

# Asylum Report 2026



# **Asylum Report 2026**

## **Annual Report on the Situation of Asylum in the European Union**

**June 2026**



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## Foreword

For a second year in a row, the number of applications for international protection in EU+ countries decreased to a total of 0.8 million. This was the result of a series of factors, including political developments in key countries of origin, like Syria, and European cooperation with partner countries which reduced mobility across migration routes to Europe. In parallel, EU+ countries continued to provide temporary protection to about 4.5 million displaced persons from Ukraine, with some countries bearing the greatest shares, while initiatives continued for long-term solutions to facilitate the eventual end of temporary protection in March 2027.



A common mission for all EU+ countries in 2025 was preparations for the activation of the Pact on Migration and Asylum as of June 2026. National implementation plans and national strategies served as a compass for reforms, which will soon set in motion Europe's revamped asylum system.

But countries were not alone in this process. The European Commission, together with EU Agencies, provided guidance and support. Our Agency assisted in these efforts through its dedicated Pact Programme which delivered a range of outputs. The EUAA provided operational support to countries on the ground, trained asylum professionals, including through its accredited EUAA Academy, developed technical material to assist practitioners in applying harmonised processes and produced situational analysis to guide policies.

Indeed, with the changing situation in Syria, for example, the EUAA was quick in collecting information on policies and practices of EU+ countries toward Syrian applicants, while COI research produced high-quality information on developments in the country. By providing an overview of the implementation of the safe country concepts in EU+ countries, the EUAA also supported the legislative process for the adoption of an EU-wide list of safe countries of origin and the revised safe third country concept.

There is no doubt that June 2026 is not a definite end, but a passage to a different evolutionary stage of the Common European Asylum System (CEAS). This stage may require a lot of learning-by-doing. It will be a process through which feedback from the practical application of the new rules will guide adaptations to be made at operational and policy levels. Throughout the process, our Agency will continue to support countries and provide its expertise for the effective functioning of CEAS.

Nina Gregori  
Executive Director  
European Union Agency for Asylum



# Acknowledgements



We would like to thank a number of organisations and institutions which actively contributed to this year's edition of the Asylum Report through direct input, consultations or feedback during the drafting process.

In particular, we express our gratitude to asylum and reception authorities in EU+ countries for the continuous exchange of information throughout the year. From November to December 2025, the EU Agency for Asylum (EUAA) conducted a series of bilateral calls with experts from national authorities who form part of the EUAA Information and Documentation System (IDS) Advisory Group to confirm primary facts and information on legislative, policy, practical and jurisprudential developments in asylum and reception which occurred during 2025. The contributions of national experts involved in the EUAA's thematic networks are invaluable in helping the Agency maintain an accurate and up-to-date overview of asylum-related developments in Europe and beyond.

We are grateful to the European Commission for its continued support and feedback during the drafting process. Experts from the United Nations High Commissioner for Refugees (UNHCR) also provided valuable input.

Through various channels, civil society organisations, academia and research institutions provided the EUAA with research findings and information from the ground. To present the full picture of asylum in 2025 and take account of all perspectives, contributions from these institutions and organisations were included in this report. To this end, the EUAA would like to acknowledge the following contributors:

Alliance Internationale pour la Défense des Droits et des Libertés ([AIDL](#))

[Arca di Noè Società Cooperativa Sociale](#)

Association for Juridical Studies on Immigration ([ASGI](#))

[AsyLex](#)

[Asylos](#)

Austrian Red Cross, Austrian Centre for Country of Origin and Asylum Research Documentation ([ACCORD](#))

Border Violence Monitoring Network ([BVMN](#))

[Centre for Legal Aid - Voice in Bulgaria](#)

[Centre for Legal Aid, Slovakia](#)

[Civil Rights Project Sisak](#)

Comisión Española de Ayuda al Refugiado ([CEAR](#))

[Croatian Red Cross](#)

[CSO I want to help refugees](#)

Danish Refugee Council ([DRC](#))

[Dutch Advisory Council on Migration](#)

[Equal Legal Aid](#)

European Council on Refugees and Exiles ([ECRE](#))

[European Network of Migrant Women](#)

European Network on Statelessness ([ENS](#))

[Federación Andalucía Acoge - Sur Acoge](#)

Federal Coordination Circle Against Human Trafficking ([KOK e.V.](#))

[Finnish Refugee Advice Centre](#)

[Forum Réfugiés](#)

[Fundación Cepaim](#)

[Helsinki Foundation for Human Rights](#)

[Irish Refugee Council](#)

Jesuit Refugee Service ([JRS](#)) Romania

[Lithuanian Red Cross Society](#)



[LSVD+ Federation Queer Diversity](#)  
[Macedonian Young Lawyers Association](#)  
[Missing Children Europe](#)  
[Mobile Info Team](#)  
[Network for Children's Rights](#)  
[Open Embassy](#)  
[Organization for Aid to Refugees \(OPU\)](#)  
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[Queer Youth Sweden \(RFSL Ungdon\)](#)  
[Queerston Media](#)  
[Refugee Council Lower Saxony](#)  
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[Safe Passage International France](#)  
[Santa Casa da Misericórdia de Lisboa](#)  
[Save the Children](#)

[Slovak Humanitarian Council](#)  
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[Swedish Refugee Law Center](#)  
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[University of Gothenburg, Law Department](#)  
[University of Warsaw, Centre of Migration Research](#)  
[Uppsala University](#)  
[Women's Initiatives Network](#)





## Acronyms and abbreviations

AIMA	Agency for Integration, Migration and Asylum (Portugal)
AMMR	Asylum and Migration Management Regulation
APR	Asylum Procedures Regulation
AWAS	Agency for the Welfare of Asylum Seekers (Malta)
BAMF	Federal Office for Migration and Refugees (Germany)
CALL	Council for Alien Law Litigation (Belgium)
CEAS	Common European Asylum System
CGRS	Office of the Commissioner General for Refugees and Stateless Persons (Belgium)
CPR	detention centre for repatriation (Italy)
CJEU	Court of Justice of the EU
CNDA	National Court of Asylum (France)
COA	Central Agency for the Reception of Asylum Seekers (Netherlands)
COI	country of origin information
CPT	European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment
CSO	civil society organisations
EAAMR	European Annual Asylum and Migration Report
ECHR	European Charter of Human Rights
ECtHR	European Court of Human Rights
ECRE	European Council of Refugees and Exiles
EES	Entry/Exit System
EMN	European Migration Network
ENS	European Network on Statelessness
EPS	EUAA Early-Warning and Preparedness System
ETIAS	European Travel Information and Authorisation System
EU	European Union
EU+	European Union Member States, Iceland, Liechtenstein, Norway and Switzerland
eu-LISA	European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice
EUAA	European Union Agency for Asylum
Europol	EU Agency for Law Enforcement Cooperation
Fedasil	Federal Agency for the Reception of Asylum Seekers (Belgium)
FRA	European Union Agency for Fundamental Rights
Frontex	European Border and Coast Guard
GII	General Inspectorate for Immigration (Romania)
IND	Immigration and Naturalisation Service (Netherlands)
IOM	International Organization for Migration
IPA	International Protection Agency (Malta)
IPAC	International Protection Administrative Court (Cyprus)
IPO	International Protection Office (Ireland)
LGBTIQ	lesbian, gay, bisexual, transgender, intersex and queer
LIBE Committee	Committee on Civil Liberties, Justice and Home Affairs of the European Parliament
NGO	non-governmental organisation
OFII	French Office for Immigration and Integration





OFPRA	Office for the Protection of Refugees and Stateless Persons (France)
QD	Qualification Directive (recast)
RCD	Reception Conditions Directive (recast)
RIC	reception and identification centre (Greece)
RIS	Reception and Identification Service (Greece)
SAR	State Agency for Refugees (Bulgaria)
SEM	State Secretariat for Migration (Switzerland)
SMA	Swedish Migration Agency (Sweden)
TPD	Temporary Protection Directive
TSI	Technical Support Instrument
UDI	Norwegian Directorate of Immigration
UNHCR	United Nations High Commissioner for Refugees
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
VIS	Visa Information System





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## Section 1. Introduction



In 2025, Europe witnessed a year of transition, a period of restructuring, and a time of strategising and investing in the modernisation of the European asylum and migration architecture, amid a notable decrease in the number of applications for international protection. National authorities, European Union (EU) institutions, international and civil society organisations worked intensely to prepare sufficiently for the practical application of the Pact on Migration and Asylum as of June 2026. European countries continued placing a growing emphasis on the effective management of borders and working with partner countries to address irregular movements along migration routes.

At the same time, investments made for the modernisation of the European asylum system were siphoned towards establishing or optimising the necessary monitoring mechanisms for the protection of fundamental rights of people seeking protection. EU+ countries<sup>i</sup> allocated resources to adjust reception conditions and ensure adequate capacity in light of the imminent application of border procedures and screening. In parallel, to increase confidence in the integrity of asylum systems, efforts were made to enhance the effective implementation of returns.

The number of forcibly displaced people worldwide stood at 117.3 million, as reported by UNHCR in June 2025. This decline after several years of continuous increase was to a certain extent attributed to the return of refugees and internally displaced people in some of the world's largest displacement situations, including the Democratic Republic of the Congo (1.9 million returnees), Syria (1.5 million), Sudan (1.2 million), Afghanistan (874,900), Ethiopia (438,100), Myanmar (261,500) and Ukraine (306,300).<sup>1</sup> However, a large share of these returns plausibly occurred not due to drastic improvements in the conditions in the region of origin, but due to the absence of viable protection solutions elsewhere.<sup>2</sup>

The number of refugees also fell slightly to 42.5 million people worldwide, with two-thirds coming for just five countries: Afghanistan, Sudan, Syria, Ukraine and Venezuela.<sup>3</sup> As in the past, most of them were hosted in low- and middle-income countries. Systematic efforts to develop protection solutions through multi-stakeholder cooperation continued, such as the [Global Compact on Refugees](#) and the [Global Compact for Safe, Orderly and Regular Migration](#).

Nonetheless, in a global environment characterised by significant shifts in the foreign policy of key actors, in 2025 humanitarian efforts and development aid underwent remarkable cuts.<sup>4</sup> These resources were largely channelled to improve the conditions that caused forced displacement in the first place. In terms of immediate impact, the absence of these resources resulted in important downsizing in catering to the needs of displaced populations.<sup>5</sup> In the long run, it will likely result in new displacement.<sup>6</sup> With 2025 having been described as the most conflict-heavy year on record,<sup>7</sup> sources of mass displacement and the protracted crises they generate will persist, as will the need to provide integrated protection responses to complex emergencies.

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<sup>i</sup> EU+ countries include EU Member States, Iceland, Liechtenstein, Norway and Switzerland.



In this environment, EU asylum policies and practices represented a fine amalgamation of strategic directions, comprising efforts to address pressures of irregular migration outside or at the external borders of the EU, while providing refuge to people who need it. Nevertheless, it is important to highlight that against a global context where protection spaces seem to be shrinking, in 2025 EU+ countries and European institutions continued allocating resources for the provision of protection solutions in Europe and worldwide. This included multilevel support for persons displaced from Ukraine, relief and assistance in displacement hotspots such as Afghanistan and Syria, and development aid in areas such as sub-Saharan Africa, Asia and the Pacific, Americas and the Caribbean.

The 2026 EUAA Asylum Report cites diverse sources, including observations from civil society, academia and research institutions. It offers an overview of the coordinated efforts made in 2025 by European institutions and EU+ countries to prepare for the operationalisation of the Pact, which brings a new era for asylum and migration management in Europe. The report synthesises qualitative information on legislative, policy and practical developments; statistics on key indicators; and case law from European and national courts, covering major thematic areas of CEAS. This comprehensive and balanced insight into asylum-related trends at European and national levels makes it the go-to-source of information on asylum in Europe.



## Section 2. Major developments in asylum in the European Union in 2025



Preparations for the implementation of the Pact on Migration and Asylum were front and centre in European policymaking in 2025, aiming to deliver tangible results as early as possible. As the general revamp of the European asylum system unfolded, policymakers focused on initiatives to increase efficiency in asylum procedures and address pressure at external borders, while enhancing border management and increasing the effectiveness of returns.

The EU continued to provide protection to millions of displaced persons from Ukraine, while pursuing long-term, sustainable solutions, such as recommendations for a coordinated, gradual transition to other residence statuses for those eligible. As in previous years, cooperation with third countries was seen as an integral component of an integrated approach to managing migration and contributing to protection solutions worldwide.

### 2.1. Asylum and migration on the EU policy agenda



For yet another year, questions related to migration and asylum were high on the agenda of European policymakers. Highlighting the importance accorded to this area, in March 2025 the European Commission granted an additional EUR 3 billion to Member States to implement the Pact and provide assistance to displaced persons from Ukraine.<sup>8</sup> In July 2025, in the proposed Multiannual Financial Framework, the European Commission tripled the funding for migration, border management and internal security to implement the Pact, improve return systems, accelerate asylum procedures, continue border control digitalisation and strengthen cooperation with third countries.<sup>9</sup> In an exchange of views with the Committee on Civil Liberties, Justice and Home Affairs of the European Parliament (LIBE Committee), the Commissioner for Internal Affairs and Migration, Magnus Brunner, reiterated that the Commission's priorities included matters of security, border management and migration, efforts to tackle trafficking, advance border digitalisation and implement the Pact.<sup>10</sup>

In her State of the Union address in September 2025, the European Commission President, Ursula von der Leyen, emphasised the importance of effective migration management and the need to consider citizens' concerns about perceived weaknesses in the enforcement of rules.<sup>11</sup> Informed by this address and building on President von der Leyen's [Political Guidelines](#), the European Commission presented its work programme for 2026, which focuses on a more sovereign, secure and competitive EU. In the area of migration and asylum, the European Commission prioritised the implementation of the Pact and the upcoming proposals to strengthen the EU Agency for Law Enforcement Cooperation (Europol) and the European Border and Coast Guard (Frontex). Other initiatives included the digitalisation of the return process and the establishment of a new common European system on returns.<sup>12</sup>

The two Presidencies of the EU Council in 2025 also placed particular importance on migration. In the first half of 2025, the Polish Presidency approached the question of migration through a



security lens, emphasising the need for a comprehensive response to the security implications of migration, such as its instrumentalisation by foreign countries to instigate instability in the EU. Similarly, the Danish Presidency prioritised tackling irregular migration and ensuring effective control of the EU's external borders.<sup>13</sup> Overall, in the programme of the 'trio Presidency', reflecting the strategic directions of the Polish, Danish and Cypriot Presidencies together for the period January 2025-June 2026, reference was made to determined action to protect and strengthen the EU's external borders through all available means and countering human trafficking, smuggling and hybrid threats, including the instrumentalisation of migration. The trio also prioritised work on increasing the effectiveness of returns, establishing comprehensive partnerships with key countries of origin and transit in mutually beneficial ways, and addressing the root causes of irregular migration.<sup>14</sup>

In its recommendations to the two 2025 Presidencies, UNHCR highlighted that an efficient and humane EU asylum system was possible, asserting that borders can be effectively controlled, while providing safety to those in danger.<sup>15</sup> UNHCR went on to provide concrete recommendations on ensuring access to protection and the necessary safeguards for those applying, as well as for a constructive, protection-oriented EU asylum and migration policy worldwide.

## 2.2. Preparing for the practical implementation of the Pact



The adoption of the Pact on Migration and Asylum in 2024 signalled the end of a complex legislative and political process, and the beginning of an intense collaborative effort to secure and allocate the required resources to turn the Pact into an operational reality. The national implementation plans have served as a compass, while expertise and financial resources were provided by the European Commission and assistance given by relevant EU agencies for

EU Member States to ensure that their national asylum and reception systems are ready by June 2026, when the Pact will enter into application.

Ten Member States received targeted support to enact the necessary reforms through the dedicated Technical Support Instrument (TSI) managed by the European Commission.<sup>16</sup> Technical support was made available in areas such as asylum procedures, screening, migration management, case management systems and IT infrastructure, resettlement, integration, the external dimension of migration, and the strategic use of EU funds.

The Pact Implementation Platform, established by the European Commission, and the Strategic Committee on Immigration, Frontiers and Asylum (SCIFA) provide guidance on planning and programming at the national level, while dedicated country teams at the European Commission engage bilaterally with national authorities. With this type of support, Member States were also called to develop long-term national strategies on migration and asylum, meant to reflect their comprehensive, strategic approach in these areas for the years to come.

During this period of reforms, transparency and engagement with different stakeholders varied significantly across EU+ countries, with some authorities maintaining open channels of communication with civil society, while in others access to draft laws and information about reforms may have been limited.<sup>17</sup>





In June 2025 and halfway through the preparations for the implementation of the Pact, the European Commission published a progress report on each of the ten building blocks included in the Common Implementation Plan.<sup>18</sup> The report presents an overview of the work accomplished and outlines key challenges and the next steps in each of the building blocks. The second progress report on the implementation of the Pact, published in November 2025,<sup>19</sup> follows the same logic and structure, describing progress made and remaining challenges within each of the blocks:

- *Building Block 1 – Eurodac*: Progress across Member States was reported as uneven, with the majority not at risk of not being ready in time. eu-LISA enabled national authorities to test their systems, which a growing number have begun.
- *Building Block 2 – A new system to manage migration at the Union’s external borders*: While work has been accomplished in putting asylum and return border procedures in place, several organisational questions remain. This includes, for example, the development of specific standard operating procedures for various aspects, such as practical arrangements for screening. The European Commission and EU agencies have prepared practical tools and provided training to help national authorities in carrying out relevant tasks.
- *Building Block 3 – Rethinking reception*: Member States have worked toward addressing gaps in their reception systems and improving the quantity and quality of reception capacity. To assist national authorities, the EUAA developed [guidance and practical tools](#) to set up and manage arrival and reception centres.
- *Building Block 4 – Fair, efficient and convergent asylum procedures*: The focus in this area has been on addressing backlogs and increasing the overall efficiency of asylum procedures, including through direct operational support by the EUAA. By reducing existing backlogs to the extent possible, the risk of processing applications under two parallel systems for a prolonged time is minimised. The European Commission has expressly requested Member States to keep ensuring effective access to the asylum procedure while they make adjustments to their systems.
- *Building Block 5 – More efficient and fair return procedures*: To make return processes more effective, Member States have increased capacity in return counselling (including through Frontex support) and introduced measures to improve inter-institutional cooperation. Work also continued on updating case management systems on returns, while negotiations are ongoing on the proposed Return Regulation (see *Section 2.3*).
- *Building Block 6 – Making responsibility work*: With the assistance of tools developed by the European Commission and the EUAA, Member States have advanced reforms in this area, including setting up dedicated facilities, increasing staff and training on the new rules, and updating IT infrastructure. They have also taken steps toward reducing unauthorised movements. To facilitate communication among Member States, eu-LISA is developing new technical and operational measures.
- *Building Block 7 – Making solidarity work*: The first Annual Migration and Management Cycle was launched in November 2025, and the establishment of a Solidarity Pool followed shortly after.
- *Building Block 8 – Preparedness and contingency planning*: Most Member States have prepared their national contingency plans on reception and asylum using an EUAA





template with comparable criteria. The Commission's second state-of-play report noted that it would be beneficial for Member States to delve deeper into clarifying certain procedures and test their plans in practice.

