourg. Both Chambers regret that employers cannot apply for a Blue Card and that no "approved employer" (*employeur agréé*) status is foreseen. The Chamber of Commerce is convinced that such a status would have further simplified and hence sped up processes for the obtention of an EU Blue Card and requested to set the minimum salary threshold for obtaining a Blue Card at one time the average gross annual salary.

The Chamber of Skilled Trades and Crafts would have liked Bill 8304 to take into account the needs of the skilled trades and crafts-sector as this sector has not been included in the EU Blue Card immigration procedure. The Chamber fears that the focus on mainly academic graduates in the finance and IT-sector is set at the expense of the essential craft sector. The Chamber is however glad to see that the bill has included the possibility for a holder of an EU Blue Card to exercise a subsidiary self-employed activity.[178]

Two related motions, Motion 4321 and Motion 4322, were introduced by three opposition MPs during this parliamentary debate. The motions incorporated a series of proposals put forward by the professional chambers. Both motions were rejected in Parliament.[179]

Motion 4321[180] on the simplification and digitization of procedures for the professional immigration of TCNs,[181] asked for the approval of several measures:
- enabling employers to apply for an EU Blue Card;
- granting the Blue Card on the basis of a simple firm job offer;
- introducing the status of "approved employer";
- facilitating family reunification;
- facilitation the recognition of diplomas;
- reducing the length of procedures for work permits;
- simplifying access to the labour market for AIPs and enabling them to access the labour market earlier

[175] Law of 4 June 2024. Article 3. Published in Memorial A261 of 27 June 2024.
[176] Bill 8304. Introduced to Parliament on 30 August 2023.
[177] Bill 8304, Opinions of the Council of State and Amendments adopted by the Internal Affairs Committee.
[178] Bill 8304. Opinion of the Chamber of Commerce,7 February 2024, p. 3 & 8 & Opinion of the Chamber of Skilled Trades and Crafts, p. 2, 3, 5, 16 May 2024.
[179] Motion 4321. Introduced to Parliament on 15 May 2024. Bulletin de vote.
[180] Motion 4321. Introduced to Parliament on 15 May 2024.
[181] Motion 4321. Introduced to Parliament on 15 May 2024. Bulletin de vote.

- extending the validity of their "temporary occupation permit" for the entire duration of the protection procedure and to all employers in the same sector;
- digitizing work permit procedures and set up a tracking system to provide applicants with up-to-date information on the status of their application;
- making information from the employment agency available in English;
- setting up technical assistance for residence permit application procedures, for employers and permit holders.[182]

Motion 4322 on creating new pathways for professional migration, particularly in low- and medium-wage sectors, advocated i.a. for facilitating access to the job market for TCNs with a diploma or professional skills. The motion called on the Government to commit at EU level to extending legal immigration through the concept of circular migration.[183]

Grand-Ducal Regulation of 20 June 2024: Minimum annual salary of highly qualified workers from third countries

By entering into force on 1 July 2024, the Grand-ducal Regulation of 20 June 2024[184] implemented the Law of 4 June 2024. Article 3 simplifies the administrative processes for salaries of TCNs by eliminating the two different salary thresholds for highly qualified TCNs for all sectors. The obtained single salary threshold is equivalent to the average gross annual salary (€ 58 968).

It should be noted that during the first half of 2024, two salary thresholds for highly qualified workers existed, which corresponded to 1,2 times the average gross annual salary for certain sectors and 1,5 times the gross annual salary for other sectors, respectively. These ceilings were further updated by the Ministerial Regulation of 15 March 2024.[185] This regulation set the average gross annual salary at € 58 968 and therefore the thresholds depending on the sector at € 70 762 and € 88 452,[186] respectively.[187] Thus, for jobs in professions belonging to groups 1 and 2 of the ISCO-classifications,[188] for which a particular need for third-country national workers is noted by the Government, the threshold of the minimum level of remuneration was set at €70 762.[189] With the new amendments introduced in June 2024, the salary ceiling required for the Blue Card was set equal to one time the average gross annual salary, which also corresponds to the lower limit set in Directive (EU) 2021/1883. This salary threshold will be reviewed and published annually.[190]

An additional substantial amendment involves the consideration of possible contributions from family members to household income when assessing the sufficiency of personal resources of the Blue Card holder in the Blue Card renewal or retirement procedures.[191]

[182] Motion 4321. Introduced to Parliament on 15 May 2024.
[183] Motion 4322. Introduced to Parliament on 15 May 2024.
[184] Grand-ducal regulation of 20 June 2024. Published in Mémorial A262 of 27 June 2025.
[185] Ministerial regulation of 15 March 2024. Published in Memorial A123 of 20 March 2024.
[186] Ministerial Regulation of 15 March 2024, Article 2 al. 2 and al. 3.
[187] Article 2 of the Ministerial Regulation of 15 March 2024 states that in accordance with the provisions of Article 45, paragraph (1), point 3 of the amended Law of 29 August 2008 on the free movement of persons and immigration is set at € 58 968 x 1.5 = € 88 452
[188] Centre commun de la sécurité sociale (CCSS) (Joint Social Security Centre), Codes CITP (Certificat d'Initiation Pratique), 17 February 2020.
[189] Article 2 of the Ministerial Regulation of 15 March: € 58 968 x 1.2 = € 70 762
[190] Grand-ducal regulation of 20 June 2024. Published in Mémorial A262 of 27 June 2025.
[191] Grand-ducal regulation of 20 June 2024. Published in Mémorial A262 of 27 June 2025.

Law of 20 December 2024: Changes in taxation of highly qualified impatriates
The Law of 20 December 2024[192] entered into force on 1 January 2025. This law replaces the previous tax regime for impatriates[193] by simplifying it and making it more attractive: Instead of the existing system, which is based on the exemption of actual expenses incurred by the employer and the partial exemption of any potential repatriation bonus, the new tax model provides for a flat-rate system. More specifically, the new tax regime is characterized by a tax exemption of 50% of the total gross annual compensation, with a cap set at € 400 000 and applicable for a maximum period of eight years.[194] In addition, a profit-sharing bonus system has been adapted. The ceiling for the partially tax-exempt bonus has been raised from 25% to 30% of the gross annual compensation, excluding benefits in cash and in kind.[195] Similarly, the total amount of the profit-sharing bonus the company can grant to employees has increased from 5% to 7,5% of the positive profit for the operating year.[196] The new tax regulations for impatriates are expected to tackle skill shortages[197] by increasing the international competitiveness of the Luxembourgish economy. These regulations shall create an attractive environment for attracting talent while taking into account attractive schemes implemented in other EU-countries.[198]

Stakeholders' opinions
Bill 8414 has been discussed in Parliament from 17 July 2024 until 11 December 2024 when it was approved with 58 out of 60 votes to become the Law of 20 December 2024. Several articles, including Article 2 on the tax regime for impatriates, have been voted on separately. Article 2 was approved with 46 supporting votes against two countervotes and 12 abstentions.[199] The Chamber of Civil Servants, the Chamber of Public Employees, the Chamber of Commerce, the Chamber of Skilled Trade and Crafts, and the Council of State have no objections on Bill 8418 as they consider its measures beneficial for i.a. increasing the purchasing power of households in Luxembourg and for Luxembourg's attractiveness internationally. With respect to the adaptation of the impatriate tax regime, only the Chamber of Employees, Chamber of Commerce, Chamber of Skilled Trade and Crafts did comment. More specifically, the Chamber of Employees is against extending the impatriate

[192] Law of 20 December 2024. Published in Memorial A589 of 24 December 2024.
[193] The previous tax regime for impatriates (Law of 19 December 2020 allowed employers to grant eligible foreign employees a tax-exempt specific amount up to certain limit. In addition, the costs incurred in moving highly qualified workers were borne by the employer and could be reported as operating expenses. More specifically, the costs incurred in moving highly qualified workers were borne by the employer and may be reported as operating expenses. A highly qualified foreign worker (impatriate) who was hired by or posted to a company located in Luxembourg was able to receive, under certain circumstances and for a limited period of time, a full or partial tax exemption for the expenses in kind or in cash related directly to the move to Luxembourg. The 2021-tax regime applied to highly qualified workers who began working in Luxembourg after 31 December 2020.
[193] OECD, OECD Skills Strategy Luxembourg, Assessment and recommendations, 23 February 2023, p. 156
The Government of Luxembourg, Information Portal Guichet.lu, Benefiting from the tax regime for highly skilled and qualified workers (impatriates).
LPG Fiduciary, Un régime fiscal avantageux pour attirer des salariés hautement qualifiés, 28 December 2020.
[194] Law of 20 December 2024 Article 2 (2). Published in Memorial A589 of 24 December 2024.
Ministry of Finance, "Entlaaschtungs-Pak. Zesummenhalt. Zukunft. Fir Jiddereen." – Gilles Roth présente un vaste paquet fiscal pour renforcer le pouvoir d'achat et la compétitivité, Press release, 17 July 2024.
[195] Law of 20 December 2024 Article 2 (2). Published in Memorial A589 of 24 December 2024.
[196] Law of 20 December 2024. Article 1 (1b). Published in Memorial A589 of 24 December 2024.
Ministry of Finance, "Entlaaschtungs-Pak. Zesummenhalt. Zukunft. Fir Jiddereen." – Gilles Roth présente un vaste paquet fiscal pour renforcer le pouvoir d'achat et la compétitivité, Press release, 17 July 2024.
[197] OECD, OECD Skills Strategy Luxembourg, Assessment and recommendations, 23 February 2023, p. 156.
Ministry of Finance, "Entlaaschtungs-Pak. Zesummenhalt. Zukunft. Fir Jiddereen." – Gilles Roth présente un vaste paquet fiscal pour renforcer le pouvoir d'achat et la compétitivité, Press release, 17 July 2024.
[198] Ministry of Finance, "Entlaaschtungs-Pak. Zesummenhalt. Zukunft. Fir Jiddereen." – Gilles Roth présente un vaste paquet fiscal pour renforcer le pouvoir d'achat et la compétitivité, Press release, 17 July 2024.
Bill 8414. Introduced to Parliament on d 17 July 2024.
[199] Bill 8414: Report of the Finance Commission, 29 November 2024, p. 5,6.

regime to make it more favourable for highly qualified foreign workers as they fear that it would benefit only a handful of very wealthy employees. On the other side of the spectrum stands the Chamber of Commerce's assessment, according to which the amendments of the impatriate tax regime do not go far enough. The Chamber of Skilled Trades and Crafts positions itself somewhere in between the latter two by stating that the amended tax regime should also cover skilled labour and the self-employed.[200]

High Committee for talent attraction, retention, and development
The High Committee, foreseen in the Coalition Agreement 2023-2028[201], is a consultative body whose purpose is to advise and guide the government's action about the attraction, retention and development of talent. The ministers responsible for Labour, Foreign Affairs, Higher Education, Finance, Vocational Training and Immigration as well as the Chamber of Commerce, the Chamber of Skilled Trades and Crafts, the Chamber of Employees are represented in this Committee.

On 20 June 2024, the High Committee for Talent Attraction, Retention and Development met for the first time.[202] During its first meeting, the Committee looked at the different strategic axes the Government is working on:

- Improving the availability of talent data to better understand the market and needs.
- The promotion of Luxembourg as a Talent Hub.
- Facilitating the reception of international talent to make Luxembourg more attractive.
- Facilitating the work of cross-border workers who constitute a very important labour pool.
- Improving Living Together for newcomers and retaining talent.
- Talent development opportunities to attract and retain talent who want to progress in their careers.[203]

The Minister of the Economy explained that "any person that the Luxembourg economy needs is a talent, regardless of their level of qualification."[204]

On 4 December 2024, the High Committee met for the second time and addressed the following key points:

- Challenges participants experience when trying to attract talent and proposed solutions.
- Work progress on the new online portal, which shall serve as a key resource for attracting talent and facilitating their integration in Luxembourg. The portal is planned to go live in the first half of 2025.

During the course of the meeting, three studies on talent attraction were presented: a study on (i) Product Research (comparative analysis of measures adopted by other European

[200] Bill 8414. Introduced to Parliament on 17 July 2024.
[201] Gouvernement of Luxembourg, Accord de coalition 2023-2028, 16 November 2023, p.148.
[202] The High Committee for Talent Attraction, Retention and Development operates under the chairmanship of the Minister of the Economy, SMEs, Energy and Tourism.
[203] Ministry of Economy, Première réunion du Haut comité pour l'attraction, la rétention et le développement de talents, Press release, 20 June 2024.
[204] Ministry of Economy, Première réunion du Haut comité pour l'attraction, la rétention et le développement de talents, Press release, 20 June 2024.

countries), on (ii) Perception Research (how Luxembourg is perceived by talents in France, Portugal, China, and India), and on (iii) Promotional Strategy (proposing strategies to optimize the promotion of Luxembourg to international talent).[205]

The meeting also set the milestones for 2025: the finalization and launch of the dedicated portal and the development of an Employers Toolkit to support companies, particularly SMEs, in their efforts to recruit international talents.
A third meeting of the High Committee is planned for spring 2025.[206]

3.2.2.3 Health sector

Given its essential nature, the health sector represents an area where labour shortages can have direct and significant effects on the population. The shortage of workers in the health sector is a regularly raised issue[207] as Luxembourg, e.g., recorded a below-EU average density of physicians in 2017 (the latest year for which data are available). Hence, Luxembourg relies heavily on a foreign-trained and cross-border health workforce: in the health and social sectors, 41.9% of workers are cross-border employees.[208] According to ADEM's 2024-list of professions short in supply, the listed professions are mainly found in the following sectors: finance, IT, engineering, health and personal care, social work, and business support services (human resources, accounting, auditing, and legal advice).[209]

One of the issues contributing to this problem is the recognition of professional diplomas and the right to practice in the medical field in Luxembourg. In the absence of a (medical training) programme in Luxembourg, holders of medical degrees or diplomas from third countries who want to work in their professions in Luxembourg, need to first obtain recognition of their diploma in another EU Member State and the right to practise in that Member State.[210] In turn this makes it difficult for ADEM to match the applications of foreign health professionals with open positions.[211]

On 18 December 2024, 641 available resident jobseekers registered with ADEM were looking for a job in the health, care and social sectors. While in this group, 18% of registered applicants are TCNs, the number of qualifications obtained in third countries is not known but assumed to be even higher.[212]

3.2.2.4 Seasonal workers

The improvement of the situation of seasonal workers was the subject of two developments in 2024.

[205] MECO, Deuxième réunion du Haut comité pour l'attraction, la rétention et le développement de talents, Press release, 4 December 2024.
[206] MECO, Deuxième réunion du Haut comité pour l'attraction, la rétention et le développement de talents, Press release, 4 December 2024.
[207] Gouvernement of Luxembourg, Accord de coalition 2023-2028, 16 November 2023, p.91.
[208] European Observatory on Health Systems and Policies, Health Systems in Transition, Vol. 26 No. 4 2024, pp. IX – XXIV, 17 December 2024.
[209] ADEM, La liste 2024 des métiers très en pénurie est publiée, Press release, 5 April 2024.
[210] Reply to Parliamentary Question 6525, Reconnaissance des diplômes de pays tiers des professionnels de santé, 29 August 2022.
[211] Reply to Parliamentary Question 1661, Offres d'emploi dans le domaine de la santé, 14 January 2025.
[212] Reply to Parliamentary Question 1661, Offres d'emploi dans le domaine de la santé, 14 January 2025.

Law of 27 August 2024
On 8 September 2024, the Law of 27 August 2024 amending the Immigration Law entered into force. This law follows an infringement procedure initiated by the European Commission against the Grand Duchy of Luxembourg and it brings Luxembourgish legislation in line with Directive 2014/36/EU on the conditions of entry and residence of TCNs for the purpose of seasonal employment.[213]

On the one hand, this law introduces the obligation to inform seasonal workers of their rights and obligations in accordance with the directive, including the appeal procedures available in case an employer does not comply with their obligations.[214] On the other hand, it provides for a reasonable period of 30 days following the submission of the application for a residence permit as a seasonal worker, during which the authorities must inform the applicant of the additional documents or information to be provided if their file is incomplete.[215]

Bill 8391 has been discussed in Parliament from 5 June 2024 until 11 July 2024 when it was unanimously approved to become the Law of 27 August 2024.[216] Only the Council of State proposed revisions and had no comments on the substance of the text.[217]

Simplification of administrative procedures for hiring seasonal workers
As part of the Coalition Agreement 2023-2028,[218] the Government committed to simplifying administrative procedures for hiring seasonal and casual workers (*travailleurs occasionnels*), particularly in the areas of specialty crops and viticulture. To this end, the Minister of Agriculture, Food and Viticulture invited representatives of viticulture, horticulture, and agriculture sectors to a first *Wäibaudësch* (viticulture table) on 11 July 2024. This meeting was also attended by the Minister of Health and Social Security and the Minister of Labour. Foreseen measures shall optimize the connection between job candidates and agricultural, wine, and horticultural businesses, for example it shall be made possible to hire AIPs and a helpline will be made available for employers to inquire about the status of people from third countries.[219] A corresponding bill will be developed within the framework of the transposition of the Pact. The Governmental programme foresees to lower the period in which an AIP does not have the right to work from six to four months. In general, the Government will seek ways to improve the employability of AIP's.[220]

The ADEM organised a viticulture-themed Jobday, which took place on 18 July 2024 in the south-east of Luxembourg (where Luxembourg's wine is cultivated) and for which information leaflets were distributed in structures of the National Reception Office (Office national de l'accueil, ONA).[221]

[213] Law of 27 August 2024. Published in Memorial A391 of 4 September 2024.
[214] Article 11(2) of Directive 2014/36/EU. This provision was transposed into Article 49quater(2a) of the Immigration Law.
[215] Article 18(3) of Directive 2014/36/EU. This provision was transposed into the new Article 50bis(2) of the Immigration Law.
[216] Bill 8391. Introduced to Parliament on 5 June 2024.
[217] Bill 8391. Introduced to Parliament on 11 July 2024 and Opinion of the Council of State, 25 June 2024.
[218] Gouvernement of Luxembourg, Accord de coalition 2023-2028, 16 November 2023, p.137.
[219] Ministry of Agriculture, Food and Viticulture, Ministry of Health and Social Security, Ministry of Labour, Simplification des procédures administratives pour l'embauche de travailleurs saisonniers: les conclusions du "Wäibaudësch", Press release, 11 July 2024.
[220] Information obtained from the General Department of Immigration on 3 February 2025.
[221] ADEM, Enorme affluence pour le Jobday ADEM-Institut viti-vinicole pour le recrutement de saisonniers pour les vendanges 2024, Press release, 18 July 2024.

In this context, the Viti-Vinicole Institute, the Inspectorate of Labour and Mines (*Inspection du Travail et Mines*, ITM), the Joint Social Security Centre, the tax authorities, the Multisectoral Occupational Health Service, and the ADEM have jointly produced a guide for winegrowers. This guide, "Leitfaden zur Beschäftigung saisonaler Arbeitskräfte im Weinbau, Obstbau, Gartenbau und Landwirtschaft" (Guide to the employment of seasonal workers in viticulture, fruit growing, horticulture and agriculture), includes essential information on labour law.[222]

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

Inclusion of a representative of the Ministry responsible for foreign trade in the Consultative Commission for Self-employed Workers (CCTI)

The Grand Ducal Regulation of 28 February 2024[223] amends the composition of the Consultative Commission for Self-Employed Workers by including a representative of the Ministry responsible for foreign trade. This amendment follows the institutional change of the foreign trade portfolio from the Ministry of the Economy (MECO) to the Ministry of Foreign and European Affairs (MAEE), which otherwise would have deprived the commission of the expertise of a representative of the Ministry in charge of foreign trade.[224]

3.4 Migration for educational purposes

3.4.1 General overview

Table 8 shows a continuous increase in student permits (incl. NMCD). When compared to 2023, the number of issued permits for students increased by 43 or 8,6% in 2024. In contrast to the previous years, the number of first-time residence permits issued for trainees fell slightly from 92 permits in 2023 to 88 permits in 2024. The number of residence permits granted to volunteers remains very low.

Table 8: Residence permits issued for educational purposes, 2020-2024 (first deliveries)

Category	2020	2021	2022	2023	2024	Change (%) 2023-2024
Student (incl. NMCD)	224	358	396	501	544	+8,6%
Trainee	29	35	64	92	88	-4,3%
Volunteer	(*)	7	9	(*)	7	-
Total	253	400	499	593	639	+7,87%

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 2025. © University of Luxembourg, 2025.

3.5 Au pairs

The number of residence permits granted to au pairs has been growing steadily since 2020. From 2023 to 2024 their number increased by 11,4%. In 2024, 146 host families were

[222] Ministry of Agriculture, Food and Viticulture, Leitfaden zur Beschäftigung saisonaler Arbeitskräfte im Weinbau, Obstbau, Gartenbau und Landwirtschaft, 11 September 2024.
[223] Grand-Ducal Regulation of 28 February. Published in Mémorial A93 of 12 March 2024.
[224] Grand-Ducal Regulation of 28 February. Article 2. Published in Mémorial A93 of 12 March 2024.

accredited and 355 young people received approval as au pairs. Compared to the previous year, this represents an increase of 28,1% and 18,7%, respectively and it also marks the continuation of an upwards trend as table 9 below depicts.[225]

Table 9: Accreditation of host families and approvals of au pairs, 2022-2024

Category	2022	2023	2024	Change 2023-2024
Accredited host families	106	114	146	28.1%
Approved au pairs	258	299	355	18.7%

Source: Ministry of Education, Children and Youth, 2025. © University of Luxembourg, 2025

The au pairs, who are on average 24 years old, come from all over the world and the majority stay in Luxembourg for 12 months. The main countries of origin are depicted in table 10.[226]

Table 10: Main countries of origin of au pairs in 2024

Country of origin	Number of au pairs
Cameroon	89
Philippines	89
Madagascar	47
Brazil	20
Nepal	17

Source: Ministry of Education, Children and Youth, 2025. © University of Luxembourg, 2025

Since the launch of the au pair programme in 2013, the number of requests for approval has risen steadily. This increase has however been accompanied by a proportional rise in the number of situations, in which the relations of young people with their host families require the mediation-support offered by the National Youth Service (*Service national de la jeunesse*, SNJ). If necessary, the SNJ will also start procedures to initiate the termination of the au pair hosting agreement. In 2024, 38 au pair contracts were terminated early.[227]

Controls by the SNJ

The checks on au pairs' pocket money payments introduced in 2022 were maintained and rigorously implemented in 2024. The two-stage survey of au pairs was also continued in 2024, offering young people a space to share their experiences.

Since the start of the 2024 school year, checks have been stepped up, in particular by including home visits. Since July 2024, the SNJ has carried out 22 household visits to accredited au pair host families and to families applying to host an au pair. To this end, the SNJ continues to work closely with the Criminal Investigation Department (*Service de police judiciaire*, SPJ), the ITM, the Monitoring Committee to Combat Trafficking in Human Beings and the Immigration Department. A productive exchange also took place with the Ombudsman for Children and Youth (OKAJU).

[225] MENEJ, Rapport d'activité 2024, p. 85, 27 March 2025.
[226] MENEJ, Rapport d'activité 2024, p. 85, 27 March 2025.
[227] MENEJ, Rapport d'activité 2024, p. 85, 27 March 2025.

To better inform au pairs of their rights and duties, they must attend an information session in the month following their arrival. In 2024, 13 sessions were organised, which were attended by 269 au pairs.[228]

3.6 Migration for family reasons

General overview
The total number of first-time residence permits for family reasons issued in 2024 increased by 12,3% from 6 172 to 6 932, which is significantly higher in comparison to the increase of 3.0% from 2022 to 2023. Together, the 3 241 residence cards, which were delivered to third-country national family members of EU-citizens and assimilated countries in 2024, account for 46,8% of all first residence permits issued for family reasons.

Of the 3 691 residence permits for family reunification of TCNs issued in 2024, 3 474 were issued in the 'family member' category, while 217 were issued in the category 'private reasons' – 78 (1) c (family or personal relationships). Overall, this represents an increase of 14,8% when compared to 2023.[229]

Table 11: Residence permits/cards for family reasons, 2020-2024 (first deliveries with a validity of more than three months)

Category	2020	2021	2022	2023	2024	Change 2023/2024
Residence card for a family member of an EU citizen	1 521	1 663	1 479	1 945	2 089	+7.4%
Permanent residence card for a family member of an EU citizen	1 302	1 123	1 378	1 012	1 152	+13.8%
Family member of a third-country national	1 486	2 145	2 958	3 067	3 474	+13.3%
Private reasons – 78 (1) c (family or personal relationships, with and without work permit)	101	160	178	148	217	+46.6%
Total	**4 410**	**5 091**	**5 993**	**6 172**	**6 932**	**+12.3%**

Source: Ministry of Foreign and European Affairs, 2020-2023 and Ministry of Home Affairs, 2025. © University of Luxembourg, 2025

3.7 Information on visas and travel documents issued in 2024

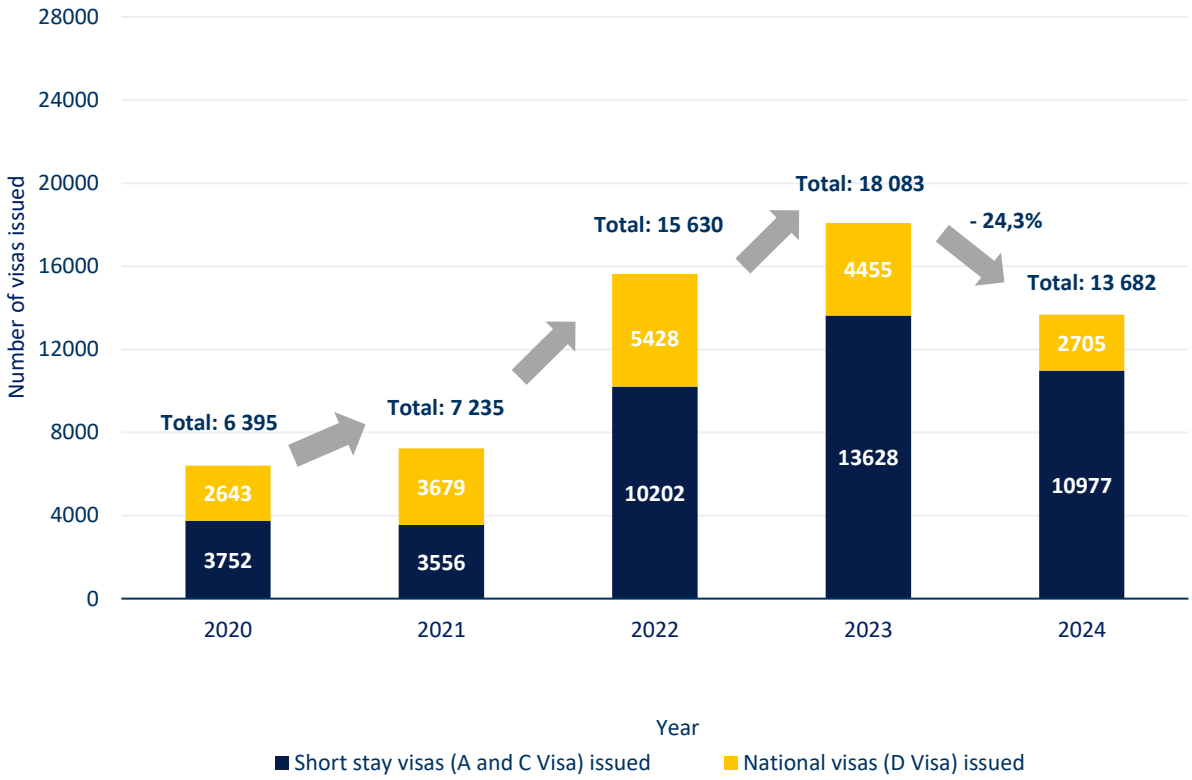
3.7.1 Visas

Of the 13 682 visas issued by the authorities in 2024, 10 977 (80,2 %) were short stay Schengen Visas (stay of up to 90 days) and 2 705 (19,8 %) were national visas (D). The total number of visas issued has gone down by 24,3% in 2024. Compared to 2023, 2 651 (or

[228] MENEJ, Rapport d'activité 2024, p. 85, 27 March 2025.
[229] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 11, 3 February 2025.

- 19,5%) less short-stay have been granted in 2024, while the number of granted long-stay visas further decreased by 39,3 % (from 4 455 to 2 705).[230]

Figure 12: Number of visas issued in Luxembourg 2020-2024



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

As in 2023, the Passport, Visa and Legalisation Office (BPVL) reported on the phenomenon of "visa shopping". “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.[231] For 2024, the BPVL recorded an increase in appeals from applicants who have been refused a short-stay visa, which they link to this very phenomenon.[232]

Visa facilitations for holders of Kosovar biometric passports

The implementation of Regulation (EU) 2023/850 allows holders of a Kosovar biometric passport to travel to the EU without a visa, for a maximum of 90 days in any 180-day period from 1 January 2024 onwards. EU citizens will also be able to travel to Kosovo without a

[230] Information obtained from the BVPL on 7 February 2025.
Ministry of Foreign and European Affairs, Rapport d’activité 2022, 28 February 2023, p. 25.
EMN, Annual Report on Migration and Asylum 2021, Statistical Annex, June 2022.
EMN, Annual Report on Migration and Asylum 2020, Statistical Annex, June 2021.
EMN, Annual Report on Migration and Asylum 2019, Statistical Annex, December 2020.
[231] Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade, Rapport d'activité 2023, 29 March 2024, p. 22.
[232] Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade, Rapport d'activités 2024, p. 26, 4 March 2025.

visa.[233] This new development will strengthen EU relations with Kosovo by granting a visa-free travel regime, as Kosovo has consistently met all the benchmarks set out in the Visa Liberalization Roadmap since 2018. The exemption from the visa requirement ensures that the whole Western Balkan region falls under the same visa regime.[234]

3.7.2 Travel *documents*

In 2024, the General Department of Immigration approved 349 travel documents for migrants (first deliveries and renewals).[235]
The BPVL has produced 2 056 travel documents for refugees, stateless persons, and foreigners (this includes first deliveries, renewals and replacements) in 2024. This number has slightly fallen by 4,6% from 2 156 travel documents in 2023.[236]

3.8 Additional developments

Law of 5 June 2024

On 6 July 2024, the Law of 5 June 2024[237] which approves the Framework Agreement on Comprehensive partnership and Cooperation between the European Union and Thailand entered into force. This law ratifies the Framework Agreement at the national level.[238]
The Framework Agreement[239] enhances the political dialogue on issues of global concern between the European Union and the Kingdom of Thailand.[240] It covers several areas of migration-related issues. More specifically, this agreement intends to establish cooperation on admission rules, the rights and status of persons admitted, fair treatment of legally residing non-nationals, education and training, and measures to combat racism and xenophobia.[241]

[233] Information obtained from the BPVL on 14 January 2025.
[234] Information obtained from the BPVL on 14 January 2025.
[235] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 22, 3 February 2025.
[236] Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade, Rapport d'activités 2024, p. 19, 4 March 2025.
[237] Law of 5 June 2024. Published in Memorial A272 of 2 July 2024.
[238] Bill 8285. Introduced to Parliament on 28 July 2023.
[239] The European Union and its Member States and the Kingdom of Thailand, Framework Agreement on Comprehensive Partnership and Cooperation between the European Union and its Member States, of the one part, and the Kingdom of Thailand, of the other part, 23 December 2022.
[240] Bill 8285. Introduced to Parliament on 28 July 2023.
[241] Bill 8285. Article 25c. Introduced to Parliament on 28 July 2023.

