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Impressum

The opinions and interpretations expressed in this report are those of the author. They do not necessarily reflect the positions of the Luxembourg Ministry of Family, Integration and the Greater Region, nor do they represent national government policy.

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List of abbreviations

AMIF	Asylum, Migration and Integration Fund
AOT	<i>autorisation d'occupation temporaire</i> - temporary occupation authorisation
APL	<i>aide personnalisée au logement</i> - personalised aid for housing
ASTI	<i>Association de Soutien aux Travailleurs Immigrés</i> - Immigrated Workers' Support Association
AVVR	Assisted Voluntary Return and Reintegration
CAI	<i>Contrat d'accueil et d'intégration</i> - Welcome and Integration Contract
CASNA	<i>Cellule d'accueil scolaire pour élèves nouveaux arrivants</i> - Reception desk for newly arrived pupils
CCDH	Commission consultative des Droits de l'Homme - Consultative Committee on Human Rights
CEFIS	<i>Centre d'étude et de formation interculturelles et sociales</i> - Centre for intercultural and social study and training
CET	<i>Centre pour l'égalité de traitement</i> - Centre for Equal Treatment
CLAE	<i>Comité de Liaison des Associations d'Etrangers</i> - Liaison and Action Committee for Foreigners
COI	Country of Origin Information
CPA	<i>Centre de primo-accueil</i> - First-instance reception centres
EASO	European Asylum Support Office
ECTS	European Credit Transfer and Accumulation System
EEA	European Economic Area
EU	European Union
EUCJ	European Court of Justice
FYROM	Former Yugoslav Republic of Macedonia
HCPN	<i>Haut Commissariat à la protection nationale</i> - High Commissioner for National Protection
INL	<i>Institut National des Langues</i> - National Institute for Languages
IOM	International Organization for Migration
IPA	International Protection Applicant
IPCR	Integrated Political Crisis Response
ISCO	International Standard Classification Occupation
JAI	<i>Justice et Affaires Intérieures</i> - Justice and Home Affairs
LGBTI	Lesbian, Gay, Bisexual, Transgender and Intersex
LISKO	Lëtzebuerger Integratiouns- a Kohäsiounscenter - Luxembourg Centre for Integration and Cohesion
MINTE	Plate-forme Migrations et Intégration - Migration and Integration Platform
NGO	Non-Governmental Organisation
OLAI	Office luxembourgeois d'accueil et d'intégration - Luxembourg Welcome and Integration Agency
PCI	Plan communal d'intégration - Communal Integration Plan

PIC	Plan indicatif de coopération - Indicative Cooperation Programme
RLS	régime linguistique spécifique - Specific linguistic regime
SCRIPT	<i>Service de coordination de la recherche et de l'innovation pédagogiques et technologiques</i> - Educational and technological research and innovation coordination service
SNJ	<i>Service national de la Jeunesse</i> - National Youth Service
SYVICOL	<i>Syndicat des Villes et des Communes luxembourgeoises</i> - Union of Luxembourgish cities and municipalities
TCN	Third-country national
UAM	Unaccompanied minor

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1. Summary

Luxembourg has been a country of immigration for more than 50 years. Located in the heart of Europe, it holds a strong attraction for EU citizens and nationals from countries all around the world, who play a central role in the national economy, making an important contribution to the population growth and the labour market.

Over the course of 2015, Luxembourg's population has continued its steady growth of approximately 13.000 people per year, increasing by 2,36%, from 562.958 on 1st January 2015 to 576.249 on 1st January 2016.

Foreign citizens have continued to play an essential role in Luxembourg's population growth, both in terms of net migration and births.

The total net migration amounted to +11.159 individuals in 2015, which signifies a surplus of arrivals over departures. Foreign EU citizens accounted for 76,1%; third-country nationals represented 32,9%, while Luxembourgish nationals' contribution was negative, at -9%.

The number of births in 2015 was the highest on record, equal to that in 2013, with 6.115 births in total. Foreigners contributed a birth surplus of 2.150 to Luxembourg's natural increase, while a birth deficit of -18 was recorded for Luxembourgish nationals. 2015 also marked a record year regarding naturalisations, with Belgians remaining the citizens that obtain citizenship most frequently, followed by the French and the Portuguese.

On 1st January 2016, 46,7% of Luxembourg's residents were foreigners. Representing 34,6% of the total foreign population, Portuguese remained the most represented nationality, followed by France (15,5%) and Italy (7,5%), while the most numerous third-country nationals were Montenegrins. Due to the war in Syria and the influx of applicants for international protection that followed, the Syrian population living in Luxembourg showed the highest proportional increase during 2015, growing by 461,5% from January 2015 to January 2016.

A look at Luxembourg's labour market also reveals the central role that foreigners play in the national economy. In the first quarter of 2016, residents of Luxembourg represented 55% of the country's salaried workforce. Of these, 27,5% were Luxembourgish nationals, while EU nationals represented 24,2% and third-country nationals 3,3%. Cross-border workers from France, Belgium and Germany represented 45% of all salaried workers in Luxembourg. They mainly work in the manufacturing industries, construction and commerce. A majority of recruitments in the HORECA sector are of foreign residents.

Third-country nationals who do not benefit from free movement must be issued with a residence permit in order to enter Luxembourg. An increase in first issues of residence permits was recorded for most categories compared to the preceding year, which had experienced a decrease in almost all categories. In 2015, residence permits were most frequently issued in the "family member", "salaried worker" and "European Blue Card" categories.

2015 was marked by a significant increase in the number of applications for international protection, which has more than doubled when compared to 2014 (2.447 applications in 2015). While there was a strong increase at the end of 2015, the trend slowed down in 2016. Nonetheless, the number of applications for international protection remains higher than levels in 2013/2014. Most applications were from Syrians and Iraqis (27,3% and 22% respectively), who accounted for only 9% and 1% respectively in

2014. Moreover, both the rate of status recognition (refugee and subsidiary protection status) and of return decision increased.

In 2015, Luxembourg pledged to relocate 557 individuals to Luxembourg in the framework of the EU Council decision to relocate 160.000 international protection applicants from Greece and Italy. Within this framework, 114 refugees have been relocated from Greece and 20 from Italy up until mid-August 2016.

Furthermore, 46 refugees were resettled from Turkey in 2015, followed by 52 further refugees as a result of Luxembourg's pledge to resettle 194 refugees from Turkey in the context of the EU-Turkey agreement of March 2016. Additionally, 44 Syrians were welcomed in 2015 following a request for assistance by German authorities.

Faced with the increased inflow of applicants for international protection, an emergency reception plan was developed in 2015. The plan included the establishment of first-instance reception centres and the strengthening of the capacity in human resources of both the Luxembourg Reception and Integration Agency (OLAI) and the Directorate of Immigration, which is under the authority of the Ministry for Foreign Affairs. The OLAI also strengthened the collaboration with stakeholders at inter-ministerial and local levels.

A strong focus has also been put on integration, where major developments include the setting up of integration projects by the municipalities in the context of the 'Communal Integration Plan' project and the creation of Luxembourg's Centre for Integration and Cohesion (LISKO), a service supporting the beneficiaries of international protection in their process of integration in Luxembourgish society.

Over the course of 2015 and 2016, Luxembourg continued to transpose and implement several EU directives. The law of 18th December 2015 on the reception of applicants for international protection and temporary protection transposes Directive 2013/33/EU (re-cast reception conditions) into national law. The law of 18th December 2015 on international protection and temporary protection transposed Directive 2013/32/EU (re-cast procedure), establishing the procedures for granting and withdrawing international and subsidiary protection and the standardisation of the content of this protection. The bill implementing Directive 2013/55/EU on the recognition of professional qualifications was introduced into parliament in 2015 and the bill implementing Directive 2014/36/EU on seasonal workers and Directive 2014/66/EU on intra-corporate transferees and investors' residence permits was introduced in 2016.

Regarding the transposition of the Blue Card Directive, a Government Decree was issued on 22nd May 2015 establishing the professions to which the lower salary threshold for hiring highly qualified workers applies.

On the national level, a number of legislative changes address some of the challenges set by Luxembourg's heterogeneity. The bill no. 6410 on youth, introduced into parliament on 6th February 2015, gives cross-border workers access to the care service voucher system which was previously only available to Luxembourgish residents. Bill no. 6893 on the recognition of qualifications was introduced in parliament in October 2015.

At the referendum of 7th June 2015, the proposal to extend the right to vote of non-Luxembourgish residents was rejected by a large majority, who argued in favour of the acquisition of nationality as the more appropriate way to acquire the right to vote. Consequently, the government took steps towards reforming the law on nationality in order to soften the requirements for acquisition of nationality, and in this way enable the broadening of participation in elections.

Bill no. 6977 on nationality was introduced in parliament on 24th March 2016. It includes the reduction of the required duration of residency from seven to five years and the reintroduction of procedure of option in cases of close links with Luxembourg. The level of fluency in Luxembourgish required has become a central focus of the debate on the bill on nationality, some fearing that linguistic requirements would become an obstacle to foreigners' acquisition of nationality, others underlining the command of the language as a central factor in integration and thus also in the acquisition of nationality.

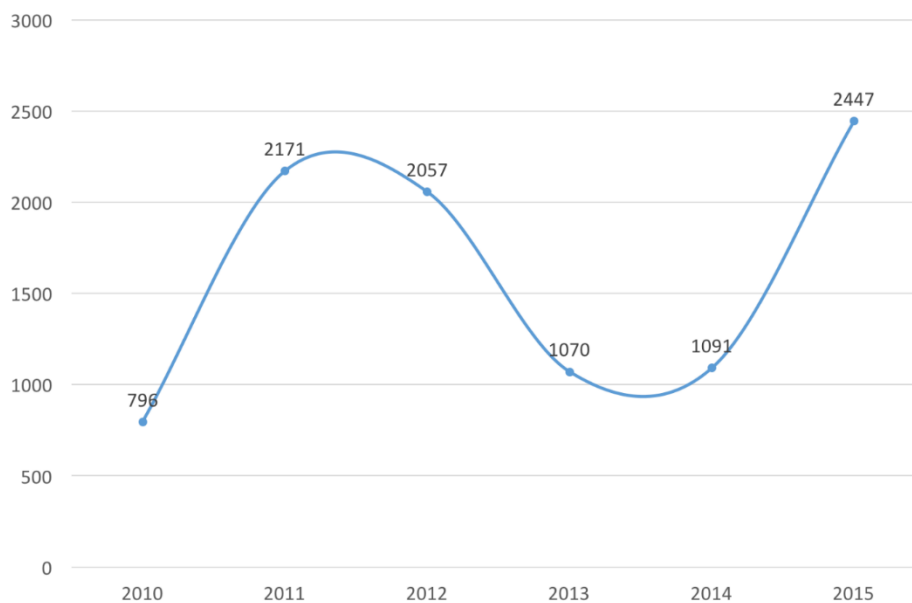
2. Major developments in migration and integration policy

Before taking a closer look at the developments in migration and integration that occurred in Luxembourg over the course of 2015 and into 2016, it is important to give a brief snapshot of Luxembourg and its foreign population to provide the context within which these developments occurred.¹

The population of Luxembourg increased from 562.958 on 1st January 2015 to 576.249 on 1st January 2016, representing an overall increase of 2,36%.² The population growth of Luxembourg has remained constant since 2011, increasing by approximately 13.000 each year. The proportion of the population of the Grand Duchy that is accounted for by foreign nationals has grown further from 45% in the beginning of 2015 to 46,7% on 1st January 2016³. Of the foreign population, 90,9% are European (European Union (EU) and non-EU), most predominantly Portuguese (34,6% of the total foreign population) and French citizens (15,5%). In fact, 85,3% of the total foreign population are EU citizens. Conversely, the third-country national (TCN) population represented 14,7% of the total foreign population and 6,9% of the overall population in Luxembourg.

It should also be noted that the war in Syria and the influx of refugees that followed over the course of 2015 led to changes in both numbers and profile of applicants for international protection in Luxembourg. The number of applications for international protection in Luxembourg reached a peak in 2015. In 2016, the trend slowed down but remains higher than the levels of 2013 and 2014. Applications for international protection went from 796 in 2010 to 2.171 in 2011, 2.057 in 2012⁴, 1.070 in 2013, 1.091 in 2014, to a peak of 2.447 in 2015⁵ (see p. 57 for more detail).

Figure 1: Progression of applications for international protection (2010-2015)



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

At the same time, the profile of people applying for international protection in Luxembourg changed in 2015, with a significant increase in applications filed by Syrians and Iraqis (see p. 59 for more detail).⁶

Over the course of the year, questions regarding the reception of refugees and integration policies were widely discussed in the public and political arenas. Luxembourg adopted an open and welcoming policy regarding refugees, maintaining that Luxembourg did want to “prepare to welcome those people who are in need of help and support”.⁷

It is thus within this general context that institutional and legislative changes took place over the course of 2015, an overview of which is provided in this section.

2.1. Presidency of the Council of the European Union

From July to December 2015, Luxembourg held the rotating Presidency of the Council of the European Union and adopted a responsive and resolute approach, becoming a mediator in the discussions at the European level. One of the key priorities of the Luxembourg Presidency was to manage migration and to combine freedoms, liberties and security.⁸

From the beginning, the Luxembourg Presidency adopted a series of measures, in particular regarding the external and internal borders, reaffirming the free movement of people as one of the most important *acquis* of the EU.

In their conclusions of 20th July and 14th September 2015, the Council of Justice and Interior Affairs adopted decisions concerning the relocation of 160.000 individuals and the resettlement of 22.504 individuals.⁹

The Employment, Social Policy, Health and Consumer Affairs Council of 5th October 2015 discussed the impact of the influx of migrants on European job markets and concluded that member states expect a joint approach as well as support from the European Commission and the EU, mainly in terms of human and financial resources.¹⁰

In order to finance the response to the crisis, the recruitment of 120 additional staff, mainly for Frontex and the European Asylum Support Office (EASO) of Europol, on 8th October 2015 the Council approved an increase in the EU budget for financial aid to be increased by 455,7 million Euros.¹¹

Representatives of EU member states, associated states, western Balkan countries, Turkey, Libya and Jordan met on 8th October 2015 at a high-level conference on the eastern Mediterranean route and the eastern Balkans, and were able to reach an agreement on ways of improving cooperation and support for the countries most affected by the migration crisis.¹²

With regard to human trafficking, on 7th October 2015, the Council approved the second phase of EUNAVFOR MED operation Sophia¹³, a high seas military mission that has the core mandate of making human smuggling and trafficking networks in the southern central Mediterranean an unviable business model, and of ensuring that no more deaths occur at sea.¹⁴ On 20th October 2015, in cooperation with the European Commission, Luxembourg organised a high-level conference on the implementation of the EU legal and policy framework to address human trafficking.¹⁵ The panel discussions covered topics such as the pursuit of money trails and the prevention of human trafficking by tackling the issue of demand.¹⁶

On 9th November 2015, the JAI Council adopted conclusions¹⁷ regarding the acceleration of the ongoing relocation process, the strengthening of the EU's external borders, combating human trafficking, return and readmission. The JAI Council also supported the Luxembourgish Presidency's decision to activate the EU's Integrated Political Crisis Response arrangements (IPCR). This activation enables the EU to take quick decisions more easily, thereby accelerating the EU's political response.¹⁸

During the JAI Council meeting of 3rd and 4th December 2015, member states discussed the progress made in the implementation of the measures recently taken with regard to migration, and what actions should be taken to strengthen the Schengen area. During this discussion, Luxembourg's Minister of Immigration and Asylum reiterated the importance of Schengen and the need to protect this acquis.¹⁹ Additionally, Council conclusions on statelessness were adopted.²⁰ The Council also adopted a political agreement on the Directive on the conditions of entry and residence of TCN researchers, students and trainees. This directive is intended to improve the EU's capacity to attract talent.²¹

Furthermore, Luxembourg organised two meetings of the Council Working Party for Social Affairs in order to advance the work on Directive 2008/0140 (CNS), which deals with the implementation of the principle of equal treatment between people irrespective of their religion or belief, disability, age or sexual orientation.²²

2.2. Legislation regulating foreigners' entry, stay and work for different purposes

2.2.1. Visa policy

2.2.1.1. Visa Information System (VIS)

As of 20th November 2015, every Luxembourgish diplomatic mission has access to the Visa Information System²³, an IT system meant to facilitate the visa issuing process and identity checks at the border, and thereby enhance security. Applications are made in person, so that a photo and ten fingerprints can be provided. This allows border authorities to verify the traveller's identity.²⁴

2.2.1.2. Amended regulation on the modalities for establishing the "laissez-passer"

On 11th February 2015, the Council of Government adopted a draft regulation amending the Grand-Ducal Regulation of 7th May 2009 fixing the modalities for the establishment of a "laissez-passer". The draft regulation broadens the conditions of providing a "laissez-passer" to people who are authorised to stay in Luxembourg but who do not possess a travel document provided by Luxembourgish authorities.²⁵ The bill was adopted as the Grand-Ducal Regulation of 9th March 2015.²⁶

2.2.2. Legislation concerning legal economic migration

2.2.2.1. European Blue Card

On 22nd May 2015, the Council of Government issued the Government Decree²⁷ establishing the minimum salary threshold for the acquisition of a European Blue Card for certain professions.²⁸

This decree establishes that individuals who present a contract for at least one year for certain professions and earn at least 1,2 times the average annual salary are eligible for the European Blue Card.²⁹ The professions to which this salary threshold of 1,2 times the average annual salary applies are: mathematician, actuary and statistician, systems analyst, software developer, web and multimedia developer, applications programmer, software and applications developer and analyst not elsewhere classified.³⁰

In its answer to Parliamentary Question no. 1193 concerning the EU Blue Card for highly-qualified TCNs, the Directorate of Immigration stated that the idea of facilitating an authorisation of stay for recent University of Luxembourg graduates, as well as the possibility of facilitating their acquisition of an EU Blue Card, are currently under discussion.³¹

2.2.2.2. Minimum average annual income for highly-qualified workers

The ministerial regulation of 30th June 2016³² determines the annual average gross income for highly-qualified workers.³³ Article 45(1) of the law establishes the minimum income for a highly-qualified worker at 1,5 times the average annual salary.³⁴

2.2.2.3. Bill no. 6992 on seasonal workers and intra-corporate transferees

Bill no. 6992, transposing the directive on seasonal workers (Directive 2014/36/EU) and on intra-corporate transferees (Directive 2014/66/EU), was introduced to parliament on 18th May 2016.

The directive on seasonal workers envisages the creation of a common base of rights and procedural guarantees for seasonal workers in order to ensure a minimum of protection during their stay on the territory of a member state, while equally providing member states with guarantees to avoid abuses.³⁵ Member states remain responsible for defining which sectors of employment are affected by seasonal activities.³⁶

The directive on intra-corporate transferees (ICT) facilitates executives', experts' and interns' entry into the European Union in the case of intra-corporate transfers, and is intended to further the development of the knowledge economy, taking into account the globalisation of today's economy and the need for flexibility when it comes to the entry and residence conditions of the targeted workers.³⁷

Bill no. 6992 introduces a new category of authorisation of stay for investors³⁸, in the context of the policy of diversification of the country's economy and the repositioning of the financial centre, by attracting new, quality investors to Luxembourg.³⁹

The bill introduces the notion of ICTs to national law⁴⁰ and fixes the length of temporary intra-corporate transfer to a maximum of three years for executives and experts, and one year for interns.⁴¹ It establishes the grounds for refusal of renewal.⁴² The notion of short-term mobility within the EU is introduced, meaning that TCNs who possess an ICT residence permit supplied by another EU member state have the right to work in Luxembourg for a maximum 90 days in a 180-day period.⁴³ The bill establishes the conditions for long-term mobility (if the stay is to be more than 90 days) within the EU. TCNs authorised for long-term mobility will be issued a "mobile ICT" residence permit.⁴⁴ Both the "ICT" and "mobile ICT" residence permit confer the right to recognition of diplomas to the holder of the permit.⁴⁵

The bill also introduces the notion of 'seasonal worker'. While the conditions for admission are the same for seasonal workers intending to stay 90 days or less and seasonal workers intending to stay than 90 days, the procedures that have been established differ.⁴⁶ Seasonal workers have the right to recognition of their diplomas, as well as the right to education and vocational training directly linked to their work.⁴⁷ The maximum duration for seasonal work is 5 months over the course of 12 months.⁴⁸

The bill furthermore envisages an acceleration of the family reunification process for EU Blue Card Holders and "ICT" or "mobile ICT" residence permit holders.⁴⁹

2.2.2.4. Croatian workers

On 12th June 2015, the Council of Government decided not to prolong the transitional measures that obliged Croatian workers to dispose of an authorisation to work in order to get access to the labour market in Luxembourg after 30th June 2015.⁵⁰ This means that Croatian citizens can work freely in Luxembourg, like other citizens of the European Union.