- *Building Block 9 – New safeguards for applicants for international protection and vulnerable persons, and increased monitoring of fundamental rights:* Member States have updated their arrangements for legal counselling and worked to put in place fundamental rights monitoring mechanisms. EU agencies (the EUAA, the European Union Agency for Fundamental Rights (FRA) and Frontex) have updated tools to assist Member States in the identification of vulnerabilities and initiating appropriate responses.
- *Building Block 10 – Integration and legal pathways to protection:* The first 2-year Union Resettlement and Humanitarian Admission Plan was presented to provide safe and legal alternatives to perilous journeys. In addition, Pact provisions related to the integration of beneficiaries of international protection have been incorporated into national processes and integration strategies.

Throughout this preparation process, the EUAA provided support in a number of ways through its Pact Programme (see *Figure 1*).

On the same day of the publication of the progress report, the European Commission launched the first Annual Migration Management Cycle,<sup>20</sup> which comprised the following components:

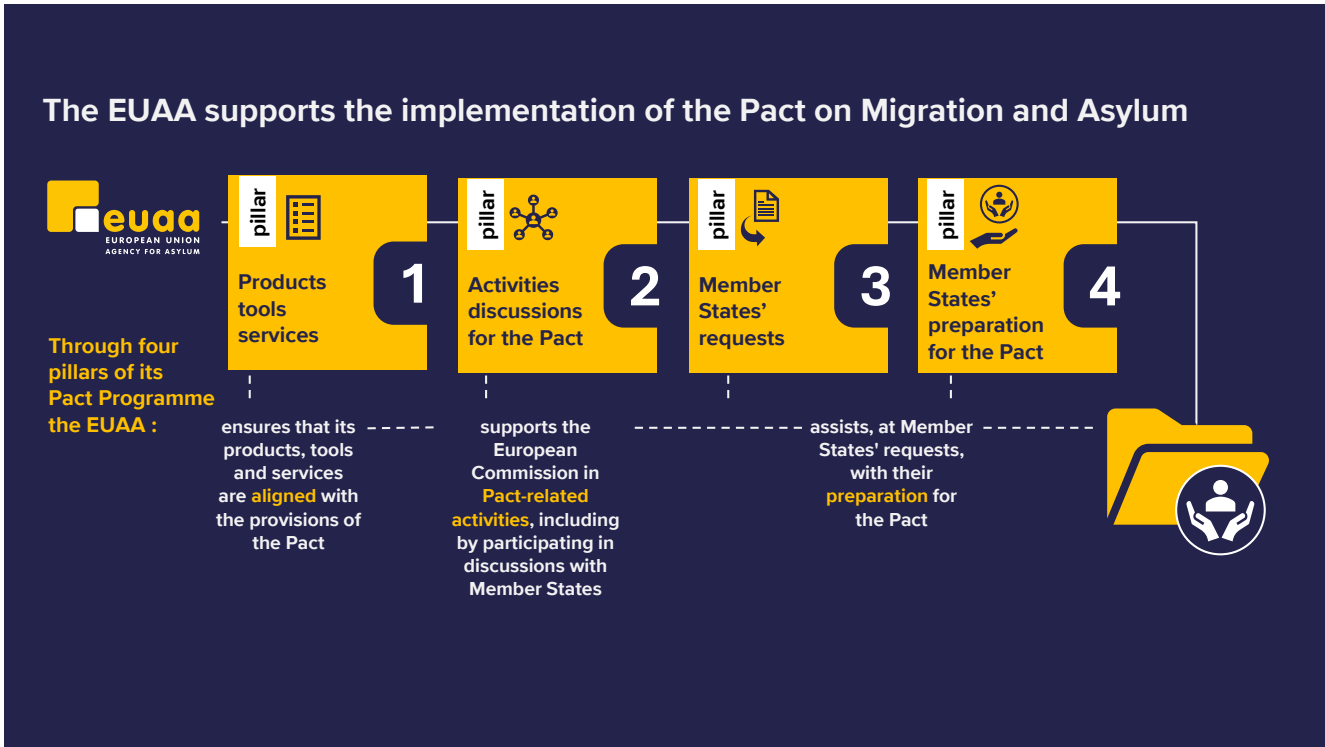
- The European Annual Asylum and Migration Report (EAAMR), which provides a situational picture of asylum and migration in the EU, identifies potential trends and developments for the coming year, and assesses the migratory situation in Member States;
- The European Commission decisions determining Member States' level of migratory pressure; and
- The European Commission Proposal for a Solidarity Pool to address the needs of Member States under pressure.

According to the EAAMR, which covered July 2024-June 2025, the migratory situation in the EU continued to improve, with a significant 35% decrease in illegal border crossings at the EU's external borders compared to the previous year, plausibly due to the increased cooperation in migration management with countries of origin and transit. Asylum applications also decreased by 21% during the reference period compared to the period July 2023-June 2024. Nonetheless, challenges persisted such as continued pressure from irregular arrivals, unauthorised movement within the EU, the hosting of persons displaced from Ukraine, the weaponisation of migration by Russia and Belarus, and the need for greater cooperation in the area of returns and readmission.

Pursuant to the Asylum and Migration Management Regulation (AMMR), Article 9, the EUAA, along with other relevant agencies, contributed quantitative and qualitative data as a basis for the assessment of the migratory situation in Europe and the projection of possible future trends. The analysis and projections in the report also build on the results of regular exchanges within the EU Migration Preparedness and Crisis Blueprint Network.<sup>21</sup>



Figure 1. Highlights of the EUAA Pact Programme



### 1 Products tools and services

Drafting or revision of existing products under several thematic areas

Assessment of applications	Asylum procedures	Dublin and solidarity	Children and Unaccompanied minors	Contingency planning
Information and analysis	Information provision	Reception	Resettlement	Vulnerability

<b>118</b> products in total	39%	practical guides and tools	information materials	judicial publications
	39%	Training modules	operational activities	data products



Based on the situational analysis provided in the report, the European Commission found that Cyprus, Greece, Italy and Spain were **under migratory pressure** and eligible to access the EU's Solidarity Pool when the Pact enters into application in June 2026.<sup>22</sup> The expression of solidarity can take three forms:

- 'People solidarity' can be provided through relocations from the Member State experiencing pressure or, when certain conditions are met, through 'responsibility offsets', whereby a Member State agrees to take responsibility for applicants already on its territory who would otherwise be the responsibility of the Member State under pressure, according to the responsibility criteria set in the AMMR.
- Financial contributions from other Member States – through the EU budget – to Member States under migratory pressure to improve their asylum and reception capacity, increase effectiveness in border management and support initiatives with third countries meant to reduce irregular arrivals or increase effectiveness in returns.
- Alternative solidarity measures, such as material or in-kind technical assistance.

Another group of countries, comprising Belgium, Bulgaria, Croatia, Germany, Estonia, Finland, France, Ireland, Latvia, Lithuania, the Netherlands and Poland were identified as **at risk of migratory pressure**. These Member States have priority access to the EU Migration Support Toolbox which offers operational, technical and financial support by European institutions and Agencies.<sup>23</sup>

Finally, Austria, Bulgaria, Croatia, Czechia, Estonia and Poland were identified as countries facing a **significant migratory situation** because of the cumulative pressure from the previous 5 years. As such, these countries can request their full or partial exemption from contributing to the Solidarity Pool for the upcoming year.<sup>24</sup>

The last component of the first Annual Migration Management Cycle was a European Commission proposal to establish the first EU Solidarity Pool, which was submitted to the EU Council. In a subsequent meeting of the High-Level Solidarity Forum on 27 November 2025, Member States pledged their solidarity contributions, and on 8 December 2025, the EU Council reached a political agreement on the annual Solidarity Pool for 2026.<sup>25</sup> The Council Implementing Decision on the establishment of the annual Solidarity Pool for 2026 was formally adopted by written procedure on 19 December 2025, setting the needs for 2026 at 21,000 relocations or financial contributions of a total of EUR 420 million.<sup>26</sup> The implementation of these measures will start from 12 June 2026.

Drawing on the national migration and asylum strategies developed by Member States throughout 2025, the European Commission prepared a European Asylum and Migration Management Strategy to present a clear vision of European policies in this area. The strategy, published in January 2026, sets out the EU's political objectives on asylum and migration and serves as a compass to pursue the three main objectives of preventing illegal migration, protecting people fleeing war and persecution, and attracting talent to the EU. To achieve these objectives, the strategy has set five priorities:

- Stepping up migration diplomacy;
- Strong EU borders to enhance control and security;
- A firm, fair and adaptable asylum and migration system;
- More effective return and readmission; and
- Labour and talent mobility to boost competitiveness.<sup>27</sup>



## 2.3. Complementing the legislative framework



In an effort to deliver some elements of the Asylum Procedure Regulation (APR) at an early stage, the European Commission presented two proposals on the concepts of safe countries of origin and safe third countries in April and May 2025. The first proposal aimed to frontload APR provisions according to which applications for international protection from nationals of countries with an EU-wide recognition rate of 20% or lower can be processed under the accelerated or border procedure. The proposal also suggested that safe countries of origin and safe third countries can be designated with exceptions, thus providing Member States with flexibility to nuance their designations by excluding certain regions or certain categories of people. The European Commission proposed to establish the first EU list of safe countries of origin. This includes Bangladesh, Colombia, Egypt, India, Kosovo,<sup>ii</sup> Morocco and Tunisia. The EU accession candidate countries are included in the EU list, provided that the following three criteria are satisfied: there is no situation of international or internal armed conflict, no restrictive measures affecting fundamental rights and freedom, and the recognition rate for asylum claims by nationals of these countries is not higher than 20% across the EU. The list can be expanded or reviewed over time.<sup>28</sup> The overall intention is to enable Member States to process applications faster and more efficiently for persons whose claims are likely to be unfounded.

The second proposal put forth by the European Commission concerned a revision of the APR with regard to the application of the safe third country concept.<sup>29</sup> The concept allows determining authorities to consider an application for international protection as inadmissible when applicants can receive effective protection in a third country that is safe for them. With the intention of accelerating asylum procedures and reducing pressure on asylum systems, while maintaining legal safeguards for applicants, the European Commission proposed the following changes in the application of the concept:

- A connection between the applicant and the safe third country would no longer be a mandatory criterion under EU law;
- Transit through a safe third country before arriving to the EU can be considered a sufficient link between the applicant and that country, so the safe country concept could be applied;
- When there is no connection with or transit through a safe third country, the concept could still be applied if there is an agreement or particular arrangement with a safe third country. It must be ensured that the request for protection is effectively examined in that country and applicants have access to protection. This option does not apply to unaccompanied minors;
- An appeal against an inadmissibility decision issued on the basis of the safe third country concept will no longer have an automatic suspensive effect. This last change aims to reduce procedural delays and prevent abuse.<sup>30</sup>

According to the proposal, the best interests of the child shall be a primary consideration in the application of these provisions. In addition, prior to concluding an agreement or arrangement with a safe third country, Member States shall inform the European Commission and other Member States. On 8 December 2025, the EU Council reached general agreement on the

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<sup>ii</sup> This designation is without prejudice to positions on status and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.



proposal to amend the APR to apply the safe third country concept and establish an EU-wide list of safe countries of origin.<sup>31</sup> Soon after, provisional political agreement was reached between the Council and the European Parliament.<sup>32</sup> In February 2026, the European Parliament greenlighted the new rules,<sup>33</sup> and the Council formally adopted the first EU-wide list of safe countries of origin and revised the safe third country concept.<sup>34</sup> On 26 February 2026, Regulation 2026/464 was published, amending the APR by establishing a list of safe countries of origin at the EU level.<sup>35</sup>

Reflecting on the proposal, UNHCR stressed that enhanced safeguards must be applied when transferring asylum seekers to a safe third country and highlighted the importance of legally binding, public agreements with third countries, outlining state responsibilities for the protection of those who are transferred. UNHCR expressed concern about the removal of the automatic suspensive effect for an appeal of an admissibility decision on the basis of the safe third country concept, as it could entail the risk of applicants being removed without having their cases fully examined. The organisation also highlighted the complexity of transferring third-country nationals to countries where they have no connections and warned against using the concept to avoid the responsibility of providing protection on Member State territory.<sup>36</sup>

Similarly, the European Council of Refugees and Exiles (ECRE) offered its commentary on the two proposals. ECRE expressed concerns, for example, about respect for fundamental rights and the possibility of applicants who are not transferred to third countries going through long periods of legal uncertainty and limbo at European borders.<sup>37</sup>

To complete and complement the legislative framework of the Pact, in March 2025 the European Commission proposed to modernise European policy on returns through a new Common European System for Returns.<sup>38</sup> The [regulation](#) proposed by the European Commission foresees common procedures in Member States to issue return decisions and a single European Return Order, which will foster uniformity, transparency and coordination. Member States will be able to recognise return decisions issued by other Member States and directly enforce them without having to start a new process. Forced returns will be mandatory for people staying illegally in the EU and who do not cooperate with authorities or pose a security risk. According to the proposal, being presented with clear consequences in the event of non-cooperation, returnees will be offered incentives to cooperate, including through receiving support for a voluntary return.

The proposal introduces rules to limit abuse of the system and reduce absconding, including through regular reporting, the obligation to reside in a designated place or detention. Stricter rules are also introduced for people posing security risks, including mandatory forced return, longer entry bans and separate detention grounds. To close the gap between the issuance of a return decision and its actual implementation to a third country, return decisions will be followed up with a readmission request. Importantly, the proposal introduces the possibility of returning persons who have received a final return decision to a third country on the basis of an agreement either bilaterally or at the EU level. Such arrangements can be concluded with third countries that respect international human rights standards and principles, while monitoring mechanisms will be in place to ensure that the necessary safeguards are respected.<sup>39</sup> In December 2025, the Council finalised its position on the proposed regulation, while in March 2026, the European Parliament adopted its position on the proposed changes and the trialogue ensued.<sup>40</sup>

Earlier in the year, in February 2025 FRA issued a Position Paper on the creation of return hubs in non-EU countries. Considering the risks for fundamental rights which are associated with





operating return hubs in practice, the FRA legal analysis presented the agency's initial position on the pre-conditions that would need to be met to fulfil fundamental rights requirements of the Charter of Fundamental Rights of the EU.<sup>41</sup> Following the publication of the European Commission's proposal, a number of civil society and international organisations issued a joint open letter in September 2025 and raised concerns about the restrictive measures and the emphasis on coercion in the framework for returns.<sup>42</sup> Points of concern included the possibility of third-country nationals being left in legal limbo without access to essential services, with possible implications on their fundamental rights.<sup>43</sup>

In June 2025, ECRE published a detailed commentary with concerns about the regulation's implications on fundamental rights.<sup>44</sup> Similarly, following the EU Council discussion on the proposal in December 2025, a number of organisations issued a joint statement characterising the updated proposal as "a severe and unprecedented deterioration of safeguards, legal protections and fundamental rights standards within EU return policy and the broader legislative framework".<sup>45</sup>

## CJEU jurisprudence in 2025

In its role to ensure a harmonised interpretation and application of EU law, in 2025 the Court of Justice of the European Union (CJEU) issued approximately 20 judgments interpreting various provisions of CEAS. This was a similar number to 2024. In 2025, the topics addressed by the court related to:

- Accountability of Frontex for pushbacks carried out in operational activities
- Dublin procedure
- Detention measures
- Safe country concepts
- The possibility to extend the time limit to process applications for international protection due to a rapid and significant increase in the number of applications
- Membership of a particular social group for those involved in blood feuds
- Subsidiary protection claimed due to an alleged breach of private life as a result of removal from the host Member State
- Exclusion from international protection due to the commission of a serious nonpolitical crime
- Revocation or refusal of refugee protection based on reasonable grounds of being a threat to national security
- Covering basic needs in times of unforeseeable inflows of applicants for international protection
- Withdrawal of material reception conditions when transfer to another accommodation centre is refused by the applicant
- Right to an effective remedy
- Mandatory civic integration programmes
- Rectification of gender identity data for applicants
- Temporary protection
- Return following a negative asylum decision.

For more information, see [Jurisprudence related to Asylum Pronounced by the Court of Justice of the EU in 2025](#), Fact Sheet No 42.





## 2.4. Enhancing border management



The discourse on international protection in 2025 often circled around the effective management of borders. Amidst the continued and evolving pressures on the EU's external borders, the pursuit of an intricate balance between robust responses to external emergencies and threats, and effective access to protection for people in need, generated heated discussions on ethics.

The external borders of the EU experienced less pressure in 2025 than in previous years, with a 26% drop in detections of irregular border crossings at the EU's external borders, according to preliminary data from Frontex. This was the lowest level since 2021.<sup>46</sup>

The Central Mediterranean remained the most active route into the EU, with unchanged numbers compared to 2024. The Eastern Mediterranean route experienced an overall decrease, with a caveat: crossings from eastern Libya to the island of Crete almost tripled, indicating how pressure patterns can shift quickly, even when the overall regional picture shows a decrease. The Western Balkan and the Eastern Land Border routes experienced substantial decreases of 42% and 37% respectively, while the Western African route saw a remarkable decrease of 63%. The only route that experienced an increase (by 14%) in 2025 was the Western Mediterranean.<sup>47</sup>

The number of initiatives that have been undertaken over the past years show the importance accorded to effective border management in the EU. Key efforts to increase capacity in border management in Europe include the four EU Action Plans for the Western Balkans, Central Mediterranean, Western Mediterranean and Atlantic, and Eastern Mediterranean routes; the New Schengen Borders Code; the updates of existing information systems on borders and security, and the work toward their interconnection and interoperability; and the overall multiannual Strategic Policy for European Integrated Border Management.

