



**Info
Handicap**

Conseil national des
personnes handicapées

Alternative Report on Implementation of the United Nations Convention on Rights of Persons with Disabilities

Luxembourg 2025



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Presentation of Contributing Disabled Persons' Organisation (DPO)

Info-Handicap – Conseil national des personnes handicapées asbl (National Council of Persons with Disabilities) is the umbrella organization that currently unites 62 member organizations in Luxembourg. These include organizations of persons **with** and organizations **for** persons with disabilities.

Info-Handicap works **to protect and promote the rights** of persons with disabilities, encourage dialogue among its members and other stakeholders, and **raise public awareness** of the importance of equal opportunities and full societal participation for all.

It also plays a crucial role **in identifying gaps** in disability-related policies and services, collaborating with relevant authorities to develop practical and sustainable solutions.

At the European level, Info-Handicap represents the Grand Duchy of Luxembourg in the **European Disability Forum (EDF)**. It also manages the **Centre national d'information et de rencontre du handicap** (National Information and Meeting Centre for Persons with Disabilities) which provides **information, advice**, and support on disability-related matters. The Centre also advocates for **accessibility**, organizes **training sessions**, and conducts **awareness campaigns** aimed at both persons with disabilities and the broader public.

Across all its areas of work, Info-Handicap is committed to building a more inclusive society, true to its guiding principle, shared with the EDF:

“Nothing about us, without us”



Statistics

Beginning of 2024 statistics collected during the 2021 population census were published. **The 2021 population census in Luxembourg is the first time the theme of disability has been explored**, providing new information on the population living with a disability. The census covers the entire resident population without such restrictions.

The 2021 census included questions on both the type and degree of disability. It's important to note that responses are subjective, **reflecting the situation as perceived by the individuals concerned or their guardians**.

Based on the census, **nearly 15% of persons living in Luxembourg declare themselves to be in a situation of disability**. This corresponds to over 94,000 persons. The prevalence is slightly higher among women (15.2%) compared to men (14.0%), which is partly explained by the slightly older average age of women.

The prevalence of **disability increases significantly with age**. Less than 5% of children under 10 are concerned. The prevalence fluctuates around 10% up to age 44, but increases rapidly thereafter, reaching 58% for those aged 85-89 and exceeding 70% from the age of 90.

Regarding the nature of disability, persons could indicate multiple types. The most frequently reported types among the total population are **visual impairment, affecting 8.7%** of the population, **reduced mobility at 3.9%** and **hearing impairment at 2.5%**.

The census also collected information on the degree of the disability: light, moderate, or severe. Excluding light disabilities changes the ranking of the most frequent types. When excluding handicaps considered "light", reduced mobility becomes the most frequent type, affecting 2.6% of the population, followed by visual impairment at 2.4% and hearing impairment at 2.2%. To provide an aggregated view, persons were grouped by the highest reported degree of disability. 6.4% of the population reported a light disability, 4% a moderate disability, and 2.9% a severe disability. Another 1.4% did not specify the degree. **Nearly half of the persons concerned judge their handicap as moderate or severe**.

Persons with disabilities differ from others in their characteristics, particularly their **education level**. Among those aged over 15 with disabilities, **42.8% have an education level not exceeding lower secondary, while only 18.5% have a higher education diploma**. In contrast, among non-disabled persons, only 23.2% did not exceed lower secondary education, and 38.3% have higher education.

Looking at economic activity, the overall figures for persons with disabilities are influenced by the age structure (as prevalence increases with age). **45.1% of persons**



with disabilities declare themselves retired or permanently invalid. However, focusing on the **working-age population (20-64 years), 57.1% are employed.** This is significantly lower than the 74.1% employment rate for the total population in 2021. Among working-age persons with disabilities, 4.9% are unemployed, resulting in an unemployment rate of 8.0%, which exceeds the national average of 5.7% in 2021.

Persons with disabilities tend to work in similar sectors as others, but with some notable differences. 17% of disabled workers are in the health and social action sector (compared to 11% of non-disabled workers), partly due to the classification of professional inclusion workshops. Conversely, they are underrepresented in sectors requiring high education levels, such as financial and insurance activities, and specialized, scientific, and technical activities.

Geographically, the proportion of persons with disabilities varies across communes. Higher rates in some communes are partly linked to the presence of residential structures for persons with disabilities or the elderly, which represent a significant portion of the commune's population. The census also showed that **3% of persons with disabilities live in institutions (collective households)**, compared to only 0.9% of others.

Source

STATEC: statistiques.public.lu/fr/actualites/2024/stn09-handicap.html



Coalition Agreement of the Luxembourg Government 2023-2028

In October 2023 Luxembourg elected a new Government. The current coalition agreement plans many improvements in terms of, accessibility, disability rights and special needs.

- **Overarching goals and legal framework**
 - The Government considers the **implementation of the United Nations Convention on the Rights of Persons with Disabilities (CRDPH)**, signed by Luxembourg in 2007 and adopted in 2011, to be a priority. This convention stipulates that persons with disabilities should live independently, decide freely about their lives, and have the same rights as non-disabled persons.
 - The Government's inclusion policy will aim to **consider the specific needs of all citizens and adapt to individual needs.**
- **Key plans and initiatives**
 - **National action plan:** The Government will develop a **third national action plan for persons with disabilities**, which will serve as the pillar of their inclusion policy. This plan's objectives will be regularly evaluated in close consultation with other ministries, associations, persons living with a disability, and the High Council for Persons with Disabilities.
 - **Accessibility implementation:** The Government will rapidly implement the **Law of 7 January 2022, on accessibility for all places open to the public, public roads, and collective housing buildings**. They will support this implementation to ensure buildings and public roads comply as quickly as possible.
 - **Products and services accessibility:** The **Law of 8 March 2023, transposing the European Accessibility Act (Directive (EU) 2019/882)** will be implemented rapidly and effectively. This law aims to harmonize accessibility requirements for a defined list of products and services. The Government will provide the necessary means for its proper application.
- **Barrier-free society:** A barrier-free society remains a permanent goal to enable persons with disabilities to live as autonomously as possible.
- **Increased offer in the sector:** Given rising demand for accommodation, learning, and employment places in professional inclusion workshops and day activity services for persons with disabilities, the Government will continue to co-finance new constructions, transformations, extensions and compliance upgrade for these services.
- **Revision of relations with service providers:** The modified Law of 8 September 1998, governing relations between the state and social, family, and therapeutic



organizations, and the related Grand-Ducal regulation of 23 April 2004, concerning Government approval for service managers for persons with disabilities will be revised and supplemented.

- **Accessible public transport:** In collaboration with communes, public transport will be made more accessible to persons with disabilities. Legislation on specific regular transport services and on-demand transport for persons with reduced mobility (Adapto and Mobibus) will be reviewed to make them more reliable and efficient.
- **Protection in justice:** Protection measures in justice for persons with disabilities will be reviewed and strengthened.
- **Public awareness and dialogue:** The Government is committed to continuing to raise public awareness and inform the public about the importance of an inclusive and accessible society. Regular and active exchanges will be organized with persons with disabilities.
- **Adult changing tables:** The Government will encourage the setup of additional adult changing tables nationwide, especially in central locations.
- **Communication accessibility:** Access to information and communication must be guaranteed for persons with disabilities to improve their participation in social, cultural and political life. Accessibility of the virtual world will be improved with barrier-free communication in simple language. Communication from the Government, Parliament, judicial bodies, and public administrations will be made accessible to all.
- **Accessible communication centre:** The GIE Centre de la Communication Accessible à Tous (CCAT) will be developed to offer training, advice, and information on accessible communication and organize awareness campaigns. It will serve as the central office for providing sign language interpreters, with increased financial means to improve global "barrier-free communication". The number of sign language courses will be increased and a pool of sign language interpreters created.
- **Family support structure:** A sequential reception structure with child and family support will be established for families of persons with disabilities, including parents of children with disabilities and parents with disabilities. A network of "leisure assistants" will be introduced across the country to support persons with disabilities in various activities.
- **Legal definition of disability:** The Government intends to legislate on the notion of "disability", inspired by international legal texts, as it is not clearly defined in Luxembourg law.
- **Personal assistance study and budget:** The personal assistance study will be continued to define a personal assistance budget for individuals living with a disability, allowing them to access necessary services and benefits to live autonomously and self-determinedly.
- **Single point of contact:** A single point of contact ("guichet unique") will be created to determine the specific needs of individuals, serving as a unique



location for reception, orientation, and recognition of rights. This new structure will also inform persons about available social service offers.

