



Input by civil society organisations to the Asylum Report 2025

Dear Colleagues,

The production of the *Asylum Report 2025* is currently underway. The annual [Asylum Report](#) presents an overview of developments in the field of international protection in Europe.

The report includes information and perspectives from various stakeholders, including experts from EU+ countries, civil society organisations, researchers and UNHCR. To this end, we invite you, our partners from civil society, academia and research institutions, to share your reporting on developments in asylum law, policies or practices in 2024 by topic as presented in the online survey (**'Part A' of the form**).

We also invite you to share with us any publications your organisation has produced throughout 2024 on issues related to asylum in EU+ countries (**'Part B' of the form**).

These may be:

- reports;
- articles;
- recommendations to national authorities or EU institutions;
- open letters and analytical outputs.

Your input can cover information for a specific EU+ country or the EU as a whole. You can complete all or only some of the sections.

Please note that the Asylum Report does not seek to describe national systems in detail but rather to present key developments of the past year, including improvements and challenges which remain.

All submissions are publicly accessible. For transparency, contributions will be published on the EUAA webpage and contributing organisations will be listed under the Acknowledgements of the report.

All contributions should be appropriately referenced. You may include links to supporting material, such as:

- analytical studies;
- articles;
- reports;
- websites;
- press releases;
- position papers.

Some sources of information may be in a language other than English. In this case, please cite the original language and, if possible, provide one to two sentences describing the key messages in English.





The content of the Asylum Report is subject to terms of reference and volume limitations. Contributions from civil society organisations feed into EUAA's work in multiple ways and inform reports and analyses beyond the Asylum Report.

NB: This year's edition of the Asylum Report will be significantly revamped to achieve a leaner, more analytical report with streamlined thematic sections. The focus will be on key trends in the field of asylum rather than on individual developments. For this reason, information shared by respondents to this call may be incorporated in the Asylum Report in a format different than in the past years.

Your input matters to us and will be much appreciated!

*Please submit your contribution to the Asylum Report 2025 by **Friday, 10 January 2025**.*





Contact details

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I accept the provisions of the EUAA [Legal and Privacy Statements](#)

General Observations

Before sharing information by thematic area, please provide your general observations on asylum developments as indicated in the following three fields:

1. What areas would you highlight where important developments took place in the country/countries you cover?

After a decision by the Constitutional Council on January 25, 2024, partially censoring the text definitively adopted by the national Assembly on December 19, 2023, the law ‘for controlled immigration and successful integration’ was promulgated on January 26, 2024, and published in the official journal the following day. Alongside the abundant measures concerning the right of residence, the return and the administrative retention, the text includes several articles modifying the legal framework of the right to asylum, on many aspects. A presentation of the main changes related to asylum is presented below (Part A).

Implementing decrees of July 2024.

Some provisions are similar to the ones of the Pact.

2. What are the areas, where only few or no developments took place?

Legislation and practices related to statelessness.

3. Would you have any observations to share specifically about the implementation of the Pact on Migration and Asylum in the national context of the country/ countries you cover?

NGOs are still waiting for consultation.





PART A: Contributions by topic

Please share **your reporting on developments in asylum law, policies or practices in 2024 by topic**. Kindly make sure that you provide information on:

- ✓ New developments and improvements in 2024 and new or remaining challenges;
- ✓ Changes in legislation, policies or practices, or institutional changes during 2024.

1. **Access to territory and access to the asylum procedure** (including first arrival to territory and registration, arrival at the border, application of the *non-refoulement* principle, the right to first response (shelter, food, medical treatment) and issues regarding border guards)

Access to the asylum procedure on the territory is modified with the creation of *Pôles France Asile* which will replace the current asylum seekers office called *Guichet unique pour demandeur d'asile* (GUDA) after a pilot phase limited to a few territories. This change involves the presence of a counter of the French office for the protection of refugees and stateless persons (OFPRA), which will be added to those of the prefecture and the French office of immigration and integration (OFII). An OFPRA agent will be responsible for lodging the request and collecting the asylum request story which will therefore no longer be expressed through a written form. However, the asylum seeker can always supplement the request by sending additional information before the interview with OFPRA. For regular procedure only, the interview will not take place before a minimum period of 21 days after registration of the asylum request. For accelerated procedure and in cases that could lead to inadmissibility, OFPRA may summon asylum seekers for an interview or make a decision of inadmissibility without minimum delay. These provisions will be progressively implemented and deployed throughout the territory after the establishment of three pilot sites (Toulouse, Cergy Pontoise, Metz).