A key development in this area was the provisional political agreement reached between the European Parliament and the EU Council in September 2025 on a regulation proposed by the European Commission in 2023 to strengthen Europol's role against migrant smuggling and trafficking in human beings. The regulation will improve information-sharing between Europol and national authorities; provide additional human and financial resources to the Agency; and reinforce the Agency's biometric capabilities. Importantly, it establishes a permanent European Centre against Migrant Smuggling, which will serve as a hub for cross-border cooperation and intelligence-sharing and allow for Europol's closer cooperation with national authorities, Eurojust and Frontex.<sup>48</sup>

Another significant development was that EU+ countries started introducing the Entry/Exit System (EES) in October 2025 at their external borders to electronically register the data of non-EU nationals crossing external borders for short stays. The EES allows national authorities to have real-time information on who enters the EU and when, which represents an important step in modernising and streamlining external border management and security. The roll-out progressed over a period of 6 months, and as of April 2026, it is operational at all external border-crossing points.<sup>49</sup> In October 2025, FRA issued guidance to help border guards apply the new rules in line with EU fundamental rights, offering practical tips on informing people, collecting biometric data and supporting people with specific needs.<sup>50</sup> At the same time, FRA issued guidance for managers overseeing the operation of the new system to help ensure compliance with EU fundamental rights, by covering topics such as clear communication, dignified biometric data collection and data protection.<sup>51</sup>



In December 2025, the EU Council endorsed a 2027-2028 roadmap to roll out the interoperability architecture for EU border and security systems, including revised milestones for the Visa Information System (VIS).<sup>52</sup> The roadmap outlines how the EU's large-scale IT systems will continue to evolve in 2027-2028 to further operationalise interoperability components. Interoperability is a catalyst for efficient border management and asylum procedures, enabling authorities to consult several EU systems quickly and securely.<sup>53</sup>

To increase expertise in this area, in 2025 Frontex published practical guides for authorities and practitioners working in border management. The [Reference Architecture for European Border Surveillance](#) is a comprehensive blueprint to guide future decisions on harmonised, fully-synchronised, state-of-the-art and efficient European border surveillance. It will help Europe's border-surveillance systems to work better together and maximise investments, while fostering easier information-sharing, smoother coordination and stronger situational awareness. The [Handbook on Contingency Planning for Border Management and Return](#) offers practical guidance to EU Member States and Schengen-associated countries on how to address situations of high migratory influx and crisis situations at the EU's external borders. In July 2025, FRA issued a position paper examining how the EU can counter the instrumentalisation of migrants and refugees while upholding fundamental rights. The paper proposes practical measures for Member State, such as sanctions, border controls and cooperation with private operations.<sup>54</sup>

## 2.5. External dimension of the EU's asylum policy



In 2025, the EU continued pursuing a whole-of-route approach to migration management through coordination with various stakeholders. Initiatives included addressing root causes of migration; helping partner countries increase their capacity in border management and countering smuggling networks; contributing to protection solutions for displaced people in different parts of the world; and offering safe and legal pathways to Europe as alternative to irregular migration.

The EU and its Member States have been the largest donors in the Syrian crisis.<sup>55</sup> Following the change of the regime in December 2024 and the lifting of economic sanctions against Syria, new funding was allocated to enhance institutions in the country, support bottom-up community actions, revitalise urban and rural economies, increase access to finances for the most vulnerable and promote transitional justice.<sup>56</sup> In the ninth edition of the Brussels Conference 'Standing with Syria', the European Commission announced that it committed EUR 2.5 billion for 2025 and 2026 to support Syria's transition and socio-economic recovery, while addressing humanitarian needs.<sup>57</sup> In January 2026, the President of the European Commission and the President of the European Council visited Damascus and renewed bilateral relations to support a peaceful and inclusive transition, enhance economic cooperation and provide additional financial support to the country.<sup>58</sup> Since 2011, the EU and its Member States have mobilised nearly EUR 37 billion for humanitarian and resilience assistance within Syria and in host communities across Jordan, Lebanon, Iraq and Türkiye.<sup>59</sup>

The EU has provided sustained support to Türkiye in its efforts to host and address the needs of over 3 million refugees and asylum seekers, mainly from Syria but also from Afghanistan, Iraq, Iran and Somalia. Due to the substantial funding needs, in 2015 the European Commission established the Facility for Refugees in Turkey which has allowed for the swift, effective and efficient mobilisation of EU assistance to refugees in Türkiye. Since then, the EU has used the



facility to provide essential humanitarian and development assistance to address the needs of refugees and host communities in a comprehensive and coordinated manner, covering areas such as education, protection, health, municipal infrastructure, basic needs and socio-economic support, migration management, and gender aspects. Between 2011 and September 2025, the total EU funding allocated to refugee and host community assistance in Türkiye amounted to EUR 12.4 billion.<sup>60</sup> In December 2025, the European Commission issued an Implementing Decision allocating a maximum amount of EUR 1.2 billion to support essential needs of refugees and for migration management in Türkiye for 2025-2027.<sup>61</sup>

The EU is also a key donor in Afghanistan, including through the [Support Platform for the Solutions Strategy for Afghan Refugees](#) (SSAR), which aims to support voluntary repatriation and sustainable reintegration and provides assistance to host countries. Since 2021, it has provided over EUR 860 million in humanitarian funding for the crisis in Afghanistan.<sup>62</sup> Throughout 2025, the EU provided financial contributions to UN programmes and services to boost community resilience in Afghanistan, foster development and education, and ensure safe transport of humanitarian personnel and relief supplies.<sup>63</sup>

Through [Global Europe](#) and its multi-annual indicative programmes, the EU continued to pursue development-related goals, including the promotion of human rights and democracy, peace and stability. Priority areas and specific objectives are defined through dialogue with partner countries, EU Member States, civil society organisations, women and youth organisations, local authorities, private sector, the UN and other key stakeholders in sub-Saharan Africa, Asia and the Pacific, Americas and the Caribbean.

The launching of the new [Pact on the Mediterranean](#) in November 2025 was a key development in this area, especially to foster enhanced cooperation with Mediterranean countries. The pact, which was informed by broad and inclusive consultations with a wide range of stakeholders, constitutes a framework of 176 initiatives around the three pillars of youth and civil society empowerment; integration of economies; and security and migration management. Practical implementation is guided by a dedicated action plan, presented in the first quarter of 2026.<sup>64</sup>

Comprehensive partnerships were concluded with Egypt,<sup>65</sup> Jordan<sup>66</sup> and Mauritania<sup>67</sup> over the past years. Throughout 2025, the Prague Process continued to promote migration partnerships among countries of the EU, Schengen area, Eastern Partnership, Western Balkans and Central Asia, and Türkiye.<sup>68</sup>

In June 2025, the EU and Bosnia and Herzegovina strengthened their migration and border management cooperation by signing a new Frontex Status Agreement. The agreement will enable Frontex to deliver joint operations along Bosnia and Herzegovina's borders, including the borders with neighbouring non-EU countries, and at border-crossing points, including airports. The agreement aims to enhance border management capabilities, assist in preventing irregular border crossings and strengthen overall security in the region.<sup>69</sup>

As part of the broader effort to tackle migrant smuggling, in April 2025 Europol signed a working arrangement with Egypt. This cooperation extends to other law enforcement areas, such as the fight against terrorism, drug trafficking and other forms of organised crime.<sup>70</sup>

To further develop collaborative solutions to the growing challenges posed by migrant smuggling, the Global Alliance to Counter Migrant Smuggling held its second international conference in December 2025, bringing together more than 80 delegations from EU Member





States and international partners from five different continents. Participants reiterated their commitment to strengthen international cooperation in tackling migrant smuggling. Since its establishment in 2023, the alliance has achieved significant results in dismantling smuggling operations, while the European Commission supports law enforcement authorities in Africa, Asia, Latin America and the Caribbean through operational partnerships and capacity-building projects.<sup>71</sup> A joint declaration, endorsed by 58 partners in the meeting, set the way forward in this collaborative process along three main pillars of preventing migrant smuggling, increasing effectiveness in responding to migrant smuggling, and providing alternatives to irregular migration by promoting safe and regular mobility pathways.<sup>72</sup>

In addition to collaboration based on positive incentives, the EU has incorporated the possibility of withdrawing benefits in exceptional situations when existing arrangements are used in ways that pose significant migration and security challenges. To this end, in June 2025 the European Parliament and the EU Council reached a provisional political agreement on the revision of the visa suspension mechanism, which was proposed by the European Commission in October 2023.<sup>73</sup> The revised text provided additional grounds to suspend the visa waiver, including hybrid threats, such as state-sponsored instrumentalisation of migrants; investor citizenship schemes operated by third countries with visa-free access to the EU; lack of alignment with EU visa policy; violations of the United Nations Charter; severe breaches of international human rights or humanitarian law; and non-compliance with international court decisions.<sup>74</sup> Following approval by the Parliament in October 2025 and adoption by the Council in November 2025, the [new Regulation](#) entered into force on 31 December 2025.

A Visa Liberalisation Action Plan was handed by the European Commission to Armenian authorities in November 2025, opening the perspective of visa-free access to the EU for Armenian citizens once the benchmarks included in the action plan are met.<sup>75</sup>

In parallel, the EU has traditionally included in its repertoire of protection solutions the provision of safe and legal pathways for those in need, thus enabling the most vulnerable refugees to access protection without resorting to perilous journeys. Since 2015, EU-sponsored resettlement schemes have helped more than 135,000 persons in need of protection find shelter in the EU.<sup>76</sup> In March 2025, the second meeting of the High-Level Resettlement and Humanitarian Admission Committee took place, chaired by the European Commission and bringing together representatives from the European Parliament, the Council, EU Member States, the EUAA, UNHCR, the International Organization for Migration (IOM) and civil society organisations. Participants strategised on collective priorities for future Union resettlement and humanitarian efforts.<sup>77</sup>

Informed by these discussions, as well as the [UNHCR's Projected Global Resettlement Needs](#) report, in November 2025 the European Commission presented a proposal for an EU Council Implementing Decision on the [Union Resettlement and Humanitarian Admission Plan](#) for 2026-2027. The plan aims to support the EU and national administrations to build partnerships with non-EU countries, with a view to fostering dialogue and increasing the protection space for those in need of protection. It was adopted by the Council in December 2025 and entered into force in January 2026.<sup>78</sup>

Overstretched capacity of national reception systems, as well as other significant political and financial considerations in certain Member States, may have limited the immediate ability of Member States to contribute to resettlement efforts. Overall, according to the plan, nine Member States provided 10,430 contributions for resettlement and humanitarian admission for 2026-2027.<sup>79</sup> Nonetheless, the plan's strategic approach aims to increase protection spaces



along migratory routes and further strengthen the EU's partnerships with key non-EU countries which host many refugees. It also encourages Member States to develop partnerships with civil society organisations to create community sponsorship initiatives and humanitarian corridors, thus increasing their respective contributions toward resettlement and humanitarian admission goals.<sup>80</sup>

## 2.6. EU solidarity with Ukraine



Throughout 2025, the EU continued to provide its unwavering support to Ukraine and the millions of displaced persons hosted in EU Member States. Taking into account the volatile situation in Ukraine more than 3 years after the Russian invasion, the dual goal of European policymakers was the continuation of temporary protection solutions, while offering lasting perspectives to displaced persons from Ukraine. To address this dual need, following a proposal by the European Commission, in June 2025 the EU Council extended temporary protection until 4 March 2027.<sup>81</sup> At the same time, a set of measures were put forth to prepare a coordinated transition toward more sustainable, long-term solutions.<sup>82</sup> These measures included transiting to other legal statuses, such as residence permits based on employment, education and research. In addition to providing the possibility of stable forms of legal residence in the EU, other measures may facilitate the gradual and orderly return to Ukraine through exploratory visits or voluntary returns. To this end, a number of information centres, called Unity Hubs, were established in EU Member States to provide information and support to displaced persons from Ukraine either their inclusion into the host society or returning home when the conditions allow.<sup>83</sup>

It is essential that the way forward is uniform, predictable and ensures a balanced impact on Member States. A catalyst to achieve is enhanced coordination and communication among Member States, EU institutions, international organisations and Ukrainian authorities. To this end, in June 2025 the European Commission appointed Ylva Johansson as a Special Envoy for Ukrainians in the EU, responsible for the implementation of the EU's coordinated approach to temporary protection and transitioning from temporary protection to long-term solutions. The Special Envoy will also ensure that displaced Ukrainians in the EU receive sufficient information and assistance for a smooth, supported and well-managed transition to the path they choose.<sup>84</sup>

Since the Russian invasion of Ukraine in February 2022, the EU and its Member States have provided almost EUR 200 billion in support for Ukraine and its people.<sup>85</sup> The Solidarity Platform, managed by the European Commission, brings together EU countries, international partners and EU agencies to ensure coordinated implementation of the Temporary Protection Directive, while the EU Migration Preparedness and Crisis Blueprint monitors the situation on a continuous basis and collects and analyses information to provide situational awareness and forecasting and inform effective and timely responses.<sup>86</sup> The [Ukraine Facility](#), set up for the years 2024-2027, is a dedicated instrument which has allowed the EU to support Ukraine's recovery, reconstruction and modernisation, as well as facilitate alignment with EU laws and the implementation of needed reforms in Ukraine's EU accession path.

## Section 3. Managing access to international protection



Similar to the recast Asylum Procedures Directive (APD), the APR outlines access to the procedure as a three-step process, including the making, registering and lodging of an application. Effective access to the asylum procedure means that people seeking international protection can reach the authorities and are afforded a fair and efficient process. In addition to the APR, specific EU legal instruments govern access to the asylum procedure in Europe:

- The Screening Regulation sets up uniform rules for EU Member States to ensure that people having crossed the external border in an unauthorised manner without fulfilling entry conditions undergo identity, security, health and vulnerability checks and are channelled to the appropriate procedure (border procedure, accelerated procedure, asylum procedure in the territory or return procedure);
- The Eurodac Regulation establishes an interoperable asylum and migration database to support the asylum system and help manage irregular migration; and
- The Crisis and Force Majeure Regulation establishes measures for situations of crisis and instrumentalisation of migrants.

*Non-refoulement* is a core principle of international and EU laws to ensure that an applicant is not returned to a country where they will face persecution (recast Qualification Directive (QD), Recital 3). It constitutes an essential and crucial safeguard throughout the asylum procedure, including for access to the procedure, since obstructing access to territory and access to the procedure may, in certain circumstances, result in a person being returned to a country where their life or freedom may be threatened, breaching the international principle of *non-refoulement*.

The effective management of borders and compliance with fundamental rights has been much discussed in the European migration policy discourse. It has become the focus of a number of initiatives which culminated into the European Integrated Border Management strategy, while in the newly-issued European Asylum and Migration Strategy, maintaining the integrity of external borders is listed as a priority toward effective migration management. In responding to mixed migratory pressures and security challenges at external borders, EU+ countries have introduced stricter measures, risking at times effective access to the territory and the asylum procedure for people who may be in need of protection. Such practices have been often scrutinised by international and civil society organisations, as well as judicial institutions.

### 3.1. Eurodac system



The modernisation of Eurodac is a major component of the reforms which were introduced by the Pact on Migration and Asylum toward a more effective management of external borders. Eurodac is designed to assist with the management of asylum applications and support efforts to detect, investigate and prevent terrorism and serious crime.<sup>87</sup> To ensure that the new Eurodac



system is operational in June 2026, EU+ countries worked with the European Commission and eu-LISA, introduced the necessary legislative changes, made the needed financial commitments and put in place the corresponding practical arrangements at the national level.<sup>88</sup>

For example, in June 2025 the Swiss Federal Council proceeded with public consultations on proposed amendments to several federal ordinances. For Eurodac, the amendments specify procedures involving unaccompanied minors and the sharing of data with third countries, in addition to other aspects related to fingerprint and facial image experts.<sup>89</sup> Similarly, following public consultations, the Norwegian Ministry of Justice and Public Security introduced amendments to the Immigration Act and Regulations to incorporate the updated Eurodac Regulation into national law.<sup>90</sup>

Increased effort and resources were channelled to secure technical and operational infrastructure and personnel, and administrative arrangements were revamped for the functioning of Eurodac. While acknowledging the role of the new Eurodac in catalysing the effective management of external borders, some stakeholders have expressed concerns about the risk of treating applicants as potential security threats, thus possibly undermining the humanitarian foundations of asylum legislation.<sup>91</sup>

Beyond Eurodac, in a year of technological transitions, several countries undertook initiatives to increase IT capacity at the borders.<sup>92</sup> With the continued roll-out of the EES and the European Travel Information and Authorisation System (ETIAS), and the progressing interoperability of European large-scale IT systems, including VIS, European countries will be in a position to control access to EU territory and the Schengen area more effectively. The European Migration Management Strategy, issued in January 2026, places particular emphasis on digital integration and foresees the establishment of an expert group for the development of a digital asylum case management system, which will integrate screening, asylum, reception and transfer procedures.<sup>93</sup>

## 3.2. Managing migration at external borders



Another core component of the Pact is increased effectiveness in the management of arrivals at the EU's external borders through fast and efficient procedures for asylum and returns. A key element to accomplish this is the seamless and harmonious functioning of screening, the asylum border procedure and the return border procedure, especially considering the short time limits of 7 days for screening, 12 weeks for the asylum border procedure and 12 weeks for the return border procedure. At the same time, emphasis is placed on strong individual safeguards and guarantees for fundamental rights.

Throughout 2025, EU+ countries continued legislative work and set up these processes by building needed facilities, ensuring adequate capacity, developing guidance and practical tools, and providing training – including in using the new IT systems – to professionals who will implement the news tasks.<sup>94</sup> For example in April 2025, the Minister for Justice in Ireland secured Cabinet approval for a new International Protection Bill to replace the 2015 Act and operationalise the border procedure in national law, as set out in the APR. The aim is to issue decisions as quickly as possible to those who are less likely to have an entitlement to international protection. The bill also established an independent monitoring mechanism to ensure that the screening process and the application of the border procedure are in compliance with EU and international laws.<sup>95</sup>





In Germany, two laws were adopted by the Germany Bundestag in February 2026 and approved by the Bundesrat in March 2026 to operationalise new CEAS provisions into national law, including the new border procedure, return border procedure, screening and Eurodac.<sup>96</sup> In October 2025, both Iceland and Norway launched public consultations on their respective bills for the introduction of screening of third-country nationals at external borders.<sup>97</sup> Similarly, in January 2026 the Ministry of the Interior in Slovakia put forth a new law on international protection which aligns the country's asylum legislation with the provisions of the Pact, providing the legal framework in national law for border procedures.<sup>98</sup> In parallel, countries worked to establish facilities for screening and accommodation arrangements in the context of the border procedure.<sup>99</sup>

Civil society organisations highlighted the need to effectively ensure adequate reception conditions and the provision of legal advice and counselling for applicants at the borders; respect for fundamental rights, especially in view of strict time limits; and the independence of monitoring mechanisms.<sup>100</sup>

The European Commission and EU Agencies provided substantial support to EU+ countries in this process. A screening toolbox was developed jointly by Frontex, the EUAA and the Commission, with the support of Europol and national experts, to provide professionals in the field with a set of user-friendly templates, guidance materials and practical resources.<sup>101</sup> The EUAA prepared a blueprint to support Member States in planning and building specialised or multifunctional centres where screening, asylum and return procedures are applied at the border.