2.2.2.5. Bilateral agreement with Cape Verde

On 13th October 2015 Luxembourg and Cape Verde signed a bilateral agreement regarding migration.⁵¹ Made in the context of the EU-Cape Verde mobility partnership launched in 2008, the agreement concerns the coordinated management of migration movements and solidarity-based development.⁵²

The agreement is meant to enable exchanges between the two countries, including exchanges through professional internships, the possibility for young people from one country to gain professional experience in the other country, or by facilitating entry for Cape Verdean nationals for a number of professions. The agreement also covers reintegration of returning Cape Verdeans who have been in Luxembourg on a regular stay of at least 2 years. Additionally, the agreement contains dispositions concerning readmission that bridge the gap until the entry into force of the Cape Verde-EU readmission agreement.⁵³

2.3. Bill no. 6974 on statelessness

On 11th March 2016, the Council of Government adopted a draft bill approving the Convention on the Reduction of Statelessness adopted on 30th August 1961, the European Convention on Nationality of 6th November 1997 and the Council of Europe Convention on the Avoidance of Statelessness in Relation to State Succession of 19th May 2006. Bill no. 6974 was tabled in parliament on 23rd March 2016. It demonstrates the country's will to fight the issue of statelessness and cooperate with its international partners in the domain of nationality.⁵⁴

2.4. Human trafficking

On 29th June 2016, the Minister for Equal Opportunities and Minister of Justice presented the government's new strategy with regard to prostitution.⁵⁵ It consists on the one hand of the National Action Plan "Prostitution" and on the other of bill no. 7008 on reinforcing the fight against the exploitation of prostitution, procuring and human trafficking for sexual purposes.⁵⁶

One of the main axes of the national action plan concerns the strengthening of campaigns regarding prevention, information and awareness-raising in order to improve identification of victims.⁵⁷

Another key aspect of the plan is the reinforcement of the legislative framework. Bill no. 7008 was introduced to parliament on 27th June 2016.⁵⁸ In particular, it aims to generate a more intense collaboration between institutions and public actors in order to achieve better understanding of the phenomenon of human trafficking, and to reinforce cooperation to combat this phenomenon.⁵⁹ It also introduces the penalisation of clients if the person concerned is a minor, a particularly vulnerable individual or a victim of sexual exploitation in the framework of exploitation of prostitution, procuring and human trafficking for sexual purposes. The possibility of not taking public action against the client is also introduced, under certain conditions, such as the testimony of the client.⁶⁰

Additionally, the monitoring committee on human trafficking is currently developing a national action plan to combat all forms of human trafficking.⁶¹

On 3rd February of 2016, Luxembourg issued a follow-up⁶² on the recommendations of the Committee of the Parties of the Council of Europe Convention on Action against Trafficking in Human Beings of 7th February 2014⁶³, on the various measures it has taken to respond to the recommendations made following a first evaluation. A second evaluation will take place at the end of 2016 or the beginning of 2017.⁶⁴

Additionally, Luxembourg has placed particular importance on the subject of human trafficking in the context of its Presidency of the European Council and 2016 Presidency of the Benelux countries, initiating multidisciplinary cooperation on the subject.⁶⁵

2.5. International protection

In Luxembourg, international protection encompasses the refugee status and the status of subsidiary protection.⁶⁶

2.5.1. New governance of the OLAI

The reorganisation of the OLAI started with the nomination of a new director, appointed on 1st February 2015.⁶⁷ Subsequently, the OLAI implemented a new hierarchical order, creating divisions (one for reception, one for integration and diversity, one for legal matters and one for administration and finance) and attributing services to them accordingly.⁶⁸

A “direction unit” was created within the management, with the task of coordinating OLAI’s internal and external communications. It includes a person responsible for public relations, a communications officer and project managers in charge of European-level missions and intercultural projects.⁶⁹

A communications strategy was developed in order to respond to the increased need for information and the increased interest in issues related to international protection and the work of the OLAI in general.⁷⁰

This communications strategy encompasses most notably the creation of a transparent information procedure, as well as informative tools aimed at the media and the general public. It also envisages the publication of an information brochure covering all aspects of the reception of applicants for international protection, and targeted at municipal staff and residents.⁷¹

2.5.2. Emergency plan for the reception of applicants for international protection

As a response to the increased arrival of applicants for international protection in Luxembourg, and with the goal of providing them adequate care, a mandate for the development of an emergency plan for the reception of applicants for international protection was given to the High Commissioner for National Protection (*Haut-commissariat à la protection nationale – HCPN*) by the Council of Government on 24th July 2015, at the request of the Ministry of Family, Integration and the Greater Region.⁷²

The HCPN executes this mandate in collaboration with the Luxembourg Reception and Integration Agency (OLAI) and with other involved actors.⁷³

The planning of emergency reception of international protection applicants is coordinated by a coordination group, co-chaired by the Ministry of Family, Integration and the Greater Region and the

OLAI.⁷⁴ An evaluation cell, chaired by the OLAI, was established to monitor and ensure continuous reporting on the influx of applicants.⁷⁵ A logistical cell, chaired by the Civil Defence Service (*Administration des services de secours*), was created and is in charge of the logistical work related to the setting up and equipping of reception facilities.⁷⁶

In order to deal with the continuous waves of new arrivals, first-instance reception centres (*centres de primo-accueil – CPA*) were planned in the short and medium-term⁷⁷, and seven CPAs were opened during the last months of 2015.⁷⁸

In order to respond to the increased need for services provided by the OLAI, the human resources capacity of the OLAI has been strengthened. Mainly in the domain of social services and housing, social workers, educators and housing structure managers were hired⁷⁹, and civil servants and employees were sent by other administrations and ministries for temporary support. OLAI's technical service, responsible for the logistics and maintenance of housing structures, has also been reinforced in order to guarantee the opening and further planning of housing structures.⁸⁰

Part of the social follow-up of the IPAs residing in a number of the reception facilities has been delegated to non-governmental organisations (NGOs), for instance to the Red Cross, Caritas and the Immigrated Workers' Support Association (*Association de Soutien aux Travailleurs Immigrés – ASTI*). The social service of the OLAI remains in charge of giving material and financial help.⁸¹

In addition to the recruitment that took place within the OLAI, on two separate occasions the Refugee Service (*Service Réfugiés*), which is under the authority of the Ministry of Foreign Affairs, sent an agent on a one-month mission to support FRONTEX operations in the Mediterranean over the course of 2015.⁸² In the same context, Luxembourg recruited 5 additional staff to be put at the disposal of EASO, these having started work on 1st July 2016.⁸³

2.5.3. Housing

The number of beds available for applicants for international protection more than doubled over the course of 2015. While the OLAI managed 60 housing facilities containing approximately 2.000 beds at the beginning of 2015, it managed a total of 4.557 beds at the end of 2015.⁸⁴ By August 2016, the OLAI managed approximately 80 housing facilities, with 3.107 beds used by 721 children, 257 teenagers (aged 13-17 years), 662 women and 1.467 men.⁸⁵

With regard to the housing of applicants and beneficiaries of international protection, the OLAI also increased its collaboration with municipalities by organising information sessions and developing an information kit for municipalities concerning the reception of applicants for international protection. In addition, collaboration with the local level was strengthened with regard to the provision of housing, by informing municipalities of a temporary programme, intended to last three years, with the objective of supporting residents searching for housing for beneficiaries of international protection (see section 2.6.8 on access to housing for further details). The domain of housing benefited from the hiring of additional staff.⁸⁶

In August 2015, 77 applicants for international protection were living in the homes of private individuals.⁸⁷ It has to be noted that the vast majority of people living in private homes during their application for international protection have a personal connection to their host (either through a family relationship or lasting friendship). Private housing is not regarded as an alternative solution to housing in structures for applicants for international protection, as it can be problematic to ensure the accompanying social and psychological support, which has to be a priority.⁸⁸

2.5.4. Strengthening of inter-ministerial and local cooperation

2.5.4.1. Increased inter-ministerial cooperation

Over the course of 2015, the OLAI strengthened its collaboration with its partner ministries, for instance the Ministry of Education, Childhood and Youth, the Ministry of Foreign and European Affairs as well as the Ministry of Health. It also collaborates very closely with the Administration of Public Buildings of the Ministry of Sustainable Development and Infrastructure, as well as with the Housing Ministry and the Ministry of Interior.⁸⁹ The Ministry of Finance and the Ministry of Transport are implicated in organizational procedures of the reception.

On a logistical level, there has been increased collaboration with the Directorate of Immigration, including the optimisation of processes such as the submission of the application within 72 hours of an applicant's arrival at the reception centre.⁹⁰

Working groups with representatives of the various ministries regularly discuss issues related to the reception and integration of the newly arrived, such as schooling, medical and psychological care, housing and integration.⁹¹

The creation of an evaluation cell, logistical cell and coordination group can also be framed in the context of improved inter-ministerial coordination.⁹²

2.5.4.2. Increased collaboration with the local level

In order to enhance the collaboration and exchange of information with the municipalities, the OLAI and the Union of Luxembourgish cities and municipalities (*Syndicat des villes et des communes luxembourgeoises* - SYVICOL) invited the elected officials of municipalities to two evenings of debate (*Forum "Demandeurs de Protection Internationale"* – Forum "Applicants for International Protection") on 19th and 23rd May 2015.⁹³

During these forums, the legal procedures regarding international protection were presented and local representatives had the opportunity to share best practice and experiences regarding the reception of applicants and information relating to potential partnerships and support they can offer in this context, such as financial aid or help with the schooling of children of applicants for international protection.⁹⁴

Additionally, a number of information sessions were organised by the OLAI with municipalities receiving applicants for international protection. The citizens of these municipalities had the opportunity to ask questions regarding volunteering, the rights and responsibilities of the volunteer and organisation of projects, in meetings which were attended by representatives of the Ministry of Education, Childhood and Youth, the Ministry of Foreign Affairs and the OLAI.⁹⁵

The OLAI has also developed an information kit for municipalities ("*Kit Info Communes 2016*")⁹⁶ that provides information for municipality's residents and staff regarding the reception and social follow-up of applicants for international protection and refugees, as well as a technical sheet⁹⁷ concerning volunteering that lays out, amongst others, topics related to the integration of migrants and newcomers.

2.5.5. Implementation of the Common European Asylum System

2.5.5.1. Law of 18th December 2015 on international protection and temporary protection

The law of 18th December 2015 on international protection and temporary protection transposed the Directive 2013/32/EU (re-cast procedure) into national law. Its aim is to establish the procedures for granting and withdrawing international protection, and to standardise the status of refugees and beneficiaries of subsidiary protection as regards the content of this protection.⁹⁸ It introduced the following changes with regard to **procedures**:

A **distinction** is made between

- **Filing an application** for international protection (*présentation de la demande*)
- **Registering** an application (*enregistrement de la demande*)
- **Lodging** an application (*introduction de la demande*)

First, the applicant files his or her application. If the application is filed with the Directorate of Immigration, registration has to take place after three days at most. If filed with an agent of the central unit of the airport police, of the detention centre or of the police, this timeframe can increase to six days. The delay for registration can be extended to ten days if a large number of applications are filed simultaneously. After registration, the applicant will be summoned to lodge his or her application.⁹⁹

The **conditions for the personal interview** have been further specified. The applicant will be interviewed on the earliest possible date after the application has been registered (no deadline specified).¹⁰⁰ The applicant is allowed to explain all the reasons for his or her application.¹⁰¹ The interviewer and the translator should be, if possible, of the same sex as the applicant.¹⁰² As part of this interview, the judicial police will verify the identity of the applicant as well as his or her journey. Verification of identity can include taking pictures, fingerprints and a language test.¹⁰³ The IPA has the right to have a personal interview with the Directorate of Immigration after this first interview with the judicial police.¹⁰⁴ The presence of a lawyer is not a necessary condition for this interview to take place.¹⁰⁵

The **timeframe for the examination** of an application is generally speaking fixed at six months, starting once the Minister has recognised the Grand Duchy's competence to handle it. If the deadline cannot be kept, the IPA must be informed about the reasons for the delay and the deadline by which a decision is expected to be taken.¹⁰⁶

This deadline of six months for the decision can be extended by an additional 9 months if complex legal or factual questions must first be addressed, or if a large number of applications need to be processed, or if the IPA's failure to meet legal obligations has led to the delay. If there are justified reasons, this deadline can be extended by another three months at most.¹⁰⁷

If the situation in the IPA's country of origin is uncertain, the examination can be postponed by up to 21 months at most.¹⁰⁸

The new law transposes the 10 motives contained in Article 31(8) of Directive 2013/32/EU based on which a **fast-track procedure** can be applied to an application.¹⁰⁹ The deadline for decision is two months, but can be extended if deemed necessary for appropriate examination of the application.¹¹⁰

The IPA has the right to file an **appeal against a negative decision** before the Administrative Court of first instance. If this court issues a negative decision, the IPA has the right to file an appeal before the

Administrative Court. Both appeals have to be made within one month of the notification of the negative decision.

The **deadline** by which an IPA must **file a claim of recourse against a decision declaring the inadmissibility** of an application has been reduced from one month to 15 days.¹¹¹ The same reduction in deadline has been introduced for the **filing a claim of recourse against a decision declaring the transfer** of an IPA.¹¹²

The new law modifies **access to legal aid and legal representation**, which are granted in the whole process of examination of the application. This includes representation and aid during personal interviews and the appeals process.¹¹³ However, there will be no free legal assistance provided if the success of a claim of recourse is unlikely.¹¹⁴

In the timeframe for examination of the application, the Ministry of Immigration will evaluate what **special procedural guarantees** might be required for vulnerable IPAs. The law envisages that this evaluation can also be made by the OLAI.¹¹⁵

The law envisages that IPAs can be **detained** for a maximum of three months, with the possibility of extension to 12 months. The law also introduces **less coercive alternatives to detention**, including regular checking-in with the authorities, an obligation to stay in a location determined by the minister, the wearing of electronic surveillance equipment, and providing a guarantee amounting to 5000 €. ¹¹⁶

The law of 18th December 2015 provides the following rights to beneficiaries of international protection:

A renewable **residence permit** is issued for a minimum of three years for both refugee and subsidiary protection statuses.¹¹⁷ Under the previous law, beneficiaries of subsidiary protection obtained a renewable residence permit valid for one year.¹¹⁸

The law authorises beneficiaries of refugee and subsidiary protection status to engage **in activities of employment or self-employment**, subject to the general rules applicable to the economic sector concerned and to public services.

The law grants recipients of either status the **right to lifelong learning, vocational training, skill improvement training and counselling** provided by the agency for employment, under the same conditions as for Luxembourgish nationals.¹¹⁹

Minors who have been granted international protection have **access to the national education system** under the same conditions as Luxembourgish nationals.¹²⁰ Adults benefiting from international protection are granted **access to the general education system**, professional training as well as retraining under the same conditions as for TCNs residing legally in Luxembourg.¹²¹

Both statuses entitle their beneficiaries to treatment equal to that of Luxembourgish nationals with regard to **recognition procedures for diplomas, certifications or any other type of formal qualifications**. In addition, the law gives beneficiaries of international protection who cannot provide their qualification documents simplified access to appropriate evaluation, validation and accreditation systems.¹²²

Social assistance¹²³, **healthcare**¹²⁴, **treatment of mental disorders** or other treatment for beneficiaries of international protection with special needs, such as pregnant women, disabled people, victims of torture, rape or other serious forms of moral, physical or sexual violence, or minors who have been victims of abuse, negligence, exploitation, torture, cruel, inhumane or degrading treatment or armed conflicts are granted under the same conditions as for Luxembourgish nationals.¹²⁵

Housing is granted to beneficiaries of international protection under the same conditions as for Luxembourgish nationals.¹²⁶

2.5.5.2. Law of 18th December 2015 on the reception of applicants for international protection and temporary protection

The law of 18th December 2015 on the **reception** of applicants for international protection and temporary protection transposes the Directive 2013/33/EU (re-cast reception conditions) into national law.¹²⁷

The law regulates international protection applicants' **access to housing**; intimacy and family life is to be protected, transfers are to be kept to a strict minimum.¹²⁸ Applicants who have a contract of apprenticeship also get access to vocational training.¹²⁹

IPA's **access to employment** is also regulated. The IPA can apply for a temporary occupation authorisation (*authorisation d'occupation temporaire* - AOT) after 6 months (reduced from 9 months in the previous law). If the AOT is granted, it is valid for one profession and employer, for a renewable period of 6 months.¹³⁰ However, hiring priority for citizens of the EU and of assimilated countries is maintained.¹³¹

It also sets their **monthly allowance**, which is equivalent to 25,63 Euros for an IPA, 25,63 Euros for a UAM and 12,81 Euros for a minor.¹³² If the IPA lives in a housing structure where meals are not provided, s/he receives an additional allowance to buy foodstuffs of 200 Euros for an IPA, 200 Euros for a UAM and 175 Euros for a minor.¹³³

Minors have access to education and are subject to mandatory **education**. Applicants do not have access to higher and university education.¹³⁴

Moreover, the applicant has to undergo a **medical examination** during the first six weeks of his or her entry into the territory, for public health reasons.¹³⁵

Paying particular attention to the protection of vulnerable people, the law devotes one section to them in particular. Particular needs with regard to the reception of vulnerable groups, such as UAMs or victims of trafficking, will be determined through individual assessments.¹³⁶

A separate section on **temporary protection** has also been introduced, containing certain provisions concerning the right to asylum and complementary forms of protection, namely those related to access to employment. Under the new law, beneficiaries of temporary protection are given the same access to material reception conditions¹³⁷ and professional training as refugees or beneficiaries of subsidiary protection.¹³⁸

Additionally, the law envisages an increase in the staff of the OIAI¹³⁹, as well as training for the supervising staff.¹⁴⁰

However, it should be noted that during the law-making process, the bill underwent considerable modifications.¹⁴¹ These include the possibility for the IPA to gain access to the employment market if no decision has been made after 6 months, which was not initially envisaged, as well as the possibility for the IPA to pursue an apprenticeship without having to comply with the conditions for an AOT and until the moment that he or she has to leave the territory. Another amendment that was introduced gave applicants the possibility of participating in a "support project" after a certain period following their application, as well as a progressive increase in their monthly allowance.

2.5.6. AMIF 2014-2020

The Asylum, Migration and Integration Fund (AMIF) was established on 16th April 2014 with Regulation (EU) no. 516/2014 of the European Parliament and of the Council. It aims to promote the efficient

management of migration flows and the implementation, strengthening and development of a common Union approach to asylum and immigration.¹⁴²

The OLAI is the responsible authority for the implementation of the AMIF programme, and the Directorate of Immigration acts as delegated authority. A selection committee choosing the projects to be funded under the programme is composed of representatives of concerned ministries, the SYVICOL and the National Council for Foreigners.¹⁴³

On 18th March 2015, the European Commission adopted Luxembourg's proposed multi-year programme. Two calls for projects were launched in 2015, and a number of projects were selected and launched over the course of the year. One call for proposals is planned for 2016.¹⁴⁴ As of 6th June 2016, 21 projects received co-financing under the AMIF.¹⁴⁵

Additionally, on 21st June 2016, OLAI organised the first "Committee of project holders", an exchange, information and synergy-creation platform bringing together AMIF project holders and institutional partners.¹⁴⁶ The first half of the day was dedicated to strengthening collaboration between the different actors in the fields of asylum, migration and integration; the second half focused on the development of tools for management and financial monitoring of projects.¹⁴⁷

The national programme of the fund is organised around three main objectives: asylum, integration/ legal migration and returns. The projects co-financed under the objectives of integration/legal migration and return are discussed in sub-section 2.6.7. on integration projects, and in the special focus section on return.

The projects under the objective of 'asylum' are:

- **DPI - Santé mentale** (IPA – mental health) is a project of Caritas in collaboration with the association *Mosaïques*, and aims to improve the care of vulnerable IPAs who reside in Caritas structures by providing its social workers with the necessary tools and advice.¹⁴⁸
- **Des mots pour guérir** (words for healing), provided by the Red Cross and the organisation *Doheem Versuergt* (cared for at home) *asbl*, aims to improve the psycho-/medico-/social care of IPAs, and vulnerable IPAs in particular, by providing intercultural translators and by raising awareness amongst professional actors.¹⁴⁹
- **Répondre à la vulnérabilité du DPI: former, outiller et guider le travailleur de l'accueil** (dealing with the vulnerability of the IPA: providing training, tools and guidance for reception workers), which is provided by the Red Cross, aiming, amongst other things, to develop a process for early recognition of vulnerability and optimise observation skills.¹⁵⁰
- The translation of an information brochure for IPAs by the Directorate for Immigration¹⁵¹
- A resettlement mission on the part of the Directorate for Immigration and the OLAI¹⁵²
- The training of agents of the Refugee Service of the Directorate for Immigration¹⁵³

2.5.7. Relocation and resettlement programmes

In 2015, Luxembourg participated in relocation and resettlement programmes. Details are given in the section regarding recent migration statistics on p. 58.

