



Input by civil society organisations to the Asylum Report 2026

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:

- 1. What areas would you highlight where important developments took place in the country/countries you cover?**
- 2. What are the areas, where only few or no developments took place?**
- 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?**

Implementation of the Pact has been based on the objectives of the programme of Petteri Orpo's government. It is proposed that national discretion be exercised in accordance with the government programme's objectives so as to prevent abuse of the asylum system and to tighten asylum policy, including more effective return of those who have received a negative decision.

In the national implementation of the Pact, the involvement of civil society has in practice been almost entirely disregarded. The law proposal has been on comments between 22.12.25 – 9.2.26 (extended for 1 week on 23.1.2026 from 2.2. until 9.2.2026). Before that, there had been no transparency and civil society experts have not been involved at all in the implementation of the EU Pact. In this regard, there has been a major change compared to the previous implementations.





According to the Finnish law proposal “free legal aid in administrative asylum procedures may be granted only to unaccompanied minors or for other particularly weighty reasons. The particularly weighty reasons are assessed separately in each individual application for legal aid.” (Aliens Act Section 9) In 2016 a similar restriction was made but the restriction applied only to assistance at the asylum interview. The main restrictions to the asylum seekers' access to the legal aid and shorter appeal times were lifted by law which came in force 15.7.2021. See for example (only in Finnish):

<https://oikeusministerio.fi/-/turvapaikanhakijoiden-oikeusturva-vahvistuu> The Ministry of Justice had published 12.12.2018 about the status of asylum seekers as legal aid clients. A specific objective of the study was to find out what kind of effects the amendments made in 2016 to the legislation restricting asylum seekers' access to legal aid and shortened appeal periods had. The report proposed inter alia immediate access to legal aid after submission of an asylum application should be guaranteed for all asylum seekers, as this would make the entire process more effective. The study was conducted as part of the more extensive research project Towards equal and high-quality legal aid services. The final report of the project was published in October 2019. The report itself is only in Finnish.

[Report: Asylum seekers as legal aid clients \(in Finnish\)](#)[Link to an external website](#)

FRAC has observed several concerns, some of the most significant of which are for example the proposed significant restriction of legal aid in administrative procedure, the free legal counselling provided by the Immigration Service, the using of broadest possible implementation of accelerated and border procedures, no mechanism to identify vulnerabilities and special needs, detention and de facto detention (also children), restrictions on reception.

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)

The border security act (“push back law”), which came into force on 22 July 2024 was on 4 June 2025 extended until the end of 2026. The Act allows officials to temporarily restrict asylum applications in specific, state-designated areas to combat the instrumentalisation of





migrants by foreign states. The act lays down the conditions under which a government plenary session can decide to restrict the reception of applications for international protection in Finland's national border. This means it requires a separate decision so that restrictions would be put in place.

<https://www.eduskunta.fi/EN/tiedotteet/Pages/Parliament-approves-Border-Security-Act-by-168%E2%80%9329-vote.aspx#:~:text=The%20objective%20of%20the%20Act,report%20of%20the%20Administration%20Committee.>

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

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)

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

In August 2025, the Finnish Immigration Service confirmed that no Dublin transfer decisions to Italy have been made since spring 2023. Such decisions were last enforced on a larger scale in December 2022.

No Dublin transfer decisions to Greece has been made since December 2020.

And no Dublin transfer decisions to Hungary.

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

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)





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)

Maximum detention period was extended on amendment to the Aliens Act, which entered into force on 6 May 2025. The amendment also included new provisions on legal and illegal stay and on right to reside. The purpose of the amendments was “to strengthen security and to increase the efficiency of removals from the country”.

<https://www.finlex.fi/en/legislation/collection/2025/147>

No real alternatives to detention have still not been developed.

The detention of children has still not been prohibited.

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 obligation for the Immigration Service to review the asylum interview record was abolished by an Act that entered into force on 1 June 2025. The applicant has been given two weeks deadline to submit additions or corrections to the protocol.

<https://www.finlex.fi/en/legislation/collection/2025/247>

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

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

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)





The lack of proper identification mechanisms remains a serious concern.

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)

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)

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](#))

16. Other important developments in 2025

Also year 2025 a number of restrictions have been introduced affecting the rights of asylum seekers as well as beneficiaries of international protection. The proposed amendments to the national law have been based solely on the objectives stated in the political government programme of Petteri Orpo's government. The numerous legislative amendments to the national law concerning asylum procedure, residence permits and returns have made the law exceptionally complex and difficult to interpret.

Furthermore year 2025, a significant number of subsequent applications resulted in the granting of international protection, especially when the applicants managed to get expert counselling and legal aid. In the practical work of the Finnish Refugee Advice Center, it has been evident that the same problems persist as those identified in the Non-Discrimination Ombudsman's report 24.4.2024. <https://yhdenvertaisuusvaltuutettu.fi/en/-/the-non->





[discrimination-ombudsman-s-report-subsequent-applications-are-a-key-factor-in-safeguarding-basic-rights-and-liberties-in-the-asylum-process](#)

The high percentage of favourable decisions continued to show that subsequent applications are necessary for the realization of asylum seekers' legal protection and compliance with the principle of non-refoulement when the asylum procedure has failed. In many cases, international protection was granted to the applicant on the basis of the original grounds after the previous asylum procedure(s) had failed. This was particularly the case in situations where the authorities had not, in connection with previous applications, identified applicants with special needs (for example, a traumatized victim of torture).

Part B: Publications

1. If available online, please provide links to relevant publications produced by your organisation in 2025:
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
1				
2				
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