

Input by civil society organisations to the Asylum Report 2026

Fields marked with * are mandatory.

Dear Colleagues,

The production of the Asylum Report 2026 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 2025 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 2025 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: Similarly to last year, this year's edition of the Asylum Report will be leaner and more analytical, 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. It will also feature prominently as info boxes in the [country overviews](#).

Your input matters to us and will be much appreciated!

Please submit your contribution to the Asylum Report 2026 by Friday, 9 January 2026.

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:

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

Firstly, with regards to the situation of unaccompanied and separated children (UASC) arriving in the Canary Islands since 2023, several legislative measures were adopted. In March, the government adopted Royal Decree-Law 2/2025, which amends article 35 of the Aliens Law (Ley de Extranjería) and establishes a compulsory solidarity mechanism for the reception of UASC by the Autonomous Communities (Comunidades autónomas). Furthermore, in July 2025 the Council of Ministers approved Royal Decree 658/2025, setting out the procedure for the relocation and transfer of minors in the event of extraordinary migratory contingency. In addition, on August 26, 2025, the Council of Ministers adopted the Royal Decree approving the ordinary capacity of the protection and guardianship system for unaccompanied foreign minors in the Autonomous Communities and Cities, which sets the ordinary capacity of reception systems (32.6 places per 100,000 inhabitants) nationwide and establishes that those who triple their ordinary capacity will be declared in a situation of extraordinary migratory contingency, triggering the transfer protocol. Based on this criterion, in August 2025, the Ministry of Youth and Childhood declared an extraordinary migratory contingency in the Autonomous Community of the Canary Islands and in the Autonomous Cities of Ceuta and Melilla. On the other hand, on March 26, 2025, the Administrative Chamber of the Supreme Court ruled that the central government ought to take responsibility for more than a thousand unaccompanied migrant children seeking asylum placed under child protection services in the Canary Islands, within a non-extendable period of 10 days. By order dated June 5, 2025, the high court instructed the Executive to report every 15 days on the progress made in complying with this order, warning of “coercive measures,” such as fines and even a possible criminal complaint, in case of continued non-compliance. Since then, around 700 unaccompanied children asylum seekers have been transferred to Central Government Reception facilities.

Secondly, with regards to sea arrivals, a decrease to the Canary Islands has been observed in 2025, whilst the number of migrants that arrived to the Balearic coasts has consolidated. According to data published by the Ministry of Interior, in 2025 a total of 17 788 people arrived in the Canary Islands (62% less than during the same period in 2024) and 7 321 arrived to the Balearic Islands during the same period (an increase of 24,5% compared to 2024). Overall, the number of migrants who arrived in the Spanish Southern borders has decreased by 40%. The routes and profiles of migrants arriving by the sea routes have shifted. Along the Atlantic route, departures from Guinea Conakry have replaced part of those from Mauritania and Senegal. This may be connected to enhanced cooperation between Spain and both countries following bilateral agreements (MoUs) aimed at deterring departures. According to the Spanish Red Cross data, in 2025 arrivals to the Spanish coasts concerned mainly persons from Algeria (27%), Mali (20%), Morocco (16%), Senegal (12%), Guinea Conakry (7%) and Somalia (5%) whilst in the previous year the overall sea arrivals concerned individuals from Mali (17%), Senegal (20%), Algeria (16%) and Morocco (13%). It is worth noting that while the main nationalities of migrants arriving in 2025 to the Canary Islands have been very similar to the ones in 2024, the Balearic route has received in 2025 more than 50% migrants from sub-Saharan countries compared with 2024, when more than 70% of the migrants that arrived to the Balearic island were Algerian. The profiles of migrants arriving to the Balearic Islands are more vulnerable due to the situation in their countries of origin as well as the long and dangerous routes, which include departures from Somalia and Burkina Fasso with transits in Ethiopia, Sudan, Niger, Lybia and Algeria. Men and women reported violations of their human rights such as gender violence (forced marriage, female genital mutilation, sexual violence in origin and transit) and imprisonments, especially in Lybia and Argelia. During 2025 the context of sea arrivals, both to the Canary and Balearic Islands has observed an increase of migrants with vulnerabilities and special needs, namely serious health issues from countries of origin as well as from the long and hard transits.

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

As in previous years, serious challenges to access asylum procedures persist. In particular, long waiting periods for asylum-seekers to schedule an appointment at the Police offices to lodge their asylum claims continue to hamper their effective access to asylum, preventing them from accessing other basic rights. This is further detailed in question 1 of Part 1 of the present report.

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?

