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2025 Rule of Law Report Country Chapter on the rule of law situation in Luxembourg

Accompanying the document

**Communication from the Commission to the European Parliament, the Council, the
European Economic and Social Committee and the Committee of the Regions**

2025 Rule of Law Report The rule of law situation in the European Union

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ABSTRACT

The level of perceived judicial independence in Luxembourg continues to be very high among the general public and high among companies. The National Council for Justice is fully operational and functions well. Some steps have been made on the digitalisation of the judiciary, as efforts are ongoing to implement digital solutions for courts to exchange with parties and legal representatives. The reform of the criminal justice system as regards minors, which started in 2024, has not advanced further. A large-scale recruitment initiative in the judiciary is underway to address recruitment challenges and vacancies. The courts remain efficient, and the clearance rate remains stable.

The perception among experts, citizens and business executives is that Luxembourg is one of the least corrupt countries in the EU and the world. The Corruption Prevention Committee continues with the implementation of its obligations under the Anti-Bribery Convention and is considering elaborating an anti-corruption plan. The Government and the Corruption Prevention Committee are looking into the reasons for the significant decrease in the number of reported corruption cases and ongoing investigations over the past year. Additional recruitments are planned in the police and prosecution services dealing with economic and financial crime, while some difficulties to attract good candidates remain. Following an adopted amendment, more extensive information on lobbying will become public and further efforts are being made to increase the transparency of interactions between members of Parliament and lobbyists. Further amendments to introduce codes of conduct for elected representatives and officials at municipal level are considered by the Government. The Deontology Committee was given additional investigation powers. The Office for Whistleblowers, set up in 2023, plans to release its first activity report. Corruption cases in the area of public procurement are effectively investigated and prosecuted.

The process of revising the regulatory framework applicable to electronic media, as well as the competences of the Luxembourg Independent Audiovisual Authority (ALIA) has been initiated. The Press Council adopted a new code of ethics, and the Government announced an increase in its public subsidy. An Audience Council was established for public broadcaster Radio 100,7 and reflections are ongoing to broaden the reach of its content. The Government introduced a draft law reforming the legal framework on access to official documents while stakeholders seek further clarity on enforceability and timelines. The Government has committed to strengthening the protection of journalists against physical violence and intimidation, with the objective of ensuring a safe environment for free expression and democratic debate.

Stakeholder consultations are reported to work well in practice. The reform intended to make the Consultative Commission for Human Rights (CCDH) more independent is ongoing. The civic space is open and diverse.

RECOMMENDATIONS

Overall, concerning the recommendations in the 2024 Rule of Law Report, Luxembourg has made:

- Some progress on strengthening efforts to achieve full digitalisation of civil, criminal and administrative proceedings.
- Significant progress on stepping up efforts to increase the information contained in the transparency register, including by covering all the information set out in the Parliament's rules of procedures.
- Some progress on taking forward the reform of the legal framework for the disclosure of official documents, taking into account European standards on access to official documents.
- Fully implemented the recommendation on improving the legislative decision-making process notably at the level of Parliament by increasing the transparency and involvement of stakeholders in the public consultations.

On this basis, and considering other developments that took place in the period of reference, it is recommended to Luxembourg to:

- Step up efforts to achieve full digitalisation of civil, criminal and administrative proceedings.
- Complete the reform of the legal framework for the disclosure of official documents, taking into account European standards on access to official documents.

I. JUSTICE SYSTEM¹

Independence

The level of perceived judicial independence in Luxembourg continues to be very high among the general public and high among companies. Overall, 77% of the general population and 74% of companies perceive the level of independence of courts and judges to be ‘fairly or very good’ in 2025². The perceived judicial independence among the general public remains at the same level as in 2024 (77%) and in 2021 (77%). The perceived judicial independence among companies remains at the same level as in 2024 (74%) and has increased in comparison with 2021 (71%).

The National Council for Justice is fully operational and functioning effectively. As reported in 2023 and 2024³, the National Council for Justice was established in 2023 as the main responsible institution for appointment, appraisal, promotion, and disciplinary proceedings of magistrates. It is now fully operational, operating according to European standards, after a period of initial setup for the institution. Both the Council itself and outside stakeholders view its work positively⁴. The Council is actively involved in discussions on recruitment and eligibility criteria in the judiciary⁵. In line with its mandate, the Council is responsible for disciplinary cases against judges, which also led to some decisions by the administrative judiciary⁶. While the Council publishes its recommendations and views on its website, members of the judiciary have called for more systematic information about the Council’s internal decision-making and its decisions, such as access to its minutes, either in full or in abbreviated form⁷.

Quality

Some progress has been made to address the recommendation on the digitalisation of the judiciary, as efforts are ongoing to implement digital solutions for courts to exchange with parties and legal representatives⁸. For civil proceedings, a public contract

¹ An overview of the institutional framework for all four pillars can be found [here](#).

² Figures 50 and 52, 2025 EU Justice Scoreboard and Figures 49 and 51, 2023 EU Justice Scoreboard. The level of perceived judicial independence is categorised as follows: very low (below 30% of respondents perceive judicial independence as fairly good and very good); low (between 30-39%), average (between 40-59%), high (between 60-75%), very high (above 75%).

³ 2024 Rule of Law Report, Luxembourg, p. 3-4.

⁴ Country visit Luxembourg, 2025, National Council for Justice, the Council of State and the Groupement des Magistrats Luxembourgeois.

⁵ Country visit Luxembourg, 2025, Ministry of Justice and the National Council for Justice. See in particular Opinion of the National Council for Justice on the parliamentary amendments of 3 February relating to draft law 8433’ and ‘Recommendation No 2/2025 of the National Council for Justice on the basis of Article 26 of the Law of 23 January 2023 on the organisation of the National Council for Justice, Future Operation of Justice and the National Council for Justice’ of 17 February 2025.

