

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

* Name of organisation

Flüchtlingsrat Niedersachsen e.V. | Refugee Council Lower Saxony

Name and title of contact person

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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?

a) Refusal to issue a "Duldung" (tolerated stay permit), the lowest category of residence permit. According to German asylum law, a "Duldung" is the document issued when a person is obligated to leave the country but cannot currently be deported. Periods during which people are "tolerated" are a necessary prerequisite for many residence permits later on. A new development is that these "Duldung" permits are no longer being issued; instead people are receiving immigration certificates that are not provided for under asylum law. These are usually A4-sized documents containing basic personal information. Some immigration authorities are issuing certificates stating that deportation proceedings have been initiated (which is usually factually incorrect). Other immigration authorities are issuing the same certificates that people receive when they have just crossed the border – before applying for asylum ("border crossing certificate").

b) A change in jurisprudence has occurred regarding the return of recognized refugees to Greece. Following a ruling by the Federal Administrative Court that young, healthy men could survive in Greece and that no human

rights threat existed, the federal authorities are rejecting asylum applications from men, women, and married couples as "inadmissible." The courts consistently uphold the decisions concerning young men. The reports required to document illnesses and vulnerabilities are often impossible to obtain within the short time frame for a decision on an emergency application. In some cases, the courts do not recognize existing evidence, while others do. Regarding women, the courts are currently still divided.

c) Through the rising refugee-hostile political environment, there are less positive decisions from BAMF regarding international or national protection than before.

d) Many Afghan women hand in new asylum requests and receive the refugee-status, their husbands receive it as well through family-asylum (which won't be existing any longer from June 2026 onward).

e) Continued border controls and pushbacks at all parts of the German border, despite Court Decisions from Berlin in 2025, which declared this practice as unlawful - <https://www.berlin.de/gerichte/verwaltungsgericht/presse/pressemitteilungen/2025/pressemitteilung.1565917.php>

f) It is unclear, if the political goal of "increasing deportation cases", set by political agendas, was achieved in 2025.

g) Observation: a drastic increase in lengths of stay in state-run initial reception centers and emergency shelters. A lower distribution rate to municipalities and a political will to keep people in these centers until the legal maximum (6 months for families, 18 months for individuals). Access to medical care is severely limited, and living conditions are incomparable to independent living with self-sufficiency and control over one's own living space. Nighttime restrictions are increasingly being imposed, meaning that regulations governing stays within these facilities are becoming stricter.

h) Installation of deportation centers for people, who evaded deportation once before.

i) Family reunification for those granted subsidiary protection has been suspended for two years.

j) The payment card has been introduced in all German states, but its implementation is not yet practiced nationwide. In North Rhine-Westphalia, for example, municipalities have the option of whether or not to introduce the payment card – most municipalities have so far decided against it. In other states, technical problems or other reasons have prevented its widespread implementation. Overall, the functions of the app and the online application in the browser are incomprehensible or impractical for many refugees (based on personal experience).

k) The number of Dublin-deportations did rise in 2025 compared to preceding years.

l) There is a political focus on church asylum and criminalization of it, which seems new.

Author: Ms. Daniela Steinert

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

a) The political focus on the rejection of asylum itself and pushbacks of refugees remained a steady, increasing trend in 2025. With that comes the rising influence of radical right wing, antidemocratic parties in Germany as well as of debates and speeches of well-known politicians and figures where that kind of attitude gets normalized.

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?

a) State ministries have indicated that they currently have no information or instructions regarding the implementation of the Common European Asylum System (CEAS). However, individual projects at the state level (introduction of deportation centers, acceptance of increasingly restrictive accommodation concepts, construction of a new initial reception center near the airport) suggest that initial steps towards practical implementation and, consequently, instructions from the federal government are indeed already underway. In Lower Saxony e.g. new regulations are going to be passed into law which regulate the implementation of CEAS in our state. These regulations are partly even more restrictive than the regulations passed in the Pact on Migration and Asylum. Families, unaccompanied minors and other vulnerable people are going to suffer the consequences most. These restrictions will turn the asylum process into custody-like conditions.

b) Furthermore, refugee aid is being drastically curtailed by diverting AMiF funds from social refugee projects to the construction of detention-like facilities at the EU's external borders.

