



**International Convention on  
the Elimination of All Forms  
of Racial Discrimination**

Distr.: General  
10 May 2023

Original: English  
English, French and Spanish only

---

**Committee on the Elimination of Racial Discrimination**

**Information received from Luxembourg on  
follow-up to the concluding observations on its  
combined eighteenth to twentieth periodic reports\***

[Date received: 5 May 2023]

---

\* The present document is being issued without formal editing.



## I. Introduction

1. Luxembourg welcomes the opportunity to provide information on the implementation of priority recommendations contained in the United Nations Committee on the Elimination of Racial Discrimination Concluding observations on the combined eighteenth to twentieth periodic reports of Luxembourg (CERD/C/LUX/CO/18-20) adopted on 27 April 2022. This submission is structured around the three priority recommendations per paragraph 32, namely paragraph 8 on the constitutional prohibition of Discrimination, paragraph 18 (b) on efforts against online racist hate speech and 18 (c) on public awareness campaigns promoting respect for diversity and elimination of racial discrimination.

## II. Follow-up recommendations

### A. Follow-up information relating to paragraph 8 of the concluding observations CERD/C/LUX/FCO/18-20<sup>1</sup>

2. The revised Constitution,<sup>2</sup> which will enter into force on 1 July 2023, foresees in its article 15 that “No one may be discriminated against based on their personal situation or circumstances.” The legislator’s intent with this article was to enshrine the principle of non-discrimination in the Constitution. This article means “equal treatment of all persons without discrimination on the grounds of racial or ethnic origin, sex, sexual orientation, religion or belief, disability and age”.<sup>3</sup> This article was drafted based on the European Union Anti-discrimination Directives<sup>4</sup> and Protocol 12 to the European Convention on Human Rights.<sup>5</sup>

### B. Follow-up information relating to paragraph 18 (b) of the concluding observations<sup>6</sup>

3. In 2021 Luxembourg adopted a law on electronic media,<sup>7</sup> which explicitly forbids the incitement to violence or hatred in audiovisual media. Article 26 bis specifies that content provided by audiovisual media service providers shall not contain any incitement to violence

---

<sup>1</sup> Recommendation contained in paragraph 8 of the Concluding observations on the combined eighteenth to twentieth periodic reports of Luxembourg (CERD/C/LUX/CO/18-20).

<sup>2</sup> The constitution is available at <http://data.legilux.public.lu/eli/etat/leg/constitution/1868/10/17/n1/consolide/20230701>.

<sup>3</sup> The Constitutional Review Bill No. 7755 (original in French: “Proposition de révision du chapitre II de la Constitution” of 13 July 2021, pp. 3–4 exposé de motifs) available at <https://wdocs-pub.chd.lu/docs/exped/0120/165/241650.pdf>.

<sup>4</sup> The EU Anti-discrimination Directives comprise the [Council Directive 2000/43/EC](#) of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin; [Council Directive 2000/78/EC](#) of 27 November 2000 establishing a general framework for equal treatment in employment and occupation; [Council Directive 2004/113/EC](#) of 13 December 2004 implementing the principle of equal treatment between men and women in the access to and supply of goods and services; [Directive 2006/54/EC](#) of the European Parliament and of the Council of 5 July 2006 on the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation (recast); and the Proposal for a [Council Directive](#) on implementing the principle of equal treatment between persons irrespective of religion or belief, disability, age or sexual orientation {SEC(2008) 2180} {SEC(2008) 2181}.

<sup>5</sup> Article 1 of the Protocol 12 to the European Convention on Human Rights foresees that “The enjoyment of any right set forth by law shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status.”

<sup>6</sup> Recommendation contained in paragraph 18b of the Concluding observations on the combined eighteenth to twentieth periodic reports of Luxembourg (CERD/C/LUX/CO/18-20).

<sup>7</sup> Law of 26 February 2021 on electronic media (original in French « Loi du 26 février 2021 portant modification de la loi modifiée du 27 juillet 1991 sur les médias électroniques ») available at: <https://legilux.public.lu/eli/etat/leg/loi/2021/02/26/a174/jo>. This law transposed the European Parliament and Council Directive (EU) 2018/1808, available at: <https://eur-lex.europa.eu/eli/dir/2018/1808/oj>.

or hatred directed against a group of persons or a member of a group on any of the grounds referred to in Article 21 of the Charter of Fundamental Rights of the European Union,<sup>8</sup> which includes race, colour, and ethnicity. Furthermore, article 28 septies specifies that video-sharing platform providers shall respond appropriately to protect the public from programmes, user-created videos and commercial audiovisual communications that incite hate or violence based on the grounds referred to in Article 454 of the Luxembourg Criminal Code,<sup>9</sup> which includes skin colour and real or assumed membership or non-membership to a particular ethnic group or race.

