



## 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

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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?**

Administrative detention is the area where important developments took place in 2025. See point 7.

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

Legal pathways remained scarce. The work pathway pilot (DT4E 2.0) has made little progress. See point 14.

**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?**

Despite two meetings with the Directorate-General for Foreigners in France, NGOs are still in the dark about the implementation.

<https://www.forumrefugies.org/s-informer/publications/articles-d-actualites/en-france/1826-iou-en-est-on-de-la-mise-en-oeuvre-nationale-du-pacte-sur-la-migration-et-l-asile> (FR)

## PART A: Contributions by topic

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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)

Controls at the French borders are still happening (it has been more than 10 years) :

<https://anafe.org/10-ans-de-retablissement-des-contrôles-aux-frontières-par-la-france-10-ans-de-droits-bafoués-des-personnes-exilées/> (FR)

<https://www.conseil-etat.fr/actualites/le-retablissement-du-contrôle-aux-frontières-intérieures-est-conforme-au-nouveau-règlement-schengen> (FR)

On November 6, 2025, the Inspector General of Places of Deprivation of Liberty published reports on visits to border police premises in Menton, Modane, and Montgenèvre, making recommendations for urgent changes. Practices contrary to the law regarding access to the asylum procedure are once again documented, confirming the persistence of a situation that has been known for several years.

<https://www.forumrefugies.org/s-informer/publications/articles-d-actualites/en-france/1815-acces-a-la-procedure-d-asile-un-nouveau-rapport-documente-les-difficultes-persistantes-a-la-frontiere-franco-italienne> (FR)

A foreign national arriving in France by boat, train, or plane may be placed in a waiting area at the border during maximum 26 days in three cases: if they are refused entry, if they are refused boarding to their final destination country, or if they apply for asylum at the border. Some of these waiting areas are infested by bed bugs since 2023.

<https://www.senat.fr/questions/base/2023/qSEQ230808111.html> (FR)

<https://actu.orange.fr/france/alerte-generale-a-l-aeroport-de-roissy-une-zone-totalement-infestee-par-les-punaises-de-lit-magic-CNT0000025Yum1.html> (FR)

The State bought thermal cannons that are not effective and refuses to temporarily close the areas to treat.

On May 2, 2025, the United Nations Committee Against Torture published its concluding observations on France's compliance with the Convention Against Torture and Other Cruel, Inhuman, or Degrading Treatment or Punishment. It denounced obstacles to accessing asylum at the borders, shortcomings in the national reception system, and the exceptional regime in Mayotte.

<https://www.forumrefugies.org/s-informer/publications/articles-d-actualites/en-france/1685-asile-les-nations-unies-soulignent-plusieurs-defaillances-du-systeme-francais> (FR)

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

The first regional center, “France Asile,” replaced the Single Point of Contact for Asylum Seekers (GUDA) in Val d'Oise in May 2025, where legal assistance is provided.

<https://www.forumrefugies.org/s-informer/publications/articles-d-actualites/en-france/1771-acces-a-la-procedure-d-asile-premiers-retours-sur-le-dispositif-pilote-france-asile> (FR)





- 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)

Budget for interpretation for NGOs working with the State is still slender.

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

N/A

- 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)

While the 2025 finance law already provided for an unprecedented reduction in the number of accommodation places for asylum seekers, contrary to the growing needs of this population, the 2026 under discussion provided for a further reduction of several thousand places. However, the number of asylum seekers without accommodation has never been so high. <https://www.forumrefugies.org/s-informer/publications/articles-d-actualites/en-france/1816-budget-2026-vers-une-nouvelle-baisse-des-capacites-d-hebergement-pour-demandeurs-d-asile> (FR)

While the authorities are pleased with a 72% accommodation rate for asylum seekers, this figure only applies to those who are eligible for material reception conditions, which are becoming increasingly restrictive. The picture is very different for asylum seekers as a whole: more than 57,000 of them had no assistance at the end of 2024. <https://www.forumrefugies.org/s-informer/publications/articles-d-actualites/en-france/1721-un-nombre-record-de-demandeurs-d-asile-sans-ressources> (FR)

The State Medical Aid granted to foreigners has been threaten in 2025. Forum réfugiés reiterated its position on this measure, as formalized in an inter-association advocacy note published in July 2025: State Medical Aid is a public health issue for everyone! <https://www.forumrefugies.org/s-informer/publications/articles-d-actualites/en-france/1766-l-aide-medicale-de-l-etat-un-enjeu-de-sante-publique-pour-tous> (FR)

- 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)





Detention is possible in waiting areas (see above) and in administrative detention centers if there is an order to leave (and now, more grounds, see below).

In 2025, NGOs providing legal assistance in administrative detention centers (including Forum réfugiés) continued to publish an annual report. In the latest report, they, among other things, noted the increase in places (3000 new places by 2027). The average detention period is around 32 days (in constant increase), however detention is often ineffective due to systematic orders to leave. Only 11% of the measures are executed.

