



# EUAA Consultative Forum Activity Report 2025

## 1. Introduction

In accordance with Article 50 of the [EUAA Regulation](#)<sup>1</sup>, the EUAA maintains a close dialogue with relevant civil society organisations (CSOs) and competent bodies operating in the field of asylum. To this end, the Agency has set up a Consultative Forum as a mechanism for the exchange of information between the Agency and relevant CSOs.

[Management Board Decision No 111](#)<sup>2</sup> established the Consultative Forum under the EUAA and sets out its composition and conditions for transmitting information thereto. The Management Board Decision is complemented by the [Working Methods](#), which were developed and agreed upon by the Consultative Forum members.

By the end of 2025, the Consultative Forum included 124 member organisations<sup>3</sup>, whilst the call for expressions of interest for new members to join the Forum remains open indefinitely.

As per the Working Methods, the Consultative Forum is led by a Chair and Deputy Chair from and elected by the members of the Forum. Ms Ana Ciuban, Vice-President of Associazione Multietnica dei Mediatori Interculturali (A.M.M.I.) served as Chair of the Consultative Forum during the period November 2023 to 2025 and, following a new election held at the 4<sup>th</sup> Consultative Forum Plenary Meeting on 15 October 2025, her mandate as Chair was extended for another 2-year term of office (from 16 October 2025 to 15 October 2027). During this time, she will be supported by a Deputy Chair, Mr Najib Babakerkhail from the French Refugee Council, in line with the results of the vote.

The Consultative Forum includes two thematic consultation groups, as established in accordance with Article 5 and Annex 2 to MB Decision No 111, on:

- Country of Origin Information: this group includes 12 members and is led by Ms Fatima Ali from Asylos as thematic rapporteur. The group's working methods are available [here](#).
- Persons in a Vulnerable Situation: this group includes 64 members and is led by two thematic rapporteurs including Mr Rubén Romero Masegosa from Fundación Cepaim and Mr Marc Tilley from MV Lifeline. The group's working methods are available [here](#).

Overall, the objectives of the Consultative Forum are to maintain a close dialogue with the EUAA, to provide civil society expertise and input to the Agency's work, and to advise the Executive Director and the Management Board on asylum-related matters in accordance with the Agency's specific needs.

---

<sup>1</sup> Regulation (EU) 2021/2303 of the European Parliament and of the Council of 15 December 2021 on the European Union Agency for Asylum and repealing Regulation (EU) No 439/2010.

<sup>2</sup> Available at [https://euaa.europa.eu/sites/default/files/2022-10/MBD\\_111\\_2022\\_Consultative\\_Forum.pdf](https://euaa.europa.eu/sites/default/files/2022-10/MBD_111_2022_Consultative_Forum.pdf)

<sup>3</sup> Information updated as of 9 February 2026 - the full list of members can be found on <https://euaa.europa.eu/partners/civil-society-and-consultative-forum>.





The CF implements different types of activities including meetings, electronic consultations as well as provision of advice/recommendations.

This document aims to provide an overview of the Consultative Forum activities that have been implemented in 2025. The Chair of the Consultative Forum is invited to present the annual report of activities to the EUAA's Management Board at the 59<sup>th</sup> Management Board meeting taking place in Malta on 12 and 13 March 2026 and the document will be made public thereafter.

## 2. Overview of the Consultative Forum (CF) activities in 2025

In 2025, the Consultative Forum (CF) continued to exchange information with the EUAA across multiple areas of the Agency's work. Various activities were implemented, in line with the CF annual work plan for 2025 and the identified priority areas therein.

The priority areas of work follow from the EUAA Regulation, MB Decision No 111, and the CF working methods whilst also taking into account the interests of CF members and the Agency's needs and priority areas of work.

In particular, in 2025, the CF focused its work on the following thematic areas:

- Planning of the Agency's activities
- The Agency's fundamental rights framework and cooperation with the FRO
- Training
- Information and analysis activities
- Country of Origin Information
- Vulnerability
- Legal aid/counselling
- EUAA monitoring mechanism

In total, the Consultative Forum implemented **30 activities**, including 7 CF meetings, 5 electronic consultations on key Agency documents, 5 exchanges with the Fundamental Rights Officer ahead of his visits to EUAA operations, consultations on 12 EUAA training modules, as well as feedback/recommendations presented by the CF Chair to the Agency and the EUAA Management Board in follow up to the findings of the EUAA Annual Report 2025.