⁶ Country visit Luxembourg, 2025, National Council for Justice and the Groupement des Magistrats Luxembourgeois. As set out notably in Articles 19-24 of the 2023 Law on the National Council for Justice, the Council hears individual complaints against magistrates and may decide on certain measures, including investigations or disciplinary proceedings. Such measures are subject to judicial review. These cases remain exceptional. Past cases have since been brought before the administrative courts, which have issued final decisions.

⁷ Country visit Luxembourg, 2025, President of the Supreme Court and the Constitutional Court.

⁸ The 2024 Rule of Law Report had recommended to Luxembourg to ‘strengthen efforts to achieve full digitalisation of civil, criminal and administrative proceedings’. Luxembourg has procedural rules and

was awarded in November 2024 to digitalise civil proceedings⁹ and a software release for a platform for the use by legal representatives is expected for the second half of 2025. For non-professional individuals, the use of the ‘MyGuichet’ platform is planned for the use in civil proceedings¹⁰. Notaries will use their own platform, already available as a pilot project, which is foreseen for later use also by bailiffs¹¹. For criminal cases, the General Prosecutor’s Office has set up a dedicated Directorate to address the issue.¹² The prosecution service is also cooperating with services in France and Belgium to investigate the possibility of adapting their digital solutions for Luxembourg, including for civil cases¹³. In the administrative courts, a new software to digitalise the interaction with parties and legal representatives is also in preparation¹⁴. At the current state of development, few digital solutions for parties and their legal representatives to initiate and follow proceedings are available¹⁵. While the administrative judiciary had launched test projects in proceedings for interim measures and in asylum cases¹⁶, regular filing of actions and briefs, and the exchange between the courts and parties, in particular in civil proceedings, is still done by post or telefax¹⁷. In individual cases, judges may agree with lawyers to send copies of decisions or notifications of hearing dates informally by e-mail¹⁸. Many details about the software developed under the ‘paperless justice’ project in both civil and criminal proceedings and administrative proceedings remain to be defined¹⁹. Draft laws to bring the reform forward remain at government or Parliament committee stage²⁰. An operational system is not expected before 2026²¹. On this basis, some progress on the recommendation of the 2024 Rule of Law Report has been made.

The reform of the criminal justice system as regards minors has advanced further in the course of 2024 and 2025. As previously reported, three draft laws to fundamentally reform, in accordance with international standards, the role and treatment of minors in criminal proceedings are under discussion²². The draft laws aim to establish a criminal justice system for minors, the protection of minor victims and witnesses in criminal proceedings and the

digital tools available within the courts and prosecution service. Figures 43 to 46 of the 2024 Justice Scoreboard.

⁹ Luxembourg Government (2025a), written input, p. 1.

¹⁰ Follow-up meeting Luxembourg, 2025.

¹¹ Follow-up meeting Luxembourg, 2025.

¹² Country visit Luxembourg, Directorate for Information and Digitalisation, 2025, Prosecution Service.

¹³ Follow-up meeting Luxembourg, 2025.

¹⁴ Luxembourg Government (2025a) written input, p. 1.

¹⁵ Country visit Luxembourg, 2025, Supreme Court, Bar Association, Groupement des Magistrats Luxembourgeois.

¹⁶ Country visit Luxembourg, 2025, Administrative Court.

¹⁷ Country visit Luxembourg, 2025, Supreme Court, Luxembourg Administrative Court.

¹⁸ In addition to a regular notification. Country visit Luxembourg, 2025, Bar Association and the Groupement des Magistrats Luxembourgeois.

¹⁹ Country visit Luxembourg, 2025, Ministry of Justice, the Parliament, the Supreme Court and Constitutional Court, the Administrative Court and the bar association. Luxembourg has a well-functioning online portal for the interaction with the administration, www.guichet.lu, but the Bar Association considers that this portal is not fit for purpose when it comes to judicial proceedings. Points for discussion among stakeholders include whether there will be a single platform or separate ones for the different judicial branches and the source of the software.

²⁰ Country visit Luxembourg, 2025, the Ministry of Justice and the Parliament, drafts are notably under consideration in the ‘Rules Committee’.

²¹ Country visit Luxembourg, 2025, Groupement des Magistrats Luxembourgeois, bar association.

²² See also 2024 Rule of Law Report, Luxembourg, p. 6. See further figure 29, 2025 EU Justice Scoreboard. The draft laws also follow up on a visit to Luxembourg by the Council of Europe anti-torture Committee (CPT) in 2023.

protection and assistance of minors in other settings²³. Following opinions issued on these drafts by the Council of State in 2023²⁴ amendments have been adopted by the Council of Government in May 2025 and new opinions by the Council of State are currently being awaited. while the draft laws have not been voted into law²⁵. The reform aims to align the Luxembourgish legal framework with the international standards regarding the treatment of minors by the judicial system and to establish a dedicated criminal justice system for minors, which features specific rights and guarantees for the interests of the child²⁶. Under the current framework, lawyers are court-mandated and appointed by judges from a list. However, not enough lawyers volunteer, leading to difficulties in finding adequate representation²⁷. The Ombudsman for Children and Youth expressed reservations about the qualifications required to feature on this list, which is currently a one-day training, considering it insufficient given the sensitivity of representing minors²⁸.