4. The BEE SECURE initiative, launched in 2010, is Luxembourg’s flagship initiative against online hate speech. The National Youth Service<sup>10</sup> and the KJT helpline<sup>11</sup> implement the initiative with the Luxembourg House of Cybersecurity,<sup>12</sup> the Police and the Prosecutor General’s Office (Parquet général). BEE SECURE is a member of the International Association of Internet Hotlines (INHOPE)<sup>13</sup> and the European network Safer Internet Centres (INSAFE). BEE SECURE hosts a “stop line”<sup>14</sup> and a “helpline”.<sup>15</sup> Users can report online hate speech on the “stop line” platform. Reported incidents are analysed and, if considered illegal, are forwarded to the police for further investigation and prosecution. The “helpline” provides advice and support over the phone on online safety and responsible use of information and communication technologies. In 2022, BEE SECURE launched the “No hate online” campaign against hate speech to reduce online hate speech. The campaign promotes mutual respect on the Internet and provides information about freedom of expression and its legal limits.

5. In 2016, in partnership with BEE SECURE, the Luxembourg Press Council launched the “Netiquette”<sup>16</sup> initiative, comprising a “charter” of good online user behaviours. Luxembourg’s “Netiquette” charter of behaviours is available in five languages: Luxembourgish, French, German, English and Portuguese. Luxembourg media have incorporated the “netiquette” charter of behaviours into their online discussion forums. “Netiquette” considers unacceptable comments that are racist, discriminatory or incite violence. The “Netiquette” website is available and has an average of a thousand yearly visitors.

6. Since 2017, the non-profit organization “Centre against Radicalisation”, also known as Respect. lu, funded by the Ministry of Family Affairs, Integration and the Greater Region, provides the following services to stop online hate speech: (i) preventing and identifying radicalization trends; (ii) counselling and supporting persons in contact with radicalization; and (iii) individual and group support to de-radicalize perpetrators of hate speech. Since 2021, Respect. lu is providing training on conspiracy theories and fake news targeting secondary

<sup>8</sup> Article 21 of the Charter of Fundamental Rights of the European Union on non-discrimination foresees that “Any discrimination based on any ground such as sex, race, colour, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, age or sexual orientation shall be prohibited.”

<sup>9</sup> Article 454 of the Luxembourg Criminal Code (original in French: “Code Pénal” – available at <https://legilux.public.lu/eli/etat/leg/code/penal/20230407>) lists the grounds of discrimination which are forbidden, as follows: origin, skin colour, sex, sexual orientation, gender reassignment, gender identity, family status, age, state of health, disability, sexual orientation, political or philosophical opinions, trade union activities, real or assumed membership or non-membership to a particular ethnic group, nation, race or religion.

<sup>10</sup> The National Youth Service (original in French: Service national de la jeunesse – SNJ) within the Ministry of Education, Children and Youth (original in French: ministère de l’Éducation nationale, de l’Enfance et de la Jeunesse).

<sup>11</sup> The Child and Youth Helpline (original in Luxembourgish: Kanner-Jugendtelefon – KJT) is a telephone, mail and chat counselling service for children and young people. Further information on KJT is available at <https://www.kjt.lu/en/>.

<sup>12</sup> Further information on the Luxembourg House of Cybersecurity is available at: <https://lhc.lu/>.

<sup>13</sup> Further information on the International Association of Internet Hotlines (INHOPE) is available at <https://www.inhope.org/EN>.

<sup>14</sup> Further information on BEE SECURE stopline platform is available at <https://stopline.bee-secure.lu/>.

<sup>15</sup> Further information on BEE SECURE helpline is available at <https://www.bee-secure.lu/fr/helpline/>.

<sup>16</sup> Further information on Luxembourg “Netiquette” is available at [https://www.netiquette.lu/index\\_FR.html](https://www.netiquette.lu/index_FR.html).

school students and individual and group support to de-radicalize perpetrators of hate speech via the initiative “Dialogue instead of Hate”.

