Temporary protection - Luxembourg

Overview

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Relevant EU legislation

Luxembourg transposed the Temporary Protection Directive in 2015 by Law on international protection and temporary protection | Loi relative à la protection internationale et à la protection temporaire, of 18 December 2015 (Chapter 5, articles 67 to 79). In parallel, provisions on temporary protection were also included in the Law of 18 December 2015 on reception of applicants for international protection and temporary protection (Loi Accueil). These provisions will likewise be integrated into the new Reception Law, currently under preparation, which will transpose Directive (EU) 2024/1346 into national legislation. The provisions were automatically activated with the implementing decision of the Council of the EU for displaced people from Ukraine.

Temporary protection was initially activated for 12 months, until 4 March 2023. However, in late 2023 it was decided to extend the protection until 4 March 2024. Later, protection was extended for one more year. Currently, the temporary protection document is valid until 4 March 2026.

Since 2023, beneficiaries of temporary protection who hold a valid temporary protection certificate in Luxembourg and who are gainfully (with a monthly salary equivalent to at least the monthly rate of the social minimum social wage for unskilled workers) employed in the country, and have suitable accommodation in Luxembourg outside the structures managed by the National Reception Office (NRO), may apply to the General Department of immigration for a residence permit for salaried workers.

The granting of this residence permit is conditional to the renunciation of the status of temporary protection. The temporary protection certificate will remain valid until the new residence permit is issued.

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National legislation

Amended Law on International Protection and Temporary Protection (Asylum Law) | Loi relative à la protection internationale et à la protection temporaire and subsequent amendments, 18 December 2015. In parallel, provisions on temporary protection were also included in the Law of 18 December 2015 on the reception of applicants for international protection and temporary protection (Loi Accueil). These provisions will likewise be integrated into the new Reception Law, currently under preparation, which will transpose Directive (EU) 2024/1346 into national legislation.

Competent authority and stakeholders

Area	Competent national authority	Assistance to the competent authority
Screening at the external border (if relevant)	Not applicable	Not applicable
Biometric data (if relevant)	Ministry of Home Affairs – General Department of immigration- Department for Refugees / Ministère des Affaires intérieures – Direction générale de l'immigration- Département Réfugiés	Not applicable
Granting temporary protection	Ministry of Home Affairs – General Department of immigration- Department for Refugees / Ministère des Affaires intérieures – Direction générale de l'immigration- Département Réfugiés	Not applicable

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Area	Competent national authority	Assistance to the competent authority
Issuing the residence permit	Ministry of Home Affairs – General Department of immigration- Department for Refugees / Ministère des Affaires intérieures – Direction générale de l'immigration- Département Réfugiés	Not applicable
Providing accommodation	Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees- National Reception Office (NRO) | - Ministère de la Famille, des Solidarités, du Vivre ensemble et de l'Accueil- Office national de l'accueil (ONA)	Red Cross Luxembourg HUT Luxembourg Inter-Actions
Medical care	Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees- National Reception Office (NRO) | - Ministère de la Famille, des Solidarités, du Vivre ensemble et de l'Accueil- Office national de l'accueil (ONA)	Not applicable
Social welfare	Ministry of Health and Social Security | Ministère de la Santé et de la Sécurité sociale	Not applicable

Elegibility

According to Council Implementing Decision (EU) 2022/382, the following categories of persons are eligible for temporary protection:

- Ukrainian nationals residing in Ukraine before 24 February 2022.

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- Stateless persons, and nationals of third countries other than Ukraine nationals, who were granted international protection or equivalent national protection in Ukraine before 24 February 2022.
- Family members of the persons referred here above, irrespective of the nationality of the family members.
- Stateless persons and nationals of third countries other than Ukraine, who can prove that they were legally residing in Ukraine before 24 February 2022 on the basis of a valid permanent permit issued in accordance with Ukrainian law, and who are unable to return to their country or region of origin in safe and durable conditions. It should be noted that Luxembourg extended the defined scope by not categorically excluding applicants without a permanent residence permit in Ukraine.

The following are considered family members under this category, insofar as they were already present and residing in Ukraine before the 24 February 2022:

- the spouse of the person covered by temporary protection, or the unmarried partner in a stable relationship (this could be proven by relevant registry documents and certificates or by any other document issued by the Ukrainian authorities).
- the minor unmarried children of the abovementioned person covered by temporary protection, or of his or her spouse, without distinction as to whether they were born in or out of wedlock or adopted – which could be proven by birth certificates or similar.
- other close relatives who lived together as part of the family unit at the time of the circumstances and who were wholly or mainly dependent on the abovementioned person covered by temporary protection (which could be proven by residence documents, family register and proof of relevant payments of care).