A large-scale recruitment initiative is underway to address recruitment challenges and vacancies. All branches of the judiciary report difficulties in filling vacancies²⁹. These difficulties are particularly common in the administrative judiciary, notably in the area of asylum and tax law³⁰. There were no applications to a recent vacancy for the post of one of the Luxembourg European Delegated Prosecutors³¹. The Government has tabled a ‘pluriannual programme’ in July 2024, seeking to recruit 94 new magistrates and 20 justice attachés until 2027, with on average 15 recruitments per year, adding a third of new posts to the existing judiciary³². Judges welcome this development but consider it ambitious in view of certain challenges to recruitment³³, such as the need for judges to be fluent in all three national languages, and for judges to have five years of experience as lawyers, if they wish to join from outside the judiciary. Judicial positions are therefore filled, in part, by law clerks (référéndaires)³⁴. The Government is also discussing a future reform which could lower professional requirements for candidates joining from outside the judiciary³⁵.

²³ Draft laws 7991, 7992 and 7994, respectively.

²⁴ Opinion 60.980 to 60.983 and Opinion 61.692 of the Council of State.

²⁵ Country visit Luxembourg, 2025, Chamber of Deputies and the Ombudsman for Children and Youth.

²⁶ See already 2024 Rule of Law Report, Luxembourg, p. 6. Country visit Luxembourg, 2025, Ombudsman for Children and Youth. Main features include the right to be assisted by the legal representatives or another appropriate adult, the right to a specialised lawyer, the right to be auditioned by special trained police officers, the right to a set of measures aiming at avoiding incarceration, as well as the right to be incarcerated in a specifically created prison for minors rather than a prison for adults, which currently occurs in some exceptional cases. Victims and witnesses will also have specific rights, such as the right to be accompanied by the legal representatives or another person of their choosing, the right to a lawyer as well as the right to a set of guarantees aiming at avoiding contact with the suspect or exposing information regarding their identity. While efforts are made to house notably suspects accused of misdemeanours in the youth facility, in one recent case, a 13-year-old girl was housed in the adult prison.

²⁷ Country visit Luxembourg, 2025, Bar association.

²⁸ Country visit Luxembourg, 2025, Ombudsman for Children and Youth. See also Luxemburger Wort, 2025b.

²⁹ Country visit Luxembourg, 2025, Ministry of Justice, Groupement des Magistrats Luxembourgeois, Supreme Court and Administrative Court. This also affects the prosecution service.

³⁰ Country visit Luxembourg, 2025, Administrative Court.

³¹ Country visit Luxembourg, 2025, Prosecution Service.

³² Luxembourg Ministry of Justice, ‘Garantir une justice efficace’, pointing to a creation of 200 new posts.

³³ Country visit Luxembourg, 2025, Supreme Court and Groupement des Magistrats Luxembourgeois.

³⁴ Country visit 2025, Supreme Court and Administrative Court. Référéndaires are law clerks that are fully qualified but are not required to have Luxembourgish nationality nor to speak all national languages.

³⁵ Country visit Luxembourg, 2025, Groupement des Magistrats Luxembourgeois and the Ministry of Justice. The Groupement des Magistrats Luxembourgeois considers that the recruitment of new judges from outside

Efficiency

The courts remain efficient, the clearance rate slightly decreased but it remains overall stable. Courts remain efficient, although the estimated time needed to resolve a case at first instance in civil, commercial or administrative proceedings in 2023 has slightly increased in comparison to 2022³⁶. The clearance rate remains overall stable³⁷. The length of proceedings for litigious civil and commercial cases at first instance remains among the most efficient in the EU for 2022, with an increase compared to 2021. These cases took longer at second and third instance, with an increase also compared to 2021³⁸. As regards administrative cases, the length of proceedings in 2022 remained higher at first instance than for second instance³⁹.

II. ANTI-CORRUPTION FRAMEWORK

The perception among experts, business executives and citizens is that Luxembourg is one of the least corrupt countries in the EU and the world. In the 2024 Corruption Perceptions Index by Transparency International, Luxembourg scores 81/100, ranks 3rd in the European Union and 5th globally⁴⁰. This perception has been relatively stable⁴¹. The 2025 Special Eurobarometer on Corruption shows that 52% of respondents consider corruption widespread in their country (EU average 69%) and 10% of respondents feel personally affected by corruption in their daily lives (EU average 30%). As regards businesses, 40% of companies consider that corruption is widespread (EU average 63%) and 35% consider that corruption is a problem when doing business (EU average 35%). Furthermore, 35% of respondents find that there are enough successful prosecutions to deter people from corrupt practices (EU average 36%), while 61% of companies believe that people and businesses caught for bribing a senior official are appropriately punished (EU average 33%)⁴².

The Corruption Prevention Committee (COPRECO) continues with the implementation of its obligations under the Anti-Bribery Convention and is considering elaborating an anti-corruption plan. In 2024, COPRECO maintained a focus on the evaluation of

the judiciary, when filling higher career positions, however needs to take account of career expectations of long-serving judges based on their time spent in the judiciary, when it comes to filling higher career positions.

³⁶ Figure 4, 2025 EU Justice Scoreboard. The estimated time needed to resolve civil, administrative and other cases rose to 198 days in 2023 from 183 days in 2022. In 2022, the average was 182 days, it stood at 221 days in 2023. The estimated time needed to resolve a case at first instance in civil and commercial cases category rose notably by 39 days between 2022 and 2023, but remain fairly low in comparison to other Member States.

³⁷ Figure 10 and 11, 2025 EU Justice Scoreboard. The clearance rate for litigious civil and commercial cases decreased to 93% for 2023 from 98% in 2022. For administrative cases, it increased to 98% in 2023 from 92% in 2022.

³⁸ Figure 6, 2025 EU Justice Scoreboard and 2024 Rule of Law Report, Luxembourg, p. 7, the estimated time needed to resolve litigious civil and commercial cases at all court instances for 2023 stood at 221 days at first instance, 497 days at second instance and 427 days at third instance. For 2022, the length in days is 182 days for first instance, 464 days for second instance and 216 days for last instance.