4. INTERNATIONAL PROTECTION

AT A GLANCE

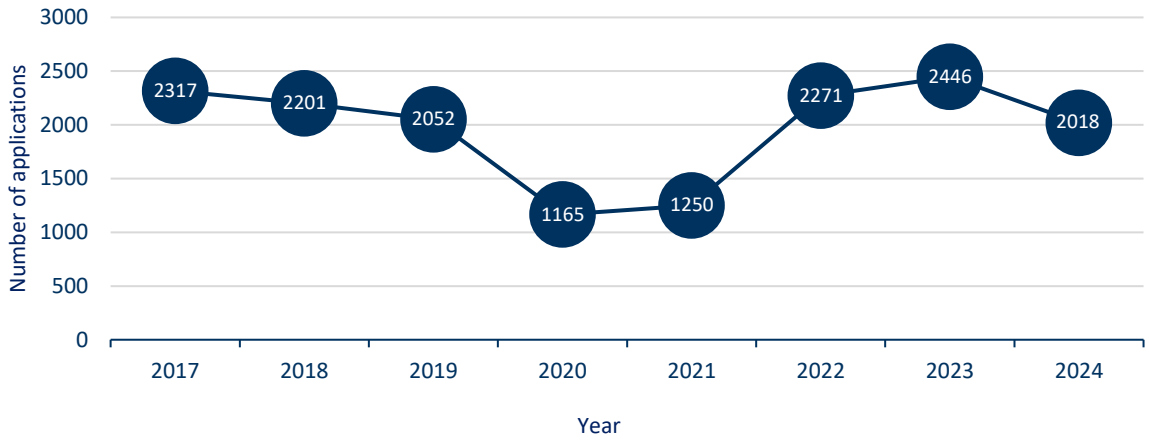
- **Temporary suspension** of the processing of applications for international protection of Syrian nationals
- **Reception and accommodation of AIPs: ongoing challenges and solutions**

4.1 Statistical developments in international protection

4.1.1 Applications for international protection

In 2024, the number of applications for international protection in Luxembourg amounted to 2 018, which represents a decrease of 17,5% compared to 2023 (2 446 applications) as illustrated by figure 13.[242]

Figure 13: Evolution of number of applications for international protection (2017-2024)

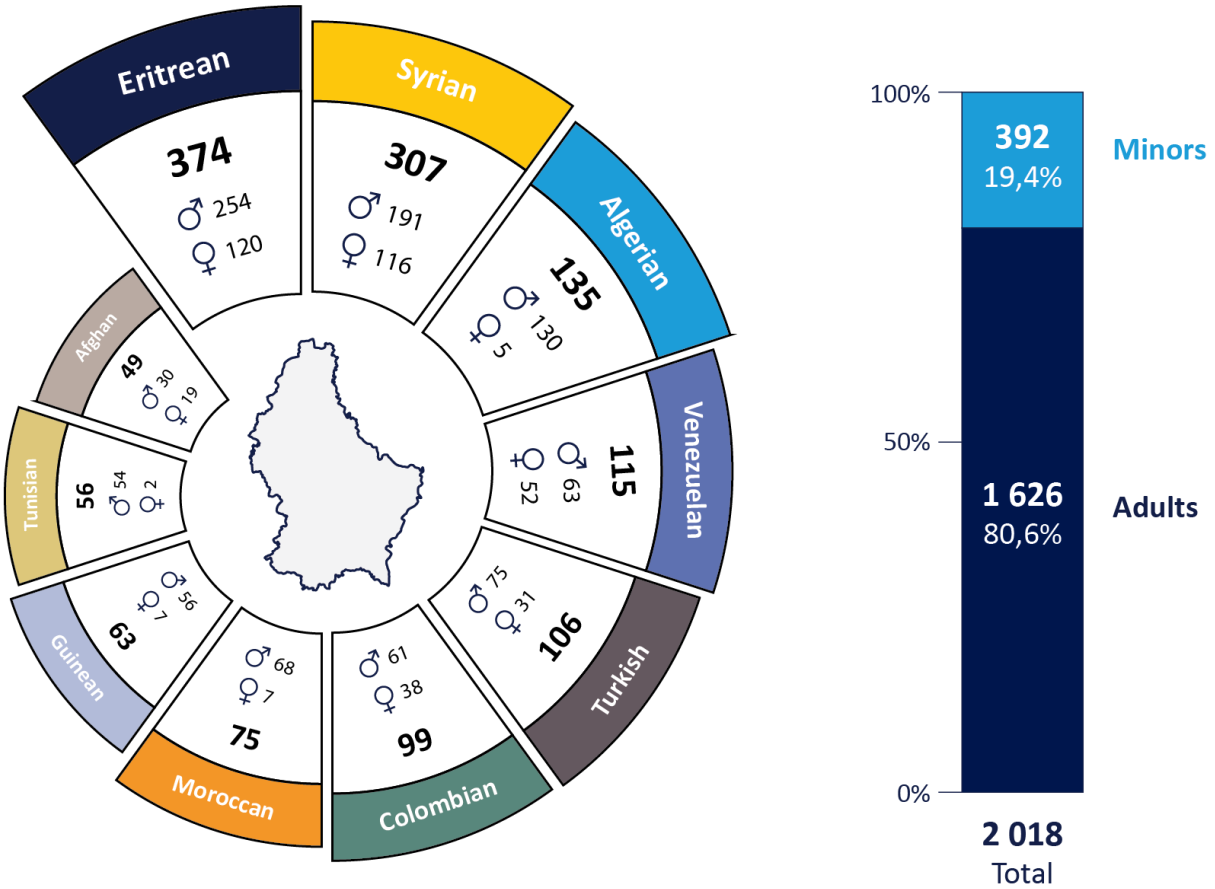


Source: Ministry of Foreign and European Affairs, 2018-2024 and Ministry of Home Affairs, 2025. © University of Luxembourg, 2025

In 2024, the majority of AIPs were male adults (see figure 14 below).

[242] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 3, 3 February 2025.

Figure 14: Demographic profiles of applicants for international protection in 2024



Other nationalities - 639 (Male: 462 / Female: 177)

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

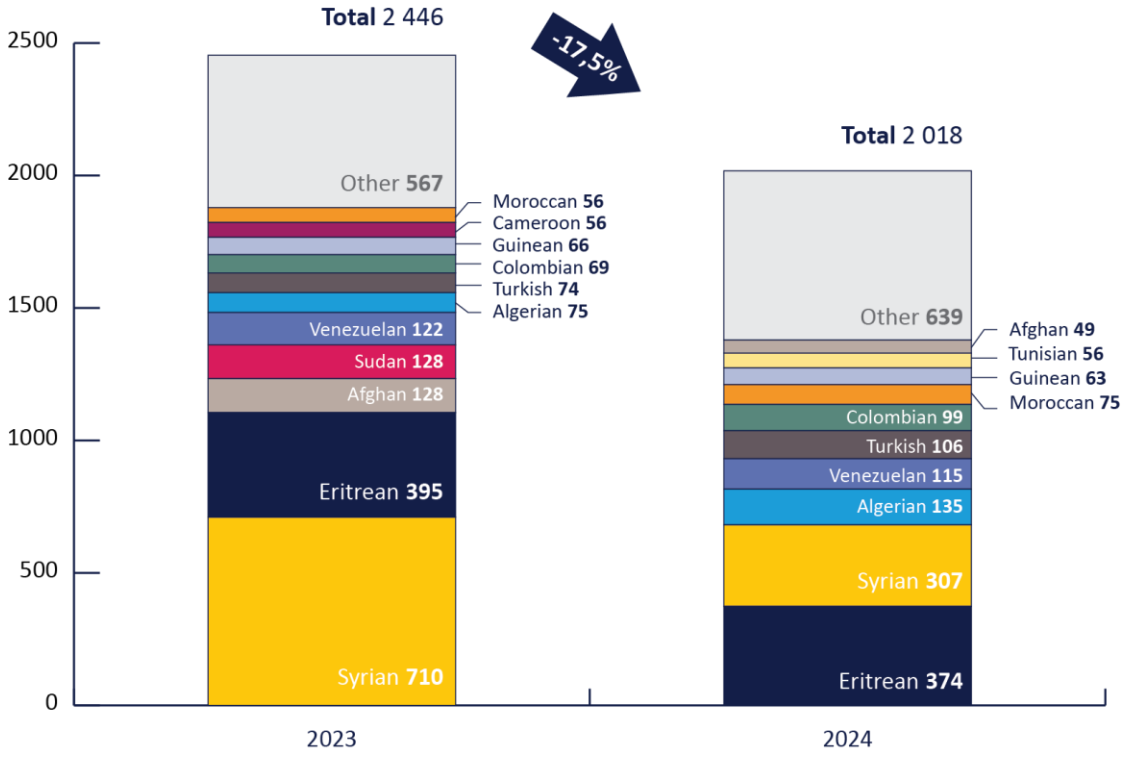
Figure 15 depicts that the largest group of AIPs in 2024 were Eritreans. This is the first time since 2020 that applicants from Syria do not represent the largest group. While Eritreans are the largest group of applicants, their share has slightly decreased by 5,3% compared to the previous year.

The number of Syrian AIPs has steadily increased from 306 in 2020 over 392 applicants in 2021 to 1 008 applicants in 2022 before it started to decrease to 710 in 2023 and to reach almost exact 2020-levels in 2024 (307).[243]

The number of applications by Algerian nationals rose by 80% and they now occupy third place before applicants from Venezuela whose share declined by 5,7%. Applications submitted by Turks and Colombians both increased by 43% and they are found on fifth and sixth place, respectively. Compared to 2023, the share of Afghans decreased by 61,7% so they fell from third to tenth place. Since 2021, none of the West Balkan countries appeared in the top ten nationalities of AIPs, different from the three countries of the Maghreb.[244] While they ranked 4th in 2023, Sudanese AIPs no longer appear in the top ten.

[243] LU EMN NCP, Annual Reports on Migration and Asylum 2020 – 2023.
[244] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 4, 3 February 2025.

Figure 15: Top 10 nationalities of applicants for international protection in 2023 and 2024

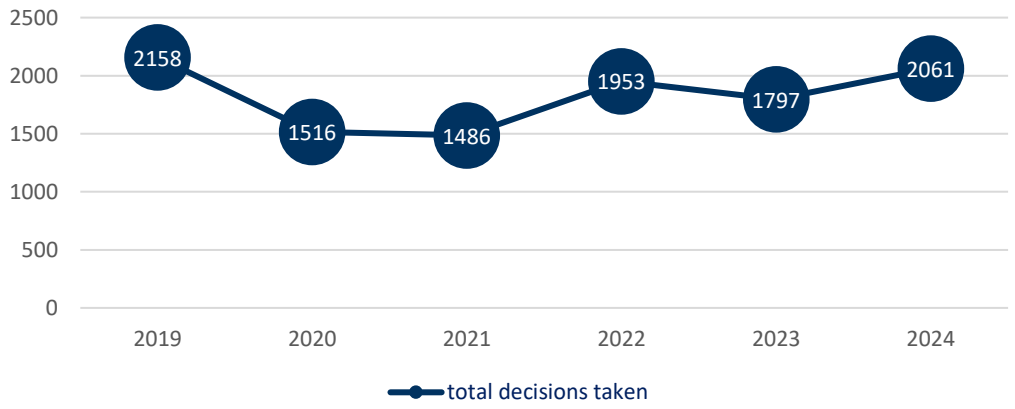


Source: Ministry of Ministry of Home Affairs, 2024 & 2025. © University of Luxembourg, 2025[245]

4.1.2 Decisions on international protection applications

In 2024, the General Department of Immigration took 2 061 decisions on international protection against 1 797 decisions in 2023 – an increase of 14,7% or 264 decisions. For an illustration of the evolution of the decisions taken, please consult figure 16 below.[246]

Figure 16: Evolution of decisions on international protection applications (2019-2024)



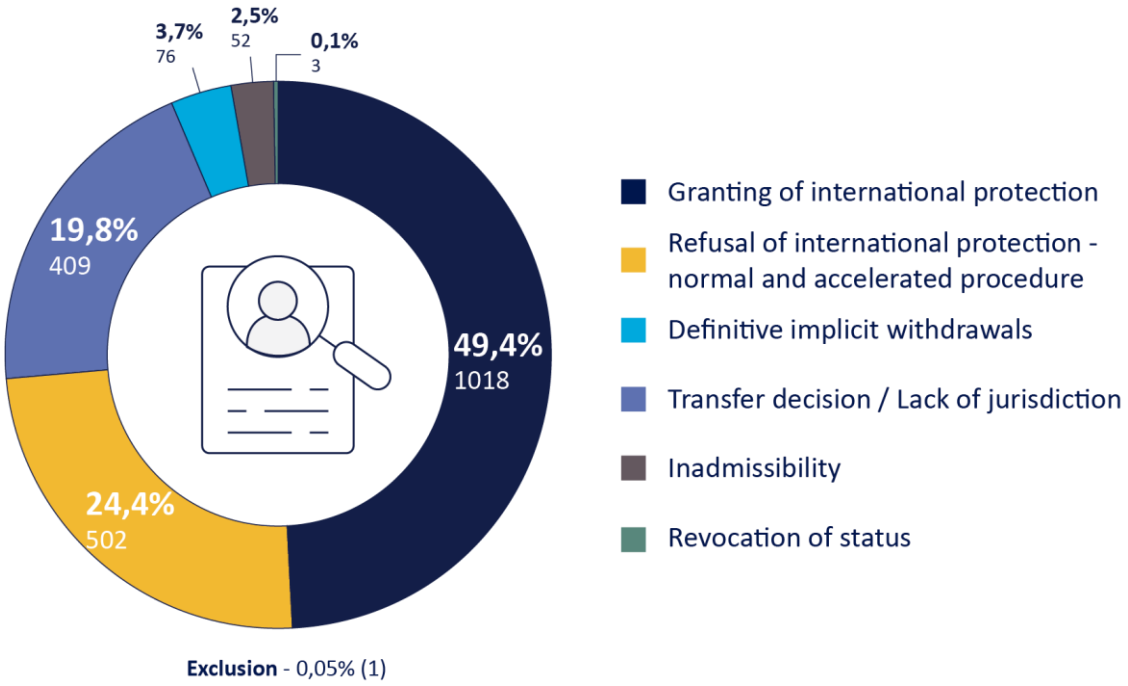
Source: Ministry of Foreign and European Affairs, 2020-2023 and Ministry of Home Affairs, 2025. © University of Luxembourg, 2025

[245] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 3, February 2025.
Please note that the information on the number of applications for international protection for the year 2023 (2 054), which was taken out of the 2023-activity report of the Ministry, differs from the 2023-number, which is given in the 2024-report of the Ministry (2 46).
[246] This number takes into account all decisions taken with regards to international protection, including granting decisions, refusals, Dublin III transfer decisions, withdrawal of applications and revocations.

When juxtaposing the years 2023 and 2024, the following numbers and developments stand out:[247]

- Following a decrease by 15% from 2022 to 2023, the granting of international protection[248] increased by 6,5% (from 956 to 1 018);
- Refusals of international protection[249] continued to increase and rose by 24,9% (from 402 to 502);
- In contrast to 2023, inadmissible applications (because they were submitted by an EU-citizen or on grounds of either the first country concept[250] or the safe third country concept[251] or because of a subsequent application) decreased, which translates into a decline of decisions by 34,2% (- 52);
- An opposite development can be observed for implicit withdrawals, which sharply increased by 261,9% (from 21 to 76);
- The share of incompetence decisions kept on increasing and grew by 24,7% (from 328 to 409);
- The number of revocation decisions taken in 2024 decreased from eleven to three.

Figure 17: Decisions on applications for international protection in 2024 – by category



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

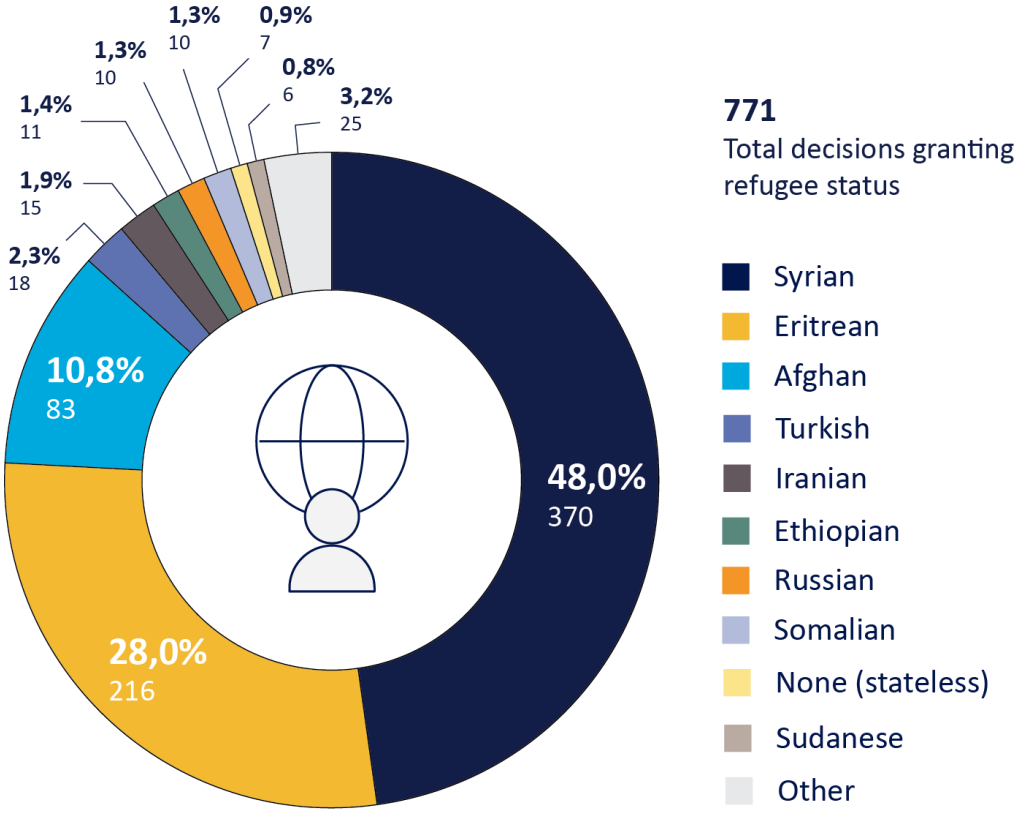
In 2024, 1 018 people were granted international protection in Luxembourg (refugee status and subsidiary protection). More specifically, 771 people were granted refugee status, compared with 683 people in 2023, representing an increase of 12,9 %. At the same time,

[247] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 4, 3 February 2025.
[248] Including refugee status and subsidiary protection.
[249] Including the normal and the accelerated procedure.
[250] A country where asylum seekers (could) have applied for international protection
[251] A safe third country with which the asylum seeker have a genuine connection and where they should have applied for international protection.

247 people received the status of subsidiary protection versus 273 people in 2023, which represents a decrease of 9,5%.[252]

The protection statuses granted can be further broken down according to the main nationalities of the beneficiaries (figure 18). During 2024, 370 Syrians were granted refugee status, which translates into an increase of 81,4% compared to 2023. They are followed by Eritrean nationals for whom a decrease of 24,5% is noted. Together, these two countries represent 76% (586) of the refugee statuses granted. While the three main nationalities remained the same as in 2023, the order changed as the number of refugee statuses granted to Syrians overtook the number of statuses granted to Eritreans. In 2024, refugee status was also granted to seven stateless people (0,9%).[253]
Further, 247 subsidiary protection statuses were granted in 2024, mainly to Syrians (205 or 83%), but also to Ukrainians, stateless people and Turks.[254] In line with the decreased number of Syrians who were granted subsidiary protection (-21,8%), the total number of subsidiary protection statuses granted sunk (-9,5%) in 2023 compared to 2024.
In total, 502 refusals were issued in 2024, of which 357 (71,1%) were concluded under the standard procedure and 145 (28,9%) in the context of an accelerated procedure. The percentage of refusals under the standard and under the accelerated procedure increased by 24,8 % and 25 %, respectively.[255]

Figure 18: Decisions to grant refugee status in 2024, by main nationalities



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

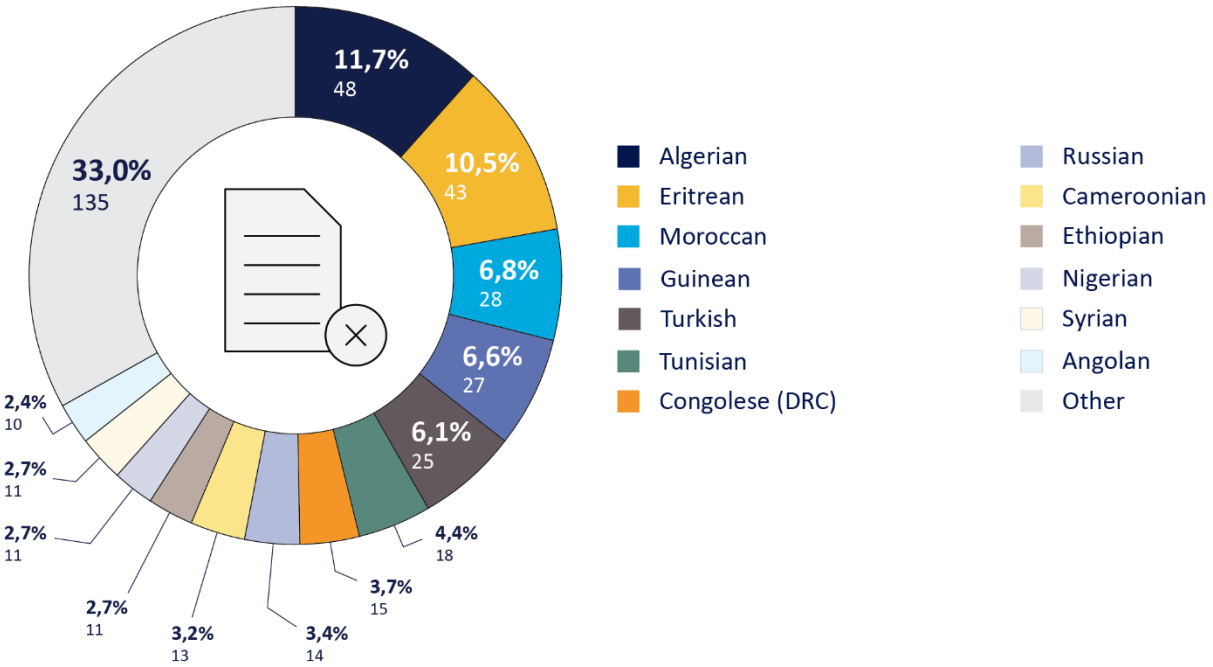
[252] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 3 & 4, 3 February 2025.
[253] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 5, 3 February 2025.
[254] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 5, 3 February 2025.
[255] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 5, 3 February 2025.

4.1.3 Dublin III procedure

The amount of incompetence decisions continued its increase also in 2024 (409 decisions) compared to 2023 (328 decisions; +24,7%), 2022 (276 decisions), and 2021 (225 decisions) and almost doubled since 2021.[256]

While in 2023, 150 people (100 AIPs and 50 persons in an irregular situation) were transferred to other countries in the context of the Dublin III Regulation, this number significantly increased by 60% to 240 persons in 2024 (200 AIPs and 40 persons in an irregular situation). Overall, these numbers still remain lower than in pre-pandemic 2019 (330 people). 42 people were transferred to Luxembourg from other Member States against 54 in 2023, which represents a decrease of 22,2%.[257]

Figure 19: Transfer/incompetence decisions under the Dublin Regulation – by nationality



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

4.1.4 Temporary occupation permits

In 2024, 341 temporary occupation permits (*Autorisations d'Occupation Temporaire*, AOTs) have been issued (including renewals) to AIPs. Compared to the year 2023 when 125 AOTs were issued, this represents a strong increase of 172,8%.[258]

[256] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 7, 3 February 2025.
MAINT, Rapport d'activités 2023 du ministère des Affaires intérieures, 29 February 2024, p. 69.
Ministry of Foreign and European Affairs, Bilan de l'année 2022 en matière d'asile, d'immigration et d'accueil, 22 February 2023, p. 9.
[257] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 7, 3 February 2025.
MAINT, Rapport d'activités 2023 du ministère des Affaires intérieures, 29 February 2024, p. 71-73.
Ministry of Foreign and European Affairs, Bilan de l'année 2022 en matière d'asile, d'immigration et d'accueil, 22 February 2023, p. 9.
Ministry of Foreign and European Affairs, Bilan de l'année 2019 en matière d'asile, d'immigration et d'accueil, 22 February 2023, p. 13.
[258] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 14, 3 February 2025.

4.2 Legislative and political developments in international protection

4.2.1 Processing of applications for international protection of Syrian nationals temporarily suspended

On 10 December 2024, the Ministry of Home Affairs informed in a press release that, following the events in Syria, which occurred in late 2024 and the fall of the Bashar al-Assad regime, the Ministry is temporarily suspending the examination of applications for international protection of Syrian nationals.[259] On 31 December 2024, this suspension decision affected 864 Syrian nationals, of whom 400 were minors.[260]

The Minister underlined that he does not foresee any expulsions of integrated Syrian BIPs in Luxembourg.[261] It was made clear that during the suspension of these applications, applicants will continue to benefit from accommodation in the shelters and that there will be no deterioration in their material or administrative conditions and that applications for international protection can still be submitted. Further, this suspension measure does not affect the Dublin procedure.[262]
This temporary suspension shall provide the opportunity to conduct a thorough analysis of the new geopolitical situation in Syria in consultation with the other Member States and to work towards a harmonised approach.[263]

If family reunification for family members of BIPs originating from Syria is granted, the family members concerned shall be entitled to a residence permit. However, if an application for international protection is submitted by family members who have come within the framework of family reunification linked to a family member (sponsor) whose procedure is currently pending, the examinations of these applications are also suspended.[264]

4.2.2 Public debate

The Luxembourg Refugee Council (*Lëtzebuerger Flüchtlingsrot*, LFR) recommends that the temporarily suspension of the processing of applications for international protection of Syrian nationals should not last too long and that any application for international protection must continue to be examined individually. According to the LFR, the unknown duration of this temporary halt adds additional stress and anxiety to the already difficulty and vulnerable conditions of many Syrian refugees. The LFR pointed out that the situation in Syria remains unstable and unsafe and calls on the Government to refrain from making any negative decisions on applications for international protection already filed and to not

[259] MAINT, Suspension de l'examen des demandes de protection internationale des ressortissants syriens, Press release, 10 December 2024.
[260] Reply to Parliamentary Question 1698, Impact de la situation politique en Syrie sur le droit au regroupement familial, 9 January 2025.
[261] Reply to Parliamentary Questions 157 & 1644, 11 December 2024, oral reply.
[262] MAINT, Suspension de l'examen des demandes de protection internationale des ressortissants syriens, Press release, 10 December 2024.
[263] MAINT, Suspension de l'examen des demandes de protection internationale des ressortissants syriens, Press release, 10 December 2024.
[264] The examination of applications for family reunification for family members of BIPs originating from Syria shall be carried out in accordance with the criteria defined by the legislation in force.
Reply to Parliamentary Question 1698, 9 January 2025.

conduct any forced returns until the situation in Syria has stabilized and reliable information on the security and human rights situation is available.[265]

4.3 Reception and accommodation

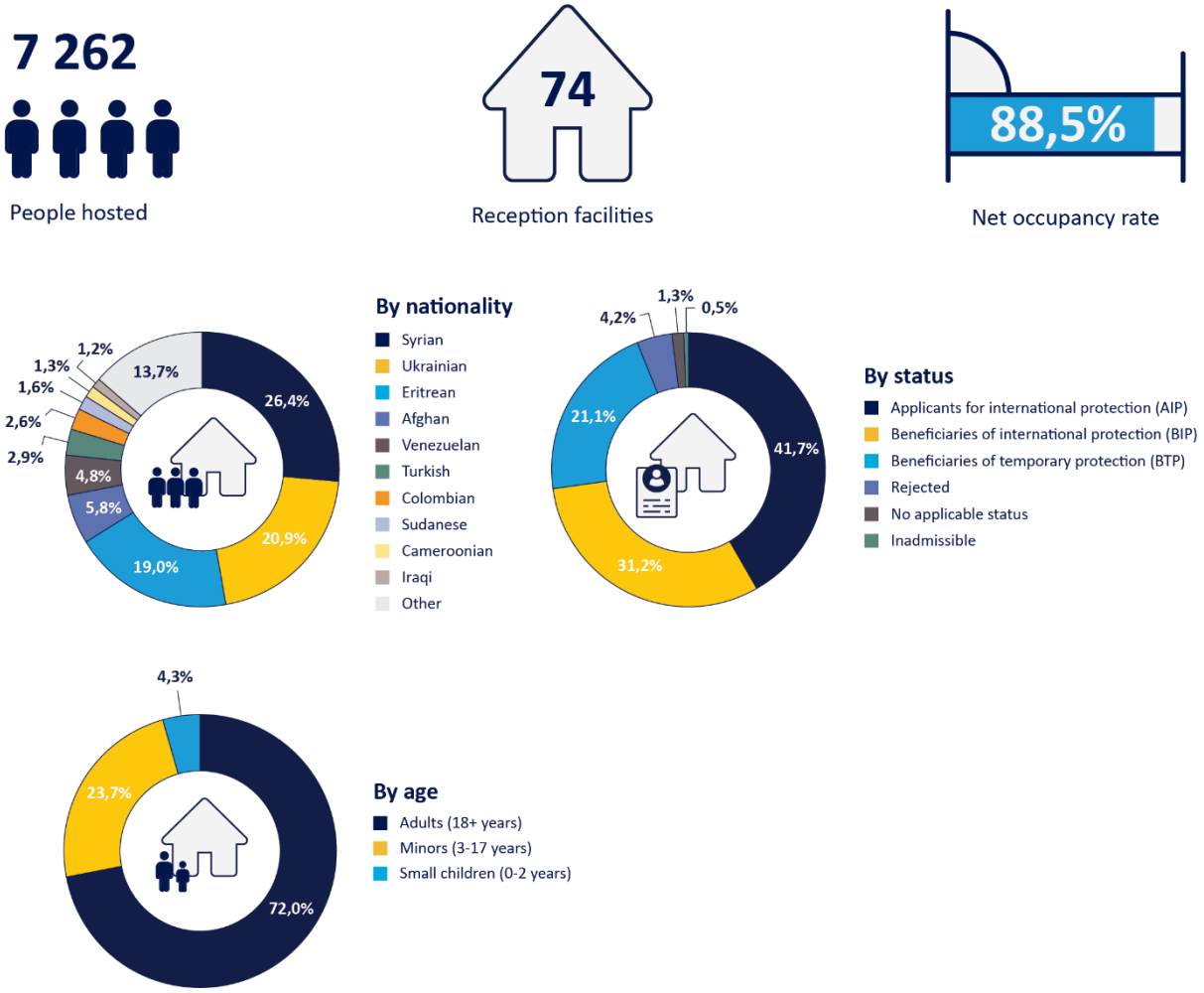
The year 2024 saw an acceleration of the trends from previous years: with high number AIPs arriving and limited numbers of BIPs leaving the ONA accommodation network, the pressure on the accommodation facilities remains significant and the systems continues to face saturation.[266] This ongoing situation is elaborated on in greater detail below.