Admission to the territory

According to the Regulation (EU) 2018/1806, which governs the visa requirements for nationals of third countries entering the Schengen Area, Article 34 of the amended law of 29 August 2008, relating on to the free movement of persons and immigration (hereafter amended Immigration Law), citizens of Ukraine who are holders of a biometric passport can enter visa-free and stay in the country for a total of 90 days within the last 180 days.

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In the absence of a biometric passport, further investigation will follow.

All arrivals applying for temporary protection are registered in the database of the General Department of immigration, which is connected to the National Registry of Physical Persons, and not in a police database.

Provision of information

Information platforms (websites)

- Guichet Luxembourg page with information on temporary protection
- Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees

Leaflets

- Ministry of Labour, Employment and the Social and Solidarity Economy flyers on labour market, job search and registration with the Luxembourg employment agency (available in different languages).
- Upon arrival, applicants for temporary protection receive an information note informing them about the temporary protection and the rights deriving from it.

Dedicated contacts

- Hotline managed by the Red Cross, with the support of the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees and the Greater Region at +352 621 796 780 or via email: Ukraine@zesummeliewen.lu
- Registrations: immigration.desk@mai.etat.lu
- Consular assistance at assistance.consulaire@mae.etat.lu or +352 2478 2386.
- Ukrainian speakers looking for a job to support education authorities: ukraine.secam@men.lu

Others

- Université du Luxembourg, European Migration Network (EMN), Information for Ukrainians

Procedural aspects

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Procedure to register and be granted temporary protection

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Registration	All displaced persons arriving in Luxembourg from Ukraine are requested to contact the General Department of immigration of the Ministry of Home Affairs by sending their personal details in an official form to immigration.desk@mai.etat.lu (forms are available in different languages, including Ukrainian and can be found on the website of the Ministry of Foreign and European Affairs). With this information, the persons concerned will be contacted and invited to an appointment for the purpose of lodging an application for temporary protection. In order to optimise and accelerate the administrative and decision-making processes for the large number of temporary protection applicants from Ukraine, several government agencies set up a One-Stop-Shop called "Ukraine Guichet Unique Enregistrement" in the heart of Luxembourg's city centre. This One-Stop-Shop, which deals exclusively with displaced persons from Ukraine, houses the General Department of immigration of the Ministry of Home Affairs and the National Reception Office (NRO) of the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees, the Luxembourg Police, the Ministry of Health and Social Security, the Ministry of Education, Children and Youth and a Luxembourg bank/telecommunication service provider in one building. These actors cooperate closely to provide applicants for temporary protection with a rapid decision within a very short period and applicants can receive information directly from professionals in the same building. Lodging takes place in person at the one-stop shop building.
	All registrations for temporary protection are recorded in the database of the General Department of immigration, which is connected to the National Registry of Physical Persons (RNPP). Photographs are taken of the applicants, and they are

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Residence permit	If the conditions for granting temporary protection are met and approval is granted, a provisional temporary protection certificate is issued. The beneficiary of temporary protection must then request an appointment with the General Department of immigration to obtain a biometric card. These documents allow its holder to remain on Luxembourg territory, but do not confer a right of residence in accordance with the legislation on the entry and residence of foreigners. Temporary protection specimen available here
Legal aid	Free legal aid is provided by the Luxembourg Bar Association to those people without sufficient income, including beneficiaries of temporary protection. More information can be found here.
Appeal	The grounds for an appeal of a decision on temporary protection are laid down in article 2 of the Law of 7 November 1996 on the organisation of administrative jurisdiction. Ordinary administrative rules apply. An appeal may be brought against a decision denying temporary protection within three months upon notification of the decision before the Administrative Tribunal. The appeal must be introduced by application signed by a lawyer admitted to one of the Bars of the Grand Duchy of Luxembourg. There is not automatic suspensive effect. Legal representation is provided in the same conditions as in the regular asylum procedure (article 23(2) of the amended law of 18 December 2015 on the reception of applicants for international protection and temporary protection).

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Exclusion	The grounds for exclusion from temporary protection/national scheme name/title are laid down in article 71 of the amended Asylum Law. • Persons that have committed a crime against peace, a war crime or a crime against humanity, as defined in the international instruments drawn up to make provision in respect for such crimes, • Persons that have committed a serious crime under ordinary law outside the Grand Duchy of Luxembourg before being admitted as beneficiaries of temporary protection, • Persons that have been guilty of acts contrary to the purposes and principles of the United Nations, • Persons where there are reasonable grounds for regarding them as a danger to national security or, having been convicted by a final sentence for a particularly serious crime, that they constitute a threat to the community of Luxembourg.