### C. Follow-up information relating to paragraph 18 (c) of the concluding observations<sup>17</sup>

7. Luxembourg has the following initiatives to combat racism and racial discrimination, which include promising practices in the fields of (i) research, (ii) capacity-building, and (iii) awareness-raising, summarized below:

#### 1. Research

- “Racism and ethno-racial discrimination in [Luxembourg](#)”;<sup>18</sup>
- “Racism and discrimination in Luxembourg – listening to the victims”;<sup>19</sup>
- “An overview of training and initiatives in the field of interculturality in [Luxembourg](#)”;<sup>20</sup>

#### 2. Capacity-building

8. The following training initiatives focusing entirely or partially on combating racism and racial discrimination have been included in national training catalogues targeting municipal civil servants,<sup>21</sup> teachers and education personnel,<sup>22</sup> and the police force. Content of the training targeting teachers and education personnel, and the police force was developed in partnership with civil society organizations.

*National Institute of Public Administration*<sup>23</sup>

- Diversity and non-discrimination.<sup>24</sup>

<sup>17</sup> Recommendation contained in paragraph 18c of the concluding observations on the combined eighteenth to twentieth periodic reports of Luxembourg (CERD/C/LUX/CO/18-20).

<sup>18</sup> Ministry of Family Affairs, Integration and the Greater Region (in French : Ministère de la Famille, de l’Intégration et à la Grande Région), Centre for Intercultural and Social Studies and Training (original in French : Centre d’étude et de formation interculturelles et sociales – CEFIS) and the Luxembourg Institute of Socio-Economic Research (LISER) (2022) “Racism and ethno-racial discrimination in Luxembourg” (original in French: (Le racisme et les discriminations ethno-raciales au Luxembourg)). Available at: <https://mfamigr.gouvernement.lu/dam-assets/publications/rapport-etude-analyse/racisme/Rapport-d-etude-Enquete-Racisme.pdf>.

<sup>19</sup> Ministry of Family Affairs, Integration and the Greater Region (in French: Ministère de la Famille, de l’Intégration et à la Grande Région) and Centre for Intercultural and Social Studies and Training (original in French: Centre d’étude et de formation interculturelles et sociales – CEFIS) (2023, forthcoming) Racism and discrimination in Luxembourg – listening to the victims (original in French: « Racisme et discriminations au Luxembourg – à l’écoute des victimes ». This study gathers the lived experiences of victims of racism and ethno-racial discrimination in Luxembourg.

<sup>20</sup> Ministry of Family Affairs, Integration and the Greater Region (in French: Ministère de la Famille, de l’Intégration et à la Grande Région), Inspiring More Sustainability (IMS Luxembourg) and Diversity Charter Luxembourg (original in French and Luxembourgish: « Charte de la Diversité Lëtzebuerg » (2022). An overview of training and initiatives in the field of interculturality in Luxembourg (original in French: Un état des lieux des formations et initiatives en matière d’interculturalité au Luxembourg). Available at [https://imslux.lu/fr/news/464\\_etat-des-lieux-des-formations-et-initiatives-a-l-interculturalite-au-luxembourg](https://imslux.lu/fr/news/464_etat-des-lieux-des-formations-et-initiatives-a-l-interculturalite-au-luxembourg).

<sup>21</sup> National Institute of Public Administration (original in French “Institut National de l’Administration Publique” – INAP).

<sup>22</sup> National Education Training Institute (original in French: “Institut de formation de l’Éducation nationale – IFEN”).

<sup>23</sup> National Institute of Public Administration (original in French “Institut National de l’Administration Publique” – INAP).

<sup>24</sup> Diversity and non-discrimination (original in French: Diversité et non-discrimination). More information available at: [https://fonction-publique.public.lu/fr/formation-developpement/catalogue-formation/secteur-communal/00formini/00-fs-co/co\\_00-2-029.html](https://fonction-publique.public.lu/fr/formation-developpement/catalogue-formation/secteur-communal/00formini/00-fs-co/co_00-2-029.html).

*National Education Training Institute*<sup>25</sup>

- How to create an inclusive and anti-racist library;<sup>26</sup>
- Anti-racism in schooling and education;<sup>27</sup>
- Everyday racism in schools: Recognize and prevent racist micro-aggressions and prejudice;<sup>28</sup>
- Do I have prejudices? And if so, how many? – Prejudice Reflection Exercise for Teachers;<sup>29</sup>
- Thinking, speaking and acting critically about racism.<sup>30</sup>

*Police*<sup>31</sup>

- Intercultural education – police training (original title in French: “Éducation interculturelle”).

**3. Awareness-raising**

9. Below is a non-exhaustive list of awareness-raising measures to combat racism, racial discrimination and negative stereotypes. Civil society organizations implement most of these initiatives with public funding, including the Ministry of Family Affairs, Integration and the Greater Region,<sup>32</sup> the Ministry of Justice, and the Grand Duchess Charlotte National Relief Work.<sup>33</sup>

- Series of conferences on racism and ethno-racial discrimination in Luxembourg;<sup>34</sup>

<sup>25</sup> National Education Training Institute (original in French: “Institut de formation de l’Éducation nationale – IFEN”).