- **Support for complex needs:** The Government will continue to develop adequate care and support concepts for complex cases, including children with complex special needs, elderly persons with disabilities who are retired, and persons with dual diagnoses.
- **Housing options:** The Government will increase the supply of autonomous and semi-autonomous residences and encourage the creation of inclusive housing and residences, for example, within large public and private housing projects.
- **Employment access and support:** Access to the first and second labour markets for persons with disabilities will be improved and simplified. The 2003 legislation governing the status of "salarié handicapé" (disabled employee) will be revised and adapted. Job creation for persons with disabilities in both public and private sectors will be encouraged.
- **Increasing first labour market employment:** The Government believes the number of persons with disabilities in the first labour market should increase. An awareness campaign will be launched for private companies to encourage hiring or retaining persons with disabilities. Public and private sector actors will be better informed about state aid for hiring "salarié handicapé," such as the "assistant à l'inclusion dans l'emploi" (employment inclusion assistant).
- **Professional inclusion workshops and inclusive employment:** Existing "ateliers d'inclusion professionnel" (professional inclusion workshops) will be developed, and new concepts for inclusive employment and work assistance will be created for more targeted integration into the first labour market.
- **Training services:** Support for persons with disabilities in training services will be rethought following the extension of compulsory schooling.
- **Family leave and allowances:** Legal provisions regarding family leave and the supplementary special allowance will be revised to better meet the real needs of support and care for families with severely ill children with disabilities.
- **Educational inclusion:** Effective integration of children with disabilities into reception structures and fundamental education schools will be intensified. Specialized schools will be more integrated into the education system. Within fundamental education, the network of regional competence centres will be expanded, and local school teams strengthened, including specialized teachers (I-EBS) and assistants (A-EBS). The implementation of the law on student well-being and inclusive education will be evaluated and adapted. Support Teams for Children with Special Needs (ESEB) will be developed in secondary schools. A specific schooling offer for young students with behavioural disorders will be implemented.
- **European Disability/Parking Card:** The Government supports the proposal for a European Disability Card and European Disability Parking Card.
- **Income support:** The Revenu pour Personnes Gravement Handicapées – RPGH (income for severely disabled persons) will be regularly adjusted based on the



average wage evolution. Discussions will be held on integrating the "equivalent tax credit" into the RPGH scale after its expiry.

- **Digital social file:** A digital platform for social aid information will be created. The possibility of a "Guichet social" (social single point of contact) will be studied for simplified application processes. Data exchange between administrations and potentially a shared social file are being analysed to reduce bureaucracy, respecting data protection.
- **Technology in care:** Support for modern technologies like health monitoring, telemedicine, telecare, and robotics in the elderly and care sector will be provided (relevant for elderly with disabilities).
- **Volunteering:** Volunteering in social domains, such as for persons with disabilities, will be developed to potentially relieve care staff.
- **State classes:** The legal framework for the administrative management of state classes with specialized objectives in areas like inclusion will be clarified.
- **Employment maintenance:** Efforts to facilitate access and maintain employment for persons with disabilities will be continued and the available mechanisms developed.

Source

Coalition Agreement: gouvernement.lu/fr/publications/accord-coalition/accord-de-coalition-2023-2028.html



Methodology

To prepare this report, Info-Handicap – Conseil national des personnes handicapées asbl **reviewed the documentation** from the first evaluation conducted by the Committee on the implementation of the UN Convention on the Rights of Persons with Disabilities (UN CRPD) in Luxembourg.

At the end of 2024, in collaboration with its member organizations and in line with the principle “Nothing about us, without us,” Info-Handicap **developed a political agenda**. This agenda aimed to identify persistent gaps in the implementation of the UN CRPD in Luxembourg and to assess the Government’s second National Action Plan designed to advance the Convention’s objectives.

Info-Handicap also **initiated formal meetings** with various Government ministers, political parties, and civil society organizations to discuss ongoing priorities and present key demands for the Government’s third National Action Plan, which is currently in development.

Furthermore, a **public survey** was conducted to gather insights from persons with disabilities regarding the implementation of the UN CRPD in Luxembourg. The survey received 183 responses from both individual participants and member associations. In addition, several online consultations were organized upon request to ensure inclusive participation and broader representation.



Improvements and Challenges

Articles 1 to 3 – Purpose, definitions and general principles

The consolidated version of the Constitution of the Grand Duchy of Luxembourg (as of 1 July 2023) includes specific provisions related to the rights of persons with disabilities. Notably, within the chapter on rights and freedoms, the Constitution states:

- **"Toute personne handicapée a le droit de jouir de façon égale de tous les droits"** (Every person with a disability has the right to enjoy all rights equally).

This constitutional clause in Article 15, paragraph (6) represents a significant improvement in the domestic legal recognition of the rights of persons with disabilities in Luxembourg, directly aligning with and reinforcing the core purpose and principles of CRPD Articles 1-3.

- It explicitly grants the right to equal enjoyment of all rights to persons with disabilities, echoing the CRPD's goal of ensuring the "full and equal enjoyment of all human rights and fundamental freedoms".
- This constitutional guarantee directly supports the CRPD principles of non-discrimination and equality of opportunity [6(b), 6(e)], by ensuring that persons with disabilities have the right to enjoy all rights on an equal basis.
- Furthermore, the Constitution includes a general principle that "Nul ne peut être discriminé en raison de sa situation ou de circonstances personnelles" (No one can be discriminated against based on their situation or personal circumstances), which encompasses disability as a ground for non-discrimination, further supporting the CRPD principles [5, 6(b), 9].

The inclusion of the right to equal enjoyment of all rights for persons with disabilities directly within the Constitution, provides a strong, high-level legal foundation for these rights at the national level, which can be seen as a clear improvement consistent with the aspirations of CRPD Articles 1-3.

Source

Constitution:

legilux.public.lu/eli/etat/leg/constitution/1868/10/17/n1/consolide/20230701

Article 4 – General provisions

Luxembourg has demonstrated a **commitment to legal reform** to align its framework with the Convention, including aspects of the Constitution and laws related to accessibility and legal capacity. Significant **legislative progress** has been made with the



adoption of **laws on accessibility** for public places, roads, collective housing (2022) and for products and services (2023).

The **second national action plan** has come to terms on December 31st, 2024, and is currently being evaluated. During the evaluation process consultations with representatives of the civil society have been taken place. A **third national action plan** for persons with disabilities will be developed, intended as the core of inclusion policy and planned for regular evaluation in close consultation with concerned persons and stakeholders, including the High Council for Persons with Disabilities and representatives of the civil society.

Initiatives have been launched to improve access to **information and communication**, including establishing the GIE Centre de la Communication Accessible à Tous (CCAT) for accessible communication, training, and sign language interpretation. There is a commitment to making Government communication and websites accessible.

The Government intends to **legislate on the notion of disability**.

Plans are in place to create a **single point of contact** ("guichet unique") to determine specific needs and provide reception, orientation, and recognition of rights for persons with disabilities.

Efforts are ongoing to **improve access to the labour market** and develop inclusive employment concepts, including revising the "salarié handicapé" status and measures like the "assistance à l'inclusion".

The Government has enforced the **coordinating mechanism to ensure consistent implementation** across Government sectors. The Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees coordinates all projects in relation with the implementation of the UN CRPD in Luxembourg. As of 2025 a point of contact has been identified in each Ministry and an interministerial Committee has been put in place and meets regularly.

Systematic and meaningful consultation have been but in place. In addition to the Conseil National des Personnes Handicapées – CSPH (Higher Council of Persons with Disabilities), which consults the minister on new laws and persisting challenges in the area of disability, a dedicated **Committee** (GroSuiviPAN) has been put place with representatives of the civil society to follow-up on the advancement of the implementation of the second national action plan.

In 2018, Luxembourg amended the **Law of 24 February 1984** on the language regime to officially **recognize German Sign Language (DGS) as a full language**. The law grants persons with a hearing impairment the right to use DGS with public services, access education in DGS, and enables their families to learn it.



Despite all improvements some challenges remain.

Disability is still largely defined using a medical approach in laws and practices, focusing on the degree of impairment and a uniform legal definition is still lacking.

