



Convention on the Rights of Persons with Disabilities

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Committee on the Rights of Persons with Disabilities

List of issues prior to submission of the combined second and third periodic reports of Luxembourg*

A. Purpose and general obligations (arts. 1–4)

1. Please provide information on:

(a) Measures taken to revise and repeal discriminatory or retrogressive legislation on the rights of persons with disabilities in all areas;

(b) The assessment of the implementation of the second National Action Plan on Disability (2019–2024), and the current status of the third action plan on disability;

(c) Measures taken to adopt new national action plans on disability that are cross-sectoral human rights-based, including information about targets, indicators and budget allocation at all levels, the effective involvement of organizations of persons with disabilities in the adoption of such plans, and plans to ensure cooperation across sectors with regard to mainstreaming disability into legislation, public policies and practices;

(d) Legally binding frameworks and formal mechanisms to ensure close consultation with and the active involvement of organizations of persons with disabilities in decision-making processes concerning the implementation and monitoring of the Convention, including in preparatory studies about new legislation, the amendment of laws and public policies.

B. Specific rights (arts. 5–30)

Equality and non-discrimination (art. 5)

2. Please provide:

(a) Information on measures taken to ensure that reasonable accommodation is legally defined and provided without any exception, including in the fields of housing, law enforcement and justice, and that failure to provide it is legally recognized as a form of discrimination across all sectors, and information on monitoring and complaint mechanisms;

(b) Information on measures taken to strengthen the mandate and resources of the Centre for Equal Treatment, including the transposition of Council Directive (EU) 2024/1499 of 7 May 2024 and Directive (EU) 2024/1500 of the European Parliament and of the Council of 7 May 2024, and whether the mandate includes the provision of support for victims;

(c) Statistics on the number and percentage of claims of discrimination on the basis of disability, disaggregated by sex, age, barriers identified and remedies provided.

* Adopted by the Committee intersessionally on 15 September 2025.



Women with disabilities (art. 6)

3. Please provide information on:

(a) Measures taken to prevent multiple and intersecting discrimination against women and girls with disabilities, in particular women with intellectual and/or psychosocial disabilities, in all areas of their lives, in particular in education, employment, access to justice, health and protection from violence, including sexual and gender-based violence;

(b) Specific strategies or programmes adopted for the advancement, development and empowerment of women and girls with disabilities, including the objectives, allocated resources, outcomes and measures to promote their participation in political and public decision-making processes;

(c) Steps taken to ensure that women and girls with disabilities, through their representative organizations, are meaningfully consulted on and involved in the design, implementation and monitoring of policies and programmes, including in the areas of sexual and reproductive education, and protection from workplace discrimination.

Children with disabilities (art. 7)

4. Please provide information:

(a) On measures taken to remove barriers, including stigmatization, that may prevent access by children with disabilities to social protection, health services and an inclusive, quality education system on an equal basis with other children, in particular to ensure school enrolment and the provision of appropriate assistive devices;

(b) On measures taken to establish a comprehensive system for the collection of disaggregated data on children with disabilities, including on the indicators used and links with child poverty and migration background;

(c) On the mechanisms in place to monitor and address complaints, rights violations and service failures affecting children with disabilities, including the support provided to enable them to lodge complaints themselves, and on child-accessible complaint procedures, the number of complaints received and the outcomes following their resolution.

Awareness-raising (art. 8)

5. Please provide information on:

(a) The progress made in the implementation of the awareness-raising measures in the second National Action Plan (2019–2024), and the awareness-raising measures in the forthcoming third national action plan;

(b) The extent to which persons with disabilities, including persons with intellectual and/or psychosocial disabilities, are closely consulted on and are actively involved and participate effectively in public awareness campaigns, through their representative organizations, particularly in the planning, design and implementation of programmes and policies;

(c) Measures taken to combat stereotypes and prejudice concerning persons with disabilities in all areas of life, to educate and familiarize the general public, organizations of persons with disabilities and individuals with disabilities on the Convention, and to train media professionals, journalists, editors and producers to portray the positive contributions of persons with disabilities, combat stereotypes and ensure respectful representation, including concerning invisible disabilities and children with disabilities;

(d) Awareness training in various sectors, including healthcare, education, leisure, sports, the judiciary and law enforcement, to ensure that professionals are equipped to meet the requirements of persons with disabilities.