<sup>26</sup> How to create an inclusive and antiracist library (original in French: « Pour une bibliothèque scolaire inclusive et antiraciste ! ») More information available at: <https://ssl.education.lu/ifen/descriptionformation?idFormation=275441>.

<sup>27</sup> Anti-racism in schooling and education (original in German: „Antirassismus im Bildungs- und Erziehungsbereich”) More information available at: <https://ssl.education.lu/ifen/descriptionformation?idFormation=275511>.

<sup>28</sup> Everyday racism in schools: Recognize and prevent racist micro-aggressions and prejudice (original in French : « Racismes au quotidien en milieu scolaire : Reconnaître et éliminer les préjugés et les micro-agressions ethno-raciale ») More information available at: <https://ssl.education.lu/ifen/descriptionformation?idFormation=275442>.

<sup>29</sup> Do I have prejudices? And if so, how many? – Prejudice Reflection Exercise for Teachers (original in German: Habe ich Vorurteile? Und wenn ja, wie viele? – Vorurteilsreflektierende Übung für Lehrer/-innen) More information available at: <https://ssl.education.lu/ifen/descriptionformation?idFormation=275419>.

<sup>30</sup> Thinking, speaking and acting critically of racism (original in German: Rassismuskritisch denken, sprachen und handeln) More information available at: <https://ssl.education.lu/ifen/descriptionformation?idFormation=273862>.

<sup>31</sup> Police Training Department and Police Psychological Service.

<sup>32</sup> The Department of Integration of the Ministry of Family Affairs, Integration and the Greater Region regularly launches calls for projects that promote integration. Together with the National Reception Office (ONA) and the Directorate of immigration of the Ministry of Foreign and European Affairs, the Department of Integration also supports integration projects under the AMIF (Asylum, Migration and Integration Fund) calls for proposals. More information here: <https://mfamigr.gouvernement.lu/en/le-ministere/attributions/integration/integrationsprojekte.html>.

<sup>33</sup> Grand Duchess Charlotte National Relief Work (original in French: Œuvre Nationale de Secours Grande-Duchesse Charlotte).

<sup>34</sup> Original in French: Cycle de conférences « Nous et les autres, des stéréotypes au racisme. Cycle de conférences sur le racisme et les discriminations ethno-raciales au Luxembourg » co-organised by Ministry of Family Affairs, Integration and the Greater Region (in French : Ministère de la Famille, de l’Intégration et à la Grande Région), Centre for Intercultural and Social Studies and Training (original in French: Centre d’étude et de formation interculturelles et sociales – CEFIS) and the Luxembourg Institute of Socio-Economic Research (LISER) between September 2022 and January 2023. More information available at: <https://www.liser.lu/?type=module&id=272>.

- Dialogue instead of Hate;<sup>35</sup>
- Visible;<sup>36</sup>
- Luxembourg’s colonial past;<sup>37</sup>
- Cliché – Society in migration;<sup>38</sup>
- Week against discrimination;<sup>39</sup>
- Peanut project;<sup>40</sup>
- A fleur de peau: being Afro-descendant in Luxembourg;<sup>41</sup>
- De Klang Keller: Living Music Living Culture Living Dialog in Luxembourg;<sup>42</sup>
- Building together a solid and inclusive society;<sup>43</sup>
- Sustainable Stereotypes of Luxembourg;<sup>44</sup>
- Ethno-racial stereotypes and stereotyping in the Health sector in Luxembourg.<sup>45</sup>

<sup>35</sup> The project “Dialogue instead of Hate” (original in German: Dialog statt Hass) is funded by the Ministry of Family Affairs, Integration and the Greater Region and implemented by Respect.lu/Centre contre la radicalization.

<sup>36</sup> The project “visible” funded by the Ministry of Family Affairs, Integration and the Greater Region was implemented by Ally Book Club from 1 July 2021 to 31 December 2022.

<sup>37</sup> Exhibition on “Luxembourg’s colonial past” at the National Museum for History and Art (original in French: Exposition “Le passé colonial du Luxembourg” au Musée national d’histoire et d’art – MNHA) from 8 April 2022 to 6 November 2022. More information available at: <https://www.mnha.lu/en/exhibitions/luxembourgs-colonial-past>.