These activities are described in more detail below categorised according to the thematic areas of engagement set out above.





## 3. Brief description of the Consultative Forum activities

### 3.1 Planning of the Agency's activities

Each year the Agency prepares a Single Programming Document (SPD) which provides an overview of the multiannual programming and annual planning of activities and resources of the Agency. Article 50 of the EUAA Regulation stipulates that the Consultative Forum shall “make suggestions to the Management Board on the annual and multi-annual programming of the Agency”.

The **draft SPD 2026-2028 and the draft Work Programme 2026 and the budget of 2026** were shared with the Consultative Forum, for their feedback, on 9 January 2025. Three members of the CF provided their feedback by the set deadline in response to this consultation. Where relevant, their suggestions were reflected in the final version of the [SPD](#).

### 3.2 Fundamental Rights Framework and cooperation with the Fundamental Rights Officer

Throughout 2025, the CF regularly exchanged information with the FRO as per the CF working methods.

In 2025, the FRO reached out to selected CF members in preparation of his visits to EUAA operations in **Cyprus, Italy, Romania, Bulgaria and Greece**<sup>4</sup>. In preparation of these visits, the FRO invited CF members with relevant field expertise and knowledge to participate in briefing meetings during which they were invited to share their insights. In total, **54 members** of the CF have been consulted so far (2023-2025) in the context of FRO operational visits, and a total of 18 CF members in 2025 alone.

In addition, a dedicated exchange between the CF and the FRO took place in the context of the CF Plenary Meeting in October 2025 during which the FRO updated the CF, amongst others, on progress related to the Fundamental Rights Strategy, the complaints mechanism as well as his activities in relation to EUAA operational and technical assistance. See for more information the [CF Plenary Meeting report](#) and [presentations](#).

### 3.3 Training

Another important area where the CF provides its expertise is on the development of the European Asylum Curriculum. As per the established practice, the Consultative Forum is consulted on the development of each training module through a call for expression of interest. Relevant CF members can express their interest to be consulted, and if/when selected, the draft manuscript is shared, and

---

<sup>4</sup> As foreseen by the EUAA Regulation, the FRO may conduct field visits at the locations where the Agency has operational activities





the relevant members are invited to provide their feedback on its content. Feedback on the content of the training is gathered and implemented by the Content Experts Group.

In 2025, **6 expressions of interest on 12 different training modules** were launched by the Agency and a total of **28 members** of the CF provided input to the relevant modules:

*Table 1: overview of consultations with the CF on the EUAA training modules*

<b>Consultation on (3) modules:</b> Post-arrival phase in the context of resettlement and humanitarian admission, Introduction to legal framework on Fundamental Rights and International Protection in EU, and Introduction to Vulnerability.
<b>Consultation on (2) modules:</b> Advanced asylum interviewing and Trafficking in Human Beings
<b>Consultation on (2) modules:</b> Interpreting in the asylum and reception contexts and managing cases of applicants with diverse sexual orientation and gender identity, gender expression and sex characteristics (SOGIESC)
<b>Consultation on the module</b> Responsibility determination under the Asylum and Migration Management Regulation (AMMR)
<b>Consultation on (3) modules:</b> Evidence and Risk Assessment, Introduction to fingerprinting and data entry in EURODAC and Introduction to Data Protection in asylum and reception contexts.
<b>Consultation on the module:</b> Identification of potential AMMR cases

The Chair of the CF was also invited to participate in the annual meeting of the Training Reference Group, which took place in Malta on 5 March 2025. During this meeting, the Agency presented the planning of its training development and held an exchange of views with the CF Chair to seek feedback from the CF members, amongst others, on their involvement in the development of training as well as future reflections on further training development.

### 3.4 Information and analysis activities: Asylum Report

Every year, the Agency produces an Asylum Report that provides a comprehensive overview of developments in the field of asylum at both the European and national levels. The report includes information and perspectives from various stakeholders, including civil society organisations, which are an important source of input and contributors to the report. In total, **53 organisations** submitted contributions to the 2025 Asylum Report, with their input cited in the report.

Following the official launch of the Asylum Report 2025, a dedicated online meeting was organised by the Agency with the CF members at the end of June 2025. During this meeting, the Agency presented the key findings of the EUAA Asylum Report 2025 and provided an analysis of the input received from CSOs, followed by a discussion. Participants also reflected on the modalities for presenting the CF feedback on the Annual Report to the EUAA Management Board. An update on the “Who is Who – Civil Society” project was also provided as part of this meeting. Around **50 members** of the CF participated in this online webinar.