Applying the new rules through simulated scenarios serves an important role. To this end, Frontex, the EUAA, Europol and Italian authorities undertook a 2-week trial of the EU's new screening process in Lampedusa. A similar pilot exercise was carried out in Romania. Thus, stakeholders were able to test the screening toolbox in real operational conditions and assess health and vulnerability checks, biometric registration and the security check. Subsequently, inter-agency coordination and workflows were further refined.<sup>102</sup>

European countries also introduced initiatives to align national legislation with the updated Schengen Borders Code.<sup>103</sup> Consistent efforts were made to increase contingency planning and preparedness through enhanced coordination among key actors. In November 2025, the Swiss Federal Council approved targeted measures to improve cooperation between federal and cantonal authorities involved in the management of borders, with a particular focus on improving risk analysis. The country also requested additional financing to this end from the European Commission's Instrument for Financial Support for Border Management and Visa Policy (IGFV).<sup>104</sup>

In conjunction with its national strategy for asylum and migration, in October 2025 Luxembourg adopted a national strategy for integrated external border management based on the Frontex regulation. In Portugal, the National Foreigners and Borders Unit was established within the Public Security Police to coordinate and implement actions related to border management.<sup>105</sup>





### 3.3. Access to territory and the asylum procedure



As every year, in 2025 thousands of third-country nationals arrived at the EU's external borders, with Frontex reporting almost 178,000 detections of irregular border crossings. Although this was a notable decrease of 26% compared to the year before, the situation remained uncertain and patterns of irregular migration may shift quickly. At sea, the risks persisted, as routes used by smuggling networks continued to constitute dangerous journeys in unseaworthy boats.<sup>106</sup> According to the IOM, there were 1,873 migrants dead or missing in the Mediterranean in 2025.<sup>107</sup> At the same time, search and rescue operations continued to save lives, bringing people who have found themselves in distress at sea in places of safety.<sup>108</sup>

In view of recurring pressures, in 2025 EU+ countries continued to focus on border management.<sup>109</sup> As the effects of the instrumentalisation of migration by Russia and Belarus persisted in 2025, EU+ countries maintained stricter protection regimes at eastern borders. In March 2025, Latvia introduced restrictions in border crossings at three border control posts, allowing only the crossing of vehicles.<sup>110</sup> Throughout 2025, the Latvian government implemented a reinforced border guard regime along parts of the Latvian–Belarusian border in response to rising irregular crossing attempts, while proceeding with the construction of advanced border infrastructure.<sup>111</sup> Estonia supported Latvia with the deployment of additional personnel, concentrating in particular on the Robežnieki region, which has been a hotspot for irregular crossing attempts.<sup>112</sup>

In Finland, the temporary measures to combat instrumentalised migration, introduced in July 2024, were extended until the end of 2026. Border crossing points on the land border between Finland and Russia remained closed, while applications for international protection could be submitted at other external border-crossing points that were still open for air and maritime traffic.<sup>113</sup> Similarly, Poland continued to maintain a buffer zone along its land border with Belarus and temporarily limited the right to apply for asylum at that border, except for vulnerable groups.<sup>114</sup>

Through a resolution prepared by the Ministry of the Interior, in April 2025 the Lithuanian government tightened security measures at the borders with Belarus, where crossing is possible only by car. Lithuania applied enhanced state border protection measures, including a physical barrier which was built on the border with Belarus, increased monitoring by modern surveillance systems, and rapid response to security incidents. With these measures in place, there is essentially no possibility of illegally entering the territory of Lithuania through the 'green border'.<sup>115</sup>

Due to the high number of arrivals in Crete through the North African route, in July 2025 Greece passed legislation for a 3-month [suspension of the submission and examination of asylum applications](#) for people coming from this route and their deportation without registration. Subsequently, the Ministry of Migration and Asylum issued a circular, according to which certain categories of persons with specific vulnerabilities were exempted from the suspension and transferred by the Hellenic Police to the closest Reception and Identification Centre (RIC). In September 2025, a supplementary circular was issued according to which third-country nationals from Eritrea and Sudan were exempted from the suspension. Serious concerns were expressed by a number of national, international and civil society actors about the suspension of the right to asylum,<sup>116</sup> while the European Court of Human Rights (ECtHR) issued two interim measures against the deportation of people who had been denied access to the asylum procedure.<sup>117</sup>





The emphasis on border security and the associated practices implemented by national authorities have, at times, raised concerns among human rights institutions and international and civil society organisations about effective access to territory, and subsequently to the asylum procedure for persons seeking protection. Such concerns were voiced in several parts at the EU's external and internal borders, accompanied by reports of mistreatment, alleged pushbacks and summary returns, as well as measures taken by national authorities against civil society organisations performing search and rescue activities.<sup>118</sup>

Courts hold an important role in assessing the practices of national authorities to ensure the correct interpretation of the EU asylum *acquis*. In 2025, the ECtHR issued decisions finding violations of Article 2 (right to life), Article 3 (prohibition of torture), Article 5 (Right to liberty and security), Article 13 (right to an effective remedy) and Article 4 of Protocol No 4 (prohibition of collective expulsion of foreigners) in cases concerning Croatia, Greece and Hungary,<sup>119</sup> on one occasion making reference to the 'systematic practice' of *refoulement*.<sup>120</sup>

Following up on a report from 2024 with reference to systematic gaps in investigating allegations of fundamental rights violations at the EU's external borders, FRA reported in July 2025 that no structural changes in EU countries were undertaken to improve the effectiveness of investigations of allegations of ill treatment at the borders. Despite opening criminal investigations, most cases were archived at the pre-trial stage and the number of convictions remained low.<sup>121</sup> In June 2025, FRA issued its annual update on search and rescue operations in the Mediterranean. It addresses how to protect civil society organisations which engage in humanitarian work at sea from punishment for facilitating irregular entry, how to increase capabilities at sea to reduce the number of dead and missing people, and how to avoid disembarkations of rescued people in locations where they can be subject to torture, inhuman or degrading treatment.<sup>122</sup>

In April 2025, the International Chamber of Shipping, the International Maritime Organization and UNHCR updated the guidance leaflet, "[Rescue at Sea: A guide to principles and practices as applied to migrants and refugees](#)". It provides guidance on relevant legal provisions, practical procedures to assist in the prompt disembarkation of survivors in rescue operations and measures to meet specific needs, particularly in the case of asylum seekers.<sup>123</sup>

The emphasis on border protection and the growing investment in the external dimension of the EU's asylum and migration policy have prompted discussions on "the externalisation of borders and asylum through outsourcing of migration management-related tasks to third countries".<sup>124</sup> Cooperation agreements with neighbouring countries, including the construction of temporary reception facilities in some of them, have become subject to scrutiny and criticism from civil society organisations.<sup>125</sup> An example of this approach, the Italy-Albania Protocol of 2023, continued to be implemented in 2025. The protocol set up a mechanism and the conditions under which Italy would process asylum applications under Italian jurisdiction in designated areas of Albanian territory for third-country nationals originating from the list of safe countries of origin and who are rescued or intercepted in international water by Italian vessels. Since the very announcement of the agreement, civil society organisations raised concerns about procedural safeguards and guarantees, while the practical application faced judicial challenges.<sup>126</sup>

The model was studied with interest by the governments of several EU+ countries. The Italian government believes that the agreement is a valid safeguard to counter the exploitation of the right to asylum, while guaranteeing all procedural and substantive guarantees. The Italian experiment was independently monitored by UNHCR, which provided recommendations to the



authorities during the operational roll-out. UNHCR noted that as Italy maintains jurisdiction over asylum seekers and migrants transferred to Albania, the protocol cannot be considered a case of responsibility-shifting.

The Italian Immigration and Asylum Board (*Tavolo Asilo e Immigrazione*, TAI), a representative body of several sector-specific NGOs, undertook six monitoring visits between April-July 2025 and held discussions with approximately 60 residents of the Gjader Centre in Albania, resulting in a report which revealed violations of fundamental rights. The findings focussed in particular on the extraterritorial nature of the facility, weakened judicial control, and the model that essentially replicates approaches already experienced in Italian Detention Centres for Repatriation (CPRs), leading to the same dysfunctions and critical issues. The report's conclusions emphasise the urgent need to suspend the implementation of the Italy-Albania agreement.<sup>127</sup> The Italian government does not acknowledge these issues and considers that ongoing litigations are evidence of the high level of judicial protection.

In August 2025, the CJEU issued a decision on the cases of two Bangladeshi nationals who were rescued at sea by Italian authorities and taken to a detention centre in Albania under the protocol. Their application was rejected by Italian authorities as unfounded under the accelerated border procedure, on the ground that their country of origin was considered to be safe. The court ruled that EU law does not preclude a Member State from designating a third country as a safe country of origin by means of a legislative act, provided that the designation can be subject to an effective judicial review. It also noted that, to ensure effective judicial protection, the sources of information on which the designation is based must be sufficiently accessible, both for the applicant and the court or tribunal. Finally, the court pointed out that until the entry into force of a new regulation which will replace the directive currently applicable, a Member State may not designate as a third country as safe if it does not satisfy, for certain categories of persons, the material conditions for the designation.<sup>128</sup> On 24 February 2026, through Regulation 2026/464 amending Regulation 2024/1348, an EU list of safe countries of origin was established, including Bangladesh.<sup>129</sup>

In November 2025, the Rome Court of Appeal submitted two questions before the CJEU for a preliminary ruling on whether Italy was competent to conclude an international agreement such as the Italy-Albania Protocol or it is under the exclusive competence of the EU, in view of Article 4(3) of the Treaty on the EU (TEU), Articles 3(2) and 216(1) of the Treaty on the Functioning of the EU. In case of a negative answer to the first question, the court sought clarification on whether the provisions of the protocol are compatible with the rules and safeguards for asylum and the detention of third-country nationals as enshrined under CEAS.<sup>130</sup>

European countries have also been increasingly making use of Article 25 of the Schengen Borders Code to introduce regular controls at internal Schengen borders.<sup>131</sup> In addition, delays in providing access to the procedure were reported in several EU+ countries.<sup>132</sup> For example, the UN Human Rights Committee reported that, despite efforts to increase capacity to process applications for international protection, significant delays persisted in the registration of applications in Spain.<sup>133</sup> Additional transit visa requirements further restricted access to asylum for nationals from a number of countries, including countries affected by protracted armed conflicts or political unrest.<sup>134</sup> Delays in accessing the procedure were also reported in Greece, with different centres experiencing delays in registering applications, including due to persistent technical issues with registration platforms, especially for those applicants who have not undergone reception and identification procedures.<sup>135</sup>



In Italy in October 2025, a class action lawsuit was filed in Milan to challenge the delays faced by applicants for international protection. The Italian Department of Public Security underlined that this was due to the high volume of applications submitted to the local immigration office. In this context, the office adapted its organisation to handle the increasing number of applications, striving for compliance with asylum rules and pre-identification requirements of foreign nationals. It expanded cooperation with civil society organisations to support booking appointments with technical and language assistance, ensuring equal access to procedures.<sup>136</sup> A recent ruling of the Court of Turin (Ninth Civil Section), judgment of 4 August 2025, found these measures to be effective, recognising the system as ensuring non-discriminatory processing of asylum applications by the Milan immigration office, and ordered the Turin immigration office to adopt a similar organisational model.<sup>137</sup>

In a similar case, the Regional Administrative Court of Veneto requested clarification from the Italian Ministry of the Interior about access to the asylum procedure in a timely and efficient manner. This request is part of a class action lawsuit filed on behalf of asylum seekers who faced difficulties in accessing the procedure at the local immigration office of Venice and Vicenza.<sup>138</sup> The Italian Department of Public Security noted that to resolve this issue, the organisational system was significantly restructured so that all foreign nationals applying for asylum at the local immigration office on weekday mornings are given appointments for fingerprinting and formalising their application (C3 form). To manage operational challenges and staff shortages, the Central Directorate introduced support measures, including redistributing EUAA resources, providing linguistic and cultural mediation through partner organisations, and deploying 550 temporary workers to assist immigration offices, particularly with asylum applications.

Nonetheless, a number of initiatives undertaken by EU+ countries focused on increasing efficiency or optimising workflows in the first steps of the procedure. In May 2025, the first France Asile territorial hub opened in France to centralise the registration and the lodging of applications and accelerate procedures.<sup>139</sup> In the Netherlands, to alleviate pressure within the asylum system, as of January 2025 responsibility for the identification and registration of asylum seekers shifted from the Aliens Police to the Identification and Screening Service for Asylum Seekers (DISA).<sup>140</sup> The IND will take over the responsibility for identification and registration on 12 June 2026, after the entry into application of the Pact.

In Spain, with the aim of streamlining the lodging of applications for unaccompanied minors on the Canary Islands, registration can be done together with the lodging in a single act. Portugal updated questionnaires for the preliminary checks upon arrival to make the process of filling them in more intuitive and user-friendly. As of April 2025, the State Secretariat for Migration (SEM) in Switzerland is authorised to access electronic devices of asylum seekers and analyse their data, when their identity, nationality or travel route cannot be otherwise verified. SEM must always ensure that data analysis is necessary and proportionate to its objective.<sup>141</sup> During the consultation process for this amendment, UNHCR raised concerns about such interference with the right to privacy and noted that clearer requirements should be defined in the law for the procedure.<sup>142</sup>

With the purpose of giving primacy to the right to asylum over criminal proceedings for illegal entry, Romania introduced Law No 84 of 22 May 2025 which amended the Asylum Law. In criminal cases concerning entering the country illegally by people who then applied for asylum, the prosecutor or the court may now order the suspension of the criminal prosecution or respectively suspend the judicial procedure until a final decision on the application for asylum is issued. If a form of protection is ultimately granted, then it is examined whether illegal entry was



committed for the very purpose of seeking asylum, in which case the criminal proceedings for illegal entry may be dropped.<sup>143</sup>

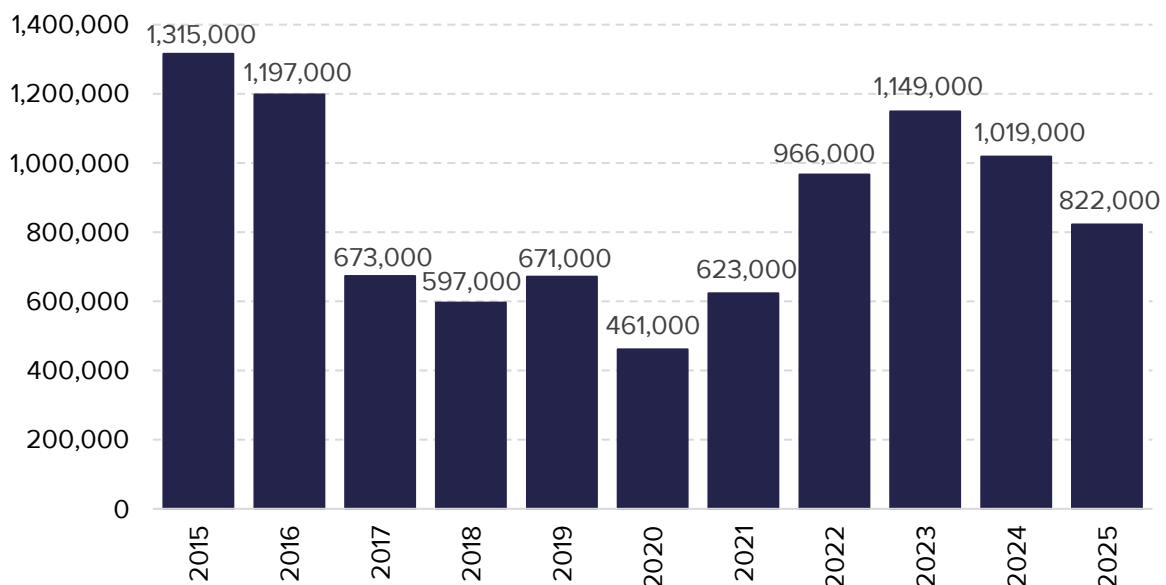
### 3.4. Data on applications for international protection



The number of asylum applications lodged in EU+ countries declined for a second year in a row to 822,000 (see *Figure 2*). This was a drop by one-fifth compared to 2024, the lowest total since 2021. In line with the overall trend, applications dropped in almost all EU+ countries.<sup>iii</sup> Germany remained the main receiving country (163,000 applications), although at a far lower level than in 2024 (down by almost one-third). The decline in first-time applications was partly counterbalanced by a significant increase in repeated asylum applications. Germany was followed by France (152,000), Spain (143,000) and Italy (134,000). Applications in 2025 were concentrated among a limited number of nationalities. The five largest groups were citizens of Afghanistan (14% of all applications), Venezuela (11%), Syria (5%), Bangladesh (4%) and Türkiye (4%).

The decline in 2025 can be partly attributed to the decrease in the number of applications lodged by Syrians (42,000), which shrunk by almost three-quarters following the fall of the Assad regime at the end of 2024. Nonetheless, Syrians alone do not account for the significant drop in the number of applications. There were 36 other citizenships that experienced decreases of over 1,000 applications in 2025. Among the citizenships with a decline in applications, Syrians accounted for two-fifths of the decline, while Turks (33,000; -40%) and Colombians (22,000; -57%) combined accounted for one-fifth. Peruvians (20,000; -27%), Bangladeshis (37,000; -15%) and Iraqis (13,000; -33%) also lodged far fewer applications, with declines surpassing 6,000 applications. External cooperation with neighbouring and transit countries to increase their capacity in managing irregular migration likely also contributed to the decline.

**Figure 2. Number of applications for international protection in EU+ countries, 2015-2025**

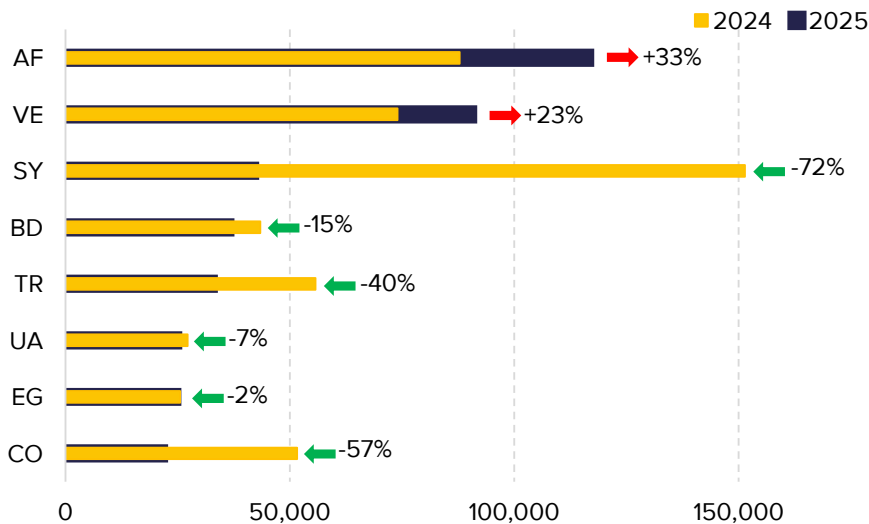


Source: EUAA EPS data as of 3 February 2026.