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)

Observation: increase in the number of people seeking asylum at the border who were turned away by the border guard without having a chance to officially apply for asylum. Alexander Dobrindt, Federal Minister of the Interior keeps up with his policy of returns at the borders, disregarding court orders that these refusals are not legal. He declared that he will implement the rules of law "according to his own understanding" of these rules.

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

Restrictive policies are observed in this field as well. Budget cuts resulted in dissolution of counseling networks. Access to legal assistance in deportation custody was cut completely.

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)

Although innovative digital interpretation tools are introduced, many refugees do not have the background knowledge necessary to utilize these services. Budget cuts for interpretation projects and services drastically restrict the access to these services for refugees.

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

Dublin procedure has become ever more restrictive. Current practice in Germany: refugees in Dublin procedure receive financial aid for the first two weeks after the Dublin decision. Afterwards the aid will be cut down to bed, food, toiletries. In some case, aids have been completely cut to the point of refugees living in unhoused conditions. The only way out has been lawsuits and court actions.

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)

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)

A decrease in numbers of applications has been observed due to pushbacks and illegal refusals at the borders.

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)

a) <https://b-umf.de/src/wp-content/uploads/2025/07/bumf-online-umfrage-2024-v5.pdf>

In the survey conducted by the association Bundesfachverband Minderjährigkeit und Flucht (BuMF e.V.), 728 professionals working in youth welfare in Germany were interviewed. The survey shows that the situation for unaccompanied minor refugees in Germany continues to worsen. Experiences of violence and racism are on the rise. Exclusion from regular school classes is also increasing. Compared to the previous year, there has been a significant decline in protection, education and participation. In particular, refugees who applied for asylum as minors have their asylum applications rejected when they reach the age of majority. This creates a spiral of pressure that increasingly affects the resilience and mental stability of young people. Increasingly restrictive asylum and welfare systems lead to prolonged uncertainty and stressful waiting periods. At the same time, access to education is becoming more difficult. Education is becoming increasingly important in terms of residence rights as the prospect of obtaining protection dwindles. For many young people with pre-existing mental health issues, this pressure has a stifling effect on their development. The situation is exacerbated by a serious lack of healthcare provision. 95% of respondents cite mental illness as a key gap in care – even more frequently than physical illness.

b) The suspension of family reunification for persons with subsidiary protection status, which affects many young people, also leads to increased psychological stress for children and young refugees.

c) The procedures for assessing age are often non-transparent and open to error. Professionals report arbitrary, contradictory procedures under high pressure – with serious consequences for those affected. Incorrect assessments lead to the loss of youth welfare services, placement in adult accommodation, and a lack of legal representation with psychosocial consequences such as retraumatization and powerlessness. Many young people are transferred directly into the adult system without legal or psychosocial support. Legal protection is often unavailable to unaccompanied minors. Language barriers, lack of information, and short deadlines prevent effective appeals. One-third of professionals see no functioning legal protection in place.

Author: Ms. Friederike Vorwerk

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)

a) Restrictive policies have been observed in all these fields. According to a new decision, Ukrainian refugees who apply for a residency permit in Germany since March 2025 will be taken out of the regular social welfare system (Bürgergeld/Jobcenter) and sent back into the social welfare system (Sozialamt) which worsens their access to healthcare, social security, housing, language courses, vocational training and integration into the labor market.

The greatest challenges blocking integration into the labor market: discrimination and racism towards refugees, prolonged recession in Germany's industrial sector, overall recession and closures of companies and businesses which could have been potential employers for refugees.

b) Access to healthcare for refugees in asylum procedure in the first 15 months (36 months in the future) is still regulated by workers of the social services who are not trained medical professionals. As a result, treatments are not being granted and illnesses escalate to life threatening or long term ailments which negatively affect integration and ability to work.

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

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 or upload your file using the functionality below (max. file size 1MB).

Please upload your file

The maximum file size is 1 MB

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
1				
2				
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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](#)

Contact

[Contact Form](#)