³⁹ Figure 9, 2025 EU Justice Scoreboard - It stood at 479 days at first instance and at 288 days at second instance, in 2023.

⁴⁰ The level of perceived corruption is categorised as follows: low (above 79); relatively low (between 79-60), relatively high (between 59-50), high (below 50).

⁴¹ In 2020 the score was 80, while, in 2024, the score is 81. The score significantly increases/decreases when it changes more than five points; improves/deteriorates (changes between 4-5 points); is relatively stable (changes from 1-3 points) in the last five years.

⁴² Data from Special Eurobarometer 561 (2025) and Flash Eurobarometer 557 (2025).

Luxembourg's implementation of the OECD Anti-Bribery Convention. COPRECO will present concrete measures to implement the OECD's recommendations in early 2026⁴³. The Government is considering proposing a formal anti-corruption strategy as well as possible adaptations to the COPRECO's functioning⁴⁴.

The Government and COPRECO are looking into the reasons for the significant decrease in the number of reported corruption cases and ongoing investigations over the past year. The number of corruption cases registered in the State Prosecutor's Office showed a significant decrease in 2024 with nine cases opened compared to 31 cases in 2023. Data for 2024 shows the number of convictions remained stable⁴⁵. A few foreign bribery cases were initiated in recent years, while more steps could be taken to better identify risks in this area⁴⁶. The Police reported no breach of the transparency and integrity charter⁴⁷. While there were no corruption and integrity-related cases in Parliament in 2024⁴⁸, the Court of Audit identified certain minor irregularities during its 2024 audits of political party financing for the year 2023⁴⁹. In 2024, the EPPO opened investigations in two corruption cases, accounting for 5% of all active EPPO cases in Luxembourg⁵⁰. The overall cooperation between the EPPO, the judicial police, and the national prosecution offices continues to work well⁵¹.

Additional recruitments are planned in the police and prosecution services dealing with economic and financial crime, while some difficulties to attract good candidates remain. The large-scale recruitment programme in the judiciary provides for the creation of new posts for magistrates within the services dealing with economic and financial crime⁵². In addition,

⁴³ See 2024 Rule of Law Report, Luxembourg, p. 8. OECD (2024), Implementing the OECD Anti-Bribery Convention in Luxembourg: Phase 4 Report, pp. 51, 95 and 96.

⁴⁴ Country visit Luxembourg, 2025, COPRECO and Ministry of State. See also 2024 Rule of Law Report, Luxembourg, p. 8. Parties to the UN Convention against Corruption are required to ensure the existence of an independent body that oversees and coordinates preventive anti-corruption policy. COPRECO is currently set up as a consultative and interministerial institution.

⁴⁵ Luxembourg Government (2025a) written input, p. 6. There were five convictions, four of which final, compared to three in 2023.

⁴⁶ Between 1999 and 2023, Luxembourg only carried out 7 foreign bribery investigations of which there were 4 prosecutions, 2 discontinued investigations and 1 ongoing investigation. Only one of these has received a final judgment. OECD (2024), Implementing the OECD Anti-Bribery Convention in Luxembourg: Phase 4 Report, p. 11.

⁴⁷ Luxembourg Police, written reply to follow-up questions in the context of the country visit, pp. 2-3.

⁴⁸ Country visit Luxembourg, Parliament. In 2024, there were only two cases where guidance was sought on the interpretation of rules. No administrative proceeding was opened.

⁴⁹ Country visit Luxembourg, written contribution, Court of Audit. During its 2024 audit of declarations submitted in 2023, the following irregularities were identified by the Court of Audit: some declarations were outdated, and one political party failed to submit its declaration. Although these were not deemed to have a major direct impact on the use of public funds, the matter was referred to the relevant prosecution authorities.

⁵⁰ EPPO (2025a), p. 43.

⁵¹ EPPO(2025b), written input, p. 35 and country visit Luxembourg, Police and Prosecution Service. A dedicated EPPO section was created within the economic and financial crime department of the Police and recruitment processes for two police investigators and one European Delegated Prosecutor have been launched. The EPPO nevertheless reported a need for additional resources to help national authorities support its work.

⁵² Luxembourg (2024a). This law results from the division in two of the draft law 8299: Draft law no. 8299A on the multi-year recruitment programme for the judiciary (adopted on 24 July 2024 and published on 1 August 2024) and draft law No. 8299B on the creation of a reserve pool of magistrate positions at the

police services dealing with economic and financial crimes also obtained an increase of civil personnel supporting the criminal services, as well as an increase of around 200 additional police officers per year⁵³. A few of those additional positions were already filled⁵⁴, with no significant increase compared to 2023⁵⁵. Some difficulties were reported by prosecution services to attract and recruit good candidates⁵⁶.

There was significant progress regarding the recommendation on information contained in the lobbying register with further efforts being made to increase the transparency of interactions between members of the Parliament and lobbyists⁵⁷. In March 2025, the Parliament's conference of presidents adopted an evaluation with proposals to render the lobbying register more informative and in line with international transparency standards⁵⁸. Following this evaluation, an amendment to the internal Rules of Procedures of the Parliament was adopted in June 2025⁵⁹. The amendment provides for more extensive information⁶⁰ to be directly published on the Parliament's website, taking into account the relevant international standards⁶¹, within a maximum of six weeks after the meeting⁶². This new system will be operational as of 15 September 2025⁶³. Considering that there was insufficient awareness of the revised Code of Conduct, the Parliament's administration also

National Council for Justice (still pending). See already in 2023 Rule of Law Report, Luxembourg, p. 10, footnotes 79 and 81). Country visit Luxembourg, 2025, Ministry of Justice and State Prosecution Service.

⁵³ Country visit Luxembourg, State Police services.

