

# Luxembourg

Reported ODA: EUR 552 million  
1 % GNI (↓ from -0.30% in 2023)

Non-inflated ODA: EUR 552 million  
1 % GNI (from 0% in 2023)

Total inflated ODA: EUR 0 million  
0 % of total



## “Luxembourg maintains commitment to 1% ODA target, while initiating changes in bilateral partnerships and GCE-funding”

Cercle de Coopération des ONGD

### Main trends

In 2024, Luxembourg maintained its commitment to ODA of 1% of GNI while honouring the **principle of additionality which calculates international climate and refugee-related costs outside of ODA**. The government announced its intention to discontinue bilateral cooperation agreements with three of its six privileged cooperation partner countries due to concerns with the rule of law following military coups in Burkina Faso, Niger and Mali. **However, Luxembourg’s international cooperation maintained its support to civil society actors and multilateral actors in these countries.**

Negotiations initiated in 2024 with the goal of reforming the financing arrangements for global citizenship education by NGOs **within Luxembourg lead to strong uncertainty about the future direction of Luxembourg’s international cooperation in general, and of NGOs capacity to offer GCE in particular**. While the preliminary results of these negotiations signalled a strong and sustained commitment to GCE towards the end of 2024, new financing remained suspended and budgetary pressures created through the evolving geopolitical and fiscal environment (e.g. increased military budgets) created further uncertainties around the long-term commitments of the reform plans which have yet to be fully implemented.

In this context, reluctance by the Luxembourgish government to commit to a stable multiannual ODA budget projection or to the future of additionality marked an important departure from previous practice and added to the perceived instability in terms of financing and planning for NGOs.

Luxembourg continued strengthening its support of multilateral institutions in 2024, including UNRWA and other humanitarian actors. **The country underwent an OECD DAC peer review in the process of which it underlined its intention to further expand implementation of a “whole-of-government” approach in its bilateral partnerships.**

## Government's relationship with civil society

In 2024, the relationship between civil society and the government in Luxembourg was strained by the latter's decision to question public financial support for CSOs critical of the government following a fraud-related bankruptcy of a major NGO, as well as its decision to impose further administrative requirements on CSOs through a reform of the law on CSO governance. Simultaneously, various planned legal reforms were initiated that would lead to a shrinking of civic space (most notably laws regulating demonstrations). Despite this general trend, NGOs maintained a good professional relationship with their governing ministries and continued to be involved in regular consultations of cooperation stakeholders. **While institutionalised cooperation between the government and CSOs continued in 2024, public questioning of the quality and overall utility of CSOs by members of government and affiliated policy makers marked a turn from a historically strongly consensus-oriented political culture in Luxembourg.**

## Recommendations

- **(Re)commit publicly to applying additionality** (to calculating international climate finance, refugee-related costs and costs related to the war in Ukraine outside of ODA).
- **Strengthen the protection of human rights and international law, especially in the context of private sector involvement in cooperation**, e.g. by promoting robust due diligence legislation.
- **Strengthen commitment to public financing of cooperation and civil society actors.**
- **Strengthen policy coherence for sustainable development in Luxembourg, notably by contributing to an international convention on tax in a United Nations framework** and helping to strengthen tax systems in partner countries.