CEAR has repeatedly expressed its strong disagreement with the approach to the negotiations and the outcome of the Pact itself. Nonetheless, throughout 2025 we have proactively engaged with government representatives and members of Parliament to convey our main recommendations to inform the national-level implementation of the Pact by upholding a rights-based approach. Thus, CEAR has contributed to a number of public consultations launched by the Ministry of Interior, and have met with different line ministries, Parliamentary committees and international organisations involved in the asylum process, such as UNHCR and IOM.

We regret, however, the lack of transparency and meaningful participation of CSOs in the drafting of the National Implementation Plan, which was only made public in November 2025, that is, almost one year after its formal submission by the Spanish state to the European Commission.

Together with other leading civil society organisations across the EU and Spain, CEAR has repeatedly warned against a number of human rights challenges that the Pact's upcoming implementation, and related proposals currently being debated within the EU, are posing. These include the revision of the concepts of safe third country, the approval of a list of designated safe countries of origin (including countries with serious human rights deficiencies such as Egypt, Morocco, and Tunisia), and the Council's common position on returns, all of which seriously undermine rights and guarantees defined by international law, the European acquis, and national legislation, notably the right to seek asylum, protection against refoulement, and access to justice and effective remedy.

We are also deeply concerned about the proposed solidarity mechanism as it leaves a wide discretion to Member States which could end up supporting border control instead of guaranteeing reception and rights for migrants, refugees, and asylum seekers.

Finally, regarding the obligation to establish an independent monitoring mechanism to ensure respect for fundamental rights in border management, we stress the need for this new proposal to meet transparency and effective accountability requirements, as outlined in the FRA's proposal. Creating a human rights monitoring mechanism is highly complex and requires a process that takes time and involves regular and effective participation of civil society organizations, as well as overcoming the limitations of existing mechanisms.

PART A: Contributions by topic

Please share your reporting on developments in asylum law, policies or practices in 2025 by topic.

Kindly make sure that you provide information on:

- New developments and improvements in 2025 and new or remaining challenges;
- Changes in legislation, policies or practices, or institutional changes during 2025.

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)

According to data compiled by the Spanish Ministry of Interior 36 675 migrants arrived irregularly to Spain in 2025, a sharp decrease of over 40% compared to 2024. This data comprises both arrivals by sea and by land, although most arrivals took place by sea: 89,5% in 2025 (32 925 people). Arrivals at the Canary Islands represented 54% of all sea arrivals (versus 76% in 2024), while arrivals by sea to the Balearic Islands saw a steady increase of 24,5% compared to 2024 (7 321 people, versus 5 882 in 2024). Sea arrivals to the Peninsula decreased by 9,4%.

Arrivals by land to the Spanish enclave of Ceuta also increased significantly in 2025 (3 523 arrivals, an increase of 39,2% compared to 2024), whilst arrivals by land to Melilla increased 181,9% compared to 2024 (327 arrivals versus 116 in the previous year).

As for the situation in the centres of temporary stay for immigrants (CETIs), there are currently two CETIs in Ceuta and Melilla. These centres are managed by the Spanish Ministry of Inclusion, Social Security and Migration and provide basic services such as accommodation, food, healthcare, psychosocial support and legal counselling. CEAR provides legal counselling in these centres, whilst other CSOs provide different services. With the capacity to accommodate up to 512 people, the CETI of Ceuta recorded its highest occupation rate in September 2025, with 1 083 people, and the lowest one in January 2025 with 340 people registered. The main nationalities registered were Morocco (47,55%), followed by Algeria (18,30%), Sudan (15,08%), Guinea Conakry (10,27%), Tchad (2,90%), Mali (1,30%), and Burkina Faso (1,20 %). The CETI of Melilla, which can accommodate up to 686 people, recorded its highest occupation rate in January 2025, with 877 people, and the lowest in December 2025 with 113. At the beginning of the year, the majority (around 80%) consisted of individuals of Ibero-American nationalities (Colombia, Venezuela and Peru) who had arrived by air to the Spanish mainland. However, due to the lack of available appointments to register their applications for international protection, they primarily relocated to Melilla to complete this procedure. In order to address this situation, in March 2025 the State Secretariat for Security and the Undersecretariat of the Interior issued an internal instruction stipulating that applications for international protection in both autonomous cities shall only be permitted for individuals who have entered irregularly through Ceuta or Melilla. Thus, at the end of the year, 40% were Iberoamerican individuals (Colombia and Venezuela), 40% from Morocco, and 10% from Mali. Moreover, the occupation rates at accommodation centres for children in Ceuta have increased significantly, leading to the overcrowding of facilities and negatively impacting the quality of the reception conditions provided.