Following the meeting, a survey was launched to collect feedback from CF members on the EUAA Asylum Report 2025 through which CF members were also invited to suggest follow-up actions. A total of **9 replies were received from CF members**. The Chair consolidated the findings and presented these, on behalf of the CF, at the 58<sup>th</sup> Management Board meeting, held at the end of November 2025.

During her presentation, the CF Chair explained that the CF's feedback on the Asylum Report was overall positive, while also highlighting several suggestions for further improvement. CF members welcomed the new format of the report, with feedback indicating that it is more concise, readable, and efficient. In particular, the separation of country-specific information was considered more accessible and user-friendly. However, CF members also suggested that greater balance in content, contextualisation, and tone is needed to avoid downplaying systemic issues and to ensure sufficient inclusion of critical perspectives from CSOs on Member States' practices.

Regarding measures as follow-up to the Asylum Report, CF members recommended that the Agency continues its important work on training and Country of Origin Information/Country Guidance. They also encouraged the Agency to provide continued support to Member States with the implementation of the Pact, including through the revision of tools, guidance, and training, and by prioritising guidance on legislative provisions that are not sufficiently detailed. In addition, the Agency was invited to step up its work on monitoring and development of standards and indicators and encouraged to play a stronger role in promoting Member State compliance with EU standards, including through regular monitoring exercises, paying particular attention to the provision of legal aid, interpretation, and applicants in a vulnerable situation.

Finally, the CF made the following recommendations to the EUAA Management Board, whereby EU Member States were encouraged to:

- **Uphold the law and to ensure access to the EU territory**, including effective access to asylum, compliance with EU and international law;
- **Strengthen their reception systems** by reinforcing preparedness and reception capacities and promoting concrete alternatives to detention;
- **Improve asylum procedures** by enhancing the quality and access to asylum procedures and actively working to expand safe and legal pathways.

In November 2025, a call for input from CSOs to the EUAA Asylum Report 2026 was launched, with a deadline for input set for 9 January 2026.

### 3.5 County of Origin Information

During the bi-annual meeting of the CF Thematic Group on Country of Origin (COI) held online in July 2025, representatives from COI organisations and the EUAA had the opportunity to exchange updates, discuss recent work, and plan future activities. Participants provided updates on their activities and emphasised the continued need for up-to-date, high-quality COI and strong collaboration. Asylos presented newly published COI reports on the treatment of LGBTQI individuals in Russia and Colombia, as well as on human trafficking risks in Vietnam. Discussions also addressed COI best practices, women's protection needs, and the importance of incorporating lived experiences into COI analysis.





The EUAA provided an overview of its work on COI, explaining that a total of 14 COI reports were planned to be produced by the end of 2025. Subsequently, the group discussed the focus for the second meeting of the COI group planned to take place in the margins of the Plenary Meeting.

The second thematic meeting on COI was held in person and online in Malta on 16 October, **chaired by Ms Fatima Ali, Thematic Rapporteur**. During this meeting, the group members and the Agency provided updates on their COI-related work. In particular, one of the group members (ACCORD) presented the ACUTE project (Artificial Intelligence for COI: Understanding technical and Ethical implications) and the Danish Refugee Council gave a short presentation explaining how it cooperates with the Danish authorities on COI. Finally, the group also discussed priority areas of work for 2026, agreeing on the importance of regular exchange. The thematic focus would continue to be placed on updates and AI. Interest was also expressed in strengthening links with the CF Group on Persons in a Vulnerable Situation.

Throughout the year, the Agency also organised various ‘COI Talks’ to which the CF COI group members were invited. These included:

- the Launch of the Sudan Country Focus Report (February)
- COI Talk on Somalia (July)
- COI Talk on Nigeria (November).

### 3.6 Vulnerability

In June 2025, the CF Group on Persons in a Vulnerable Situation, was consulted on the draft Screening Toolbox – a set of templates, guidance materials and practical resources to facilitate the operational implementation of the Screening Regulation. The toolbox is a joint initiative of Frontex and EUAA with the contribution of Europol. The consultation focused on the annex titled “Conducting Preliminary Vulnerability Check During Screening: A Practical Annex.” This is the component of the toolbox where EUAA was in the lead of development. In response to the invitation to provide feedback, a total of six group members provided feedback, which was integrated into the final document. The draft toolbox was subsequently tested in Italy and Romania and will be finalised in the course of 2026.