The **effective application of anti-discrimination measure** is hindered by monitoring bodies, like the **Centre pour l'Égalité de Traitement – CET** (Centre for Equal Treatment), lacking sufficient legal powers and/or resources.

Previous action plans were not legally binding and lacked clear timeframes, indicators, and budgets. Some actions planned in the second national action plan are difficult to measure. For the **third national action plan** commitments of ministries should be binding and a dashboard on progress of implementation should be made available to a Committee like the GroSuiviPAN.

There is a **lack of mandatory training** on the rights and needs of persons with disabilities for state administrators, officials and professionals in key sectors.

Persons with disabilities face difficulties accessing **information and communication** in accessible formats like easy-to-read, plain language and sign language in official interactions and mass media. A lack of resources to make information and communication fully accessible persists.

There is a **general lack of systematic and disaggregated data collection** on the situation of persons with disabilities, which hinders appropriate policy development. The civil society has no access to statistics apart from those collected in the population census of 2021.

Progress on some **key legislative reforms**, such as the reform of guardianship/legal capacity has been slow. Many actions that were planned in the second national action plan are still not initiated or fully realized. There is still no plan to abolish guardianship/curatorship to ensure legal capacity and equal standing in Luxembourg.

Sources

Law & Regulations on Accessibility of Public Spaces: accessibilite-infrastructure.public.lu/fr/boite-outils/legislation.html

Law on Accessibility of Products and Service:
legilux.public.lu/eli/etat/leg/loi/2023/03/08/a133/jo

Law on Sign Language: legilux.public.lu/eli/etat/leg/loi/1984/02/24/n1/jo



Article 5 – Discrimination

The **Law of 28 November 2006** on Equal Treatment prohibits discrimination based on disability across various sectors, including employment, education, healthcare, and access to products and services. This law incorporates EU directives into Luxembourg's legal framework, reinforcing the commitment to equal treatment.

The CET, established to promote and monitor equal treatment, has seen improvements in its operational capacity. In 2022, the CET's budget increased from €480,842 in 2021 to €639,800, allowing for the hiring of additional staff, including a new lawyer. In 2023, the CET was designated as the competent authority for receiving reports of breaches related to discrimination, following the transposition of **EU Directive 2019/1937** into national law. This expansion enhances the CET's role in safeguarding individuals who report discriminatory practices. **EU Directives 2024/1499 and 2024/1500** have not yet been transposed into national law, but are expected to further strengthen the competencies of the CET once implemented.

Despite **legal requirements mandating employers** with more than 25 employees to hire a certain percentage of persons with disabilities, compliance remains inconsistent. Since no penalties are currently applied this results in limiting employment opportunities for persons with disabilities.

Luxembourg still faces major challenges in integrating children with disabilities into mainstream education. The 2024 National Education Report reveals that many teachers feel unprepared to support these students, particularly those with autism or emotional difficulties. A lack of data also hinders the development of effective, inclusive strategies. Despite existing policies, implementation remains uneven. European Schools, for example, have been criticized for failing to accommodate students with disabilities, often pushing families toward specialized institutions. Stronger teacher training, better data, and consistent policy enforcement are urgently needed to address these inequalities.

Many individuals with disabilities are **unaware of their rights or fear retaliation**, leading to underreporting of discrimination cases. The complexity of administrative procedures and potential legal costs further deter victims from pursuing complaints.

There is a lack of comprehensive data on discrimination against persons with disabilities, making it challenging to assess the effectiveness of existing laws and policies. Improved data collection mechanisms are necessary to inform policy decisions and ensure accountability.

Source

Law on Equal Treatment: legilux.public.lu/eli/etat/leg/loi/2006/11/28/n1/jo



Article 6 – Women with disabilities

Luxembourg has adopted a **gender mainstreaming approach**, integrating gender equality considerations into all policies and programmes, which can benefit women with disabilities. Some women's shelters and organizations have **begun addressing the specific needs of women with disabilities**. Workshops and activities aimed at strengthening the self-confidence of girls and women with disabilities have been introduced. Furthermore, conferences and publications have started to highlight the multiple forms of discrimination faced by this group. Collaborative efforts have also emerged around issues such as sexuality and the support of women with intellectual disabilities who have become mothers.

Despite these measures, **challenges remain**. There is a **scarcity of disaggregated data** on the situation of women and girls with disabilities, making it difficult to assess the effectiveness of policies and identify areas needing improvement. Women with disabilities are **underrepresented in political and public** decision-making processes, limiting their influence on policies affecting their lives. While general anti-discrimination laws exist, there is a **need for specific strategies and programmes** addressing the unique needs of women and girls with disabilities, particularly concerning education, employment and protection from violence.

There are still very **few accessible shelters** for women with disabilities. Medical services, such as **gynaecological care and pregnancy support**, are often not adapted to the needs of women with disabilities. Targeted programs supporting professional **inclusion or protection against workplace discrimination** are also lacking. The topic of **parenthood** among persons with disabilities remains largely unaddressed. Additionally, **intersectionality** is not sufficiently reflected in action plans or service provision. While there is occasional mention of women or children with disabilities, the specific needs of girls and young women with disabilities are rarely considered. A **lack of data** on this group further contributes to their invisibility and inadequate support in services.

Article 7 – Children with disabilities

Children with special educational needs **are supported to participate in traditional education**. Support measures include individualized teaching adaptations, reasonable accommodations, and assistance from specialized educators and support staff. The country has established **competence centres** for specialized psych pedagogy, offering targeted support for children with disabilities. These centres provide specialized classes and interventions tailored to the individual needs of each child. Luxembourg has **mechanisms in place for early identification and support** of children with disabilities. This includes assessments and interventions designed to address developmental challenges at an early stage.

However, many children **remain in special classes or schools**, even though they could be included in mainstream education, mainly due to a lack of staff, resources, or



accessible infrastructure. There is still **limited awareness** among teachers and educators that children with disabilities have an equal right to participation without being forced to conform. Teachers often **lack proper training and understanding** of diverse disabilities, with some showing denial or resistance to inclusive practices. **Regional disparities, long diagnostic waiting lists and insufficient parental support** further compound the issue. These factors contribute to **lower educational attainment** among persons with disabilities, as reflected in national statistics.

There is a lack of comprehensive, disaggregated data on children with disabilities in Luxembourg. This gap hinders the ability to assess the effectiveness of existing policies and to identify areas requiring improvement.

Children with disabilities often have **limited opportunities to express** their views on matters affecting them. Mechanisms to ensure their participation in decision-making processes, both at individual and policy levels, need strengthening.

While educational inclusion has seen progress, there is a **need to enhance accessibility and inclusion** of children with disabilities in other areas such as recreational activities (e.g. sports and culture), healthcare services and community life.

Article 8 – Awareness-raising

The Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees launched **several awareness campaigns** aimed at changing public perceptions of disability and combating prejudice. The campaigns utilized various media channels, including public spaces, websites, and traditional media, to disseminate its message. Info-Handicap marked an important milestone with its activities on December 3rd, 2024, on the International Day of Persons with Disabilities. Several member associations of Info-Handicap launch regularly information and awareness campaigns to contribute to destigmatization of persons with disabilities.

In May 2025, Luxembourg Airport (LuxAirport) adopted the **Hidden Disabilities Sunflower program**, a globally recognized symbol that allows individuals with non-visible disabilities to discreetly indicate that they may need additional support in public spaces. The program was adopted by one of Info-Handicap's member associations, Be Human, in collaboration with the Real Impact Hub.

Info-Handicap and other sector actors **provide training** on how to appropriately welcome, support and communicate with persons with disabilities. These sessions aim to promote greater accessibility and inclusion across all areas of life.

The CRPD and its provisions remain **largely unfamiliar to the general public**, including some Disabled Persons' Organizations (DPOs) and individuals with disabilities. Awareness of invisible disabilities and their specific needs continues to be a major



challenge across all sectors of society. Moreover, informational and awareness-raising materials are often not tailored to the needs of children.

Journalists, editors, and producers should be sensitized to the diversity of disabilities and the challenges associated with them. This sensitization aims to ensure that reporting is inclusive, respectful and adequately represents persons with disabilities.

Improving the accessibility of media is fundamentally important to ensure persons with disabilities have access to information and entertainment.

There is a significant **need for awareness training in various sectors**, including healthcare, education, leisure including sports, judiciary and law enforcement, to ensure that professionals are equipped to meet the needs of persons with disabilities.