4.3.1 Statistical developments in reception and support measures

Figure 20 illustrates that, by the end of December 2024, a total of 7 262 people (i.a. 3 026 AIPs, 2 265 BIPs and 1 532 BTPs)[267] were hosted by ONA in 74 facilities (21 directly managed by ONA, 26 by the Luxembourgish Red Cross, 25 by Hëllef um Terrain (HUT), which took over from Caritas Luxembourg, one by Inter-Actions based on collaboration agreements with ONA and one jointly managed by HUT and the Luxembourgish Red Cross). These numbers exclude the 1 800 BTPs who were accommodated privately.[268]

[265] Luxembourg Refugee Council, Appel à une position de prudence suite à la suspension du traitement des demandes d'asile de Syriens, décidée par le gouvernement luxembourgeois, December 2024.
[266] MAINT, General Department of Immigration, Pacte européen sur la migration et l'asile, p. 2, 11 December 2024.
[267] MAINT, Solidarity, Living Together and Reception of Refugees, Rapport d'activité 2024, p. 196, 200, 28 March 2025. Information obtained from ONA on 12 May 2025.
[268] MFSVA, Rapport d'activité 2024, p. 196, 198, 200, 28 March 2025.

Figure 20: Socio-demographic snapshot of the population hosted in accommodation facilities (31 December 2024)

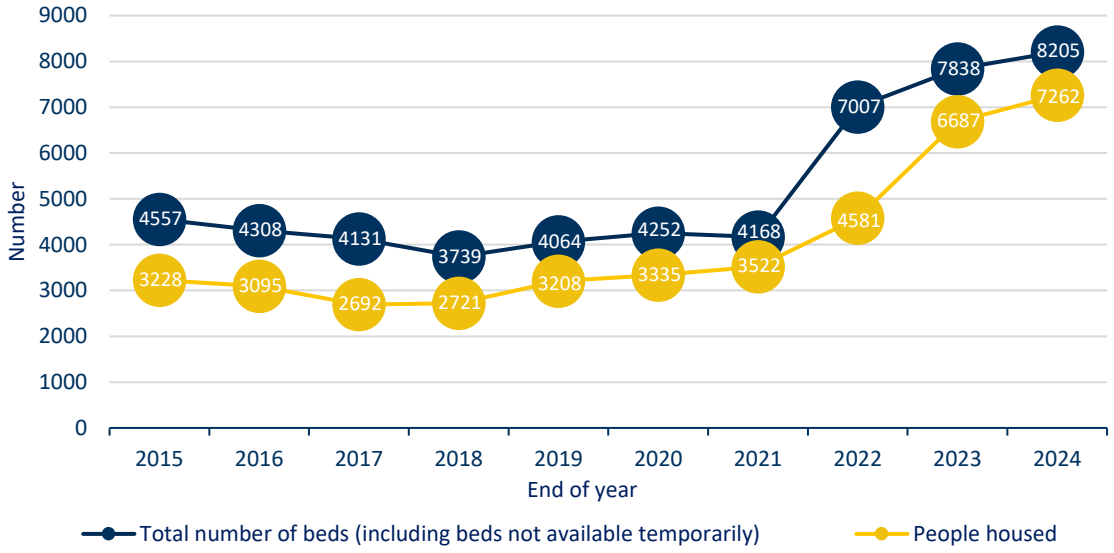


Source: Ministry of Foreign and European Affairs 2024, Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees 2025, © University of Luxembourg, 2025

Figure 21 compares the number of people accommodated in ONA facilities and the number of beds over time. These structures operated at a net occupancy rate of 88,5%.[269]

[269] MFSVA, Rapport d'activité 2024, p. 200, 28 March 2025.
The net occupancy rate is calculated by dividing the number of occupied beds by the total number of beds.

Figure 21: Evolution of number of beds and people hosted in reception facilities (2015-2024)



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

4.3.2 A challenged accommodation system

The challenges the accommodation network faces are linked to the overall lack of affordable housing in Luxembourg. 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.[270] Further, in their latest report on Luxembourg, the European Commission against Racism and Intolerance highlighted this issue and urged the Government to find a solution.[271]

As a central and transversal problem, the lack of affordable housing also impacts the accommodation of migrants, and BIPs.[272] In 2024, the reception facilities for AIPs continued to operate at almost full capacity. The net occupancy rate in accommodation structures for AIPs was 88,5%. The main reason for the persistently high occupancy rate was the high number of BIPs who were not able to leave ONA's accommodation network due to difficulties with finding housing on the housing market outside the ONA-network. Hence accommodation slots for AIPs could not be freed. More specifically, by 31 December 2024, 2 265 BIPs were still being hosted in ONA's accommodation facilities while ONA received 2 133 new AIPs in 2024. ONA thus remained forced to prioritise access for vulnerable persons over non-vulnerable AIPs who receive access as soon as possible.[273]

[270] Coalition agreements:
2013-18, p. 4, pp. 149.
2018-23, pp. 31.2023-28, p. 16, pp. 39.
[271] Council of Europe, European Commission against Racism and Intolerance (ECRI), Country monitoring in Luxembourg, Sixth report on Luxembourg (adopted on 27 June 2023), 19 September 2023.
[272] Luxembourg Chronicle, Minister Asselborn Responds as Luxembourg Asylum Reception Policy Comes Under Fire, 2 November 2023. MAINT, Premier échange entre les ministres Léon Gloden et Max Hahn et le Lëtzebuerger Flüchtlingsrot, Press release, 22 December 2023.
[273] MFSVA, Rapport d'activité 2024, p. 196/197, 28 March 2025.

Nevertheless, it shall be noted that Luxembourg's ratio of beds provided (8 205) to inhabitants (681 973) is the highest in the European Union.[274]

On 3 February 2025, the Minister in charge of Reception cautioned that due to the temporary nature of some of ONA's facilities, the ONA will lose 400 beds in 2025 and an additional 300 in 2026.[275]

4.3.2.1 Allocation of accommodation to single men (Dubliners) seeking international protection in Luxembourg

The Minister of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA) explained the process of allocation of accommodation for single men who already seek international protection in another Member State (Dubliners). Following a decision by the former Minister of Immigration and Asylum of 23 October 2023, single men seeking international protection in Luxembourg are no longer automatically received in initial reception centres (*Centres de primo-accueil*) but are placed on a waiting list. Due to the saturation of the reception facilities (for more information please refer to the 2023 EMN annual report), the Government was forced to take these measures to ensure the availability of accommodation for vulnerable people.[276]
Several single men seeking international protection have since spent the night at the *Wanteraktioun* (an initiative by the MFSVA to provide homeless people a shelter during the months of extreme cold), others had to camp in the open.[277]

The criterion for allocating beds is the individual degree of assessed vulnerability by means of a specifically developed questionnaire used by ONA-staff. Depending on the responses to this questionnaire and the assessment of a professional agent in the social and/or health field, a priority ranking from 1 to 4 is assigned to each individual:

1. very dependent person with specific needs;
2. less dependent person with specific needs;
3. person with self-managed specific needs;
4. person without specific needs.

The degree of vulnerability is not communicated to interested parties as this is an internal evaluation.[278]

Every business day at 17h the latest, single men who already seek international protection in another Member State and who are not yet housed must go to ONA to consult a list with the reference numbers of applications for international protection. If their reference number is found on this list, they are assigned an accommodation in a structure for AIPs or (until 31 August 2024) at the Kirchberg Emergency Accommodation Structure (SHUK, on 1 September 2024 replaced by the Maison Retour).[279]

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[274] MAINT, Plan national de mise en œuvre du Pacte européen sur la migration et l'asile, 12 December 2024, updated with end of 2024-numbers from ONA and STATEC.
Information obtained from ONA on 12 May 2025
STATEC, In 2024, population growth slowed due to low fertility and a decline in immigration, Press release, 13 May 2025.
[275] Parliament, La politique d'asile du gouvernement discutée en commission, Press release, 3 February 2025.
[276] Reply to Parliamentary Question 264, 29 February 2024.
[277] Parliamentary Question 264, Personnes DPI sans logement, 1 February 2024.
[278] Reply to Parliamentary Question 264, 29 February 2024.
[279] Reply to Parliamentary Question 264, 29 February 2024.

It should be underlined, that support and care measures are in place for AIPs without access to housing. People are directed to competent services in different areas, particularly for accommodation (e.g. Wanteraktioun) and healthcare (e.g., medical-psychological consultation by the Health Department), the ONA social helpline (in person, over phone and email) on business days during office hours, to various social services open to AIPs in Luxembourg.[280]

4.3.2.2 New eligibility criterion for the Winter Action 2024/2025 (Wanteraktioun)

From 15 November 2024 until 24 April 2025, the multifunctional emergency structure located near Findel Airport has again hosted the Wanteraktioun (WAK). During winter, eligible homeless adults living in Luxembourg are provided with temporary accommodation, meals, access to health facilities, and additional services.[281]

The continuously increasing demand for the accommodation/night shelters exceeds the available 300 beds of the WAK.[282] More specifically, the average number of overnight stays has increased by more than 42% from the 2022/23 to the 2023/24 winter season. This is partly due to the growing number of AIPs who are on a waiting list for a place in a reception facility. During the 2023/24 winter season, 251 AIPs were registered with the WAK of whom 173 individuals used its services.[283] For this reason, the WAK introduced a new eligibility criterion for the 2024/25 season: individuals must now be able to prove that they have been living in Luxembourg for a minimum number of three months.[284] People who have recently arrived in Luxembourg, without social rights,[285] will only be received for three days and three nights. However, during periods of extreme cold, unconditional reception is guaranteed to prevent adult homeless people from dying of hypothermia in Luxembourg.[286] Single men seeking international protection in Luxembourg, who are not automatically accommodated in initial reception centres anymore but are placed on a waiting list, are exempted and still accommodated in the WAK even if they have not been living in Luxembourg for a minimum of three months.[287]

Public debate

The Consultative Commission on Human Rights (*Commission consultative des Droits de l'Homme*, CCDH) highlights that the Wanteraktioun was the last and often the only resort for a number of AIPs who were not admitted to reception facilities in 2024. The Commission urged the Government to create conditions that guarantee access to essential goods and services, including shelter and adequate social and medical care, for all individuals, regardless of their administrative status.[288]

[280] Reply to Parliamentary Question 264, 29 February 2024.
[281] MFSVA, Launch of the Winter 2024/2025 Action, Press release, 12 November 2024.
[282] MFSVA, "La pauvreté ne va pas disparaître d'un coup", Interview with Max Hahn in Le Quotidien, 27 January 2025.
[283] MFSVA, Bilan Action Hiver Edition 23/24, 3 February 2025, p. 7, 17, 20.
[284] Reply to Parliamentary Question 1554, 15 January 2025.
[285] Dräieck A.s.b.l, Action Hiver 2024/2025, Press release, November 2024.
[286] MFSVA, Launch of the Winter 2024/2025 Action, Press release, 12 November 2024.
[287] Information obtained from ONA on 11 February 2025.
[288] Consultative Commission on Human Rights, Limitation d'accès à l'abri hivernal pour sans-abris "Wanteraktioun", 25 February 2025.

4.3.2.3 Evictions from ONA-structures (2019-2024)

The ONA has the mission of organising the reception of AIPs and beneficiaries of temporary protection.[289] Following the decisions on applications for international protection taken by the General Department of Immigration, the ONA informs the occupants by letter that their accommodation in a state structure is coming to an end, asking them to leave the premises within the specified time. The available statistics from ONA cover either to the total number of exits from the accommodation network or to the number of evictions. During the last five years, the situation evolved as follows:[290]

Table 12: Total number of exits and evictions from ONA-structures (2019-2024)

Year	Exits	Evictions
2019	1 444	0
2020	1 615	0
2021	2 097	0
2022	5 422	3
2023	3 676	4
2024	2 853	3

Source: Reply to Parliamentary Question 1647

The Minister in charge has clarified that those granted refugee status can remain in ONA facilities for a maximum of one year after receiving protection to find accommodation outside the ONA-network.[291]

The number of formal notices sent by the ONA to BIPs about access bans or arrears in the payment of occupancy fees that the BIPs must pay if they continue to be accommodated within the ONA after obtaining their status has changed over the past few years as follows: 2022: 70 notices; 2023: 69 notices; and 2024: 173 notices.

Regarding those whose applications were rejected or inadmissible, 18 rejected or inadmissible individuals received a site ban during the period November to December 2023 and 134 during the year 2024.[292]

The Ombudsman for Children and Youth (*Ombudsman fir Kanner a Jugendlecher*, OKAJU) has noticed an increase of evictions of families, whose applications for international protection have been rejected, from ONA accommodation facilities. In 2024, the OKAJU has treated 15 cases. Families whose application for international protection was rejected and families who have introduced an appeal against the ministerial decision and vulnerable groups such as single-parent families are particularly affected.
OKAJU has already proposed a joint exchange with the relevant ministries and authorities to find solutions and to initiate a collaborative approach. However, no official response or statement of position has yet been received by OKAJU by the beginning of 2025.[293]

[289] as defined by Article 2 of the amended Law of 4 December 2019 establishing the National Reception Office (ONA), Published in Mémorial A907 of 28 December 2019.
[290] Reply to Parliamentary Question 1647, 21 January 2025.
[291] Parliament, La politique d'asile du gouvernement discutée en commission, Press release, 3 February 2025.
[292] Reply to Parliamentary Question 1887, 12 March 2025.
[293] Information obtained from OKAJU on 22 January 2025.

4.3.3 Solutions for a challenged accommodation system

In light of the challenging situation due to the lack of reception capacity, the MFSVA and the ONA engage in strengthening the network of reception facilities in order to anticipate and deal with high influx of AIPs.[294]

4.3.3.1 Call by the MFSVA to municipalities for the provision of additional space for accommodating AIPs

On 30 July 2024, the Minister in charge of Living Together reached out to the municipalities. The Minister pointed out the ongoing high demand for emergency accommodation in Luxembourg and that this challenge requires a collaboration between the municipalities and the MFSVA. He inquired with the municipalities whether they have properties (existing buildings or land) available where homeless people and/or AIPs could be accommodated.[295] The Minister's call to municipalities reflects the fight against poverty as one of the new Government's priorities[296] and the growing need for accommodation to support vulnerable groups, including homeless people and AIPs.[297]

4.3.3.2 Opening of new structures for AIPs in 2024

During 2024, ONA opened four accommodation structures for AIPs[298] in:

- Schimpach (Château de Schimpach), with a maximum capacity of 58 beds in March 2024,[299]
- Ettelbruck, with a maximum capacity of 140 beds, in summer of 2024;[300]
- Hesperange, with a maximum capacity of 43 beds, in summer of 2024,[301]
- Diekirch, with a maximum capacity of 8 beds, in summer of 2024.[302]

ONA opened also a temporary emergency facility (in December of 2024 for the winter months) in Luxembourg City, with a maximum of 350 beds.[303]

4.3.3.3 Staffing

The ONA continues to grow to meet the growing challenges of managing asylum flows. On 31 December 2024, the administration employed 286 people, more than two-thirds on permanent contracts, who work in 69 different professions.[304]

4.3.3.4 Streamlining of administrative processes and workflows

The ONA has set up a reception desk for AIPs once they have obtained their certificate for their application for international protection to increase the efficiency of the initial processes AIPs have to undergo.

At the reception desk their administrative and social files are opened, they are helped with the initial administrative formalities and they receive vouchers for basic necessities (e.g.

[294] Reply to Parliamentary Question 622, 15 May 2024.
[295] MAINT, Circulaire 2024-061, Structures for people experiencing homelessness and applicants for international protection (AIPs), 30 July 2024.
[296] Gouvernement of Luxembourg, Accord de coalition 2023-2028, 16 November 2023, p.82.
[297] MAINT, Circulaire 2024-061, 30 July 2024.
[298] MFSVA, Rapport d'activité 2024, p. 199, 28 March 2025.
[299] Reply to Parliamentary Question 622, 15 May 2024.
[300] Reply to Parliamentary Question 622, 15 May 2024.
[301] Reply to Parliamentary Question 622, 15 May 2024,.
[302] Information obtained from ONA on 16 January 2025.
[303] Information obtained from ONA on 16 January 2025.
[304] MFSVA, Rapport d'activité 2024, p. 202, 28 March 2025.

personal hygiene, food and clothing). ONA also checks for vulnerabilities and special needs through a specific tool (please refer to sub-section 4.3.2.1). The gathered information is centralised, which should enable more rapid responses to any needs detected.[305]

In parallel, the ONA continues to work on improving the efficiency of its internal administration, for instance through ONA's ongoing major upgrade of its IT-system. ONA has further initiated a project to implement an electronic document management system (based on the HIVE platform[306]).

4.3.3.5 Partnerships

The ONA collaborates with a network of strategic partners, with whom specific agreements have been drawn up to achieve its overall goal of receiving AIPs and BTPs.
Social support represents an important task to be fulfilled to this end and is entrusted in part to specialised organisations. In 2024, ONA strengthened this system by forging new partnerships and also renewing existing ones (Luxembourgish Red Cross, "Hëllef um Terrain" (HUT), Inter-Actions).[307]

4.3.3.6 Empowerment mechanism at initial reception (DAPA)

The positive results from the pilot project *Dispositif d'Autonomisation des Primo-Arrivants* (DAPA) led the ONA to officially launch the implementation of this ambitious programme in September 2024. This programme provides newcomers with essential information about how to navigate everyday life in Luxembourg and encourages independency and taking on more individual responsibility. To this end, DAPA provides educational content and information material.

DAPA is based on four workshops, which cover four topics:

1. AIP pathway: Key players and rights and duties;
2. Getting to know the health system for new arrivals;
3. Support for children: children's rights, parental obligations and school registration procedures;
4. Administrative management and mobility.

In addition, the ONA has rolled out several initiatives, such as awareness campaigns against violence and educational and teaching activities within its structures.[308]

4.3.3.7 Enhancing employability

Under the leadership of the MFSVA, an inter-ministerial platform to enhance the employability of AIPs, BIPs, and BTPs has been set up. Several stakeholders, the ONA, the National Office for Social Inclusion (ONIS), the Division of Living Together (*Division du vivre-ensemble interculturel*, DVEI) (MFSVA), the ADEM (Ministry of Labour), the DGIM (MAINT), as well as the SFA and SFP (MENEJ) work together to prepare and integrate AIPs for and into

[305] MFSVA, Rapport d'activité 2024, p. 196/197, 28 March 2025.
[306] The Government IT Centre (CTIE) has acquired a new EDM and Case Management platform. This platform – called internally "HIVE" – will be provided to and rolled out within government entities to meet their needs as they digitalise their business processes and procedures. (https://pmp.b2g.etat.lu/entreprise/consultation/523540/avis/29236/telechargement/1)
MFSVA, Rapport d'activité 2024, p. 202, 28 March 2025.
[307] MFSVA, Rapport d'activité 2024, p. 197, 28 March 2025.
[308] MFSVA, Rapport d'activité 2024, p. 197, 28 March 2025.

employment. Each stakeholder contributes their specific expertise to feed into a comprehensive approach, which can be adapted to individual needs. This platform pursues three interconnected objectives under the umbrella goal of getting the target groups into paid employment faster: (i) facilitate financial independence, (ii) speed up transition out of reception facilities, and (iii) promote integration into society.[309]

4.3.4 Integration support for BIPs

The Luxembourg Integration and Social Cohesion Centre continues social integration of BIPs
Vulnerable refugees who require ongoing support (due to psycho-social fragility, trauma, illiteracy, health problems, or young people with no income, etc.) are referred to the Luxembourg Integration and Social Cohesion Centre (*Lëtzebuerger Integratiouns- a Sozialkohäsiounszenter*, LISKO) by the Social Office. LISKO offers specialised social support, and psychological support. BIPs also get help with Living Together, growing a network and thus independency. In order to be eligible, prospective LISKO-beneficiaries must actively participate in the support-process.

In 2024, LISKO opened 84 files, of which 66 were opened at the request of the Social Offices, 16 at the request of the Cellule Logement Encadrement Solidaire (CLES) service for BIPs who had obtained the provision of Red Cross accommodation, one file at the request of the Agence immobilière sociale (AIS), and one file following the separation of a file. 63 cases were closed and 24 requests social support were not processed because they did not meet the service's opening criteria.[310]

[309] MFSVA, Rapport d'activité 2024, p. 198, 28 March 2025.
[310] MFSVA, Rapport d'activité 2024, p. 101, 28 March 2025.

5. TEMPORARY PROTECTION

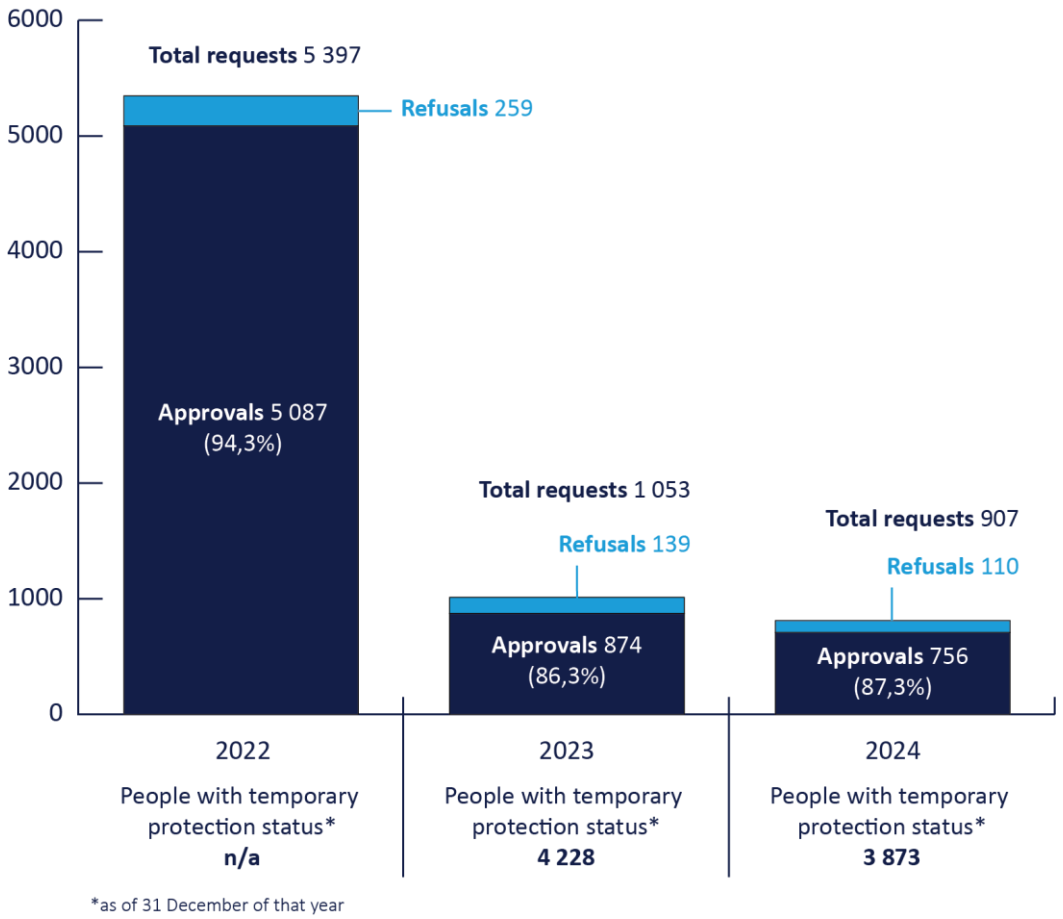
AT A GLANCE

- **Extension of temporary protection to 4 March 2026**
- Replacement of existing A4 paper-based temporary protection certificates (expiration on 4 March 2025) with **biometric (plastic) cards** valid until 4 March 2026

5.1 Statistical developments

In 2024, 907 people registered for temporary protection in Luxembourg. Since 2023, the number of requests for temporary protections continues to decline. The approval rate in 2024 was 87,3% and slightly increased by 1% from 2023 but remains under the 2022-level of 94,3%.
On 31 December 2024, 3 873 people had temporary protection status in Luxembourg.[311]

Figure 22: Temporary protection 2022-2024: requests and decisions



Source: Ministry of Foreign and European Affairs Bilan 2022 en matière d'asile et d'immigration; Ministry of Home Affairs, Rapport d'activités 2023 & Bilan 2024 en matière d'asile et d'immigration, © University of Luxembourg 2025.

[311] Ministry of Foreign and European Affairs, Bilan de l'année 2022 en matière d'asile, d'immigration et d'accueil, 22 February 2023.
MAINT, Rapport d'activités 2023 du ministère des Affaires intérieures, 29 February 2024, p. 73.
MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 8, 3 February 2025.

Table 13 gives a more detailed overview on the requesters for temporary protection in 2024.

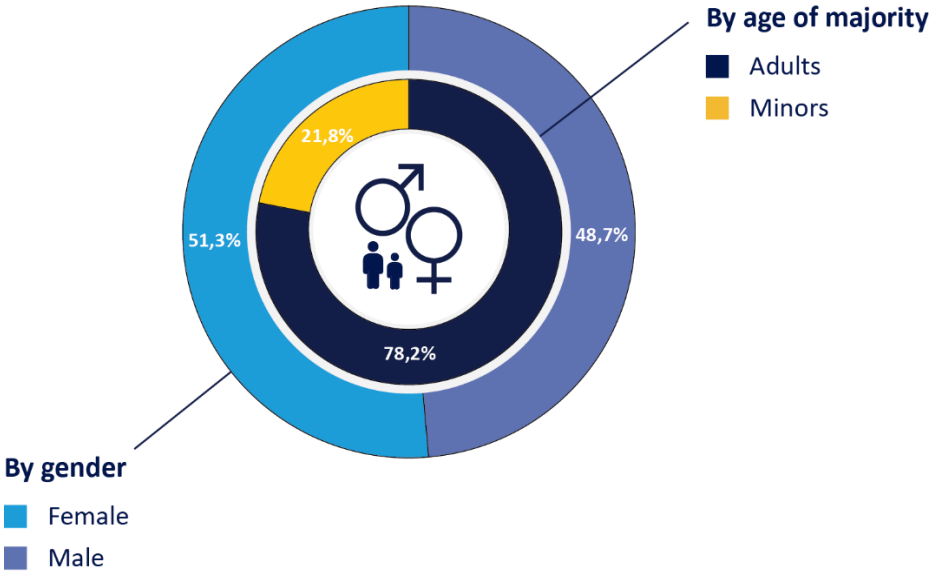
Table 13: Requesters for temporary protection - by nationality, gender, and age of majority

Nationality	Temporary protection requests	of which males	of which females	of which minors
Ukrainian	822	371	451	191
Algeria	16	15	1	0
Moroccan	10	10	0	0
Armenia	6	3	3	2
Ivory Coast	6	5	1	0
Turkey	6	6	0	0
India	5	5	0	0
Russia	5	3	2	1
other	31	24	7	4
Total	907	442	465	198

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

Following an even distribution in 2023, the ratio between female and male requesters has slightly shifted in favour of females in 2024. The ratio between minors and adults has minimally shifted towards the former group.[312]

Figure 23: Requests for temporary protection – by gender and age of majority



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

In 2024, 657 BTPs were lodged in the reception facilities of ONA. This represents a decrease of 26,2% compared to 2023.[313]

[312] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 9, 3 February 2025.
[313] MFSVA, Rapport d'activité 2024, p. 198, 28 March 2025.
Ministry of Foreign and European Affairs, Defence, Development Cooperation and Foreign Trade, Rapport d'activité 2023, p. 111, 29 March 2024.

5.2 Legislative and policy developments

5.2.1 Second and third extension of temporary protection status and renewal of permits

Temporary Protection had been extended by the Luxembourgish Government from 4 March 2023 to 4 March 2024, then to 4 March 2025, and a third time to 4 March 2026.
In view of these extensions, all BTPs have been informed of the procedure to be followed[314] and about the necessary steps to renew their temporary protection documents.[315]

In light of the third extension of temporary protection to March 2026, the MAINT communicated on 29 November 2024[316] that the existing A4 temporary protection certificates, which will expire on 4 March 2025, will be replaced by a biometric (plastic) card. This card will be valid until 4 March 2026 and does not constitute an identity document or a residence permit.[317]
BTPs in Luxembourg have received a letter (until 7 February 2025) with the necessary information to renew their status and how to obtain the biometric card. Every applicant for temporary protection arriving after 5 December 2024 will have to follow this new previous procedure.[318]

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

Since 2023, BTPs can apply for a salaried worker residence permit under certain conditions. In 2024, 188 BTPs were issued residence permits in the salaried worker-category, which represents an increase of 42,4% (132) to 2023.[319]

5.3 Access to basic services and support

5.3.1 Housing

Opening of new facilities for BTPs in 2024
In April 2024, the National Reception Office (ONA) opened an accommodation structure for BTPs in Esch-sur-Alzette with a maximum capacity of 118 beds. In addition, several existing facilities have been upgraded with extra beds to expand capacity.[320]

[314] MAINT, Information on the extension of the temporary protection certificate, Press release, 5 February 2024.
[315] MAINT, Information on the extension of the temporary protection certificate, Press release, 5 February 2024.
[316] MAINT, Prolongation du régime de la protection temporaire accordée aux personnes ayant fui la guerre en Ukraine et format des documents de séjour délivré, Press release, 29 November 2024.
MAINT, Circulaire 2024-091, 29 November 2024.
[317] MAINT, Prolongation du régime de la protection temporaire accordée aux personnes ayant fui la guerre en Ukraine et format des documents de séjour délivré, Press release, 29 November 2024.
[318] MAINT, Prolongation du régime de la protection temporaire accordée aux personnes ayant fui la guerre en Ukraine et format des documents de séjour délivré, Press release, 29 November 2024.
[319] MAINT, Rapport d'activités 2023 du ministère des Affaires intérieures, 29 February 2024, p. 74.
MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 9, 3 February 2025.
[320] Reply to Parliamentary Question 622, 15 May 2024.

5.3.2 Access to education

Language and vocational training courses for Ukrainian job seekers

In 2024, the National Institute of Languages Luxembourg (*Institute national des langues Luxembourg*, INLL) facilitated access to language courses and vocational training for Ukrainian job seekers to help improve their integration into the Luxembourg labour market and into society. Additional job-specific language courses in Luxembourgish, English, and French aim to enhance professional qualifications.[321]

[321] Information obtained by the INLL on 18 December 2024.