⁵⁴ Luxembourg Government (2025a), written input, pp. 2-3. One additional staff member has been recruited in the anti-money laundering/terrorist financing section of the Police in 2024 (increase from 19 in 2022 to 29 in 2023 and 30 in 2024). The number of magistrates at the Economic and Financial Crime Section of the Prosecution Service slightly increased from 16 in 2023 to 18 in 2024 in the General Prosecutor's Office and from 39 in 2023 to 43 in 2024 in the State Prosecutor's Office. Two investigative judges joined the anticorruption offices, one in Luxembourg and one in Diekirch.

⁵⁵ Luxembourg Government (2025a), written input, pp. 4-5. 2024 Rule of Law Report, Luxembourg, pp. 9-10.

⁵⁶ EPPO (2025b), written input, p. 35. Country visit Luxembourg, 2025, State Prosecution Service.

⁵⁷ 2024 Rule of Law Report, Luxembourg, p. 2. The Commission recommended to Luxembourg to 'step up efforts to increase the information contained in the transparency register, including by covering all the information set out in the Parliament's rules of procedures'.

⁵⁸ Country visit Luxembourg, 2025, Parliament. Parliament (2025), Evaluation report on the transparency register, as adopted by the conference of presidents on 13 March 2025. This evaluation concluded that the transparency register should be reformed.

⁵⁹ Chamber of Deputies (2025c), as adopted through unanimous first plenary vote on 10 June 2026, with a start of application 15 September 2025. A derogation was requested for the second plenary vote, see Chamber of Deputies (2025d), Luxemburger Wort, 2025a. Tageblatt, 2025a.

⁶⁰ The draft amendment provides for the following information to be covered by the transparency register: '1° the date and place of the interview, 2° the surname and forename of the members of the Chamber of Deputies present at the interview, 3° the surname and forename of the interest representatives and third parties present at the interview, 4° the name, company name, registered office address and registration number [...], 5° a summary description of the position defended by the interest representatives and third parties by in relation to legislative activities, 6° if applicable, the bills or proposals for legislation as well as the laws on which the discussions focused.'

⁶¹ The proposed text is in line with international standards, such as the OECD Principles for Transparency and Integrity in Lobbying and Influence: OECD/LEGAL/0379, Recommendation of the Council on Transparency and Integrity in Lobbying and Influence.

⁶² The explanatory section of the report by the Committee on Rules of Procedures (2025c) on the draft amendment proposal Nr 8531 seems to restrict publication to meetings explicitly requested as regards ongoing legislative works and excluding general policy meetings.

⁶³ Chamber of Deputies, Committee on Rules of Procedures (2025c), follow-up outreach meeting on the recommendation. Follow-up meeting, Chamber of Deputies. Committee on Rules of Procedures (2025c), report on the draft amendment proposal Nr 8531, p.7.

offered training on Parliamentary ethical rules and obligations⁶⁴. In light of the adopted revision of the provisions in the internal Rules of Procedures pertaining to the lobbying register, there has been significant progress on implementing the recommendation made in the 2024 Rule of Law Report.

Further amendments to the draft laws introducing codes of conduct for elected representatives and officials at municipal level are considered by the Government. The process towards the adoption of the draft law and draft Grand-Ducal Regulation regarding ethics and transparency in the local administrations is still ongoing⁶⁵. The drafts will aim to reflect rules and ethics principles applicable to members of the Parliament, since they often combine their office with a mandate as a locally elected representative. A dedicated transparency register for the local administrations, inspired by the register existing for the members of the Government is also envisaged by the Government⁶⁶. The transmission of information to the two existing transparency registers of the Government was simplified and accelerated⁶⁷.

The Deontology Committee was given additional investigation powers⁶⁸. The Codes of Conduct of Members of the Government and their advisers were amended, reflecting the Deontology Committee's 2024 recommendations to the Government⁶⁹. Notably, the Deontology Committee now has the possibility to hear any stakeholders it deems relevant in the context of its evaluations, the possibility to submit written questions to members of the Government and their advisers, and to ask for any document it deems necessary to fulfil its mission⁷⁰. In its 2024 annual report, the Deontology Committee found no breaches of the Codes of Conduct for Members of Government or their Advisers, nor any conflict of interest, or irregularities in 2024 as regards Government meetings⁷¹.

⁶⁴ Chamber of Deputies (2025a). See also 2024 Rule of Law Report, Luxembourg, p. 11.

⁶⁵ Country visit Luxembourg, Ministry of Home Affairs. The opinion of the Council of State was received in November 2024. See 2024 Rule of Law Report, p. 12. The Government aims to close the consultation stage in July 2025.

⁶⁶ Country visit Luxembourg, Ministry of Home Affairs.

⁶⁷ Country visit Luxembourg, Ministry of State. Virgule (2024). Ministries are now directly encoding information in the registries, to ensure faster transmission of information. Information included in the transparency registers for meetings between members of the Government and their advisers with third parties include the name, the date of the meeting, the entity of the third parties, the position promoted by third parties, and the legislation targeted. Deontology Committee (2025a), p.6, The Deontology Committee can now monitor the meetings that took place during the year and did not detect any irregularities in 2024.

⁶⁸ Formerly 'Ethics Committee' of the Government, renamed as Deontology Committee as a result of the amendments of 25 October 2024 to the Internal Rules of the Government.

⁶⁹ Deontology Committee (2024a) and (2024b), Recommendations, respectively published on 9 April and 15 July 2024. Luxembourg Government (2025a), pp. 3-4. Country visit Luxembourg, 2025, Ministry of State. See revised Annexes D (Code of conduct for members of the Government) and F (Code of conduct for advisers who are assistants to the Government) to Internal Rules of the Government, following the amendments of 25 October 2024. See also revised Deontology Committee (2024c).