Article 9 – Accessibility

Effective from 1 July 2023, the **Law on Accessibility of Public Spaces** mandates that all new constructions, public roads, and collective residential buildings be accessible to persons with disabilities. Existing properties must comply by 1 January 2032. An Accessibility Advisory Council is in place to oversee implementation. Several members of the civil society, including Info-Handicap, are a member within the Council. The Government offers financial aid covering up to 50% of the costs (capped at €24,000) for modifying existing properties to meet accessibility standards.

Transposing the European Accessibility Act, the **Law of 8 March 2023 on Accessibility Requirements for Products and Services**, effective from 28 June 2025, sets accessibility standards for a range of products and services, including smartphones, ATMs, e-books, e-commerce platforms and transport services. It aims to harmonize accessibility requirements across the EU and improve access for persons with disabilities.

Luxembourg has adopted the **Web Content Accessibility Guidelines** (WCAG) 2.2 and the **European standard EN 301 549** to ensure digital platforms are accessible. Public sector websites and mobile applications are required to comply with these standards, enhancing access to information and services for persons with disabilities.

Significant strides have been made to improve digital **accessibility on Luxembourg's public service portals**. **Guichet.lu** now offers an easy-to-read section, providing numerous procedures written in plain language in both French and German, facilitating comprehension for persons with cognitive disabilities, language challenges, or low literacy levels. Additionally, efforts have been undertaken to enhance the accessibility of PDF documents, with a notable increase in tagged PDFs, making them more navigable for screen readers. A dedicated section has been created to help persons with disabilities more easily find the procedures relevant to their needs.



The **Centre for Accessible Communication for All** (CCAT) will be developed to offer training, advice and information on accessible communication and organize awareness campaigns.

Public transport systems in parts of Luxembourg have made progress in incorporating low-floor buses, designated spaces for wheelchair users, and audible/visual announcements for passengers with disabilities.

Initial steps have been taken to **provide communication support** for persons with hearing and visual impairments, including the use of sign language interpretation in selected public events and some online content.

However, numerous older public and private buildings remain either **inaccessible or present significant access difficulties** for individuals with physical disabilities. In addition, accessible toilets are not always available, which can cause challenges to independent access in some public spaces.

While new buses and trains are increasingly accessible, **older infrastructure (stations, rural bus stops) still cause problems**. Information systems (e.g., timetables, real-time apps) are not always accessible to persons with visual or cognitive disabilities.

Many **public and private spaces remain overwhelming** due to bright lights, loud noise, and unclear signage. Forms and digital systems are often complex and quiet or low-stimulation areas are rarely available, making access difficult for persons with hidden disabilities such as autism, anxiety or cognitive impairments.

Some public websites **still lack full accessibility**, especially in terms of alternative text, keyboard navigation and plain language versions. This is also the case for several private sector websites. There is a lack of digital skills support for persons with disabilities (especially older adults or those with intellectual disabilities), but several projects have been kick-off to improve the digital skills of persons with disabilities.

There is **limited availability of alternative communication formats** such as easy-to-read, Braille or sign language interpretation across key services, including healthcare, education and administrative procedures.

While laws exist, **monitoring is underdeveloped**. There is no centralized reporting mechanism for accessibility violations.

Article 10 – Right to life

Luxembourg's legal system **formally protects the right to life for all persons**, including those with disabilities. There are no explicit legal provisions that devalue the lives of persons with disabilities.



Persons with disabilities **theoretically have equal access** to the general healthcare system, including emergency care, pain management and life-sustaining treatment.

The state **promotes early diagnostic and support programs**, such as early education services, speech therapy and psychological services, aimed at improving quality of life from a young age. Neonatal and early developmental care are relatively strong.

Although the law affirms equal protection, **societal and institutional attitudes** sometimes portray the lives of persons with disabilities. This framing is reflected in debates around prenatal diagnosis, care costs and support allocation.

Individuals with **complex or chronic conditions often lack the essential support** needed to survive and participate in society. The long-term care insurance system does not fully cover life-sustaining needs such as respiratory support and personal assistance services are not legally guaranteed.

Without **adequate support for autonomous living**, some individuals, especially those with chronic critical conditions, may be indirectly pushed toward palliative care or euthanasia, rather than being empowered to live independently.

Emergency systems, evacuation protocols, and helplines are often not accessible to persons with **autism, sensory disabilities, hearing impairments or panic disorders**. Individuals with autism or psychosocial disabilities are frequently not taken seriously in emergency medical situations, especially when communication is non-verbal.

Extensive prenatal screening, while medically advanced, can lead to **indirect pressure** to terminate pregnancies when a disability is detected, raising concerns about the implicit valuation of certain lives.

The current **legislation on euthanasia and assisted suicide** excludes individuals under guardianship or deemed legally incapable, limiting their autonomy in critical life decisions, while paradoxically enabling assisted death without offering sufficient life-sustaining alternatives.

Article 11 – Situations of risk and humanitarian emergencies

Luxembourg **has begun integrating disability considerations** into emergency planning, with some collaboration between authorities and disability organizations.

In certain cases, **emergency services like 112** can now be reached by SMS, supporting accessibility for persons with hearing or speech impairments.

The COVID-19 pandemic led to improved awareness of disability-related vulnerabilities and the inclusion of persons with disabilities in some public health



measures. During the pandemic, press conferences were simultaneously interpreted in sign language.

However, emergency and evacuation plans **often fail to address the specific needs** of persons with disabilities. Shelters, signage, alarms, exits and communication are not consistently accessible to all disability types. First responders often **lack training** in communicating with and supporting persons with disabilities. **Crisis information is rarely available in accessible formats** like easy-to-read or sign language. Even if the use of sign language became more common during the pandemic. Persons with disabilities are **not sufficiently involved** in the design or evaluation of emergency strategies.

Article 12 – Equal recognition before the law

Luxembourg's legal framework acknowledges the concept of legal capacity for all persons. Individuals with disabilities can, in principle, make decisions about their personal and financial affairs and advance directives are legally recognized when made by individuals with full legal capacity. There is also a growing awareness among legal and social actors about the need to promote autonomy and supported decision-making, in line with the CRPD's principles.

As of the law of 29 June 2023, adults placed under guardianship in Luxembourg have regained the **right to vote**.

Despite existing legal provisions, **substitute decision-making through guardianship regimes** such as "tutelle" and "curatelle" remains legally in place. Persons placed under guardianship often lose the ability to make fundamental decisions, including those related to health, housing or finances. Luxembourg lacks a formal system for **supported decision-making**.

Legal professionals, social workers and medical staff often receive **limited training** on the rights of persons with disabilities under the CRPD. As a result, overly protective or paternalistic practices persist. Furthermore, persons with intellectual or psychosocial disabilities may face significant barriers in accessing justice and participating effectively in legal proceedings.

The second national action plan foresees several improvements directly related to reforming the current system of legal protection (guardianship) for adults:

- Increasing judicial and justice personnel to reduce long waiting times for legal protection procedures. Recruitments have already been made.
- Creating the function of "contrôleur" (controller) to oversee the legal representative's management of the protected adult's assets. This function



involves verifying transactions and decisions, which must be justified and recorded, with controllers reporting any abuses to the judge.

- Creating the function of "médiateur" (mediator) to help resolve conflicts between the protected adult and their legal representative before judicial intervention is necessary.
- Suppressing automatic limitations on the capacity to act for protected adults currently present in the law. This includes limitations on actions like selling property, making a will, voting, marrying or making donations. The goal is to allow protected adults to make their own decisions with assistance.
- Applying principles of necessity, proportionality and subsidiarity, and planning to legally mandate that guardianship judges respect these principles when opening protection measures. This should ensure that protection is necessary, adapted to the goal, and only used if no less restrictive alternatives exist.
- Installing a legal obligation for regular judicial monitoring of the protected adult's state and require the legal representative to prepare the person for the end of protection. This process must be conducted by an independent person or judicial body.
- Improving communication and information which includes the elaboration of a brochure explaining the legislation on protected adults in easy-to-read language and to allow protected adults to file complaints with the guardianship judge or clerk through various means (e.g. phone, email).
- Documenting the rights and obligations of protected adults and their legal representatives in a formal document or contract to prevent uncertainty and conflict.
- Defining which family members must be informed when an adult is placed under legal protection.

Despite ongoing efforts, the current measures do not reflect a clear commitment to phasing out the guardianship system in Luxembourg.