6. MINORS AND UNACCOMPANIED MINORS

AT A GLANCE

- **National Office for Children in charge** of supervision and accommodation **of UAMs**
- **Numbers of UAMs** who are applying for international protection **dropped for the first time since 2019**

6.1 Education of migrant children

In Luxembourg, education is compulsory[322] until the age of 16 (and from the school year 2026/2027 until the age of 18).[323]. All children, independent of their status and nationality, are entitled to school integration measures.[324]

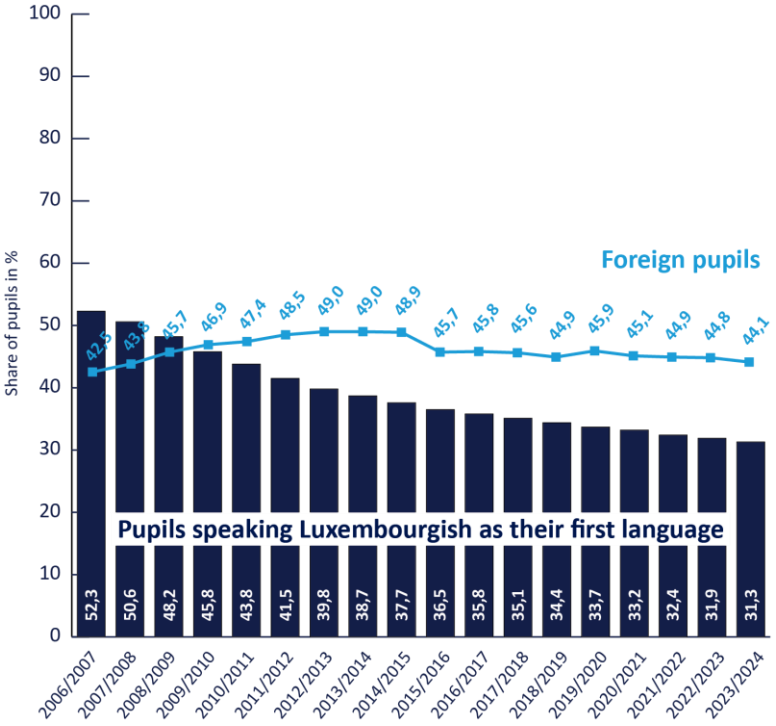
6.1.1 Statistical developments[325]

From the school years 2022/23 to 2023/24, the overall percentage of non-Luxembourgish pupils in fundamental (primary) education and in general secondary education slightly decreased by 0,7% from 44,8% to 44,1%) and by 0,3% (from 45,4% to 45,1%), respectively. However, the shares of foreign pupils continued to grow to 32,2% in classic secondary education (+1,5%) and to 44,4% in vocational training (+1,2%).[326]

The proportion of pupils whose first language spoken at home is not Luxembourgish continued to increase in elementary schools between 2022/2023 and 2023/2024 to reach 68,7% (+0,6%) and in secondary schools to reach 64,2% (+0,8%). Figures 25 and 26 below illustrate this trend over several years.[327]

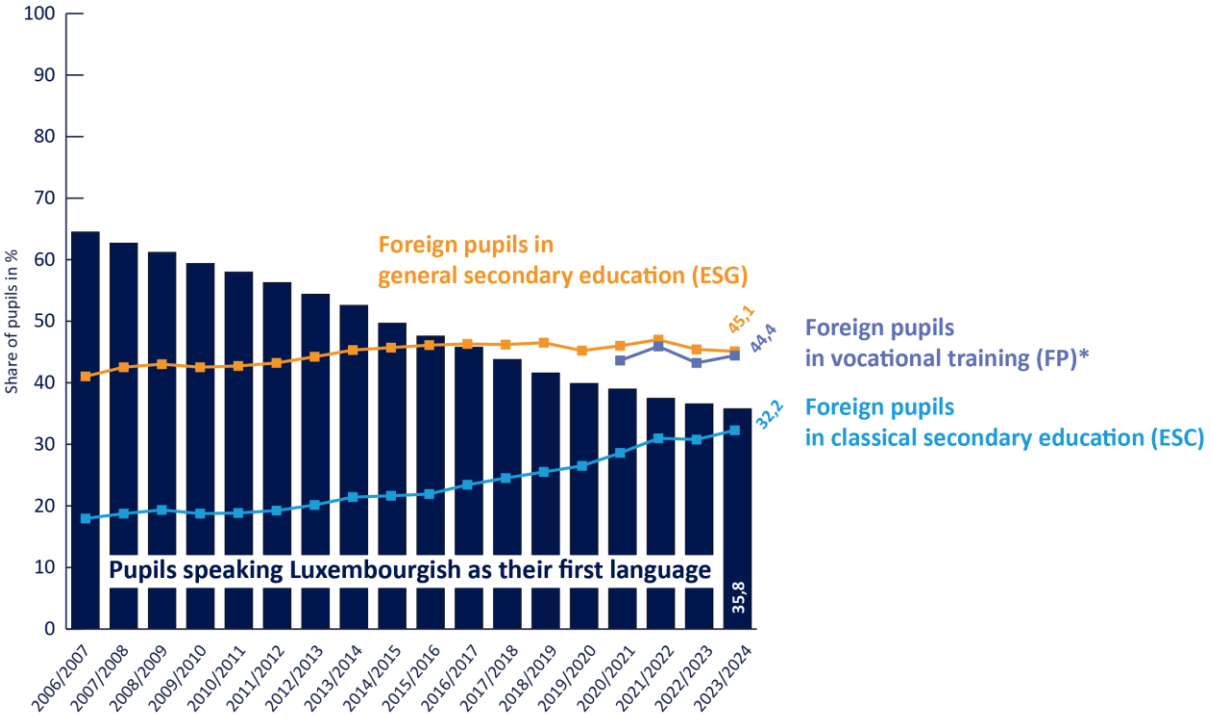
[322] Reply to Parliamentary Question 6595, Élèves sans-papiers, 2 September 2022.
[323] MENEJ, Secondary Education.
[324] Information obtained from the Service for the education of foreign children (SECAM) and the School service for newly arrived pupils (CASNA) on 21 December 2021.
[325] These figures cover public education institutions and educational institutions in Luxembourg, which apply the official curriculum provided by the MENEJ.
[326] MENEJ, Rapport d'activité 2024, p. 147, 27 March 2025.
[327] MENEJ, Rapport d'activité 2024, p. 148, 27 March 2025.

Figure 24: Elementary education: share of pupils speaking Luxembourgish as first language and of foreign pupils



Source: Ministry of Education, Children and Youth, 2025. © University of Luxembourg, 2025

Figure 25: Secondary education: share of pupils speaking Luxembourgish as first language and of foreign pupils



*Prior to the 2020/21 school year, vocational training (FP) was part of general secondary education (ESG)

Source: Ministry of Education, Children and Youth, 2025. © University of Luxembourg, 2025

The School and Integration Service (*Service de l'intégration et de l'accueil scolaire*, SIA) started welcoming primary education students in the fall of 2023, following the entry into force of the Law of 14 July 2023 creating the SIA. Between September 2023 and September 2024, the SIA welcomed a total of 2 002 newly arrived pupils for consultations (1 283 in secondary education and 719 in primary education). In total, this represents an increase of 26,3% (417 pupils), which is due to the strong increase of newly arrived pupils (646 pupils) at the elementary school level.[328] Amongst the 2 002 pupils welcomed by the SIA, 485 were AIPs. The main nationalities in this group were Eritrean (19,5%), Syrian (14,3%), and Guinean (6,8%).[329]

In 2024, Portuguese pupils were the largest group of newly arrived pupils (14,4%), followed by returning Luxembourgish pupils (6,5%). Amongst pupils from third countries, Eritrean pupils represented the largest group with a share of 5,5%, followed by Ukrainian (5%), Syrian (4,5%), Guinean (4,2%), Cameroonian (3,5%), Brazilian (3%), and Cape Verdean (2,8%) pupils.

The shares of foreign student populations fluctuated in 2024as depicted by table 14.[330]

Table 14: Most frequent nationalities of newly arrived pupils received by SIA in elementary and secondary education (2020/21 – 2023/24)

Nationalities	2020/21	2021/22	2022/23	2023/24
Third-country nationals				
Eritrean	7,7%	6,7%	7,2%	5,5%
Ukrainian	0,3%	15,9%	2,9%	5,0%
Syrian	7,7%	9,2%	15,1%	4,5%
Guinean	3,8%	1,8%	3,0%	4,2%
Cameroonian	2,3%	1,9%	1,9%	3,5%
Brazilian	2,9%	2,5%	2,5%	3,0%
Cape Verdean	3,4%	3,4%	3,6%	2,8%
EU citizens				
Portuguese	16,3%	13,2%	14,0%	14,4%
Luxembourgish (returning to LU)	8,7%	5,6%	6,3%	6,5%
French	6,5%	4,1%	2,9%	6,5%
Other	37,5%	33,4%	38,8%	41,4%

Source: Ministry of Education, Children and Youth, 2021 – 2025. © University of Luxembourg, 2025

[328] MENEJ, Rapport d'activité 2024, p. 63, 27 March 2025.
[329] MENEJ, Rapport d'activité 2024, p. 63, 27 March 2025.
[330] MENEJ, Rapport d'activité 2024, p. 63, 27 March 2025.

6.1.2 Integration and reception classes

As of June 2024, eleven integration classes for newly arrived pupils (*classes d'intégration pour élèves nouvellement arrivés*, CLI) for a total of 256 newly arrived pupils in elementary education were in operation.[331]

CLIJAA classes were diversified in 2024. More specifically, the National Centres for professional development (*Centre national de formation professionnelle continue*, CNFPC) in Ettelbruck and Esch/Alzette offered a professional CLIJAA class for students from 18 to 24 years who had previously enrolled in a CLIJA or CLIJAA class.

A specific CLIJAA class preparing APIs for careers and professions in cooking, service, and pastry-making was offered by the Luxembourg School of Hospitality and Tourism (*École d'Hôtellerie et de Tourisme*). The National School for Adults (*École nationale pour adultes*, ENAD) offered preparational CLIJA2 and CLIJA3 classes for the French- and English-speaking Diploma of Access to Higher Education (DAES). The Technical High School for Health Professions in Ettelbruck offered a CLIJAA class for health professions, and the Emile Metz Private High School offered a CLIJA(A) for the Vocational Aptitude Diploma (*Diplôme d'aptitude professionnelle*, DAP) and the Technician's Diploma (*Diplôme de technicien*, DT) in English.[332]

Offer of CLIJA and CLIJA+-alphabetisation classes
For the school year 2023/2024, 1 476 pupils were registered in reception classes and 32 new CLIJA and CLIJA-alphabetisation classes were added, bringing the total to 110 classes. This means that the increase in registrations by 30,5% was accommodated by a 41%-increase in new reception classes.[333]

However, the OKAJU continued to notice a shortage of CLIJA and CLIJA+-alphabetisation classes (combining intensive French learning and literacy courses) during the 2023/2024 school year. The OKAJU urged the Ministry of Education, Children and Youth (MENEJ) to open more classes throughout Luxembourg, especially in the countryside where access was particularly limited. The OKAJU also cautioned that any further potentially necessary increase in the number of classes throughout the school year could not be guaranteed due to a lack of teachers.[334]

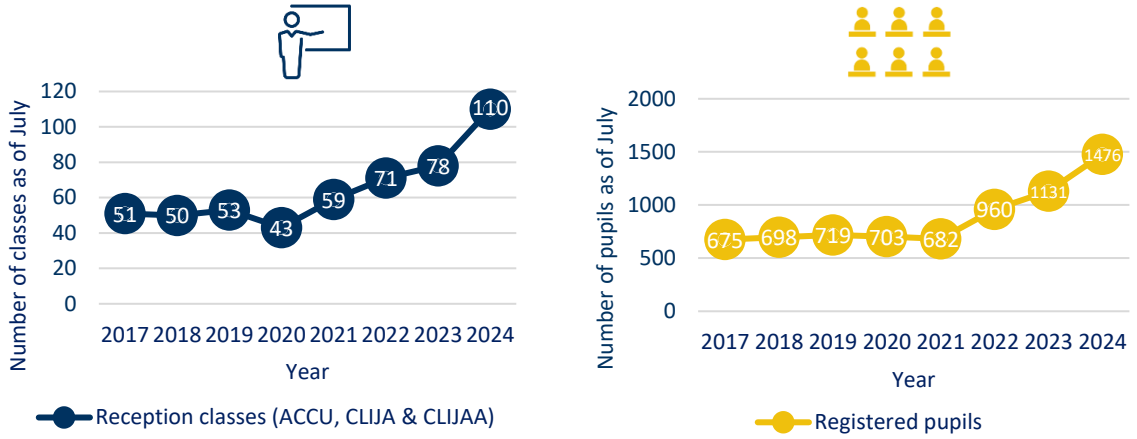
Table 15: Reception and integration classes in secondary education 2023/24

	ACCU	CLIJA	CLIJAA	Total 2022/23	Total 2023/24	Change 2023-24
Pupils enrolled	770	290	416	1131	1476	30.5%
Number of classes	58	21	31	78	110	41.0%
Number of secondary schools	24	14	19	49	57	16.3%

Source: Ministry of Education, Children and Youth, 2025. © University of Luxembourg, 2025

[331] MENEJ, Rapport d'activité 2024, p. 64, 27 March 2025.
[332] MENEJ, Rapport d'activité 2024, p. 64, 27 March 2025.
[333] MENEJ, Rapport d'activité 2024, p. 64, 27 March 2025.
[334] Information obtained from OKAJU on 22 January 2025

Figure 26: Reception classes (ACCU, CLIJA & CLIJA+/CLIJAA) in general secondary schools and number of pupils registered (2017-2024)



Source: Ministry of Education, Children and Youth, 2017 – 2025. © University of Luxembourg, 2025

6.1.3 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 increasingly heterogenous population continued in 2024.

6.1.3.1 ALPHA - zesumme wuessen project

The wide range of linguistic backgrounds of children attending school in Luxembourg requires adequate responses, which reflect such social and linguistic diversity.[335] One such response is the pilot project "ALPHA – zesumme wuessen" (*growing together*), which began in 2022. This project allows parents to choose whether their children are alphabetised in German or French (until 2022, alphabetisation in Luxembourg was available in German only). Currently, the choice between alphabetisation in either German or French is offered in four pilot schools.[336] On 12 September 2024, the Minister for Education, Children and Youth announced that preparations are underway for the project to be rolled out nationwide for the 2026/2027 school year.[337] Two professional developments for teachers already took place and a third professional development course will be offered in 2025.[338]

The Luxembourg Centre for Educational Testing (LUCET), which provides scientific guidance and support for the project,[339] published its first intermediate evaluation report on the "ALPHA – zesumme wuessen" project on 21 June 2024.[340]

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[335] SCRIPT, ALPHA – zesumme wuessen.
[336] The four pilot schools are: Schoul Uewerkuer (Differdange), Schoul Deich (Dudelange), Fielser Schoul (Larochette), and Nelly Stein Schoul (Schifflange).
Luxembourg Centre for Educational Testing (LUCET), Literacy acquisition in German or French in the pilot project "zesumme wuessen!", 21 June 2024, p.16-18.
Institut de formation de l'Éducation nationale (IFEN), D1-a-21-PF-Alpha - Parcours de formation ALPHA - zesumme wuessen,n.d.
[337] MENEJ, "Screen-life balance": for a healthy balance between screens and real life for our children, Press release, 12 September 2024.
Chambre des Députés, Alphabétisation en français, Press release, 7 June 2024.
[338] SCRIPT, Parcours de formation sur l'alphabétisation (2023), Deuxième parcours de formation sur l'alphabétisation (2024), Troisième parcours "ALPHA-zesumme wuessen" (2025).
[339] SCRIPT, Evaluation, n.d.
[340] Luxembourg Centre for Educational Testing, Literacy acquisition in German or French in the pilot "zesumme wuessen!" – Preliminary ÉpStan (Épreuves Standardisées) results of student characteristics, achievement, motivation, and parental support, 21 June 2024.

6.1.3.2 Public European international schools

In 2024, the offer of public European schools was further expanded to Schifflange and the Law of 8 May 2024 created a sixth public European school in Junglinster.[341] In 2024, the Mondorf-les-Bains International School (EIMLB) and the Edward Steichen International School (LESC) have both been accredited for the European Baccalaureate, while the Lycée Mathias Adam (LMA) has been accredited to offer International Baccalaureate (IB) upper secondary classes.[342]

On 12 September 2024, the Minister for Education, Children and Youth announced that three new public European schools will open by 2028 in the urban areas of Esch-sur-Alzette, Dudelange and in the greater Luxembourg City region.[343]

The 2024 National Education Report published encouraging initial results of an analysis of pupils' academic performance at public European schools. Students in the European system are falling less behind in their learning and perform better in mathematics in standardized tests than students in the national system.[344]

The success of public European schools is reflected in the growing number of students attending this type of education. For the 2024/2025-year, 8 085 students, representing 7% of all pupils, are enrolled in public schools implementing such an international curriculum. Within one year, the number of students enrolled in this system increased by 950 students, or by 13,3%.[345]

6.1.3.3 Expansion of teaching languages in the vocational training offer

On the occasion of the start of the new academic year on 12 September 2024, the Minister for Education, Children and Youth underlined the importance of enabling every student to complete their vocational training regardless of their linguistic background. To this end, the translation of the programme leading to the Diploma of Professional Aptitude (DAP) for the profession of Optician is in the process of being translated to French and will be offered from the start of the 2025/2026 school year. The Ministry is also working with the professional chambers to offer all vocational training courses relating to the skilled trade and craft-sector in French by the beginning of the 2027/28 school year.
Further, the opportunity to offer administrative technician diplomas (administration and commerce, logistics, sales and management and e-commerce) in English was discussed with the relevant professional chambers. The training for technicians in administration and commerce will be offered in English from the start of the 2025/2026 school year.[346]

[341] Law of 8 May 2024, Published in Mémorial A195 of 22 May 2024.
[342] MENEJ, Rapport d'activité 2024, p. 35, 27 March 2025.
[343] MENEJ, "Screen-life balance": for a healthy balance between screens and real life for our children, Press release, 12 September 2024.
MENEJ, Rentrée 2024/2025, Dossier de presse, 12 September 2024.
[344] Nationaler Bildungsbericht 2024, pp. 150-163, 9 December 2024.
[345] MENEJ, Les chiffres de la Rentrée 2024/25, 11 September 2024, p. 2, 4.
[346] MENEJ, Fir eng gesond Screen-Life-Balance vun eise Kanner, Press release, 12 September 2024.
MENEJ, Rentrée 2024/2025, Dossier de presse, 12 September 2024.

6.1.4 Support from SIA

6.1.4.1 Training courses and educational support

In 2024, the SIA offered several training courses for teaching staff. The breadth of these trainings covered ACCU, CLIJA and CLIJAA classes, introductions to reception courses in elementary education, orientation towards secondary education, the teaching of mathematics in reception classes, the reasons for working with an intercultural mediator, openness to interculturality, the SIA application, and the assessment of pupils' skills in elementary education.[347]

The SIA contributed to a new training program for all professionals working with UAMs entitled "Adequate reception and support for unaccompanied minors" offered by the Federation of social actors in Luxembourg asbl (FEDAS Luxembourg). This new program is recognized by the MENEJ for the sector Childhood and Family Support (DG AEF)[348] and addresses the lack of specialized training for professionals.[349] The programme's main objectives are to understand current regulations, identify the needs of UAMs and develop appropriate reception practices accordingly.

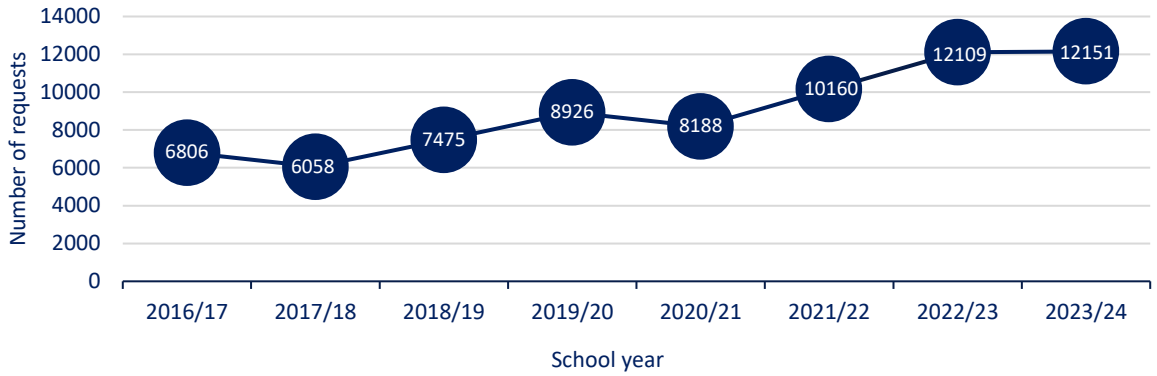
The SIA staff, teachers, and socio-educational staff received didactic support in the form of the development of 20 Language and culture fact sheets (*Fiches Langues et Cultures*). This project, which runs from 2023 to 2025, is co-financed by the European Social Fund Plus (ESF+) and helps the socio-educational actors concerned to familiarize themselves with the different linguistic and cultural backgrounds and school systems of students' countries of origin. The information provided shall help to counteract prejudices and stereotypes, as well as to address certain misunderstandings related to linguistic and cultural diversity within the Luxembourg school system. In 2024, nine fact sheets have been drafted for teaching and research staff.[350]

6.1.4.2 Intercultural mediation

SIA counted a total of 100 intercultural mediators in 2024, which represents a decrease of 6,5% in comparison to 2023. These mediators worked in 38 different languages. Overall, 12 151 requests for intercultural mediations were recorded during the school year 2023/24 (against 12 109 in 2022/23, which represents a change of +0,3%). The five languages that were requested most did not change for 2024: Arabic (2 391), Portuguese (1 989), Tigrigna (854) Bosnian-Croatian-Montenegrin-Serbian (683), and Ukrainian (560).[351]

[347] MENEJ, Rapport d'activité 2024, p. 64, 27 March 2025.
[348] FEDAS Luxembourg, Bien accueillir et accompagner les mineurs non accompagnés, Cycle de formation, June 2024.
[349] UNICEF Luxembourg, Enfants non accompagnés – Mettre l'enfant au centre, Novembre 2023, p.37-38.
MENEJ, Rapport d'activité 2024, p. 64, 27 March 2025.
[350] MENEJ, Rapport d'activité 2024, p. 65, 27 March 2025.
European Social Fund Plus (ESF+), Languages et cultures.
[351] MENEJ, Rapport d'activité 2024, 27 March 2024, p. 63.

Figure 27: Requests for intercultural mediations (school years 2016/17 – 2023/24)



Source: Ministry of Education, Children and Youth, 2018 – 2024. © University of Luxembourg, 2025

6.1.4.3 Teaching of first languages

One of the measures introduced by the law that created the SIA[352], is the facilitation of classes in pupils' first languages to teach their cultures. Once cultural agreements have been concluded with another State or non-profit associations, access to public infrastructure (e.g. classrooms outside school hours or rooms in municipal buildings) allow representatives of third countries to use them to teach their languages and culture. The SIA coordinates and monitors the implementation of these courses. In 2024, more than 6 000 pupils were taught 30 languages in 38 schools in their first language (L1) in Luxembourg.[353]

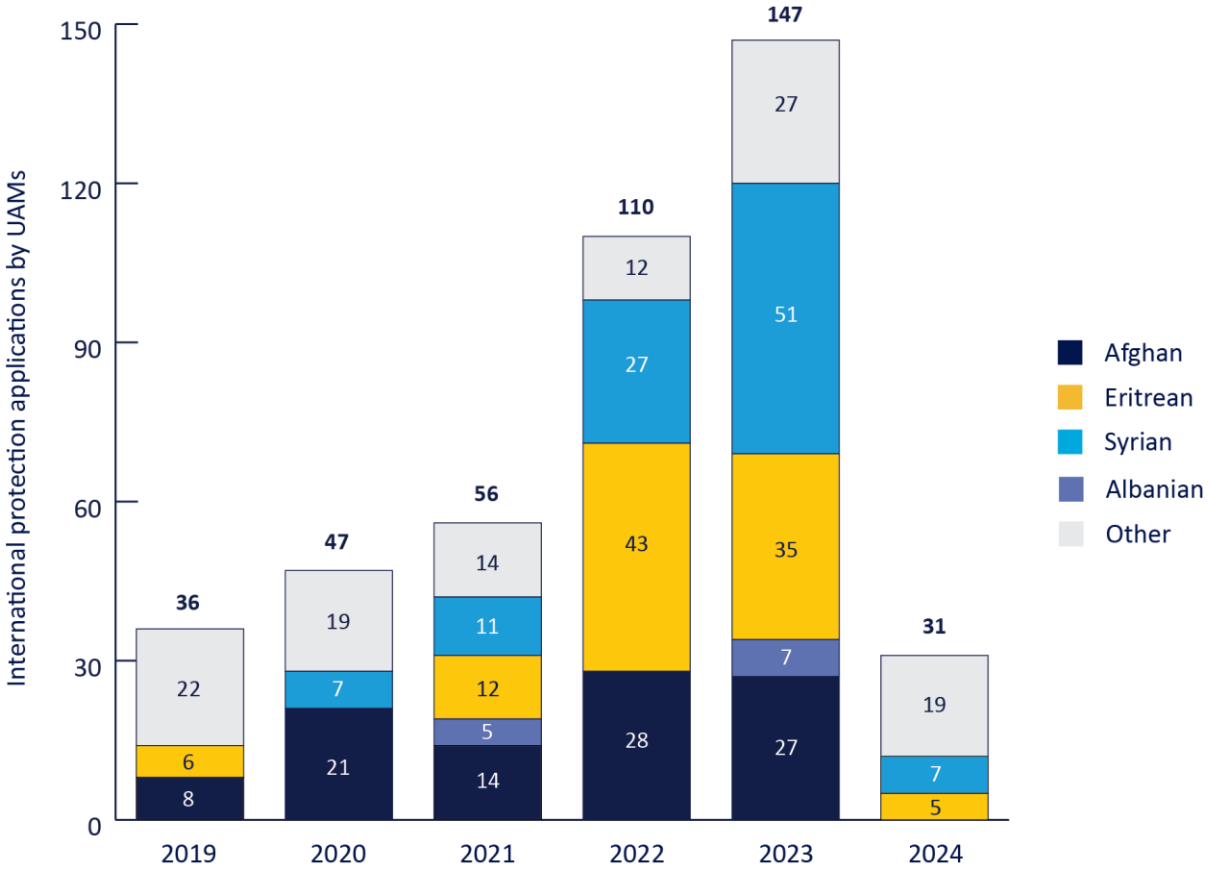
6.2 Unaccompanied Minors

6.2.1 Statistical developments

In total, the General Department of Immigration counted 31 UAMs who arrived in Luxembourg and lodged an application for international protection during 2024. This represents a substantial decrease in comparison with 2023 (-78,9%).[354] From the 31 UAMs who have applied for international protection in 2024, 7 came from Syria while five came from Eritrea. As in 2023, most of them (74,2%) were males.[355]

[352] Law of 14 July 2023. Published in Memorial A424 of 20 July 2023.
[353] Law of 14 July 2023. Published in Memorial A424 of 20 July 2023.
MENEJ, Rapport d'activité 2024, p. 65, 27 March 2025.
Please note that these courses do not take into account the 3 662 students who take Portuguese language and culture courses in the form of integrated courses during school hours or in the form of parallel courses outside school hours.
[354] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 5, 3 February 2025.
[355] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 6, 3 February 2025
Ministry of Foreign and European Affairs, Bilan de l'année 2020 en matière d'asile, d'immigration et d'accueil, Luxembourg, 1 March 2021, p. 101.

Figure 28: Unaccompanied minors applying for international protection (2019-2024) – by nationality



Source: Ministry of Foreign and European Affairs, 2021-2023 and Ministry of Home Affairs, 2025. © University of Luxembourg, 2025

6.2.2 Reception of unaccompanied minors and procedural aspects

6.2.2.1 National Office for Children in charge of supervision and accommodation of UAMs

Every minor in distress in Luxembourg has the right to request care and assistance from the National Office for Childhood (*Office National de l'enfance*, ONE).[356] On 19 March 2024, the Minister of Home Affairs informed that the ONE is now in charge of supervising and accommodating UAMs as well as of providing acute additional assistance when needed.[357] The ONE has gradually taken over this responsibility, thus becoming the main actor in the protection of minors. UAMs can submit an application for international protection with support of the staff of the ONE Initial Reception Centre in Hesperange.[358] Luxembourg's initial reception facility for UAMs in Hesperange has 18 permanent places. This facility was opened by the Luxembourgish Red Cross in February 2024 and is now fully managed by the ONE.[359] UMAs are accommodated there only for a short period of time until they are transferred to a facility more suitable for a longer stay. In total, 15 such

[356] Information obtained by the National Office for Children (ONE) on 5 January 2025.
[357] Reply to Parliamentary Question 353, 19 March 2024.
[358] Reply to Parliamentary Question 1555, 15 January 2025.
[359] Information obtained from ONA on 16 January 2025.

structures for UAMs exist in Luxembourg, which offer 159 places and which are run by four different service providers. Four new structures in Bettembourg, Hoscheid, and Wasserbillig with a total of 51 places are planned for 2025 and 2026.[360]
The few UAMs who still remain in an ONA-structure, also receive care from the ONE. It is planned that these minors will be transferred to ONE-structures in the course of 2025.[361]
In addition to the new housing facility in Hesperange, a living group (*groupe de vie*) for 8 UAMs in Mondorf-les-Bains has been created in December 2024.[362]
It should be noted that the Minister of Home Affairs has announced that he will take into account certain requests put forward by UNICEF Luxembourg, UNHCR, the OKAJU and the LFR about strengthening the care of UAMs, particularly within the framework of the measures planned as part of the implementation of the Migration Pact. The Minister also stated that he intended to consider the situation of UAMs who do not submit an application for international protection.[363]

6.2.2.2 Evaluation of reception centres for UAMs and drafting of new information pamphlet

In 2024, the OKAJU has visited three reception centres for UAMs in the North of Luxembourg. The OKAJU reported on several main findings that emerged from these visits:

- living conditions of the children in the various facilities vary greatly from improvable to good,
- socio-educational practices are not standardized, but vary from facility to facility, and none of the facilities visited had a formal 'Child Protection Policy',
- group sizes in these facilities exceeded eight children even though such group sizes are considered inappropriate for children who have been through numerous emergency situations and hence could negatively affect their integration process.

The OKAJU also reported on the joint drafting of a new information pamphlet for minors with staff members of reception centres for UAMs. This pamphlet, which is written in plain language, will be published in the first quarter of 2025.[364]

6.2.3 Age Assessment

New multidisciplinary approach to age assessment of UAMs planned
On 14 November 2024,[365] the Minister of Home Affairs has announced, that in the context of the implementation of the Pact, age assessment of UAMs will be conducted in a multidisciplinary manner. Once implemented, this measure shall increase the reliability and accuracy of age assessment of UAMs – a development, which is welcomed by the OKAJU.[366]

[360] Reply to Parliamentary Question 2323, 20 June 2025.
[361] Information obtained by the National Office for Children (ONE) on 5 January 2025.
[362] Information obtained by the Luxembourg Red Cross on 19 May 2025.
[363] Information obtained by the Red Cross on 19 May 2025.
[364] Information obtained from OKAJU on 22 January 2025.
[365] Reply to Parliamentary Question 1516, 14 November 2024.
[366] Information obtained from OKAJU on 22 January 2025.

6.2.4 Procedural and institutional developments

6.2.4.1 Safeguards for unaccompanied minors

On 26 February 2024, the MAINT issued a call for applications to search for a civil society member for the advisory commission for evaluating the best interests of UAMs.[367]
The transposition of the Pact will introduce more procedural safeguards for UAMs. In this respect, the OKAJU would especially welcome the creation of a complaint mechanism and a monitoring body to guarantee effective monitoring of children's rights throughout the entire procedure and at the border. The OKAJU announced that it will monitor the implementation of the Pact.[368] The Government selected a representative of the Foundation Maison de la Porte Ouverte for this position.[369]

6.2.4.2 Representatives and ad-hoc administrators for UAMs

As in 2023, the OKAJU and Passerell 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 clearly enough. The OKAJU also reiterated its concern that members of the Advisory Commission on the evaluation of the best interest of unaccompanied minors in the context of the return of UAMs are also involved in return decisions. The OKAJU fears that this dual mandate could jeopardise the neutrality of this commission.[370]

6.2.4.3 Ways forward proposed by the OKAJU and Passerell

The OKAJU and Passerell recommended the drafting of one single 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 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.[371]

[367] Law of 29 August 2008, Article 103. Published in Mémorial A138 of 10 September 2008.
Grand-Ducal Regulation of 12 August 2022, Article 1,. Published in Mémorial A464 of 23 August 2022.
[368] Information obtained from OKAJU on 22 January 2025.
[369] Information provided by the General Department of Immigration on 21 May 2025.
[370] Information obtained from OKAJU on 22 January 2025.
[371] Information obtained from OKAJU on 22 January 2025.