As reported in previous years, significant challenges persist for asylum-seekers to access asylum procedures. The main challenge in this regard continues to be the delays in obtaining the appointments needed for asylum-seekers to formally register and lodge their asylum applications, which are virtually impossible to obtain in some provinces, with asylum-seekers waiting an average of 9 months to schedule one. In addition, as previously reported, an irregular “market” of appointments has been put in place, demanding fees ranging from 30-500€. In practice, this “market” has become the only way to obtain an appointment. Asylum-seekers are thus left in legal limbo, unable to access rights such as adequate accommodation, healthcare, education and employment, in breach of the Asylum Procedure Directive 2013/32/UE as well as the Reception Directive 2013/33/UE, and articles 18 and 41 of the EU Charter of Fundamental Rights.

Finally, persisting transit visa requirements further restricted access to asylum for nationals of a number of countries, including several ones affected by protracted armed conflicts or political unrest leading to grave human rights violations and concerns, such as Burkina Faso, Cameroon, Tchad, Egypt, Guinea-Conakry, Haiti, Mali, Palestine, Central African Republic, Democratic Republic of Congo, Syria, Sudan or Yemen. Furthermore, additional visa transits were introduced in 2025, affecting nationals of countries such as Russia and Vietnam.

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

As reported in previous years, there is no provision of information by the authorities at the time of the appointment to initiate the international protection procedure, resulting in many applicants turning up on the day of the interview without this information and without legal assistance. Hence, access to information is generally ensured thanks to civil society organisations actively working with asylum-seekers and refugees. In addition to the information hotline launched in October 2024 by the Ministry of Inclusion, the Ministry of Youth and Childhood with the support of EUAA has formed child protection staff to remove the obstacles with regards to information on international protection available for unaccompanied minors, whose number of arrivals by sea continues to increase, especially to the Canary Islands. Unaccompanied minors are not always fully autonomous enough to make an asylum claim on their own, yet there are no standardised procedures to help those in need of international protection to access their right.

Free legal aid is provided in all administrative procedures that may lead to expulsion and international protection procedures, both at the administrative and appeal stages. It is compulsory in border asylum procedures (border crossing points and detention centres) and it is provided by bar associations and NGOs such as CEAR. In the ordinary procedure at territory, it is a right of applicants for international protection, but since in practice they often have access to information only on the day of the interview to lodge their application, the interview is usually conducted without legal assistance.

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)

Once again, we reiterate the need to develop a regulatory framework that guarantees decent working conditions in line with the crucial role translators and interpreters play in facilitating the communication between professionals from different areas and individuals seeking international protection, and to standardize the requirements for performing this role.

One of the main difficulties in standardizing these requirements is that most of the languages currently used for interpretation in Spain in the asylum context are classified as “less widely spoken languages,” since, until a few years ago, there were very few speakers of these languages residing in our country. Added to this is the fact that, due to the lack of demand, there were no professionals with these language combinations, nor were they included in academic training programs.

It is worth noting that among the nationalities most frequently claimed by individuals seeking international protection are Mali and Senegal. There is a shift occurring in the linguistic profile of people arriving from these countries. Based on our experience, most are young people with a low level of communicative competence in French, making it impossible to use French as a working language and requiring communication through interpreters of West African languages such as Wolof, Mandinka, Soninke, Diola, and Bambara.

Meeting the needs for less common languages in Spain is a challenge, as there are few speakers with an adequate level of Spanish. Furthermore, there is no specialized training in translation and interpretation for these language combinations, and speakers are generally not registered with professional associations. An additional challenge is the lack of materials and specific terminology in these languages that professionals can use as a reference, as well as the absence of established terminological equivalences, particularly regarding legal terminology and administrative jargon. Translators also face cultural differences that challenge their ability to find terminological equivalents, as many concepts do not exist in the culture of origin, and there are no official entities capable of producing a unified guide on terminology for these language combinations. In this regard, it is important to highlight the work of some universities and organizations in compiling and publishing specialized terminological tools.

On the other hand, during emergencies, as demand increases from different organizations, administrations, and private companies, it becomes even more difficult to find properly qualified interpreters. The limited availability of interpreters for certain languages at the time of formally submitting international protection applications can cause further delays in appointments and, in some cases, lead to interpretations being conducted over the phone, which can negatively affect the quality of the interview and the overall procedure.

It should also be noted that, in the absence of an official registry of translators and interpreters other than the sworn interpreter registry, it is very difficult to guarantee the provision of translation and interpretation services with the necessary quality to ensure applicants' rights.

Another point worth mentioning is the persistent shortage of sworn translators for certain language combinations, particularly Ukrainian-Spanish. In Spain, there are only four qualified translators, who are overwhelmed and sometimes cannot accept new tasks or can only do so with very long turnaround times and at a very high cost. Moreover, in many cases, individuals who need the translation do not have the original documents, which further complicates sworn translation.