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Termination	The grounds for termination or withdrawal of temporary protection are laid down in article 79 of the amended Asylum Law. Pursuant to the national legislation, beneficiaries of temporary protection in Luxembourg may renounce their status to voluntarily return to their country of origin, though no specific programmes exist for return to Ukraine due to the ongoing war, requiring individuals to arrange their own travel. Renunciations of temporary protection are managed by the General Department of Immigration and involve submitting a signed cancellation form, either via email or in person, with minors requiring parental or legal guardian consent. Once processed, the protection status is withdrawn in national databases, and individuals are asked to deregister from their local commune and notify the NRO of their departure. Withdrawals occur if the individual receives protection in another country, verified through the European Commission's Temporary Protection Platform, and involve documentation signed by a superior. No procedure exists for beneficiaries temporarily in Ukraine.

Reception and accommodation

Overview

The NRO is responsible for the accommodation of applicants and beneficiaries of temporary protection in special temporary accommodation facilities, co-managed by the NRO and external stakeholders.

Beneficiaries of temporary protection have access to material reception conditions provided by the NRO, including accommodation, food and clothing, as well as a monthly allowance and access to medical care.

As of June 2025, the NRO and its partners, the Red Cross, HUT and InterActions have opened 12 temporary accommodation facilities for applicants and

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beneficiaries of temporary protection.

Organisation of reception and accommodation

Initial reception: There is one emergency accommodation structure in Luxembourg city, located in Kirchberg. The structure offers shelter for the first days and meals as well as necessities for people wishing to obtain temporary protection in Luxembourg, but also for people wishing to go to another European country. The structure serves as first reception centre and is open 24 hours a day, 7 days a week.
Capacity: 2,374 beds as of June 2025.

Types of facilities: Emergency accommodation structure.

Accommodation: As of June 2025, the NRO has established 12 emergency and accommodation centres (including the first reception centre) for applicants and beneficiaries of temporary protection, with a total capacity of 2,374 beds. Social assistance in ensured by the NRO's partner organisations: HUT, the Red Cross and InterActions. Accommodation facilities have been designated throughout the country in the form of hotels, youth hostel and cultural centres, industrial and office buildings.

Provision for means to obtain housing: No financial support is provided.

Other types of accommodation: Displaced persons from Ukraine are also offered private housing from Luxembourg residents. Beneficiaries of Temporary Protection in private accommodations receive social follow-up either directly from the NRO, or through CRL or HUT (mandated by the NRO).

The NRO also intervenes in emergencies and offers social support during its opening hours, including via a hotline. BTPs are also informed of the possibility of moving into a NRO accommodation if problems arise with the host family. They can go to the emergency accommodation facility in Kirchberg at any time, which will provide them with initial accommodation until they can be accommodated in the NRO reception centres.

As of August 2025, up to 2,193 refugees from Ukraine were accommodated in private households.

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Rights of people granted temporary protection

Rights	Description

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Access to labour market	Beneficiaries of temporary protection are exempted from applying for a temporary work permit and can therefore freely access the Luxembourg labour market without the need for a specific permit, for as long as their temporary protection certificate is valid. The following measures are implemented by Luxembourg to support access to the labour market for beneficiaries of temporary protection: • Skills mapping • Financial incentives for employers (all the measures that another jobseeker may also have such as professional training internship (SP); contract for professional reintegration (CRE), employment initiation contract (CIE) and aid for the re-employment of older jobseekers (CHALD)). • Language courses • Counselling (by registering with ADEM, assistance and guidance on job search and access to number of free services, etc). • Vocational training The persons concerned can also register as job seekers with the National Employment Agency (Agence pour le développement de l'emploi - ADEM). Employers who wish to hire beneficiaries of temporary protection from Ukraine must register their vacancies with the ADEM Job board following the usual procedure. When filling in the declaration of a vacant position, employers should make sure that they choose the public publication of their job notification to guarantee that beneficiaries of temporary protection can access it directly on the public website of ADEM's Job board. Information on access to the labour market for beneficiaries of temporary protection is available on • the Government of Luxembourg dedicated page • the National Employment Agency's website (Agence pour le développement de l'emploi - ADEM) under Information for jobseekers who have fled Ukraine