7. INTEGRATION AND INCLUSION OF MIGRANTS

AT A GLANCE

- Entering into force of the **Law of 23 August 2023** on 1 January 2024

7.1 Entering into force of the Law of 23 August 2023 on Intercultural Living Together

When it entered into force on 1 January 2024, the Law of 23 August 2023 repealed the Law of 16 December 2008 (on the reception and integration of foreigners in the Grand Duchy of Luxembourg).[372] The law replaced the previous integration-approach with a broader and more open perspective on Intercultural Living Together, defined as a "participatory, dynamic and continuous process".[373]
The new law provides the legal basis for the following instruments:

- the National Action Plan for Intercultural Living Together,[374]
- the Citizen's Pact for Intercultural Living Together, which replaces the Welcome and Integration Contract (CAI),[375]
- the Intercultural Living Together Program,[376]
- the Municipal Pact for Intercultural Living Together (*Gemengepakt vum interkulturellen Zesummeliewen*) including the Gemengepakt monitoring committee).[377]

The law on Intercultural Living Together also provides the legal basis for the following structures:

- the Conseil Supérieur (Higher Council) for Intercultural Living Together (*Conseil supérieur du vivre-ensemble interculturel,* CSVEI), which replaces the National Council for Foreigners (*Conseil National des Étrangers* – CNE) and the interministerial committee for integration.[378]
- the Municipal (advisory) Committee on Intercultural Living Together (*Commission communale du vivre-ensemble interculturel,* CCVEI) replaces the Municipal Advisory Committee on integration.[379]

The fight against racism and against all forms of discrimination constitutes an important element for all measures and bodies created by the law on Intercultural Living Together. This core element is for example included in the mission of the CSVEI.[380]

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[372] Law of 16 December 2008. Published in Mémorial A209 of 24 December 2008.
[373] Bill 8155 on intercultural living-together amending the amended Law of 8 March 2017 on the Luxembourgish nationality. p. 12. Introduced to Parliament on 20 February 2023.
[374] Law of 23 August 2023. Published in Memorial A545 of 25 August 2023.
[375] Law of 23 August 2023. Published in Memorial A545 of 25 August 2023.
[376] Law of 23 August 2023. Published in Memorial A545 of 25 August 2023.
[377] Law of 23 August 2023. Published in Memorial A545 of 25 August 2023.
[378] Law of 23 August 2023. Published in Memorial A545 of 25 August 2023, Articles 7 & 8.
[379] Law of 23 August 2023. Published in Memorial A545 of 25 August 2023, Articles 9 &10.
[380] Law of 23 August 2023. Published in Memorial A545 of 25 August 2023.
Ministry of Family Affairs, Integration and the Greater Region, Draft law on intercultural living together and amending the amended law of 8 March 2017 on Luxembourgish nationality, Press release, 7 February 2023.
Ministry of Family Affairs, Integration and the Greater Region, Interview with Corinne Cahen in the *Revue*, "Instrumente für das Zusammenleben", Press release, 1 March 2023.

The law and its instruments now not only address foreign residents, but the wider public, i.e. all people who live or work in Luxembourg (including cross-border workers), regardless of their nationality and status (migrant, AIP, BIP, etc.).[381]

It shall be noted that the completion of the introductory modules, that are organised within the framework of the Citizen's Pact, can be taken into consideration for the application to obtain long-term resident status and will allow access to a simplified procedure to acquire Luxembourg nationality (given the conditions of the law on nationality are met).[382]

7.1.1 Implementation process

Circulaire 2024-001 distributed by MFSVA
The Minister in charge of Living Together provided Luxembourgish municipalities with additional information regarding the implementation of the Law of 23 August 2023. The circular informs on the funding and support (Intercultural Living Together-advisors) available for the municipalities that join the Gemengepakt, the composition of the CSVEI and on its constituting elections.[383]

7.1.2 New structures foreseen

7.1.2.1 Training sessions for members of the new Municipal committees on Intercultural Living Together

In November 2023, the MFSVA assigned CEFIS with the training of the members of the new CCVEIs. The sessions, which started in March 2024, intended to help CCVEI-members with taking on their role in the new legal framework through better understanding the functioning and missions of the CCVEI and to develop a strategy and projects adapted to their respective municipalities.[384]

7.1.2.2 Establishment of the Conseil Supérieur of Intercultural Living Together (CSVEI)

The CSVEI replaces the inter-ministerial committee on Integration and the National Council for Foreigners.
The CSVEI meets at least four times a year and has the following missions:

- advising and assisting the responsible Minister in the area of Intercultural Living Together;
- identifying priorities in the field of Intercultural Living Together taking into account local and regional specificities;
- giving its opinion on the national action plan and on the content of the programme;

[381] Bill 8155. Introduced to Parliament on 20 February 2023, p. 12
Ministry of Family Affairs, Integration and the Greater Region, Interview with Corinne Cahen in the *Revue*, "Instrumente für das Zusammenleben", Press release, 1 March 2023.
Law of 23 August 2023, Article 1. Published in Memorial A545 of 25 August 2023.
[382] Law of 23 August 2023. Published in Memorial A545 of 25 August 2023.
[383] MAINT, Circulaire 2024-001, 10 January 2024.
[384] CEFIS, Formation à destination des nouvelles commissions du vivre-ensemble interculturel, March 2024.

- contributing to the promotion of Intercultural Living Together, including the fight against racism and all forms of discrimination.[385]

The CSVEI is subordinated to the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees and is composed of 30 members and 30 substitute members, who in order to be eligible as candidates must live or work in the territory of a municipality.[386] The CSVEI is composed of:

- 14 full and 14 substitute members who are appointed by the Minister consisting of:
  - Six government representatives
  - Six representatives of associations working in the field of intercultural living-together
  - Two representatives of SYVICOL
- 16 full and 16 substitute members who are elected by the members of the Municipal Advisory Committee for Intercultural Living Together representing the municipalities.[387]

The elections of the representatives of the municipalities took place on 10 July 2024 in accordance with the Grand-Ducal Regulation of 28 February 2024.[388]

7.1.3 New instruments foreseen

7.1.3.1 Citizen's Pact (Biergerpakt)

On 1 January 2024 the Citizens' Pact (*Biergerpakt*) and the Intercultural Living Together programme have replaced the CAI. At the same time the "Welcome to Luxembourg" module (within the Intercultural Living Programme) has replaced the Accompanied integration Pathway (PIA). Nevertheless, the CAIs signed until 31 December 2023 continued to be valid and ran parallel with the Biergerpakt during 2024.[389]

Any adult living or working in Luxembourg is eligible to conclude the Biergerpakt and can participate in the Living Together programme. This programme consists of introductory modules on life in the Grand Duchy of Luxembourg and advanced (individual) modules and is designed to improve access to information and encourage civic participation. In 2024, 2 641 individuals signed the Biergerpakt as illustrated by figure 29.[390]

The programme consists of:

1) three introductory modules to life in Luxembourg. These include an online language module to familiarize participants with the country's three official languages (LU, FR,

[385] Law of 23 August 2023. Published in Memorial A545 of 25 August 2023.
Grand-Ducal Regulation of 28 February 2024. Published in Mémorial A94 of 8 March 2024.
MFSVA, Conseil supérieur of intercultural living together, Press release, 13 June 2024.
[386] MFSVA, Rapport d'activité 2024, p. 183, 28 March 2025
MFSVA, Élection du Conseil supérieur du vivre-ensemble interculturel, Press release, 11 July 2024.
Information obtained from the MFSVA on 6 January 2025.
[387] Law of 23 August 2023. Published in Memorial A545 of 25 August 2023.
MFSVA, Conseil supérieur of intercultural living together, Press release, 13 June 2024.
MFSVA, Élection du Conseil supérieur du vivre-ensemble interculturel, Press release, 11 July 2024.
[388] MFSVA, Élection du Conseil supérieur du vivre-ensemble interculturel, Press release, 11 July 2024
Information obtained from the MFSVA on 6 January 2025
Grand-Ducal Regulation of 28 February 2024. Published in Mémorial A94 of 8 March 2024.
[389] MFSVA, Rapport d'activité 2024, p. 185, 28 March 2025.
[390] MFSVA, Rapport d'activité 2024, p. 185, 28 March 2025.

DE)[391] to achieve at least introductory level A.1.1 of the Common European Framework of Reference for Languages in at least one of the three languages;

2) a catalogue of individual (advanced) modules, which take into account the diversity of participants and which offer a choice of activities and training courses i.a. for language acquisition and practice.

These modules continue to be developed on an ongoing basis and the course catalogue will continuously be adapted in line with the needs identified by (potential) participants. A variety of the language practice activities are offered by municipalities and associations, by the National Institute for Languages (INL) as well as other training centres.

In addition, participants of the language module have free access to an online language learning platform with online exercises and tests to acquire or improve their command of Luxembourg's three administrative languages. For Luxembourgish, they can register on the Learn Luxembourgish Online platform offered by the INL and for French and German online classes, they can request an activation code via the Biergerpakt.[392] To meet the targets set by the Citizens Pact, new formats for acquiring Luxembourgish will be introduced in 2025.[393]

Figure 29: Overview: CAIs still active and Citizen's Pacts concluded in 2024

Source: Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees, 2025. © University of Luxembourg, 2025

[391] By accessing the language learning platform Altissia with an access code through the Biergerpakt.
Biergerpakt – Citizen's pact for intercultural living together, n.d.
Biergerpakt: Language module, n.d.
[392] LU EMN NCP, response to AHQ 2024.64 Language and literacy support measures for adult beneficiaries of international protection, launched on 13 November 2024.
[393] These new language acquisition formats will be based on the LieLa (Liechtenstein Languages) or the "Moving Languages" method. "Moving Languages" is a unique, and interactive method for acquiring basic knowledge of a new language in just a few weeks. This method focuses exclusively on the acquisition of oral fluency. Six-week training courses for INLL- and SFA-instructors have already started. The project is based on cooperation between the SFA at the MENJE, INLL, and Liechtenstein Languages.
Reply to Parliamentary Question 1339, Apprentissage des langues dans le cadre du pacte citoyen, 20 November 2022.
MENEJ, National Institute for Languages, Back to school at the Institut national des langues Luxembourg, Press release, 23 February 2024.

Orientation Days
The DVEI organised two Orientation Days for the Biergerpakt (Citizen's Pact) programme in 2024, which were attended by 2023 participants. Both events gave participants an opportunity to familiarize themselves with administrative procedures, the country's institutions and community life in Luxembourg.[394]

"Welcome to Luxembourg"
As part of the "Welcome to Luxembourg" module (formerly PIA), the DVEI organised weekly information sessions on life in Luxembourg for adults who received social assistance from (ONA).
The information sessions span over a total of 6 hours, during which participants discuss subjects such as health, values and norms and gender equality interactively in plain French. These sessions shall support the integration of AIPs, to help them participate more independently in the life in Luxembourg and to provide them with basic information on Intercultural Living Together.
In 2024, 386 people attended the 6 hours of information sessions, including 152 women (39,2%) and 234 men (60,8%). The average age of participants was 34,5 years and the average participation rate was 77% over the whole of 2024.[395]

7.1.3.2 Municipal Pact for Intercultural Living Together (Gemengepakt)

The Municipal Pact for Intercultural Living Together (Gemengepakt), is the successor of the pilot project *Pakt vum Zesummeliewen*.[396] It supports the commitment of the municipalities for Intercultural Living Together on the local and regional level with a broader approach that includes EU-citizens, Luxembourg nationals, TCNs, and cross-border workers living and/or working in Luxembourg.[397]

The Gemengepakt consists of five stages:
1) entering a political commitment,
2) situational report (inventory of each municipality's specific needs),
3) citizens' workshops to develop specific actions,
4) implementation of these actions,
5) evaluation of work done and future outlook.[398]

The implementation of the Gemengepakt is closely supported by the Ministry, its official partners ASTI and CEFIS, and five advisors on Intercultural Living Together.[399]

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[394] More than 930 signatories of the Welcome and Integration Contract (CAI) and members of the Biergerpakt registered for the Orientation Day on 9 March 2024. The second Orientation Day on 9 November 2024 counted more than 1093 participants and broke a visitor record.
MFSVA, New record attendance at the Orientation Day organized by the MFSVA, Press release, 11 March 2024
MFSVA, New record: more than 1093 participants at the Orientation Day, Press release, 12 November 2024.
[395] MFSVA, Rapport d'activité 2024, p. 186, 28 March 2025.
[396] Ministry of Family Affairs, Solidarity, Living Together and Reception (MFSVA), Rapport d'activité 2023 du ministère de la Famille, de l'Intégration et à la Grande Région, 5 March 2024, p. 325.
[397] Ministry of Family Affairs, Integration and the Greater Region, Draft law on intercultural living together and amending the amended law of 8 March 2017 on Luxembourgish nationality, Press release, 7 February 2023.
Ministry of Family Affairs, Integration and the Greater Region, Interview with Corinne Cahen in the *Revue*, "Instrumente für das Zusammenleben", Press release, 1 March 2023.
[398] MFSVA, Rapport d'activité 2024, p. 182, 28 March.
[399] MFSVA, 1st signing ceremony for the "Gemengepakt vum interkulturellen Zesummeliewen" with 13 municipalities, Press release, 29 March 2024.

Under the Gemengepakt initiative, different funding is available to municipalities:

- an annual grant of up to €30 000 per municipality to cover the costs of a municipal pact coordinator (*coordinateur pacte communal*),[400]
- an annual grant of €3 000, €5 000 or €8 000 to cover the implementation costs (depending on the number of local councillors)

Altogether 35 municipalities have signed the Municipal Pact for Intercultural Living Together in 2024.

What is more, municipalities receive an annual amount of €5 per each resident of the municipality and each cross-border worker whose place of work is in the municipality and who is a signatory to the Citizens' Pact by 31 December of the respective year.[401]

Gemengepakt monitoring committee

The Gemengepakt monitoring committee, which is comprised of the DVEI of the MFSVA, CEFIS, ASTI, CLAE, SYVICOL and Intercultural Living Together advisers, met four times in 2024. During these meetings, progress in municipalities and encountered challenges were discussed and adjustments to the process proposed. At the end of the year, it was decided to expand this committee to include contracted partners active in the field of community social work (Inter-Actions and Caritas Jeunes et Famille) to maximise synergies between local players and projects.

7.2 Additional support for municipalities

Citizen's Guides

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 template for model of a standardised citizen's guide was produced. In 2023, the first set of customised "Citizen's Guides", in collaboration with participating municipalities, SYVICOL and the Ministry of Family Affairs, Integration and the Greater Region was drawn up based on the 2022-template. Drafted in five languages, the guides present 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.[402]

Since 1 January 2024, 33 municipalities have also received their customised "Citizen's Guides" (*Bierger-Guide*).[403]

[400] Who can be either a civil servant, a municipal employee or an external coordinator (natural or legal person).

[401] MFSVA, 1st signing ceremony for the "Gemengepakt vum interkulturellen Zesummeliewen" with 13 municipalities, Press release, 29 March 2024.

[402] Ministry of Family Affairs, Integration and the Greater Region, Rapport d'activité 2022, p. 283, 2 March 2023.
Ministry of Family Affairs, Integration and the Greater Region, Corinne Cahen hands out the first "Citizen's Guide" for municipalities, Press release, 5 May 2023.
Ministry of Family Affairs, Integration and the Greater Region, Max Hahn hands over the "Citizens' Guide" to nine additional municipalities, Press release, 1 August 2023.

[403] MFSVA, Forum fir d'Zesummeliewen an eise Gemengen, Signing ceremony of the "Gemengepakt vum interkulturellen Zesummeliewen" and official handover of the "Citizen's guide" in Niederanven, Press release, 29 November 2024.

Forum fir d'Zesummeliewen an eise Gemengen

The strong interest and need of Luxembourg municipalities to network on issues related to integration and living together are answered in the Forum fir d'Zesummeliewen an eise Gemengen (Forum for Living Together in our municipalities; formerly Group for Exchange and Support on Integration at Local Level, GRESIL).[404]
On 22 May 2024, the 12th Meeting of the Forum fir d'Zesummeliewen an eise Gemengen was held under the heading "Municipalities against racism! Promoting respect and tolerance at local level" in Dudelange.[405]
On 27 November 2024, the 13th Meeting of the Forum on "We are all experts in living together! Suggestions for a well-functioning committee on living together and effective collaboration with local politicians" was held in Niederanven.[406]

7.3 Support of and cooperation with NGOs, research bodies, and other private organisations

Public support for non-profit organizations and private organizations continued in 2024 through various annual funding frameworks.

7.3.1 Annual agreements with NGOs

- Four associations, Centre d'Étude et de Formation Interculturelles et Sociale (CEFIS), Association de Soutien aux Travailleurs Immigrés (ASTI), Comité de liaison des associations d'étrangers (CLAE), and Caritas had their agreements around specific missions related to the implementation of living together renewed. Hëllef um Terrain (HUT, successor of Caritas), signed an agreement with the MFSVA for the first time).[407]
- The annual agreement system within DVEI has been expanded to include the new theme of community social work, which was previously attached to the Solidarity Division of the same Ministry. The following associations were funded under this framework: ASTI, Caritas Jeunes et Familles, and Inter-Actions.[408]

7.3.2 Support for NGOs within the PAN-framework

The National Action Plan for Integration (*Plan d'action national integration*, PAN) 2024-call for projects for associations aims to strengthen the implementation of the new approach to Intercultural Living Together and of the instruments established by the Law of 23 August 2023.
Thus, on 18 June 2024, the launch event for the selected projects from the 2024 *Promoting*

[404] Meetings of the Forum fir d'Zesummeliewen an eise Gemengen offer opportunities for gathering, exchanging, creating synergies, providing information, training, and support on integration issues at local level.
MFSVA, Forum fir d'Zesummeliewen an eise Gemengen in Dudelange, Press release, 27 May 2024.
[405] MFSVA, Forum fir d'Zesummeliewen an eise Gemengen in Dudelange, Press release, 27 May 2024.
[406] MFSVA, Forum fir d'Zesummeliewen an eise Gemengen, Signing ceremony of the "Gemengepakt vum interkulturellen Zesummeliewen" and official handover of the "Citizen's guide" in Niederanven, Press release, 29 November 2024.
[407] MFSVA, Rapport d'activité 2024, p. 177-179, 28 March 2025.
[408] MFSVA, Rapport d'activité 2024, p. 177, 28 March 2025.

Intercultural Living Together call took place. The call for projects "Promoting Intercultural Living Together", focussed on (i) "Promoting participation of cross-border workers" and (ii) "Citizen's Pact and Intercultural Living Together program – Development of model modules". Four projects from the second axis were selected to develop model modules within the framework of the Citizen's Pact (*Biergerpakt*) and the Intercultural Living Together programme:

1. Project "Menschenrechte erlebbar machen" by ACAT (Christian Action for the Abolition of Torture)
2. Project "Café créatif: De Fuedem deen eis verbënnt" by A'Musée
3. Project "Bis am Bus" by Mir wëllen Iech ons Heemecht weisen
4. "Doc & Talk" project by Openscreen[409]

These projects run until November 2025.

7.3.3 Support for NGOs outside the PAN-framework

Through the budget item "Subsidies for projects in the field of Living Together and the fight against discrimination" ("*Subsides à des projets dans le domaine du vivre-ensemble et de la lutte contre les discriminations*"), the MFSVA offers one-off financial support to associations and/or federations that engage in actions promoting Intercultural Living Together.

In 2024, two different kinds of subsidies were offered for:

- associations' projects in the fields of integration and Living Together;
- associations organising an event that contribute to the "I can vote" awareness campaign relating to the European elections.[410]

7.4 Projects financed by AMIF

As the MFSVA is the management authority for the implementation of the 2021-2027 European Asylum, Migration and Integration Fund (AMIF), the DVEI participated in the implementation of the national AMIF programme 2021-2027. AMIF calls have the objective to strengthen national capacities and improve procedures for migration management. The selected projects cover various issues related to migration, the Common European Asylum System, legal migration and integration, and the return of TCNs without the right to reside.[411]

7.4.1 AMIF-Projects starting in 2024

Six AMIF-projects were selected in the 2023-call for a total amount of approximately €800 000. These selected projects will be carried out under the actions A.3, B.1 and B.2 between 1 January 2024 and 31 December 2025.
For additional details about the projects, please consult the appendix.

[409] MFSVA, Intercultural living together: Official launch of the projects selected in the framework of the 2024 call for projects, Press release, 20 June 2024.
MFSVA, Projects within the framework of the National Action Plan for Integration, 19 June 2024.
MFSVA, Rapport d'activité 2024, p. 176, 28 March 2025.
[410] MFSVA, Rapport d'activité 2024, p. 181, 28 March 2025.
[411] European Commission, Asylum, Migration and Integration Fund (2021-2027), website last accessed on 12 September 2022.

7.4.2 Two AMIF Calls for projects 2024

Two AMIF-calls were launched in 2024 by the AMIF managing authority in collaboration with the ONA and the DVEI.[412]

7.4.2.1 First AMIF call

Six projects were selected during the first AMIF call in May 2024 under actions A.2, A.3, B.1, B.3., and B.4. These projects will be financed with an approximate total of € 2 700 000 and carried out between 1 February 2025 and 31 January 2029.[413]
For additional details about the projects, please consult the appendix.

7.4.2.2 Second AMIF call

The second AMIF call in October selected five projects under the actions A.2, B.2, B.4, C,1, and C.2. These projects will be carried out between 1 January 2025 and 31 December 2028 and are financed with approximately € 5 000 000.[414] For additional details about the projects, please consult the appendix.

7.4.2.3 Additional projects directly supported by the AMIF-fund in 2024

In addition, seven projects were funded through direct grants.
Three projects were directly funded under the Common European Asylum System-objective:

1) Training for refugee service staff : Enhancing the legal and procedural skills of the staff, at both national and European level national and EU level.
2) Redesign of reception of management systems: Developing and maintaining an application designed for the needs of the ONA for managing the reception of AIPs.
3) Improving security accommodation conditions in ONA facilities: Awareness-raising and training activities and the installation of specific equipment.[415]

Under the Legal Migration and Integration objective two projects have been directly financed. These projects aim to strengthen ASTI's and CLAE's one-stop-shop-services. These counters provide individual support and information on the legislative framework for asylum, immigration, reception, and intercultural coexistence in Luxembourg. The first phase of the projects was carried out between 1 January 2023 and 31 December 2024. A follow-up project to strengthen collaboration between the two stakeholders will be carried out between 1 January 2025 and 31 December 2028.[416]

Two projects, which are run by the General Department of Immigration of the Ministry of Home Affairs, were directly funded under the return-objective:

1) Consular Day: Familiarising representatives from diplomatic and consular missions accredited in Luxembourg and in the Benelux countries, with Luxembourg legislation

[412] MFSVA, National Reception Office, Lancement de l'appel à projets dans le cadre de la mise en œuvre du Fonds "Asile, migration et intégration" (AMIF), Press release, 8 May 2024.
[413] MFSVA, Rapport d'activité 2024, p. 189, 28 March 2025.
[414] MFSVA, Rapport d'activité 2024, p. 190, 28 March 2025.
[415] MFSVA, Rapport d'activité 2024, p. 190, 28 March 2025.
[416] MFSVA, Rapport d'activité 2024, p. 190/191, 28 March 2025.

and procedures relating to immigration and international protection, to the return of irregular residents.

2) Organisation and implementation of forced returns: Repatriation, via charter and commercial flights, people who do not leave the territory voluntarily even though they are legally obliged to do so.[417]

7.5 Adult education

In addition to the offers and projects financed within the frameworks of the Biergerpakt and the AMIF, several measures contribute to the linguistic or professional integration of adults with migrant backgrounds, even if some are not exclusively aimed at TCNs.

7.5.1 Linguistic integration of AIPs, BIPs, and BTPs

The Department of Adult Education (*Service de la formation des adultes*, SFA) offers adult education courses for AIPs, BIPs, BTPs, and illiterate first arrivals.
Linguistic Integration 1 (IL1) courses are a prerequisite for AIPs' participation in Linguistic Integration 2 (IK2) courses. IL1 is an individual guidance session during which the language skills and academic background of future learners are assessed to subsequently direct them to IL2-courses corresponding to their individual language level, which are either literacy courses or teach French as a foreign language.

During the 2023/2024 academic year:

- 1 962 people participated in language integration courses, compared with 2 187 the previous year. This decrease of 10,3% can be attributed to the falling numbers of arrivals from Ukraine;
- 1 245 persons registered for IL1 courses;
- 4 196 persons registered for IL2 courses. It is possible for one person to register for multiple IL2 courses, as they can last several terms and one registration per person per trimester is required. Registration in IL2 courses can be broken down according to course-type: 1 797 (42,8%) persons took IL2-alphabetisation-courses and 2 399 (57,2%) persons were taught French as a foreign language.[418]

With the start of the 2024/2025 school year, a test phase for linguistic integration courses began. The number of hours offered per week doubled to 21 to increase participants' contact with the French language and to improve their integration so that they can find their way into the labour market more quickly.[419]

7.5.2 Language courses at the National Institute for Languages Luxembourg (INLL)

The INLL provides language classes for adults and certifies skills in several languages.
The 2023/2024 academic year saw an increase by 9,5% in the number of registrations for language courses, with 16 701 registrations compared with 15 259 in 2022/23. This increase

[417] MFSVA, Rapport d'activité 2024, p. 191, 28 March 2025.
[418] Information obtained from the SFA on 12 December 2024 and on 20 June 2025 & MENEJ, Rapport d'activité 2024, p. 49, 27 March 2025
[419] Information obtained from the SFA on 12 December 2024 and on 20 June 2025 & MENEJ, Rapport d'activité 2024, p. 49, 27 March 2025.

continues to be partly driven by the growing demand for the *Sproochentest*, the Luxembourgish language test required for obtaining Luxembourgish citizenship.[420]

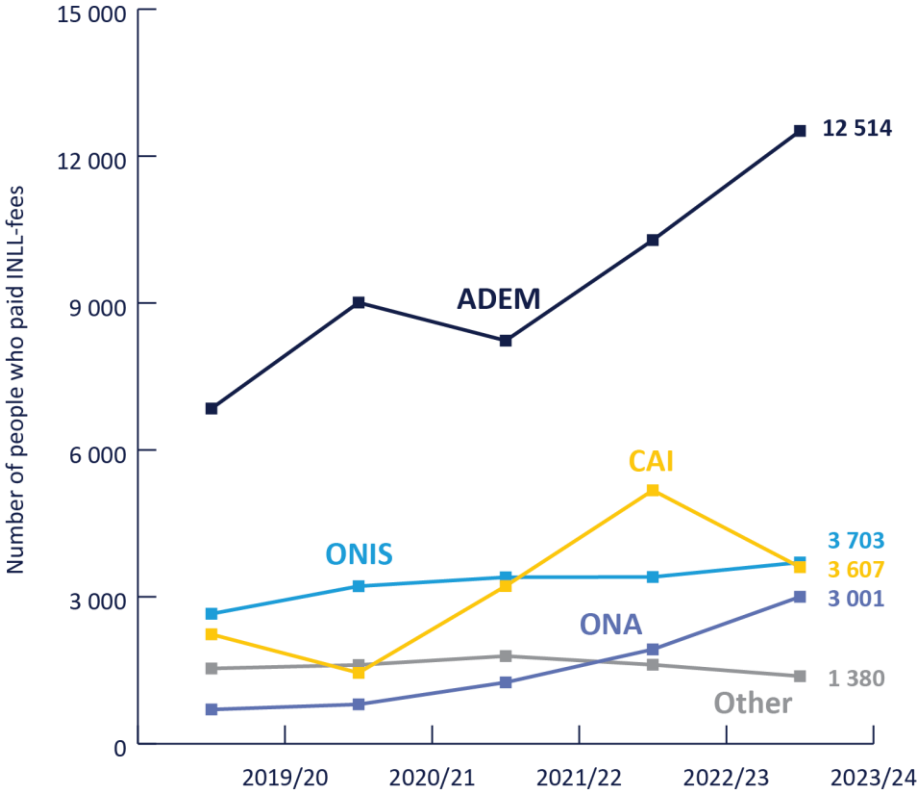
The INLL offers language classes at a reduced price for foreigners if they are:

1) Pupils in secondary education with a referral by their school principal;
2) Social assistance recipients
3) Jobseekers compensated by ADEM;
4) In need, as recognised and confirmed by ONA or social welfare offices;
5) CAI signatories.[421]

People who fall in categories (1) to (4) are eligible to 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.[422]

During the 2023/2024 school year, from a total of 24 205 vouchers that were issued, a share of 51,7% was given out by ADEM, 14,9% by the DVEI (under the CAI)[423], 12,4% by ONA to AIPs, 15,3% by the National Office for Social Inclusion (ONIS) and 5,7% by social offices.[424]

Figure 30: Number of people who paid reduced INLL course-fees according to vouchers issued



Source: Ministry of Education, Children and Youth, 2020-2025 © University of Luxembourg, 2025

[420] MENEJ, Rapport d'activité 2024, p. 36, 27 March 2025.
[421] lifelong-learning.lu, 18 July 2025.
[422] lifelong-learning.lu, 18 July 2025.
[423] If used for language courses, these vouchers are accepted by the INLL and are also valid with other language course providers, if they are approved by the Adult Training Department of the Ministry of National Education, Children and Youth. Source: Reply to Parliamentary Question 6194, 28 June 2022.
[424] MENEJ, Rapport d'activité 2024, p. 50, 27 March 2025.

7.5.3 ADEM partners with Babbel

The Luxembourg job market is very multilingual and knowledge of at least two of the most common working languages (French, Luxembourgish, English, and German) is considered critical for a successful job application. As of 4 July 2023, every job seeker who registers with ADEM has to complete an online language assessment as part of ADEM's efforts to provide tailored support services.[425]

In April 2024, ADEM and the subscription-based language learning software Babbel partnered to start their first pilot project for which ADEM has received support and co-financing from the European Social Fund Plus (ESF+) (2021-2027 "investing in the future" program) and the Ministry of Labour.[426] This pilot project addresses the shortage of talent on the Luxembourg job market.[427]

For the period 2024-2025, ADEM can distribute 200 free Babbel-licenses per month to job seekers registered with ADEM.[428] This offer, which is part of ADEM's increase in training actions (upskilling, reskilling), has so far been met with considerable success.[429] A flyer distributes information about the project to a wider audience.[430]

7.6 Fight against racism and discrimination

The problem of racism and discrimination in Luxembourg remains topical and hence continues being addressed, analysed, ad discussed on a regular basis and on different levels.