Source

Law on Right to Vote: legilux.public.lu/eli/etat/leg/loi/2023/06/29/a339/jo



Article 13 – Access to justice

In principle, persons with disabilities have **access to legal aid and the right to representation** in judicial and administrative proceedings. Courts may **provide interpretation or communication assistance** upon request, including sign language interpretation.

However, there is no systematic approach to ensuring **reasonable procedural accommodations** (e.g. easy-to-read materials, simplified procedures, supported communication) for persons with cognitive, intellectual or psychosocial disabilities. Legal documents, websites (e.g. court or ministry portals), and forms are often not accessible in formats adapted to different types of disabilities.

Judges, lawyers, police officers and other legal professionals often **lack adequate training** on disability rights, communication methods and how to ensure meaningful participation in proceedings. The second national action plan however plans to **establish an obligation for legal representatives to attend training**, preparing them to effectively assist and represent the protected adult while respecting their will and preferences.

Persons with disabilities may **face physical, sensory or institutional** barriers when attending court hearings, lodging complaints or asserting their rights.

Individuals under **guardianship** may face restrictions or lack support when participating in legal processes, raising concerns about autonomy and equal treatment before the law.

Article 14 – Liberty and security of persons

Luxembourg's **legal framework protects the right to liberty for all persons**, including those with disabilities. Involuntary hospitalization is regulated by the Act of 10 December 2009 and requires judicial oversight. The law establishes the rules and procedures for placing individuals in psychiatric care against their will, while also emphasizing the importance of respecting their autonomy. Nonetheless, some concerns remain, and no data is available to monitor the situation.

In certain **state-funded living and working facilities**, daily routines are still largely organized by the institution. While this is intended to ensure comprehensive care, it can limit personal autonomy and decision-making. Some residents may feel overly dependent or restricted in their choices, especially when opportunities for community participation are limited.

There are still some persons with disabilities who report the **use of restraints or forced medication**.



Luxembourg has begun to recognize the importance of **supported decision-making** in both care and legal contexts. Initial efforts include awareness-raising among professionals and more individualized care planning that involves the person concerned.

However, **further development of monitoring and formal support structures** is needed.

Source

Law on Involuntary Hospitalization:

legilux.public.lu/eli/etat/leg/loi/2009/12/10/n1/jo

Article 15 – Freedom from torture or cruel, inhuman or degrading treatment or punishment

Torture and cruel, inhuman or degrading treatment **are prohibited under Luxembourg law** (Act of 24 April 2000) and designated the **Ombudsman**, established under the Law of 22 August 2003, as its national preventive mechanism. In this function, the Ombudsman performs regular visits of numerous places where persons are deprived of their liberty. The Ombudsman also manages complaints concerning the functioning of state and municipal administrations and other appertaining public institutions or bodies.

Sources

Law on Torture and Cruelty: legilux.public.lu/eli/etat/leg/loi/2000/04/24/n1/jo

Law on Ombudsman: legilux.public.lu/eli/etat/leg/loi/2003/08/22/n2/jo

Article 16 – Freedom from exploitation, violence and abuse

Luxembourg's **legal framework prohibits violence and abuse**, including in domestic and care settings. The Law of 8 September 2003, as amended by the Law of 30 July 2013 and the Law of 20 July 2018, establishes sanctions for perpetrators of domestic violence and provides protective measures, particularly for women and children.

Luxembourg **ratified the Istanbul Convention** through the Law of 20 July 2018, reinforcing its commitment to combatting violence against women and domestic violence. However, persons with disabilities are not explicitly addressed in this framework beyond sentencing provisions. Specific vulnerabilities, such as dependency on caregivers or institutional settings, remain unacknowledged in prevention and support measures.

Data collection on domestic violence is required by law, yet statistics are only disaggregated by sex, age, nationality and type of violence. Disability is not recorded,



making it difficult to assess the extent and nature of violence against persons with disabilities.

Sources

Law on Domestic Violence: legilux.public.lu/eli/etat/leg/loi/2013/07/30/n1/jo

Law on Istanbul Convention:

legilux.public.lu/eli/etat/leg/loi/2018/07/20/a631/jo

Article 17 – Protecting the integrity of the persons

Due to the **current legislation on guardianship**, there are no specific provisions concerning consent to medical interventions or treatment, resulting in a legal gap. While the wishes of persons under full legal guardianship regarding medical interventions and treatment might be taken into account, as they are deprived of their full legal capacity, the right to decide legally lies with the guardian.

The State report mentions the Act on patients' rights of 31 July 2014. Persons under guardianship are not given back their right to decide on interventions or treatments. The new Act merely introduces the possibility of a "person of trust" that decides for the person, instead of the guardian. (Articles 12 and 14 of the Act on patients' rights).

But the second national action plan foresees some improvements. The **reform of the legislation on the protection of vulnerable adults** is highlighted as a key priority for the Ministry of Justice, specifically to strengthen the autonomy of adults under protection and ensuring the full recognition of their legal personality.

A central initiative planned is the **legislative consecration of the "mandat de protection future"** (future protection mandate). This system would allow any person, while still capable, to designate their future legal representative. The goal is to better consider the rights, will and preferences of the individuals concerned. It is noted that while the law should privilege the person's choice, the guardianship judge would retain the right to override the mandate in exceptional circumstances that have fundamentally changed since the designation.

Source

Law on Patient Rights: legilux.public.lu/eli/etat/leg/loi/2014/07/24/n2/jo

Article 18 – Liberty of movement and nationality

Luxembourg **does not discriminate against persons with disabilities in granting nationality or issuing identity papers**. Persons with disabilities are entitled to obtain



passports, residence permits and national ID cards under the same conditions as others.

Luxembourg's civil registration and nationality systems generally **include persons with disabilities and ensure that births are registered** regardless of the child's disability status. There is no legal provision that prevents a person with disabilities from being registered or recognized as a citizen.

Persons with disabilities have the **legal right to move freely** and choose their residence. **There are no legal barriers** preventing persons with disabilities from relocating or settling independently within Luxembourg.

However, **administrative procedures** for residency, nationality applications or ID renewal are **not always available in accessible formats** (e.g. accessing the building, easy-to-Read, sign language, screen reader-compatible, picture taking, seating options). This may limit effective access for persons with disabilities.

Asylum seekers or migrants with disabilities may face additional challenges, including physical inaccessibility of housing and services, language barriers and lack of disability-inclusive support during immigration procedures.

[Article 19 – Living independently and being included in the community](#)

Luxembourg has taken some promising steps toward strengthening the autonomy and social inclusion of persons with disabilities.

Among the most significant developments are **plans to introduce personal assistance and a personal budget**, measures that are essential for enabling persons to organise their daily lives according to their own needs and preferences. These tools should aim to promote self-determination, improve quality of life and facilitate equal participation in society. Personal assistance and a personal budget will only effectively contribute to independence and community inclusion if they are available across **all domains of life, 24/7, housing, employment, education, family life and community participation**.

In addition, Luxembourg has **committed to supporting deinstitutionalization** through a more community-based approach to care and inclusion. Ensuring access to affordable, accessible housing and expanding the diversity of living arrangements, especially outside traditional institutional settings, are central to this transition. Some promising models have already been implemented in a small to medium scale, like the concepts of "secured autonomy", "mixed colocations" and institutional housing solutions for mothers with intellectual disabilities and their children.

To enhance participation in public and civic life, **measures such as the introduction of "social leave" are still lacking**. Similar to political leave granted to elected officials, such a provision would offer persons with disabilities the flexibility to engage



meaningfully in societal decision-making, including participation in official consultative bodies. The availability of personal assistance and an individualized support budget would be essential complements to such a measure, helping to remove practical barriers and ensure full and equal participation.

Despite these efforts, significant challenges remain. **Independent living is not yet a reality** for many persons with disabilities in Luxembourg. The **shortage of accessible and affordable housing** continues to limit real choice in living arrangements. However, the Law on Accessibility of Public Spaces, public roads, and collective residences **foresees 10% of accessible housing in collective residences** which aims to improve the accessible housing situation.

Persons residing in institutional settings often have **few options** regarding location or type of facility. **Decisions** about where to live are frequently made by guardians, institutions or family members, rather than by the individuals themselves. However, many institutions have established **residents' councils** to improve participation and inclusion in decision-making of persons with disabilities. The Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees is currently planning a **national resident council** to further enhance participation and inclusion.