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Access to medical care	A person who is granted temporary protection has the right to access to medical care under the same conditions as beneficiaries of international protection. Medical care in both cases is covered by the National Health System (Caisse Nationale de Santé - CNS). Information on access to health care services is available on Ministry of Home Affairs FAQs page. In Luxembourg, beneficiaries of temporary protection have access to medical care through the National Health System (CNS) under conditions similar to beneficiaries of international protection. The BTP does not have a three-month waiting period as they are directly affiliated with the CNS. Therefore, they do not receive vouchers either and they can directly consult the doctor of their choice. Medical coverage is initially facilitated by the NRO through a voluntary health insurance scheme. During this time, medical expenses are covered directly by the NRO. Once employed, medical costs are handled through the employer. Luxembourg's social security system is funded by contributions from insured individuals and public authorities (*Centre Commun de la Sécurité Sociale – CCSS*), offering free basic health coverage for residents and their dependent family members. Unemployed individuals may opt for voluntary health insurance by meeting specific eligibility criteria and paying a monthly fee. Health coverage is activated immediately upon being granted temporary protection, streamlining access to care. If the person is unemployed can voluntarily registering in the Joint Centre of Social Security. To be eligible for voluntary health insurance, the person: • must be at least 18 years old, • must not otherwise be eligible for health insurance, • must reside in Luxembourg or in an EU, EEA or Switzerland. • must not owe any social security contributions for voluntary insurance to the CCSS.

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Social welfare assistance and means of subsistence	Beneficiaries of temporary protection are entitled to material assistance from the NRO, provided they do not have sufficient means of subsistence nor any support from a private individual. The prerequisite for receiving this assistance is to be in possession of a temporary protection certificate issued by the General Department of Immigration of the Ministry of Home Affairs. Conditions are the same as applicants of international protection. Beneficiaries of temporary protection will receive a monthly allowance as per article 14 (9) in accordance with article 2 (g) of the amended Reception law. This allowance is foreseen in article 13 that states: In case of full-board accommodation or accommodation with the provision of meals, the monthly allowance shall be fixed at (indexed amounts as of May 1st 2025): (a) EUR 32 for an applicant (b) EUR 32 for an unaccompanied minor (c) EUR 32 for a minor In case that food cannot be provided the amount of the monthly allowance shall be fixed at (a) EUR 249.76 for an applicant (b) EUR 249.76 for an unaccompanied minor c) EUR 249,76 for a minor The monthly allowance is supplemented by grants in kind or vouchers to cover the costs of accommodation, clothing and medical expenses.

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Education	**Minors** have the right to access the education system based on the same conditions as Luxembourg nationals. School attendance is mandatory in Luxembourg between the ages of 4 and 16. Children and teenagers are welcomed to the school as soon as the immigration procedures provided for by the Directorate of Immigration and the Directorate of Health have been completed. The Education Department for Foreign Children (SECAM) of the Ministry of Education, Children and Youth has set up a one-stop shop for the orientation of Ukrainian families. After an interview with the families and the children, the SECAM offers them one or more options so that each child quickly benefits from adequate schooling. The final choice between the possible options rests with the parents. The educational offer for Ukrainian refugee children and young people is mainly organized by six public international schools. These schools set up reception classes with English language as the vehicle, specifically for Ukrainian pupils. In a second step, when the children are ready, they can join a regular international class. Depending on the age of the pupils and as the learning progresses, a second language will be added, German or French. In exceptional cases, students whose level authorizes it may join a regular international class directly. To this end, additional places have been created in the existing classrooms of international schools. Depending on needs and demand, Ukrainian children may also be educated in municipal schools. Extra-curricular care for young children and children in cycle 1 will be provided by childcare facilities near the child's place of residence. Recruitment of additional English-speaking teaching staff for international schools is underway.

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Family reunification	Beneficiaries of temporary protection may apply for family reunification with their family members who were granted temporary protection in another Member State as well as with their family members who have not yet entered the territory of a Member State. Pursuant to Article 75(2) of the amended Asylum Law, the following are considered family members: a) the sponsor's spouse, b) the sponsor's or the sponsor's spouse's unmarried minor children, whether legitimate, born out of wedlock, or adopted, c) other close relatives who were part of the household at the time of the events that caused the mass influx and who were then entirely or predominantly dependent on the sponsor.
Other	**Integration initiatives** No information available.

Assistance to unaccompanied minors

The representation and placement of unaccompanied minors who will receive temporary protection are guaranteed, same as for applicants for international protection. The only distinction lies in the fact that it is not necessary to appoint an ad hoc administrator for the temporary protection applicant.

If child trafficking is suspected, the police are alerted.

Every unaccompanied minor arriving in Luxembourg requesting temporary protection (or international protection) is supported by the National Children's Authority, ONE (*Office National de l'Enfance*).