2.5.8. Detention

As a general rule, applicants for international protection who are placed in detention are separated from TCN detainees who did not introduce an application for international protection.¹⁵⁴

2.5.8.1. Detention of IPAs

The law of 18th December 2015 on international protection introduces less coercive alternatives to detention. In addition, the law lists five cases in which the applicant for international protection may be detained, these grounds differing from former legislation. According to the new law, an applicant may be detained in order to establish or verify his/her identity or nationality. Previously, this would only have been the case when applicants were unwilling to cooperate with the authorities in establishing their identity.¹⁵⁵

2.5.8.2. Detention of TCNs

On 25th March 2016, the Council of Government adopted a draft bill that modifies the law of 28th May 2009 by increasing the timeframe for the detention of people or families accompanied by minors from 72 hours to 7 days.¹⁵⁶ Bill no. 6992 was tabled in parliament on 18th May 2016.¹⁵⁷

2.5.8.3. Staff training

Over the course of 2015, the staff of the detention centre participated in at least 6 self-defence courses, benefited from a 2-day course on the prevention and management of aggression, attended a course on infectious diseases, were given a refresher course in first aid, and some participated on a voluntary basis in a course on the human immunodeficiency virus (HIV). Moreover, the managerial level of the centre participated in a course for first responders in hostage situations.¹⁵⁸

2.6. Developments in integration

2.6.1. Development of National Action Plan

The multiannual National Action Plan for integration and against discrimination was put on hold after the increased influx of applicants for international protection. The context of integration (change of profiles of beneficiaries of international protection) having changed, the OLAI will integrate the new challenges in their future Multiannual National Action Plan, which will be finalised over the course of 2017.¹⁵⁹

2.6.2. Integration at the local level - Communal Integration Plans

The “Communal Integration Plan” (*Plan communal intégration* – PCI) project is an action plan aimed at defining and putting into action an integration policy for a defined territory. It was developed on the initiative of the SYVICOL, together with OLAI, after a study brought to light the fact that municipalities need to be more empowered to establish their own political action plan. Integration can only be successful if it is seen from a bottom-up perspective, as much as from a top-down perspective. Every municipality has its own priorities and target audience in the context of integration programmes. The PCI aims at giving each municipality the tools to develop a political action plan using basic management methods and putting forward best practice in the field of local integration. A methodology, guide book and different tools were developed with the help of an external expert over a year and a half.¹⁶⁰ On 1st July 2016, SYVICOL and OLAI published a practical guide¹⁶¹ to the PCI in order to assist the municipalities in

developing and implementing a tailor-made integration policy based on a transversal and sustainable approach that considers all domains of communal life and avoids *ad hoc* and isolated interventions.¹⁶²

The PCI can be established by a single municipality or for a larger territory in the context of intermunicipal collaboration.¹⁶³ As regards integration, the PCI is an important tool, bearing in mind the importance attributed to the local level in the integration process for migrants.¹⁶⁴

Growing needs concerning the support for applicants for and beneficiaries of international protection and their accommodation in housing structures have become important considerations when establishing a PCI.¹⁶⁵

More than 20 municipalities have already set up a PCI or have taken first steps to do so. In order to support municipalities' efforts to engage in integration, ASTI was mandated, through their convention with OLAI, to support them and to accompany them.¹⁶⁶

In 2015, 10 integration projects were realised by municipal administrations with financial support from OLAI. Several more municipalities have shown an interest and are planning to apply for a subsidy in 2016 or 2017.¹⁶⁷

Additionally, a call for projects was made to municipalities on 22nd March 2016, offering co-financing of projects relating to the development of a PCI. Each municipality can submit only one request for co-financing per year.¹⁶⁸ Additional calls for projects will be launched in autumn of 2016.¹⁶⁹

2.6.3. Inauguration of Luxembourg's Centre for Integration and Cohesion - LISKO

On 13th June 2016, the Luxembourg Centre for Integration and Cohesion (*Lëtzebuenger Integratiouns- a Kohäsiounscenter* – LISKO) was inaugurated. This service provided by the Red Cross and financed by the Ministry of Family and Integration, has been operational since April 2016 and supports, guides and accompanies beneficiaries of international protection in their process of integration into Luxembourgish society.¹⁷⁰

LISKO intends to support refugees in two ways, which have a positive effect on integrative actions taken on the local level. Firstly, refugees are given individual support in taking steps that will empower them, if necessary supporting them with regard to intercultural comprehension and translation. Secondly, LISKO connects refugees with social services and associations. The intention is to empower refugees to take part in local integrative actions and make connections with the local population.¹⁷¹

Through the personalised approach of LISKO, specific needs are identified, can be communicated to the municipal authorities, and can thus be integrated into the implementation of a Communal Integration Plan.¹⁷² Target groups are supported from their first administrative steps onwards, and they are helped to get to know the cultural life in Luxembourg.¹⁷³

The Red Cross focuses on the most vulnerable and those who do not have the skills that would allow them to take the necessary steps autonomously, and are living in reception centres or social housing. With regard to the care of those who have arrived in the framework of the resettlement programme, there is direct collaboration between LISKO and OLAI.¹⁷⁴

LISKO employs 10 full-time social workers who draw up individual integration plans for the beneficiaries, plans that include for instance steps such as taking language courses, finding accommodation and having their qualifications recognised.¹⁷⁵

The Red Cross has also issued a call to home owners interested in renting out their homes to refugees to come forward; the Red Cross will do the follow-up with the families in question.¹⁷⁶

2.6.4. “Bénévolat” hotline and collection centres

Over the course of 2015, Luxembourg showed considerable solidarity with the refugees and applicants for international protection; a number of initiatives for the benefit of applicants for and beneficiaries of international protection were launched, and citizens turned to OLAI and its main partners Caritas and the Red Cross to enquire how they could be of help.¹⁷⁷

In order to be more responsive to these various offers for voluntary commitment or material donations, OLAI set up an emergency temporary hotline (*Hotline Bénévolat*), which has been operational since 7th October 2015. This one-stop information centre, aimed at the general public, is offered in collaboration with Luxembourg’s Red Cross, Caritas and ASTI. Callers are given information regarding the steps they can take as well as the rules and principles they ought to adhere to as volunteers.¹⁷⁸ The hotline was migrated to the agency for volunteer work (*Agence du Bénévolat*), an administration under the direction of the Ministry of Family and Integration, on 31st August 2016.¹⁷⁹

As the existing collection centres for material donations had reached their maximum capacity in October of 2015, OLAI opened two additional temporary collection centres located in Differdange (Centre Noppeney) and in Luxembourg-City (Site CFL Logistics S.A.).¹⁸⁰ The materials collected are destined for applicants for international protection, beneficiaries, as well as other disadvantaged people in Luxembourg. These two temporary centres were closed on 1st July 2016, as a new permanent centre has opened in Gasperich: *Centre national de collecte et de tri*, managed by Caritas, in collaboration with the Red Cross.¹⁸¹

2.6.5. Welcome and Integration Contract

The Welcome and Integration Contract (*Contrat d’accueil et d’intégration – CAI*), established by the law of 16th December 2008 concerning the reception and integration of foreigners in Luxembourg¹⁸², is a tool intended to facilitate integration. Open to all foreigners legally residing in Luxembourg, the CAI offers linguistic and citizenship training courses as well as an orientation day, all three of which have to be taken in order to obtain a certificate of fulfilment.¹⁸³ Individuals who have fulfilled the Welcome and Integration Contract are currently exempted from one of the mandatory citizenship training courses required during the process of acquiring Luxembourgish nationality.¹⁸⁴

Overall, there were 1.018 new people signing up for the Welcome and Integration Contract in 2015 compared to the 957 in 2014 (an increase of 6,7%). The diversity of those signing up has increased in 2015, with 103 nationalities represented, compared to 93 in 2014.¹⁸⁵

In 2015, there were significantly fewer Portuguese participants than in 2014 (12,47% of the total number of participants compared to 21% in 2014), and there was an increase in the proportion of people originating from the former Yugoslavia (6,05 % compared to 2,38% in 2014).¹⁸⁶

In 2015, 450 people obtained their final certificate for the completion of the Welcome and Integration Contract in one of two ceremonies in the presence of the Minister of Family and Integration.¹⁸⁷

Within the framework of the CAI, participants take part in French, German or Luxembourgish **language courses** at a reduced price.¹⁸⁸

In 2015, 4 **orientation days** took place, each with an average of 122 participants. The orientation day is intended to familiarise the participants with the public structures and organisations that exist in Luxembourg.¹⁸⁹ It brings together workshops, presentations and interactive sessions to enable the

participants to meet and learn about the main national institutions and organisations. A strong emphasis is placed on empowerment and participation.¹⁹⁰

In 2015, 43 **citizenship training courses** took place, with 668 participants in total. The training courses address issues in relation to integration, participation and traditions in Luxembourg, and are held in a variety of languages. In 2015, 16 were held in French, 14 in English, 7 in Portuguese, 2 in Spanish, 2 in Serbo-Croat and one each in Chinese and German.¹⁹¹

A study of the CAI and of ways in which it can be improved demonstrated broad satisfaction with the delivery and benefits of the CAI, while also showing that it has to be further promoted. In response, a few changes were made from September 2015 onwards. Firstly, several collective information sessions were organised, with the aim of explaining the intention, the practical functioning of the CAI, as well as the rights and obligations resulting from signing the contract. Secondly, signatories have an individual meeting with an OLAI officer to create the signatory's file and to discuss any remaining questions.¹⁹²

2.6.6. Education

2.6.6.1. The linguistic context

When the composition of Luxembourg's pupil population is examined, the country's heterogeneity becomes apparent. The enrolment of foreign pupils in public and private education in Luxembourg continues to increase, standing at 44,1% for the school year 2014/2015¹⁹³, compared to 43,8% in the academic year 2013/2014¹⁹⁴.

More than half of Luxembourg's pupils in primary education speak a language other than Luxembourgish at home, as shown in the table below. The largest number of pupils speak Luxembourgish as their first language at home, followed by Portuguese and French. This generally matches the structure of Luxembourgish society, in which Luxembourgish nationals are the most numerous, followed by Portuguese and French nationals (see p. 45).¹⁹⁵

Table 1: Pupils' first spoken language (11/12-14/15)

1 st spoken language	2011/2012	2012/2013	2013/2014	2014/2015
Luxembourgish	41,5 %	39,9 %	38,7 %	37,6 %
Portuguese	28,2 %	28,7 %	28,9 %	28,9 %
French	11,5 %	11,9 %	12,6 %	13%
Serbo-Croat	5,5 %	5,6 %	6,4 %	5,3 %
German	2,%	2,%	2,%	2%
Italian	1,9 %	1,9 %	1,9 %	2%
Other	9,3 %	9,8 %	9,5 %	11,2 %

Source: Ministry of National Education, Childhood and Youth 2016 © University of Luxembourg

A number of educational resources were made available in 2015 in order to support recently-arrived pupils' development of linguistic skills, which is viewed as a priority. These include publications on

reception and integration, the orientation of recently-arrived pupils, the offer of “international schooling”, as well as the development of a nationally harmonised test for reception classes.¹⁹⁶

Additionally, new courses were offered to teachers in 2015, with the intention of better equipping them for the increasing heterogeneity in school classes. These courses addressed, amongst other things, administrative procedures, social care and educational integration of applicants for international protection and the management of heterogeneity of students.¹⁹⁷

2.6.6.2. Refugee Task Force

A ‘Refugee Task Force’ was established as one of the measures taken following the increased influx of applicants for international protection in autumn 2015. The head of the service in charge of enrolment of foreign children, a collaborator from SCRIPT, an inspector of primary education and a task officer for secondary education are members of this task force, which takes care of the recruitment of volunteer teachers and retired teachers, day-long integrated education, teaching of languages and linguistic improvement, recruitment of intercultural mediators and drawing up the budget for these measures.¹⁹⁸

2.6.6.3. Developments in early education

2.6.6.3.1. Amended version of the bill no. 6410 on youth

On 6th February 2015, the Council of Government adopted an amended version of the bill no. 6410 on youth.¹⁹⁹ It introduces, among others, a quality assurance system for the support of children aged 0 to 12 years in educational and care facilities and for young people in youth centres.²⁰⁰

Additionally, the bill is intended to adapt certain modalities concerning the care service vouchers (*chèques-service accueil* - CSA).²⁰¹ The CSAs, which reduce the price for children’s care centres and which were previously only available to Luxembourgish residents, will be opened up to cross-border workers from September 2016 onwards. Furthermore, care centres established outside of Luxembourg can become part of the *chèques-service* system if they accept the same quality control established for care centres in Luxembourg.²⁰²

In a second phase, the government intends to supplement this educational system with a new framework of education for young children that allows them to be immersed in a bilingual environment and thereby equips them to tackle the linguistic reality of Luxembourg’s educational system.²⁰³ A draft bill on the creation of a multilingual education programme for young children is currently being developed; with this, the government intends to launch an optional programme promoting multilingual language development that emphasises the Luxembourgish and French languages.²⁰⁴

2.6.6.4. Developments in primary and secondary education

2.6.6.4.1. Newly-arrived foreign pupils

The number of newly-arrived pupils welcomed by CASNA (*Cellule d'accueil scolaire pour élèves nouveaux arrivants* – Reception desk for newly-arrived pupils) saw a decrease in the academic year 2014/2015, dropping from 851 in the academic year 2013/2014 to 768 in 2014/2015.²⁰⁵

With regard to nationality, the proportion of newly-arrived Portuguese and Cape Verdean pupils continues to drop, while the proportion of the French, Italian, Montenegrin and Chinese is rising.²⁰⁶

In the first trimester of the academic year 2015/2016, of the 568 newly-arrived pupils in primary education, 27% were applicants for international protection. Of the 340 newly-arrived pupils in secondary and vocational secondary education, 34% were applicants for international protection.²⁰⁷

Table 2: Newly-arrived pupils (14/15 to first trimester of 15/16)

	2014-2015	1 st trimester of 2015/2016
Primary education	1.211 newly-arrived pupils, 173 of which IPAs (14%)	568 newly-arrived pupils, 151 of which IPAs (27%)
Secondary and vocational secondary education	524 newly-arrived pupils, 79 of which IPAs (15%)	340 newly-arrived pupils, 117 of which IPAs (34%)

Source: Ministry of National Education, Childhood and Youth 2016 © University of Luxembourg

In Luxembourg, schooling is mandatory for all children between the ages of 4 and 16, regardless of the status of the parents.²⁰⁸ Newly-arrived children are schooled within 48 hours of their arrival.²⁰⁹

Newly-arrived children of **primary school** age are, generally speaking, enrolled in a 'homeroom' class (*classe d'attache*), in a class that corresponds to their age and their preceding school career. They learn the languages that they do not speak in reception classes.²¹⁰

With regard to the primary school integration **of applicants for international protection**, the CASNA acts as a mediator between the OLAI and the school, transmitting information regarding the number of children of IPAs that need to be schooled, material assistance that is available, and the reception and housing structures of the OLAI.²¹¹

Since the increased influx of applicants for international protection, special reception classes have been set up in several housing structures. Outside the housing structures, specialised reception classes are put in place as needed. Regardless of the type of schooling, the pupils' capacities are evaluated and the pupils are supported in their transition to regular classes.²¹²

With regard to **secondary and vocational secondary education**, 29 reception classes were organised in 17 secondary schools during the academic year 2014-2015.²¹³ In general, children of applicants for international protection who are schooled at the level of secondary education attend reception class in a nearby high school for the duration of one year. If they are aged older than 18, they can attend 'French-speaking classes' that include 15 hours of French courses per week, 6 hours of English and 6 hours of maths classes, or benefit from vocational training.²¹⁴

Classes with a **specific linguistic regime** (*classes à regime linguistique spécifique* - RLS) that exist in the middle and higher classes of vocational secondary schools can also be used for newly-arrived students.²¹⁵

Table 3: Number of students in reception, insertion and RLS classes (14/15 and 15/16)

	2014/2015	2015/2016
Reception classes	287	313
Insertion classes	1.158	1.513
Classes with a specific linguistic regime	686	779
Total number of students	2.131	2.605

Source: Ministry of National Education, Childhood and Youth 2016 © University of Luxembourg

2.6.6.4.2. Linguistic support for foreign language pupils and their parents

The Ministry of National Education, Childhood and Youth has expanded its pool of intercultural mediators, recruiting 3 full-time Arabic-speaking mediators on a temporary contract and 8 more for ad hoc interventions. They assist teachers in the reception of and interactions with students and parents.²¹⁶ There are currently 52 mediators who speak 27 languages in total.²¹⁷

Requests for intercultural mediation are rising: for the academic year 2014/2015, 3,148 requests were made, of which 1.372 (43,6%) were for Portuguese and 779 (24,8%) for Serbo-Croat. In 2013/2014, 2.893 requests were made, compared to 2.821 requests in 2012/2013.²¹⁸

2.6.6.4.3. Development of the Portuguese culture and language

In 1983, integrated courses were developed. These are classes within the official school curriculum taught in the Portuguese language, allowing pupils to develop their mother tongue and maintain contact with their culture of origin. They remove the burden of the parallel courses which take place outside of the normal school curriculum.²¹⁹

In the academic year 2014-2015, 1.441 students took part in integrated courses, while 764 followed parallel classes.²²⁰ In the academic year 2015/2016, 1.345 pupils participated in integrated courses and 834 in parallel classes.²²¹

The pilot project “Portuguese-speaking assistant in class 1” (*Assistant de langue portugaise au cycle 1*), which was launched in 2012 in a total of 5 classes, was extended to 20 classes in 2015. This project intends to facilitate the development of the Portuguese mother tongue as well as Luxembourgish by providing the participating classes with a Portuguese-speaking facilitator.²²²

2.6.6.4.4. Creation of the Differdange Public International School

In 2016, a new public international school was opened in Differdange, the *École internationale de Differdange* (EIDD). The EIDD works according to the European School system, but in contrast to the other European Schools present in Luxembourg, the EIDD is a state school and has no tuition fees.²²³

The opening of the EIDD further diversifies the schooling offer in the country and, being the first international school in the south of the country, it responds to the increased demand for international schooling opportunities in this region, where many non-Luxembourgish residents live.²²⁴

Composed of a primary school, a secondary school as well as preparatory and reception classes²²⁵, the school offers more flexibility with regard to languages than traditional Luxembourgish schools and increases the currently limited offer of education in English and French in Luxembourg.

In the beginning of primary school, the student chooses a linguistic track (French or English) and a second language, taught to the level of 'first foreign language' (French, German, English or Portuguese). In secondary school, they choose a third language (French, German, English or Portuguese), taught to the level of 'second foreign language', and can optionally choose a fourth language from the fourth year of secondary school onwards. Luxembourgish language is considered the language of integration, and learning oral communication of the language is obligatory for all classes in primary school, the lower levels of secondary school as well as preparatory and reception classes.²²⁶

Registrations have been successful; 110 students have registered for the academic year 2016/2017. Twenty different nationalities are represented among the student body; the nationalities with the highest levels of representation are French (29 students), Portuguese (25 students) and Luxembourgish (17 students).²²⁷

2.6.6.5. Developments in higher education

2.6.6.5.1. Financial aid for higher education

During the academic year 2014/2015, 27.813 students applied for financial aid from the state, of which 17.318 applications were from resident students and 10.495 applications from non-resident students. Included as non-resident students are the children of cross-border workers or Luxembourgish nationals who live abroad but do not have their domicile in Luxembourg.²²⁸

The largest number of resident students studied in Germany in 2014/2015 (3.573), followed by Luxembourg (3.469) and Belgium (3.237).²²⁹

The law of 23rd July 2016 amends the law of 24th July 2014 concerning financial state aid for higher education. It envisages an increase of up to 26,7% for the social scholarships, and 22,5% for the mobility scholarships, with the aim of strengthening the social selectivity element of the current financial aid system, and to help students pay for housing in foreign cities.²³⁰

2.6.6.5.2. Policy on admitting beneficiaries of international protection to the University of Luxembourg

On 8th February 2016, the University of Luxembourg approved a policy document for admitting beneficiaries of international protection to the University. A working group on "Recognition of academic qualifications" for refugee students was created. In this working group, members of the academic staff of all three faculties, representatives of the Ministry of National Education, Childhood and Youth, the Ministry of Higher Education and Research as well as OLAI work on facilitating procedures for recognition for refugees.²³¹ The working group focuses on three areas:²³²

- In order to ensure beneficiaries of international protection can register and continue their studies, the language regimes of the programmes of the university are adapted.
- Evaluating academic qualifications of those who cannot provide documentation or proof of their qualifications.
- Integrating beneficiaries of international protection into the university community.

A first draft of the procedure for evaluating the qualifications of refugee students was submitted on 17th March 2016. On 18th May 2016, the University Council approved the policy, with the exception of the language testing procedure for refugees, which was submitted to the Vice-President of Academic Affairs on 8th June 2016 and is awaiting approval.²³³

The University of Luxembourg furthermore decided to allow applicants for international protection to attend lectures and courses for free, waiving the 50-Euro fee that is usually required.²³⁴

2.6.6.6. Developments in adult education – language courses

Mastering at least one of the three administrative languages is particularly important in order to gain access to the country's labour market. According to a study, 42% of job postings are aimed at trilingual candidates.²³⁵ French remains the most requested language.²³⁶

The language courses that are available to the public in Luxembourg are open to all interested people.²³⁷ The courses, which are organised and/or subsidised by the Ministry of Education, Childhood and Youth, are offered by, amongst others, the INL, Caritas Luxembourg²³⁸, CLAE (*Comité de Liaison des Associations d'Etrangers - Liaison and Action Committee for Foreigners*)²³⁹, ASTI²⁴⁰, secondary schools and municipalities.²⁴¹

In 2015, the INL organised 678 courses, an increase of 37 courses compared to 2014. 13.012 people signed up for classes, an increase of 5% compared to the previous year. The most popular languages were French (38% of the total number of registrations) and Luxembourgish (26,6%).²⁴²

There has furthermore been an increase in the demand for certification of Luxembourgish language skills. The INL organised 16 sessions of the nationality language test, counting 1.149 candidates (an increase of 110 compared to 2014) and a success rate of 64%.²⁴³ Furthermore, 164 candidates took the test for Luxembourgish as a foreign language (compared to 146 in 2014), with a success rate of 47%.²⁴⁴

In the framework of its Project 'Ma'an Ensemble Zesummen', ASTI started offering courses in literacy in Latin script for Arabic-speaking people from November 2015 onwards, due to the increasing amount of requests received from applicants for international protection who wished to learn French had not mastered the Latin alphabet. The aim is to provide participants with a basis on which they can attend regular classes.²⁴⁵

2.6.7. Recognition of qualifications and professional experience

In order to have access to a number of professions, a higher education diploma is required. In order for a diploma that was obtained abroad to be recognised in Luxembourg, it must either be homologated by the Ministry of Higher Education and Research (this concerns foreign titles for becoming a professor in humanities or sciences, to become a lawyer, a doctor, dentist, veterinarian, pharmacist), or it must be registered in the registry of higher education titles (most other diplomas).²⁴⁶

2.6.7.1. Bill no. 6893 on the recognition of qualifications

Bill no. 6893 on the recognition of professional qualifications, transposing Directive 2013/55/EU of 20th November 2013 into national law, was introduced to parliament on 19th October 2015.²⁴⁷

The principle of free circulation of people and the resulting right of citizens of EU member states to work in other EU members states have engendered the need for member states to coordinate their conditions for access to employment, in particular in relation to diploma equivalence.²⁴⁸

Thus, the directive introduces the following major changes and innovations:

- If access to a regulated profession in a member state of origin requires a professional internship, professional internships completed in other member states are recognised.²⁴⁹
- Possibility of expressing the length of a programme of study in ECTS (European Credit Transfer and Accumulation System) credits.²⁵⁰
- If the host member state regulates access to a profession, a person can gain full-time access to the profession in the host member state if s/he exercises it for one year out of 10 in a member state that does not regulate it.²⁵¹
- People can be given partial access to a profession if the field of activity of a profession is larger in the host member state than in the member state of origin.²⁵²
- Linguistic requirements for access to a profession are defined. The verification of fulfilment of requirements is limited to official or administrative languages of the member state, the verification having to be reasonable and necessary to the profession in question.²⁵³
- Common frameworks for training for certain professions can, under a number of conditions, be established by the European Commission, in order to promote a greater level of automatic recognition of professional qualifications for professions that do not benefit from it yet.²⁵⁴
- Replacement of national contact points with assistance centres.²⁵⁵
- The possibility of introducing a European professional card, on a European level and for specific professions, which is intended to promote a simplified process of recognition²⁵⁶.
- The introduction of an alert system through which a member state notifies other member states of professionals who have lost permission to practice the profession in the first member state.²⁵⁷

2.6.7.2. Recognition of diplomas

In 2015, the number of diplomas obtained abroad that were registered in the registry of titles of higher education dropped by 31,4%, from 4.618 in 2014 to 3.170 in 2015, this following the 29,1% increase in 2014 compared to 2013.²⁵⁸ 193 applications were rejected because the titles were not issued in conformity with the laws and regulations that regulate higher education in the country of issue.²⁵⁹

In 2015, 363 foreign higher education diplomas were homologated. Twenty applications were rejected, as they did not fill the necessary criteria.²⁶⁰

2.6.8. Access to housing

In the framework of increased coordination between the government and municipalities, the Ministry of Interior informed municipalities of a temporary programme, intended to last three years, with the objective of supporting residents searching for housing and who are on the waiting list of the National Housing Fund (*Fonds National de Logement*), including beneficiaries of international protection.²⁶¹

The programme envisages that the state will cover the difference between the rent negotiated with the owner, subject to a financial ceiling, and the cost of provision according to a defined scale.²⁶² In order to ensure that there is no discrimination, through an agreement municipalities commit to the undertaking that equal housing should be made available to beneficiaries of international protection and to other residents who are in search of housing and are on the waiting list of the National Housing Fund.²⁶³

Additionally, the law of 9th December 2015, modifying the law of 25th February 1970 on aid for housing, introduces a rent subsidy.²⁶⁴ The subsidy aims to help the most disadvantaged households to rent housing. It applies to any person residing in Luxembourg who does not own property in Luxembourg or abroad whose household income does not exceed a certain threshold²⁶⁵, whose household is forced to spend more than 33% of its net income on rent in the private market, and who has had a regular income in the six months preceding the request; these people can receive a monthly subsidy of at most 300 Euros, depending on their income and the composition of their household, and subject to a set of other conditions.²⁶⁶

2.6.9. Integration projects in the framework of the AMIF 2014-2020

A number of projects have received funding in the framework of the AMIF 2014-2020, under its specific objective 2 'Integration/migration'.