7.6.1 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 but its publication is delayed. While the Minister of Family Affairs, Solidarity, Living Together and Reception of Refugees elaborated that the PAN will focus on the three areas, in which racism is experienced most intensely, he underlined the possibility to include additional areas if this would become necessary. The PAN will also include measures for victim-support, awareness, and statistical information. Furthermore, the Minister attaches great importance to the inclusion of manifold civil society stakeholders and of relevant Ministries to enable inter-ministerial cooperation.[431]

7.6.2 Enhancing the legal framework for combating racism

The Law of 23 August 2023 on Intercultural Living Together includes the fight against racism as a cross-cutting priority and includes it in the definition of Intercultural Living Together.[432] The missions of the CSVEI and the CCVEI also mention the fight against racism and all forms of discrimination.[433] Furthermore, the Intercultural Living Together-programme contains a

[425] ADEM, Online Language Tests for Job Seekers, Press release, 4 July 2023.
European Funding in Luxembourg, Plateforme d'apprentissage de langues, 6 August 2024.
[426] Information obtained from ADEM on 22 October 2024.
[427] ADEM, Les actions de l'ADEM sur un marché de l'emploi qui peine à rebondir, Press release, 4 June 2024.
[428] European Funding in Luxembourg, Plateforme d'apprentissage de langues, 6 August 2024.
[429] ADEM, Les actions de l'ADEM sur un marché de l'emploi qui peine à rebondir, Press release, 4 June 2024.
[430] ADEM, Les actions de l'ADEM sur un marché de l'emploi qui peine à rebondir, Press release, 4 June 2024.
[431] Reply to Parliamentary Question 183, 11 February 2025 (point n°24).
MFSVA, Rapport d'activité 2024, p. 171, 28 March 2025.
[432] Law of 23 August 2023, Article 1, Published in Memorial A545 of 25 August 2023.
[433] Law of 23 August 2023, Article 7, Published in Memorial A545 of 25 August 2023.

module on combating racism.[434] Finally, diversity and the fight against discrimination constitute one of the five areas of the Gemengepakt.[435]

7.6.3 Awareness-raising initiatives against racism and ethno-racial discrimination

Several concrete actions against racism and discrimination, which pursue societal inclusion, respect, and tolerance, were carried out in 2024:

- The dissemination of a follow-up study on CEFIS' 2022-study on racism on the testimonies of victims of racism supported by the MIFA (CEFIS);
- A national forum (*Forum fir d'Zesummeliewen an eise Gemengen*) on municipalities and racism was established (for more details please refer to sub-section 7.2);
- Co-financing of six projects within the framework of the AMIF Fund, including "Black History Month 2024" (for more details please refer to sub-section 7.3.1);
- Workshops on interculturality and anti-racism, led by civil society associations, were part of the Intercultural Living Together programme during the Orientation Days (for more details please refer to sub-section 7.1.3.1);
- MFSVA's DVEI partnered with several associations to put up a stand on "Housing without Racism" (*Logement sans Racisme*) during Housing Week 2024.[436]

7.6.4 Digital realm

The prevention of and the fight against racism and discrimination in the digital realm is covered in the annual report of government initiative BEE SECURE (coordinated by the SNJ).

The initiative Bee Secure manages the website Bee Secure Stopline, which the public can to anonymously and confidentially contact in order to report potentially illegal content encountered on the Internet. After verification, potentially illegal content is passed on to the relevant national and international authorities.[437]

In 2023/2024, the categories racism and terrorism saw an increase of 53% and 75%, respectively. Of the 491 reports concerning racism, 292 were deemed potentially illegal (2022/2023: 138 reports). Bee Secure attributes this increase is particularly to the rise in alerts relating to the Israeli-Palestinian-conflict.[438]

7.7 Additional developments

7.7.1 Launch of longitudinal survey on Living Together and integration in Luxembourg

On 24 October 2024, the Luxembourg Institute of Socio-Economic Research (LISER) in collaboration with the MFSVA, the General Inspectorate of Social Security (*Inspection générale de la sécurité sociale*, IGSS), and the Government IT Centre (*Centre des technologies de l'information de l'État*, CTIE), launched a longitudinal survey among adult

[434] Law of 23 August 2023, Article 5, Published in Memorial A545 of 25 August 2023.
[435] MFSVA, 1st signing ceremony for the "Gemengepakt vum interkulturellen Zesummeliewen" with 13 municipalities, Press release, 29 March 2024.
[436] MFSVA, Rapport d'activité 2024, p. 172, 28 March 2025.
[437] Bee Secure, Bee Secure Radar 2025, 11 February 2025, p. 48.
[438] Bee Secure, Bee Secure Radar 2025, 11 February 2025, p. 48, 50.

newcomers on Living Together and integration in Luxembourg. This follow-up survey on new arrivals is utilises a dual data collection approach and is based on an online questionnaire taking approximately 30 minutes to complete - subject to the participants' consent - and the use of administrative data.

The survey, which will be launched annually, targets the 13 000 adults who arrived in Luxembourg in 2023 and asks them about their trajectories, perceptions, and attitudes towards Intercultural Living Together. The information gathered by the survey shall complement administrative databases and consists of the following main modules for 2024: a) personal and family situation; b) professional situation before and after arrival (e.g. employment, skills, reasons for migration); c) housing and neighbourhood relations; d) aspirations in Luxembourg society; e) language skills; f) social interaction and well-being; and g) social norms of newcomers concerning Living Together.

Follow ups for those participants who agreed are foreseen in 2025 and 2026 to measure changes in integration and perceptions of Living Together and to collect additional information. The results of this survey will be used to improve programmes relating to Living Together.[439]

7.7.2 Use of social security micro-data platform

The Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees and the Ministry of Labour announced that given the numerous challenges posed by evaluations of long-term integration policies, the Government is looking into the IGSS, and the Luxembourg National Data Service (LNDS*)* micro-data-platforms as starting points to develop a tool, which is conform with the General Data Protection Regulation (GDPR). The planned and consent-based merging of survey data on integration of adult newcomers with key administrative data on their employment and participation in training courses and integration programs, would allow gathering meaningful information on their integration paths.[440]

7.7.3 Cost-of-living benefit and energy allowance

The Coalition Agreement 2023-2028 underlines the importance of the fight against poverty,[441] e.g. by offering targeted support to disadvantaged households.[442] The Government Council Regulation of 17 July 2024 relating to the granting of a cost-of-living allowance and the energy bonus for the year 2025[443] made the conditions for accessing these benefits more flexible by reducing the reference period of during which the applicant

[439] Information obtained from the MFSVA on 6 January 2025.
[440] Reply to Parliamentary Question 880, 25 July 2024.
[441] MFSVA, Présentation des nouveautés au niveau de l'allocation de vie chère, et des mesures sociales pour les ménages à revenu modeste à la suite de la réduction du plafonnement des prix énergétiques, Press release, 19 July 2024.
Government of Luxembourg, Accord de coalition 2023-2028, 16 November 2023, p. 82.
[442] MFSVA, Présentation des nouveautés au niveau de l'allocation de vie chère, et des mesures sociales pour les ménages à revenu modeste à la suite de la réduction du plafonnement des prix énergétiques, Press release, 19 July 2024.
Government of Luxembourg, Accord de coalition 2023-2028, 16 November 2023, p. 82.
[443] Regulation of the Government in Council of 17 July 2024. Published in Mémorial A289 of 18 July 2024.

must be resident in Luxembourg in order to qualify from 12 to three months. It is now also possible to submit a second application in the same year.[444]

This change is particularly relevant for recent immigrants, including TCNs. Contact with social welfare offices, as part of these applications, also facilitates awareness of and access to other social services.[445]

7.7.4 Implementing the recommendations of the International Covenant on Economic, Social and Cultural Rights (CESR)

Following the Committee on Economic, Social and Cultural Rights' Concluding observations on the fourth periodic report of Luxembourg from October 2022, the General Department of Immigration was asked in July 2024 to give its opinion on Luxembourg's implementation of the various recommendations made by the International Covenant on Economic, Social and Cultural Rights (CESR). The DGIM reported on the continued efforts by the Luxembourgish State in particular to facilitate access to employment of TCNs (i.e. migrants, refugees and asylum seekers).[446]

7.7.5 Signature of the Diversity Charter by the Minister of the Civil Service

On 14 May 2024, the Minister of the Civil Service signed the Diversity Charter. The Minister emphasised that "a diverse and inclusive public service leads to better quality service". The Diversity Charter will pay an important role in the human resources management policy of the Ministry and the Minister pointed further out that it will help to provide "the best possible conditions for our employees to realize their full potential."[447]

[444] MFSVA, Présentation des nouveautés au niveau de l'allocation de vie chère, et des mesures sociales pour les ménages à revenu modeste à la suite de la réduction du plafonnement des prix énergétiques, Press release, 19 July 2024.
[445] Information obtained from the National Office for Social Inclusion (ONIS) on 2 January 2025.
[446] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 26, 3 February 2025.
Committee on Economic, Social and Cultural Rights, Information received from Luxembourg on the follow-up to the concluding observations on its fourth periodic report, E/C.12/LUX/FCO/4, 20 August 2024.
[447] Ministry of the Civil Service, Charta der Vielfalt: der Minister für den öffentlichen Dienst setzt ein Zeichen, Press release, 14 May 2024.

8. CITIZENSHIP AND STATELESSNESS

AT A GLANCE
In 2024, **7 415 persons acquired Luxembourg nationality by procedural means**:
1 113 acquisitions were based on naturalisation, 6 108 on the option procedure and 193 on the recovery procedure, the latter declining sharply.

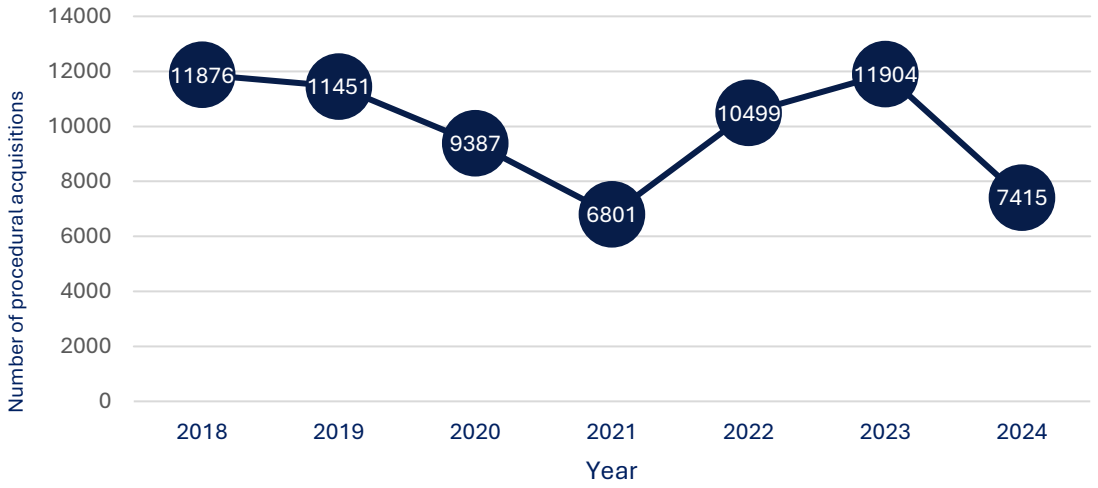
8.1 Legislative developments

In the year 2024 there has been no legislative change regarding the nationality law.

8.2 Acquisitions of nationality

In 2024, 7 415 persons acquired Luxembourg nationality by procedural means[448]. These numbers include all procedural acquisitions of nationality by residents and non-residents, thus covering naturalisations, recoveries of nationality and acquisitions of nationality by option. As figure 31 illustrates, this is the first drop in acquisitions since 2021.[449] When compared to 2023 (11 904 acquisitions), overall acquisitions decreased by 37,7% (-4 489), while in 2023 the growth rate was still at 13,4% (set against 2022).

Figure 31: Procedural acquisitions of Luxembourgish nationality (2018-2024)



Source: Ministry of Justice, 2017-2025. © University of Luxembourg, 2025

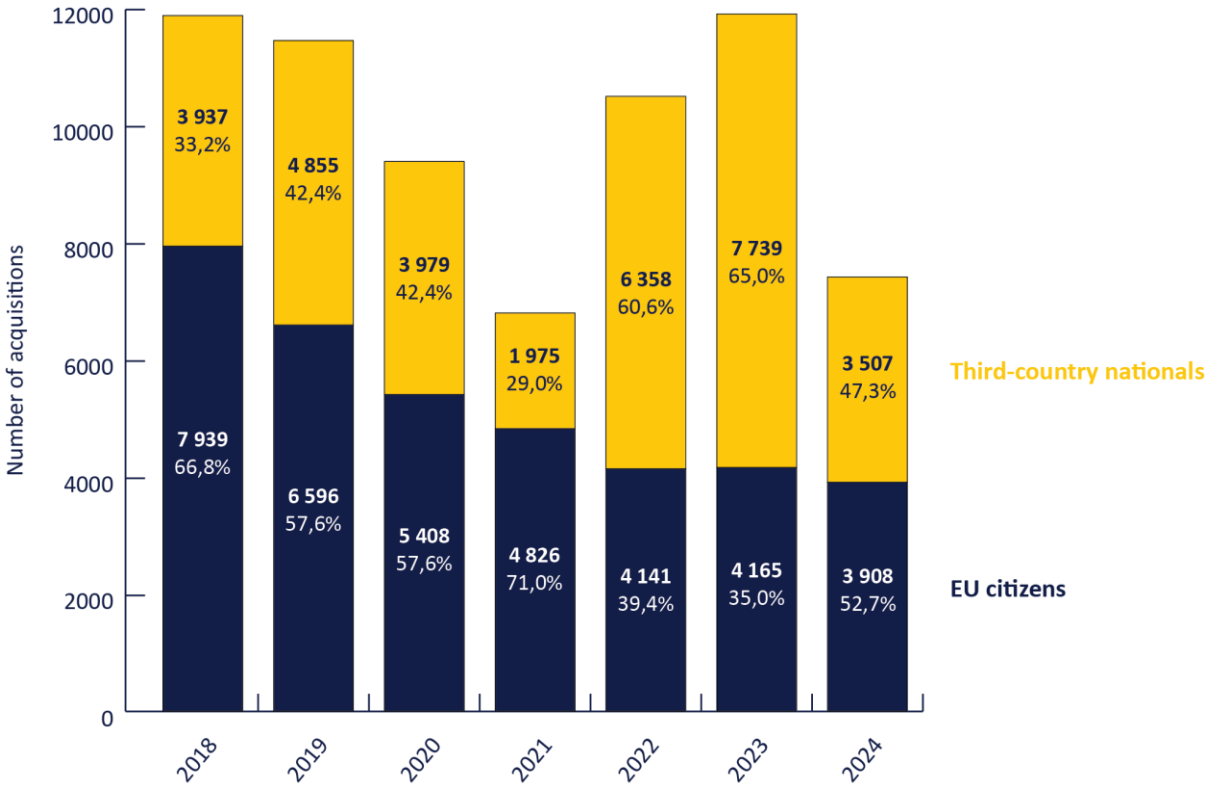
In addition, 812 people became Luxembourgish citizens on the basis of first generation *ius soli*[450] and 94 children became Luxembourgish citizens because of their birth in Luxembourg

[448] MJUST, En 2024, 7.415 personnes ont obtenu la nationalité luxembourgeoise à la suite des procédures de naturalisation, d'option et de recouvrement, Press release, 24 January 2025.
[449] MJUST, Procédures de nationalité luxembourgeoise clôturées – Année 2023, 22 January 2024.
[450] Information obtained from the MJUST 17 April 2025.

to two foreign parents of whom at least one was also born in Luxembourg (double *ius soli*).[451] When adding these numbers, a total of 8 321 acquisitions is reached for 2024.[452]

As shown in figure 32, the share of TCNs who acquired Luxembourgish nationality in 2024 (47,3%) has significantly decreased by 17,7%. Thus, for the first time since 2021, TCNs are a minority amongst all nationality acquisitions.[453]

Figure 32: Acquisitions of Luxembourgish nationality by EU citizens and third-country nationals (2019-2024)

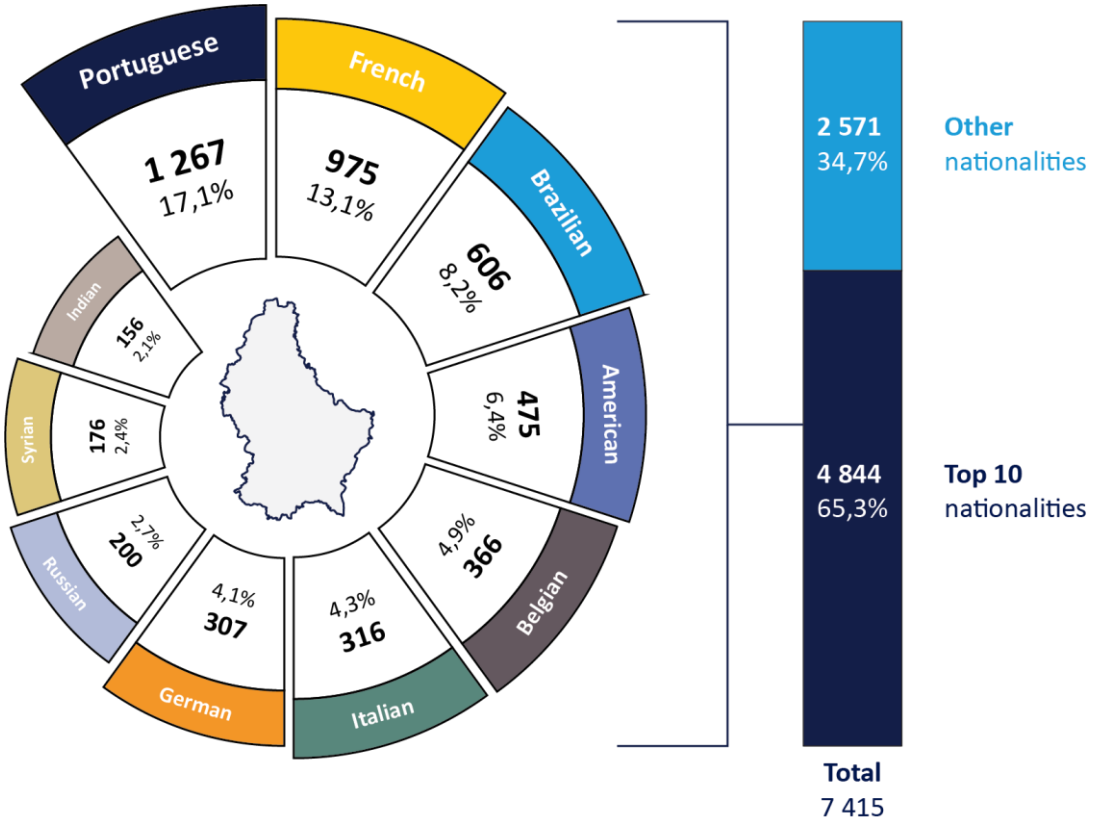


Source: Ministry of Justice, 2024, STATEC, 2024. © University of Luxembourg, 2024

Figure 33 below shows the top ten nationalities that have acquired Luxembourgish citizenship in 2024 by procedural means. Compared to 2023, the top three nationalities have changed: the Portuguese have replaced the Brazilians in first place, the Brazilians are now in third place. The French have moved from third to second place while positions 4 to 8 remain unchanged. Syrians now occupy ninth place, compared to tenth place in 2023, and Indians have entered the top ten.

[451] Information obtained from the National Institute for Statistics and Economic Studies (STATEC), 13 May 2025.
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.
[452] These figures do not include minors who automatically become Luxembourgish following the acquisition of Luxembourgish nationality by one of their parents.
[453] MJUST, Procédures de nationalité luxembourgeoise clôturées – Année 2024, 24 January 2025.

Figure 33: Top 10 nationalities acquiring Luxembourgish nationality in 2024 by procedural means



Source: Ministry of Justice 2025 © University of Luxembourg, 2025

Among the 7 415 acquisitions by procedural means, 1 113[454] were based on naturalisation (15%), 6 108 on the option procedure (82,4%) and 194 on the recovery procedure (2,6%).[455] Broken down into subcategories, acquisitions based on naturalisation decreased by 7,2 % (- 86), those based on the ten specific options stipulated in the amended Law of 8 March 2017 on Luxembourgish nationality (hereinafter Nationality Law)[456] increased by 5,8 % (+335), and those on recovery strongly decreased by 96,1% (-4 738).[457]

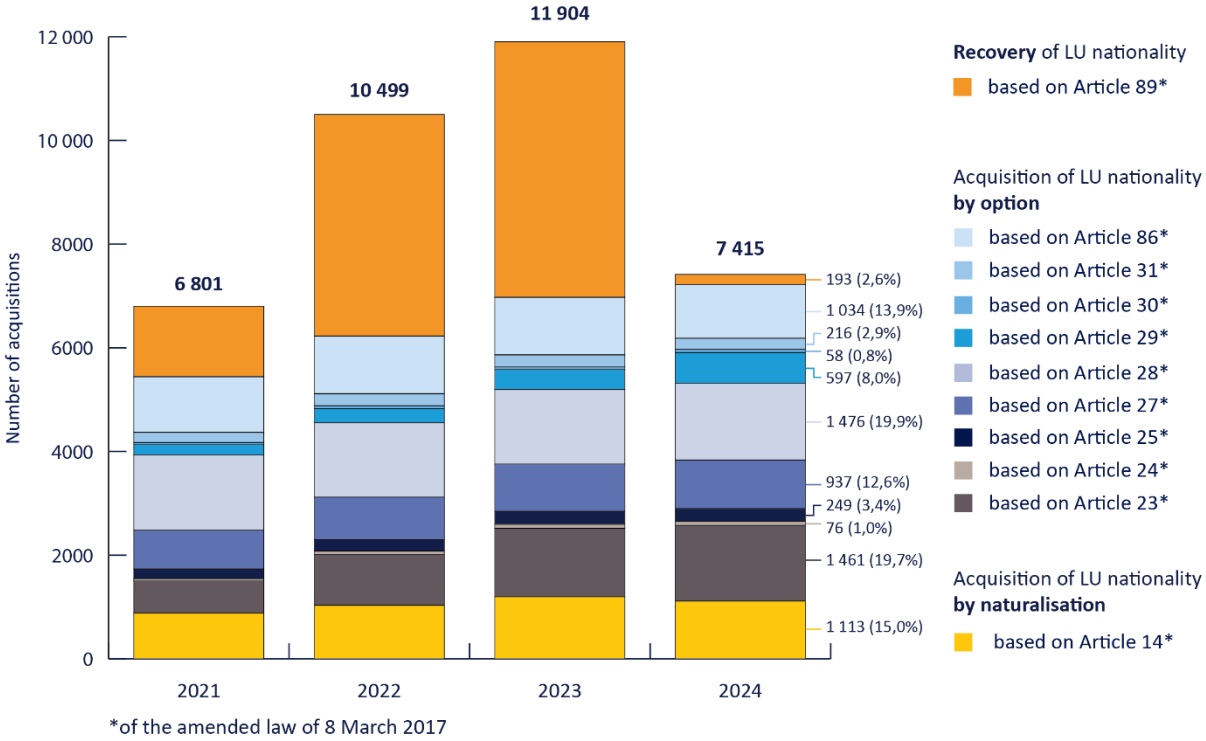
With regard to acquisitions by option, individuals who have resided in Luxembourg for at least 20 years by far constituted the largest group (1 476 acquisitions)[458], followed by adults with a parent, adoptive parent or grandparent who is or was Luxembourgish (1 461 acquisitions)[459], by persons at least 12 years of age who were born in Luxembourg (1 034 acquisitions)[460] and by adults who have completed at least seven years of schooling in

[454] All 1 113 persons were naturalised on the basis of Article 14 of the amended Law of 8 March 2017 on the Luxembourgish Nationality. Published in Memorial A 289 of 17 March 2017.
[455] MJUST, Procédures de nationalité luxembourgeoise clôturées – Année 2024, 24 January 2025.
[456] Law of 8 March 2017. Published in Memorial A 289 on 17 March 2017.
[457] MJUST, Procédures de nationalité luxembourgeoise clôturées – Année 2024, 24 January 2025.
[458] Law of 8 March 2017. Article 28. Published in Memorial A 289 on 17 March 2017.
MJUST, Procédures de nationalité luxembourgeoise clôturées – Année 2024, 24 January 2025.
[459] Article 23 of the amended Law of 8 March 2017 on Luxembourgish nationality, respectively.
MJUST, Procédures de nationalité luxembourgeoise clôturées – Année 2024, 24 January 2025.
[460] Law of 8 March 2017. Article 86. Published in Memorial A 289 on 17 March 2017.
MJUST, Procédures de nationalité luxembourgeoise clôturées – Année 2024, 24 January 2025.

Luxembourg (937).[461] 597 persons have opted for the nationality by fulfilling the obligations arising from the Welcome and Integration Contract (CAI) or the introductory modules within the framework of the Citizen Pact for Intercultural Living Together[462] and 216 BIPs/stateless persons[463] became Luxembourgers in 2024.[464]

In contrast to acquisitions by most procedural means whose share remained fairly stable (at least since 2021), the number of acquisitions through Article 89 sharply decreased in 2024 from 4 930 down to 193 acquisitions. The sudden decline of such acquisitions in 2024 can be attributed to fact that the filing of the certification proving Luxembourgish ancestry had to be submitted by 31 December 2018 even though the deadline for the submission of the declaration of recovery is set for 31 December 2025. In 2024, the acquisition of Luxembourgish nationality under Article 89 was mainly recovered by Brazilian, American, French and Belgium nationals.[465]
Out of all 606 acquisitions of Luxembourgish nationality by Brazilians, 120 (19,8%) are based on Article 89. As for Americans, who rank second, 31 out of 475 (6,5%) citizenship acquisitions concern this recovery procedure of Luxembourgish nationality.[466]

Figure 34: Acquisitions of Luxembourgish nationality– by procedural means (2021-2024)



Source: Ministry of Justice 2022-2025 © University of Luxembourg, 2025

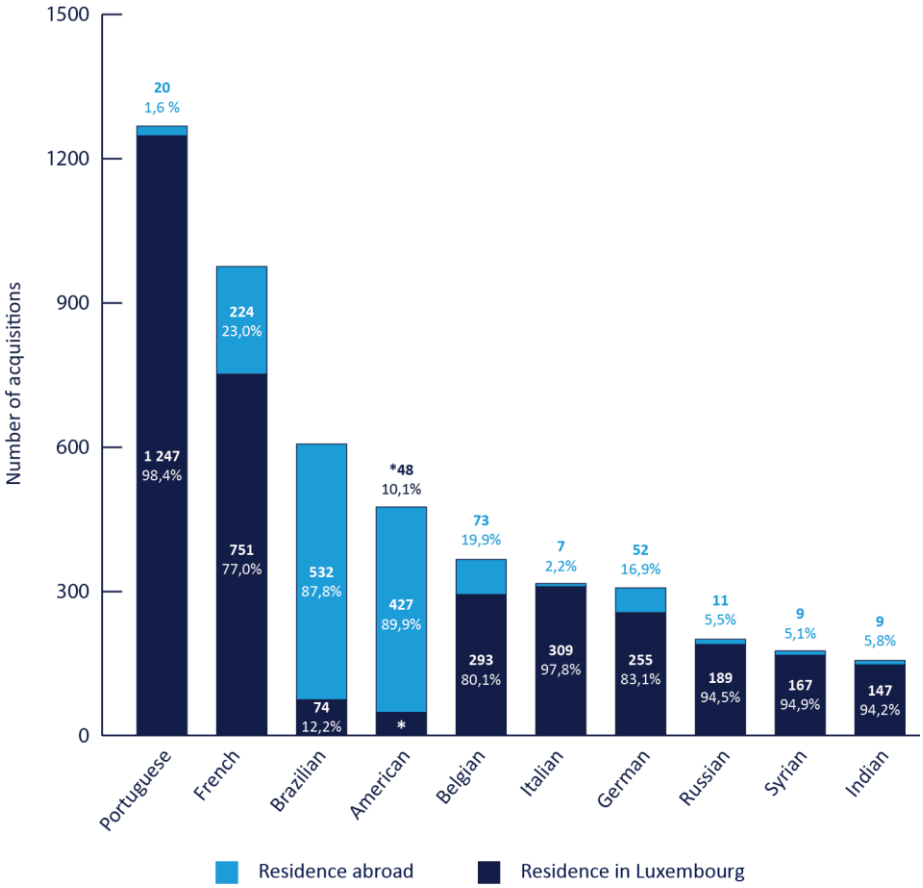
[461] Law of 8 March 2017. Article 27. Published in Memorial A 289 on 17 March 2017.
MJUST, Procédures de nationalité luxembourgeoise clôturées – Année 2024, 24 January 2025.
[462] Law of 8 March 2017. Article 29. Published in Memorial A 289 on 17 March 2017.
MJUST, Procédures de nationalité luxembourgeoise clôturées – Année 2024, 24 January 2025.
[463] Law of 8 March 2017. Article 31. Published in Memorial A 289 on 17 March 2017.
MJUST, Procédures de nationalité luxembourgeoise clôturées – Année 2024, 24 January 2025.
[464] MJUST, Procédures de nationalité luxembourgeoise clôturées – Année 2024, 24 January 2025.
[465] MJUST, Procédures de nationalité luxembourgeoise clôturées – Année 2024, 24 January 2025.
[466] Information obtained from the MJUST, 2023.
Law of 8 March 2017. Article 89. Published in Memorial A 289 on 17 March 2017.

8.2.1 Decrease in acquisitions of nationality by non-residents

In 2024, 5 892 acquisitions of nationality via procedural means (79,5%) concerned residents of Luxembourg, while 1 523 nationalities (20,5%) were acquired by individuals residing abroad. While the absolute numbers of residential acquisitions of nationality remains fairly similar to last year (2023: 5 831 acquisitions), their share has sharply increased as the amount of non-residential citizenship acquisitions has decreased from 51% down to 20,5%.[467]

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. The total of citizenship acquisitions of Luxembourgish citizenship by Brazilians sharply decreased by 86,2% (3 798 acquisitions less compared to 2023), which is linked to their drop of non-residential citizenship acquisitions by 87,8% (-3 815). Despite this decline, Brazilians are still on top of the list of non-residential citizenship acquisitions. A similar development can be seen for acquisitions of Luxembourgish nationality by non-residential American citizens, which also decreased by 51,9% (or 460 acquisitions).[468] An overwhelming majority of acquisitions by residents has been counted among i.a. Portuguese, French, Italian, Belgian, German, Russian, Syrian, and Indian nationals.

Figure 35: Top ten first nationalities acquiring Luxembourgish citizenship – by residence (2024)



Source: Ministry of Justice, 2025, STATEC, 2025. © University of Luxembourg, 2025

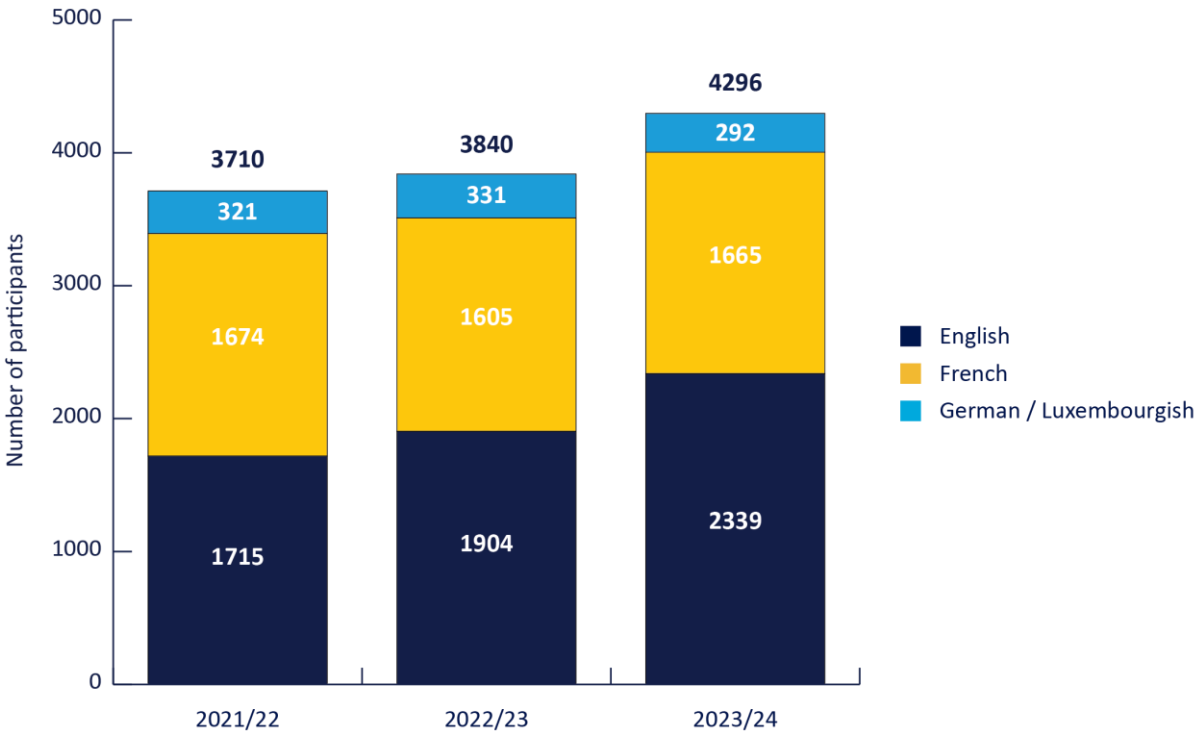
[467] Information from STATEC on 14 May 2025.
[468] Information from STATEC on 14 May 2025.