Finally, it is important to mention the risks arising from the increasingly widespread use of machine translation tools, including AI, which, when used indiscriminately and without the necessary review and supervision, can pose serious risks due to possible interpretation errors in different contexts or by failing to fully guarantee data confidentiality.

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

According to data published by the Ministry of Interior, from January to September 2025, 8 388 petitions were received by Spain from other EU Member states in application of the Dublin regulation, mainly from France (3 369), Germany (2 015) and Belgium (867). This represents a significant increase of over 100% with regards to the number of petitions submitted within the same period in 2024 (4 110). 63,2% of these requests were accepted (5 300), yet there is no official information to date about effective transfers reported during the year. As in previous years, CEAR notes that transfers are still being carried out without prior coordination between the authorities of the two countries regarding the specific reception needs of the applicants, which makes it difficult to guarantee them adequate reception conditions.

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

According to the latest data made available by the Ministry of Interior, from January to November 2025 there were 134 401 applications for international protection filed in Spain, a decrease of 13,8% compared to the same period in 2024. Of these applications, 4,3% were submitted at border posts (slightly up from 4% in 2024), 1,7% at Embassies, and 0,6 % at Immigration Detention Centres (CIEs).

The border procedure applies to individuals who request international protection at border crossing points and in Immigration Detention Centers. Regarding air borders, the airport with the highest number of asylum applications is Madrid-Barajas Airport, which has sustained the increase in applicants that began in late 2023. However, during the year there have been no significant delays in accessing the procedure, as occurred in previous years, nor structural overcrowding in reception areas. For occasional instances of overcrowding, additional reception areas were set up in Terminal 2, which did not always comply with all the minimum standards established under Directive 2013/33/EU, nor with the confidentiality and privacy requirements for interviews with lawyer as set forth in Directive 2013/32/EU.

Although the accelerated procedure provided for under the national legislative framework is not formally applied, with the majority of applications being processed under the ordinary procedure, in practice there is de facto fast-track processing for most applications submitted by certain nationalities—such as Venezuela, Colombia, Peru, Senegal, Mali, Burkina Faso, Sudan, and Afghanistan.

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)

People in the Initial Assessment and Referral Phase (FVID) remain in temporary accommodations, as this phase is intended to last for one month; however, their stay is sometimes extended up to a year. They must leave the Asylum reception system (SAPI) either with a favorable or unfavorable resolution, without the possibility of registering their residence (empadronamiento) in this type of accommodation.

On the other hand, it should also be noted that the 18- to 24-month itinerary only applies to beneficiaries of Temporary Protection or applicants for International Protection, whilst beneficiaries of International Protection or Stateless status are only granted a six-month stay

As reported in previous years, access to healthcare is linked to the registration of the persons of concern at the relevant municipality ("empadronamiento"), which continues to be a challenge for many people of concern.

The widespread housing crisis continues to disproportionately affect the most vulnerable population segments, including migrants and asylum seekers. In this regard, CEAR has submitted its proposals within the framework of the public consultation launched by the Spanish government to the new State plan for access to housing 2026-2029.

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)

As in previous years, significant human rights concerns persist with regards to the detention conditions migrants are subject to in alien detention centres (CIEs), including lack of access to information, which remains highly discretionary and differs greatly from one centre to another. Asylum applications submitted at the CIEs saw a slight increase, representing 0.6% of all asylum applications submitted in 2025 (versus 0,5% in 2024).

In November 2025, a new Aliens detention center was established in Algeciras. With a capacity of 507 people, the centre is the largest of its kind within the Spanish state and is amongst the largest one within the EU5. CEAR continues to oppose the detention of people on the move based on their administrative status.

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, decisionmaking, timeframes, case management - including backlog management)

As in previous years, Spain continues to be the second EU country with the highest number of pending asylum decisions (227 950), only after Germany. Contrary to 2024, where the majority of pending applications were pending admission, up to September 2025 64,5% concern applications pending a decision, whilst the remaining ones concern applications pending admission. The nationalities with the highest number of pending decisions continued to be Colombia, Venezuela and Peru.

As for asylum decisions, according to the Ministry of the Interior, there were 142 890, of which 11,2% were positive (including refugee status and subsidiary protection), 34,6% granted protection on humanitarian grounds, 44,1% ended in refusal (+62,9% compared to 2024) and 10% were archived. Furthermore, as in previous years, we reiterate that decisions are still not being taken within the legally established timeframe of 6 months, with delays ranging from approximately 3 and 18 months depending on the cases.

Refugee status recognitions increased by over 10% compared to 2024, whilst subsidiary protection decreased by 22%. Nationalities with the highest rate of refugee status recognition were Nicaragua, Colombia and Afghanistan, whilst Mali, Palestine and Somalia were among the main nationalities granted subsidiary protection. As for the specific type of protection for humanitarian reasons, the number of decisions increased by 47,5% compared to 2024 and concerned mainly Venezuelan nationals (98,2%).