- **InSitu Jobs** from CLAE, targeting TCNs who are in Luxembourg on a regular stay and beneficiaries of international protection. It intends to give its targeted public access to professional integration through a transversal approach that does not solely focus on employment, but also on training, education, linguistic skills, validation of acquired experience, and the creation of links to other institutions and associations.²⁶⁷
- **L'Empowerment Economique des ressortissants de pays tiers : deux outils pour l'intégration** (Economic empowerment of TCNs: 2 tools for integration) of the American Chamber of Commerce in Luxembourg target English- and Portuguese-speaking people who are legally staying in Luxembourg; they are intended to encourage economic emancipation through orientation courses with the newly arrived, as well as the dissemination of profile snapshots of the newly arrived and long-term residents in the magazine *Connexion* and at events.²⁶⁸
- **Réussir sa migration** (Succeeding in one's migration) from ASTI aims to promote the integration of beneficiaries of international protection and Chinese migrants by providing information on the rights, duties and possibilities of integration through the provision of a number of services: a public letter-writing service, a permanent telephone number to provide information on the law on immigration and residence, information sessions on the law on immigration and residence for Chinese citizens, and a personalised follow-up for beneficiaries of international protection.²⁶⁹
- **Babel** from Cohabit'AGE aims to contribute to the integration of legally residing TCNs by facilitating access to solidarity housing through intergenerational living, putting native and non-native populations in contact with one another.²⁷⁰
- **CAP-MOBI-LUX** from CEFIS is a new study on the Cape Verdean diaspora in Luxembourg, investigating its socioeconomic status, its role in migratory movements and solidarity with the countries of origin.²⁷¹
- **Peertraining pour une intégration partagée** (Peer training for shared integration) from 4 Motion, a project that aims to pair newly-arrived and resident youngsters, who will be trained in the "education through pairs" method and who will later apply this method in exchange workshops with other youngsters.²⁷²

- **TCN Job - guidelines pour les employeurs** (TCN job – guidelines for employers) from IMS (*Institut pour le Mouvement Sociétal*) aims to establish a practical guide for employers who wish to employ TCNs.²⁷³
- **Luxembourg: ton pays - mon pays: la construction d'images mutuelles du Luxembourg par la technologie participative (tecpart [[takepart]])** (Luxembourg: your country – my country: the construction of mutual images of Luxembourg through participative technology) from multi-LEARN Institute for Interaction and Development in Diversity aims to start a participative and collaborative process of creating shared images of Luxembourg which will later also be disseminated. The project targets youngsters schooled in Luxembourg, young refugees and beneficiaries of international protection aged 14 to 18 who are being schooled in a secondary-level reception class in Luxembourg.²⁷⁴
- **Pont de l'entente** (bridge of understanding) from 'Understanding Without Borders' aims to encourage the empowerment of people originating from the Balkans who legally reside in Luxembourg, by motivating them to become autonomous actors throughout their integration process.²⁷⁵
- **Mobile Assisted Language Tool – MALT** from the Pirate Party aims to provide a website optimised for mobile phones, through which the 500 first words of Luxembourgish and the 200 most commonly-used Luxembourgish sentences can be learned from an Arabic basis.²⁷⁶

2.6.10. Œuvre Nationale de Secours Grande-Duchesse Charlotte

On 10th December 2015, the Œuvre Nationale de Secours Grande-Duchesse Charlotte announced that it would set aside 15 million Euros to support the welcoming and integration of refugees, spending 5 million to support the welfare offices and making available 10 million Euros through the '*mateneen*' ('together') call for projects, aimed at associations and non-governmental organisations and open to projects active in supporting applicants for international protection, integration of beneficiaries, language training in Luxembourgish, French and German and assistance in renting accommodation for beneficiaries of international protection as well as residents.²⁷⁷

Out of 100 projects that were submitted between December 2015 and 31st May 2016, 80 projects have been accepted, covering various domains such as health, psychological support, sports, culture, training, work, intercultural exchange and housing. In fact, the different project holders, all from associations, will be receiving more than 12 million Euros phased over a number of years, thus exceeding the budget that was initially fixed.²⁷⁸

2.6.11. Regularisation of people without documents

The law of 18th December 2015, modifying article 89 of the modified law of 29th August 2008 on the free circulation of people and immigration²⁷⁹, widens the scope for regularisation of stay on Luxembourgish territory for people without a right of residence. Firstly, it is extended to the parent of a minor who has attended a school in Luxembourg for at least four years, if the parent can prove that s/he can support the family. Secondly, a person without a right of residence can be regularised if s/he has successfully completed four continuous years in a Luxembourgish school. The deadline for submission in this case is before the 21st birthday of the applicant. The previous text required six years of school and submission before the applicant's 18th birthday.²⁸⁰

2.7. Anti-discrimination policies and diversity programmes

2.7.1. High-level event on non-discrimination, equality and diversity

A high-level event on non-discrimination, equality and diversity was organised on 27th October 2015. Management of diversity as well as LGBTI were some of the topics on the agenda of this meeting. The meeting attracted many representatives from companies, NGOs and public institutions, as it was organised back-to-back with the annual forum of EU Diversity Charters (see below).²⁸¹

2.7.2. 6th Annual Forum of the EU Diversity Charters

On 28th October 2015, the 6th Annual Forum of the European Diversity Charters took place in Luxembourg. It was organised by the Luxembourg Presidency of the EU Council and the European Commission, in collaboration with the Diversity Charter Luxembourg. The event drew more than 150 participants, including experts and representatives from public institutions, media, NGOs and companies, who participated in workshops and debates focused on the role of the media and the public sector in managing and increasing awareness of diversity.²⁸²

2.7.3. Annual Report of the Centre for Equal Treatment

On 24th March 2015, the Centre for Equal Treatment (CET) published its annual report for 2015. Over the course of the year, it dealt with 149 complaints of discrimination. Of these, 129 were new complaints, 19 were from 2014 and one was a complaint from 2012. The most common grounds for discrimination mentioned by the complainants were disability, with 38 cases (25,5%). The grounds of true or supposed belonging or non-belonging to a race or ethnic group was the second most commonly indicated reason for discrimination, with 33 cases (21,2%), rising considerably in comparison to the previous year, in which 20 cases (13% of 2014 total) were registered. Discrimination based on sex was registered in 22 cases (14,8%), age in 10 cases (6,7%), religion or other beliefs with 8 cases (5,4%) and sexual orientation with 5 cases (3,4%).²⁸³

Table 4: Comparative table of cases handled (2014, 2015)

Motives for discrimination	2014	2015
Handicap (disability)	37	38
Race	20	33
Sex	23	22
Age	5	10
Multiple discrimination	13	9
Religion	8	8
Sexual orientation	5	5
Other	42	24
Total	153	149

Source: Centre for Equal Treatment, 2015 © University of Luxembourg

On 18th July 2016, the Centre for Equal Treatment gave an opinion on bill no. 7008 on the combatting of exploitation of prostitution, procuring and human trafficking for sexual purposes.²⁸⁴

2.7.4. Diversity Charter Lëtzebuerg

Launched in 2012, the Diversity Charter Luxembourg contains 6 articles which, if signed, commit companies in Luxembourg to go beyond the existing legal obligations with regard to non-discrimination by taking concrete actions.

On 24th March 2015, 41 representatives of companies, associations and public bodies signed the Diversity Charter and thereby affirmed their strengthened commitment to promoting diversity in Luxembourg.²⁸⁵

In 2016, an additional 23 companies signed the Diversity Charter, raising the number of total participants to 170, which represents 15% of wages earned in Luxembourg. Of these, 75% belong to the private sector, 14% to the associational network and 11% to the public sector.²⁸⁶

The committee of the Diversity Charter Luxembourg organised 2-day courses on 'management of diversity' in 2015 and 2016.²⁸⁷

Additionally, it regularly organises meetings of the Diversity Network, in which the signatories to the charter can exchange information and best practice on a variety of topics. These included exchanges on ways in which to make recruitment more objective²⁸⁸, attracting and retaining diverse talent²⁸⁹, welcoming and integrating new collaborators²⁹⁰, in addition to conferences and workshops.

2.7.5. Diversity Day

The annual Diversity Day took place on 12th May 2015 and 12th May 2016. During these days, conferences, workshops and other informative events were organised in schools, companies, associations and public organisations in order to celebrate the diversity of Luxembourg and to strive for a more inclusive society.²⁹¹ In 2015, the Diversity Day included the participation of over 70 organisations and involved more than 90.000 individuals.²⁹²

2.8. Relations with third countries

2.8.1. Social security agreements

2.8.1.1. Social Security Convention between Luxembourg and Japan

On 2nd March 2015, the Council of Government introduced to parliament bill no. 6786²⁹³ on the approval of the Social Security Convention between Luxembourg and Japan, signed in Tokyo on 10th October 2014. This convention fills a legal gap; it is the first time that social security matters between the two countries have been regulated by an international instrument. It presents an advantage for people who have been insured alternately or consecutively according to the legislation of the two countries in question, and who can as a consequence consolidate their social rights as soon as the convention enters into force. The convention is also of economic and commercial interest to companies, allowing them to work on the

territory of the other country in a legally secured environment. In particular, provisions on the posting of workers have been integrated into the text.²⁹⁴

2.8.1.2. Coordination of social security systems between Albania and Luxembourg

On 15th April 2015, the Council of Government introduced to parliament bill no. 6802 regulating the coordination of social security systems between Albania and Luxembourg in favour of people who are bound by the laws of the two countries.²⁹⁵ It is the first international instrument to govern international relations with respect to social security of the two countries.²⁹⁶ This bill was approved with the law of 5th April 2016.²⁹⁷

2.8.1.3. Social Security Convention between Luxembourg and Philippines

On 14th September 2015, the Council of Government introduced bill no. 6881²⁹⁸ on the approval of the Social Security Convention between the Grand Duchy of Luxembourg and the Philippines, signed in Luxembourg on 15th May 2015. The convention regulates the coordination of the social security systems between the Philippines and Luxembourg in favour of people who are bound by the laws of the two countries.²⁹⁹ It is the first time the two countries' relations with regard to social security have been regulated by an international instrument.³⁰⁰

2.8.2. Cooperation agreements

2.8.2.1. Cooperation agreement with Kosovo

Education, and vocational training more specifically, is one of the three areas of intervention of Luxembourg's cooperation in Kosovo, as defined in the general cooperation agreement (2013-2016) between the two countries.³⁰¹

Luxembourgish cooperation supports the Kosovar Ministry of Education, Sciences and Technology in its reforms of the vocational training sector, thereby contributing to the modernisation of the education system.³⁰² The specific project is focused on the establishment of two centres of competence, including the development of curricula and training of staff, in order to provide vocational training in collaboration with the targeted sectors.³⁰³ The improvement of training and thus employability is hoped to decrease the number of people emigrating to find employment abroad. The global budget of the project amounts to 15,18 million Euros, of which 10 million are provided by the Luxembourg cooperation and 5,18 million are provided by the Kosovar government.³⁰⁴

2.8.2.2. Cooperation agreement with Cape Verde

In March 2015, the fourth Indicative Cooperation Programme (*Plan indicatif de coopération* - PIC) (2016-2020) between Luxembourg and Cape Verde was signed. Employment and employability, water and sanitation remain priority areas for intervention. Renewable energies constitute a new priority area. Furthermore, the programme aims to diversify the countries' bilateral relations by increasing economic, commercial and cultural cooperation.³⁰⁵

2.8.2.3. Cooperation agreement with Laos

In September 2015, the fourth PIC (2016-2020) between Luxembourg and Laos was signed. The areas of focus remain the same, these being health, rural development, vocational training, tourism, good governance and rule of law.³⁰⁶

2.8.2.4. Cooperation agreement with Burkina Faso

The PIC 2011-2015, due to expire in 2015, was extended for an additional year in order to allow the new authorities of Burkina Faso to establish themselves after the socio-political crisis of 2014 and 2015, as well as to allow the commencement of a political dialogue on the definition of the PIC III 2017-2021.³⁰⁷ The PIC 2011-2015 placed a great deal of emphasis on training and professional insertion, with the setting up of six vocational training centres, a project on employability, as well as assisting the Burkinabe government with the implementation of its integrated policy on education, training and employment. The forthcoming PIC III will focus on youth, vocational training and employment.³⁰⁸

2.8.2.5. Cooperation agreement with Mali

In March 2015, Mali and Luxembourg signed the new PIC for the period 2015-2019, which will focus on rural development, vocational training and professional training, as well as decentralisation and good governance.³⁰⁹ The programme with regard to vocational and professional training is intended to create prospects and increase opportunities for the youth of Mali, in particular for women.³¹⁰

Additionally, on 20th July 2015, Luxembourg's Minister for Cooperation and Humanitarian Action and the Rector of the University of Luxembourg signed a financing agreement for an inter-university cooperation project between the University of Luxembourg and the University of Judicial and Political Sciences, as well as the University of Social Sciences and Management in Bamako, Mali. This agreement was made in the context of the PIC mentioned above, and aims to support the training of staff, research as well as good governance. The intention is to avoid brain drain, by strengthening these local structures.³¹¹

2.8.2.6. Cooperation agreement with Senegal

The current PIC (2012-2016) between Luxembourg and Senegal also prioritises cooperation in the domains of education, vocational training and professional insertion, aiming to tackle youth unemployment and enhance the performance of the economy of Senegal by producing a qualified workforce.³¹²

2.8.2.7. Cooperation agreement with Niger

On 26th September 2015, on the fringes of the United Nations General Assembly in New York, Luxembourg and Mali signed the PIC 2016-2020. Striving for continuity with the preceding PIC, the sectors of focus in the PIC 2016-2020 are basic education, vocational and professional training, rural development, water and sanitation.³¹³

2.9. Public debate

2.9.1. Referendum of 7th June 2015

On 7th June 2015, the Luxembourgish electorate expressed itself on three questions through a referendum, organised in the context of the development of a new constitution. These questions were related to the political rights of the non-Luxembourgish residents, the participation of young people from the age of 16 in the political process, and time limits on ministerial mandates.³¹⁴

More specifically, the question³¹⁵ relating to foreign residents' right to vote in parliamentary elections most relevant to this report, read as follows: *“Do you agree with the idea that non-Luxembourgish residents should have the right to register, on an optional basis, on the electoral roll, with a view to participating as voters in the elections for parliament, on the particular dual condition that they have resided in Luxembourg for at least ten years and have previously participated in local or European elections in Luxembourg?”*.

Bill no. 6738, on the organisation of a national referendum on different questions relating to the development of a new constitution³¹⁶, was adopted on 24th February 2015 with a majority of 34 votes out of 60.³¹⁷

The rules framing the official media campaign around the referendum, decided by the Council of Government on 6th March 2015, stated that broadcasters should ensure that the arguments of the Yes and No campaigns would be presented in a balanced way, that each party would be given the space to take a position, and that civil society should be included.³¹⁸

Furthermore, the website www.referendum.lu was set up by the parliament, and provided voters with information regarding the questions to be decided upon, the voting procedure, and the recasting of the constitution more generally.³¹⁹

2.9.1.1. The campaign

The campaign in favour of extending voting rights to non-Luxembourgish residents was spearheaded by the coalition parties and members of government. Further represented were the left-wing party *Déi Lénk*³²⁰, the Pirate Party *Piratepartei*³²¹, the youth section of the Christian Social People's Party (CSJ)³²², the Chamber of Commerce, the unions OGBL³²³ and LCGB³²⁴, the Catholic Church of Luxembourg³²⁵, a number of press outlets such as the *Luxemburger Wort* and the *Tageblatt*, the UNEL³²⁶, a number of artists³²⁷, the founders of “5 vir 12”³²⁸ and a large number of civil society groups that campaigned under the umbrella of the platform MINTE (*Migrations & Intégration*).

The arguments frequently put forward by the ‘yes’ campaign touched upon three broad ideas³²⁹:

- Extend the voting rights of foreign residents in order to increase democratic participation in a country in which, due to its particular demographic situation, the parliament and the government represented only 44% of the country's population in 2014.
- The people who have lived in Luxembourg for an extended period of time, who pay taxes, whose children attend the country's schools, who shape the life of the city and who contribute to the success to the country should be able to participate in the political decisions of the country.
- The extension of the voting rights would favour integration of foreign residents by making them feel heard and represented.

The campaigners against the extension of voting rights to foreign residents included the opposition parties CSV, the Alternative Democratic Reform Party (ADR), the Communist Party (KPL), the General Confederation of the Public Service CGFP and a platform campaigning against the extension of the voting right (*Nee2015*, No2015).

The arguments brought forward by the 'no' campaign orbited around the general theme of the acquisition of Luxembourgish nationality as the more appropriate way to acquire the right to vote. Some underlined the argument that the acquisition of nationality proves residents' willingness to integrate fully³³⁰, or promoted citizenship as a better way towards integration than the extension of political rights.³³¹ Others argued that a 'yes' vote would irrevocably open the door for the passive right to vote³³², or worried that the extension of voting rights to foreigners would undermine the sovereignty of the country and the use of the Luxembourgish language in political and public life.

2.9.1.2. Outcome of the referendum

On 7th June 2015, 78,02% of the voters and each of the 105 municipalities of Luxembourg rejected the proposal to open the right to vote to non-Luxembourgish residents.³³³ The populations' unequivocal rejection (of all the proposals) took many by surprise.

Generally speaking, commentators and political figures agreed that the result demonstrated the close perceived link between citizenship and nationality, and that the road to citizenship ought to go through the acquisition of nationality.³³⁴ All political parties agreed that the conditions for the acquisition of Luxembourgish nationality ought to be softened.³³⁵

2.9.2. Bill no. 6977 on nationality

The reform of the law of nationality was already envisaged in the governmental programme of 2013, which announced the facilitation of procedures and conditions for the acquisition of Luxembourgish nationality, more specifically aiming to lower the level of linguistic knowledge required.³³⁶

The results of the referendum had made it clear that a majority of the Luxembourgish public was not comfortable with the notion of foreigners' acquisition of extended voting rights by virtue of residence. The Minister of Justice thus estimated that the facilitation of access to nationality had become the only way to reduce the democratic deficit and broaden the public participation of foreigners.³³⁷

On 8th October 2015, the Minister of Justice presented a draft bill on the law of nationality.³³⁸ The draft bill quickly provoked reactions from across the political spectrum as well as civil society. While ASTI³³⁹, CLAE³⁴⁰ and Déi Lénk largely welcomed the draft presented by the Minister of Justice, *Wee2050* (Way2050)³⁴¹, ADR³⁴² and the CGFP criticised it harshly. The political lines drawn during the referendum debate were thus to a large extent transplanted into this debate, with the exception of the CSV, which, while being unable to agree on many of the details, could agree to the general lines of the draft bill.

On 14th March 2016, the Minister of Justice presented the bill on the law of nationality, intended to replace the law of 23rd October 2008 on Luxembourgish nationality.³⁴³ The bill no. 6977 was introduced to parliament on 24th March 2016.

The main principles of this law are:

Jus soli

Jus soli, or citizenship by birth right, of the first generation: a person born in Luxembourg acquires Luxembourgish nationality automatically on reaching adulthood if the person had habitual and regular residence in Luxembourg for at least 5 consecutive years preceding adulthood or if one of the person's parents or adoptive parents had habitual and regular residence of at least 12 consecutive months immediately preceding the birth.³⁴⁴

Jus soli of the second generation³⁴⁵: a person born in Luxembourg to foreign parents or adoptive parents acquires Luxembourgish nationality automatically if the parents were also born in Luxembourg.

Naturalisation

An adult can be naturalised if:

- s/he has had habitual residence in Luxembourg and stayed there regularly for at least five years, the last year of which directly precedes the declaration of naturalisation
- s/he has the required knowledge of the Luxembourgish language, certified by a certificate of passing the evaluation exam
- s/he participated in the course "Vivre ensemble au Grand-Duché", or passed the evaluation examination³⁴⁶. The evaluation examination in the Luxembourgish language³⁴⁷ consists of two tests that the candidate must take: a test of oral expression and a test of oral comprehension.

Option

By reintroducing the declaration of option, a simplified procedure for acquiring nationality which was abolished in 2008, the government intends to facilitate and to accelerate the process for people who have particularly close links to the country, either through affiliation, marriage, having undergone education in Luxembourg, having lived in Luxembourg for a long time, having been born in Luxembourg or having volunteered in the Luxembourgish army.³⁴⁸

For this procedure, the agreement of the minister is not required. The Minister of Justice does however have the power of control, allowing him or her to rectify or annul the declaration.