Accessibility (art. 9)

6. Please provide updated information on:

(a) The implementation and enforcement of national legislation on accessibility, including the Act on Accessibility of Public Spaces (2022), the Act on the Accessibility Requirements for Products and Services (2023) and the transposition of the European Accessibility Act (Directive (EU) 2019/882 of the European Parliament and of the Council of 17 April 2019), including clarifications with regard to compliance deadlines, monitoring mechanisms and sanctions for non-compliance;

(b) Measures taken to address accessibility gaps in older buildings, transport infrastructure (including rural bus stops and stations), public spaces (including toilets) and emergency communications systems, in line with targets 9.c, 11.2 and 11.7 of the Sustainable Development Goals;

(c) Steps taken to ensure access to information and communications for persons with intellectual and/or psychosocial disabilities and persons with sensory disabilities, including through Easy Read, plain language, sign language, Braille, augmentative and alternative communication and accessible formats in political, public health and crisis-response messaging, and initiatives to ensure the accessibility of digital platforms, private sector websites and online services for persons with disabilities;

(d) The existing mechanism for monitoring legislation on accessibility and whether there is a centralized reporting mechanism for accessibility violations;

(e) How persons with disabilities, through their representative organizations, are closely consulted on and actively involved in the development of accessibility standards, including within the national standardization processes for the European Accessibility Act.

Right to life (art. 10)

7. Please provide updated information on:

(a) Measures taken to ensure objective, non-directive counselling regarding abortion or continuation of pregnancy when disability is detected;

(b) How the current legislation on euthanasia and assisted suicide affects persons with disabilities, including individuals under guardianship or deemed legally incapable, and how the State Party ensures access to life-sustaining support and prevents indirect pressure towards euthanasia due to a lack of services.

Situations of risk and humanitarian emergencies (art. 11)

8. Please provide information on:

(a) Measures taken to make crisis communication, evacuation plans, alarm systems and shelters fully accessible to persons with diverse disabilities, and training provided to first responders, including members of the Grand Ducal Fire and Rescue Corps, in disability inclusion;

(b) Measures taken to ensure that asylum-seekers and refugees with disabilities, particularly those with psychosocial disabilities, have access to reception facilities, counselling, rehabilitation and other essential services on an equal basis with others;

(c) The means of communication used to inform persons with disabilities about risk and humanitarian emergencies, and the systematic provision of accessible formats, such as Easy Read, plain language, sign language, Braille and augmentative and alternative communication;

(d) How persons with disabilities, through their representative organizations, are closely consulted on and actively involved in the design, implementation and evaluation of emergency preparedness and humanitarian response strategies.

Equal recognition before the law (art. 12)

9. Please provide:

(a) Information on measures taken to repeal and/or amend all discriminatory legal provisions, including article 490 and chapter III of the Civil Code and the Guardianship Act of 1982, with a view to abolishing substitute decision-making regimes, restoring full legal capacity and reviewing the State Party's guardianship system, and to introduce supported decision-making mechanisms that respect the autonomy, will and preferences of persons with disabilities, such as the mechanism of "person of trust" currently existing in the health sector for persons not denied legal capacity;

(b) Statistics and data, disaggregated by disability, gender and age, on persons currently deprived of legal capacity, and information on the safeguards introduced to ensure that supported decision-making mechanisms are accessible, rights-based and subject to effective oversight;

(c) Information on the State Party's position regarding the draft additional protocol to the Convention for the Protection of Human Rights and Dignity of the Human Being with regard to the Application of Biology and Medicine and on steps taken concerning the ratification and implementation of the Convention on the International Protection of Adults.