<https://www.forumrefugies.org/s-informer/publications/rapports/1666-rapport-annuel-centres-retention-administrative-2025> (FR)

Encouraged by former Interior Minister Bruno Retailleau, the Senate right wing wanted/would like to end public procurements for legal assistance services (in place for over forty years). Criticized for filing appeals out of “activism,” associations could be replaced by the French Office for Immigration and Integration.

<https://www.publicsenat.fr/actualites/politique/centres-de-retention-le-senat-adopte-un-texte-pour-retirer-aux-associations-leur-mission-de-conseil-aux-etrangers> (FR)

[https://www.lemonde.fr/societe/article/2025/05/12/le-senat-vote-une-loi-pour-sortir-les-associations-des-centres-de-retention\\_6605546\\_3224.html](https://www.lemonde.fr/societe/article/2025/05/12/le-senat-vote-une-loi-pour-sortir-les-associations-des-centres-de-retention_6605546_3224.html) (FR)

On July 8, 2025, the National Assembly adopted at first reading a bill “aimed at facilitating the continued detention of individuals convicted of particularly serious crimes and presenting a high risk of reoffending,” which was submitted to the Senate on February 1, 2025, and adopted by the Upper House on March 18, 2025, at first reading.

<https://www.forumrefugies.org/s-informer/presse/nos-communiqués-de-presse/1735-retention-administrative-un-nouvel-allongement-inutile-de-la-duree-d-enfermement> (FR)

Following the adoption of the law aimed at extending the maximum period of administrative detention, two groups of MPs referred the matter to the Constitutional Council, arguing that several provisions were unconstitutional. Forum réfugiés and three other associations, as well as a university professor, also sent an external contribution to the Council. In a decision dated August 7, 2025, the Constitutional Council partially upheld the arguments of those who had highlighted the unconstitutionality of several measures and partially censured the law. The articles extending the maximum period of detention are therefore censured in that they do not ensure a balanced conciliation between individual freedom and the prevention of breaches of public order. It is however possible to extend retention for an additional 30 days after 60 days, instead of the previous 15 days, renewable once.

The decision also allows the placement in detention of an asylum seeker without an order to leave if there is a real, present, and sufficiently serious threat to public order or a risk of absconding.

<https://www.forumrefugies.org/s-informer/publications/articles-d-actualites/en-france/1755-retention-le-conseil-constitutionnel-rappelle-que-la-liberte-individuelle-ne-saurait-etre-entree-par-une-rigueur-qui-ne-soit-pas-necessaire-et-proportionnee> (FR)

## **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 number of asylum applications from Ukrainians rose in 2024, and this trend continued in 2025.

<https://www.forumrefugies.org/s-informer/publications/articles-d-actualites/en-france/1657-l-ukraine-principal-pays-d-origine-des-demandeurs-d-asile-une-situation-qui-interroge> (FR)

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

Implementation of the territorial chambers and the generalization of the unique judge in the National Court of the Asylum Right.

<https://www.forumrefugies.org/s-informer/publications/articles-d-actualites/en-france/1625-un-an-apres-l-adoption-de-la-loi-du-26-janvier-2024-quels-changements-dans-la-mise-en-oeuvre-du-droit-d-asile> (FR)

**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)

A parliamentary report published on April 1, 2025, highlights numerous shortcomings in public policy on child protection. With regard to unaccompanied minors, it highlights the often inadequate application of the legal framework governing the shelter and age assessment phase by the departments, and emphasizes a two-tiered system of care for those who access child welfare services.

<https://www.forumrefugies.org/s-informer/publications/articles-d-actualites/en-france/1658-un-rapport-parlementaire-souligne-des-defaillances-de-la-protection-de-l-enfance-pour-les-jeunes-etrangers-isoles> (FR)

CEDH, 16 January 2025 n°15457/20: <https://hudoc.echr.coe.int/fr#%7B%22itemid%22%3A%22001-238825%22%7D>

France condemned by the ECHR for failing to protect an unaccompanied minor.

**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)

Since July 2025, the National Integration Programme (AGIR) is now limited to vulnerable refugees due to budgetary constraints.

<https://www.forumrefugies.org/s-informer/publications/articles-d-actualites/en-france/1641-integration-l-ambition-du-programme-agir-freinee-par-les-contraintes-budgetaire> (FR)





<https://www.immigration.interieur.gouv.fr/Integration-et-Acces-a-la-nationalite/AGIR-pour-l-emploi-et-le-logement-des-personnes-refugiees> (FR)

### 13. Return of former applicants for international protection

See point 7.

Regarding the return of Syrian refugees, “exploratory returns” have been allowed in February 2025.

<https://www.forumrefugies.org/s-informer/publications/articles-d-actualites/en-france/1642-quelles-perspectives-de-retour-pour-les-refugies-syriens-de-france> (FR)

### 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)

France resettled around 2,300 people in 2024 and has set a target of 3,000 resettlements in 2025. In addition, several hundred asylum visas were issued at a few consular posts in the Middle East.

<https://www.forumrefugies.org/s-informer/publications/articles-d-actualites/en-france/1741-pour-les-refugies-les-voies-legales-d-acces-demeurent-limitees> (FR)

In 2025, the university corridor UNIV’R continued.