The procedure of adoption is open to people in 10 particular cases:

1. The parent or adoptive parent of a Luxembourgish national, on condition of
 - having his or her habitual and regular residence in Luxembourg for at least 5 years, and the last year directly preceding the declaration of option must be uninterrupted³⁴⁹
 - having knowledge of Luxembourgish, certified by the certificate of having passed the evaluation examination³⁵⁰, and
 - either having participated in the course "vivre ensemble au Grand-Duché de Luxembourg" or having passed the examination.³⁵¹
2. An applicant who is married to a Luxembourgish person and can prove that they live with his or her partner, on the following conditions³⁵²:

- They must be living together on the day of the declaration of option, when both partners have regular and habitual residence in Luxembourg.
 - In the absence of this, they must have lived together for at least three consecutive years directly preceding the day of the declaration of option.
 - Knowledge of the Luxembourgish language, certified by a certificate of passing the evaluation examination in the Luxembourgish language.³⁵³
 - Participation in the course “Vivre ensemble au Grand-Duché de Luxembourg”, or having passed the examination for this course.³⁵⁴
3. If an applicant was born in Luxembourg, and from the age of 12 onwards, if
 - the applicant has had habitual and regular residence in Luxembourg for at least 5 consecutive years directly preceding the declaration of option³⁵⁵
 - one of the person’s parents or adoptive parents had habitual and regular residence of at least 12 consecutive months directly preceding the birth.³⁵⁶
 4. An adult who spent at least 7 years of his or her education in the Luxembourgish public or private school system applying Luxembourgish public education programmes, on the condition that the applicant has habitual and regular residence in Luxembourg for at least 12 consecutive months preceding the declaration of option.³⁵⁷
 5. An applicant who has habitual residence in Luxembourg and has regularly stayed for at least 20 years, the last year of which directly precedes the declaration of option and was uninterrupted, on the condition that the candidate participated in 24 hours of Luxembourgish classes organised by the INL.³⁵⁸
 6. An applicant who fulfilled the Welcome and Integration Contract, on the condition of
 - having his or her habitual and regular residence in Luxembourg for at least 5 years, and the last year directly preceding the declaration of option must be uninterrupted³⁵⁹
 - having knowledge of the Luxembourgish language, documented by a certificate of passing the evaluation examination³⁶⁰, and
 - either having participated in the course “vivre ensemble au Grand-Duché de Luxembourg”, or having passed the examination for it.³⁶¹
 7. An applicant who immigrated to the Grand Duchy of Luxembourg before adulthood, on the condition of
 - having his or her habitual and regular residence in Luxembourg for at least 5 years, and the last year directly preceding the declaration of option must be uninterrupted³⁶²
 - having knowledge of the Luxembourgish language, documented by a certificate of passing the evaluation examination³⁶³, and
 - either having participated in the course “vivre ensemble au Grand-Duché de Luxembourg”, or having passed the examination for it.³⁶⁴
 8. An applicant who is stateless, a refugee, or has subsidiary protection status, on the condition that
 - s/he has habitually resided and regularly stayed in the country for at least 5 years, and the last of which preceding the declaration of option must be uninterrupted,³⁶⁵

- s/he has knowledge of the Luxembourgish language, documented by a certificate of having passed the evaluation examination³⁶⁶, and
 - s/he has either participated in the course “vivre ensemble au Grand-Duché de Luxembourg”, or has passed the examination for it.³⁶⁷
9. A volunteer soldier who completed at least one year of good and loyal service, certified by the Army Chief of Staff.³⁶⁸
 10. An adult whose parent or adoptive parents have Luxembourgish nationality and has not been given the nationality.³⁶⁹

Condition of good repute

The bill envisages the refusal of Luxembourgish nationality to any candidate who has been convicted, in Luxembourg or abroad, of a criminal offence entailing a sentence of imprisonment of at least 12 months or a suspended sentence of at least 24 months. If the sentence was served over 15 years prior to the application for Luxembourgish nationality, the candidate is eligible again.³⁷⁰

The causes for imprisonment abroad have to be grounds for criminal offence in Luxembourg. The candidate furthermore must produce a new criminal record prior to the final decision of the Minister of Justice regarding the candidate’s application.³⁷¹

Recovery of nationality

The bill envisages no condition of residence or linguistic condition for the recovery of Luxembourgish nationality. The change with regard to recovery lies in the intended broadening of the field of application, with the possibility for a person who acquired Luxembourgish nationality via naturalisation, option or recovery, but subsequently lost it, to recover it. The concept of “Luxembourgish person of origin” is no longer used in the bill.³⁷²

2.9.3. Public debate regarding the “refugee crisis”

Over the course of 2015 and into 2016, questions regarding the reception of refugees, asylum and integration were widely discussed in the public and political arenas, as well as on traditional and social media.

In the declaration by the government on the economic, social and financial situation of Luxembourg in 2015, the prime minister underlined that *“refusing to leave behind our responsibility, we want to prepare to welcome here too people who need help and support. This is not only a mission for the government, it is a national mission [...]”*.³⁷³

This welcoming and open stance towards the newly arrived adopted by the government was also perceptible in the wider population, where a great deal of solidarity and generosity was demonstrated.

Between 7th and 13th October 2015, a poll was carried out amongst 819 residents. In fact, 76% of those questioned stated that they consider the reception of refugees to be a moral duty (21% did not agree).³⁷⁴ Furthermore, 62% agreed that there is a surge in solidarity in Luxembourg towards the reception of refugees (24% did not agree).³⁷⁵ Of those polled, 28% confirmed that they had already made material donations, 15% had already assisted in information sessions in relation to the reception of refugees, 5% had volunteered in activities targeted towards refugees, and 1% had made housing available for

refugees.³⁷⁶ It also found that 47% of those questioned believed that Luxembourg should continue welcoming refugees in the months to come.

At the same time, a quarter of those interviewed estimated that Luxembourg had already received enough refugees and should halt reception, and 12% believed that the Grand Duchy had in fact welcomed too many refugees.³⁷⁷

The media's attention to applicants for international and subsidiary protection as well as beneficiaries of international protection in Luxembourg was high in 2015, and the topic remained broadly covered in 2016. The media attention was directed on the one hand towards the arrival of refugees³⁷⁸, the schooling of their children³⁷⁹, procedures³⁸⁰, social integration measures³⁸¹, housing³⁸², as well as personal stories of refugees³⁸³. On the other hand, projects and initiatives concerning migration, asylum and integration, which sprang up over the course of 2015 and into 2016, received a great deal of media attention.

In order to keep the population informed and respond to potential questions (for instance in the context of the opening of a new housing facility), several information sessions were organised by some municipalities. Round tables, bringing together representatives of the government and a number of ministries, political parties, municipalities, unions, civil society, sports organisations as well as religious communities³⁸⁴ were organised in order to promote the exchange of information amongst all groups, organisations and public bodies active in the field of care and integration of applicants and beneficiaries of international protection.

In the course of 2016, when municipalities were designated for the installation of emergency reception facilities, critical voices emerged and the planned modular housing structures, the so-called '*container villages*', became a publicly debated issue.³⁸⁵ Critical voices expressed worries about ghettoisation³⁸⁶ or cited ecological concerns³⁸⁷, such as the presence of protected species, as well as concerns from a demographic, architectural, urban planning and policing perspective³⁸⁸. It is expected that only the modular housing structure in Diekirch will open by the end of 2016.

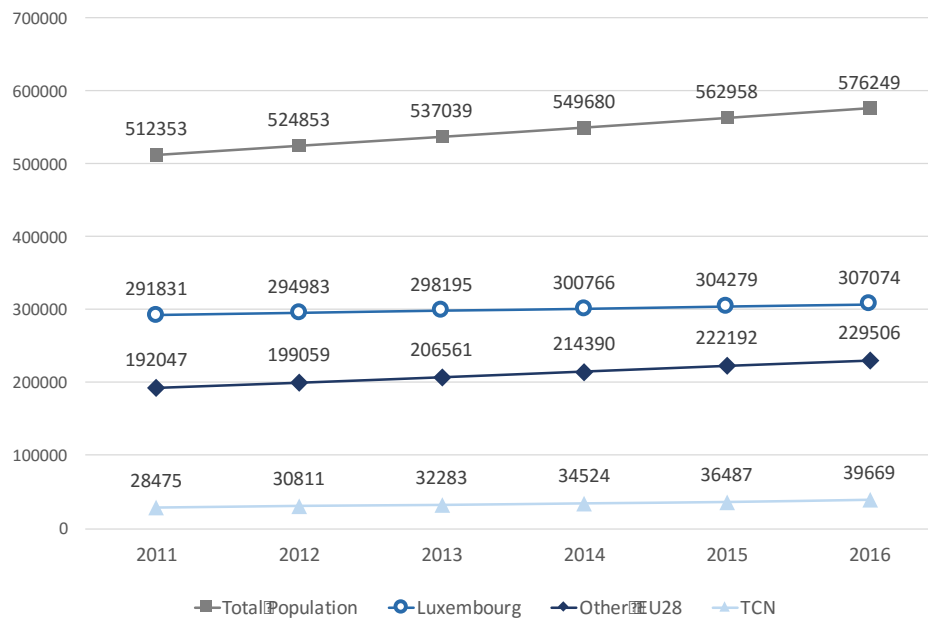
The scarcity and prices of housing remain an issue and the debate around housing is ongoing.³⁸⁹

3. Recent migration statistics

3.1. Foreign population by nationality and naturalisations

The population of Luxembourg increased by 13.291 people over the course of 2015, from 562.958 on 1st January 2015 to 576.249 on 1st January 2016, this representing an overall increase of 2,36%.³⁹⁰ The population growth of Luxembourg has remained constant since 2011, increasing by approximately 13.000 each year.

Figure 2: Population growth (2011-2016)



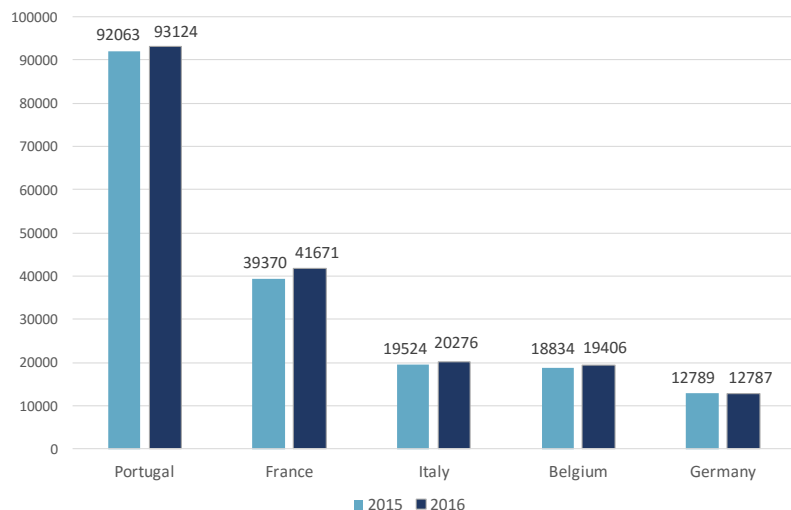
Source: STATEC, 2016 © University of Luxembourg

The proportion of foreign nationals in the population of the Grand Duchy has been growing steadily over recent decades, expanding further from 45,95% at the beginning of 2015 to 46,7% on 1st January 2016.³⁹¹ This corresponds to the number of foreigners residing in Luxembourg growing from 258.679 to 269.175.³⁹²

3.1.1. Main nationalities

Within this population of foreign nationals as recorded on 1st January 2016, Portuguese are the most numerous (34,6% of the foreign population), followed by the French (15,5%), Italians (7,5%), Belgians (7,2%) and Germans (4,8%).³⁹³

Figure 3: Top 5 nationalities



Source: STATEC, 2016 © University of Luxembourg

From this group of nationalities, the French remain those with the biggest growth (with 5,9% more French nationals in Luxembourg on 1st January 2016 than on 1st January 2015), followed by the Italians (3,8%) and the Portuguese (1,2%).³⁹⁴

The most numerous TCNs are the Montenegrins (3.818), Cape Verdeans (2.965), Chinese (2.801), Serbians (2.367) and Bosnia and Herzegovinians (2.156). From this group of TCNs, China shows the biggest growth compared to the previous year, with 13,6%, followed by Cape Verde (2,8%). Conversely, there are fewer Montenegrins, Serbians and Bosnians in Luxembourg than the preceding year, their populations having decreased by 2,5%, 1% and 6,7% respectively.³⁹⁵

The population showing the highest proportional increase are the Syrians. With 831 individuals at the beginning of 2016, 148 at the beginning of 2015 and 43 at the beginning of 2014, this population has increased by 461,5% compared to January 2015 and 1.832,6% compared to January 2014. They are followed by the Indian population, which has increased from 963 to 1210 (25,7%).³⁹⁶

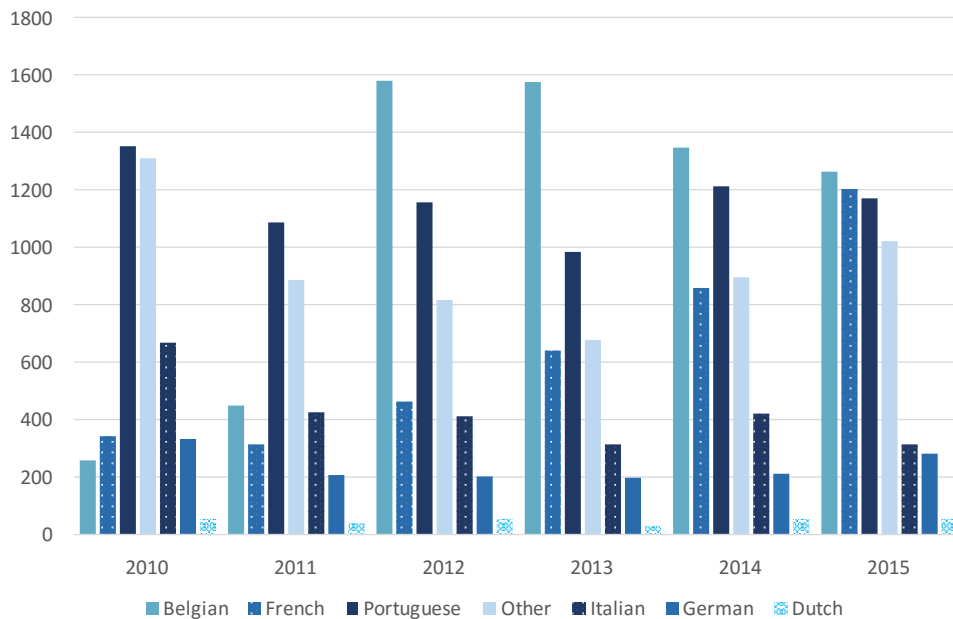
The growth of the Syrian population that has been observed since the beginning of 2014 can be attributed to the significant rise in Syrian applicants for international protection (see p. 57) as well as to the number of Syrians who entered Luxembourg through resettlement programmes in 2015 (see p. 21). On 1st January 2016, Syrians constituted the 6th biggest group of non-European (EU and non-EU) nationals in Luxembourg. As Luxembourg committed to resettling 194 Syrian refugees before January 2017 and the conflict in Syria continues, it is likely that this trend will remain unchanged throughout 2016.

3.1.2. Naturalisations

2015 marked a record year with regard to naturalisations. There were 5.306 naturalisations carried out in total, this constituting a 6,3% rise compared to the previous year.³⁹⁷

The growth in naturalisations is to a large extent driven by the possibility of reacquiring Luxembourgish nationality, introduced by Article 29 of the 2008 Law on Nationality.³⁹⁸ According to this article, foreigners can reacquire the country's nationality on the condition that they have an ancestor (female or male) in a direct paternal or maternal line who was of Luxembourgish nationality on 1st January 1900 and lost this nationality due to pre-existing laws.³⁹⁹ The possibility of reacquiring nationality is a temporary disposition; the applicant must make the declaration of reacquisition by 31st December 2018 at the latest in order for it to be considered.⁴⁰⁰

Figure 4: Evolution of naturalisations (2010 - 2015)



Source: STATEC and Ministry of Justice, 2016 © University of Luxembourg

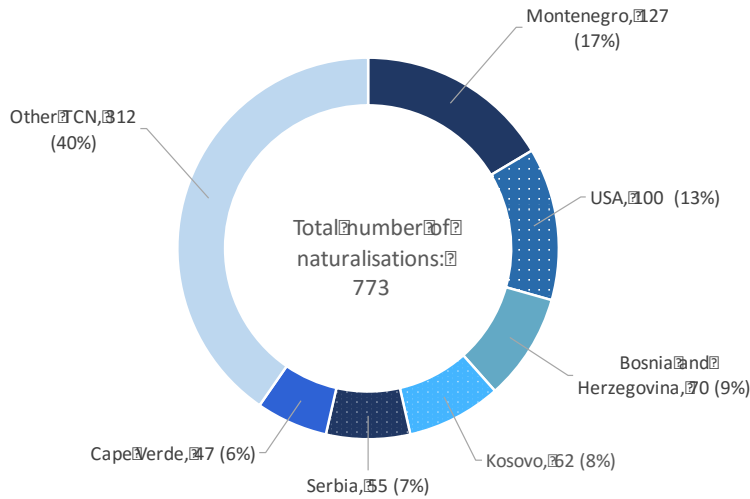
For the second year, Belgians have been granted Luxembourgish nationality the most frequently, having overtaken the Portuguese in 2014. Naturalisations of Belgians were predominantly due to reacquisition of nationality (86,2% of the 1264 naturalisations in total).⁴⁰¹ Naturalisations of Belgian nationals saw a significant rise in numbers from 2011 to 2012 (from 450 to 1.581) for the same reason, at this point overtaking the Portuguese in 2012.

As Portuguese migration to Luxembourg took off only in the late 1960s, Portuguese nationals cannot make use of the possibility of reacquiring nationality. For this reason, none of the 1.168 naturalisations of Portuguese nationals in 2015 were based on Article 29.

The data demonstrates that French nationals also make use of the possibility of reacquiring nationality; of 1.205 naturalisations granted, 74,6% were reacquisitions of nationality. The French have now also overtaken the Portuguese, and are the second nationality in second place for acquiring Luxembourgish citizenship in 2015.

As Article 29 is limited in time, the large number of naturalisations of French and Belgian citizens is likely to decrease again. In fact, even though they remain high, the number of Belgian naturalisations has been in slow decline since 2013, indicating the short-lived character of this trend.

Figure 5: TCN Naturalisations (2015)



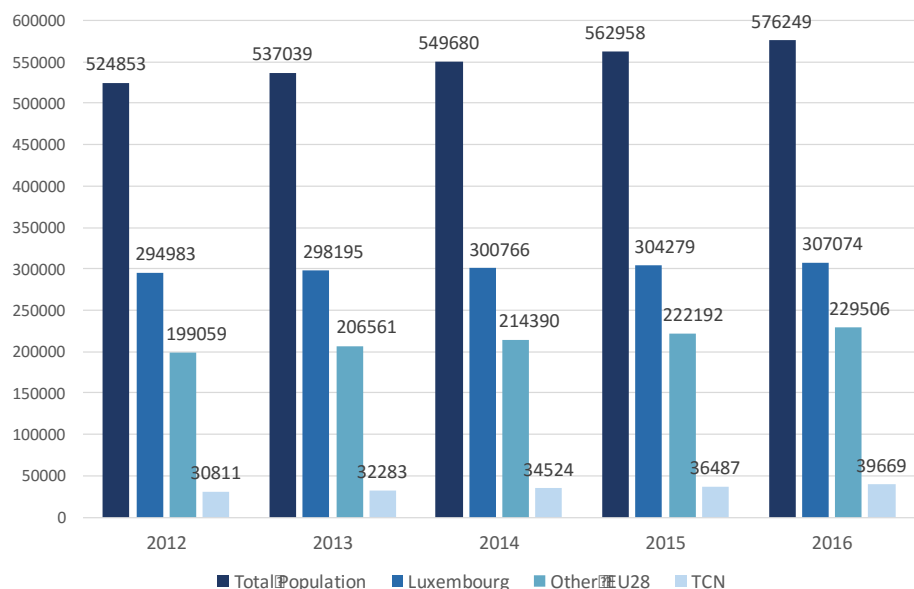
Source: Ministry of Justice, 2015 © University of Luxembourg

The number of naturalisations of TCNs is much lower; with 773 naturalisations in total, the share represents only 14,6% of overall naturalisations. In 2015, Montenegro showed the highest number, with 127 naturalisations (16,4% of total TCN naturalisations), followed by the USA (100 or 12,9%), Bosnia and Herzegovina (70 or 9,1%), Kosovo (62 or 8%), Serbia (55 or 7,1%) and Cape Verde (47 or 6,1%).⁴⁰²

3.1.3. Population growth

As the table below indicates, Luxembourg's population growth is to the largest extent due to the growth in the population of EU nationals. Third-country nationals have contributed only slightly to this increase; the Luxembourgish population remains constant.

Figure 6 : Evolution of Luxembourgish population (2012-2016)



Source: STATEC, 2016 © University of Luxembourg

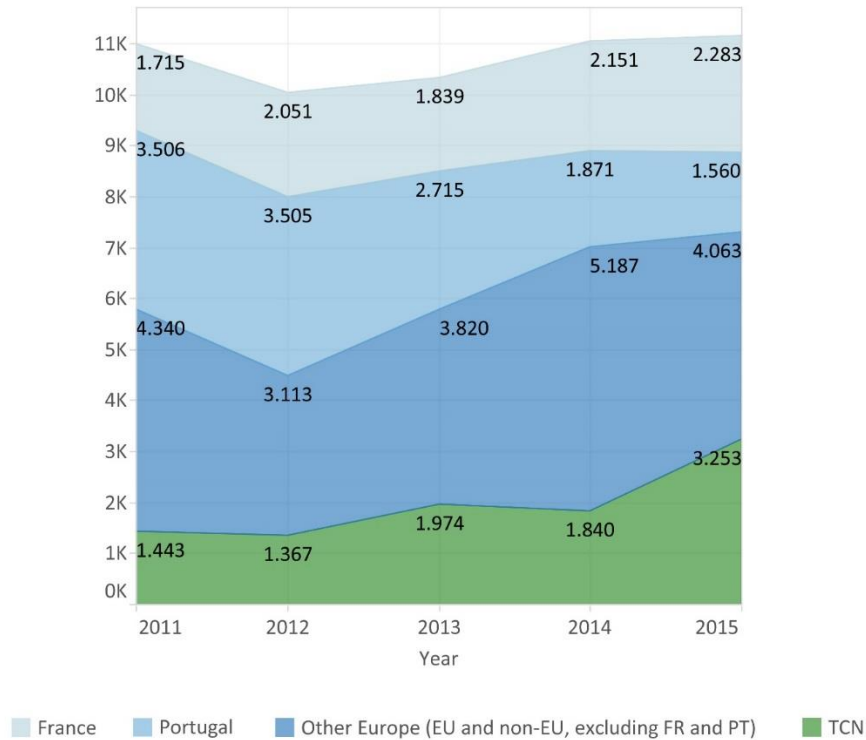
This growth in the foreign population is due to immigration, as well as births in the foreign population. The number of births in 2015 is equal of that of 2013 (6.115), recovering the 0,74% decrease in births of 2014 (6.070). According to the annual data available, the number of births in 2015 and 2013 is the highest on record. What is more, Luxembourg's rate of natural increase is to a large extent due to the birth surplus (number of births exceeding number of deaths) of foreign nationals of 2.150, compared to the birth deficit of -18 amongst the population of Luxembourg nationals.⁴⁰³

The scale of the contribution of immigration to population growth is discussed in the next section.