Access to justice (art. 13)

10. Please provide information:

(a) On measures taken to enact appropriate legislation to ensure the removal of barriers to access to justice and to guarantee the provision of procedural and gender- and age-appropriate accommodation based on the free choice and preferences of persons with disabilities, and to establish related safeguards to enable the participation of persons with disabilities in all legal proceedings on an equal basis with others;

(b) On measures taken to provide systematic, mandatory and continuous training on the Convention and the rights of persons with disabilities to judges, lawyers, prosecutors, police officers and prison staff, and on its content and coverage;

(c) Measures taken to ensure that legal documents, forms and websites are accessible, in formats adapted to different types of disabilities.

Liberty and security of the person (art. 14)

11. Please provide information on:

(a) Measures taken to prevent arbitrary detention, involuntary hospitalization, restraints and forced psychiatric treatment of persons with psychosocial disabilities, including data on their application, safeguards under the 2009 act on hospitalization without consent and monitoring mechanisms;

(b) Measures taken to ensure that persons with disabilities in conflict with the law are entitled to fair trial and due process guarantees on an equal basis with others, and the safeguards in place for persons declared not criminally responsible under article 71 of the Penal Code, including measures to ensure fair trial and due process guarantees and separation from convicted detainees in the judicial psychiatric unit.

Freedom from torture or cruel, inhuman or degrading treatment or punishment (art. 15)

12. Please provide information:

(a) On the immediate and long-term steps taken to eliminate the use of restraints in medical facilities that may amount to torture or cruel, inhuman or degrading treatment or punishment, and to ensure that independent authorities are mandated to monitor all facilities and programmes serving persons with disabilities, including private hospitals and mental health facilities and communal homes;

(b) On whether independent expert reviews and monitoring are systematically carried out in all institutions housing persons with disabilities, including private hospitals and mental health facilities and communal homes, and on the findings of the Ombudsman, which acts as the national preventive mechanism;

(c) On measures taken to ensure accessible complaint mechanisms for persons with disabilities, including in places of deprivation of liberty, and on how complaints concerning cruel, inhuman or degrading treatment are addressed.

Freedom from exploitation, violence and abuse (art. 16)

13. Please provide information:

(a) On measures taken to combat violence against persons with disabilities, including steps to review and amend the Domestic Violence Act of 2003 to incorporate a disability perspective, and on the status of implementation of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention), with explicit reference to women and girls with disabilities;

(b) On measures taken to ensure that all cases of violence and abuse against persons with disabilities, including those in institutional or hospital settings, are promptly investigated, the perpetrators prosecuted and the victims provided with legal representation;

(c) On measures taken to ensure the availability of accessible and inclusive support services for victims of violence, including shelters, complaint mechanisms and specialized support services, particularly for women and children with disabilities, and data, disaggregated by disability, gender and age, on cases of violence, abuse (including sexual violence) and multiple and intersecting discrimination affecting persons with disabilities, and on how such data are used to inform the relevant policies and services;

(d) On measures taken to provide mandatory and continuous training for police, judiciary, health and social service personnel on preventing violence and abuse against persons with disabilities.

Protecting the integrity of the person (art. 17)

14. Please provide updated statistical data on cases of non-consensual treatment, including forced sterilization, forced contraception and compulsory “recommended treatment”, disaggregated by disability, gender and age, and information:

(a) On legislative and policy measures adopted to explicitly prohibit non-consensual medical interventions, including sterilization and the administration of contraceptives, particularly concerning women and girls with intellectual and/or psychosocial disabilities living in institutions, on measures taken to ensure that all medical interventions are based on the free and informed consent of the individual concerned, including persons under guardianship, and to prevent substitute decision-making in medical contexts, and on the monitoring and accountability mechanisms in place to detect, prevent and address cases of non-consensual medical treatment;

(b) On the timeline and scope of the planned reforms, including the introduction of the future protection mandate, and on how these reforms will ensure that the rights, will and preferences of persons with disabilities are fully respected.