8.2.2 Living Together-courses in the Grand Duchy of Luxembourg

In order to acquire Luxembourg nationality, candidates must have participated in the "Living Together in the Grand Duchy of Luxembourg" course or they must have passed the "Living Together in the Grand Duchy of Luxembourg" exam.

The figure below depicts the distribution and evolution of the number of participants, who participated in the "Living together in the Grand Duchy of Luxembourg" courses according to the language of instruction over the last three school years.[469]

Figure 36: Distribution and evolution of the number of participants of Living Together in the Grand Duchy of Luxembourg courses, broken down by language of instruction



Source: Reply to Parliamentary Question 1594

8.3 Statelessness

In 2024, the General Department of Immigration approved eight travel documents for stateless persons (first deliveries and renewals).[470] There are no further incidents to report in this area for 2024.

[469] Reply to Parliamentary Question 1594, 10 January 2025.
[470] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 22, 3 February 2025.

9. SCHENGEN GOVERNANCE AND BORDER MANAGEMENT

AT A GLANCE

- Drafting of a **new national integrated border management strategy** 2024-2028 as part of the implementation process of Regulation (EU) 2019/1896
- Bill 8430 on the implementation of Regulation (EU) 2019/1896 (establishing a legislative framework for the **deployment of the Frontex standing corps** in Luxembourg) introduced to Parliament
- Approval of Motion 4408 on **temporary controls at the internal borders** of the Schengen Area
- **Bill 8465** on the on the implementation of Regulation (EU) 2018/1240 and to create an ETIAS National Unit introduced to Parliament
- **Law of 18 December 2024** implementing several European regulations relating to the Schengen Information System (SIS) adopted and implemented the interoperability regulations **entered into force**

9.1 National Integrated Border Management Strategy 2024-2028

In 2024, Luxembourg developed its national strategy for European Integrated Border Management (GEIF/IBM) for 2024–2028, led by the General Department of Immigration in collaboration with the Grand Ducal Police. The strategy aligns with EU goals to strengthen external border security and facilitate travel for TCNs at low-risk for irregular immigration and who pose a low security threat. It also addresses priorities like improving return procedures—especially voluntary returns—screening TCNs at borders, and implementing the EU Pact on Migration and Asylum. Given that Luxembourg's only external border is its airport, the strategy focuses on managing this entry point efficiently.[471]

9.2 External Schengen Borders

9.2.1 European Travel Information and Authorisation System (ETIAS)

The European Travel Information and Authorisation System (ETIAS), which introduces the requirement for visa-exempt TCNs to have a valid travel authorisation to access the Schengen area for a short stay, was supposed to enter in operation in 2024 but has been postponed to 2026.[472]

Introduction of Bill 8465 on the implementation of Regulation (EU) 2018/1240

The year 2024 saw the introduction of Bill 8465 to Parliament on 29 November 2024.[473] Bill 8465 introduces a legal framework at the national level to create a European Travel Information and Authorisation System (ETIAS) National Unit, the management of the ETIAS watch list, information sharing between members of the ETIAS National Unit as well as the provisions on the protection of personal data.

[471] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 26, 3 February 2025.
[472] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 27/28, 3 February 2025
ETIAS is expected to become operational in the last quarter of 2026.
[473] Bill 8465. Introduced to Parliament on 29 November 2024.

The ETIAS National Unit shall be based at the General Department of Immigration of the MAINT but is foreseen to also include staff from the Customs and Excise Agency, the Grand Ducal Police, the State Intelligence Service and the Health Directorate, for the necessary expertise to assess the three risks targeted by the ETIAS system: security risks, illegal immigration and high epidemic risks.[474]

9.2.2 Preparations for implementing the Entry/Exit System (EES)

The implementation process of Regulation (EU) 2017/2226 of the European Parliament and of the Council of 30 November 2017 establishing an Entry/Exit System (EES) continued in 2024. These processes included the Entry/Exit System (EES), which will establish an electronic register of entries and exits of TCNs who travel the Schengen-Area for a short stay and also replace the manual stamping of passports. At the national level, the General Department of Immigration is the main contact point (*donneur d'ordre*) for this EES and works closely with the Grand Ducal Police for the technical implementation of the EES project.[475]

9.2.3 Schengen Information System (SIS)

Law of 18 December 2024

The Law of 18 December 2024 implementing several European regulations relating to the Schengen Information System (SIS), which entered into force on 24 December 2024,[476] brings legal clarity and creates a legal framework for those provisions that require implementation by national law.[477]

More specifically, this law stipulates the creation of a national SIRENE-office and designation of a N.SIS-Office within the Grand Ducal Police (International Relations Department).[478] The law also defines the competent national authorities that have access to SIS-data (via a computer system)[479] and under which conditions which national authority is competent to enter alerts in the SIS.[480] Thus, the Minister in charge of immigration is designated as the authority responsible for entering alerts directly into the system concerning return, non-admission and prohibition of stay.[481]

The agents and officers of the judicial police of the Grand Ducal Police are responsible for enforcement measures in the event of a positive response based on reports in the SIS.[482]

[474] Bill 8465. Introduced to Parliament on 29 November 2024.
[475] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 27/28, 3 February 2025.
[476] Information obtained from the BPVL on 22 December 2023.
[477] Information obtained from the BPVL on 22 December 2023.
[478] Law of 18 December 2024. Articles 2 & 3. Published in Memorial A549 of 20 December 2024.
[479] Law of 18 December 2024. Article 4. Published in Memorial A549 of 20 December 2024.
[480] in application of Regulation (EU) 2018/1862, Regulation (EU) 2018/1860 and Regulation (EU) 2018/1861
Law of 18 December 2024. Article 5. Published in Memorial A549 of 20 December 2024.
[481] Law of 18 December 2024. Article 6. Published in Memorial A549 of 20 December 2024.
[482] Law of 18 December 2024. Articles 7 to 10. Published in Memorial A549 of 20 December 2024.

Stakeholders' opinions
The Council of State had filed three formal objections, which led to parliamentary amendments. One of the formal objections concerned the lack of clarity regarding the other authorities that can submit and process SIS alerts.

Overall, the Council of State agreed on the text as it provides essential legal certainty with regard to data protection, enforcement measures for alerts, and the national authorities concerned. It should be noted that the Council of State regrets the Government's late reaction to the legislation, given the existing imperfections. In addition, it points out that two European regulations are not covered.

While the National Commission for Data Protection (*Commission nationale pour la protection des données*, CNPD) approved the text on the whole, it encouraged more clarity on the division of roles, obligations, and duties between the SIRENE-Bureau, the N.SIS and the authorities that may request an alert to be issued and flagged minor points.[483]

9.3 European Border and Coast Guard

9.3.1 Bill 8430 on the deployment of Frontex agents at Luxembourg's external border

The MAINT has introduced Bill 8430 to Parliament on 30 July 2024.[484] The bill aims to implement Regulation (EU) 2019/1896[485] and establishes a legislative framework for the deployment of the standing corps in Luxembourg to the EU's external borders, i.e. Luxembourg's airport and the supervision of the tasks of the members of the permanent corps in the context of external border control or assistance in the area of return. More specifically, Bill 8430 shall enable the deployment of members of Frontex' permanent contingent to Luxembourg within the teams of the Airport Police unit of the Grand Ducal Police or the General Department of Immigration.[486]

This national legal base[487] will also regulate access to international, European, and national databases, thus enabling Luxembourg to contribute to the smooth running of the Schengen area, and to ensure its ability to react to potential challenges at its external border.[488]

9.3.2 2024-deployments

In 2024, three Luxembourgish agents were deployed for long-term missions and 23 were deployed for short-term missions as part of the standing corps. The General Department of Immigration has a coordinating role and it collaborates with the Human Resources Directorate of the Grand-Ducal Police. The Department also seconds officers as part of Frontex missions and in 2024: two agents on long-term missions and one agent on short-term missions (debriefing agent and return specialist).[489]

[483] Bill 8305, Introduced to Parliament on 1 September 2023, Dossier complié.
[484] Bill 8430. Introduced to Parliament on 30 July 2024.
[485] European Parliament and of the Council, Regulation (EU) 2019/1896 of the European Parliament and of the Council of 13 November 2019 on the European Border and Coast Guard and repealing Regulations (EU) No 1052/2013 and (EU) 2016/1624, 14 November 2019.
[486] Bill 8430. Introduced to Parliament on 30 July 2024.
[487] Reply to Parliamentary Question 700, 7 May 2024.
[488] Bill 8430. Introduced to Parliament on 30 July 2024.
[489] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 27, 3 February 2025.

Luxembourg is contributing to aerial surveillance and search and rescue (SAR) missions at the EU's external borders by making a helicopter available for joint operations coordinated by Frontex since 2017. In 2024, the Luxembourg asset was based in Lampedusa (Italy) to support the JO Italy joint operation and it took part in 24 search and rescue missions involving 336 migrants.[490]

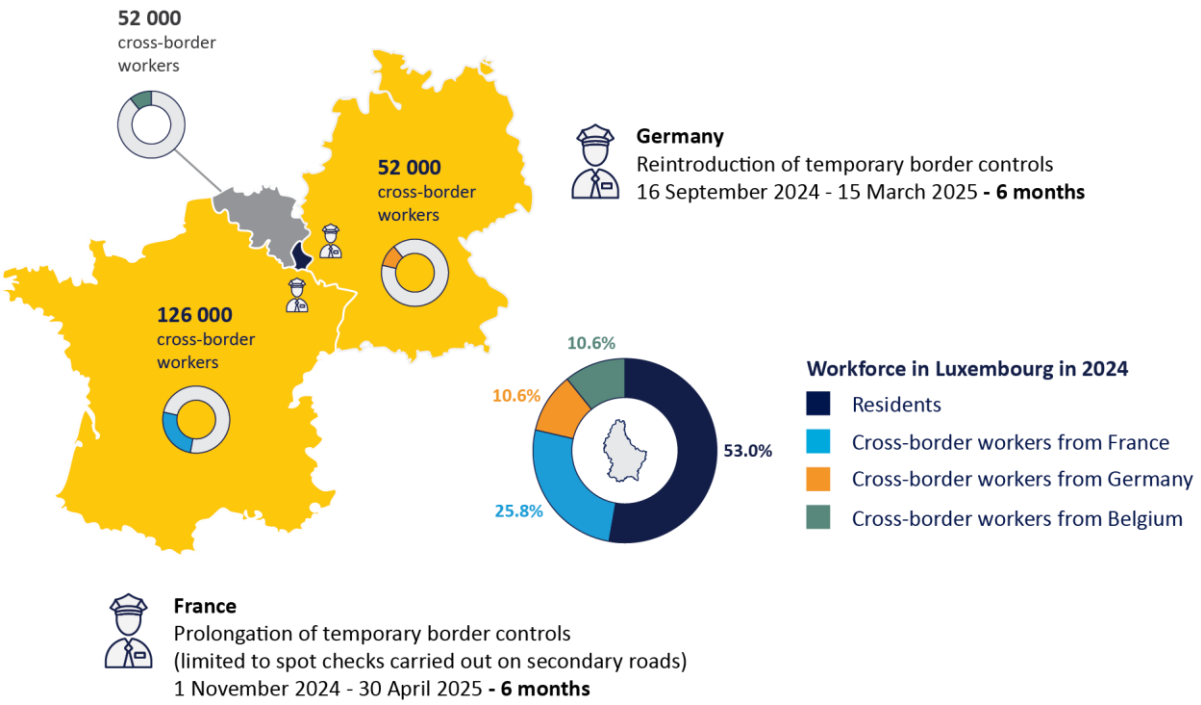
9.4 Situation at the internal borders

9.4.1 Reintroduction of border controls in the Schengen Area by Germany and France

On 9 September 2024, Germany notified the European Commission about the reintroduction of temporary border controls at all of its borders from 16 September 2024 for a duration of six months until 15 March 2025 based on Article 25 of the revised Schengen Border Code.[491] Germany justifies this measure with the security risks linked to irregular migration and migrant smuggling at the external borders, which continue to lead to an increase in irregular entries and which exacerbate the pressure on refugee accommodation, in particular in the context of the admission of Ukrainian nationals.[492]
As of 1 November 2024, France prolonged internal border controls with its neighbouring countries for a duration of six months until 30 April 2025. France justifies its controls arguing "serious threats to public policy, public order, and internal security posed by high-level terrorist activities, the growing presence of criminal networks facilitating irregular migration and smuggling, and migration flows that risk infiltration by radicalised individuals, as well as the irregular crossings on the Channel and North Sea borders, along with rising violence among migrants, particularly in northern coastal areas such as Dunkirk and Calais, leading to tense and dangerous situations involving both migrants and law enforcement." These controls affect all borders (land, air, and sea) with Belgium, Luxembourg, Germany, the Swiss Confederation, Italy, and Spain.[493] Checks at the border between France and Luxembourg have been limited to spot checks carried out on secondary roads.[494]

[490] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 27, 3 February 2025.
[491] European Parliament and of the Council, Regulation (EU) 2024/1717 of the European Parliament and of the Council of 13 June 2024 amending Regulation (EU) 2016/399 on a Union Code on the rules governing the movement of persons across borders, 20 June 2024.
[492] European Commission, Temporary Reintroduction of Border Control, no date.
[493] European Commission, Temporary Reintroduction of Border Control, no date.
[494] MAINT Affairs, Bilan 2024 en matière d'asile et d'immigration, p. 28, 3 February 2025.

Figure 37: Temporary reintroduction and prolongation of border controls by Germany and France and cross-border workforce in Luxembourg in 2024 (by residence)



Source: European Commission, STATEC, 2025. © University of Luxembourg, 2025

9.4.2 Impact of temporarily closed borders on Luxembourg

At the European level and in bilateral meetings with Germany and France, the Luxembourgish Prime Minister and the Minister for Home Affairs, reiterated several times their support for open borders and hence the upholding of the Schengen Area as well as the negative impact of these controls.[495]

The border controls have a significant impact on Luxembourg, as they slow down the flow of approximately 126 000 daily cross-border commuters from France and approximately 52 000 cross-border workers from Germany.[496] The Luxembourgish Government continues to underline the importance of the Schengen-Agreement as an achievement of European Integration, recommends making consequent use of SIS, prioritising the control of the

[495] MAINT, Léon Gloden au Conseil "Justice et Affaires intérieures" de l'Union européenne, Press release, 12 December 2024.
Reply to Parliamentary Question 986, 7 August 2024.
Reply to Parliamentary Question 1288, 28 October 2024.
MAINT, Léon Gloden traf den EU-Kommissar für Inneres und Migration, Magnus Brunner, in Schengen, Press release, 6 December 2024.
MAINT, Léon Gloden zu Arbeitsbesuch bei saarländischem Minister für Inneres, Bauen und Sport, Press release, 27 November 2024.
Parliament, Le Luxembourg s'oppose aux contrôles aux frontières, Press release, 11 November 2024.
Parliament, Echange avec Luc Frieden autour des migrations et du Proche-Orient, Press release, 23 October 2024.
MAINT, Kontrollen an luxemburgisch-deutschen Grenzen: Léon Gloden interveniert bei deutschen Amtskollegen, Press release, 20 September 2024.
Reply to Parliamentary Question 1178, 10 October 2024.
Reply to Parliamentary Question 1203, 17 October 2024.
Reply to Parliamentary Questions 1404 & 124, : oral reply.
Ministry of State, Luc Frieden begrüßt gute Zusammenarbeit auf Arbeitsbesuch in Saarbrücken, Press release, 2 December 2024.
[496] Parliament, Le Luxembourg s'oppose aux contrôles aux frontières, Press release, 11 November 2024.
STATEC, Regards 01/25 - Panorama sur le monde du travail luxembourgeois à l'occasion du 1er Mai, 1 May 2025.

external borders of the Schengen Area and to find a European solution to improve the protection of the EU's external borders.[497]

9.4.3 Reaction of the Luxembourgish authorities

On 14 November 2024, the Luxembourgish Parliament almost unanimously approved Motion 4408 on temporary controls at the internal borders of the Schengen Area.[498] The motion highlighted that checks at internal Schengen borders may only be reintroduced as a last resort and only for a limited period of time and that the controls reintroduced by Germany and France are causing serious disruption to the daily lives of people residing and working in the Greater Region, especially in Germany and France. The Parliament also pointed out that the European Commission has not yet made use of its right to issue a formal opinion in any of these instances of temporary controls. This motion opposes the temporary reintroduction of controls at the internal borders of the European Union that are against the conditions laid down in the Schengen Borders Code.

The motion requests that the Luxembourgish Government:

- initiates discussions with the President of the European Commission regarding the validity of the reasons, the relevance and the consequences of temporary internal border controls, in order to protect the Schengen acquis and, if necessary, put an end to these controls,
- studies the possibility of legally challenging the reintroduction of internal border controls,
- takes the initiative of forging a coalition of like-minded Member States in defence of the Schengen area and the free movement of people within the European Union.[499]

In December 2024, the Luxembourgish Government learned that the German Minister of the Interior considers extending the controls at all of its borders. The Prime Minister informed that Luxembourg has repeatedly expressed its regrets about the controls at Schengen's internal borders to the respective Member States that introduced them (DE, FR, NL) and to the European Commission. He stated that such controls do not solve the problem of irregular migration. The Prime Minister announced that in case Germany, which had early federal elections coming up on 23 February 2025, would indeed continue with the controls of its internal Schengen Borders, Luxembourg will contact the European Commission in writing to file a notice of opposition and also politically intervene with its neighbouring countries. The Prime Minister made clear that Luxembourg does not plan to take Germany to the European Court of Justice as proceedings would take too long.[500]

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[497] Reply to Parliamentary Question 1170, 17 October 2024.
MAINT, Kontrollen an luxemburgisch-deutschen Grenzen: Léon Gloden interveniert bei deutschen Amtskollegen, Press release, 20 September 2024.
Reply to Parliamentary Question 1178, 10 October 2024.
Reply to Parliamentary Question 1203, 17 October 2024.
Reply to Parliamentary Question 1288, 28 October 2024.
Reply to Parliamentary Questions 1404 & 124, oral reply.
[498] Parliament, Motion 4408, 14 November 2024.
[499] Parliament, Motion 4408, 14 November 2024
Parliament, Priorités européennes: échanges entre parlementaires tchèques et luxembourgeois, Press release, 24 September 2024.
[500] Reply to Parliamentary Questions 159 & 160, oral reply.

10. IRREGULAR MIGRATION, RETURNS, AND DETENTION

AT A GLANCE
Opening of a Return house (Maison Retour), which replaced the semi-open return facility (SHUK)

10.1 Preventing irregular stay

There is no complete data available on the number of irregular migrants. The partial data available are those provided by the ITM during field inspections, those on the number of regularized individuals, or those on individuals assigned to the Return House or detained in the Detention Centre.

In 2024 around 100 people (rejected AIPs or irregularly staying TCNs), were regularised or are currently in the process of regularisation. More specifically, these people have been regularised under the NGO-Forum 2024 or through regularisations provided for in the Immigration Law based on humanitarian considerations or situations involving children in school.[501]

It shall be noted that the Cooperation Committee between professionals in the field of combating violence (*Comité de coopération entre les professionnels dans le domaine de la lutte contre la violence*) held an exchange with representatives from the General Department of Immigration on helping migrant women in Luxembourg who are victims of domestic violence and who have irregular administrative status.[502]

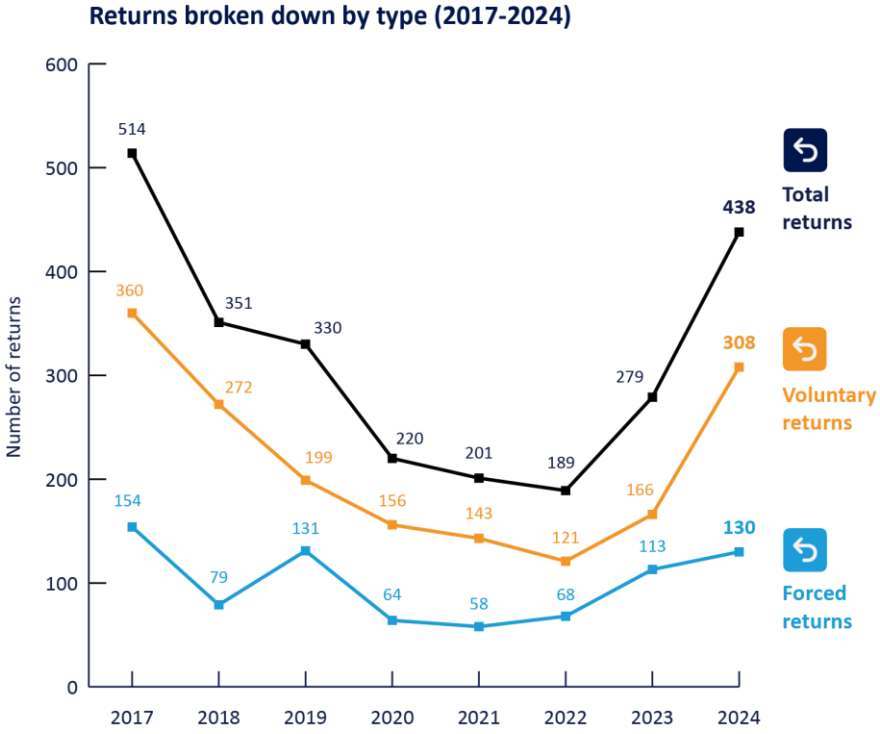
10.2 Return

10.2.1 Statistical developments

In 2024, 438 people returned to their country of origin. 308 of them returned voluntarily (70,3%) and 130 (29,7%) were subject to a forced return. Compared to 2023 when 279 TCNs have been returned to their country of origin, this represents an increase of 57%.
The total number of returns is approaching 2017-levels.[503] The breakdown of the total return number shows that the increase is mainly due to the increase in voluntary returns. Figure 38 provides a graphical overview on the evolution of the number as well as the distribution between voluntary returns and forced returns.

[501] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 22, 3 February 2025.
Law of 29 August 2008 on the free movement of people and immigration, e.g. Article 78(3) and Article 89. Published in Mémorial A138 of 10 September 2008.
[502] MEGA, Rapport d'activité 2024 du ministère de l'Égalité des genres et de la Diversité, p. 7 & 8, 27 February 2025.
[503] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 22, 3 February 2025.

Figure 38: Number of returns – by type (2017 – 2024) and nationality (2024)



Returns broken down by nationality (2024)

Brazilian	62	Georgian	15
Chinese	33	Nigerian	14
Albanian	23	Montenegrin	13
Serbian	19	Colombian	12
Kosovar	17	Turkish	12
Moroccan	17	Other	201

Brazilian	49	Montenegrin	11
Chinese	28	Albanian	10
Serbian	15	Macedonian	10
Kosovar	14	Turkish	9
Venezualian	12	Other	139
Colombian	11		

Albanian	13	Algerian	6
Brazilian	13	Other	56
Moroccan	13		
Nigeria	12		
Georgian	10		
Tunisian	7		

Source: Ministry of Foreign and European Affairs, 2018-2023 and Ministry of Home Affairs (2014 – 2025). © University of Luxembourg, 2025

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

- In 2024, 24,7% (76 out of 308) of the people who were subject to a voluntary return were people from an international protection procedure, compared to 26,5% (44 people out of 166) in 2023
- In 2024, 16,9% (22 out of 130) of the people who were subject to a forced return were rejected international protection applicants, compared to 21,2% in 2023.[504]

10.2.2 Forced returns

The number of forced returns grew by 15% in comparison to 2023 (113 returns) and was almost identical to 2019 (131 forced returns).[505] Among those returnees, 13 were from each of Albania, Brazil and Morocco, and 12 were from Nigeria. The majority were returned via commercial flights. In addition, the General Department of Immigration has used the Frontex Application for Return (FAR) mechanism for the return of 10 persons. Luxembourg also organised a charter flight to Mali and participated in seven flights organised by Frontex.[506]

[504] MAINT, Rapport d'activités 2023 du ministère des Affaires intérieures, 29 February 2024, p. 93. MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 23, 3 February 2025.
[505] MAINT, Rapport d'activités 2023 du ministère des Affaires intérieures, 29 February 2024, p. 83. MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 22, 3 February 2025.
[506] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 23, 3 February 2025.

10.2.3 Voluntary returns

Following a steady decline in voluntary returns between 2018 and 2022, an increase can be observed from 2023 onwards. In 2024, 308 people returned voluntarily. When compared to 2023 (166 voluntary returns), an increase of 85,5% can be observed. The vast majority of voluntary returnees are from Brazil (49), China (28),[507] and the Western Balkans (60).[508]

As part of the promotion of voluntary return, the General Department of Immigration continued in 2024 the assisted voluntary return and reintegration program (AVRR-L) in collaboration with the International Organization for Migration (IOM) In 2024, 148 people received support through this program.[509]

Implementation of new concept for voluntary return in 2025
New measures to promote voluntary return have been implemented or are currently being developed. A Return House has been established to better prepare people subject to an order to leave the country for their return (for more details please refer to sub-section 10.3.2) and the new concept for voluntary return will be implemented in 2025.[510]

10.2.4 Readmission

In 2024, 125 readmission applications (compared to 114 in 2023) were sent to other Member States, of which 76 were granted, 39 were refused, and ten are still pending. Altogether, Luxembourg carried out 35 transfers to other Member States in 2024. Luxembourg received ten readmission applications, of which eight were granted and two were refused.[511]

Benelux signs readmission and visa waiver agreement with Mongolia
In January 2024, the Benelux States signed a readmission agreement with Mongolia to strengthen the development of repatriation procedures within the Benelux and promote their harmonization. Irregularly residing Benelux nationals in Mongolia or irregularly residing Mongolian nationals in the Benelux Countries can now be humanely, safely, and efficiently returned to their country of origin. In addition, a visa waiver agreement for diplomats holding diplomatic and service/official passports was signed.[512]

10.2.5 Impediments to removals

In 2024, 98 people benefited from a suspension of removal on medical grounds, which represents an increase of 122% vis-à-vis 2023.[513].

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[507] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 23, 3 February 2025.
[508] Serbia (15), Kosovo (14), Montenegro (11), Albania (10), Macedonia (10)
MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 23/24, 3 February 2025.
[509] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 23, 3 February 2025.
[510] Reply to Parliamentary Question 1124, 26 September 2024.
[511] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 23, 3 February 2025.
MAINT, Rapport d'activités 2023 du ministère des Affaires intérieures, 29 February 2024, p. 94.
[512] Union Benelux, Le Benelux signe un accord de réadmission et une dispense de visa avec la Mongolie, Press release, 10 January 2024.
See also Bills 8504 and 8506.
[513] It should be pointed out that the same person can benefit from several extended suspensions or deferrals of stay in the same year.

The number of people benefitting from a deferral of removal, slightly rose from 82 in 2023 to 87 in 2024.[514]

10.2.6 Approval of cooperation agreements with the Kingdom of Thailand and Malaysia

On 6 July 2024, the two Laws of 5 June 2024,[515] which approve the Framework Agreements on Comprehensive Partnership and Cooperation with the Kingdom of Thailand and Malaysia (both done in Brussels on 14 December 2022), respectively, entered into force.[516]
The agreement with the Kingdom of Thailand promotes cooperation on migration management, addressing the root causes of irregular migration and enhancing efforts to prevent and combat it. It also aims to strengthen political dialogue on global issues.[517]
The agreement with the Government of Malaysia also provides for broad cooperation, particularly on migration-related matters. It seeks to combat irregular migration and migrant smuggling, including disrupting smuggling networks. It also aims to deepen overall cooperation on shared interests.[518]

10.3 Administrative detention

10.3.1 Statistical developments

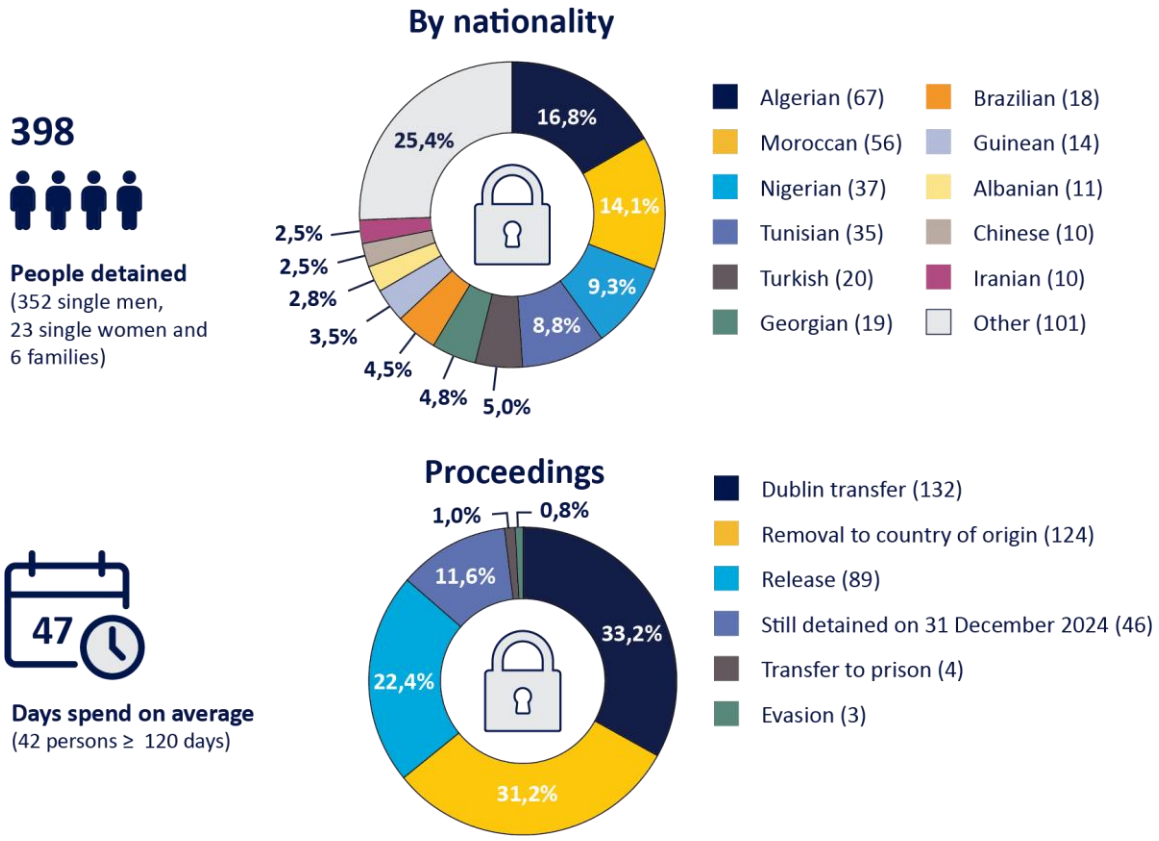
In 2024, 398 detainees were admitted to Luxembourg's detention centre. The number of adult single men in the detention centre stood at 352. In contrast to 2023, when no single women and no families were detained, 23 single women and six families (23 people) were hosted in 2024. The total number of detainees increased by 35,8% compared to 2023.[519]

Of the 398 persons detained in 2024, 132 or 33,2% (96 people in 2023) were subject to a Dublin-Transfer and transferred to the country responsible for processing their case, 124 or 21,4% (85 people in 2023) were removed to their country of origin or provenance, amounting to an increase of 31,5% compared to the previous year. The number of released detainees increased by 36% from 57 to 89. In addition, five were transferred to the Luxembourg Penitentiary Centre (CPL) and three escapes occurred during 2024. As in 2023, there were no semi-voluntary returns through IOM. On 31 December 2024, the Centre had 46 occupants (45 in 2023).
In 2024, the Centre received detainees of 58 (44 in 2023) different presumed or confirmed nationalities. Similar to the previous year, the most common nationalities were i.a. Algerian

[514] MAINT, Rapport d'activités 2023 du ministère des Affaires intérieures, 29 February 2024, p. 95.
Ministry of Foreign and European Affairs, Bilan de l'année 2022 en matière d'asile, d'immigration et d'accueil, p. 30, 22 February 2023.
MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 25, 3 February 2025.
[515] Law of 5 June 2024. Published in Memorial A272 of 2 July 2024.
Law of 5 June 2024. Published in Memorial A273 of 2 July 2024
[516] The European Union and its Member States and the Kingdom of Thailand, Framework Agreement on Comprehensive Partnership and Cooperation between the European Union and its Member States, of the one part, and the Kingdom of Thailand, of the other part, 23 December 2022.
The European Union and its Member States and the Government of Malaysia, Framework Agreement on Partnership and Cooperation between the European Union and its member states, of the one part, and the Government of Malaysia, of the other part, 3 October 2023
[517] Bill 8285. Introduced to Parliament on 28 July 2023.
[518] Bill 8288. Introduced to Parliament on 28 July 2023.
[519] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 32, 3 February 2025.