Regarding family reunification, challenges reported in previous years, including legal, administrative, and economic barriers, continue to hamper access to this right for asylum seekers and beneficiaries of international protection. The requirements set for reunification, especially those related to verifying family ties, cohabitation, or dependency continue to be too rigid. Moreover, the process is highly costly due to travel tickets or the issuance of required documentation, averaging between €500 and €2,000 depending on the country of origin and the number of family members. In many cases, beneficiaries themselves must directly assume these costs, since, as of 2024, the Administration only covers the costs of those reunifications where the sponsoring person simultaneously meets the requirements of being within the reception system and having their asylum application approved.

Additional difficulties arise depending on the context and countries of origin. For example, in the case of Afghan nationals, the length of the process is compounded by significant bureaucratic obstacles to obtaining an appointment at the Spanish embassy in Iran, as well as restrictive criteria for visa issuance. Meanwhile, family members to be reunited wait for months in Afghanistan or in third countries such as Iran or Pakistan, where their lives, integrity, and human rights are at risk due to mass expulsions they are suffering. In the case of Palestinians from Gaza, many of them, despite having recognized family extension, remain trapped in Gaza due to the closure of border crossings and Israel's refusal to allow their departure.

Up until November 2025, 2 214 family extension applications were submitted at Spanish embassies.

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

The violation of the right to an effective remedy in Spain persists, as the European Court of Human Rights (ECtHR) has established in *AC vs. Spain*. In its decision on 4th December 2025, the Committee of Ministers of the Council of Europe regarding the supervision of the execution of *AC vs Spain*, establishes “considered that the absence in the legal system of a time-limit with automatic suspensive effect for seeking judicial review of decisions rejecting applications for international protection and the adoption of urgent interim measures, undermines the effectiveness of these remedies; called on the authorities to fill this gap and welcomed, in this context, their reaffirmed strong commitment to ensure that the available remedies in asylum border procedures are fully effective”

Regarding administrative appeal, in 2023 the National Police started to document rejected applicants who had lodged an appeal and an interim measure of suspension of the return and the latter was granted. In order to avoid delays, The Ministry of the Interior has launched an electronic platform for submitting administrative appeals, requesting suspensive effect on a case-by-case basis, and downloading the supporting certificate.

On judicial appeals, legal assistance at second instance is assured in every case, but the remedy is not effective as it does not have a suspensive effect. Just as stated in the previous reports the suspensive effect has to be requested by means of an (urgent) interim measure and it is a case-by-case decision of the court, which in the vast majority of cases tends to be refused. That leads to several High Court decisions granting this suspensive effect in territory procedures, despite the National Court had refused. However, in border procedure, where the return is immediate this lack of suspensive effect lead to violations of principle of non-refoulement.

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

The regulation of the statelessness status in our country shows significant shortcomings compared to that of international protection, despite the fact that, as UNHCR points out, historical and legislative precedents indicate an analogous relationship between the condition of refugees and stateless persons. In addition, there are numerous practical obstacles in accessing the procedure and in accessing the reception system and basic rights.

Firstly, the disparity in access to appointments to submit a statelessness application at different provincial police stations means that, in many cases, applicants opt for other possibilities established in the Regulation to submit their application, such as the public registry or administrative mail, which delays the registration of the application. This is compounded by delays in processing the procedure, which far exceed the three months established. Registering the statelessness application in the general registry also hinders access to the reception system, as a stamped application by the National Police is required. Likewise, the authorization to remain and documentation continues to be discretionary, and many statelessness applicants are not issued the green card nor given a foreigner identification number (NIE), causing serious harm as they cannot prove their status nor interact with public administrations or private institutions. This discretionary approach to granting authorization to remain particularly affects statelessness applicants at the border, where the principle of non-refoulement is not guaranteed.

On the other hand, statelessness applicants have the right to enter the reception system while their application is being studied, but they cannot always access it due to the availability of places and the lack of documentation issued by the National Police to certify them as applicants. Even when they can access it, their stay period is shorter than the time needed to study the application. Furthermore, statelessness applicants cannot access basic social services during the processing of their application, nor the right to work, which they can only access once the statelessness status is recognized—unlike applicants for international protection. They are also not granted the right to free legal assistance.

Once the Statelessness Status is recognized, they cannot benefit from the reduction of residence periods for acquiring nationality, which is contemplated for persons with Refugee Status. It is paradoxical that a person whom the Spanish State has recognized as having no nationality is not facilitated access to Spanish nationality, unlike those granted international protection status, who require five years of residence instead of the ten years currently required for persons with statelessness status.