Liberty of movement and nationality (art. 18)

15. Please provide information and data on:

(a) The situation of migrant workers, refugees and asylum-seekers with disabilities, and the legislative or policy frameworks to ensure their rights under the Convention and to protect them from statelessness;

(b) Applicants for international protection and recognized refugees with disabilities and data on specific reception arrangements;

(c) Measures taken to ensure that asylum-seekers and refugees with disabilities arriving in the State Party have access to facilities on an equal basis with others, beyond

physical accessibility, and that persons with psychosocial disabilities have access to appropriate support and rehabilitation.

Living independently and being included in the community (art. 19)

16. Please provide information on:

(a) Steps taken to adopt the necessary legal and other measures, including repealing Act No. 7014, and the relevant disability insurance systems, and replacing it with legislation that promotes the right to live independently and be included in the community, provides for, inter alia, personal assistance and clarifies the responsibilities of and resource allocations to central and local authorities;

(b) Plans to adopt a national strategy on deinstitutionalization in line with the Convention, including time frames and budget allocations, and to closely consult with and active involve organizations of persons with disabilities in its design and implementation;

(c) Measures taken to establish personal assistance and personal budgets as legal entitlements, including the number of assistants currently available, budgets allocated in recent years and whether they cover the additional costs of disability.

Personal mobility (art. 20)

17. Please provide information on:

(a) Measures taken to ensure the physical and economic accessibility to persons with disabilities of mobility aids and assistive equipment, and the proportion of persons with disabilities who are entitled to mobility aids and assistive equipment;

(b) Training programmes in mobility skills available for persons with disabilities and for specialist staff working with them;

(c) Measures taken to encourage manufacturers and entities producing mobility aids, devices and assistive technologies to ensure that products address the diverse mobility needs of persons with disabilities;

(d) Measures taken to ensure the accessibility, quality and availability of public and specialized transport services, including regional transport, and to guarantee the accessibility, reliability and user-friendliness of the Adapto and Mobibus services, including the training of drivers, indicating whether stations, tactile guidance, and real-time information are accessible and tactile guidance available throughout the country, beyond the City of Luxembourg.

Freedom of expression and opinion, and access to information (art. 21)

18. Please provide information on:

(a) Measures taken to increase the provision of accessible information and communications formats and technology for persons with disabilities, including web accessibility, sign language, subtitles, Braille, Easy Read and plain language, in relation to all public services;

(b) Measures taken to make television programmes accessible to persons with disabilities by means of audio description, sign language and subtitling, and to implement the Web Content Accessibility Guidelines 2.2 and European standard EN 301 549.

Respect for privacy (art. 22)

19. Please provide information on measures adopted to protect the right of all persons with disabilities to respect for their privacy, family life and correspondence on an equal basis with others, regardless of impairment, gender, age or place of residence or living arrangements, including any plans to adopt a uniform regulatory framework for privacy-related matters, particularly between residential facilities for persons with disabilities still living therein.

Respect for home and the family (art. 23)

20. Please provide information on:

(a) Measures taken to repeal discriminatory laws and policies restricting the rights of persons with disabilities regarding marriage, family, parenthood and relationships, and to ensure that persons with disabilities, including those under guardianship, are able to exercise these rights on an equal basis with others;

(b) The status of the law on exceptional family leave, and any other measures taken or planned to guarantee equal parental leave;

(c) How comprehensive and inclusive sexual and reproductive education is ensured for persons with disabilities, and how professionals and support staff are trained in this area.