⁷⁰ See Article 27 of Annex D and Article 13 of Annex F to the Internal Rules of the Government, as revised by the amendments of 25 October 2024.

⁷¹ Deontology Committee (2025a), pp. 5-6. The Report also deals with the implementation of the Codes of Conduct for government members and their advisers. No new member of government took office in 2024, hence no declaration of interests was reviewed. No transfer to the private sector upon leaving office was notified to the Deontology Committee. As regards government advisers, 29 declarations of interests were received and reviewed, with only three clarification requests needed and no conflict of interests identified..

The Office for Whistleblowers, set up in 2023, plans to release its first activity report⁷². As regards internal whistleblowing mechanisms in the prosecution service, exchanges are ongoing at district prosecutors' level. Two cases were opened on the basis of whistleblowing reports in 2024⁷³. While welcoming the Office overall, some civil society organisations regret that the Office does not have the role of a centralised official reporting channel⁷⁴.

Corruption cases in the high-risk area of public procurement are effectively investigated and prosecuted. Businesses' attitudes towards corruption in the EU show that 18% of companies in Luxembourg (EU average 25%) think that corruption has prevented them from winning a public tender or a public procurement contract in practice in the last three years⁷⁵. 77% of companies perceive the level of independence of the public procurement review body (Administrative Court) as very or fairly good⁷⁶. The Single Market and Competitiveness Scoreboard on access to public procurement in Luxembourg reports 27% of single bids for 2023 (EU average 29%). Corruption cases continued to be reported and prosecuted in public procurement, which remains, together with the financial sector⁷⁷, a sector at higher risk⁷⁸. Higher risks were also identified at municipal level⁷⁹.

III. MEDIA PLURALISM AND MEDIA FREEDOM

The process of revising the regulatory framework applicable to electronic media, as well as the competences of the Luxembourg Independent Audiovisual Authority (ALIA), has been initiated. The primary objective of this reform is to modernise national legislation in light of technological developments, evolving media consumption practices, online content creators and the implementation of Union law, notably the European Media Freedom Act⁸⁰. Internal governance challenges persist, particularly due to the infrequent meetings of its Board, which limits the Authority's operational effectiveness⁸¹. Stakeholders have recently expressed some concerns about the transparency and independence of its governance⁸². Overall, ALIA highlights its positive cooperation with the relevant ministries and has been assured of additional financial and human resources to reinforce its capabilities⁸³.

⁷² Country visit Luxembourg, Ministry of State. Trainings and awareness-raising activities were provided to the relevant entities for internal reporting within public institutions in 2024. The Office's annual activity report had not been released yet at the time of 2025 Rule of Law Report's publication.

⁷³ Country visit Luxembourg, State Prosecution Service.

⁷⁴ StopCorrupt (2025), p. 3. The Government maintains a dedicated website for the public on 'MyGuichet'. An additional dedicated website for the Office came online.

⁷⁵ Flash Eurobarometer 557 on Businesses' attitudes towards corruption in the EU (2025). This is 7 percentage points below the EU average.

⁷⁶ Figure 59, 2025 EU Justice Scoreboard.

⁷⁷ See Transparency International (2024). OECD (2024), Implementing the OECD Anti-Bribery Convention in Luxembourg: Phase 4 Report, pp. 9-10. Country visit Luxembourg, 2025, State Prosecution Service and Police. StopCorrupt (2025), p. 3.

⁷⁸ Country visit Luxembourg, State Prosecution Service. Two cases are ongoing regarding public procurement, one high level international case and one national case at municipal level. There was one conviction in 2024.

⁷⁹ Country visit Luxembourg, State Prosecution Service.

⁸⁰ Luxembourg Government (2025a), p. 7-8.

⁸¹ Country visit Luxembourg, Luxembourg Independent Audiovisual Authority (ALIA).

⁸² CCDH, written input, p.16

⁸³ Country visit Luxembourg, ALIA.

The Press Council adopted a new Code of Ethics and the Government announced an increase in its public subsidy⁸⁴. The new Code of Ethics emphasises the core principles of responsibility, integrity, and respect for human rights as central to guiding journalistic practice in Luxembourg⁸⁵. On the support of journalists, a new draft law aims to clarify existing provisions, adjust financial mechanisms to better support diverse and innovative media projects, and introduce de minimis aid. The Government also carried out a review of the implementation of the support schemes for professional journalism based on a consultation with the beneficiaries of press aid as well as representative bodies of the press and journalists⁸⁶. The Press Council and the Luxembourg Association of Professional Journalists (ALJP) see the changes as useful refinements, but not major developments⁸⁷.

An Audience Council was established for public broadcaster Radio 100,7 and reflections are ongoing to broaden the reach of its content. A new Audience Council was established and met for the first time in 2024. Its mission is to offer informed and critical feedback on how Radio 100,7 fulfils its public service remit⁸⁸. While satisfied with the 2022 legal framework, the broadcaster notes that its remit remains limited to Luxembourgish, despite proposals to broaden access to news in other languages⁸⁹. A follow-up with the Government is expected in the coming years. The broadcaster also highlights limitations in content offering, especially in entertainment, fiction, and international news⁹⁰. While editorial autonomy and political independence of public service media remain at a very low risk⁹¹, the Media Pluralism Monitor 2025 report assesses that media concentration continues to be high, with market plurality at high risk⁹².

Some progress has been made in reforming the legal framework on access to official documents, while stakeholders seek further guarantees on enforceability and timelines.⁹³ In July 2024, the Government tabled a draft law that would entail a specific right of access to information for journalists⁹⁴. This draft law creates a legal obligation for public bodies to disclose information, broadens the definition of ‘document’, and establishes priority handling for journalists’ requests, in line with the Council of Europe’s Tromsø Convention. The ALJP and the Press Council welcomed the overall direction of the draft law but expressed concerns about the lack of enforceable accountability mechanisms for public authorities which delay or refuse responses. The ALJP and the Press Council also see the general requirement for public bodies to respond as soon as possible as insufficient and propose that authorities should at least be obliged to notify applicants when deadlines cannot be met⁹⁵. The Consultative Commission for Human Rights (CCDH) is aware of two cases in

⁸⁴ Country visit Luxembourg, Press Council and ALJP.