<sup>iii</sup> The only exceptions, with stable or rising flows, were Croatia, France, Hungary, Latvia, Lithuania and Slovakia.

At the same time, notable increases were recorded for citizens of Afghanistan (117,000; +33%) and Venezuela (91,000; +23%), where deepening political and economic crises continued to drive large-scale displacement (see *Figure 3*). Similarly, amid protracted, intense conflicts, the inflow of applicants from Mali (20,000), Sudan (18,000) and the Democratic Republic of the Congo (18,000) reached new highs in 2025. On a smaller scale, the same occurred for South Sudan (880) and Niger (880).

**Figure 3. Applications lodged in EU+ countries by top citizenships in 2025, compared to 2024**



Source: EUAA EPS data as of 3 February 2026.

Repeated applications<sup>iv</sup> rose by 39% compared to 2024, reaching the highest level on record and representing 15% of all asylum applications. The main reason behind this rise was a [CJEU judgment](#) in October 2024 that clarified that gender and nationality were sufficient for Afghan women to be at risk of acts of persecution. This led to a surge in repeated applications by Afghans, which quadrupled from the previous year. For instance in Germany, the number of repeated applications in 2025 more than doubled compared to 2024. Around 73% (or nearly three-quarters) of these applications were lodged by Afghan nationals.

Another factor in the inflow of applicants was nationals of visa-exempt countries. While the number of these applications decreased slightly, given the steeper decline in the overall number of applications, they still accounted for one-quarter of all applications lodged in EU+ countries in 2025. The main nationalities within this group were Venezuelans (45% of visa-free applicants), Ukrainians (12%) and Colombians (11%).

Nationals of countries with low recognition rates lodged a growing share of asylum applications in 2025, representing over one-half of the total number of applications. Under the new Pact rules as of June 2026, in certain circumstances defined under APR, Article 43(1), citizens of countries with low recognition rates (falling below 20%) will be subject to the mandatory border procedure.

<sup>iv</sup> A repeated asylum applicant is a person who makes another application for international protection in an EU+ country after a final decision (positive, negative or discontinuation) has been taken on their previous application in the same reporting country. The concept includes subsequent applicants, 'new applicants' (after an implicit withdrawal) and applicants who have a re-opened application.



### 3.5. Relative pressure related to asylum in EU+ countries



Typically, analyses of asylum-related migration focus on the magnitude of asylum applications in absolute terms, overlooking important differences in scale between EU+ countries. In addition to the number of asylum seekers, other factors can exert additional pressure on national authorities in the context of asylum. For example, additional resources are required to provide beneficiaries of international protection a range of support services (such as housing, healthcare and education) and integration and cultural orientation programmes, as established in the recast QD, Articles 20-35. Additionally, the removal of rejected asylum seekers from the host country generates administrative and procedural costs.

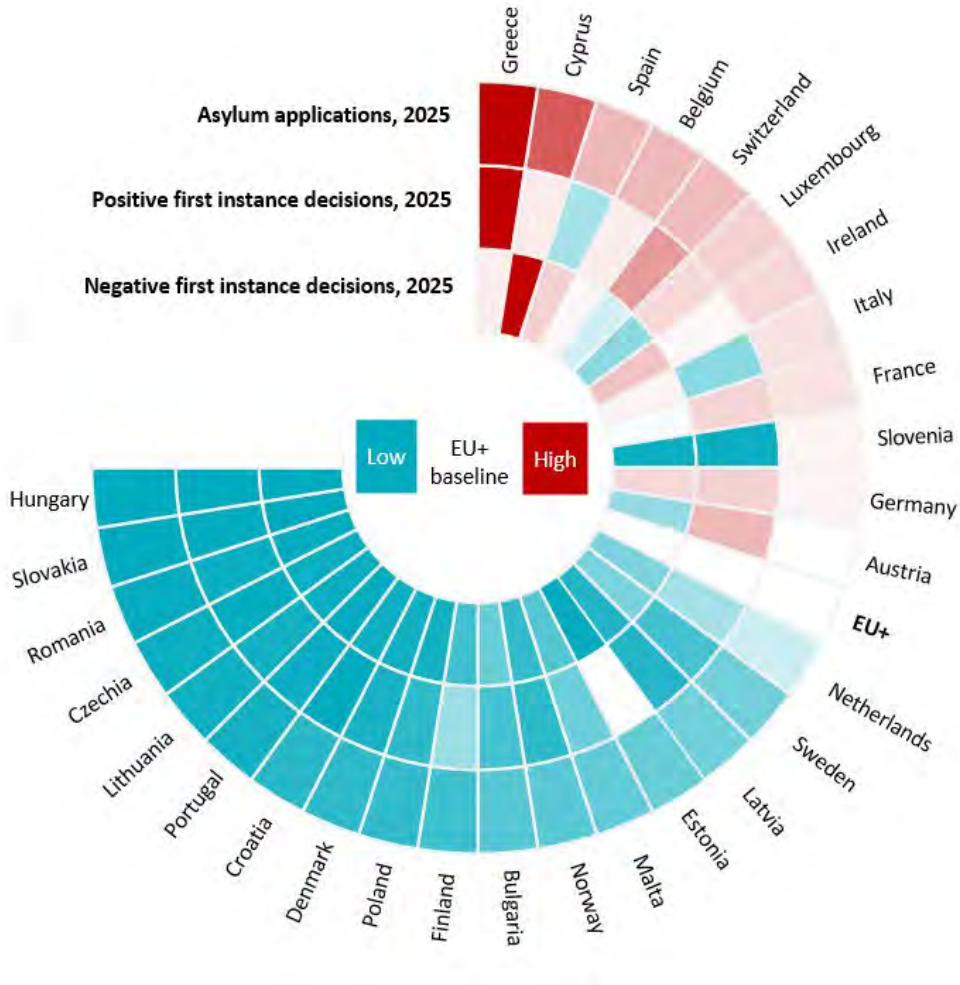
This section analyses the pressure exerted on national authorities by using three categories: asylum applications per capita, positive decisions at first instance per capita (i.e. the number of beneficiaries) and negative decisions at first instance per capita (i.e. the number of rejected asylum seekers). To account for differences in the size of countries, the indicators are weighted by population size (per 1 million inhabitants). Displaced persons seeking or receiving temporary protection are excluded from the calculations.

When considering asylum applications in relation to population size (see *Figure 4, outer circle*), on average about 1,800 applications per 1 million inhabitants were lodged across EU+ countries in 2025. Greece and Cyprus had the most asylum applicants per 1 million inhabitants (5,900 and 4,500, respectively). They were followed at a distance by Spain, Belgium and Switzerland (approximately 2,900 each). Even though most EU+ countries had fewer applications per population size than in the previous year, Latvia (790) stood out as it received considerably more applications per capita compared to 2024.

As seen previously, EU+ countries issued more negative first instance decisions per capita (1,300 decisions per 1 million inhabitants) than positive ones (540) in 2025. Greece faced the most pressure per capita from beneficiaries of international protection (i.e. people who were granted refugee status or subsidiary protection at first instance), followed at some distance by Switzerland and Austria (see *Figure 4, middle circle*). At the same time, Cyprus faced the highest pressure from the burden of rejected asylum applications per capita (i.e. those who received negative decisions or national forms of protection at first instance) (see *Figure 4, inner circle*).



**Figure 4. Number of asylum applications lodged and number of positive and negative first instance decisions issued per capita by EU+ country, 2025**



Source: EUAA EPS data as of 3 February 2026 and Eurostat [demo\\_gind](#) as of 14 October 2025.

## Section 4. Initiatives for more streamlined and harmonised asylum procedures



CEAS is based on the principle of common standards to grant international protection, while ensuring fair and efficient procedures. The aim is that similar asylum cases are treated in a similar manner in all Member States, leading to convergence across the EU, while ensuring that an individual assessment is provided in each case.

The procedures foreseen in the recast APD aim to ensure that decisions on applications for international protection are taken on the basis of facts and by persons with appropriate knowledge and training, after an adequate and complete examination has been undertaken without undue delay and subject to remedies. Within this framework, Member States have established their asylum systems and procedures in various ways.

The APR aims to further replace disparate asylum procedures with a common procedure which is governed by the same rules, achieve a high level of convergence and limit the secondary movement of applicants for international protection between Member States due to differences in legal frameworks. The regulation sets the guarantees and rights which are afforded to applicants, including the right to free legal counselling in the administrative procedure, legal assistance and representation in the appeal procedure and comprehensive information on the asylum procedure in a language understood (or reasonably presumed to be understood) by the applicant.

### 4.1. Making asylum systems more resilient



In 2025, asylum authorities focused on strengthening their capacity for the implementation of the Pact. Following the EUAA template provided in 2024, almost all Member States adopted national contingency plans which outlined different scenarios, indicators and thresholds for activating or de-activating response measures.<sup>144</sup> Activities centred around three major areas: reducing the number of pending cases awaiting a decision, allocating capacity to arrange for the practical implementation of the new rules, and training staff on the new provisions.

In addition to the financial support made available through the European Commission (such as the TSI) and technical support through the EUAA to carry out activities with these objectives, EU+ countries collaborated bilaterally as well. For example, Switzerland financed and shared knowledge on strengthening migration management (especially the protection system for children and applicants with special needs) in Bulgaria<sup>145</sup> and strengthening reception and protection for unaccompanied children in Italy.<sup>146</sup> The Bulgarian State Agency for Refugees (SAR) and the Norwegian Directorate of Immigration (UDI) cooperated on improving communication with applicants through interpreters.<sup>147</sup> The Cypriot Asylum Service went on a study visit to the Swiss SEM on the production of country of origin information (COI), while the Latvian Office of Citizenship and Migration Affairs (OCMA) learnt about digital solutions in Lithuania during a working visit.<sup>148</sup>

**Table 1. Revisions to legislation related to the activation of the Pact on Migration and Asylum, as of 30 April 2026**

Country	Legislative changes
<b>Austria</b>	A draft law was shared for public consultation between 15 January-12 February 2026. <sup>149</sup> The Council of Ministers adopted the draft legislation concerning amendments arising from the EU Pact on Migration and Asylum on 24 March 2026. <sup>150</sup> The legislation is now to be discussed in Parliament. <sup>151</sup>
<b>Belgium</b>	The draft law reforming the rules of procedure for the Council for Alien Law Litigation (CALL) was published on 10 March 2026. <sup>152</sup> Other parts are under discussion, no draft law published yet.
<b>Bulgaria</b>	Proposal for a new law on international protection, giving more independence to the asylum authority. Proposal published for consultation on 23 January 2026. <sup>153</sup>
<b>Croatia</b>	Public consultation on amendments to the Law on Foreigners and the International and Temporary Protection Act closed on 13 December 2025. <sup>154</sup>
<b>Cyprus</b>	A new Refugee Law was put forth for consultation in July 2025 <sup>155</sup> and the final draft bill was sent for review to the Legal Service of the Republic in January 2026. The bill amending the Cyprus Refugee Law (incorporating the provisions of the Pact) was adopted on 23 April 2026. <sup>156</sup>
<b>Czechia</b>	An amendment to the Act on Asylum was approved and will enter into force on 12 June 2026. <sup>157</sup>
<b>Denmark</b>	Denmark is not bound by most instruments of the Pact on Migration and Asylum.
<b>Estonia</b>	The Draft Act on Granting International Protection to Aliens was submitted for public consultation from 26 June 2025–1 September 2025. <sup>158</sup>
<b>Finland</b>	Under discussion, no draft law published yet.
<b>France</b>	Under discussion, no draft law published yet.
<b>Germany</b>	The federal government adopted two laws for the transposition of the Pact. <sup>159</sup> Both laws were adopted by the German Bundestag and approved by the Bundesrat in February and March 2026.
<b>Greece</b>	Under discussion, no draft law published yet.
<b>Hungary</b>	Reiterated its stance not to implement the Pact. <sup>160</sup>
<b>Iceland</b>	Iceland is not bound by the Pact on Migration and Asylum. Legislative proposals on the transposition of the Qualifications Regulation and the Screening Regulation were discussed in Parliament. <sup>161</sup>
<b>Ireland</b>	The Cabinet approved the General Scheme of the International Protection Bill 2025, intended to replace the International Protection Act 2015. <sup>162</sup>
<b>Italy</b>	Under discussion, no draft law published yet. Screening was piloted in Lampedusa. <sup>163</sup>
<b>Latvia</b>	Under discussion, no draft law published yet.
<b>Lithuania</b>	Amendments to the Law on the Legal Status of Foreigners were submitted to the government, no draft law published yet. <sup>164</sup>
<b>Luxembourg</b>	The Council of Government approved a draft bill to operationalise provisions of the Pact in national law in January 2026. <sup>165</sup> The draft for transposing the RDC 2024 has not yet been presented.
<b>Malta</b>	Under discussion, no draft law published yet.
<b>Netherlands</b>	The draft law underwent consultation between 20 December 2024-17 February 2025. <sup>166</sup>
<b>Norway</b>	Norway is not bound by all of the instruments of the Pact on Migration and Asylum but will implement parts related to the Schengen system and the Dublin procedure, including the AMMR (Parts 3, 5 and 7), the Screening Regulation, the recast Eurodac Regulation, and the Crisis and Force Majeure Regulation (Articles 12 and 13, and Articles 1-6 when they are relevant for the application of Articles 12 and 13). The draft law for the implementation was presented on 27 March 2026. <sup>167</sup>
<b>Poland</b>	Under discussion, no draft law published yet.
<b>Portugal</b>	Under discussion, no draft law published yet.
<b>Romania</b>	The draft law for the operationalisation of the Pact instruments was published on 4 February 2026. <sup>168</sup>





<b>Slovakia</b>	The new law on international protection was under an inter-ministerial consultation process in 2025. The draft was published on 7 January 2026. <sup>169</sup>
<b>Slovenia</b>	The new legislation was prepared. No draft law published yet.
<b>Spain</b>	Under discussion, no draft law published yet.
<b>Sweden</b>	Under discussion, no draft law published yet.
<b>Switzerland</b>	Switzerland is not bound by most instruments of the Pact on Migration and Asylum. Public consultations took place on the amendment of the Asylum Act and related ordinances. <sup>170</sup>

The CJEU ruled that the time limit for making a decision may be extended only when the number of applications increases significantly within a short period of time, but significant backlogs or staff shortages do not justify an extension when applications increase gradually over an extended period.<sup>171</sup>

Capacity-building activities were based on the individual situation in asylum and reception in each country. Some countries continued to focus on organisational changes and staff recruitment. For example in Croatia, a new sector for international protection was established with three departments and additional staff.<sup>172</sup> The Maltese International Protection Agency established a Workflow Unit which operates horizontally across the organisation to coordinate logistics, interpretation, scheduling and cross-unit workflow arrangements. The agency also hired several new staff members (both as protection officers and administrative support). The Cypriot Asylum Service aimed to obtain more permanent staff and establish 32 permanent positions (independent from EU funding) by 2026. In Portugal, the Agency for Integration, Migration and Asylum (AIMA) hired new staff and indicated the need to continue with this process to meet its capacity needs. Discussions continued in Belgium on the creation of a Federal Public Service on Asylum and Migration and a working group was established with representatives of different asylum services (Office of the Commissioner General for Refugees and Stateless Persons (CGRS), Federal Agency for the Reception of Asylum Seekers (Fedasil) and Immigration Office).

Capacity-building continued through enhanced training initiatives as well. The Swedish Migration Agency (SMA) launched a project (K.R.A.F.T.) to strengthen opportunities for skills development for its staff and, hence, the agency's overall adaptability and resilience. Staff members of the Romanian General Inspectorate for Immigration (GII) were offered extensive training opportunities as well. Decision-makers at the Portuguese AIMA underwent training specifically to strengthen their capacity in collecting, analysing and using COI.

Nonetheless, capacities remained divided, as some staff were involved in tasks around the implementation of the Pact, ranging from support to the drafting of new laws to technical discussions on the practical implementation and logistical arrangements.

Several asylum authorities continued to revise or fine-tune internal procedures and update templates and decision drafts with the objective to increase the efficiency of their decision-making processes, for example in Bulgaria, Cyprus and Portugal. In Finland, in order to save interview time and expedite the process, the applicant and the representative are given 2 weeks to provide comments on the interview record when it is not reviewed in full on the spot.<sup>173</sup> In Spain, the increased use of decision templates for certain nationalities contributed to more efficient decision-making and a reduction in pending cases.<sup>174</sup> However, CEAR expressed concerns about the quality of these decisions, finding that they were not always sufficiently individualised.<sup>175</sup>



Belgium, Germany and the Netherlands continued with projects to decrease the number of pending cases. Following the Tabula Rasa project in 2024 which was piloted within two units, in the second phase called Prisma, the Belgian CGRS created 12 additional units with 12-15 volunteers in each unit. The evaluation of the Tabula Rasa project showed that the efficiency of teams organised in a more flexible manner increased by 10-20%, while maintaining the quality of decision-making and slightly increasing the staff's self-reported well-being.<sup>176</sup> The evaluation of Prisma was ongoing.

The European Commission highlighted the importance of cooperating with judicial bodies and strengthening them in the framework of the implementation process.<sup>177</sup> As part of the asylum law reform in Ireland, the Cabinet approved the establishment of a new second instance body to manage asylum appeals based on the Pact.<sup>178</sup> The Tribunal for Asylum and Returns Appeals (TARA) becomes operational on 12 June 2026. The International Protection Appeals Tribunal (IPAT) will continue to exist and hear asylum appeals related to applications lodged before the entry into application of the Pact. Continuing efforts to bring the judge closer to the asylum seeker,<sup>179</sup> the French National Court of Asylum (CNDA) opened two new territorial chambers in Nantes and Marseille.<sup>180</sup> To adapt more quickly to the changing workload, the Maltese government amended rules on the constitution of the Immigration Appeals Board and the assignment of cases among its divisions.<sup>181</sup> Similarly in Iceland, amendments on the composition of the Immigration Appeals Board entered into force to improve efficiency.<sup>182</sup> In Czechia, as part of the TSI project, the Department for Asylum and Migration Policy cooperated with administrative courts on providing COI for the assessment of claims. The CJEU clarified that courts must be able to order an applicant's medical examination when the court considers that this is necessary or relevant for the assessment of an asylum application.<sup>183</sup>

## 4.2. Ensuring applicants' rights and obligations



Discussions around the Pact rules on legal counselling in the administrative procedure and free legal assistance and representation in the appeal procedure continued in 2025. The EUAA developed a [Practical Guide on Free Legal Counselling](#) to support Member States in designing their national systems. In addition, the [Comparative Overview of Legal Assistance and Representation in the Asylum Procedure](#) presents the main legislative and policy developments in 2025, and summarises the most significant changes brought by the APR.