This lack of autonomy is particularly pronounced for persons with disabilities under **guardianship**, where all major decisions, including those related to housing and support, are taken by the guardian. As long as substitute decision-making systems remain in place, genuine community inclusion remains out of reach for many. The absence of a formal supported decision-making framework further compounds this problem, making it difficult for persons with disabilities to exercise their legal rights and take control of their own lives.

Article 20 – Personal mobility

Luxembourg has introduced a range of measures to improve the personal mobility of persons with disabilities. These include **accessible public transport, financial support for mobility aids and specialised transport services** that help remove barriers to daily mobility.

One of the key services is **Adapto**, a demand-responsive, door-to-door transport system for individuals with permanent disabilities. Adapto functions like an individualised shared transport service and must be booked in advance.

Another essential service is **Mobibus**, a regular and specialised transport system designed bring children and adults with disabilities to school respectively to work.

Over the past few years, both Adapto and Mobibus services have faced significant criticism regarding their applications, booking systems, reliability and driver training. Since the beginning of 2024, **major improvements have been introduced to enhance**



the accessibility of the applications and the reliability of the transport services. In terms of training, all drivers are required to undergo **mandatory training**, which is currently being fully revised. Additionally, as of early 2025, **first aid training is compulsory** for all drivers.

In the **City of Luxembourg**, **public transport is largely accessible** for persons with disabilities. However, in **other parts of the country**, further **improvements are still needed** to ensure equal access.

Public transport infrastructure also presents obstacles, some train stations lack elevators or tactile guidance and real-time travel information is not yet fully accessible to persons with disabilities. This can restrict spontaneous travel and independent movement.

While **financial support for mobility aids is available**, the application **procedures can be burdensome** and not all necessary equipment (e.g. powered wheelchairs, adapted bicycles) is adequately funded.

Article 21 – Freedom of expression and opinion, and access to information

Freedom of expression and opinion is firmly enshrined in Luxembourg's **Constitution**. Article 23 guarantees both the **freedom to express one's opinions** and the freedom of the press, explicitly stating that censorship shall not be established. Additional constitutional provisions reinforce these principles. Article 14 ensures the **freedom of thought, conscience, and religion**, underpinning the broader right to hold and express personal beliefs. Furthermore, Article 37 stipulates that **any limitation on public liberties must be prescribed by law**, respect the essential content of the right in question and be both necessary and proportionate in a democratic society. These combined guarantees provide a robust legal foundation for upholding freedom of expression in Luxembourg, while also balancing it with other fundamental rights and the public interest.

Luxembourg has taken notable steps to enhance **access to information and communication** for persons with disabilities. Several developments are outlined under Article 9.

Article 22 – Respect for privacy

Respect for privacy and personal data protection is essential for ensuring the dignity, autonomy and equal treatment of persons with disabilities. While Luxembourg has implemented key legal frameworks, including the **General Data Protection Regulation (GDPR)** and sectoral legislation such as the Code Pénal (Article 458) **protecting medical confidentiality**, practical challenges remain, particularly for persons with high support needs or those living in institutional settings.



In residential facilities, **privacy is not always fully guaranteed**. Residents often do not have lockable rooms and staff may enter without prior notice. Privacy-related practices vary by facility and are **not uniformly regulated**. Clear, legally binding standards on privacy in care and living settings are needed to ensure consistent and rights-based implementation.

For persons under **guardianship**, privacy concerns are particularly pressing. In many cases, guardians may access personal, medical or rehabilitation data without the explicit consent of the individual concerned. Although such access is intended to support decision-making, it often lacks transparency and **may not sufficiently respect the person's autonomy or confidentiality**.

Digital privacy and access to secure e-services are increasingly relevant. The use of secure identification systems such as **LuxTrust** can cause challenges for individuals with certain disabilities. While **authentication via the LuxTrust mobile app is free of charge**, alternative authentication methods, **come with a fee**, placing an unfair burden on persons with disabilities who may rely on these options due to accessibility barriers.

Sources

Law on GDPR: legilux.public.lu/eli/etat/leg/loi/2018/08/01/a689/jo

Penal Code: legilux.public.lu/eli/etat/leg/code/penal/20220812

Article 23 – Respect for home and the family

There are encouraging initiatives in the field of **sexual education**. Several institutions and DPOs have developed innovative practices, such as the involvement of sexual pedagogues and have created inclusive social formats like "Slow Events" and "Slow Dating" to offer safe and supportive environments for emotional and romantic connection.

Despite these efforts, access to comprehensive sexual education and open discussion about emotional and sexual health remains uneven. Stronger efforts are needed to ensure consistent, inclusive education for persons with disabilities as well as for professionals working in care and education settings. Targeted **training for support staff** is essential to foster respectful, informed and rights-based guidance around sexuality and relationships.

Legal and practical barriers persist. Individuals under **guardianship** still face restrictions when it comes to marriage or adoption, as this remains in the decision making of the guardian, limiting their ability to fully exercise their rights in this area.



Luxembourg presents still a lack of legal framework on **sexual assistance**. Such a framework is necessary to safeguard autonomy, dignity and consent, and to ensure legal, safe and equal access without stigma or exploitation.

Article 24 – Education

Luxembourg has made some progress in promoting inclusive education, but a fully inclusive system in line with the UN CRPD remains a distant goal. **The coexistence of regular and special schools continues to reflect a segregated model.** Transitions from special to mainstream schools are rare and children with disabilities often have little say in their educational path.

Access to necessary support varies significantly across the country and between public and private schools. Private institutions often lack the funding or structures to provide adequate human or technical support. Physical accessibility also remains inconsistent, especially in older and private school buildings. **Reasonable accommodation** was introduced in the Law of 30 June 2023, including the use of technological aids and human support. However, the **law lacks clarity**, as several requests for technical aids, such as spell checkers, have been refused in practice. In general, a more **holistic approach should be adopted** when assessing specific needs and determining appropriate reasonable accommodations. **Reasonable accommodation** remains a challenge at all levels of education including higher education.

Staffing shortages in support services and professionals remain a major barrier. Multi-professional teams often lack capacity, leaving some children with only minimal support per week. At the same time, many teachers feel ill-equipped to support students with disabilities. **There is a strong need for more targeted training**, greater awareness of inclusion rights, and structured approaches to inclusive pedagogy. The **procedures** required to access support are frequently time-consuming, and there is a noticeable lack of guidance on the use of **alternative teaching methods**. Training on disability and special needs is also essential to **prevent unnecessary or unjustified reports to authorities**.

The multilingual school system adds another layer of complexity. Many children speak a different language at home, making academic success more difficult and limiting access to information and support. Accessible formats such as easy-to-read language are rarely used in communication with pupils and families. **Transparency and clarity around inclusion measures** are also lacking.

There is a significant **lack of official data and regular needs assessments** in Luxembourg's education system. This gap urgently needs to be addressed to understand the evolving needs of persons with disabilities and to effectively adapt support measures.



The 2024 National Education Report echoes many of these concerns, pointing to persistent educational inequalities based on language and socio-economic status. While new initiatives like private schools and early education reforms are promising, they remain limited in scope. Ensuring inclusion at every level of the system requires coordinated reform, sustained investment and stronger involvement of persons with disabilities and their families in shaping educational policy.

Luxembourg must actively **promote and support the new Bachelor and Master programs in inclusive education** at the University of Luxembourg. These programs are a vital step toward building a well-qualified workforce capable of implementing inclusive practices across all levels of the education system. To **ensure their effectiveness**, it is essential that the structure, objectives and expected outcomes of these programs are clearly communicated and strategically aligned with national inclusion goals.

Transparency on how graduates will be integrated into schools, support teams and inclusive classrooms is key to strengthening the inclusive orientation of the education system. These study programs also offer an **opportunity to develop innovative approaches to inclusive pedagogy and multidisciplinary collaboration**, helping to close existing gaps in teacher training and special education support.

The **Agence de Transition à la Vie Active – ATVA** (Agency for the transition to active life), plays a crucial role in **supporting young persons with disabilities in their transition from school to employment**. However, current eligibility criteria, based on the wording of Article 4 of the Law of 20 July 2018, limit access to ATVA services to students affiliated with specific competence centres. As a result, young persons with disabilities who are supported by inclusive education services and attend regular secondary schools or who are over 18 and no longer enrolled in school but have not yet secured employment or training, are excluded from receiving guidance through the ATVA. This **legal limitation creates unequal access to transition support** and risks leaving vulnerable young persons without adequate assistance during a key phase of life.