3.2. Migration movements

3.2.1. Immigration, emigration and net migration of foreigners and nationals

Figure 7: Migration balance (2011-2015)



Source: STATEC, 2016 © University of Luxembourg

In line with the trends outlined above, net migration of foreigners reached its highest number in 2015 (11.159), with an increase of 1% compared to 2014 and an increase of 1,4% compared to 2011. Both arrivals and departures have been steadily increasing over the last five years.⁴⁰⁴

Overall, 23.803 people arrived in Luxembourg over the course of 2015; of these, 4.119 were French, 3.525 Portuguese, 1.645 Italians, 1.502 Belgians. 1.195 Luxembourgish nationals returned to Luxembourg over the course of 2015.⁴⁰⁵

With regard to inflowing TCNs, Syrian citizens represented the largest group, with 682 individuals, followed by citizens of the USA (549), and then Iraqis (508) and Chinese (448). Of the 23.803 individuals who arrived in Luxembourg, 5% were thus Luxembourgish, 69% were other EU nationals and 26% were TCNs.

During the same period, 12.644 people left Luxembourg, of whom 1.965 were Portuguese, 1.836 French, 754 German, 741 Belgian and 605 Italian.⁴⁰⁶ Luxembourg nationals represent the largest outflowing group, with 2.199 individuals having left the country. With regard to TCNs, 464 citizens of the USA left Luxembourg, followed by 205 Bosnia and Herzegovinians and 155 Montenegrins. Of the 12.644 individuals who left Luxembourg over the course of 2015, 17,4% were Luxembourgish, 62,7% were other EU nationals and 19,9% were TCNs.⁴⁰⁷

The most important net migration originates from French nationals, constituting 20,5% of overall net migration, followed by the Portuguese (14%), the Italians (9,3%), the Belgians (6,8%), the Spanish (4,1%) and the Germans (2,4%). Overall, the share of net migration of citizens from the EU28, excluding Luxembourg, is 76,1% of total net migration. Net migration from TCNs represents 32,9% of total net migration.⁴⁰⁸

Luxembourgish citizens in fact represent a negative net migration rate of -1.004 individuals, which is equivalent to a negative share of -9% of overall net migration.⁴⁰⁹

2015 marks the second year since the year 2000 in which the yearly inflow of migrants from France is higher than the inflow of migrants from Portugal. The yearly surplus of immigration over emigration has become smaller for all nationality groups mentioned in the paragraph above when compared to the preceding year, with the exception of France and Spain. In 2015, French net migration was equal to 2.283 individuals compared to 2.151 in 2014, thus representing a growth of 6,1%. For Spanish nationals, net migration has grown from 379 to 460 individuals, an increase of 21,4%.⁴¹⁰

The negative trend in net migration from Portugal started in 2011. In 2015, a decrease of 16,6% was observed compared to 2014, with the surplus of arrivals over departures standing at 1.871 in 2014 and at 1.560 in 2015. Net migration from Portugal has decreased by 55,5% compared to 2011 (3.506 in 2011).⁴¹¹

In fact, after having peaked in 2012 at 5.193, Portuguese arrivals in Luxembourg have been decreasing in both relative and absolute terms (4.590 or 21,8% of all foreign arrivals in 2013, 3.832 or 17,2% in 2014, and 3.525 or 14,8% in 2015). In 2015, Portuguese departures were at their highest point (1.965 or 15,5% of all foreign departures in 2015) since the previous peak in 2007 (2.092 or 19,6% of all foreign departures in 2007).⁴¹²

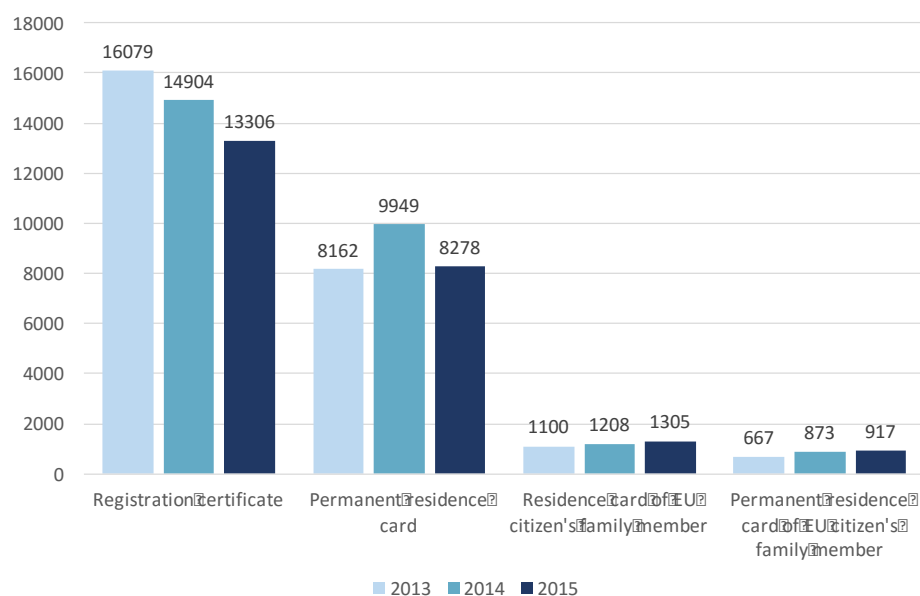
3.2.2. Visa and residence permits

3.2.2.1. European citizens and family members

With regard to documents issued in the context of the free movement of people, the Directorate of Immigration issued 13.306 registration permits to citizens of the European Union or people originating from an assimilated country (Iceland, Liechtenstein, Norway, Switzerland).⁴¹³ With 13.306 issued in 2015, the downward trend that was already registered in 2014 for this category is accelerating, representing a decrease of 10,7% compared to 2014, when 14.904 registration permits⁴¹⁴ were issued. The number of permanent residence permits issued to EU citizens having acquired the right of permanent residence has decreased from 9.949 in 2014 to 8.278 in 2015. This represents a decrease of 16,8% in 2015, following the 21,9% increase registered the preceding year.

Looking at the nationality-specific details with regard to registration permits issued to citizens of the EU or of assimilated countries, Portuguese citizens were the group to be granted the most in 2015, with 3.407, followed by the French (3.274), Italians (1.362), Belgians (1.098) and Germans (823).⁴¹⁵ This group covers 74,9% of the 13.306 registration permits issued in 2015, its share having however decreased from 75,5% in 2014. All five nationalities have seen a decrease compared to 2014.⁴¹⁶

Figure 8: Documents issued in the context of the free movement of people (2013-2015)



Source: Ministry of Foreign and European Affairs, 2015 © University of Luxembourg

The number of residence permits for EU citizens' family members and permanent residence permits for EU citizens' family members rose in 2015, continuing the trend observed in 2014.

In 2015, 1.305 residence permits for EU citizens' family members were issued, compared to 1.208 in 2014 and 1.100 in 2013. With regard to permanent residence permits for EU citizens' family members, 917 were issued in 2015, compared to 873 the preceding year; 667 were issued in 2013. Brazilians received the most residence permits issued to family members of EU citizens (104), followed by Cape Verdeans (77), Montenegrins (73), US citizens (70) and Serbians (70).⁴¹⁷

3.2.3. Visas for Third-Country Nationals

TCNs who wish to acquire a Schengen visa for entry into Luxembourg have to submit this request in the diplomatic mission of Luxembourg in their country of residence, or, if there is no such mission, in the diplomatic mission that represents Luxembourg.⁴¹⁸

In 2015, 11.383 short-term visa (C-Visa) requests were registered, an increase of 11% compared to 2014.⁴¹⁹ The top 3 Luxembourg missions receiving the largest number of requests remains unchanged since 2014. The mission in Moscow received most requests (4.173), followed by New Delhi (1.678) and Shanghai (1.471).⁴²⁰

The short-term visa (C-Visa) with multiple entry and one-year validity is the most popular type of visa, accounting for 67,3% of the total visa requests made.⁴²¹

Overall, 12.289 visas were issued in 2015. This includes short-term visas (A⁴²²- and C-Visas) issued to TCNs coming directly from a third country (10.452), short-term stay visas issued to TCNs resident in another EU member state (599), as well as national visas (so-called D-Visas) issued to TCNs coming from a third country (1.186) and national visas issued to TCNs resident in another EU member state (52).⁴²³

Over the course of 2015, there were 3.711 first residence permits issued, 5.539 residence permits renewed and 864 long-term residence authorisations granted.⁴²⁴ The table below provides a more precise overview of the residence permits that were issued between 2013 and 2015.

Table 5: First issue of residence permits by category (2013-2015)

Category	2013	2014	2015
Family member	912	1079	1315
Salaried worker	798	409	600
Personal reasons (other)	154	106	136
Personal reasons - 78 (1) a (sufficient resources)	12	32	23
Personal reasons - 78 (1) b (autonomous status)		1	1
Personal reasons - 78 (1) c (family or personal relationships)	158	227	231
Personal reasons - 78 (3) (humanitarian reasons)	2	1	8
European Blue Card	306	262	337
International protection	162	235	245
Student	153	209	216
Pupil	240	233	208
Transferred worker	107	155	181
Au pair	5	25	48
Researcher	46	40	46
Athlete or trainer	32	53	38
Self-employed person	31	19	34
Posted worker	15	29	23
Trainee	9	15	16
Volunteer	2	1	4
Community service provider worker		1	1
Total	3144	3131	3711

Source: Ministry of Foreign and European Affairs, 2015 © University of Luxembourg

The number of long-term residence permits issued increased from 766 in 2014 to 864 in 2015 (12,8% increase), still far below the 1637 issued in 2013.⁴²⁵

According to Article 50 of the modified law of 29th August 2008 on the free movement of people and immigration, a TCN who possesses a residence permit, resides in an EU member state other than Luxembourg and wishes to work in Luxembourg (without residing there) must obtain a work permit.⁴²⁶ In 2015, the Directorate of Immigration issued 138 work permits to TCNs in this situation.⁴²⁷

When looking at first residence permits issued, the principal categories were family member (1.315 or 35,4% of all first-issue residence permits), salaried worker (600 or 16,2%) and European Blue Card (337 or 9,1%).⁴²⁸ While there was a decrease in almost all categories of first-issue residence permits in 2014

compared to 2013, 2015 bore witness to an increase in almost all categories. Numbers have risen most notably for categories such as young au pair (up by 92%), self-employed worker (up by 79%), salaried worker (up by 46,7%) and European Blue Card Holder (up by 28,6%). Decreases have been registered for athlete or trainer (down by 28,3%).

The most important nationalities for the European Blue Card category were Indian (52 or 15,5% of first-issue EU Blue Card residence permits), followed by Chinese (51 or 15,1%) and US citizens (51 or 15,1%). In the salaried worker category, the top 3 nationalities were Chinese (114 or 19% of salaried worker residence permits), Indian (45 or 7,5%) and Russian (37 or 6,2%).

Overall, US citizens, Chinese and Indian remain the most prevalent nationalities with regard to first residence permits (excluding long-term residence permits). Indians lead the European Blue Card category, transferred worker category and researcher category. Chinese lead for the salaried worker category, student category, family member category; US citizens lead the pupil category.⁴²⁹

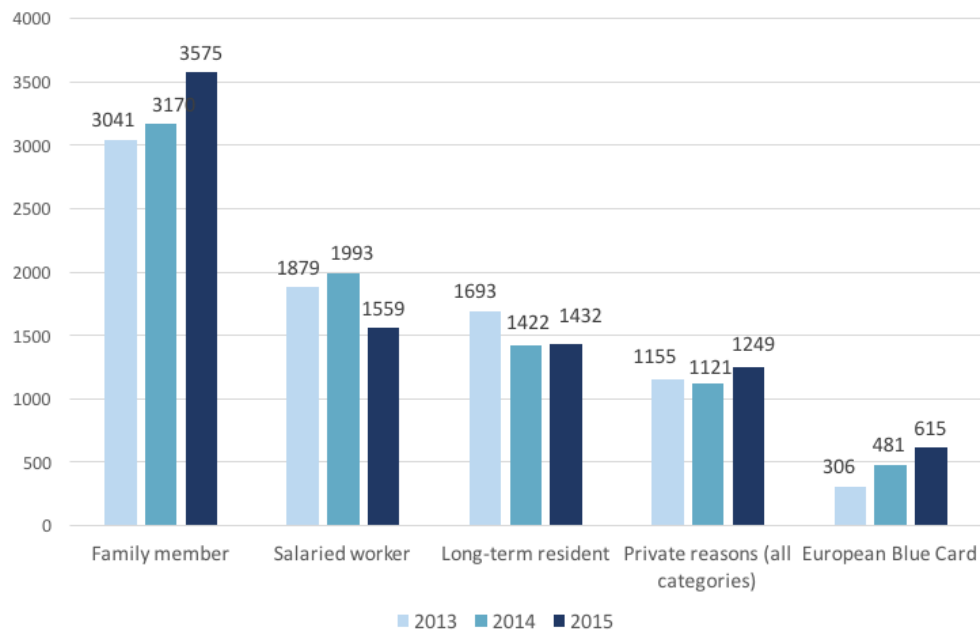
The principal categories, when taking into account first permits and renewals, remain unchanged from 2014, these being family member, salaried worker, long-term resident and personal reasons.⁴³⁰

Table 6: TCN residence permits (new issues and renewals) by category (2013-2015)

Category	2013	2014	2015
Family member	3.041	3.170	3.575
Salaried worker	1.879	1.993	1.559
Long-term resident	1.693	1.422	1.432
Personal reasons (all categories)	1.155	1.121	1.249
European Blue Card	306	481	615
Student	343	377	414
International protection	247	414	385
Transferred worker	272	298	372
Pupil	241	233	208
Researcher	73	68	76
Self-employed person	83	71	73
Athlete or Trainer	54	79	60
Au pair	5	25	48
Posted worker	24	36	25
Trainee	11	16	18
Volunteer	2	1	4
Community service provider worker	/	1	1
Highly qualified worker	2	/	/
Total	9.431	9.806	10.114

Source: Ministry of Foreign and European Affairs, 2015 © University of Luxembourg

Figure 9: Top 5 categories of residence permits (new issues and renewals) (2013-2015)



Source: Ministry of Foreign and European Affairs, 2015 © University of Luxembourg

After having experienced an increase between 2012 and 2014, the salaried worker category underwent a significant drop in 2015 (from 1.993 in 2014 to 1.559 in 2015). Both the family member and European Blue Card categories have been growing in popularity, the EU Blue Card category increasing from 481 first issues and renewals in 2014 to 615 in 2015, and the family member category from 3.170 in 2014 to 3.575 in 2015). Long-term residents (1.422 in 2014, 1.432 in 2015) and personal reasons (657 in 2014 and 767 in 2015) have increased in importance compared to 2014.

3.2.4. Change of status

There were 124 changes of status registered in 2015. Of these 124 changes, 4 concerned changes from family to educational reasons, 19 changes from family to remunerated activities reasons, and 14 for other reasons. Five instances of change of status concerned a change from educational to family reasons, and 19 from educational to remunerated activities reasons. Sixteen status changes were changes from remunerated activities to family reasons, 4 from remunerated activities to educational reasons, and 22 from remunerated activities to other reasons. Lastly, there were 14 changes of status from other to family reasons, and 7 changes of status from other to remunerated activities reasons.⁴³¹

3.2.5. Students

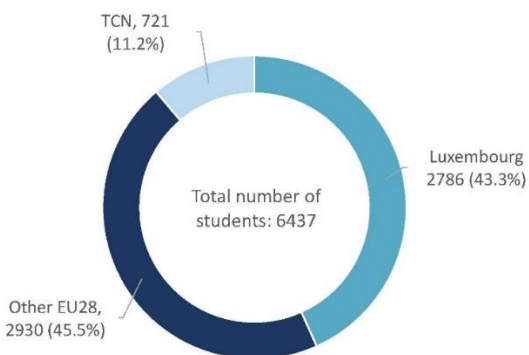
3.2.5.1. General student population

The academic year 2015/2016 saw 6.437 student registrations, a decrease of -1.3% compared to the preceding year, which counted 6.524 students. From the overall student body, 3.044 enrolled in Bachelor's programmes (-5,8% compared to 3.231 in 2014/2015), 1.311 in Master's programmes (up by 9,2% compared to 1.202), 611 in PhD programmes (+36,1% compared to 449) and 1.471 (-3,6% compared to 1.522) in vocational programmes and lifelong learning.⁴³²

3.2.5.2. Students by nationality

Of the total number of 6.437 students, 2.786 or 43,3% are Luxembourg nationals, 2.930 (or 45,5%) are other EU nationals, and 721 or 11,2% are TCNs. The share of foreign nationals at the university increased compared to the previous year, when Luxembourgish students accounted for 44,7% (2.913), other EU students for 44,4% (2.898) and TCNs for 10,9% (713). Overall, 120 nationalities were represented in the student body of the University of Luxembourg in the academic year 2015/2016.⁴³³

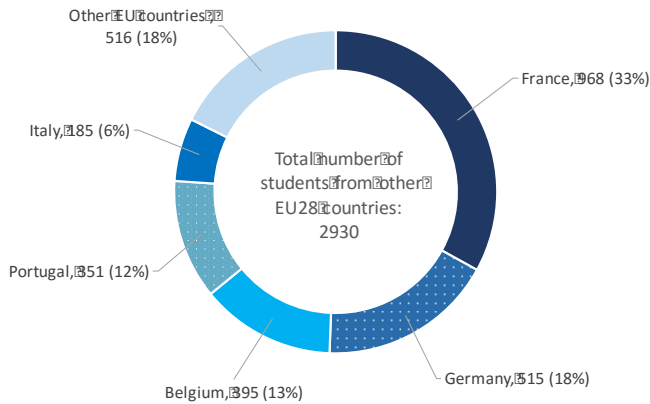
Figure 15: Composition of the student population (academic year 2015/2016)



Source: SEVE, University of Luxembourg © University of Luxembourg

With regard to the student population originating from EU member states other than Luxembourg, 968 (33% of the other EU student population) originate from France, 515 (17,6%) from Germany, 395 (13,5%) from Belgium, 351 (12%) from Portugal.⁴³⁴

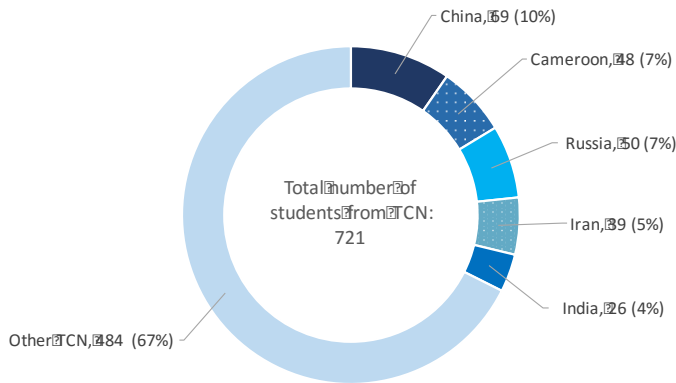
Figure 16: Top 5 EU nationalities excluding Luxembourg (2015/2016)



Source: SEVE, University of Luxembourg © University of Luxembourg

With regard to third-country nationals, Chinese students remain the most numerous (69), followed by Russians (50), Cameroonians (48), Iranians (39) and Indians (26).

Figure 17: Top 5 third-country nationalities



Source: SEVE, University of Luxembourg © University of Luxembourg

3.2.5.3. Exchange Students

In the academic year 2015/2016, the University of Luxembourg hosted 135 incoming exchange students of 29 different nationalities. Most incoming exchange students came from Germany (29), followed by Italy (16) and France (15).⁴³⁵ In the same timeframe, 311 students left the University of Luxembourg for an outgoing exchange. Most exchange students were of Luxembourgish nationality (206), followed by French (29) and Portuguese (23).⁴³⁶

3.2.5.4. New students

The number of new foreign students registered decreased by 9,1% from 2.643 in the academic year 2014/2015 to 2.402 in the academic year 2015/2016. This decrease is due to the 19,4% decrease in registrations from Luxembourgish students (900 compared to 1117 the previous academic year) and the 3,2% decrease in new registrations of other EU students (1.202 compared to 1.242). On the other hand, new registrations from TCNs have seen a 5,3% increase, rising from 284 in the academic year 2014/2015 to 300 in the academic year 2015/2016.⁴³⁷

New registrations from the four most represented foreign student populations have seen a decrease in the last academic year. Thus, total new registrations for French students have dropped from 460 to 428, German students from 178 to 177, Belgian students from 188 to 167 and Portuguese students from 124 to 114.⁴³⁸

The overall decrease in new registrations can be attributed to the decrease in new registrations for Bachelor programmes (from 1.262 to 1.096) and vocational and lifelong learning programmes (from 790 to 681).⁴³⁹

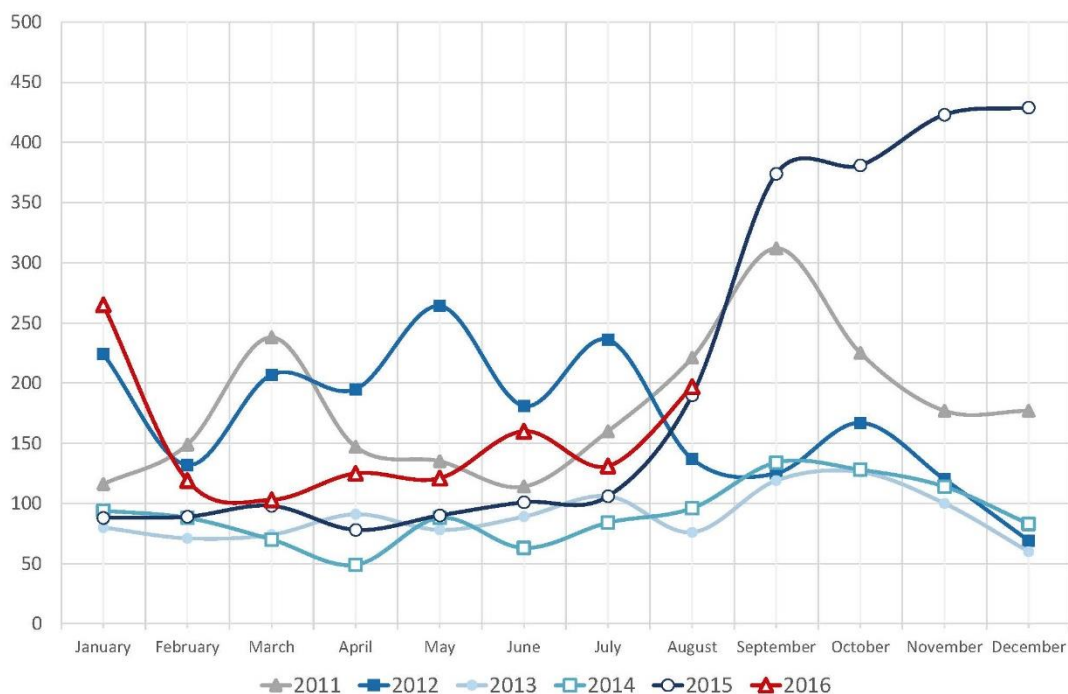
The Directorate for Immigration issued 217 first student visas for TCNs in 2015, 414 if renewals are included. Most student visas are issued for Chinese nationals (28), followed by Nepalese (18) and US Americans (15).⁴⁴⁰

3.2.6. International protection

3.2.6.1. Applications for international protection

2015 was marked by an important increase in the number of applications for international protection. It is important to note here that the numbers provided below should not be confused with the total number of refugees having arrived in Luxembourg, but only represent those who have formally applied for international protection at the Directorate of Immigration.⁴⁴¹ Thus, excluded from the statistics below are those who might have left Luxembourg without having formally applied for international protection. Those who arrive in Luxembourg through a resettlement programme are granted international protection status without filing an application for international protection in Luxembourg and are thus also excluded from the statistics below.⁴⁴²

Figure 10: Number of applicants for international protection (2011-2016)⁴⁴³



Source: Ministry of International and European Affairs, 2016 © University of Luxembourg

The Directorate for Immigration registered 2.447 applications for international protection in 2015, compared to 1.091 applications in 2014 and 1.070 in 2013.⁴⁴⁴ Looking at the monthly breakdown of applications, it becomes apparent that the increase in applications began around September 2015. While the number of applications up to August 2015 was comparable to those of 2014 and 2013, it almost tripled from September 2015 onwards.⁴⁴⁵ After 423 (17,3% of overall applications in 2015) and 429 (17,5%) applications were registered in November and December 2015 respectively, it appears that the trend slowed down in 2016, from 265 in January, to 119 in February, 103 in March, 125 in April and 121 in May, 160 in June, 131 in July and 197 in August.⁴⁴⁶

While this slowdown in arrivals can be partly explained by the arrival of the winter season, it is likely also to be the result of decision-making on the European and national levels, including reinforced borders along the Balkans. The numbers for 2016 potentially indicate that the number of applications will decrease in 2016, while likely remaining higher than the levels of 2013 to 2014.