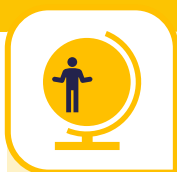
Czechia had already adopted the relevant legal provisions so a major change to its current system was not required, while draft laws related to legal assistance were pending in Germany and Sweden.<sup>184</sup> In 2025, legal aid became limited to the first appeal instance in Latvia and must be covered by the applicant for a second appeal. Major changes were announced to the Dutch legal aid system.<sup>185</sup> Furthermore, funding to provide legal assistance was cut for the Dutch Refugee Council, which is expected to increase pressure on the Central Agency for the Reception of Asylum Seekers (COA) staff in reception centres.<sup>186</sup> The budget for legal aid in general, including for asylum seekers, was cut in Norway.<sup>187</sup> Similarly, ECRE reported reduced access to legal aid in a number of countries, often due to financial cuts.<sup>188</sup>

There were only a few developments with the provision of information, as asylum authorities focused on updating material for the entry into application on the Pact. For example, the Swedish SMA and the Maltese International Protection Agency launched new websites, while the Portuguese AIMA created multilingual Frequently Asked Questions (FAQs). In France, a

legislative change allowed authorities to submit the asylum seekers' guide to applicants electronically, instead of in hard copy.<sup>189</sup> New information campaigns were launched on YouTube and WhatsApp, with dissuasive messages about Belgium's strict asylum and migration policy, targeting applicants with small chances of protection, both in countries of origin and transit, in particular Cameroonian, Guinean and Afghan applicants in transit countries, and Moldovan applicants in the country of origin.<sup>190</sup>

Several countries launched tenders for interpretation services to reinforce their pool of interpreters in preparation to the Pact. The EUAA provided support with interpretation services through several of its operational plans, for example in Belgium,<sup>191</sup> Cyprus,<sup>192</sup> Greece,<sup>193</sup> Ireland (for second instance),<sup>194</sup> Malta<sup>195</sup> and Romania.<sup>196</sup> In order to reduce risks related to informal interpretation, people under 18 years were prohibited to act as interpreters in official communications with national authorities in all types of administrative procedures.<sup>197</sup> The Finnish Immigration Service now requires all interpreters to complete an online training which provides a comprehensive overview of the requirements in asylum interviews and expectations for such interpreters.<sup>198</sup>

## Box 1. Identifying statelessness in the asylum context



Statelessness is a legal anomaly which affects people who are not considered a national by any state under the operation of its law. Lacking any state's protection, stateless persons may not be able to fully exercise their fundamental rights.

Stateless persons and refugees are two distinct categories in international law. Nevertheless, a person can be both a refugee and stateless. In the context of asylum, statelessness may also be relevant to determine international protection needs, as in many instances the reasons why a person left their country are connected to reasons why they are stateless.

According to data exchanged by EU+ countries under the EUAA Early-Warning and Preparedness System (EPS), between January-December 2025, approximately 2,700 applications for international protection were lodged by stateless applicants across EU+ countries. During the same period, 8,800 applications were lodged by Palestinians. During this time, EU+ countries issued 2,300 decisions at first instance to stateless applicants, with a recognition rate of 63% (decisions granting refugee status or subsidiary protection). About 11,000 decisions at first instance were issued to Palestinian applicants, with a recognition rate of 49%.<sup>v</sup>

Several developments took place in 2025 affecting beneficiaries and applicants for international protection who have been identified as stateless. Slovenia ratified the 1961 Convention on the Reduction of Statelessness, and Iceland drafted standard operating procedures for statelessness determination.<sup>199</sup> Adopting a more restrictive policy, Estonia revoked the voting rights of stateless people in local elections.<sup>200</sup>

National courts across EU+ countries ruled on several cases involving stateless persons, notably Palestinian applicants originating from the area of operation of the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), assessing whether UNRWA's assistance and protection had effectively ceased in light of the security and humanitarian situation in Gaza.<sup>201</sup> Other rulings

<sup>v</sup> The recognition rate for Palestinians dropped sharply from about 90% in 2024 to 49% in 2025. This was partly due to many more inadmissibility decisions issued in 2025 by [Belgium](#), due to Palestinian applicants having a protection status in another Member State.

addressed Bedoons in Kuwait who are excluded from public services and living in precarious conditions<sup>202</sup> and children at risk of statelessness when born to asylum-seeking parents.<sup>203</sup>

At the policy and advocacy levels, in October 2025 the European Network on Statelessness (ENS), an alliance carrying out [multi-faceted work](#) to address statelessness in Europe, updated its [Thematic Briefing on Statelessness Determination and Protection in Europe](#), reflecting recent legal, policy and practical developments based on data from the [Statelessness Index](#). In November 2025, ENS and [Statefree](#), a civil society organisation aiming to create visibility around statelessness, co-organised a conference dedicated to advancing solutions for stateless people.<sup>204</sup>

The European Migration Network (EMN) Platform on Statelessness organised a multistakeholder conference on [statelessness as a vulnerability under the Pact on Migration and Asylum](#). The operationalisation of Pact measures were discussed with representatives of the European Commission, the EUAA, FRA, UNHCR, the Council of Europe, the ENS, national authorities and civil society organisations.

Within the international framework, Sweden announced a new pledge at the Global Refugee Forum Progress Review in December 2025 to integrate displaced and stateless populations into national statistics.<sup>205</sup> By the end of 2025, six EU+ countries (Denmark, Italy, Norway, Slovenia, Spain and Sweden) joined the [Global Alliance to End Statelessness](#), a multistakeholder platform committed to accelerating solutions to eradicate statelessness.<sup>206</sup>

For more information, please see: [European Network on Statelessness](#)

### 4.3. Examining the admissibility of an application and applying special procedures and safe country concepts



In recent years, many of the changes to legislation, policies and practices aiming to make the asylum procedure more efficient centred around the application of the admissibility procedure and accelerated procedure, subsequent applications and the use of safe country concepts to address the secondary movements of applicants who had already been recognised in another Member State or when people may have migrated for economic reasons instead of a need of international protection. The Pact brings significant changes in these areas after its entry into application, thus – while these phenomena persisted in 2025 – relatively few changes were implemented. For example in Belgium, the definition of subsequent applications changed to include cases when an applicant had already received a final decision on the asylum application in another Member State.<sup>207</sup> The legislation was reviewed by the Constitutional Court and its application was temporarily suspended in February 2026, as the court decided to refer questions to the CJEU for a preliminary ruling.<sup>208</sup> In Finland, legislative changes mandated the granting of subsidiary protection instead of asylum when a subsequent application is submitted on grounds that the applicant has personally caused after having fled the home country or country of permanent residence.<sup>209</sup>

Following the CJEU's decision in October 2024 that gender and nationality were sufficient for Afghan women to be at risk of acts of persecution,<sup>210</sup> repeated applications from Afghans surged in 2025, especially in Austria and Germany, but decreased continuously afterwards in both countries. In France, the CNDA ruled in December 2023 that Haiti was experiencing an internal armed conflict characterised by indiscriminate violence of exceptional intensity. As a



result, civilians may be granted subsidiary protection solely based on their presence in the majority of the country, without the need to demonstrate an individual risk.<sup>211</sup> Following the decision, a record number of Haitians lodging repeated applications on the basis of the ruling. Overall, the number of repeated applications rose by 39% compared to 2024, reaching a record level. They represented 15% of all asylum applications in 2025, the highest share on record.

Among jurisprudential highlights, the Dutch Council of State ruled that the Immigration and Naturalisation Service (IND) must contact the asylum authorities of another Member State when it deems the application admissible from a person who had already received international protection in that other state. The individual and comprehensive assessment must consider the information received from the other Member State, and the IND must inform the authority in that Member State about the outcome of its own assessment, so that the other authority may decide on the revocation of the status.<sup>212</sup> However, the French Council of State ruled that the Office for the Protection of Refugees and Stateless Persons (OFPRA) could declare an application to be inadmissible even in the absence of formal documentation on the international protection status in another country. It was sufficient if the authority established the existence of such a status based on credible and corroborated information, such as the applicant's statements during the interview and public sources.<sup>213</sup>

Safe country concepts remained at the forefront of debates, both at the EU and national levels. The European Commission put forward proposals on the application of the safe third country concept and an EU-level list of safe countries of origin.<sup>214</sup> Interpreting the currently applicable legislative framework, the CJEU's judgment on the designation of safe countries of origin<sup>215</sup> halted the implementation of the Italy-Albania Protocol,<sup>216</sup> while two additional referrals for a preliminary ruling were pending on the compatibility of the protocol with EU law.<sup>217</sup>

The same CJEU judgment led the Dutch IND to remove several countries from its safe country of origin list in August 2025, and in September 2025 the application of the list was temporarily suspended until the entry into application of the Pact.<sup>218</sup>

The Greek Council of State annulled the Joint Ministerial Decision establishing a national list of safe third countries, as it designated Türkiye as a safe third country for asylum applicants from Afghanistan, Bangladesh, Pakistan, Somalia and Syria.<sup>219</sup> Following the judgment, a new Joint Ministerial Decision was issued with substantially the same content but remedying the deficiencies of the previous decision.<sup>220</sup> Accordingly, the Greek Asylum Service issues a decision on admissibility prior to examining the substance of the application, either in a separate or a merged decision.

The Irish Safe Third Country Order designated the United Kingdom of Great Britain and Northern Ireland as a safe third country.<sup>221</sup>



## 4.4. Managing caseloads and assessing applications for international protection



Several countries updated policies based on changes in the countries of origin in order to support good quality and rapid decision-making.<sup>222</sup> Nonetheless, the volatile situation in several countries of origin impacted case processing, with several authorities suspending the processing of cases by nationals from certain countries of origin. These decisions often had a significant impact on caseloads, pending cases and recognition rates.

An example was the responses triggered by developments in Syria in December 2024, when most EU+ countries suspended decision-making on the protection needs of Syrian applicants until there was more clarity on the situation in the country.<sup>223</sup> Asylum authorities re-started processing of these cases at different times throughout 2025 (see *Table 2*). At the end of 2025, Syrians were the main nationality in the caseload of 12 EU+ countries. This nationality accounted for one-half or more of all pending cases in Austria, Cyprus, Germany and Norway.

**Table 2. Resumption of assessments of applications submitted by nationals of Syria, 2025**

Month in 2025	Country re-starting decisions on protection needs of Syrian applicants
April	Poland
May	Cyprus (partial resumption, full resumption confirmed for February 2026), Greece
June	Netherlands <sup>224</sup>
July	Austria, Denmark, France
August	Malta
September	Czechia, Finland, <sup>225</sup> Germany, <sup>226</sup> Sweden, <sup>227</sup> Switzerland (partial resumption for specific profiles) <sup>228</sup>
October	Iceland, Latvia, Luxembourg
November	Belgium <sup>229</sup>
December	Norway <sup>230</sup>
Countries that did not suspend the decision-making on protection needs of Syrian applicants	Bulgaria, Estonia, Hungary, Portugal, Lithuania, Romania, Slovakia, Slovenia, Spain
Countries where the suspension remained in place at the end of 2025	Croatia, Ireland (recommenced assessing cases in February 2026), Italy

**Table 3. Examples of the temporary suspension of decision-making on protection needs of applicants with certain profiles, 2025**

Profile of applicant	Time period	Country applying the policy
Nationals of Lebanon	31 October 2024–1 May 2025	Norway <sup>231</sup>
Nationals of Lebanon	14 November 2024–17 June 2025	Netherlands <sup>232</sup>
Applicants from the West Bank not registered with UNRWA	12 March 2025–16 March 2026	Belgium <sup>233</sup>

In these circumstances, the need for up-to-date, objective and balanced information on countries of origin was even more accentuated, putting at the forefront the work of COI units (see Table 4). Asylos warned that changes in the form and content of the US State Department annual reports risk undermining fair and evidence-based asylum decisions in EU countries.<sup>234</sup> In Belgium, the coalition agreement stated that the CGRS' COI unit (CEDOCA) will be given an additional mandate to investigate the rule of law and detention conditions in other countries in order to assess the feasibility of building or leasing prisons where convicted detainees in irregular stay can serve their sentences. These agreements could only be implemented if the detention is carried out in a proper and humane manner, respecting international legal obligations and would require judicial approval by the Council of State and advice from CEDOCA.<sup>235</sup> In 2025, CEDOCA prepared nine papers for the Minister for Asylum and Migration related to this matter.

Digitalisation and the establishment of integrated case management systems remained a crucial objective for asylum authorities in strengthening capacity and preparing for compliance with some of the stricter timelines under the Pact (see Table 5). Academia warned about the risk for marginalisation of other perspectives in the process of increased technological use.<sup>236</sup>

**Table 4. Fact-finding missions for country of origin information, 2025**

National authority	Mission
Czech Ministry of the Interior	Damascus and Lebanon on the topic of return migration and the security situation in Syria
French OFPRA and CNDA	Joint mission to Angola, followed by the publication of a joint mission report <sup>237</sup>
Norwegian Directorate of Immigration (UDI) Landinfo	Afghanistan (together with the SMA), Syria (together with the SMA)
Swedish SMA, Lifos	Afghanistan (together with the Norwegian UDI Landinfo), Iraq/KRI (together with the Danish Immigration Service COI unit), Syria (together with the Norwegian UDI Landinfo)

**Table 5. Examples of digitalisation initiatives in EU+ countries, 2025**

Country	Initiatives
<b>Austria</b>	Ongoing initiatives for a speech-to-text and translation tool for asylum interviews.
<b>Belgium</b>	Adjusting the CGRS database to implement parallel procedures after the entry into application of the Pact.
	Setting up a proof of concept at CALL to test an AI-powered search system making it easier and faster for staff to find information for decisions on appeals.
	Use of AI in COI: Training on prompting, automation of footnotes and bibliography, support for research and summaries.
<b>Bulgaria</b>	Development of a modular IT case management system, with funding through TSI and from Switzerland. <sup>238</sup>
	Development of an internal COI platform.
<b>Cyprus</b>	Ongoing digitalisation of physical files with EUAA support. Upgrade of the IT system of the Asylum Service is planned for 2026.
<b>Czechia</b>	Amendments to the Act on Asylum allow the Ministry of the Interior to use a technical interpretation device during proceedings in real time. Interpretation can also be done by videoconference, and if a document is not accompanied by an official translation, the Ministry of the Interior can use machine translation.



<b>France</b>	AMIF-funded project on piloting the use of AI tools, for example for document searches (but never for drafting decisions) and the digitisation of the asylum application processing system. <sup>239</sup>
<b>Ireland</b>	The IPO launched the International Protection Application Portal, allowing registered applicants to check the status of their application, download their application form and upload documentation and submissions. <sup>240</sup>
<b>Luxembourg</b>	On-going work on updating the digital case management system.
<b>Malta</b>	On-going work on a new case management system and a document management and case tracker tool.
<b>Netherlands</b>	On-going work on a new IT system.
<b>Norway</b>	Digitalisation of the entire migration sector continued in 2025 and legislative amendments were adopted to allow for the implementation of digital processes. <sup>241</sup>
<b>Portugal</b>	Development of a translation and interpretation software to be used in the asylum procedure.
<b>Spain</b>	Progress in the development of a new case management system (LARES) which focuses on the interconnection of the Asylum Database with other national and international databases relevant to the processing of international protection cases.
<b>Sweden</b>	Development of a digital tool allowing case officers to monitor cases within a time-bound process and with automated statistics.

In 2025, EU+ countries issued almost 874,000 first instance decisions, which is the most since 2017. The increase was driven by a sharp climb in the number of rejections, mainly for citizens of countries with a low recognitions rate (20% or lower). The most decisions were issued in Germany, followed by France and Spain. France, Ireland and Italy issued the most decisions on record. Several countries issued less decisions, mainly due to fewer decisions issued to Syrians. The largest declines in decision-making were seen in Austria, Greece and the Netherlands.

Pending cases at first instance decreased to 863,000 in 2025, from 986,000 in 2024 (approximately 13% decrease) (see *Figure 5*). While some EU+ countries ramped up first instance decision-making, the decline in pending cases was rather the result of fewer applications being lodged. The caseload shrank in 15 countries. In Germany, pending cases at first instance halved by the end of 2025 from a year earlier (102,000). Bulgaria recorded the largest relative decline. The number of pending cases declined to an unprecedented low in Sweden.

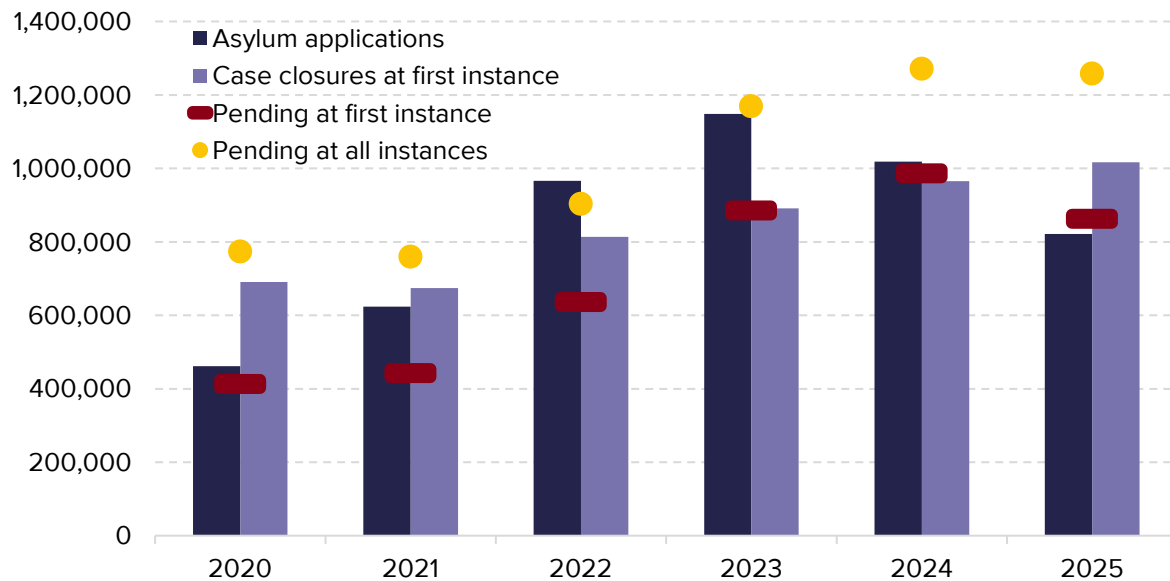
However in Italy, despite the record level of decision-making, the number of pending cases increased, becoming the country with the most pending cases across the EU+. The caseload remained high in Spain as well. Most pending cases in the EU+ pertained to Venezuelans (120,000, almost all in Spain), Syrians (100,000, nearly one-half in Germany) and Colombians (70,000, mostly in Spain). At the end of 2025, the caseload related to applicants from countries with a low recognition rate reached 63% of the total pending caseload.