Sources

Law on Reasonable Accommodation:

legilux.public.lu/eli/etat/leg/loi/2023/06/30/a401/jo

2024 National Education Report: bildungsbericht.lu

Law on Creation of ATVA: legilux.public.lu/eli/etat/leg/loi/2018/07/20/a664/jo

Article 25 – Health

Persons with disabilities must retain the right to make autonomous decisions about their medical care. While mandatory treatments are no longer allowed to be practiced, the legal framework still relies heavily on **guardianship** regimes (tutelle/curatelle), which allow guardians to make critical medical decisions. **The 2014 Patients' Rights Act introduced the concept of a "person of trust" to support decision-making**, but



awareness of this measure remains limited among the public and healthcare professionals.

There is a **significant lack of disability-specific training among healthcare workers**. Training on the human rights model of disability and communication techniques must become a mandatory part of medical and caregiving education. Ongoing professional development should include case discussions and hands-on scenarios to improve the responsiveness of care and reduce discriminatory practices. At the beginning of 2025, the Ministry of Health organized, **for the first time, an optional training session for nursing students**.

Accessibility in healthcare remains inconsistent. While the Law on Accessibility of Public Spaces applies to public infrastructure, many private practices and older buildings remain difficult to access. There is limited oversight or transparency about the accessibility of medical offices, equipment and communication systems. Language barriers and the absence of accessible information (e.g. plain language, Braille, sign language) hinder patients' ability to navigate the system.

The **waiting time for certain diagnoses**, particularly autism, can reach up to two years or more. For rare diseases the waiting time is even higher, in average five years.

Hospitals often lack staff trained to care for persons with **complex support needs** respectively who are **neurodivergent, non-verbal or have an intellectual disability**. Urgencies and inadequate accommodations can lead to **distressing situations**. There is a need for integrated care models and specialized personnel for persons with disabilities.

Many persons with disabilities face **high out-of-pocket costs** for consultations, medication and medical aids. Reimbursements are often partial or unavailable for disability-specific needs.

Accessibility of preventative healthcare remains underdeveloped. Also training on **nutrition** is very limited. Persons with disabilities must have access to health promotion measures, including adapted screening for cancer. Persons with disabilities should receive adequate information and education about healthy nutrition. Institutions should train kitchen staff and caregivers in nutritional needs, contributing to better long-term health outcomes.

Luxembourg faces **significant challenges in attracting and retaining talents**. The COVID-19 pandemic highlighted the country's strong dependence on cross-border workers, particularly in the healthcare sector.



Article 26 – Habilitation and Rehabilitation

At the national centre for rehabilitation, Rehazenter, physical rehabilitation of patients was reported to work well. However, **the psycho-social aspects of rehabilitation and the social setting of the center** in general need to be improved. Other problems are waiting times and **maximum duration of stationary treatment** at the Rehazenter.

In Luxembourg, the **Service de Rééducation Précoce** (Early Rehabilitation Service) provides essential early intervention for children with disabilities aged 0 to 4. Its multidisciplinary team, including physiotherapists, occupational therapists, speech therapists, psychomotor therapists, psychologists, and medical specialists, delivers comprehensive support focused on early detection, evaluation, guidance and rehabilitation.

The **Service National d'Évaluation et de Rééducation Fonctionnelles** (National Service for Functional Evaluation and Rehabilitation), based at CHL Maternité, provides medical and rehabilitative care for children and adults with confirmed disabilities or significant developmental challenges. Its multidisciplinary team offers evaluations, treatments, and ongoing support, both for outpatients and hospitalized individuals. With a life-course approach, the service ensures continuous, holistic care from neonatal stages through early intervention, education and later socio-professional integration.

Article 27 – Work and employment

Luxembourg has put in place **several important legal frameworks** to promote access to employment for persons with disabilities.

A cornerstone of this is the **Statut du salarié handicap** (disabled worker status), which provides access to specific support measures such as **financial aid** for employers and adapted work environments. This status plays a vital role in facilitating access to and retention in the open labour market. In addition, the legal right to **aménagement raisonnables** (reasonable accommodation) ensures that necessary adjustments, such as adapted workstations or technical aids, can be granted to support equal participation in the workplace.

Luxembourg also provides for **reclassement professionnel** (occupational reclassification), a measure that supports individuals who can no longer perform their previous duties due to illness or disability. This mechanism facilitates internal redeployment, preserving the individual's employment relationship and skills while adapting work conditions to new needs.

One key gap is that apprentices and individuals in adult education are currently excluded from the **Statut du salarié handicapé**. This prevents them from accessing the same rights and support mechanisms as other workers, even though they are engaged in professional training. Granting access to this status would allow employers to receive



subsidies for reasonable accommodation, facilitating the hiring of persons with disabilities and strengthening their transition into the open labour market.

Both **professional inclusion workshops and regular employment** should be promoted equally, as they serve different needs. However, workers in inclusion workshops face limited career progression and salary development. Measures to recognize and valorize their work, through advancement opportunities, skill recognition, or performance-based bonuses, are necessary to ensure dignity and motivation. Furthermore, new approaches are needed to strengthen the link between professional inclusion workshops and the first labour market, to better support persons with disabilities who wish to transition to regular employment.

The **assistant à l'inclusion** (inclusion assistant) is not much used today but could play a critical role in facilitating employment. The inclusion assistant must be more systematically integrated into hiring processes, particularly during the job-matching phase. To ensure sustainable employment, job descriptions and contracts must reflect the individual support needs of employees with disabilities from the outset.

Furthermore, a **lack of awareness among employers and colleagues** still presents a major barrier to inclusion. A targeted awareness-raising programme for employers, HR departments and team members is needed to address stereotypes and improve understanding of diverse disabilities. In this context, there is an urgent need for a structured national framework that provides clear guidance, visibility and targeted support to employers in both the public and private sectors. Such a framework should include practical tools and mandatory training on inclusive workplace practices to ensure the effective employment and long-term inclusion of persons with disabilities.

Luxembourg's **quota system for employing persons with disabilities** should also be reviewed to ensure effectiveness. At present, it lacks strong enforcement and companies fail to meet targets without consequences. Introducing monitoring tools and penalties for non-compliance could enhance accountability and drive real change.

Article 28 – Adequate standard of living and social protection

The **Revenu pour personnes gravement handicapées – RPGH** (income for severely disabled persons) is an important social protection instrument aimed at guaranteeing a minimum income for persons with severe disabilities who are unable to work. Measures announced in the Government coalition agreement must be implemented without delay, particularly the regular adjustment of the RPGH based on average wage developments and the integration of the 'equivalent tax credit' into the RPGH scale following its expiration.

While Luxembourg has a robust social welfare system, **social protection measures are not always sufficiently disability-inclusive**. Specific disability-related costs, such as



assistive devices, personal assistance or additional healthcare, are often not adequately covered, placing a financial burden on individuals and families.

In terms of **housing**, a significant gap persists. **Accessible and affordable housing remains scarce**, particularly in urban areas, limiting independent living opportunities. While some financial aid is available to make housing accessible, the overall shortage of barrier-free housing and long waiting times for adapted accommodation continue to undermine the right to an adequate standard of living.

Article 29 - Participation in political and public life

A significant step forward was the adoption of the **Law of 29 June 2023**, which gave the **right to vote to adults placed under guardianship**. This legal change aligns Luxembourg more closely with the CRPD's call for equal recognition before the law and the full enjoyment of political rights by all persons with disabilities. However, **legal recognition must be accompanied by practical measures** to ensure these rights can be meaningfully exercised.

Political education is essential to empower persons with disabilities to understand political systems, exercise their rights and take part in democratic processes. Regular, accessible education initiatives are needed to inform citizens about how they can participate, whether by voting, engaging in public debates or standing for election. These initiatives should promote self-determination and civic engagement, especially among groups who have historically been excluded from political discourse.

Meaningful participation requires **accessible political communication**. Persons with disabilities must be able to access political information in formats suited to their needs, such as easy-to-read materials, sign language interpretation, captioned videos, and barrier-free websites. Even if programs have been made available by most political parties in easy-to-read during elections, political parties and institutions must take responsibility for ensuring that **campaign materials, policy programs, debates and public consultations** are accessible to all. Without this, the exercise of voting rights and political participation remains limited in practice.