3.2.6.2. Participation in relocation and resettlement programmes

In 2015, Luxembourg participated in both relocation and resettlement programmes, after having already participated in the resettlement of 28 Syrian people from Turkey in April of 2014.⁴⁴⁷

Relocation

Luxembourg has pledged to relocate a total of 557 individuals from Greece and Italy. This number results from two decisions of the Council of the European Union. The EU Council Decision of 14th September 2015

(2015/1523) stipulates that Luxembourg will relocate 128 individuals from Greece and 192 from Italy.⁴⁴⁸ The Council Decision of 22nd September 2015 (2015/1601) adds 181 people to be relocated from Greece, and 56 from Italy.⁴⁴⁹

It is within the context of this European relocation mechanism that 30 refugees were relocated from Greece to Luxembourgish territory on 4th November 2015.⁴⁵⁰

In addition, on 2nd June 2016, 41 Iraqi and Syrian refugees, 28 adults and 12 children were welcomed to Luxembourg. They constituted the second group of international protection applicants from Greece to be relocated to Luxembourg.⁴⁵¹

On 26th July 2016, a group of 20 Eritrean people was relocated from Italy to Luxembourg.⁴⁵²

Furthermore, on 11th August 2016, 33 people were relocated from Greece to Luxembourg.⁴⁵³

Generally speaking, Luxembourg pledges to relocate 30 individuals from Greece and 20 individuals from Italy per month in the context of the relocation mechanism.⁴⁵⁴

Resettlement

With regard to resettlement, 46 people (17 adults and 29 children) were resettled from Turkey to Luxembourg on 5th May 2015. The 16 adults and 27 children (8 families in total) had been selected for resettlement following interviews by a Luxembourgish delegation in Istanbul in December 2014 and were granted refugee status.⁴⁵⁵

Furthermore, Luxembourg agreed to resettle 194 Syrian refugees from Turkey as a part of the EU-Turkey 1:1 agreement of 18th March 2016.⁴⁵⁶

On 25th May 2016, 27 Syrian refugees (14 adults and 13 children) were welcomed at Findel Airport, the first group of Syrian refugees to be resettled in the context of this agreement. These individuals, welcomed by representatives of the Directorate of Immigration and the OLAI, were given refugee status.⁴⁵⁷

On 29th September 2016, Luxembourg welcomed 5 families (14 adults and 11 children) resettled from Turkey.⁴⁵⁸

Besides the pledge made in the context of the EU-Turkey agreement, Luxembourg will furthermore resettle 30 Syrian refugees from Turkey, this in the framework of the decision of the JAI Council of July 2015. Complementary to this engagement at the European level, during a UNHCR conference in March 2016 Luxembourg also committed to resettle a group of 20 Syrian refugees from Turkey to Luxembourg.⁴⁵⁹

International assistance

Following a request for assistance by Germany, Luxembourg welcomed 44 Syrian applicants for international protection on 8th September 2015. These applicants came from a first-instance reception camp in Baden-Württemberg, Germany. The logistics for the repatriation of these refugees were put into place by the OLAI, which additionally sent two social workers to accompany the refugees on their way to Centre Héliar in Weilerbach, where they were given initial residence.⁴⁶⁰

3.2.6.3. Profile of applicants

The profile of those seeking international protection in Luxembourg also changed in 2015 compared to the preceding years. While in 2014, the nationalities with the highest number of applications were Bosnia-Herzegovina (163, representing 14,9% of all applications), followed by Kosovo (140, representing 12,8%), Montenegro (137, representing 12,6%), Albania (117, representing 10,7%) and Syria (93, representing

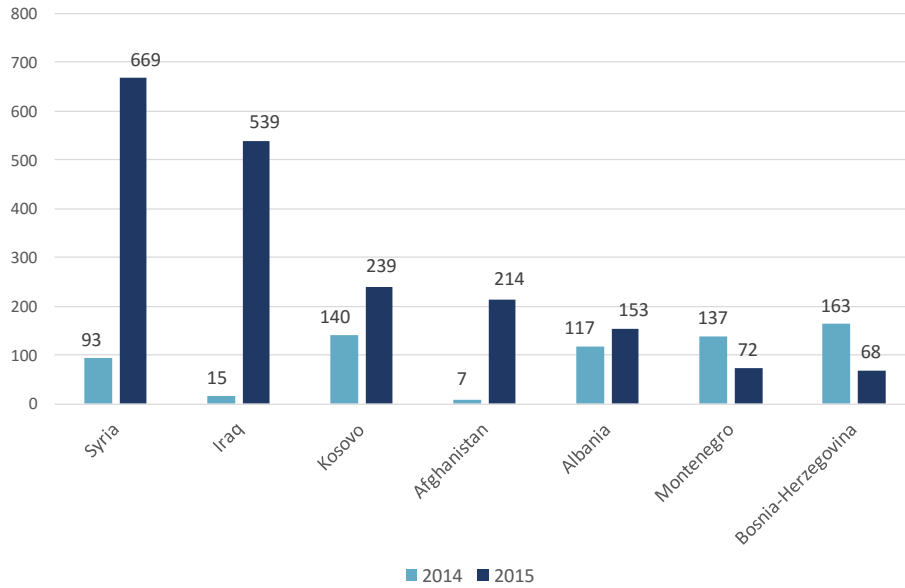
8,5% of the total of applications in 2014)⁴⁶¹, in 2015 these were Syria (669, representing 27,3% of all applications), Iraq (539, representing 22%), Kosovo (239, representing 9,8%), Afghanistan (214, representing 8,7%) and Albania (153, or representing 6,3%)⁴⁶². The ranking of countries by nationality remains largely the same in 2016 (up to August 2016), the largest number of applicants coming from Syria with 206 applications, Iraq with 149, Kosovo with 125 and Albania with 106.⁴⁶³

Table 7: Number of applicants by country of origin (2014-2015)

Ranking	Country of origin	Number of applications in 2014	% of total applications in 2014	Number of applications in 2015	% of total applications in 2015
1	Syria	93	9%	669	27,3%
2	Iraq	15	1%	539	22%
3	Kosovo	140	13%	239	9,8%
4	Afghanistan	7	1%	214	8,7%
5	Albania	117	11%	153	6,3%
6	Montenegro	137	13%	72	2,9%
7	Bosnia and Herzegovina	163	15%	68	2,8%
8	Iran	8	1%	64	2,6%
9	Serbia	62	6%	56	2,3%
10	Eritrea	38	3%	38	1,6%
11	FYROM	16	1%	34	1,4%
12	Ukraine	24	2%	31	1,3%
13	Nigeria	31	3%	29	1,2%
14	Georgia	10	1%	23	0,9%
15	Algeria	42	4%	22	0,9%
16	Tunisia	38	3%	18	0,7%
	Other	150	14%	178	7,3%
	Total	1091	100%	2447	100%

Source: STATEC, 2016 © University of Luxembourg

Figure 11: Top 7 applicants (2014-2015)



Source: STATEC, 2016 © University of Luxembourg

There has been a rise in applications from unaccompanied minors, from 31 applications in 2014 (2,8% of all applications in 2014) to 103 in 2015 (4,2% of all applications in 2015); 95.15% of these are applications from males, 4,85% from female applicants.⁴⁶⁴

3.2.6.4. Decisions taken

Overall, in 2015, 1.232 decisions were taken on applications for international protection, compared to a total of 1.248 decisions in 2014 and 1.404 in 2013.⁴⁶⁵ This represents a 1,3% decrease from 2014 to 2015.⁴⁶⁶

The number of people being granted refugee status has grown by 35,2% from 148 in 2014 to 200 in 2015. It is noteworthy that 406 people have already been granted refugee status in 2016 (as of 31st August 2016). This number surpasses the level of the previous years; 52 people were granted refugee status by 31st May 2014⁴⁶⁷ and 80 by 31st May 2015⁴⁶⁸. In 2015, the number of people to whom refugee status was granted represented 16,2% of the total number of decisions taken by the Directorate of Immigration; for the observed period in 2016, it amounted to 35,9% of overall decisions taken.

Table 8: Number of people who were granted refugee status (2015)

Country of origin	Numbers granted refugee status	% of total granted status
Syria	79	40%
Eritrea	27	14%
Iraq	15	8%
Turkey	14	7%
Ethiopia	11	6%
Stateless	11	6%
Undetermined (Palestine)	8	4%
Democratic Republic of Congo	7	4%
Iran	6	3%
Cameroon	3	2%
Somalia	3	2%
Sri Lanka	3	2%
Afghanistan	2	1%
Kosovo	2	1%
Albania	1	1%
Angola	1	1%
Bangladesh	1	1%
Libya	1	1%
Mali	1	1%
Nigeria	1	1%
Senegal	1	1%
Serbia	1	1%
Tanzania	1	1%
Total	200	100%

Source: Directorate of Immigration, 2015 © University of Luxembourg

Of refugee statuses granted in 2015, 39,5% of the total were granted to Syrian refugees (79), followed by Eritrea (13,5% or 27) and Iraq (7,5% or 15).⁴⁶⁹

In 2015, 28 people obtained subsidiary protection status, representing 2,2% of the overall decisions taken.⁴⁷⁰ In 2014, this number was 31.⁴⁷¹ Within this group, most statuses were granted to Albanians (13), followed by Iraqis (6) and Serbians (3).

Table 9: Number of people who were granted subsidiary protection status (2015)

Country of origin	Number granted status	% of total granted status
Albania	13	46%
Iraq	6	21%
Serbia	3	11%
Kosovo	2	7%
Eritrea	1	4%
Libya	1	4%
Somalia	1	4%
Ukraine	1	4%
Total	28	100%

Source: Directorate of Immigration, 2015 © University of Luxembourg

In 2015, 512 negative decisions were issued, of which 137 were taken in the normal procedure and 375 in the accelerated procedure.⁴⁷²

3.2.6.5. Transfers

Through the application of the Recast Dublin Regulation (Dublin III), 149 individuals were transferred to other EU member states over the course of 2015, down from 161 in 2014.⁴⁷³ Of these, 37 were transferred to Germany, 32 to Italy and 16 to Spain. Conversely, 13 were transferred to Luxembourg from Germany, 8 from Switzerland and 4 from Denmark.⁴⁷⁴

3.2.6.6. Temporary occupation authorisations

In total, 15 temporary occupation authorisations were issued; of these, 7 were issued to international protection applicants whose procedure is ongoing (3 as first issues, 4 as renewals), 4 were issued to beneficiaries of a suspension of removal for medical reasons (3 as first issues, 1 as renewal) and 4 were issued as renewals for beneficiaries of a postponement of removal.⁴⁷⁵

3.2.7. Irregular migration

3.2.7.1. Human trafficking

While all individuals, organisations or authorities can detect victims of human trafficking, only the police have the authority to officially identify victims of human trafficking in Luxembourg.⁴⁷⁶ In 2015, there were 6 presumed victims and 2 identified victims of human trafficking.⁴⁷⁷

Of these 8 victims, 2 were EU citizens and 6 were TCNs. All of them were subject to sexual exploitation, 3 of them being exploited as streetwalkers and 5 exploited in brothels.⁴⁷⁸

Table 10: Number of victims (presumed and identified), type of exploitation (2011-2015)

Number of victims (presumed)	2011	2012	2013	2014	2015	Total
Women	5	6	6	1	6	24
Men		1		2		3
Minors	1					1
Number of victims (identified)						
Women	6	2	3	5	2	18
Men				4		4
Minors	1			1		2
Total number of victims						
						52
EU citizens	10	7	4	2	2	25
TCN	3	2	4	11	6	26
Type of exploitation						
Sexual exploitation	9	9	9	5	8	40
Forced work	4			8		12
Commission of a felony or misdemeanour						
Sale of children						
Harvesting of organs and tissue						
Begging						
Total exploitation types	13	9	9	13	8	52

Source: Ministry of Justice, 2016 © University of Luxembourg

According to the law of 8th May 2009 on assistance, protection and security for victims of human trafficking⁴⁷⁹, identified victims have access to social, financial, psychological, medical and judicial assistance. In 2015, one victim obtained assistance.⁴⁸⁰

According to Article 93 of the law of 29th August 2008 on free circulation of people and immigration⁴⁸¹, presumed victims are given a reflection period of 90 days during which the victim can cut all ties with her or her exploiter and can decide whether s/he wants to file a complaint. In 2015, 1 victim was granted a reflection period.⁴⁸²

Furthermore, 9 criminal proceedings were initiated on the grounds of human trafficking.⁴⁸³

Table 11: Number of actions taken (2011-2015)

Assistance /Reflection /Proceedings	2011	2012	2013	2014	2015	Total
Number of victims have obtained assistance	4	1		9	1	15
Number of victims have received a reflection period	2			5	1	8
Number of criminal proceedings initiated on the grounds of THB	9	6	9	7	9	40
Total Assistance /Reflection /Proceedings	15	7	9	21	11	63

Source: Ministry of Justice, 2016 © University of Luxembourg

3.2.8. Detention

There were no significant changes in the number of detainees held in the detention centre in 2015 (394) compared to 2014 (392), after the notable increase of 38% in 2014 compared to 2013 (284).⁴⁸⁴ Of the population detained in 2015, 66% were single men (corresponding to 261 people), while 4% were single women (corresponding to 16 people). In addition, there were 33 families present in the centre, composed of 117 people in total (27 families with 111 individuals in 2014).⁴⁸⁵

Of this group of 394, 113 were transferred to the country responsible for their request under the Recast Dublin Regulation (Dublin III) (123 in 2014), 170 were repatriated to their country of origin (149 in 2014), 75 were released (77 in 2014), 4 undertook a voluntary return with the help of the International Organization for Migration (8 in 2014), and 3 escaped. At the end of 2015, 29 (30 in 2014) individuals remained in the centre.⁴⁸⁶

The centre held individuals of 49 distinct nationalities in 2015 (compared to 59 in 2014). The most frequent amongst these were the Nigerian, Kosovar, Albanian, Bosnia-Herzegovinian and Tunisian nationalities.⁴⁸⁷

Detainees spent on average 31 days in the centre, an increase from the 27 days in 2014. 28 individuals were held in the centre for a period equal or greater than 120 days (12 individuals in 2014).

The detention centre has a maximum capacity of 88 people; it being unlikely that this maximum capacity will be reached. There are currently 44 places available for men, 16 for women and 28 for individuals in families. Although many of the rooms have the capacity to hold two individuals, only one person is detained per room. Men cannot be placed in a women's unit.⁴⁸⁸

In 2015, the management of the centre was requested 191 times for individual interviews with detainees. Moreover, the centre provided 122 escorts for detainees outside of its own premises (hospital, tribunal etc.).⁴⁸⁹

3.3. Labour migration and labour market outcomes of immigration

The Luxembourgish labour market is characterised by its size in proportion to its national active population; in fact, there are slightly little less than twice as many jobs available in the Grand Duchy's job market as there are active citizens.⁴⁹⁰ Due to the country's small size and its landlocked situation, economic labour migrants from Belgium, France and Germany cross the Luxembourgish border on a daily basis to fill these job openings.

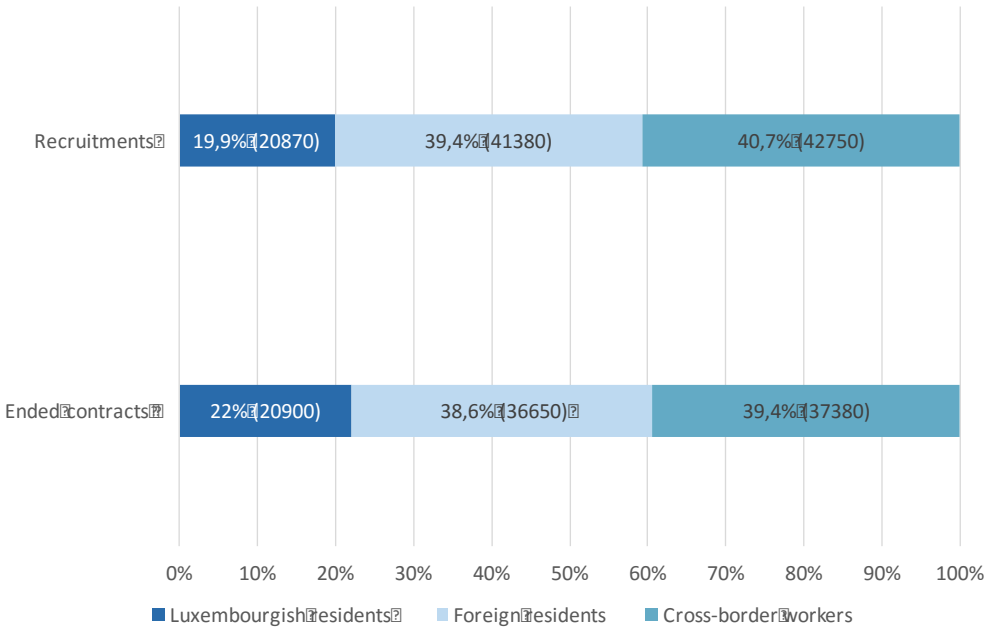
Luxembourg’s unemployment rate has been sinking, after increasing from 2008 to 2014. While the rate stood at 7% in January 2015, it sank to 6,5% in January 2016. STATEC projects that unemployment will sink slightly over the course of 2016 and 2017, to 6,4%.⁴⁹¹ Domestic job creation is expected to increase by 3%, just reaching the average annual long-term increase.⁴⁹²

3.3.1. Net job creation

In terms of creation of employment, there were 390.720 salaried workers in Luxembourg on 31st January 2016 compared to 379.330 on 31st January 2015. Within this timeframe, 131.710 recruitments occurred (105.000 excluding temporary salaried work) as well as 120.320 ends of contract (94.930 excluding temporary salaried work).⁴⁹³

Of the 105.000 new recruitments that were made between January 2015 and January 2016 (temporary work excluded), 40,7% concerned cross-border workers (42.750), 19,9% concerned Luxembourgish residents (20.870) and 39,4% concerned foreign residents (41.380).⁴⁹⁴

Figure 12: Distribution of ended contracts and recruitments between cross-border workers, Luxembourgish residents and foreign residents (January 2015 – January 2016)



Source: RETEL, 2016 © University of Luxembourg

Amongst the 94.930 ended contracts during the same period, 22% concerned Luxembourgish residents (20.900), 38,6% concerned foreign residents (36.650) and 39,4% cross-border workers (37.380).⁴⁹⁵

While net job creation within the group of foreign residents and that of cross-border workers is 4.700 and 5.400 respectively, that for Luxembourgish nationals is in fact negative, at -30.