67, Moroccan 56 (47 in 2023), Nigerian 37 (20), Tunisian 35 (46), Turkish 20 (46), Georgian 19 (16), Brazilian 18 (6), Guinean 14 (0), Albanian 11 (13), Chinese 10 (7), and Iranian 10 (1). The average length of detention for the year 2024 slightly decreased from 52 days in 2023 to 47 days in 2024. In 2024, 42 (32 in 2023) detainees stayed at the Centre for 120 days or more.[520]

Figure 39: People in administrative detention (2024)



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

10.3.2 Alternatives to detention and Return House (from 1 September 2024)

10.3.2.1 Semi-open return facility – SHUK (until 31 August 2024)

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, were assigned to SHUK (*Structure d'hébergement d'urgence Kirchberg*) in Luxembourg's capital until 31 August 2024.

Statistical developments

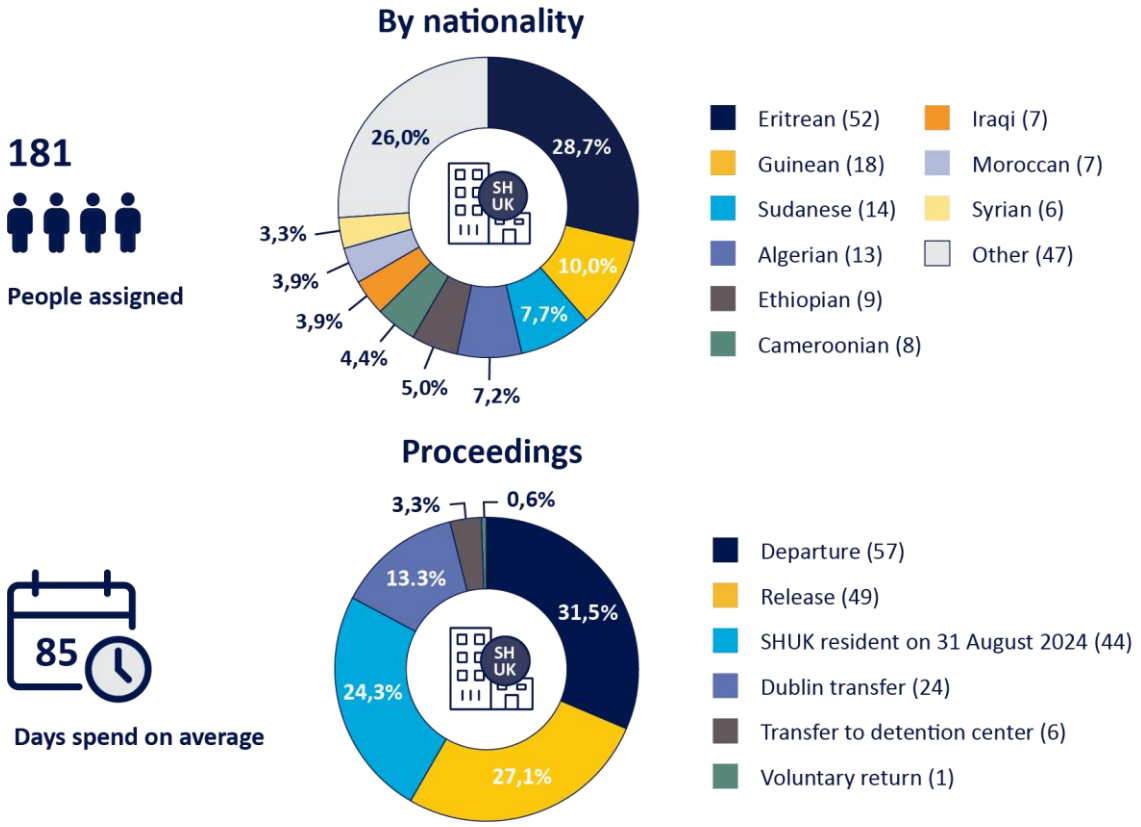
Fron 1 January 2024 to 31 August 2024, a total of 181 males (in 2023: 429) were assigned to SHUK, which represents a decrease of 57,8%. From this group, 24 were transferred to another Member State and six (in 2023: ten) persons were transferred to the Detention Centre while 57 (in 2023: 117) people left voluntarily and 49 were released. The people housed at SHUK were mainly from Eritrea, Guinea, Sudan, Algeria, Ethiopia and Cameroon.

[520] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 32, 3 February 2025.

On 31 August 2024, 44 (189 in 2023) people were still assigned to SHUK. The average length of stay slightly decreased by 12,9% from 96 days in 2023 to 85 days in 2024.[521]

When the first Return House in Luxembourg became operational on 1 September 2024, it replaced the SHUK and opened on the premises occupied by SHUK until then. Hence, the figures below do not cover the whole of 2024.

Figure 40: People assigned to SHUK (1 January 2024 – 31 August 2024)



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

Activities of the SHUK

SHUK has invited its residents to participate in cultural, educational, sporting, recreational and culinary activities every year since its creation on 1 April 2017 more than seven years ago.[522] The SHUK has acquired fitness equipment to offer extended indoor sports options on top of the already existing leisure opportunities (table tennis, foosball tables and darts). The projection of films, documentaries and sports events remained popular. 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 the ONA, and IT courses in collaboration with Digital Inclusion asbl. People assigned to SHUK could also volunteer with, e.g., Agence du Bénévolat, the social bistro *Le Courage* and SINGA Luxembourg to help

[521] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 34, 3 February 2025.
[522] LU EMN NCP, Annual Report in Migration and Asylum 2017, p. 48.

others.[523]

10.3.2.2 Opening of a first "Return House" (1 September 2024)

The Coalition Agreement for 2023-2028[524] planned the construction of a Return House (*Maison Retour*, MR) (semi-open facility) as an alternative to detention. The LFR has argued for years that the creation of a return-structure would be important.[525]

Figure 41: Transition from SHUK to Return House

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

Since 1 September 2024, a first temporary Return House is operational on the premises of the former "Kirchberg emergency accommodation structure" (SHUK) under the management of the Detention Centre.[526] Until this date, rejected AIPs were often housed in ONA accommodation centres and they often wrongly concluded that their procedure had not yet been completed. Now they are housed in a dedicated structure to prepare them for their return to help them understand that their only option now is to return to their country of origin.[527]

Since the MR replaces the existing semi-open return facility (SHUK), the staff who previously worked at the SHUK continues to work at the MR and continuous care by experienced staff is ensured.[528]

[523] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 36/37, 3 February 2025.
[524] The Luxembourgish Government, L'accord de coalition 2023-2028 "Lëtzebuerg fir d'Zukunft stäerken", Press release, 20 November 2023.
[525] Lëtzebuerger Flüchtlingsrot, Analyse du chapitre migration de l'accord de coalition 2023-2028, 19 January 2024.
[526] MFSVA, Mise en place d'une première "maison de retour" pour personnes en séjour irrégulier et tombant sous le champ d'application du règlement Dublin III, Press release, 29 August 2024.
[527] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 37, 3 February 2025.
[528] Reply to Parliamentary Question 1163, 9 October 2024.

The MR hosts all categories of irregular migrants until their return, whenever detention is not required or not possible,[529] specifically:

- who are staying irregularly and are required to leave the territory,
- who are subject to transfer to another Member State on the basis of the provisions of the Dublin III Regulation, for whom a transfer decision and a real prospect of transfer exist,[530]
- whose applications for international protection have been definitively rejected and who have exhausted all legal appeals facilitating their return.[531]

On 31 December 2024, the MR housed 9 single men, 3 single women, and 18 family members divided into 6 families, including 9 children.[532]

The creation of a dedicated infrastructure makes it possible to offer targeted social support for people before their return and to encourage recourse to voluntary returns.[533] The people who stay at the MR are placed under house arrest, which means that they can leave the premises during the day. However, in case someone would try to evade their return procedure or where there is a risk of absconding, they can be moved to the detention centre (closed facility).[534]

While women and families are received at the MR in a special unit, UAMs are not assigned to the MR. Children continue to have access to education, and they will receive help with their homework and other related assistance.[535]

The physical structure (i.e. the building) of this MR is of temporary nature and it will move as soon as a more suitable structure has been found (either a building plot on which a new structure would be built or an existing more suitable building, that could be rented).[536]

The MR offers the same activities as the SHUK did (as described above) with the exception that the psychosocial service agents at the MR now also offer homework help to schoolchildren and creative activities to younger children.[537]

Data on the Return Home (MR) – September 1 to December 31, 2024

From 1 September 2024 to 31 December 2024, a total of 176 people (including several families) were assigned to the MR. From this group, 42 were transferred to another Member State from the MR and six persons were transferred to the Detention Centre while 51 people left voluntarily. The people housed at the MR were mainly from Algeria, Morocco, Eritrea, Angola, Nigeria, Tunisia, and Turkey. On 31 December 2024, 70 people, including six families (i.e. 9 adults and 9 children), were housed at the MR. The average length of stay was 30 days.[538]

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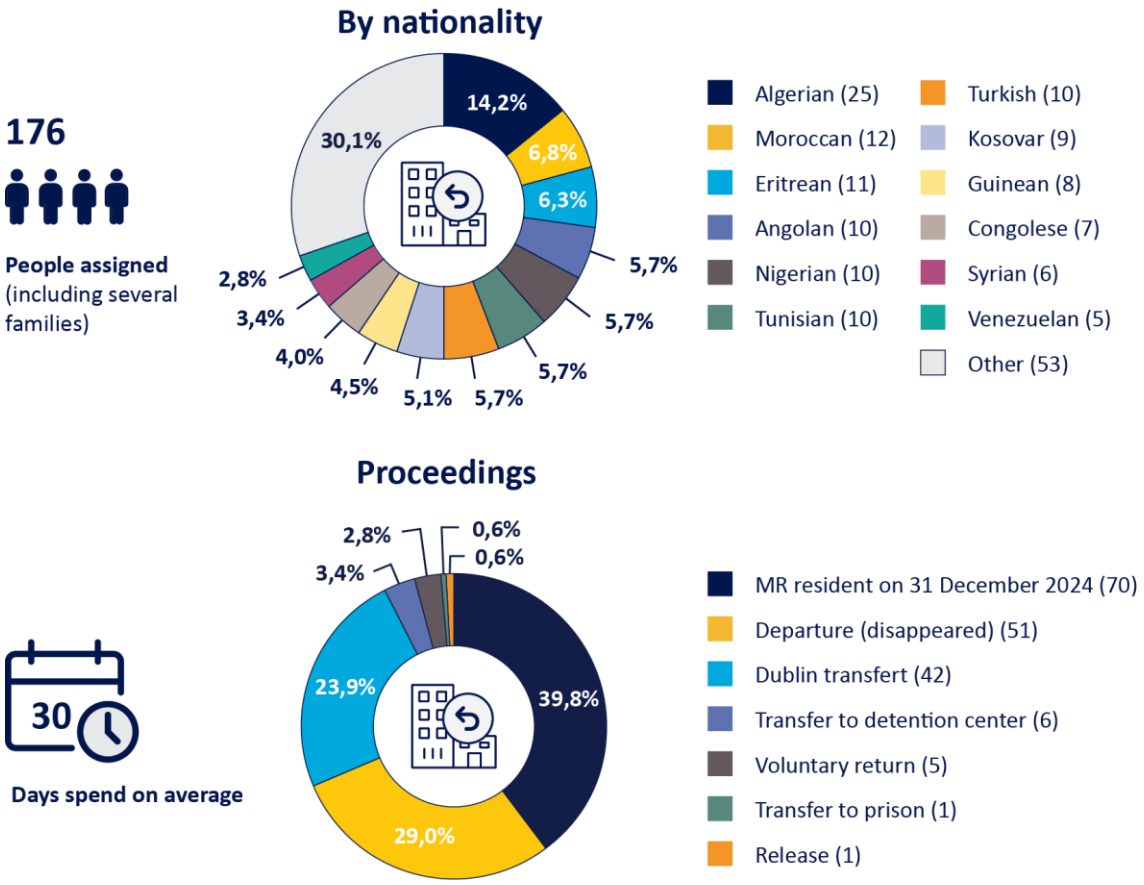
[529] Information obtained by the Centre de retention on 6 December 2023.
[530] MFSVA, Mise en place d'une première "maison de retour" pour personnes en séjour irrégulier et tombant sous le champ d'application du règlement Dublin III, Press release, 29 August 2024.
[531] Information obtained from ONA on 16 January 2025.
[532] Information obtained from the Detention Centre on 31 December 2024.
[533] MFSVA, Mise en place d'une première "maison de retour" pour personnes en séjour irrégulier et tombant sous le champ d'application du règlement Dublin III, Press release, 29 August 2024.
[534] Reply to Parliamentary Question 1163, 9 October 2024.
[535] Reply to Parliamentary Question 1163, 9 October 2024.
[536] Reply to Parliamentary Question 1163, 9 October 2024.
[537] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 39, 3 February 2025.
[538] MAINT, Bilan 2024 en matière d'asile et d'immigration, p. 37/38, 3 February 2025.

Figure 42: People assigned to the Return House (1 September 2024 – 31 December 2024)



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

10.3.3 Additional developments

10.4.3.1 Collaborations with the European Migration Network

The annual workshop for representatives of detention centres, which is organised by EMN Luxembourg, and which has been taking place since 2019, remains a popular item in the agendas of many representatives of European detention centres as it promotes the exchange of experiences and good practices between Member States. In 2024, the event took place on 25 and 26 September in Tallinn in close cooperation with EMN Estonia. It brought together participants from 18 countries.[539]

10.4.3.2 Plans for a closed structure for people with specific needs

The planning of a closed structure for people with specific needs (*Structure Fermée pour Personnes à Besoins Spécifiques, SFPBS*) such as families with children, single women, elder people, vulnerable people, etc.), which is an initiative of the Administration of the Detention Centre,[540] is still ongoing and a preliminary draft is almost finalized. It is expected that the construction of a closed facility for the purpose of return of people with specific needs will

[539] LU EMN NCP, own information.
[540] Information obtained from the Detention Centre on 31 December 2024.

make return procedures more effective.[541]

The number of women, families and other people with specific needs who are assigned to the Detention Centre from time to time is not very high and the difficulties to find land suitable for the construction of a sustainable MR are enormous. Hence, it is now planned to use the plot on which the SFPBS was to be built to establish both a closed structure for people with specific needs with more reasonable capacities and a semi-open MR. The initial project plans will however require serious adaptations in order to accommodate the two structures in question.[542]

[541] Information obtained from the Detention Centre on 31 December 2024.
[542] Information obtained from the Detention Centre on 31 December 2024.

11. TRAFFICKING IN HUMAN BEINGS

AT A GLANCE

- The **MEGA** has signed **agreements with several associations** i.a. to support victims of human trafficking
- Global approach utilised by the Government to strengthen both the detection and awareness-raising of victims and potential victims
- Luxembourg remains at the **Tier 1 level** in the report "2024 Trafficking in Persons Report: Luxembourg"

11.1 Statistical developments

In 2024, the number of identified victims of human trafficking (VHTs) decreased from 64 TCNs to two, which represents a sharp drop of -96,9%. The number of presumed VHTs, who are detected by the ITM, increased from 17 to 42. It shall be noted that in 2023 a huge case of sexual exploitation was discovered, which explains the strong difference between the years 2023 and 2024.
In 2024, 29 suspected perpetrators of human trafficking were identified, whether or not they were arrested in accordance with the presumption of innocence. Eight perpetrators were convicted, including six on appeal and two at first instance proceedings..[543]

Two reflection periods[544] were granted in 2024 and 12 residence permits for seven persons were issued.[545] Five persons have received the permit, which is valid for six months and renewable, twice in 2024.[546]

11.2 Reports on human trafficking

11.2.1 Fourth report on human trafficking by the CCDH

In February 2024, the Consultative Commission on Human Rights (CCDH) published its fourth report on human trafficking, covering the years 2021 and 2022. In its report, the CCDH highlighted the increase in cases of sexual exploitation and exploitation on construction sites. It criticized the general ban on begging in Luxembourg City, which it deemed counterproductive and penalizing for trafficking victims. The CCDH recommended the appointment of a national coordinator, better coordination of action plans, and a strategy adapted to the risks associated with new technologies. For more details, please refer to the EMN Luxembourg ARM 2023.

[543] Information obtained from MJUST on 24 June 2025.
[544] According to Articles 92 to 94 of the amended Law of 29 August 2008 on the free movement of persons and immigration.
[545] Law of 29 August 2008 on the free movement of persons and immigration, Articles 92 and 95 to 98.
[546] Information obtained from DGIM on 16 June 2025.

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

On 24 June 2024, the US Department of State released its annual "Trafficking in Persons Report". As in previous years, Luxembourg has been classified on the Tier 1 level (highest possible level). While Luxembourg continues to investigate more trafficking crimes, prosecute more suspected traffickers, convict more traffickers, identify significantly more trafficking victims, and also opened a new shelter to assist victims of crime, including trafficking victims, the report also highlighted areas in which Luxembourg needs to improve its performance. As in the previous year, the report criticised that judges continue to issue lenient sentences to convicted traffickers. The report further found that the full range of victim services is contingent on victims' participation in criminal justice proceedings, which hindered victim identification, and that migrants and asylum-seekers were not consistently screened for trafficking indicators, which may have resulted in authorities inappropriately penalizing, including through deportation, unidentified trafficking victims, solely for unlawful acts committed as a direct result of being trafficked.[547]

11.3 Detecting of and caring for victims of human trafficking

The Committee against Human Trafficking (*Comité de suivi de la lutte contre la traite des êtres humains*), chaired by the Ministry of Justice (MJUST), is responsible for coordinating prevention activities against trafficking, e.g. by raising public awareness through information and training.

The actions taken by this committee in 2024 include:

- Discussing the implementation of the conclusions of the third evaluation report of the Group of Experts on Action against Trafficking in Human Beings (GRETA) and the related Committee of the Parties' recommendation concerning the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Luxembourg. Luxembourg has reported to the Committee of the Parties on the measures taken to comply with the recommendations (within the deadline) on 22 November 2024.[548]
- The awareness-raising campaign run by the assistance services on the occasion of the European Day for Combating Trafficking in Human Beings on 18 October and the related communication on social networks.[549]
- Participating in a study day on 12 December 2024 on human trafficking and new technologies organized by the Belgian Presidency and the General Secretariat of the Benelux Union. This study day highlighted the working methods of investigators, such as open-source intelligence (OSINT), to obtain information by processing and analysing public data sources such as social media and websites. A round table also brought together academics and actors from the public and private sectors for a constructive

[547] US Department of State, Office to Monitor and Combat Trafficking in Persons, 2024 Trafficking in Persons Report: Luxembourg, 24 June 2024.
[548] Council of Europe, Round-table discussion on Luxembourg's progress in combating human trafficking, Press release, 27 September 2024.
[549] MEGA, 18 of October is European Anti-trafficking Day, Press release, 17 October 2024.

exchange on the initiatives taken by technology companies to combat human trafficking and possible collaborations.[550]

Through this global approach, the Government intends to strengthen both the detection of and awareness-raising for victims and potential victims, their families and the general public, and the training of key players responsible for detecting and/or identifying them. Moreover, the Prostitution Committee, under the presidency and supervision of the Ministry of Gender Equality and Diversity (MEGA), and the Committee against Human Trafficking work together to prevent and combat sexual exploitation in the context of human trafficking.[551]

11.4 Protection of victims

The MEGA has signed agreements with several associations, of which three, i.a., support victims of human trafficking:

1. Femmes en Detresse: assistance for victims
2. Hëllef Um Terrain: housing for victims
3. Fondation Maison de la Porte Ouverte: housing and assistance for victims.[552]

11.5 Cooperation with different countries

Cooperation with Thailand and Malaysia

The cooperation agreements of the EU with Thailand[553] and Malaysia[554] develop 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).[555]

[550] Benelux Union, La traite des êtres humains et les nouvelles technologies, Press release, 12 December 2024.
[551] Information obtained from the MJUST on 6 January 2025.
[552] MEGA, Rapport d'activité 2024 du ministère de l'Égalité des genres et de la Diversité, p. 37/38, 27 February 2025.
[553] The European Union and its Member States and the Kingdom of Thailand, Framework Agreement on Comprehensive Partnership and Cooperation between the European Union and its Member States, of the one part, and the Kingdom of Thailand, of the other part, 23 December 2022.
[554] The European Union and its Member States and the Government of Malaysia, Framework Agreement on Partnership and Cooperation between the European Union and its member states, of the one part, and the Government of Malaysia, of the other part, 3 October 2023, Article 20.
[555] Bill 8285. Introduced to Parliament on 28 July 2023, Article 25.

12. MIGRATION AND DEVELOPMENT

AT A GLANCE

- Luxembourg renewed its development cooperation strategy.

Luxembourg renewed its development cooperation strategy

While in 2024, there have been no new developments aimed directly at promoting synergies between irregular migration and development in third countries, the Luxembourg Development Cooperation continues to address root causes of irregular migration through all its activities aimed at reducing poverty, which is the overarching objective of its general strategy.[556]

End of text part of report.

[556] Information obtained from the Directorate for Development Cooperation and Humanitarian Affairs on 28 January 2025.

APPENDIX

Contextualisation of competing parties in the European elections 2024

Party	Represented in Parliament	Ran for parliamentary elections	Ran for EU elections
List 1: Mir d'Vollek (We the people)	X	X	1st time
List 2: VOLT Luxembourg	X	✓ (but not in all constituencies)	Multiple times and with a pan European electoral programme
List 3: LSAP - Lëtzebuerger Sozialistesch Aarbechterpartei (Luxembourg Socialist Workers' Party)	✓	✓	Multiple times
List 4: Fokus	X	✓	1st time
List 5: KPL – d'Kommunisten (Communist Party of Luxembourg)	X	✓ (but not in all constituencies)	Multiple times
List 6: Déi Konservativ – d'Fräiheetspartei (The Conservatives)	X	✓ (but not in all constituencies)	Multiple times
List 7: Déi Lénk (The Left)	✓	✓	Multiple times
List 8: DP – Demokratesch Partei (Democratic Party)	✓	✓	Multiple times
List 9: ADR – Alternativ Demokratesch Reformpartei (Alternative Democratic Reform Party)	✓	✓	Multiple times
List 10: Zesummen – d'Bréck (Together – The bridge)	X	X	1st time
List 11: CSV – Chrëschtlech-Sozial Volleksspartei (Christian Social People's Party)	✓	✓	Multiple times
List 12: Déi Gréng (The Greens)	✓	✓	Multiple times
List 13: Piratepartei Lëtzebuerg (Pirate Party Luxembourg	✓	✓	Multiple times

AMIF projects selected in 2023 (starting in 2024)

Project initiator	Project title
Action A.3: empowerment through individual support for AIPs	
SINGA	Inclusion+
North-South cooperation	Personal guidance for employment in reception structures (APES)
Action B.1: Promotion of integration measures and tailor-made support adapted to the needs of the target group	
ALDIC	Crafted Pathways
Luxembourgish Red Cross	LevelUp!
Passerell	Concorde
Action B.4: Promotion of exchange and dialogue between the target group and the host society and awareness-raising	
One People	Black History Month Luxembourg

AMIF projects selected in 2024 (First call, to be carried out between 1 February 2025 and 31 January 2029)

Project initiator	Project title
Action A.2: Identification and take-up by psycho-social and rehabilitation services of vulnerable persons and/or persons with special needs, including victims trafficking in human beings.	
Women in Need	A helping hand towards independence
Passerell	Women's rights workshops
Action A.3: Raise awareness of the host society and of stakeholders on reception, asylum, integration, legal migration and return policies, with a focus on vulnerable persons, including minors.	
North-South cooperation	Roots
Action B.1: Promotion of integration and support tailored to the needs of the target group	
Excellence for Integration and Development (EFID)	SPEAK
Action B.3: Conducting of studies and research	
LISER	IDEALUX
Action B.4: Capacity building	
multi-LEARN	SKILLS

AMIF projects selected in 2024 (Second call, to be carried out between 1 January 2025 and 31 December 2028)

Project initiator	Project title
Action A.2: Identification and take-up by psycho-social and rehabilitation services of vulnerable persons and/or persons with special needs, including victims trafficking in human beings.	
Association Luxembourgeoise de Pédiatrie Sociale	ALUPSE Parenting Project
Action B.2 :Promote exchanges and dialogue between the target group and the host society and awareness-raising initiatives	
One People	Black History Month Luxembourg
Action B.4: Capacity building	
IOM	WAKING UP
Action C.1: Voluntary return and implementation of reintegration projects	
IOM	Voluntary Return and Reintegration Assistance 2025-2028
Action C.2: Family assessment	
IOM	Strengthening the protection of unaccompanied minors in Luxembourg: towards implementation of family assessment 2025-2028

Overview over the relevant laws passed in Luxembourg in 2024

Title	Content	Entry into force	Mémorial / Legal Gazette	Section
Law of 8 May 2024	Construction of an European school in Junglinster	26 May 2024	A195	6.1.3.2
Law of 4 June 2024	Transposition of the new EU Blue Card Directive	1 July 2024	A261	3.2.2.2
Law of 5 June 2024	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, of the other part, done in Brussels, 14 December 2022	6 July 2024	A272	3.7; 10.3.4.1
Law of 5 June 2024	Approving the Framework Agreement on Comprehensive partnership and Cooperation between the European Union and its Member States, of the one part, and the Government of Malaysia, of the other part, done in Brussels, 14 December 2022	6 July 2024	A273	10.3.4.2
Law of 27 August 2024	Information on the rights and obligations provided (appeal procedures in the event that the employer does not respect his obligations) must be communicated in writing to the third-country national to whom an authorization for seasonal work is granted.	8 September 2024	A391	3.2.2.6
Law of 18 December 2024	Implementation of several European Regulations relating to the Schengen Information System (SIS)	24 December 2024	A549	3.1.1; 3.1.1.2; 9.2.3.3
Law of 20 December 2024	Changes the taxation of highly qualified TCNs	1 January 2025	A589	3.2.2.3

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Overview over the relevant bills in Luxembourg deposited in 2024

Title	Introduced to Parliament	Content	Status on 31 December 2024	Section
Bill 8305	1 September 2023	Implementation of several European Regulations relating to the Schengen Information System (SIS)	Became the Law of 18 December 2024	3.1.1.2
Bill 8391	5 June 2024	Amending the amended Law of 29 August 2008 on the free movement of people and immigration	Became the Law of 27 August 2024	3.1.1.2
Bill 8430	30 July 2024	Deployment of Frontex agents at Luxembourg's external border	Subject to assessment by parliamentary commissions	9.2.3.1
Bill 8414	17 July 2024	Concerning the reorganisation of direct tax administration, including changes in taxation of highly qualified TCNs	Became the Law of 20 December 2024	3.2.2.3
Bill 8465	29 November 2024	Adaptation of the national legal framework through a series of provisions for the implementation of Regulation (EU) 2018/1240, including the creation of an ETIAS National Unit	Subject to assessment by parliamentary commissions	3.1.1.2

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Overview over passed Grand-Ducal Regulations in Luxembourg in 2024

Title	Content	Entry into force	Mémorial / Legal Gazette	Section
Grand-Ducal Regulation of 28 February 2024	On the composition and operation 1. of the advisory commission for foreigners; 2. the advisory commission for salaried workers; 3. of the advisory commission for self-employed workers	12 March 2024	A93	3.3
Grand-Ducal Regulation of 28 February 2024	On the election procedures, organization, operation and compensation of the Higher Council for Intercultural Living Together	12 March 2024	A94	7.1.5

Title	Content	Entry into force	Mémorial / Legal Gazette	Section
Grand Ducal Regulation of 20 June 2024	On i.a. the simplification of administrative processes for salaries of highly qualified TCNs by eliminating the two different salary thresholds.	1 July 2024	A262	3.2.2.2

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Overview over passed relevant Ministerial Regulations in Luxembourg in 2024

Title	Content	Entry into force	Mémorial / Legal Gazette	Section
Ministerial regulation of 15 March 2024	Setting the average gross annual salary for highly qualified workers.	24 March 2024	A123	3.2.2.2

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Overview over relevant administrative publications in Luxembourg in 2024

Title	Content	Entry into force	Mémorial / Legal Gazette	Section
List of occupations in serious shortage - Reference year 2023	Annually updated list published by the Luxembourg National Employment Agency (ADEM) containing the jobs that are in very high demand and for which very few or no candidates are available from ADEM.	4 April 2024	B1569	3.2.2.1

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Overview over relevant Motions passed in Luxembourg in 2024

Title	Content	Approved	Section
Motion 4408	On Temporary controls at the internal borders of the Schengen Area	14 November 2024	9.2.3.6

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Last access date for all URLs is 16 June 2025.

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The European Migration Network, created by Decision No 2008/381/EC of the Council of 14 May 2008, has the aim of providing up-to-date, objective, reliable and comparable information on migration and asylum to Union institutions, authorities and institutions of Member States and the general public with a view to support policymaking and facilitate the decision-making process within the European Union.

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