<sup>38</sup> The initiative “Cliché – Society in migration” (original in French: Cliché – Société en migration) is funded by The Grand Duchess Charlotte National Relief Work (original in French: Œuvre Nationale de Secours Grande-Duchesse Charlotte). Cliché I partners included the Centre for Intercultural Education (original in French: Le centre d’éducation interculturelle – interkulturell – IKL), a national civil society organization which is managed by the Ministry of National Education, Children and Youth (original in French: ministère de l’Éducation nationale, de l’Enfance et de la Jeunesse) and the national civil society organization “Association for the support of Immigrant Workers” (original in French: “Association de Soutien aux Travailleurs Immigrés” – ASTI), also a national civil society organization, the City of Luxembourg (original in French: Ville de Luxembourg), EduTec Digital Solutions and Flamingo Creative Studio. More information available at: <https://cliche.lu/>.

<sup>39</sup> The initiative “Week against discriminations 14 October 2022–22 October 2022” (original in French: Semaine contre les discriminations 14.10.2022–22.10.2022) was implemented by the trade union Onofhängege Gewerkschaftsbond Lëtzebuerg (OGBL). More information is available at: <http://www.ogbl.lu/anti-discriminations/>.

<sup>40</sup> The “Peanut Project” funded by the Ministry of Family Affairs, Integration and the Greater Region was implemented by Lëtz Rise Up from 1 November 2020–31 July 2021.

<sup>41</sup> The project « A fleur de peau: being Afro-descendant in Luxembourg » (original in French: A fleur de peau: être afro-descendant au Luxembourg) funded by the Ministry of Family Affairs, Integration and the Greater Region was implemented by the Centre de Documentation sur les Migrations humaines (CDMH) from 15 April 2020 to 15 January 2021.

<sup>42</sup> The project “De Klang Keller: Living Music Living Culture Living Dialog in Luxembourg” funded by the Ministry of Family Affairs, Integration and the Greater Region was implemented by Finkapé from 1 July 2021 to 31 December 2022.

<sup>43</sup> The project “Building together a strong and inclusive society” co-financed by European Union and the Ministry of Family Affairs, Integration and the Greater Region in the framework Asylum, Migration and Integration Fund (AMIF), is implemented by Luxembourg Association for Intercultural Dialogue (original in French: Association Luxembourgeoise pour le Dialogue interculturel – ALDIC) from 1 January 2023 to 31 December 2024.

<sup>44</sup> The project “Sustainable Stereotypes of Luxembourg” co-financed by the European Union and the Ministry of Family Affairs, Integration and the Greater Region in the framework Asylum, Migration and Integration Fund (AMIF), is implemented by Multi-learn from 01 January 2023 to 31 December 2024.

<sup>45</sup> The project “Ethno-racial stereotypes and stereotyping in the Health sector in Luxembourg” co-financed by European Union and the Ministry of Family Affairs, Integration and the Greater Region in the framework Asylum, Migration and Integration Fund (AMIF), is implemented by Multi-learn from 1 January 2023 to 31 December 2024.

- Generate essential changes in the issue of racism in Luxembourg and improve the conditions for the integration of third-country nationals;<sup>46</sup>
- Everyone in the classroom;<sup>47</sup>
- Parliament public hearing on hate speech of 18 November 2021;<sup>48</sup>
- Esch-sur-Alzette, the country's second-biggest city, joined the Coalition of European Cities against Racism in 2021.<sup>49</sup>

---

---

<sup>46</sup> The project Generate important changes in the issue of racism in Luxembourg and improve the conditions for the integration of third-country nationals co-financed by European Union and the Ministry of Family Affairs, Integration and the Greater Region in the framework Asylum, Migration and Integration Fund (AMIF), is implemented by Aid and Development Programmes for the Children of the World (original in French: Programmes d'Aide et de Développement destinés aux Enfants du Monde – PADEM) from 1 January 2023 to 31 December 2024.

<sup>47</sup> The project “Everyone in the classroom” (original in French “Tout le monde en classe!”) funded by the Ministry of Family Affairs, Integration and the Greater Region was implemented by Liaison Committee of Immigrant Associations (Comité de liaison des associations issues de l’immigration – CLAE).

<sup>48</sup> Further information is available at Parliament (original in French: « Chambre des députés du grand-duché de Luxembourg ») website: <https://www.chd.lu/fr/seance/2687>.

<sup>49</sup> The European Coalition of Cities against Racism is an initiative launched by UNESCO in 2004 to establish a network of cities interested in sharing experiences in order to improve their policies to fight racism, discrimination and xenophobia. It is part of the International Coalition of Inclusive and Sustainable Cities (ICCAR). Members commit to implementing a Ten-Point-Plan of Action. Further information on the European Coalition of Cities against Racism is available at <https://www.eccar.info/en/welcome-eccar>.