<https://help.unhcr.org/rwanda/fr/2025/01/24/university-corridor-for-refugees-to-france-univ-program-2/> (FR/ENG)

### 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](#))

State Council, Decision n° 2025-895 DC du 7 août 2025 : <https://www.conseil-constitutionnel.fr/decision/2025/2025895DC.htm> (FR)

Conseil d’Etat, septembre 2025, n°497816 : <https://www.conseil-etat.fr/fr/arianeweb/CE/decision/2025-09-19/497816>

Validates the unique judge in CNDA

Conseil d’État 2 octobre 2025 n°502291: <https://www.conseil-etat.fr/fr/arianeweb/CE/decision/2025-10-02/502291>

No extension of the right to remain in the country in the event of an appeal against the decision of the CNDA.

Conseil d’Etat 25 juin 2025 n°488561 : <https://www.conseil-etat.fr/fr/arianeweb/CE/decision/2025-06-25/488561>

The existence of protection in another Member State may be inferred solely from the applicant's statements.





Conseil d'Etat 1er juillet 2025 n°497891: <https://www.conseil-etat.fr/fr/arianeweb/CE/decision/2025-07-01/497891>

Validation by the Council of State of the contract committing to respect the principles of the Republic

Conseil d'Etat réf. 16 avril 2025 n°503414 : <https://www.conseil-etat.fr/fr/arianeweb/CE/decision/2025-04-16/503414>

Surgery with a prescription for rest does not constitute a situation of vulnerability justifying referral to accommodation.

Conseil d'Etat 6 mai 2025 n°496436 : <https://www.conseil-etat.fr/fr/arianeweb/CE/decision/2025-05-06/496436>

Transportation costs to attend OFPRA and CNDA hearings should not be limited to applicants who are in accommodation.

Conseil d'Etat 10 avril 2025 n°489833 : <https://www.conseil-etat.fr/fr/arianeweb/CE/decision/2025-04-10/489833>

Validation of the distinction between different oblasts for the granting of subsidiary protection.

Conseil d'Etat 13 mars 2025 n°489258 : <https://www.conseil-etat.fr/fr/arianeweb/CE/decision/2025-03-13/489258>

CNDA/ rejection based solely on the absence of criminalization of homosexual relations under national criminal law/ error of law

Conseil d'Etat 30 janvier 2025 n°495916 : <https://www.conseil-etat.fr/fr/arianeweb/CE/decision/2025-01-30/495916>

Time for the issuance of documents by OFPRA/no infringement of the protection

Conseil d'Etat 18 décembre 2024 n°488092 : <https://www.legifrance.gouv.fr/juri/id/CETATEXT000050797391>

No obligation to hear both legal representatives of a child on whose behalf an application has been made.

Conseil d'Etat 13 décembre 2024 n°470945 : <https://www.conseil-etat.fr/fr/arianeweb/CE/decision/2024-12-13/470945>

The Council of State confirms the position of the CNDA, which grants subsidiary protection to a Guinean national on the grounds of his birth out of wedlock and the consequences of that birth.

Conseil d'Etat 31 décembre 2024 n°489159 : <https://justice.pappers.fr/decision/09e5bbf637ea9ce1ba752d5bf64cf5a2bf63a115>

The contradiction between medical certificates on the assessment of a situation of genital mutilation does not, in principle, exclude the applicant from belonging to the social group of un mutilated women.

CEDH 16 janvier 2025 aff. 15457/20: <https://hudoc.echr.coe.int/fre#%22itemid%22:%22001-238825%22>]





France condemned by the ECHR for failing to protect an unaccompanied minor.

## 16. Other important developments in 2025

UK/France agreement (« one in, one out » pilot) :

[Décret no 2025-798 du 11 août 2025 portant publication de l'accord entre le Gouvernement de la République française et le Gouvernement du Royaume-Uni de Grande-Bretagne et d'Irlande du Nord relatif à la prévention des traversées périlleuses](#)

A data breach from the French Office for Immigration and Integration has recently been revealed. It may have started in 2025.

[https://www.lemonde.fr/pixels/article/2026/01/05/l-office-francais-de-l-immigration-et-de-l-integration-victime-d-une-fuite-de-donnees\\_6660632\\_4408996.html](https://www.lemonde.fr/pixels/article/2026/01/05/l-office-francais-de-l-immigration-et-de-l-integration-victime-d-une-fuite-de-donnees_6660632_4408996.html) (FR)

<https://infinity-area.com/article/piratage-ofii-2026-2-1-millions-de-donnees-fuites-anef> (FR)

## Part B: Publications

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

Forum réfugiés' 2025 annual report :

<https://www.forumrefugies.org/s-informer/publications/rapports/1729-l-asile-en-france-et-en-europe-etat-des-lieux-2025> (FR)

Attached to the email.

French Statelessness Index by Forum réfugiés : <https://index.statelessness.eu/country/france> (ENG)

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

[Asylum.Report@euaa.europa.eu](mailto: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				
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