Inadmissibility may apply to any applicant benefiting from protection equivalent to refugee status (and no longer only formal refugee status) in a third country. The protection must, as already provided in the law, be effective and the applicant must be legally admissible in this State. OFPRA may use a means of audiovisual communication from the *Pôles France Asile* if it intends to make a decision of inadmissibility due to the protection received by the applicant in another State.

Following a CJEU decision of September 2023, the Council of State cancelled the article of law which allowed entry refusals to be made in all circumstances and without any distinction in the context of the reestablishment of internal border controls in a decision of February 2024.

There has been malfunctions of the Digital Administration software for Foreigners in France. A letter signed by various NGOs has been sent to the Interior ministry.

2. **Access to information and legal assistance** (including counselling and representation)

N/A





- 3. Provision of interpretation services** (e.g. introduction of innovative methods for interpretation, increase/decrease in the number of languages available, change in qualifications required for interpreters)

N/A

- 4. Dublin procedures** (including the organisational framework, practical developments, suspension of transfers to selected countries, detention in the framework of Dublin procedures)

Extended risks of detention of asylum applicants under the Dublin procedure: The law extends the possibilities of detention of asylum seekers under the Dublin procedure before the transfer decision. The 11 reasons already provided for by law qualifying a significant risk of a person absconding under the Dublin procedure are maintained with a modification of one point concerning the concealment of information on identity, which now also concerns elements relating to the migratory route, family composition and prior asylum applications. Furthermore, a new reason (12°) is created concerning the refusal to submit to fingerprinting and their voluntary alteration due to crossing or irregular presence in the territory. These provisions came into force on January 28, 2024, the day after the publication of the law in the Official Journal. Moreover, the qualification of “significant risk of absconding” which allows the prefecture to detain an asylum seeker within the framework of the Dublin procedure even before a transfer is decided, can apply as soon as he is presented to the prefecture for registration of a first request for asylum.

Appeal of a Dublin transfer decision: The appeal deadline to contest the transfer decision is 7 days (formerly 15 days), including in the case of house arrest (formerly 48 hours). The judge rules within 15 days.

- 5. Special procedures** (including border procedures, procedures in transit zones, accelerated procedures, admissibility procedures, prioritised procedures or any special procedure for selected caseloads)

N/A

- 6. Reception of applicants for international protection** (including information on reception capacities – increase/decrease/stable, material reception conditions – housing, food, clothing and financial support, contingency planning in reception, access to the labour market and vocational training, medical care, schooling and education, residence and freedom of movement)

Refusal and withdrawal of material reception conditions (MRC): The law establishes an unprecedented link between reception and the asylum procedure: a person who leaves their accommodation without legitimate reason, in addition to losing their reception conditions as before, will see their asylum application closed by OFPRA. These provisions came into force on January 28, 2024, the day after the publication of the law in the Official Journal. The material





reception conditions (MRC) are not much impacted in practice, as the main provisions in this area were censored or limited by the Constitutional Council, and the others have a rather limited scope. The legislator had wanted to make the hypotheses of withdrawal or refusal of MRC automatic, but the Constitutional Council clarified the provision by highlighting that an individual examination is necessary (in accordance with European law). However, a specific procedural framework for litigation relating to decisions to refuse or withdraw MRCs was created. These provisions came into force on January 28, 2024, the day after the publication of the law in the Official Journal.

In 2024, reducing the number of places in the national reception system in 2025 was planned. The political situation makes it now unclear.