Beyond voting, persons with disabilities should have opportunities to participate actively in political and public decision-making. **Discussion forums and thematic roundtables** should serve as platforms for individuals to raise concerns and exchange perspectives. These spaces must be inclusive and reflect the diversity of the population. Additionally, persons with disabilities should be encouraged and supported to **participate within political parties** and decision-making bodies to ensure their lived experiences shape policy. The creation of inclusive political cultures requires the **sensitisation of political actors**, including elected officials and civil servants.

Physical accessibility, assistive materials and awareness of legal provisions still require significant improvement. During elections, municipalities must ensure that



voting infrastructure is physically accessible and that appropriate assistive materials, such as voting templates for visually impaired persons, are available. Additionally, presidents of voting bureaus should receive training on the rights of voters, particularly regarding the rights of persons under guardianship, to ensure that these are fully respected on election day.

Article 30 - Participation in cultural life, recreation, leisure and sport

While Luxembourg acknowledges the importance of inclusive access to cultural, recreational, leisure and sport opportunities for persons with disabilities, **some gaps remain** in ensuring these rights are fully realized in practice.

In the tourism sector, several steps have been taken to improve accessibility for both residents and visitors with disabilities. The **EureWelcome label**, which identifies accessible tourism offers, is a useful tool. However, to ensure its credibility and impact, its **criteria are currently being review and upgraded** to align with the new national accessibility legislation and systematically applied across the sector. Accessibility should not be treated as an add-on but as a **standard requirement**.

The **accessibility of events** has improved, as those lasting longer than one month are now required to comply with the Law on Accessibility of Public Spaces.

The **European Disability Card** presents an opportunity to expand access to services, including adapted transport, for tourists with disabilities. The Ministry is currently engaging with DPOs to develop strategies for ensuring comprehensive and impactful implementation.

In the area of culture, sports and leisure, access remains inconsistent and requires further improvement. **Physical accessibility of venues**, from theatres and museums to sports facilities and community centres, is far from guaranteed across the country. Many buildings lack accessible entrances, seating, toilets or signage, preventing equal participation from the outset. This should improve by 2032 due to the latest Law on Accessibility of Public Spaces.

While promising initiatives such as the **MOSAİK Kultur Inklusiv** network and a proposed **quality label for inclusive programming** exist, they require **strong political and financial commitment** to be expanded, professionalized and embedded into mainstream cultural policy.

In addition, the **Kulturpass**, which provides access at lower rates to cultural events for persons with low income, is also available for persons with disabilities.

Employees in professional inclusion workshops currently have no access to leave schemes such as **cultural leave or leave for vocational training**, which support



participation in cultural, educational or civic activities. Expanding eligibility to these schemes would strengthen both autonomy and inclusion.

Furthermore, **staff across the cultural, leisure and sports sectors need specialized training** in accessibility and inclusive practices. Without the necessary skills and awareness, inclusive policies cannot be effectively implemented. It is equally important that **trial sessions and community events are physically and communicatively accessible**, from the planning stage onward.

Article 31 - Statistics and data collection

Access to disability-related statistics in Luxembourg remains limited. The only publicly available source is the data published from the 2021 population census. Beyond that, civil society can generally only obtain information through data released in responses to parliamentary questions.

Article 32 - International cooperation

Luxembourg continues to engage in international cooperation efforts. The Ministry of Foreign and European Affairs, through its Directorate for Development Cooperation and Humanitarian Affairs, **provides financial support** to at least one non-governmental organizations (NGOs) that is internationally active in promoting the rights of persons with disabilities. While these efforts are positive, further steps could be taken to **systematically integrate the rights of persons with disabilities** across all areas of Luxembourg's development and humanitarian policy, ensuring that disability inclusion is not limited to projects by specialized NGOs but embedded across all partnerships and funding streams. In addition, the **voices of persons with disabilities** and their representative organisations (DPOs) should be more actively included in the design, monitoring and evaluation of international cooperation programmes.

Article 33 - National implementation and monitoring

The **Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees** serves as the **single point of contact** for the national implementation and monitoring of the UN CRPD. Additionally, each ministry has designated a focal point and an **interministerial committee** has been established, meeting regularly to coordinate cross-sectoral implementation.

As part of the **second national action plan**, the Ministry established a **follow-up committee** (GroSuiviPAN) that met regularly to ensure broad and meaningful consultation with Disabled Persons' Organizations (DPOs). The **Conseil Supérieur des Personnes Handicapées** (CSPH) has also been regularly involved in these processes. These measures have helped to ensure the **systematic participation of persons with disabilities** in the implementation of the CRPD.



The **Commission consultative des Droits de l'Homme – CCDH** (Consultative Commission on Human Rights) and the **Centre pour l'Égalité de Traitement – CET** (Centre for Equal Treatment) serve as **independent monitoring mechanisms**.

The **Ombudsman** acts as a mediation body for complaints involving public authorities and is mandated to protect the rights recognized under the CRPD within the **public sector**.

The **Ombudsman for Children and Youth (OKaJu)** is an independent institution established by the Law of 1 April 2020. The OKaJu's main objective is to promote, safeguard, and protect the rights of the child as defined by the International Convention on the Rights of the Child (CRC). The CRC is applicable to all children and youth up to the age of 18. The OKaJu ensures that the CRC is upheld in Luxembourg. The best interests of the child are at the heart of The OKaJu's missions and actions. When institutions, administrations, businesses or private actors make decisions affecting minors, the best interest of the concerned child or adolescent must be considered. The OKaJu individually supports the child or adolescent to assist them when their rights have not been upheld. It listens to the child or adolescent and encourages them to freely express their thoughts and feelings. One can approach the OKaJu for any advice as well as any complaints concerning the rights and interests of the child.

Source

Law on Ombudsman for Children and Youth:

legilux.public.lu/eli/etat/leg/loi/2020/04/01/a282/jo



Closing remarks

To fully implement the UN Convention on the Rights of Persons with Disabilities (CRPD) in Luxembourg, a clear, sustained, and rights-based approach must be adopted across all areas of life. While notable progress has been made in recent years, significant structural gaps and systemic barriers continue to hinder the full participation and inclusion of persons with disabilities.

One of the most pressing priorities is **the establishment of a comprehensive system of personal assistance and individualized budgets**. These supports must be available across all life domains, housing, employment, education, mobility, family life and community participation. They should be flexible, demand-driven and truly enable personal autonomy.

Inclusive education also requires urgent and substantial investment. This includes both human and material resources, along with a rapid shift away from segregated education structures. Holistic, mandatory and continuous **training** for educators, healthcare professionals, justice personnel and public officials is essential. Such training must be grounded in the human rights model of disability and tailored to the specific rights and needs of persons with disabilities.

Public awareness is another critical pillar. Targeted campaigns are needed to challenge stigma, foster understanding, and normalize diversity within society, institutions and workplaces.

The recent **adoption of two key accessibility laws**, covering public spaces and products and services, marks a major step forward in aligning national legislation with the CRPD. However, their impact will depend on effective implementation. Public authorities must ensure widespread awareness of these laws and provide clear, practical guidance to municipalities, private service providers and digital platform operators. Strong promotion, intersectoral coordination and targeted support will be necessary to translate legal standards into tangible improvements in daily life. A transparent and robust monitoring system must also be established to track compliance and ensure accountability.

Another major gap lies in **data collection**. Disaggregated and reliable data is essential for evidence-based policymaking, evaluating inclusion efforts and planning effective support services. Luxembourg must commit to regular, transparent and **participatory needs assessments**.

Equally urgent is the **shift from substitute to supported decision-making**. While guardianship reform is underway, it has yet to fully realize CRPD principles. Persons with



disabilities must be empowered to exercise legal capacity on an equal basis with others, especially in critical areas such as healthcare, housing and finance.

The active participation of persons with disabilities, either directly or through their representative organizations, must be built into the design, monitoring and evaluation of all relevant laws, policies and services. This participation must be systematic, structure and genuinely influential.

Lastly, **strong political leadership and cross-sectoral coordination are essential**. Disability rights must not be siloed within a single ministry or policy area, they must be embedded throughout Luxembourg's social, economic and legal systems. Only a whole-of-government approach, grounded in the human rights model of disability, can bring about the transformation envisioned by the CRPD.

Luxembourg has the means, knowledge and democratic foundations to become a leader in disability rights. What is now needed is decisive action, accountability, and, above all, **the recognition that inclusion benefits everyone**.