⁸⁵ Luxembourg Press Council (2025a), second batch, p.3. The new Code of Ethics is accessible online on their website.

⁸⁶ Luxembourg Government (2025a), written input, p. 8.

⁸⁷ Country visit, Press Council and the Luxembourg Association of Professional Journalists (ALJP).

⁸⁸ Law of 12 August 2022 on the organisation of the public institution ‘Public Service Media 100,7’, Article 7.

⁸⁹ Country visit Luxembourg, Radio 100,7.

⁹⁰ Country visit Luxembourg, Radio 100,7.

⁹¹ 2025 Media Pluralism Monitor, Luxembourg, p. 28.

⁹² 2025 Media Pluralism Monitor, Luxembourg, pp. 20, 21, 28, 30, 33.

⁹³ The 2024 Rule of Law Report had recommended Luxembourg to ‘Take forward the reform of the legal framework for the disclosure of official documents, taking into account European standards on access to official documents’, Rule of Law report 2024, p. 2.

⁹⁴ Draft law concerning the promotion of professional journalism and the democratic debate of 24 July 2024. See also 2024 Rule of Law, Luxembourg, p. 17.

⁹⁵ Country visit Luxembourg, Press Council and ALJP.

which journalists and NGOs have faced obstacles in accessing public information⁹⁶. The Access to Documents Commission also welcomed the new draft law as a step in the right direction towards aligning Luxembourg's legal framework with European standards on access to public information⁹⁷. Overall, some progress on the recommendation of the 2024 Rule of Law Report has been made.

The Government has committed to strengthening the protection of journalists, with the objective of ensuring a safe environment for free expression and democratic debate. A dedicated working group has been established to address the safety of journalists⁹⁸. Among its priorities is the drafting of a National Action Plan on the Safety of Journalists, in response to concerns such as the declining trust in professional journalism, which has been identified as a significant risk by the Government⁹⁹. A civil case involving an RTL journalist led to a controversy regarding potential *ex ante* restrictions on press freedom. In its judgment of December 2024, the Court of Appeal upheld a ban on RTL to identify an individual as found guilty of embezzlement in a previous court ruling. The Press Council and the ALJP have criticised the ruling and expressed their support for RTL¹⁰⁰ on grounds of public access to information and proportionality¹⁰¹. In light of the judgment, the Press Council also called for stronger safeguards to protect journalistic sources and defend the rights of journalists.¹⁰² An appeal of the judgment by RTL to the Court of Cassation is pending. Since the publication of the 2024 Rule of Law Report, no new alerts have been recorded on the Council of Europe's Platform to promote the protection of journalism and safety of journalists¹⁰³. The Media Freedom Rapid Response mechanism has identified one alert related to the above-mentioned case¹⁰⁴.

IV. OTHER INSTITUTIONAL ISSUES RELATED TO CHECKS AND BALANCES

Stakeholder consultations are reported to work well in practice¹⁰⁵. Under the current rules, there are regular opinions by the Council of State, professional chambers or associations or stakeholders specifically asked by the Chamber of Deputies. There are no indications of acute problems¹⁰⁶. Submissions by stakeholders are circulated among all Members of Parliament to ensure transparency, and any Member of Parliament can demand discussion of a submission in Committee or in the Plenary. References to stakeholder input is also regularly included in reports by the rapporteur in Parliament and the reasoning tabled

⁹⁶ The CCDH highlighted two ongoing cases concerning access to information: one involving an NGO's request to the Luxembourg City municipality; and another where a journalist and the ALJP challenged the Ministry of Internal Affairs' refusal to disclose documents on Luxembourg's cooperation with Frontex. CCDH (2025), p.17.

⁹⁷ Country visit Luxembourg, Commission d'accès aux documents.

⁹⁸ This group includes representatives from the Ministries of Justice and Foreign Affairs, the Media Service, the Information and Press Service, the Press Council, and ALJP. Luxembourg Government (2025a), p. 8-9.

⁹⁹ Luxembourg Government (2025a), p. 8-9.

¹⁰⁰ Luxembourg Press Council (2025b).

¹⁰¹ Luxembourg Press Council (2025a), p.1 and 2

¹⁰² Luxembourg Press Council (2025a), p.3.

¹⁰³ Council of Europe, Platform to promote the protection of journalism and safety of journalists, Luxembourg.

¹⁰⁴ European Centre for Press and Media Freedom, Media Freedom Rapid Response – Luxembourg.

¹⁰⁵ The 2024 Rule of Law Report had recommended to Luxembourg to 'improve the legislative decision-making process notably at the level of the Chamber of Deputies by increasing the transparency and involvement of stakeholders in the public consultations'.

¹⁰⁶ Country visit Luxembourg, Ministry of Justice and Chamber of Deputies. On the Chamber of Deputies' website, stakeholder input is listed as an opinion ('avis') for the respective file of the draft law ('références au dossier'). See also OECD (2025).

alongside a draft. Moreover, since 2023, any 125 citizens can submit a citizens' initiative¹⁰⁷ requesting Parliament to legislate¹⁰⁸. In light of these findings the recommendation made in the 2024 Rule of Law Report is considered fully implemented.