7. Detention of applicants for international protection (including detention capacity – increase/decrease/stable, practices regarding detention, grounds for detention, alternatives to detention, time limit for detention)

New detention grounds for all applicants: The new law allows for the detention of asylum seekers presenting a threat to public order (at any time during the procedure) or expressing their wish to request asylum outside the prefecture, for example during an arrest, and presenting a risk of absconding. The law defines this risk of absconding by including 12 hypotheses. Potentially complex asylum applications could thus be processed within the deteriorated procedural framework of detention.

In 2024, the Interior minister declared his intention to give the ability to provide legal advice in retention to the OFII (administration), instead of NGOs. Since then, the government changed, but not the Interior minister.

8. Procedures at first instance (including relevant changes in: the authority in charge, organisation of the process, interviews, evidence assessment, determination of international protection status, decision-making, timeframes, case management – including backlog management)

The most significant developments in terms of procedure concern the appeal phase before the National Court of Asylum (CNDA). The principle will henceforth be that of a single judge judgment for all types of procedure (except complex political situations and cases related to sexual orientation, gender violence, trafficking, and non-accompanied minors), reversing the former principle that cases should be dealt with by 3-judge panels. The Presence of an assessor outside the UNHCR is no longer mandatory. Territorial chambers of the CNDA will be created in certain territories. Specialized chambers in some countries of origin will remain in Montreuil (the headquarters). In the context of video hearings, the judge, on their own initiative or at the request of the applicant, may suspend the hearing when the quality of the transmission does not allow the applicant or their counsel to present their explanations in good conditions.

9. Procedures at second instance (including organisation of the process, hearings, written procedures, timeframes, case management – including backlog management)





N/A

10. Issues of statelessness in the context of asylum (including identification and registration)

N/A

11. Children and applicants with special needs (special reception facilities, identification mechanisms/referrals, procedural standards, provision of information, age assessment, legal guardianship and foster care for unaccompanied and separated children)

N/A

12. Content of protection (including access to social security, social assistance, health care, housing and other basic services; integration into the labour market; measures to enhance language skills; measures to improve attainment in schooling and/or the education system and/or vocational training)

Residence documents: Those who obtain protection under asylum, and especially their family members who are not themselves protected, could be affected by certain measures which broaden the possibilities of withdrawing or renewing residence documents.

In 2024, the entries into the national integration program (AGIR) were restricted, and vulnerable people were prioritized.

13. Return of former applicants for international protection

End of the right to remain: The right to remain in the territory of asylum seekers who are the subject of a CNDA order ends on the day this CNDA order is signed (and no longer on the day it is notified). In the event that an obligation to leave French territory (OQTF) is taken by the administrative authorities after the order has been signed, it can however only be executed once the CNDA order has been notified. These provisions came into force on January 28, 2024, the day after the publication of the law in the Official Journal.

Return: The time limit for rejected asylum applicants to appeal against obligations to leave French territory (OQTF) is doubled by the new law (from 15 days to 1 month), but the overall legal framework for removal and detention is otherwise strongly hardened.

14. Resettlement and humanitarian admission programmes (including EU Joint Resettlement Programme, national resettlement programme (UNHCR), National Humanitarian Admission Programme, private sponsorship programmes/schemes and ad hoc special programmes)

N/A





15. National jurisprudence on international protection in 2024 (please include a link to the relevant case law and/or submit cases to the [EUAA Case Law Database](#))
[Conseil d'Etat 13 novembre 2024 n° 472583](#) The Council of State sanctions the CNDA for its too broad perception of the “serious threat” to French society.

[Conseil d'Etat 8 juillet 2024 n° 475883](#) Child born after the final decision of his parents - the Council of State restricts the guarantees of access to the asylum application for minors. Contrary to the requirements of EU law, the Council of State considers that applications for asylum from children born to parents whose application for asylum has already been rejected must be processed according to the review procedure.

CNDA, 9 juillet 2024 n° 24014128, R

CNDA, 9 juillet 2024 n° 24011731, R

CNDA, 9 juillet 2024 n° 24006620, R As regards Afghan women, the Court held that they must be considered to belong to a “certain social group”, but it rejected this solution with regard to Albanian and Mexican women.

CNDA 11 avril 2024 n°23031311 / CNDA 17 novembre 2023 n°23039660 Ineffectiveness of the protection granted by Greece.