The members of the Thematic Group on Persons in a Vulnerable Situation also met in person and online in Malta on 16 October. The meeting was chaired by Mr. Rubén Romero and Mr. Marc Tilley as thematic rapporteurs. The meeting focused on 1) screening; 2) the use of detention, alternatives to detention and restrictions of movement; and 3) planning of activities and priorities for the work of the group in 2026.

During the session on screening, the Agency presented the Screening Toolbox explaining the scope, draft content and development process focusing on the components related to the preliminary vulnerability check. The session on detention, alternatives to detention and restrictions of movement was opened with a presentation by the European Commission on the legal framework on the use of detention, alternatives to detention and restrictions of movement as laid down in the [Reception Conditions Directive 2024](#), focusing on Articles 7-13 governing allocation, restrictions on freedom of movement, and detention of applicants for international protection. The Agency subsequently presented the Guidelines on Alternatives to Detention as well as the main findings of a thematic





meeting that the EUAA Reception Network had organized on restriction of movement. Finally, during the last session the group members discussed the priorities areas of work for 2026 including activities. The group agreed that they would want to continue discussing matters related to screening and detention and are also interested in exchanging information on minors, victims of human trafficking, monitoring as well as improving communication channels with the group on Country of Origin Information.

### 3.7 Legal assistance/legal counselling

Legal assistance/legal counselling was selected by the CF members as an additional priority area which the CF wanted to focus on in 2025. Legal counselling is one of the important safeguards under the Pact on Migration and Asylum. To support Member States with the implementation of the relevant Pact provisions on legal counselling, the EUAA developed a [Guide on Free Legal Counselling](#) which was published in October 2025. An information session was organised with the CF on 20 November 2025 to provide further details on the content of the guide, including explanation of the development process, how to use it and how this guide relates to national legislation and practices. A total of **53 CF members participated** in the online information session.

### 3.8 EUAA Monitoring Mechanism

Another priority area, as identified in the 2025 CF Work Plan, was the exchange of information with the Agency on the EUAA monitoring mechanism. Monitoring is a new task for the Agency, introduced by the EUAA Regulation whereby the Agency is to monitor the operational and technical application of the Common European Asylum System. The monitoring mechanism aims to identify potential shortcomings in Member States' asylum and reception systems, assess their preparedness to manage disproportionate migratory pressure, and enhance overall system efficiency. The Agency has developed a [monitoring methodology](#) and a [multi-annual programme](#) and conducted pilot monitoring exercises in 2025 in two Member States (Estonia and the Netherlands, who volunteered to be monitored during the pilot phase).

Monitoring was addressed during a **dedicated thematic session at the 4<sup>th</sup> Consultative Forum Plenary** meeting. During this meeting, the Agency explained the EUAA monitoring mechanism (the aim and sources of information used for monitoring purposes), the pilot exercises in Estonia and the Netherlands, as well as the planning for monitoring in 2026 and beyond. See the [Plenary Meeting Report](#) and [presentations](#).

During the exchange, the Agency explained that the Monitoring Mechanism relies on multiple information sources, including data and input from Member States, EUAA analytical products, EU institutions and agencies, international organisations such as UNHCR, as well as selected civil society actors, National Human Rights Institutions, and Ombudspersons. It was emphasised that this multi-source approach ensures comprehensive and evidence-based assessments.





To pilot the input of selected CSOs, in February 2025, the EUAA launched a **call for input from CF members on the EUAA pilot monitoring exercises**. In line with the Monitoring Methodology, CF members working in the field of international protection were invited to share their expertise and information. The EUAA specifically invited CF members to provide information on Estonia and/or the Netherlands, including challenges encountered, good practices, and opportunities. Unfortunately, no input was received from CF members in response to the call.

Following the pilot phase which concluded with a structured lessons-learned process, the experience gained, together with developments under the Pact on Migration and Asylum, is informing a revision of the monitoring methodology and tools, expected to be completed by June 2026, when the monitoring mechanism will be fully operational. In the period 2026-2030, the Monitoring Mechanism will be rolled out through a multiannual programme. Country monitoring exercises are planned across all Member States in a phased manner, complemented by at least one thematic monitoring exercise.