On 1 January 2025, Luxembourg had 4 leading judgments of the European Court of Human Rights pending implementation, an increase of 2 compared to the previous year¹⁰⁹. At that time, Luxembourg's rate of leading judgments from the past 10 years that had been implemented was at 33% (compared to 50% in 2024, 67% remained pending), and the average time that the judgments had been pending implementation was 1 year and 6 months (compared to 1 year and 5 months in 2024)¹¹⁰. The oldest leading judgment, pending implementation for almost 3 years, concerns the Court of Cassation's excessive formalism in civil matters¹¹¹. As regards the respect of payment deadlines, on 31 December 2024 there was 1 case in total awaiting confirmation of payments (compared to 0 in 2023)¹¹². On 16 June 2025, the number of leading judgments pending implementation had increased to 5¹¹³.

Almost nine in ten companies surveyed in Luxembourg express confidence in the effectiveness of investment protection. 89% of companies are very or fairly confident that investments are protected by law and courts¹¹⁴. As regards authorities relevant for economic operators, 77% perceive the level of independence of the national competition authority (Competition Authority) as very or fairly good.¹¹⁵ A number of judicial mechanisms are in place at the level of the Administrative Court to ensure the implementation of administrative court judgments, including disciplinary actions against the responsible officials, the possibility to substitute the annulled administrative act, and to award direct and consequential damages and compensation¹¹⁶.

The reform intended to make the Consultative Commission for Human Rights (CCDH) more independent remains ongoing. As in 2023 and 2024, this reform would eventually see the CCDH being attached to Parliament instead of the Ministry of State, as is currently the case, to increase its financial and operational independence¹¹⁷. While the Government supports the reform, its outline remains subject to debate¹¹⁸.

¹⁰⁷ See also the information available under: <https://www.chd.lu/fr/node/1299>.

¹⁰⁸ Follow-up meeting, Chamber of Deputies.

¹⁰⁹ For an explanation of the supervision process, see the website of the Council of Europe, <https://www.coe.int/en/web/execution/the-supervision-process>.

¹¹⁰ All figures calculated by the European Implementation Network (EIN) and based on the number of cases that are considered pending at the annual cut-off date of 1 January 2025. EIN (2025), written input, p. 6.

¹¹¹ European Court of Human Rights, judgment of 12 October 2021, application no. 35245/18, *Foyer Assurances S.A. v. Luxembourg*, pending implementation since 2021.

¹¹² Council of Europe (2025), p. 157.

¹¹³ Data according to the online database of the European Court of Human Rights (HUDOC).

¹¹⁴ Figure 54, 2025 EU Justice Scoreboard, Only 2% and 3% of the surveyed investors respectively perceive the frequent changes in legislation or concerns about the quality of the law-making process, and the quality, efficiency or independence of justice, respectively, as a reason for the lack of confidence in investment protection.

¹¹⁵ Figure 60, 2025 EU Justice Scoreboard.

¹¹⁶ Figure 49, 2025 EU Justice Scoreboard. The data presented reflects exclusively the mechanisms in place at the level of the highest administrative jurisdictions; the same or other mechanisms may be in place at lower instance administrative courts.

¹¹⁷ Country visit Luxembourg, CCDH. 2024 Rule of Law Report, Luxembourg, p. 19. ENNHRI (2025), pp. 3-4.

¹¹⁸ CCDH (2025), p. 18. The CCDH has voiced concern over a possible politicisation should the reform entail that political parties are to be represented in the CCDH.

The civic space remains open and diverse¹¹⁹. Civil society organisations perceive civic space as vibrant with ample funding available¹²⁰. Civil society organisations and the Government have been in a dialogue concerning the impact of a 2023 law on non-profit associations, imposing stricter requirements to prevent money laundering and terrorist financing¹²¹, which saw subsequent changes and transitional arrangements to avoid undue burdens for small non-profit associations¹²².

¹¹⁹ Rating given by Civicus, Latvia. Ratings are on a five-category scale defined as: open, narrowed, obstructed, repressed and closed.

¹²⁰ Country visit Luxembourg, CSOs Finance and Human Rights and Devoir de Vigilance.

¹²¹ Country visit Luxembourg, Finance and Human Rights. The new rules impose e.g. that board members have to have a Luxembourg identification number.

¹²² Law of 7 August 2023 on non-profit organisations and foundations. For new non-profit organisations, the new law is immediately applicable. For existing non-profit organisations, a 24-month transitional period applies.

Annex I: List of sources in alphabetical order*

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Annex II: Country visit to Luxembourg

The Commission services held virtual meetings in March 2025 with:

- Administrative Court
- Chambre des Députés (Chamber of Deputies, Parliament)
- Comité de déontologie (formerly: Ethics Committee)
- Commission for access to documents
- Committee for the Prevention of Corruption (COPRECO)
- Constitutional Court
- Consultative Commission for Human Rights (CCDH)
- Council of State
- Finance & Human Rights
- Groupement des magistrats Luxembourgeois
- Initiative devoir de vigilance
- Les Barreaux de Luxembourg et de Diekirch
- Luxembourg Association of Journalists (ALJP)
- Luxembourgish Media Regulator (ALIA)
- Luxembourg Press Council
- Ministry of Foreign and European Affairs
- Ministry of Home Affairs
- Ministry of Justice
- Ministry of State
- National Council for Justice
- Ombudsman
- Ombudsman for Children and Youth (Ombudsman fir Kanner a Jugendleche, Okaju).
- Police grand-ducale
- Prosecution service
- Radio 100,7
- StopCorrupt
- Supreme Court of Justice

* The Commission also met the following organisations in a number of horizontal meetings:

- Amnesty International
- Araminta
- Civil Liberties Union for Europe
- Civil Society Europe
- European Civic Forum
- European Partnership for Democracy
- European Youth Forum,
- International Commission of Jurists
- International Federation for Human Rights (FIDH)
- JEF Europe
- Philea – Philanthropy Europe Association.

- Transparency International