CNDA, 12 février 2024, M. A., n° 22054816 C+ By a decision of 12 February 2024, the National Court on the Right to Asylum (CNDA) granted asylum to a citizen from the Gaza Strip due to the situation of blind violence of exceptional intensity prevailing there.

[France - CNDA, M. et Mme S. n°23042517 and 23042541 C+](#) (13 September 2024)
The French National Court of Asylum (CNDA) ruled that Palestinians under the mandate of UNRWA can apply for refugee status in France. The applicants, a Palestinian couple who resided in Gaza, stated that they were threatened by Hamas members and cited the deteriorating humanitarian and security situation in the Gaza Strip. The Court held that UNRWA can no longer provide effective assistance and protection to any Palestinian resident in that territory and granted the applicants’ refugee status.

16. Other important developments in 2024

No 2024 data yet.

Creation of a new humanitarian residence permit for foreigners who are subjected to accommodation conditions incompatible with human dignity. A criminal complaint against the host has to be filed for this.

Part B: Publications

1. If available online, please provide links to relevant publications produced by your organisation in 2024:

Advocacy Notes:





<https://www.forumrefugies.org/s-informer/positions/france/1592-apatridie-pour-une-meilleure-protection-en-france-des-personnes-privees-de-nationalite> (FR)

Presents ways of improving the protection by France of stateless persons.

<https://www.forumrefugies.org/s-informer/positions/france/1572-projet-de-loi-finances-2025-la-reduction-du-parc-d-hebergement-pour-demandeurs-d-asile-doit-etre-revue> (FR)

Calls on Members of the Parliament to reconsider some financial cuts regarding the national reception system for asylum seekers.

<https://www.forumrefugies.org/s-informer/positions/france/1488-le-pacte-du-pouvoir-de-vivre-appelle-a-la-mobilisation> (FR)

Mobilization to vote.

<https://www.forumrefugies.org/s-informer/positions/france/1436-les-propositions-de-pacte-du-pouvoir-de-vivre-dans-le-cadre-de-la-campagne-pour-les-elections-europeennes> (FR)

Propositions in the framework of the European elections.

<https://www.forumrefugies.org/s-informer/presse/nos-communiques-de-presse/1475-elections-europeennes-pour-une-politique-d-asile-et-d-immigration-protectrice-solidaire-et-responsable> (FR)

Provides opportunities for reflection and action for parliamentarians in the next term of office (2024 – 2029).

<https://www.forumrefugies.org/s-informer/positions/europe/1576-plan-de-mise-en-oeuvre-national-du-pacte-sur-la-migration-et-l-asile-principaux-enjeux-et-points-de-vigilance> (FR)

Key issues and areas of vigilance regarding the National Implementation Plan of the Pact.

<https://www.forumrefugies.org/s-informer/positions/europe/1484-consultations-sur-la-reinstallation-et-les-voies-complementaires-2024-declaration-des-ong> (FR and ENG)

Declaration by more than 90 NGOs regarding resettlement and complementary pathways.

<https://www.forumrefugies.org/s-informer/positions/europe/1441-adoption-du-cadre-de-l-union-pour-la-reinstallation> (FR)

Encourage the EU and Member States to make the Union Resettlement Framework an effective instrument.

Reports:

<https://www.forumrefugies.org/s-informer/publications/rapports/1479-projet-aida-mise-a-jour-2024-du-rapport-france> (ENG)

French 2024 AIDA asylum report + annex on temporary protection.

<https://www.forumrefugies.org/s-informer/publications/rapports/1464-rapport-annuel-centres-retention-administrative-2023> (FR)

Report on the administrative retention centers.





<https://www.forumrefugies.org/s-informer/publications/rapports/1513-l-asile-en-france-et-en-europe-etat-des-lieux-2024> (FR)

Forum réfugiés' annual asylum report. It covers the world, the EU and France. It is for sale. A pdf copy will be sent via email to the EUAA with this form.

<https://www.forumrefugies.org/s-informer/publications/articles-d-actualites/en-france/1395-loi-du-26-janvier-2024-synthese-des-principaux-elements> (FR)

Law of 26 January 2024: summary of the main elements.