One factor that contributes to this vast difference is the fact that the number of retirements amongst Luxembourgish residents is higher than amongst the foreign population⁴⁹⁶, cross-border workers and foreign residents being on average younger than Luxembourgish residents.⁴⁹⁷

With regard to recruitment differentiated by sector, Luxembourgish residents are recruited most frequently by the public administration (26% of the total recruitments of Luxembourgish residents) and by the human health and social action sector (18%).⁴⁹⁸

Cross-border workers are recruited principally by the commercial sector (15% of all cross-border worker recruitments), construction (13%), followed by specialised, scientific and technical activities sector (12%) and finance (11%).⁴⁹⁹

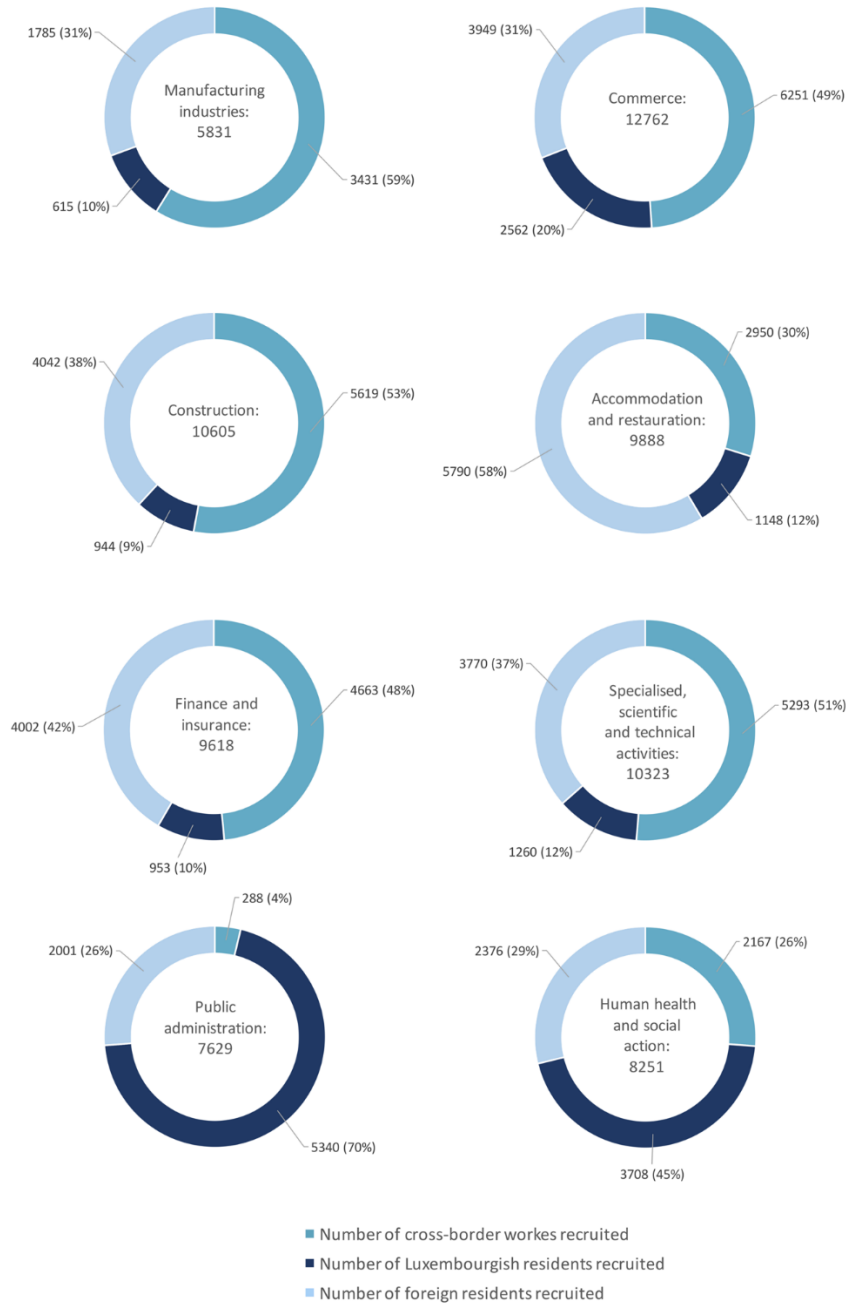
Foreign residents are recruited most in the accommodation and restaurant sector (14% of all recruitments of foreign residents), finance (10%), commerce (10%) and construction (10%).⁵⁰⁰

Furthermore, the sectors of activity are highly varied with regard to the distribution of recruitments of the cross-border, Luxembourgish resident and foreign resident workforce made.⁵⁰¹

Thus, there is a large concentration of cross-border workers in the manufacturing industries, construction, commerce, finance and specialised scientific and technical activities.⁵⁰²

A majority of those recruited in the HORECA (hotel, restaurant, café) sector are foreign residents. The largest share of recruitments in public administration and health and social action sectors are Luxembourgish residents.⁵⁰³

Figure 13: Number of salaried workers recruited (31st January 2015 – 31st January 2016)⁵⁰⁴

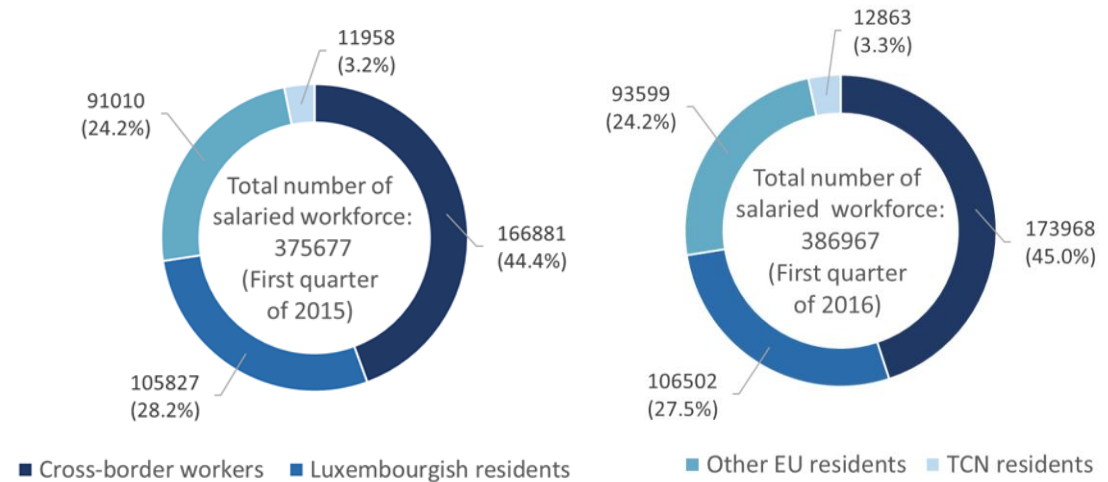


Source: RETEL, 2016 © University of Luxembourg

3.3.2. Labour market by nationality and residence

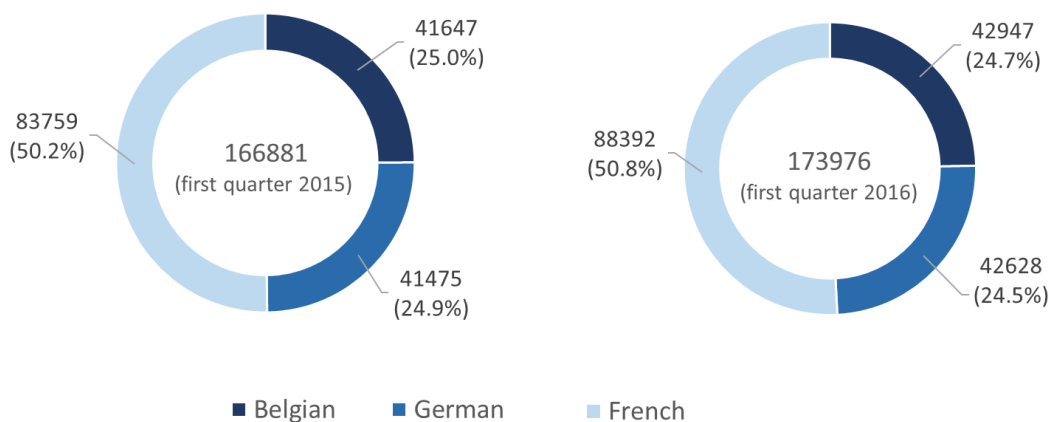
Looking at Luxembourg's total of 386.967 salaried workers in the first quarter of 2016, it can be observed that 212.964 or 55% amongst them are residents (55,6% in the first quarter of 2015), while 173.968 or 45% are cross-border workers (44,4% in the first quarter of 2015).⁵⁰⁵

Figure 14: Distribution of salaried workforce in first quarters of 2015 and 2016



Source: STATEC, 2016 © University of Luxembourg

Figure 15: Salaried cross-border workers by country of residence (first quarters of 2015 and 2016)



Source: STATEC, 2016 © University of Luxembourg

Luxembourg’s salaried workforce is composed of 106.502 residents of Luxembourgish nationality (27,5% of total salaried workforce), 93.599 residents of EU nationality (24,2%), 12.863 residents of non-EU nationality (3,3%), 42.947 Belgian cross-border workers (11,1%), 42.628 German cross-border workers (11,1%) and 88.392 French cross-border workers (22,8%). This illustrates the important role that foreign nationals play in Luxembourg’s labour market, holding 72,5% of all salaried work in the Grand-Duchy.⁵⁰⁶

Comparing these numbers to the first trimester of 2015, the overall number of salaried jobs has increased by 3% (375.677 in 2015). The number of cross-border workers has increased by 4,25% compared to 2014, when there were 166.881 in total.⁵⁰⁷

The distribution of nationalities remains largely stable; the French represented 50,8% of cross-border workers in the first trimester of 2016, 50,2% in 2015, the Belgians 24,7% in 2016, 24,85% in 2015 and the Germans 24,5% in 2016 compared to 24,95% in 2015. The proportions within the resident working population remain similarly stable; Luxembourgish nationals represented 50% of resident working

population in the first trimester of 2016 compared to 50,7% in 2015, EU nationals represented 44% in 2016 compared to 43,6% in 2015, and TCNs represented 6% in 2016 compared to 5,7% in 2015.⁵⁰⁸

Within the group of resident salaried workers of EU nationality, the Portuguese are the biggest group, followed by the French, Italians, Belgians and Germans. With regard to TCNs, Cape Verdeans are the biggest group of salaried workers, followed by Montenegrins and Bosnia and Herzegovinians.⁵⁰⁹

3.3.3. Foreigners and sectors of employment⁵¹⁰

The three most popular sectors of employment for EU citizen residents in March 2016 remain identical to those in March 2015. Of the 98.750 foreign resident salaried workers in March 2016, 14,8% worked in construction, 12,8% worked in finance and insurance, and 10,5% worked in car and motorcycle repair and trading. In March 2015, the percentages stood at 14,9%, 12,5% and 10,6% respectively (of a total of 95.810).

Table 12: Top 3 most popular sectors of employment for EU citizen residents

	31 st March 2015	31 st March 2016
Construction	14.300	14.580
Finance and insurance	11.930	12.650
Car and motorcycle repair and trading	10.200	10.390

Source: General Inspection of Social Security © University of Luxembourg

Amongst TCN resident salaried workers, the most frequent branches also remain identical. In March 2016, 16,5% of a total of 13.070 worked in accommodation and restaurants, 10,3% worked in administrative and support services, and 10% worked in car and motorcycle repairs and trading. In March 2015, the proportions were 16,7%, 10,1% and 10,1% respectively, out of a total of 12.130 TCN resident salaried workers.

Table 13: Top 3 most popular sectors of employment for TCN citizen residents

	31 st March 2015	31 st March 2016
Accommodation and restaurants	2.030	2.160
Administrative and support services	1.230	1.340
Car and motorcycle repair and trading	1.230	1.310

Source: General Inspection of Social Security © University of Luxembourg

In March 2016, of the 173.150 cross-border salaried workers, 15,1% were employed in car and motorcycle repair and trading, 13% in finance and insurance and 12,4% in construction, compared to 15%, 13, 2% and 12,5% respectively the preceding year.

Table 14: Top 3 most popular sectors of employment for cross-border workers

	31 st March 2015	31 st March 2016
Car and motorcycle repair and trading	24.950	26.210
Finance and insurance	21,970	22,440
Construction	20,780	21,460

Source: General Inspection of Social Security © University of Luxembourg

3.3.4. Unemployment

In 2015, there were on average 17.855 job seekers⁵¹¹ registered with the Agency for the Development of Employment (ADEM). Of these, 5.328 were Luxembourgish citizens, constituting 29,8% , 9.882 were EU citizens (55,4%) and 2.645 were TCNs (14,8%).⁵¹²

From January to July 2016 (7 months), there were an average of 17.097 jobseekers, of whom 9.221 (53,9%) were EU citizens, 5.234 (30,6%) were Luxembourgish citizens and 2.642 (15,5%) were TCNs.⁵¹³

3.4. Integration outcomes of immigration

3.4.1. Education

In the academic year 2014/2015, a total number of 87.682 pupils were being educated in the Luxembourgish school system⁵¹⁴. Of these, 49.006 were Luxembourgish pupils and 38.676 were non-Luxembourgish. Within the group of non-Luxembourgish pupils, a vast majority (21.071) are of Portuguese nationality, followed by French (3.510), Belgians (1.567) and Italians (1.517). There are 3.766 pupils from the former Yugoslavia in the Luxembourgish school system.⁵¹⁵

Table 15: Distribution of nationalities by education level

Nationality	Primary Education	Secondary Education	Total
Luxembourg	24.069	24.530	48.599
Portugal	11.807	8.942	20.749
Former Yugoslavia	2.152	1.581	3.733
France	2.522	958	3.480
Belgium	1.028	530	1.558
Italy	923	581	1.504
Germany	763	429	1.192
Other	3.881	2.102	5.983
Total foreigners	23.076	15.123	38.199
Total	47.145	39.653	86.798

Source: Ministry of National Education, Childhood and Youth, 2015 © University of Luxembourg

4. Special focus: forced and voluntary returns

4.1. Return policy

In the context of the AMIF, the return policy builds upon “a willingness to continue the policy in place”. Generally speaking, measures will be set up in order to enhance the identification of people and the delivery of travel documents, and to develop collaborations with Luxembourgish partners, EU member states and third countries.⁵¹⁶

The Directorate of Immigration is working towards improving its links to the consular authorities of countries from which TCNs who are obliged to leave Luxembourg originate. In this context, Luxembourg has organised its third consular day, which aimed at familiarising these consular authorities with the legislation and procedures to be implemented with regard to international protection and immigration. As in 2013 and 2014, this project received European funding through the AMIF in 2015.⁵¹⁷ Improving consular links is considered one way to address some of the challenges identified by authorities with regard to return (for more detail, see p. 73).

It should be noted that Luxembourg has used the EU “laissez-passer”⁵¹⁸ for the repatriation of Kosovars and Montenegrins who have been required to leave. The “laissez-passers” were accepted in both Montenegro and Kosovo.⁵¹⁹

With regard to return, no special measures were introduced after the increased inflow of applicants for international protection in 2015.⁵²⁰

4.1.1. Voluntary return

The AMIF programme makes reference to the government’s will to continue its advocacy and prioritisation for voluntary return and further develop it.⁵²¹ Voluntary return projects should also be supplemented by reintegration projects. It is also stated that the communication strategy towards potential candidates for voluntary return should be further developed.⁵²²

4.1.2. Forced return

Forced returns, the second operational objective of the AMIF programme, should be optimised according to this programme. Forced returns are understood to be a tool of last resort and the rights and dignity of returnees should be respected.⁵²³

4.2. Cooperation with other member states

The Directorate of Immigration has strengthened its cooperation with other European member states with regard to exchange of information and experience. Within this context, the Returns Department participates in a number of European projects⁵²⁴. This participation was already set in motion ahead of the increased inflow of applicants over the course of 2015.⁵²⁵ The projects⁵²⁶ are briefly outlined below:

- **EURINT (European Return and Integration Network) project:** promotes exchange of best practice regarding return, emphasising forced return. Benefits from participation include the facilitation of entering into contact with TCN authorities.

- **ERIN (European Reintegration Network):** aims to provide the best and most cost-effective reintegration support for returning TCNs. Benefits from participation include being able to draw on the know-how regarding return and the optimisation of operational costs.
- **CSI (Common Support Initiative) project:** aims to improve member states' strategic cooperation on voluntary return. Common tools in the domains of voluntary return and reintegration are developed and can be drawn from.
- **EURLO (Training European Return Liaison Officers) project:** member states delegate liaison officers to third countries who, for instance, engage in identification of family members of irregular TCNs. Luxembourg can take advantage of personnel and means supplied by other member states.
- **EURESCRIM (EU Resident Criminal) project:** aims to identify TCN prisoners who have a residence permit in another EU member state, to inform the authorities of that member state and request cancellation, after which return can be organised. Luxembourg benefits from access to data.
- **FReM (Forced Return Monitoring) project:** creates a pool of observers delegated by participating MS. Observers, trained in the observation of forced returns specifically, are available to MS to be sent on missions of forced return.
- **VCI (Video Conferencing for Identification) project:** aim of the project is to put into place high-performing audio-visual material, which allows the Directorate for Immigration to establish remote connection between the detention centre and analogue terminals in Brussels. This way, TCN mission staff can conduct interviews with the aim of identification.

4.3. Readmission agreements and protocols

Over the course of 2015, the Luxembourgish government continued its efforts to conclude and implement readmission agreements with third countries, this in view of optimising returns.⁵²⁷

The laws regarding the approval of the implementing protocol between the Benelux countries and the relevant third country on the application of the EU readmission agreements with Moldova⁵²⁸, Bosnia and Herzegovina⁵²⁹, Georgia⁵³⁰, FYROM⁵³¹ and Serbia⁵³² were approved by parliament on 29th April 2015.

A readmission agreement and an implementing protocol between the Benelux countries and Kazakhstan were signed in Brussels on 2nd March 2015.⁵³³

Benelux's negotiations of the implementing protocol of the EU readmission agreement with Cape Verde continued over the course of 2015.⁵³⁴ Benelux designated Luxembourg as the lead negotiator in this case⁵³⁵, given the country's excellent relationship with Cape Verde.

4.4. Challenges identified by authorities

2015 was marked by a significant change in the profile of applicants for international protection, seeing a significant rise in Syrian, Iraqi and Afghan applicants. The identification of applicants and the determination of their origins has emerged as one of the main challenges. The influx of applicants has also increased the backlog.⁵³⁶

With regard to returns, a number of challenges are identified; these include the challenge of obtaining travel documents for the returnee from diplomatic missions in Brussels, due to the missions' lack of willingness to cooperate, or the difficulty caused by logistical aspects. Other challenges included the short

validity of travel documents that have been issued, or the lack of diplomatic representation in Luxembourg.⁵³⁷

4.5. Statistics on return

Overall, 793 TCNs returned to their country of origin in 2015⁵³⁸; this number increased by 23,7% compared to 2014. This has thus ended the downward trend in numbers of returns that started in 2013. While 2012 saw a total of 1.705 returns⁵³⁹, these were more than halved in 2013 (679)⁵⁴⁰, and further decreased in 2014 (641)⁵⁴¹.

4.5.1. Voluntary return

Of the 793 returns in 2015, 617 occurred in the context of a voluntary return (up by 26.4% compared to 2014).⁵⁴² In the first half of 2016⁵⁴³, 220 people were returned in the context of a voluntary return.⁵⁴⁴

Of the voluntary returns in 2015, 595 were applicants for international protection, of whom 468 had been rejected and 127 had withdrawn their application. The majority (562) of those who opted for voluntary return originated from the western Balkans.⁵⁴⁵

The number of persons returning voluntarily has further increased compared to 2014 (488) and 2013 (595).⁵⁴⁶

2015 saw the continuation of the programme on assisted voluntary return and reintegration (AVRR) which was put in place in 2009 by the Directorate of Immigration in collaboration with the International Organization for Migration. Since 2014, this programme has been co-financed by the Asylum, Migration and Integration Fund. In 2015, 142 people received support from this programme, 101 of whom returned to Kosovo.⁵⁴⁷ In the first half of 2016, 123 people received support from this programme.⁵⁴⁸

Migrants from the western Balkans with no visa obligation are not eligible for this programme. However, in order to allow these individuals to return to their country of origin in dignity, they benefit from a separate programme that includes the organisation of a return journey to their country of origin by bus, the costs of which are covered by the Directorate of Immigration. In 2015, 451 people took advantage of this scheme, compared to 301 in 2014.⁵⁴⁹ In the first half of 2016, 75 returns took place in the context of this programme.⁵⁵⁰

It should also be noted that of those having left Luxembourg voluntarily in 2015, 24 individuals did so at their own expense (non-assisted return). In the first half of 2016, 7 returns were non-assisted.⁵⁵¹

4.5.2. Forced return

Of the total 793 returns in 2015, 176 returned in the context of a forced return (up by 15% compared to 2014). Of these, 136 had applied for international protection and had been rejected.⁵⁵² The other people were TCNs who had been staying illegally and had not applied for international protection.⁵⁵³ In the first half of 2016, 35 individuals returned in the context of a forced return.⁵⁵⁴

Of the 176 people who left Luxembourg in the context of a forced return in 2015, 138 originated from the western Balkans, of whom 109 originated from a country benefiting from a liberalised visa regime. Of those forcibly returned in 2016, 18 originated from the western Balkans, 12 of whom came from a country benefiting from a liberalised visa regime.⁵⁵⁵

In the context of forced returns in 2015, some of those who were repatriated were put on a commercial flight, while the majority were repatriated using national charter flights and charter flights organised by FRONTEX or other states.⁵⁵⁶ Overall, 88 people were repatriated on 5 national charter flights with destinations of Kosovo, Montenegro, Bosnia and Herzegovina, the FYROM and Albania. 25 people were removed using 4 conjoint charter flights organised by FRONTEX with the destination of Serbia, Bosnia and Herzegovina and Nigeria. In the first half of 2016, one person was returned using one conjoint charter flight to Kosovo.⁵⁵⁷ Forced returns organised by regular commercial flights or national charter flights receive support from the Asylum, Migration and Integration Fund.⁵⁵⁸

Lastly, over the course of 2015, 49 individuals received a first suspension of a removal order for medical reasons and 52 obtained an extension of their suspension. 22 benefited from a postponement in 2015.⁵⁵⁹

4.5.3. Detention of returnees

Of the 554 return decisions handled by the Refugees Service and the Foreigners Service, 205 people were placed in detention.⁵⁶⁰ Of the 147 return decisions handled by the Return Service, 91 people were placed in detention.⁵⁶¹

4.5.4. Return projects in the framework of the AMIF

A number of projects⁵⁶² under the specific objective 3 'return' are co-financed in the framework of the AMIF. These are:

- The assistance of voluntary return and reintegration of the IOM
- The organisation of forced returns by the Directorate of Immigration
- The strengthening of consular relations with third countries by the Directorate of Immigration
- The training and supervision of the supervising staff of the detention centre

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- ⁴⁶¹ Directorate of Immigration, *Press Conference, "Figures for the year 2014"*, pp. 14-16
- ⁴⁶² Ministry of Foreign and European Affairs, 2016, *Rapport d'activité 2015*, p. 94
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- ⁴⁷⁴ Ibidem, p. 102
- ⁴⁷⁵ Ibidem, p. 87
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- ⁴⁷⁷ Information provided by the Ministry of Justice on 29th August 2016.
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- ⁴⁸¹ Article 93 of the law of 29th August 2008 on free circulation of people and immigration, [Memorial A-151](#)
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- ⁴⁸⁴ Ministry of Foreign and European Affairs, 2016, *Rapport d'activité 2015*, p. 107
- ⁴⁸⁵ Ibidem
- ⁴⁸⁶ Ibidem
- ⁴⁸⁷ Ibidem, p. 108
- ⁴⁸⁸ ⁴⁸⁸ European Migration Network, Ad Hoc Query on the Use of Detention in Return Procedures (update). Requested by the Commission on 9th August 2016. Replying Member State Luxembourg, p. 4
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- ⁴⁹⁵ Ibidem
- ⁴⁹⁶ In fact, during 2015, there were 800 more retirements amongst Luxembourgish residents than cross-border workers and 1,200 more compared to foreign residents. RETEL Observatoire de l'Emploi, juin 2016, *Tableau de bord du marché du travail luxembourgeois*, p.7
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