Education (art. 24)

21. Please provide information on:

(a) The reforms undertaken or planned, and the legal measures adopted, to prohibit the segregation of students with disabilities and to guarantee inclusive education at all levels, including in preschool and higher education; action taken to reduce reliance on special schools and segregated classes; measures taken to ensure systematic training for teachers and education staff on the rights of persons with disabilities and inclusive pedagogical practices; and the support provided to parents;

(b) The outcome of the assessment of the action plan on inclusive education for 2019–2024, and whether the action plan has been extended beyond 2024;

(c) Measures taken to ensure the provision of reasonable accommodation, including assistant support staff, technological aids and alternative teaching methods, and how such provision is determined in consultation with the person concerned;

(d) Measures taken to ensure the accessibility of school infrastructure and information and communications technology, including measures to adapt compulsory language requirements in schools for students with disabilities, and disaggregated data on the participation and outcomes of children with disabilities in mainstream education;

(e) Measures taken to support students with disabilities in private, European and cross-border schools and to ensure equal treatment with those in public schools;

(f) Whether the State Party intends to revise the eligibility criteria of the Agency for the Transition to Independence to ensure equal access to support for all young persons with disabilities, including those over the age of 18.

Health (art. 25)

22. Please provide information on:

(a) Measures taken to ensure access for persons with disabilities to health facilities and services and to means of communication and equipment, and measures taken to systematically train health personnel on the rights of persons with disabilities to have access to healthcare and health services;

(b) Measures taken to provide persons with disabilities, in particular women with disabilities, with information in accessible formats, such as sign language, Braille, plain language, Easy Read and audio description, on accessible healthcare services and facilities, including in the area of sexual and reproductive health;

(c) Whether disability- and human rights-based training, including on communication methods and ethical obligations, is mandatory in medical and paramedical curricula and continuing education, and how shortages of adapted mental health structures are being addressed;

(d) Mechanisms in place to ensure that persons with disabilities can exercise the right to make medical decisions autonomously, including through the “person of trust” mechanism, and to reduce reliance on substitute decision-making under guardianship regimes;

(e) Measures taken to reduce waiting times for diagnosis (for example, of autism or rare diseases), to ensure the availability of specialized staff and to develop integrated models of care for persons requiring complex support;

(f) Safeguards in place to ensure that persons with disabilities are not disproportionately affected by the State Party’s legislation on euthanasia, including support for informed decision-making and anti-discrimination training for medical staff;

(g) Measures taken to make preventive healthcare accessible, including adapted cancer screening, nutrition education and training of caregivers and staff in residential institutions.

Habilitation and rehabilitation (art. 26)

23. Please provide information on measures taken to ensure that habilitation and rehabilitation services and programmes for persons with disabilities are designed and implemented to enable them to attain and maintain maximum independence, full physical, mental, social and vocational ability and full inclusion and participation in all aspects of life. Please also advise on the extent to which those services and programmes are designed and implemented taking into account the human rights-based approach to disability, include early and multidisciplinary interventions, integrate age and gender perspectives and peer support, are affordable and accessible and include appropriate assistive and adaptive technology.

24. Please provide information on steps taken to reduce waiting times and limitations on the duration of treatment in rehabilitation centres, particularly at the National Centre for Functional Therapy and Rehabilitation.

Work and employment (art. 27)

25. Please provide updated information on:

(a) Legislative and policy measures adopted to increase the employment of persons with disabilities in the open labour market, including timelines and strategies to phase out sheltered workshops, ensure fair remuneration and career progression and support the transition to open employment;

(b) Steps to monitor and enforce labour quotas in both the public and the private sectors, including sanctions for non-compliance and incentives for employers, such as procurement from inclusive enterprises;

(c) Existing mechanisms to ensure the provision of reasonable accommodation in employment, including effective remedies and sanctions in cases of denial of reasonable accommodation;

(d) Measures taken to expand access to vocational training, apprenticeships, adult education and self-employment for persons with disabilities, with particular attention to women with disabilities.

Adequate standard of living and social protection (art. 28)

26. Please provide information on:

(a) The socioeconomic situation of persons with disabilities, disaggregated by age, gender and type of disability, including statistical information on poverty levels and beneficiaries of the income for persons with severe disabilities;

(b) Measures taken to ensure that social protection policies and programmes secure income levels by adequately reflecting the additional costs related to disability (for example, for assistive devices, personal assistance and healthcare), in line with target 1.3 of the Sustainable Development Goals;

(c) Measures taken to ensure that adjustments to the income for persons with severe disabilities are in line with wage developments, and whether disability-related costs are sufficiently covered, including measures to address remaining gaps;

(d) Access to community-based social services, support for living independently and housing programmes for persons with disabilities, including financial support schemes to make housing accessible.