Press communications:

<https://www.forumrefugies.org/s-informer/presse/nos-communiques-de-presse/1600-en-retention-une-fin-d-annee-2024-tragique-deces-et-actes-de-desespoir-se-multiplient> (FR)

Death and acts of despair in retention centers.

<https://www.forumrefugies.org/s-informer/presse/nos-communiques-de-presse/1545-declaration-de-politique-generale-les-enjeux-en-matiere-d-asile-et-de-migration> (FR)

General Policy Statement: the challenges in terms of asylum and migration

<https://www.forumrefugies.org/s-informer/presse/nos-communiques-de-presse/1440-pacte-sur-la-migration-et-l-asile-le-parlement-europeen-adopte-une-reforme-marquee-par-d-importants-reculs> (FR)

Pact: the European Parliament adopts a reform marked by major setbacks.

<https://www.forumrefugies.org/s-informer/presse/nos-communiques-de-presse/1438-pacte-sur-la-migration-et-l-asile-france-terre-d-asile-et-forum-refugies-appellent-le-parlement-europeen-a-voter-contre> (FR)

Pact on migration and asylum: Forum réfugiés and France Terre d'Asile call on the European Parliament to vote against.

<https://www.forumrefugies.org/s-informer/presse/nos-communiques-de-presse/1413-appel-a-l-union-europeenne-a-nommer-un-e-representant-e-special-e-pour-la-paix-dans-la-region-des-grands-lacs> (FR)

Call for the European Union to appoint a Special Representative for peace in the Great Lakes region.

<https://www.forumrefugies.org/s-informer/presse/nos-communiques-de-presse/1411-communique-de-presse-de-solidarite-mayotte> (FR)

Situation in Mayotte

<https://www.forumrefugies.org/s-informer/presse/nos-communiques-de-presse/1410-declaration-du-reseau-eurac-sur-la-situation-securitaire-a-l-est-de-la-republique-democratique-du-congo> (FR)

EurAc Network Statement on the Security Situation in the Eastern Democratic Republic of the Congo.





<https://www.forumrefugies.org/s-informer/presse/nos-communiques-de-presse/1399-pacte-sur-la-migration-et-l-asile-une-regression-majeure-pour-les-droits-fondamentaux-dans-l-union-europeenne> (FR)

Pact: a major setback for fundamental rights in the EU

<https://www.forumrefugies.org/s-informer/presse/nos-communiques-de-presse/1392-loi-immigration-malgre-la-censure-partielle-du-conseil-constitutionnel-des-reculs-importants-demeurent-pour-les-droits-des-personnes> (FR)

Immigration Act: despite partial censorship by the Constitutional Council, significant setbacks remain for people's rights.

Newsletters:

<https://www.forumrefugies.org/s-informer/publications/articles-d-actualites> (FR)

Each month we publish two articles on French topics, two on European topics and one or two articles on topics related to the world. Examples: Suspension of the asylum application of Syrians, Dematerialized procedures, Access to housing, Mental health, data on non-accompanied minors, the different regulations of the Pact, partnership Mauritania/EU, Human trafficking in Albania, etc.

Videos:

<https://www.youtube.com/watch?v=Nc9hDfzuHHU&t=2s> (FR)

Statelessness conference

<https://www.youtube.com/watch?v=JyvWbAMcbDk> (FR)

Webinar Nigerian women victims of sex trafficking in Europe

<https://www.youtube.com/watch?v=HEP8Kt9R4zY> (FR)

Webinar Bangladesh: what prospects for democracy & respect of rights?

https://www.youtube.com/watch?v=fpP7Z_1LxH0 (FR)

Webinar Libya and the multiple protection issues

<https://www.youtube.com/watch?v=u-Yf98VdMcM> (FR)

Webinar In France and in Europe, legislative reforms that weaken the right of asylum

2. If not available online, please share your publications with us at:

Asylum.Report@euaa.europa.eu

3. For publications that due to copyright issues cannot be easily shared, please provide references using the table below.

	Title of publication	Name of author	Publisher	Date
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