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)

With regards to unaccompanied children, since mid-2025 CEAR is collaborating with the Spanish authorities in the reception of over 30 children.

With regards to persons with specific needs, other than children, Spain is currently facing significant challenges in providing adequate support for individuals in vulnerable situations, particularly within the framework of its international protection programme. Limited specialised resources mean that organisations like CEAR, which offers 35 places for gender-based violence survivors and 91 places for people with mental health conditions and dual pathology, are unable to meet the growing demand. Facilities such as CEAR's reception center (CEMI) in Getafe serve individuals with complex health needs (cancer and mental health patients, among others), but insufficient resources, inadequate specialised staff, and the repurposing of international protection facilities as hospital resources hinder effective care. Despite ongoing advocacy with the Ministry of Inclusion to address these gaps, our demands have not been met due to the lack of places within the system.

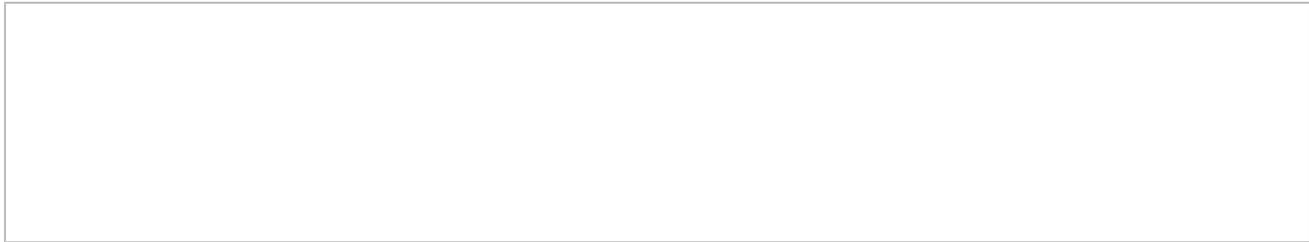
12. Content of protection (including access to social security, social assistance, healthcare, housing and other basic services; integration into the labour market; measures to enhance language skills; measures to improve attainment in schooling and/or the education system and/or vocational training)

As in previous years, challenges in accessing the asylum procedure persisted due to the delays in obtaining an appointment to formally lodge an asylum application. This situation continued to hamper the ability of asylum-seekers to access basic rights and services. The lack of documentation proving the status of applicant of international protection limits their access to adequate and safe employment opportunities, as well as to education and training programs. Even after the application is lodged, major administrative barriers persist, including the issuance of work permits only after six months. Furthermore, situations of discrimination in access to employment persisted, linked to biased perceptions. In addition, recognition of qualifications obtained in the country of origin remains a challenge, which timelines that can go up to three years, forcing many people to accept jobs below their qualification level, such as domestic work, agriculture, construction, or hospitality. In addition, in 2025, the Court of Auditors examined the foreign qualification recognition procedure concluding that structural and operational deficiencies persist, and confirming non-compliance with the legal six-month deadline. Furthermore, 2025 marked a significant shift in the institutional approach to employment, moving from prioritizing the completion of the reception itinerary—language learning, training, and acquisition of basic skills—before accessing the labor market, to promoting employment as a fundamental tool for social inclusion from earlier stages of the itinerary. This approach responds, in part, to increasingly rapid asylum decisions, which significantly reduce the time available to work on pre-employment skills, basic job competencies, and prior training processes. While this change may facilitate earlier entry into the labor market, in practice many people enter employment without having yet consolidated sufficient language, training, or social skills, which increases the risk of precarious employment, early dropouts, difficulties adapting to the work environment, and less sustainability of inclusion processes in the medium term.

In parallel, 2025 has seen regulatory and management changes with significant impact. The Order of the Directorate General for Humanitarian Response and Asylum Reception System (DGAHSAPI) dated February 24, 2025, has substantially modified the functioning of the asylum system and, in particular, the Autonomy Phase, generally limiting the stay in the system after a favorable decision on international protection to a maximum of six additional months and eliminating vulnerability-based extensions for most profiles. Access to the Autonomy Phase is also strictly conditioned by the availability of rental housing and the existence of budgetary resources from managing entities.

As in previous years, the shortage of available housing, rising rental prices, and the demands of the residential market disproportionately affect individuals with vulnerable profiles, unstable incomes, and no support networks. These difficulties are compounded by discriminatory practices and hard-to-meet access requirements. As a result, a significant number of people fail to secure housing within the expected timeframes, preventing their effective exit from the reception system even when they have achieved sufficient levels of personal autonomy. This situation leads to prolonged or unauthorized stays in reception facilities, not attributable to a lack of individual capacity but to structural barriers in the housing market. In turn, this bottleneck reduces turnover in available places and limits access to the system for new asylum seekers awaiting entry, worsening difficulties in accessing the procedure and increasing pressure on the system as a whole.