Participation in political and public life (art. 29)

27. Please provide information on:

(a) Measures taken to implement the new legislation granting voting rights to adults under guardianship, including in terms of awareness-raising among election officials and the accessibility of electoral processes, and measures taken to ensure that electoral procedures, facilities and materials are fully accessible, including provision in sign language, Braille, Easy Read and other accessible formats, and that first-time voters with disabilities are supported to familiarize themselves with voting procedures;

(b) Initiatives implemented to promote and increase the participation of persons with disabilities, including women with disabilities, in political life and public decision-making at the local and national levels, including volunteer engagement and civic education programmes.

28. Please provide disaggregated data on the representation of persons with disabilities in elected office, political parties and decision-making bodies.

Participation in cultural life, recreation, leisure and sport (art. 30)

29. Please provide information on:

(a) Measures taken to ensure the accessibility of cultural, sports, leisure and tourism facilities, including compliance with the Act on Accessibility of Public Spaces by 2032, the budgets allocated and the systematic application of the EureWelcome label;

(b) Measures taken to implement the Marrakesh Treaty to Facilitate Access to Published Works for Persons Who Are Blind, Visually Impaired or Otherwise Print Disabled;

(c) Measures taken to promote the inclusion of athletes with disabilities in mainstream sports associations and to expand accessible cultural and recreational opportunities, including in tourism and leisure.

C. Specific obligations (arts. 31–33)

Statistics and data collection (art. 31)

30. Please provide information on:

(a) Steps taken to establish a system for the comprehensive and systematic collection of data on disability under the National Institute for Statistics and Economic Studies, in line with the Convention and the methodology of the Washington Group on Disability Statistics, including indicators covering all types of disabilities, and measures to ensure public accessibility of disability-related data beyond those collected in the 2021 population census;

(b) The collection and dissemination of data disaggregated by sex, age, type of disability, ethnicity, socioeconomic status, employment, barriers encountered and place of residence, and how such data are used to design evidence-based policies;

(c) The collection of data on persons with disabilities placed in institutions abroad with State funding and on cases of discrimination and violence against persons with disabilities;

(d) How civil society and organizations of persons with disabilities are involved in identifying data needs, analysing official statistics and monitoring the use of data for policymaking.

International cooperation (art. 32)

31. Please provide information on:

(a) Measures adopted to design and implement a policy on development cooperation that incorporates the principles and values of the Convention, to mainstream disability rights systematically into all development and humanitarian programmes, beyond specialized projects, and to integrate disability inclusion into national implementation and monitoring of progress towards the Sustainable Development Goals;

(b) Mechanisms to ensure the meaningful participation of persons with disabilities, through their representative organizations, in the design, monitoring and evaluation of development cooperation initiatives;

(c) The evaluation mechanisms in place to assess the extent and impact of disability inclusion in development and humanitarian programmes, including in the State Party's international partnerships and funding streams.

National implementation and monitoring (art. 33)

32. Please provide updated information on:

(a) The mandate, authority and resources of the interministerial committee, focal points and independent monitoring mechanisms designated under article 33 (2) of the Convention, including their compliance with the principles relating to the status of national institutions for the promotion and protection of human rights (the Paris Principles) and their scope with regard to discrimination in both the public and the private sectors, and measures taken to strengthen the independence, effectiveness and resources of monitoring bodies, including the Advisory Commission on Human Rights, the Centre for Equal Treatment and the Ombudsman;

(b) The mechanisms established to ensure the meaningful participation of persons with disabilities, through their representative organizations, in monitoring and implementation processes at both the national and the communal levels;

(c) Measures taken at the communal level to establish focal points and raise awareness among local decision makers on the rights of persons with disabilities.