## 4. Other CF activities

### 4.1 CF Dialogues

In December 2025, the Chair of the Consultative Forum introduced a new CF activity, namely “CF Dialogues”. The first meeting in December served as an opportunity to have an informal exchange between the CF members during which they discussed the purpose of the meeting and the planning of further meetings to be organised in 2026. CF members agreed to organise the dialogues on a monthly basis, at every last Monday of the month. The purpose of these meetings is to facilitate more regular exchanges among CF members and between the CF and the Agency.

### 4.2 Evaluation Survey for Consultative Forum members

Article 17 of the Consultative Forum Working Methods provides for the conduct of an annual satisfaction survey to assess feedback on the Consultative Forum’s input and advice. In addition, the Agency is also required, under its SPD, to report on the overall level of satisfaction of both the Consultative Forum and the Agency regarding the dialogue and information exchange conducted through the Consultative Forum. To this end, two surveys were prepared, one conducted with the Agency and one launched for Consultative Forum members on 19th December 2025. A total of 26 CF members responded to the survey by the deadline of mid-January 2026. The results of the evaluation will be analysed and addressed accordingly, where relevant.

## 4. Other EUAA Activities not specific to the Consultative Forum

In addition to the activities implemented by the Consultative Forum, throughout 2025, CF members were also invited to participate in various EUAA activities and events. Where relevant, these were already indicated above and are also set out below.





## 4.1 EUAA annual State of Asylum Conference

On 18 June 2025, the EUAA hosted its first State of Asylum Conference, bringing together around 1,000 online and in-person participants to debate the evolving EU migration and asylum policy agenda. The Consultative Forum members were invited to attend this conference and a total of **58 members attended the meeting** in person in Malta. The conference convened high-level European policymakers, including Ministers of the Interior, senior officials, representatives of international organisations, as well as CF members, to discuss the past, present, and future of the EU's migration policy in the context of an increasingly challenging international security environment.

## 4.3 CF Input to Evaluation of the EUAA

In accordance with Art. 70(2) of the EUAA Regulation, the European Commission has commissioned an external evaluation of the EUAA Regulation. As part of its stakeholder consultations, the external contractor reached out to the Consultative Forum and asked the members to complete an online evaluation questionnaire. As such, the perspectives and input of the Consultative Forum will be taken into account and will be reflected in the final report to be provided to the European Commission by Q1/Q2 2026.





## Annex: Overview of Key Activities and Engagement with EUAA in 2025

### Consultative Forum (CF): overview of activities implemented in 2025

In 2025, the Consultative Forum (CF) continued to exchange information with the EUAA across multiple areas of the Agency's work, including strategic planning, fundamental rights, training, information and analysis, vulnerability, Country of Origin Information (COI), and monitoring.

---

### Key Figures & Highlights (2025)

The CF implemented a total of **30 activities**, as follows:

- **7 CF meetings** held with EUAA involvement
  - **5 electronic consultations** completed
  - **5 FRO consultations in context of operational visits**
  - **12 EUAA training modules** reviewed
  - **Feedback and measures as follow-up on the Annual Report** presented to the EUAA Management Board
- 

### Meetings & Events

- Meeting on the Annual Report (June)
- Consultation group meeting on COI (July)
- CF Plenary Meeting (October)
- Consultation group meeting on Persons in a Vulnerable Situation (October)
- Consultation group meeting on COI (October)
- Information session on the EUAA Guide on Legal Counselling (November)
- CF Dialogue (December)

CF Members were also invited to participate in:

- EUAA Asylum Conference 2025 (June)
- Three COI talks on Sudan (February), Somalia (July), Nigeria (November)

### Electronic Consultations

- Strategic planning: SPD 2026–2028 and Work Programme 2026





- CF input to pilot monitoring exercise (February)
- Consultation on the preliminary vulnerability check tool during screening (July)
- Feedback on the Annual Report (October)
- CF input to Evaluation EUAA (study commissioned by DG HOME)

### Cooperation with the FRO

- Consultations with the EUAA Fundamental Rights Officer (FRO) in the context of operational visits to **Cyprus, Italy, Romania, Bulgaria and Greece**

### Training

- Expressions of interest were launched for CF members to be consulted on **12 training modules**, covering areas such as:
  - Fundamental rights and international protection
  - Vulnerability and SOGIESC
  - Asylum interviewing and trafficking
  - AMMR, Eurodac, evidence, and data protection

---

### Advice & Recommendations

The CF Chair presented consolidated feedback on behalf of the CF including measures as follow-up on the EUAA Annual Report to the **EUAA Management Board**.

---

*This two-pager provides a summary overview of the activities implemented by the CF in 2025.*