13. Return of former applicants for international protection



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)

According to information provided by the Ministry of Inclusion, in 2025 817 people were resettled to Spain. This figure falls short, once again, of the official resettlement commitments made by the Spanish State for 2025 (1200) and is considerably lower than resettlement figures in 2023 and 2022 (1 111). CEAR took part in some of these resettlement missions, welcoming a total of 60 people of Nicaraguan and Syrian nationalities. These individuals were accommodated by CEAR in places within the International Protection Reception System (SAPI), corresponding to the Reception phase; 20 of them came from missions receiving people from Lebanon and 40 from missions receiving people from Costa Rica. These individuals traveled on missions organized by the Directorate-General for the Management of the International and Temporary Protection Reception System – Secretariat of State for Migration – Ministry of Inclusion, Social Security and Migration, in collaboration with other actors and entities.

As for Humanitarian Visas, CEAR highlights the persistence of discretionality in resorting to this figure, resulting in uncertainty.

In addition, although article 38 of the Asylum Law provides for the transfer of persons in need of international protection from a third country to Spain for the purpose of initiating the procedure, this channel is not systematically applied, nor are there clear protocols or procedures. In the Spanish embassies of countries bordering Afghanistan the appointment to initiate this procedure is given with great delays, and its processing also suffers continuous delays, as well as a lack of uniform criteria in its granting. In relation to complementary protection channels, and in light of the deterioration of the current situation of women and girls in Afghanistan, CEAR reiterates the need to implement humanitarian corridors for refugees from this country, and the suspension of the EU-Afghanistan declaration on return and readmission. Another measure that would make a difference in this regard is the relaxation and streamlining of family reunification processes.

15. National jurisprudence on international protection in 2025 (please include a link to the relevant case law and/or submit cases to the [EUAA Case Law Database](#))

High Court Order (3th Chamber Contentious Administrative, Section 5th), n.º 11562/2025, 11th December 2025, app n.º 340/2025; N.º3180/2025, 25 March 2025, App n.º 22/2025 []: Order as interim measure, the Central Government to accommodate in Central Government's Asylum Reception Facilities the unaccompanied minors asylum seekers who are in Regional Government's Child Reception Facilities (Canary Island and Madrid)

High Court (3th Chamber Contentious Administrative, Section 5th) n.º 4457/2025, 8 October 2025, app. n.º 6440202 [N.º 929/2025 9 July 2025, app N.º 5746/2023 []; N.º 932/2025 9 July 2025, app N.º 5743/2023 []: The mere situation of remaining and working in Spain by asylum applicants, whose request has been denied and who have challenged such denial through administrative and judicial proceedings, cannot serve as grounds for acquiring residence based on employment ties

High Court (3th Chamber Contentious Administrative, Section 5th) n.º 484/2025 , 28 April 2025, app. n.º 6208 /2023 []; n.º 450/2025 , 10 April 2025 app n.º 8004/2022 []; n.º 363/2025 , 27 March 2025, app. n.º 8696/2022 []; n.º 540/2025 , 8 May 2025, app. n.º 908/2019 []; y n.º 133/2025 , 7 February 2025, app. n.º 6679/2022 []. Non-refoulement principle is recognised automatically to Ukrainians residents in Spain who fall under the scope of Temporary Protection.

High Court (3th Chamber Contentious Administrative, Section 5th) n.º 384/2025, 2 April 2025, app. N.º 8326 /2023 [] Communication to UNHCR shall be deemed effected when UNHCR has participated in the meeting of the eligibility body (CIAR) in which the case is examined

High Court (3th Chamber Contentious Administrative, Section 5th) n.º 84/2025, 28 January 2025, app. n.º 8326 /2022 []: humanitarian residence permit as a third level of protection within the regulatory framework of international protection in Spanish law and its concession is allowed in the context of an application for international protection (after the rejection of asylum and subsidiary protection

High Court (3th Chamber Contentious Administrative, Section 5th), n.º 5568/2024, 6th November 2024, app n.º 769/2022 []: the impact of the asylum application in the return procedure since the moment someone express his/her will to seek asylum before an authority (such as police, border guards, and personnel of detention facilities) not competent for the registration under national law

High Court (3th Chamber Contentious Administrative, Section 5th), n.º 5869/2024, 27th November 2024, app n.º 7959/2022 []: legal regime applicable to foreign nationals who are in a Temporary Alien Attention Centre (CATE) is detention in a police facility