Despite the drop in pending cases at first instance, more appeals overall implied a stable and high caseload at all instances.





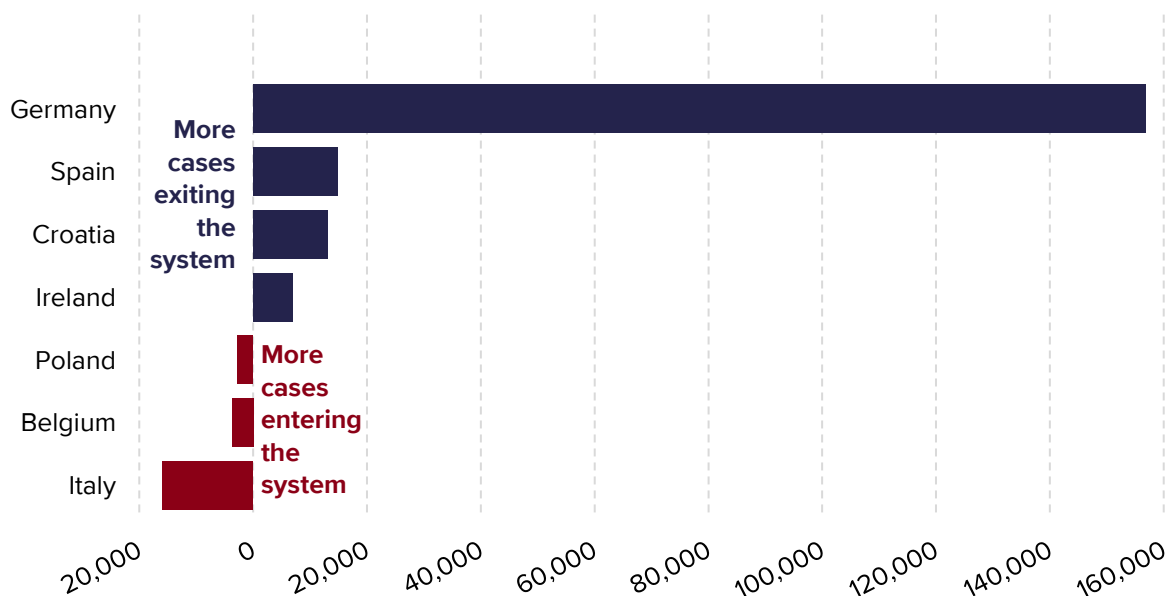
**Figure 5. Annual asylum applications, first instance case closures and year-end pending caseloads at first instance and all instances in EU+ countries, 2020-2025**



**Note:** Eurostat data for December 2025 were missing for: Belgium, Croatia, Cyprus, Czechia, Denmark, Germany, Greece, Ireland, Luxembourg, Latvia, Malta, Romania, Slovakia, Spain and Switzerland. For these countries, November 2025 data were used as estimates, except for Denmark (for which October 2025 data were used). Data for Portugal for 2025 were fully missing and therefore excluded.

*Source:* EUAA EPS data as of 3 February 2026 and Eurostat [migr\\_asyencntzm](#) as of 2 February 2026.

**Figure 6. Disparity between asylum applications and case closures (first instance decisions, discontinuations after withdrawals and otherwise closed cases) in EU+ countries with the largest gaps, 2025**



**Note:** Data on otherwise closed cases were missing for Belgium and Spain.

*Source:* EUAA EPS data as of 3 February 2026.



## Box 2. Focus on jurisprudence related to international protection



The [EUAA Case Law Database](#) contains over 4,500 judgments delivered by European and national courts on international protection. The most recurrent topics in 2025 concerned minors, detention, returns and the assessment of applications, including claims related to political opinion, medical conditions and military service.

On the Dublin procedure, the CJEU [clarified](#) that the concept of ‘rejection’ in Article 18(1d) of the Dublin III Regulation does not include the non-extension or non-renewal of a residence document previously issued to an applicant. The Czech Supreme Administrative Court [referred](#) a question to the CJEU on the application of the discretionary clause when the responsible Member State was determined under Article 3(2). At the UN level, the Committee against Torture [found](#) that alleged mistreatment at Croatia’s borders did not necessarily apply to individuals subject to a Dublin transfer, while the Committee on the Elimination of Discrimination against Women (CEDAW) [recommended](#) to refrain from transferring a survivor of gender-based violence with serious mental health conditions to Greece. Courts’ interpretations of key provisions of the Dublin III Regulation are outlined in the EUAA’s [Analysis of Jurisprudence on the Implementation of the Dublin Procedure](#), Fact Sheet No 33.

Following referrals from Italian tribunals, the CJEU [clarified](#) that under the recast APD no exceptions may be made for specific categories when designating a safe country of origin (see [Jurisprudence Related to Asylum Pronounced by the Court of Justice of the EU in 2025, Fact Sheet No 42](#)). The judgment had direct implications in Italy, where several courts declined to validate detention orders under the Italy-Albania Protocol, and the Supreme Court of Cassation and the Rome Court of Appeal referred questions to the CJEU on the protocol’s compatibility with EU law. Detention also featured in Dutch case law, especially on the Schiphol Judicial Complex (JCS): the Council of State [confirmed](#) that it qualifies as a specialised detention facility under Article 10(1) of the recast Reception Conditions Directive (RCD), and the District Court of the Hague seated in Amsterdam [referred](#) questions to the CJEU on the standards and conditions applicable to such facilities.

Case law on applicants with medical conditions increased in 2025. The CJEU [ruled](#) that a first-instance court reviewing a negative asylum decision must be able to order a medical examination if necessary. The ECtHR [clarified](#) that a real and immediate risk to life for applicants with mental health conditions must be assessed and the burden on the authorities must not be disproportionate. National courts highlighted the need for adequate medical assessments and consideration of medical conditions at all stages of the procedure. The District Court of the Hague seated in Roermond [referred](#) questions to the CJEU on the assessment of an applicant’s health in the context of a Dublin transfer.

Following the fall of the Assad regime, courts reassessed the security situation in Syria. The ECtHR [refused](#) to extend an interim measure preventing the removal of a Syrian national from Austria, finding no risk of irreparable harm upon a return in light of the security situation and his individual circumstances. In Austria, Bulgaria and Croatia, courts found that a widespread risk of conscription and punishment for refusal of military service could no longer be presumed in Syria. Risks linked to military conscription were also frequently assessed in cases concerning Russian applicants, with national courts reaching divergent conclusions depending on the applicant’s circumstances, credibility and evidence of likely mobilisation. For further analysis, see [Military Service and International Protection in Europe: Jurisprudence on applicants invoking compulsory military service, draft evasion and desertion as protection ground](#) by Comillas Pontifical University under a grant project funded by the EUAA.



Claims based on (imputed) political opinion were increasingly examined by national courts through detailed credibility assessments and COI analysis, including EUAA COI reports and country guidance. The most recurrent applicant profiles included Russian nationals with anti-government views, Iranian nationals linked to opposition movements, Turkish nationals of Kurdish ethnicity associated with Kurdish political movements, Afghan nationals fearing persecution by the Taliban, and Burundian nationals at risk from the ruling party or the Imbonerakure.

As regards lesbian, gay, bisexual, transgender, intersex and queer (LGBTIQ) applicants, the CJEU [held](#) that Member States cannot require a proof of gender reassignment surgery to rectify gender identity data. Several national courts recognised that in Cameroon, Guatemala, Sri Lanka and Togo homosexual persons qualify as a particular social group. The Austrian Federal Administrative Court reiterated that the late disclosure of sexual orientation should not undermine the applicant's credibility. Relevant case law on this topic was compiled in the EUAA's [Jurisprudence on LGBTIQ Applicants in International Protection](#), Fact Sheet No 39.

In 2025, case law also notably concerned minors, with courts addressing the best interests of the child across different stages of the asylum procedure, including age assessments. The ECtHR [affirmed](#) that medical examinations for an age assessment must be used only as a measure of last resort, after less intrusive methods are explored. In line with this principle, national courts mainly in Belgium, Italy and the Netherlands scrutinised the use of bone testing and X-ray examinations, and undue reliance on the principle of mutual trust in age assessments. The EUAA's [Jurisprudence on Age Assessment](#) (forthcoming) presents relevant case law on standards and safeguards before, during and after the assessment.

For the first time, the CJEU [ruled](#) on the compatibility of CEAS with mandatory civic integration examinations, establishing that while Member States may require beneficiaries of international protection to take such examinations, they may not systematically penalise them for failure. In light of this ruling, the Dutch Council of State [found](#) that the Civic Integration Act 2013 conflicted with Article 34 of the recast QD.

Collective expulsions remained a focus for the ECtHR, which found for the first time that Greece carried out systematic pushbacks from the Evros region and Greek islands to Türkiye in 2019 and 2020. It also [ruled](#) that a 2015 maritime interception operation involving a vessel transporting migrants to Greece was not conducted in a manner that minimised the use of lethal force and the risk to life. The ECtHR further [held](#) that the 'embassy procedure' precluded access to the asylum procedure, requiring Hungary to prevent further collective expulsions.

The CJEU delivered three judgments on returns, clarifying the effects of refusing to grant a voluntary departure period, the duty of courts to assess *non-refoulement ex officio* in detention pending a removal, and the obligations of Member States and Frontex in joint return operations. The Finnish Supreme Administrative Court departed from its previous case law, [holding](#) that a spouse and child do not have an independent right to appeal a return decision issued against the child's father. The Dutch Council of State [referred](#) questions to the CJEU on whether, following exclusion from protection, a return decision must still be issued when a removal is precluded by *non-refoulement*, with explicit confirmation that its enforcement is postponed.

Temporary protection featured less prominently in national case law, while the CJEU delivered its second and third rulings on the topic, clarifying that multiple applications alone cannot render a residence request based on temporary protection inadmissible and beneficiaries of temporary protection who apply for asylum are entitled to a full examination of their claim.



## Section 5. Reception of applicants for international protection



The recast RCD 2013 sets the standards which must be met for the reception of asylum applicants and aims to ensure that applicants' rights and obligations are harmonised across all Member States.

The reception of applicants for international protection encompasses rules on material reception conditions (such as housing, food and clothing which are provided in kind, through financial allowances or in vouchers – or a combination of these three – and a daily expense allowance), the freedom of movement within the territory, access to healthcare, education for children and access to the labour market. The directive applies to all applicants throughout the whole asylum procedure from the moment an application is made and for all types of procedures as long as they are allowed to remain on the territory. The directive also outlines the circumstances when Member States may reduce or exceptionally withdraw material reception conditions.

In addition, the directive lists the criteria, guarantees and conditions for the detention of applicants. Detention can occur at different stages of the procedure (at the start of the procedure, pending the examination of a claim, pending the implementation of a Dublin transfer and pending the implementation of a return) and may be governed by different legislative pieces (for example the Dublin III Regulation and Return Directive).

The new RCD 2024 aims to enhance convergence in adequate standards of reception that create comparable living conditions for applicants in all Member States. It provides more flexibility in the management of reception systems and aims for more efficiency in the prevention of secondary movements. It also seeks to strengthen safeguards for applicants related to detention; provide earlier access to the labour market, language courses and civic education training; support physical and mental healthcare; and provide more protection for families, children and vulnerable applicants.

### 5.1. Implementing Pact provisions in reception systems



In 2025, EU+ countries focused on preparations to transpose the 2024 RCD into national law by the 12 June 2026 deadline, in addition to adapt to other regulations with an impact on reception, such as the AMMR and the APR. To this end, many Member States needed to adjust reception conditions and address gaps in reception capacity, including for applicants in the border procedure as envisaged in the APR. Most Member States adopted national contingency plans which included specific measures for the reception of applicants and covered different scenarios of pressure.<sup>242</sup> The first iteration of the Annual Migration Management Cycle contributed to higher-quality data on reception systems across EU+ countries. While gaps and comparability constraints persist, efforts to further enhance reception-related data continue.<sup>243</sup>

Throughout the year, many Member States undertook organisational reforms, as defined in their national implementation plans. Most EU+ countries also began developing legislative



amendments, although they had not yet reached the parliamentary stage.<sup>244</sup> While meeting the transposition deadline remains challenging for some Member States,<sup>245</sup> others such as Czechia<sup>246</sup> have already enacted legislation that will come into force in June 2026.

Several EU+ countries are developing new reception strategies to reflect the new legislative framework and trends at the national level.<sup>247</sup> Bulgaria, for example, is drafting its first reception strategy with support from the EUAA, while Czechia plans to address staffing and capacity constraints in housing, healthcare and integration services due to the relatively high number of temporary protection beneficiaries in the country. Similarly, Cyprus, Croatia,<sup>248</sup> the Netherlands,<sup>249</sup> Portugal, Romania, Slovakia, Slovenia and Spain expanded or planned an increase in reception capacity or staff, either to manage foreseen demand or to establish buffer capacity to absorb potential surges in arrivals.

In parallel, a number of countries identified the need for centres for screening and to accommodate applicants undergoing the border procedure. Examples include the Pournara facility and the planned centre in Limnes, Cyprus;<sup>250</sup> the Dugi Dol centre and a projected multifunctional facility in Croatia;<sup>251</sup> and plans to repurpose or build new centres<sup>252</sup> in France, Iceland,<sup>253</sup> Ireland,<sup>254</sup> Italy, Latvia, Portugal, Romania, Slovakia and Sweden.<sup>255</sup>

Operational needs spurred changes to case management and IT systems.<sup>256</sup> Austria, Croatia, Finland, France, Ireland, Luxembourg, Spain and Slovenia are adapting the IT infrastructure in their reception systems. Belgium is shifting from a place-based to a person-based system to better support applicants. In mid-2025, Estonia's Social Services and Benefits Data Register introduced a new digital case management tool,<sup>257</sup> and Lithuania's reception agency was granted access to MIGRIS, an IT system managed by the Migration Department. Additionally, Latvia, Lithuania and Poland are developing tools to improve data collection and to track and manage reception capacity, while Portugal is transitioning to an integrated case management approach and Slovakia is digitising its reception management system and plans on procuring new IT solutions for translation services.

EU+ countries have long been faced with the impact of secondary movements on reception.<sup>258</sup> Thus, several Member States continued or launched new initiatives to address this occurrence, for example by making changes to reception conditions, in line with Article 21 of the 2024 RCD and Article 18 of the AMMR. These provisions stipulate that applicants who have been notified of a transfer decision to the Member State responsible are no longer entitled to reception conditions, while retaining the right to a standard of living in accordance with EU law. In this context, Germany adopted legislation allowing federal states to establish secondary migration centres for individuals awaiting a transfer and granting authorities greater discretion to impose measures to ensure compliance. Similarly, France and the Netherlands planned or piloted revised reception arrangements for applicants with a Dublin claim following a transfer decision.

## 5.2. Managing reception needs

### 5.2.1. Adjusting reception capacities



The decrease in asylum applications led to reduced strain on reception systems in several countries in 2025, continuing the downward trend from 2024. This was the case in Austria, which streamlined reception capacities, including the consolidation of 17 federal reception facilities over the last 2 years<sup>259</sup> and Finland, which terminated or did not renew contracts with 26 reception centres





due to reduced demand.<sup>260</sup> Denmark closed the Jelling reception centre in February 2026 and repurposed it as an emergency centre,<sup>261</sup> while the Swiss SEM adjusted to demand by closing and reopening reception centres to respond to seasonal increases in applications.<sup>262</sup>

In contrast, reception systems in some EU countries remained under pressure, including in Belgium, Cyprus, Greece, Ireland, Latvia, Lithuania, Luxembourg and the Netherlands.<sup>263</sup> In a landmark case concerning reception capacity in Ireland, the CJEU ruled that a Member State cannot invoke an unforeseeable and unavoidable influx of applicants to evade its obligations under EU law to meet the basic needs of asylum seekers,<sup>264</sup> highlighting the need for buffer capacity to absorb potential inflows of applicants.

The capacity of the Belgian reception system was challenged<sup>265</sup> despite maintaining a record number of 36,000 places for the second year in a row.<sup>266</sup> Belgian authorities focused on scaling up support for applicants residing outside of reception facilities and planned to enhance information provision, socio-legal counselling and access to medical services for this group.