Data for each unaccompanied minor is registered in the database of the General Department of Immigration (the same as for adults).

For undocumented minors, the Grand-Ducal police undertake verifications to establish the identity for applicants of temporary protection, including minors.

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Within the examination procedure of a temporary protection claim, the General Department for Immigration accepts Passports (official travel documents) or national ID to establish the identity and/or nationality of the applicant. All other kind of documents, such as birth certificates, qualification certificates, journal extracts, articles or photos claiming the identity of the applicant, etc. may help to prove the veracity of the applicant’s statements.

Unaccompanied minors’ situations are handled by the General Department of Immigration and the Youth Court by taking into consideration the best interest of the child.

Legal guardianship: In principle if the child arrived accompanied by the legal guardian, the minor will be treated as an accompanied minor and the guardian will have to file the application for himself/herself and for the child under his/her guardianship. This evaluation is done on a case-by-case basis.

If there is doubt on the validity of the guardianship documents, the General Department of Immigration, acting in the best interest of the child, takes in consideration the will or opinion of the child and request the Family Court to treat the question of the child's guardianship.

The General Department of Immigration register separated children and unaccompanied minors for the temporary protection even if the guardianship is ongoing, except when a child is with a Luxembourgish resident, the case is first referred to the Family Court before this person can sign on behalf of the child.

Accommodation: The reception of unaccompanied minors is based on a clear division of responsibilities between the NRO and the ONE, each playing a distinct but complementary role. The NRO is responsible for the administrative reception of applicants for international protection, including unaccompanied minors. However, it is the ONE that ensures accommodation for unaccompanied minors. In accordance with the Law of 16 December 2008 on child and family assistance, the ONE organises individualised care, including educational, psychological, and social support. It may also refer minors to specializsed facilities tailored to their specific needs. Thus, while the NRO serves as the entry point into the reception system, it is the ONE that takes over to guarantee safe and dignified accommodation, always acting in the best interests of the child.

The Centre for Initial Reception of Unaccompanied Minors – Primo-Accueil for Unaccompanied Minors currently offers 18 permanent places. This facility serves as a short-term reception centre, where unaccompanied minors are

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accommodated temporarily before being transferred to a suitable follow-up structure. At present, there are 15 follow-up structures for unaccompanied minors, operated by four different service providers, offering a total of 159 places.

Every child or young adult (from 0 to 27 years) residing on Luxembourg territory may benefit from assistance measures of the ONE. To obtain such support, children and young adults must:

- encounter difficulties in their physical, mental, psychological or social development,
- find themselves in physical or moral danger,
- or risk social exclusion.

Education: See the section above related to education support for minors.

Assistance to people with special needs

Detection of vulnerabilities: Beneficiaries of temporary protection do not undergo a medical appointment, while this is mandatory for applicants for international protection within 2 weeks of arrival. The identification of needs and vulnerabilities is carried out through social support within the facilities. Beneficiaries also have the right to psychological and/or psychiatric support as soon as they arrive in the first reception facilities. A dedicated service is provided through a collaboration agreement established by the NRO with the Red Cross.

Women: Women travelling with several children, some of whom may not be their own, are accommodated in specific sections of reception centres, where no single men are hosted.

Solidarity (relocation of people who are eligible for temporary protection)

Information is currently not available.

Impact of simultaneous application for international protection

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Beneficiaries of temporary protection have the right to apply for international protection at any time as stated in Article 77 of the amended Asylum Law. However, the benefit of temporary protection cannot be combined with the status of an applicant for international protection during the examination of the application.

According to the national legislation:

"(1) Beneficiaries of temporary protection may apply for international protection at any time.
(2) Temporary protection may not be combined with the status of applicant for international protection while the application is being examined.
(3) If, at the end of the examination for international protection, this protection is not granted to the beneficiary of temporary protection, the benefit of temporary protection remains acquired for the remaining duration of this protection.
(4) The examination of applications for international protection, which have not been processed before the expiry of the period of temporary protection, is completed after the expiry of this period."

Given the volatile situation in Ukraine, Luxembourg decided at the beginning of the war not to issue any decision on applications for international protection which were submitted by Ukraine nationals, which were put on hold. However, a case-by-case analysis is currently being carried out again.

Dublin procedure: The criteria and mechanisms to determine the EU Member State responsible for examining an asylum application apply. In particular, the Member State responsible for examining an asylum application presented by a person benefiting from temporary protection is the State which has accepted the transfer of the said person to its territory.
More information on the international protection procedure is available here.

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