16. Other important developments in 2025

following its adoption in late 2024, the reform of the Immigration Regulation (Reglamento de Extranjería) entered into force in May 2025. The Regulation modifies the national regime authorizing temporary residence for exceptional circumstances on the basis of specific links with the country (residencia temporal por circunstancias excepcionales por razones de arraigo). Among the different requirements, the provision establishes that persons must have remained in the territory of Spain for at least two years before applying for temporary residence permit and excludes from the personal scope of this type of permit foreign persons who have the status of applicant for international protection. Moreover, when the foreign person applying for temporary residence permit has been an applicant for international protection whose application has been rejected, the time spent in Spain during the processing of the application for international protection shall not be counted for the purpose of calculating the aforementioned requirement of previous stay of at least two years. Moreover, the fifth transitional provision of the Regulation foresees that foreigners who at the time of the entry into force of this regulation are in an irregular situation as a result of a final administrative or, where appropriate, judicial decision rejecting their application for international protection, may apply for a residence permit for such a temporary residence permit provided that they have been in Spain in an irregular situation for at least six months immediately prior to the submission of the application for this permit. According to CEAR, this restrictive interpretation of Article 10 of Regulation (EU) 2024/1348 to preclude asylum applicants from accessing national residence permits and to prohibit the calculation of that period into the period justifying residence rights is not supported by the text of the Regulation nor by the broader EU legal framework on migration and asylum. On the contrary, the possibility for Member States to grant residence permits is recognized in several EU legal instruments, including the Return Directive, the Qualification Directive and the AMMR Regulation. There is a real risk that the contested provisions create significant uncertainty for asylum applicants and contribute to discriminatory practices. Given the high likelihood of such outcomes, the provisions appear untenable and conflict with fundamental EU legal principles of legal certainty and non-discrimination.

The final development concerns the worrying increase in hate speech and hate crimes. In 2025, hate speech in Spain has been predominantly directed at people of North African origin, increasing from 74% in the first quarter to 79% in the third, while Muslim individuals accounted for 16–18% and African or Afro-descendant individuals for 8–9%. According to Spanish Observatory on Racism and Xenophobia (OBERAXE), the surge has been significant: from 1,955 hate crimes and incidents investigated in 2024 to over 740,000 hate-related contents detected in the first ten months of 2025. These fluctuations, marked by peaks and drops, suggest a strong link to sociopolitical events that fuel rumors and disinformation, as occurred in Torrepacheco (Murcia) in July 2025, where a violent incident triggered a wave of racist misinformation and rallies, resulting in over 33,000 daily hate messages online.

PART B: Publications

1. If available online, please provide links to relevant publications produced by your organisation in 2025.

- Relatoría de la jornada «La dimensión exterior del Pacto Europeo de Migración y Asilo: cooperación, derechos humanos y desafíos globales»: https://www.cear.es/wp-content/uploads/2025/11/La-Dimension-Exterior-del-PEMA_Relatoria_CEAR.pdf

2025 CEAR Report, Executive summary: https://www.cear.es/wp-content/uploads/2025/06/CEAR_RESUMEN_EJECUTIVO_2025_EN.pdf

Propuestas de CEAR a la nueva Ley de Asilo: <https://www.cear.es/wp-content/uploads/2025/04/Propuestas-Nueva-Ley-de-Asilo-CEAR.pdf>

Propuestas para el nuevo plan estatal de acceso a la vivienda 2026-2029: <https://www.cear.es/wp-content/uploads/2025/04/Propuestas-Plan-Estatal-Plan-Acceso-Vivienda.pdf>

Aportaciones de CEAR a la consulta pública sobre adaptación al Pacto Europeo de Migración y Asilo (PEMA): <https://www.cear.es/wp-content/uploads/2025/02/APORTACIONES-CEAR-A-LA-CONSULTA-PUBLICA.pdf>

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2. If not available online, please share your publications with us at: Asylum.Report@euaa.europa.eu or upload your file using the functionality below (max. file size 1MB).

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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/Organisation	Date
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Useful links

[EUAA Asylum Report 2025 \(https://euaa.europa.eu/asylum-report-2025\)](https://euaa.europa.eu/asylum-report-2025)

[Executive Summary -Asylum Report 2025 \(https://euaa.europa.eu/asylum-report-2025-executive-summary\)](https://euaa.europa.eu/asylum-report-2025-executive-summary)

[Sources on Asylum 2025 \(https://euaa.europa.eu/publications/sources-asylum-2025\)](https://euaa.europa.eu/publications/sources-asylum-2025)

[National asylum developments database \(https://euaa.europa.eu/national-asylum-developments-database\)](https://euaa.europa.eu/national-asylum-developments-database)

[International Protection in Europe: a Year in Review \(https://euaa.europa.eu/international-protection-europe-year-review\)](https://euaa.europa.eu/international-protection-europe-year-review)

Background Documents

[Word template to submit input to the 2026 Asylum Report.docx](#)

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