The Irish reception system struggled to meet demand, relying on contingency accommodation including hotels, hostels and tents for a number of single male applicants.<sup>267</sup> Throughout 2025, Ireland significantly increased the number of state-owned reception places as part of a continuing government strategy<sup>268</sup> and purchased the Citywest Hotel, intended to house applicants under the border procedure.<sup>269</sup> The Irish reception authority reallocated some housing units previously used to host beneficiaries of temporary protection to asylum applicants.<sup>270</sup>

The Dutch reception system was also under high pressure, while steadily increasing capacity in an effort to reach the 101,500 goal set by the Distribution Act, with several sites under construction.<sup>271</sup> At the same time, the Hotel and Accommodation Regulation, a housing scheme for applicants leaving COA, was renewed and increased to 12 months per applicant.<sup>272</sup>

Similarly, to encourage residents who were granted international protection to move to private accommodation, Spain and Iceland reduced the time that they can remain in collective accommodation after recognition. Spain issued instructions in 2025 (after the relevant Royal Decree was adopted in 2022) to discontinue authorising extensions of reception services for beneficiaries of international protection beyond 6 months following the granting of protection, thereby limiting services in practice to a maximum duration of 6 months.<sup>273</sup> Iceland shortened the entitlement period from 8 weeks to 4 weeks.<sup>274</sup>

Among countries with the highest number of applications per capita, Cyprus worked on expanding reception capacity through the construction of an accommodation centre for applicants for international protection in Limnes, expected to be delivered by September 2026.<sup>275</sup> Meanwhile, Sweden began phasing out apartment accommodation and opened several reception and return centres for applicants in a policy shift towards collective accommodation,<sup>276</sup> while the Spanish reception system had to adjust to interim measures issued by the Supreme Court, ordering the central administration to take responsibility for unaccompanied minors applying for international protection on the Canary Islands. This caused difficulties since unaccompanied minors were previously housed by regional social services,<sup>277</sup> and the reception system on the islands was not scaled to accommodate them.<sup>278</sup>





### 5.2.2. Standards and safeguards for applicants



Several countries introduced changes impacting the reduction and withdrawal of reception conditions. Poland repealed provisions that allowed for the full withdrawal of material reception conditions for applicants deemed seriously disruptive,<sup>279</sup> although these provisions had no longer been applied in practice since the CJEU judgment in *Haqbin v Belgium*.<sup>280</sup>

Criteria to grant and suspend social assistance and medical care for applicants, as well as rules and safeguards for applicants residing outside of reception centres, were further clarified. In Belgium, amendments to the Reception Act introduced additional grounds to withdraw material reception conditions, notably for applicants who had already received a final decision on their international protection application in another Member State and minors lodging an asylum application independently after their parents' case has been rejected.<sup>281</sup> The Constitutional Court temporarily suspended the application of the legislation and referred questions to the CJEU for a preliminary ruling.<sup>282</sup> An amendment also ensured that reception conditions are limited to the provision of material support in reception centres.<sup>283</sup> Applicants can be exclusively provided with material reception conditions, and thus financial assistance from the Public Centre for Social Welfare is no longer possible. This followed rulings by Belgian courts in previous years which confirmed that applicants are entitled to material reception conditions from the outset and any other practice would not meet obligations under EU law.<sup>284</sup>

Similarly, as part of Sweden's transition from apartment-based accommodation to collective reception facilities, eligibility for financial support was made conditional upon residing in accommodation assigned by the Swedish Migration Agency.<sup>285</sup> Germany adopted new legislation to allow reception conditions to be withdrawn when applicants seriously breach house rules or fail to remain in the reception centre assigned to them.<sup>286</sup>

In France, the Council of State ruled that the French Office for Immigration and Integration (OFII) qualifies as an asylum authority empowered to withdraw reception conditions when applicants fail to appear when summoned.<sup>287</sup> The Council of State also joined the French authorities to remedy the breach of equal treatment among asylum-seekers with respect to covering transport costs for asylum-related procedures.<sup>288</sup>

Following a 2024 Dutch court ruling that restrictions for applicants with low prospects of being granted protection lacked a legal basis in national legislation,<sup>289</sup> in 2025 the Netherlands piloted small reception units with closer supervision of applicants who display disruptive behaviour, for a maximum of 4 weeks. Their asylum applications were accelerated. Leaving the designated area without authorisation could trigger detention.<sup>290</sup>

A further trend in 2025 concerned the introduction or expansion of requirements to contribute to reception costs for applicants with sufficient financial resources. In this context, the Netherlands decided that these applicants would be required to contribute to healthcare costs.<sup>291</sup> In Ireland, the Department of Justice proposed policy changes to require applicants for international protection who reside in IPAS facilities and employed to make financial contributions toward the cost of their accommodation, based on their weekly earnings.<sup>292</sup> At the same time, several EU+ countries invested in strengthening access to healthcare. Lithuania launched a mental health programme. Malta strengthened the provision of mental healthcare in reception centres through an ongoing programme launched by the Agency for the Welfare of Asylum Seekers (AWAS). In Belgium, the payment system for healthcare was simplified for asylum applicants through the CAAMI project.<sup>293</sup>



In Lithuania, the newly-established Reception and Integration Agency began operating on 1 January 2025, centralising responsibility for reception conditions and social services for applicants within a single institution. During the year, the agency developed a socio-cultural training programme, rolled out a centralised interpretation system to support reception staff<sup>294</sup> and began developing an information provision app. Czechia and France worked on new civic education and language learning courses or platforms to foster integration and inclusion into the labour market. To the same end, Fedasil in Belgium designed a series of digital skills modules.<sup>295</sup>

Several Member States amended or began drafting amendments to national legislation to align with the revised RCD, which shortens the waiting period from 9 to 6 months to access the labour market. Similarly to Croatia and Slovenia's current legislations, Germany adopted changes granting asylum applicants access to employment after 3 months as a rule, with Germany maintaining a 6-month limit in certain situations, such as Dublin cases.<sup>296</sup>

Additionally, both the Swiss Refugee Council and the Maltese reception agency (AWAS) maintained dedicated complaint mechanisms to safeguard applicants' rights within reception systems. The Swiss mechanism has been in a pilot phase since 2023 and relies on a network of external reporting offices.<sup>297</sup>

In mid-2025, the Council of the EU extended temporary protection until 2027, along with the obligation for EU+ countries to provide access to suitable accommodation, social welfare, healthcare, education, the labour market and other benefits under the Temporary Protection Directive (TPD).<sup>298</sup> This continued to impact EU+ countries reception capacities.

### 5.3. Detention of applicants for international protection



The detention of applicants remained contentious for authorities, courts and civil society organisations, with the 2013 and 2024 RCDs emphasising that such measures must be a last resort. Courts have highlighted the principle of proportionality, the need to consider less intrusive measures (such as residing in designated accommodation) and to safeguard an applicant's vulnerabilities.<sup>299</sup>

Several Member States, such as Czechia, Denmark, Ireland, Luxembourg and Portugal,<sup>300</sup> were working on alternatives to detention through standard operating procedures and other administrative frameworks.

Switzerland is piloting a task force which focuses on repeat offenders among asylum seekers and other foreign nationals with the aim of ensuring the effective and proportionate use of coercive measures, including administrative detention. Information was shared on a centralised case management system among migration authorities and federal/cantonal law enforcement.<sup>301</sup>

Detention for migratory purposes was monitored by national preventive mechanisms, civil society organisations<sup>302</sup> and international bodies. The European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) published several reports on fact-finding visits conducted in 2024. The CPT expressed great concern about detention conditions in Bulgaria and Malta.<sup>303</sup> It issued statements about the situation in Denmark and Norway, where authorities were urged to expand non-custodial alternatives, improve conditions



(including the handling of self-harming detainees) and move away from prison-like immigration detention.<sup>304</sup>

Some countries expanded or plan to expand detention capacity, for example Sweden, which also tightened legislation on security measures in custody,<sup>305</sup> and Poland, which amended its asylum law and allowed the detention of asylum-seeking unaccompanied minors aged 15 or older.<sup>306</sup> Polish courts deliberated on detention used in the framework of temporarily suspending access to the asylum procedure at the border in cases of instrumentalisation, noting in several cases that there was no legal ground for detention.<sup>307</sup> Poland underlined that placing unaccompanied minors in secured facilities is an exceptional measure of last resort, subject to judicial oversight and an individual assessment. The ongoing legislative reforms (effective June 2026) specifically address the legal gaps noted by domestic courts in cases of instrumentalisation, aiming to ensure a robust framework that balances national security requirements with the fundamental rights of vulnerable applicants.

Cyprus planned to expand its detention capacity by constructing EU-funded facilities in Limnes, including an 800-place pre-departure centre for those awaiting a return. The first phase of this centre with a capacity of 160 places was completed and handed over to the Cyprus police and is expected to become operational in March 2026. The remaining sections are scheduled for delivery in April 2026. In Malta, the Prevention of Disease Ordinance, Article 13 was deleted and replaced by Legal Notice 183 of 2025,<sup>308</sup> which can be used by the public health authorities and the Immigration Police to order the detention of migrants who arrive on the territory in an irregular manner, including asylum seekers, pending a medical clearance.

Courts adjudicated numerous cases concerning the detention of applicants for international protection. Proportionality<sup>309</sup> remained a central criterion in assessing the lawfulness of detention, with special consideration paid to the risk of absconding<sup>310</sup> and the prospects of a removal.<sup>311</sup> In this context, the French Constitutional Council upheld the detention of asylum applicants only when detention constitutes a last resort and proportionate measure under judicial oversight and: i) the asylum applicant poses a real, current and serious threat to public order; or ii) for the purpose of determining the grounds on which the asylum application is made, when the application is not submitted to the competent authority and there is a proven risk of absconding.<sup>312</sup>

European courts also examined issues relating to the right to a fair procedure in detention,<sup>313</sup> including standards in age assessments,<sup>314</sup> the best interests of the child<sup>315</sup> and legal representation.<sup>316</sup> In a 2021 case concerning Croatia, the ECtHR found that the restrictions on the applicant's access to a lawyer and the absence of an effective remedy with an automatic suspensive effect breached Articles 3 and 13 of the European Convention on Human Rights (ECHR).<sup>317</sup> The ECtHR found violations of the same provisions in a case submitted in 2013 against Greece, where the applicant had been detained for more than 2.5 months in conditions unsuitable for prolonged confinement and was denied an effective remedy to challenge them.<sup>318</sup>

Detention conditions were also reviewed by national and EU courts.<sup>319</sup> When a higher than usual influx of asylum seekers arrived at Schiphol airport resulting in more restrictive detention conditions, the Dutch Council of State ruled that the premises still qualified as a specialised detention facility within the meaning of Article 10(1) of the 2013 RCD and found it to be lawful.<sup>320</sup> Later in the year, the CJEU was requested to rule on the concept of specialised facilities,<sup>321</sup> as well as on the extent to which judges may examine, of their own motion, compliance with the principle of *non-refoulement*.<sup>322</sup>





Lastly, some courts continued to refuse to validate the transfer of migrants (who are subject to a return decision and applied for asylum after the transfer) to the Italian CPR in Albania, stating grounds such as the right to remain on the territory after applying for asylum, vulnerabilities and health concerns.<sup>323</sup> In mid-2025, the Italian Constitutional Court held that the CPR framework did not meet the constitutional requirement that restrictions on personal liberty must be clearly defined and regulated by law. Meanwhile, the CJEU issued a preliminary ruling in cases involving asylum seekers held in administrative detention in Albania based on their provenance from countries deemed safe by Italian law, finding that countries where certain categories of people would not be protected cannot be designated as safe. The court noted that the APR, due to enter into application in June 2026, introduces this option, and the regulation to designate a third country as a safe country of origin, both at the EU and national levels, may provide for exceptions for clearly identifiable categories of people.<sup>324</sup>





## Section 6. Responsibility for an application for international protection



The objective of the Dublin III Regulation is to guarantee that each person has effective access to the asylum procedure and each application is examined by one Member State only. To this end, the regulation establishes a set of hierarchical criteria under Chapter III to determine the Member State which is responsible for the examination of an asylum application.

The AMMR, which will replace the Dublin III Regulation in June 2026, clarifies the criteria and streamlines the rules to determine responsibility for an application for international protection. The criterion of the presence of family members is still emphasised in determining responsibility and family cases are prioritised while providing applicants with more information and legal support. The regulation also introduces provisions to foster solidarity with Member States that are under migratory pressure.

In crisis or force majeure situations, the Crisis and Force Majeure Regulation allows for deviations from the rules of the AMMR.

The implementation of Dublin transfers remained largely impacted by the pressure on reception systems in some EU+ countries. While national courts mostly confirmed transfers, one of the main reasons for overturning decisions of national authorities was up-to-date evidence on serious issues in accessing material reception conditions in the responsible state. Courts assessed safeguards for applicants with special needs (for example, the availability of medical care or reliability of age assessments) before taking a decision on the lawfulness of a transfer.

The CJEU clarified the meaning of ‘rejection’ under the Dublin III Regulation, Article 18(1d) and noted that the decision not to renew international protection does not mean that an application was rejected.<sup>325</sup> This decision impacts Member States’ obligations to take back a third-country national. Several requests for a preliminary ruling were still pending in front of the court, for example, on the legal consequences of a Member State unwilling to accept responsibility under the Dublin III Regulation,<sup>326</sup> the possibility to apply the discretionary clause when responsibility is determined under the Dublin III Regulation, Article 3(2) or it applies only for cases when Article 3(1) applies,<sup>327</sup> and the assessment of an applicant’s health conditions to declare the person fit to travel instead of an assessment of the full impact of the transfer on the applicant’s health.<sup>328</sup>

While waiting for the entry into application of the AMMR, the implementation of the Dublin Roadmap continued throughout 2025. The roadmap was adopted in November 2022 to improve the implementation of Dublin transfers. While fewer new measures were reported for 2025, EU+ countries continued to implement practices established in previous years. See Table 6 for some examples of the new actions initiated by EU+ countries.



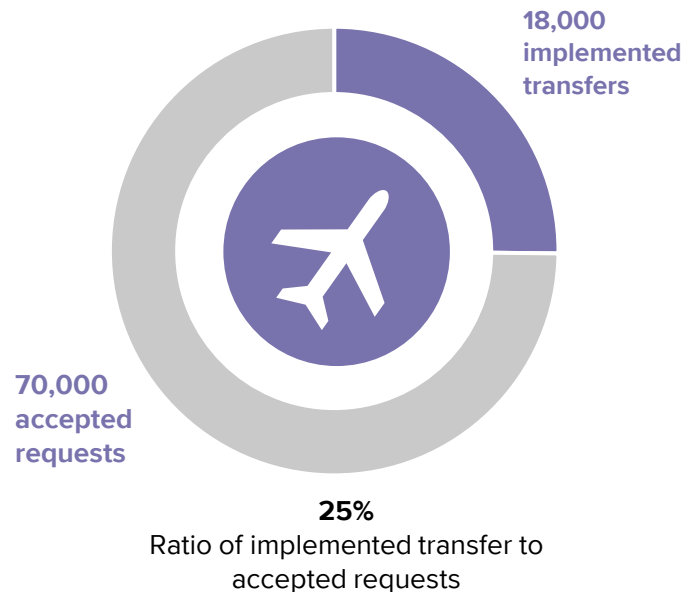
**Table 6. Examples of national developments in reaching the objectives of the Dublin Roadmap, 2025**

<b>Objective 1 – Limiting absconding</b>		
	Focus on reducing the possibility of absconding	<p>Establishment of special reception centres for applicants in the Dublin procedure in Finland and Germany.</p> <p>Faster execution of transfers due to a reduced workload in Austria.</p> <p>Shorter notification times for transfer decisions in Luxembourg.</p> <p>Project to locate absconded persons in Norway.</p>
<b>Objective 2 – Improving communications between Member States</b>		
	Strengthening bilateral channels and, if necessary, attempt to contact the other Member State outside of DubliNet when urgent action is needed	Bilateral discussions with contacts from other Member States in Austria and Norway.
	Use of EU fora	Exchanges in Commission Contact Committees and the EUAA Dublin Network.
<b>Objective 3 – Overcoming practical obstacles when implementing transfers</b>		
	Pragmatic coordination	<p>Flexibility to accept arrivals in Norway, Portugal and Slovakia.</p> <p>Case teams contacting counterparts through DubliNet or phone when specific arrangements are necessary in Denmark.</p>
<b>Objective 4 – Ensuring sufficient resources to effectively implement Dublin transfers</b>		
	Strengthening Dublin Unit's capacity	Recruitment of additional staff in Portugal.
<b>Objective 5 – Increasing compliance with EU law, including court rulings</b>		
	Confirmation of existing compliance practices	Confirmation of thorough pre-transfer risk assessments in Norway.
	Legislative changes to align with CJEU jurisprudence	Amendment of the Danish Aliens Act extending the right to appeal before the Refugee Appeals Board for unaccompanied minors, in line with C-19/21.

According to provisional EPS data (which means that due to a subsequent consolidation and validation of the data at the national level, the figures presented here may differ slightly from the national statistics), approximately 18,000 Dublin transfers were implemented in 2025 across EU+ countries, which is similar to 2024. This was the second-most since 2019, but far below the pre-pandemic levels. While most reporting countries carried out fewer transfers than in 2024, there were some exceptions. For instance, notable increases were seen in France (3,400, +34% from 2024) and Greece (1,200, +152%), which implemented the most transfers in several years. Belgium also carried out more transfers, rebounding from the dip of 2024. At lower levels, increases also took place for Hungary and Luxembourg. As in previous years, the top implementing countries were Germany (5,200), France (3,400) and Switzerland (2,100).

Germany also continued to be the top receiving country (4,400), followed by Spain (3,300, surging by over three-fifths from 2024) and France (2,000). At a lower level, transfers to Belgium (920) increased by one-tenth, to a record level. Conversely, those to Austria (780) more than halved, returning to pre-pandemic levels. Similarly, transfers to Italy fell to an all-time low. This was mostly due to the circular issued by the Italian Dublin unit at the end of 2022 that temporarily suspended incoming transfers except for family reunification and unaccompanied minors.

**Figure 7. Number of implemented transfers over total accepted Dublin requests in 2025**



Source: EUAA EPS data as of 3 February 2026

In 2025, EU+ countries focused on transitioning from the application of the Dublin III Regulation to the new Eurodac Regulation and the AMMR.

Several legal and practical ambiguities were clarified during the year, for example through the European Commission's Contact Committee meetings and EUAA meetings, workshops and guidance material for the implementation process. Nonetheless, some questions remained pending throughout 2025, for example related to the Solidarity Pool and responsibility offsets, as the Implementing Decision on establishment of the annual Solidarity Pool 2026 was formally adopted on 19 December 2025.<sup>329</sup> While some national authorities preferred to wait for the



clarifications and then develop a more detailed implementation plan, the majority of administrations started to plan based on different scenarios.

A major challenge for EU+ countries in the transition process was the adaptation of IT systems, including re-configuring case management systems to include new forms, templates and workflows. These adaptations are crucial to ensure that the new AMMR system is operationalised, and they are essential to make the responsibility rules work. For example, authorities in France were developing a new IT system for incoming requests. In Germany, the Federal Office for Migration and Refugees (BAMF) developed a digital laissez-passer for transfers, which can be exchanged more easily with partners than the paper version. The eLaissez-passer was still in the introductory phase.

In several countries, IT projects linked to the application of Eurodac and AMMR form part of a wider digitalisation programme. The Irish International Protection Office launched a 3-year modernisation programme and shifted its focus to ensure compliance with AMMR requirements after several other programme outputs were already delivered (such as a new digital application system and storage platform). Similar programmes were implemented in Luxembourg and Norway. In both countries, the focus was on digitalisation processes related to the asylum unit for the first deliverables, while the Dublin unit was planned to be involved at a later stage.

The shortage of staff in Dublin units remained a major challenge in Greece and Portugal. Both countries mentioned as a key priority the increase of staff members as part of their preparation for the entry into application of the new rules. In other countries, the goal was to ensure that staff is sufficiently trained to work under the new processes and shorter time limits. Managing both the ongoing caseload and undertaking training in parallel were challenging for many Dublin units. In addition, several authorities highlighted that stakeholders outside of Dublin units were also in need of targeted training to ensure they understood the new rules and, for example, could also inform applicants correctly about the procedure.

Dublin units put concerted effort into clearing their backlogs to avoid as much as possible the simultaneous use of former and new rules after the entry into application of the Pact. Nonetheless, many of them noted that completely clearing the backlog may not be a feasible objective. Different solutions were considered to manage cases falling under different rules after July 2026. These included the development of internal guidance, assigning a group of staff to older cases only and adding Dublin and AMMR tracks in case management systems.

The majority of EU+ countries reported a stable workload, which facilitated work on backlog reduction and Pact implementation. Requests for information under the Dublin III Regulation, Article 34 were reported to be higher for example in Bulgaria, France, Ireland and Poland. To manage remaining challenges, the EUAA provided operational support for the implementation of the Dublin III Regulation at various stages of the Dublin procedure in Belgium, Cyprus, Germany, Greece and Italy. In addition, the EUAA supported relocations from Malta, provided administrative support for the implementation of Dublin transfers in Bulgaria and offered support at a strategic level in Romania.

In 2025, 120,000 decisions were issued in response to outgoing Dublin requests. This represented a 24% decrease from 2024 and the lowest level since 2021. The decrease suggests a reduction in the number of asylum seekers moving from the first country of arrival to another to lodge a new application (referred to as secondary movements) and is in line with the overall decrease in asylum applications.

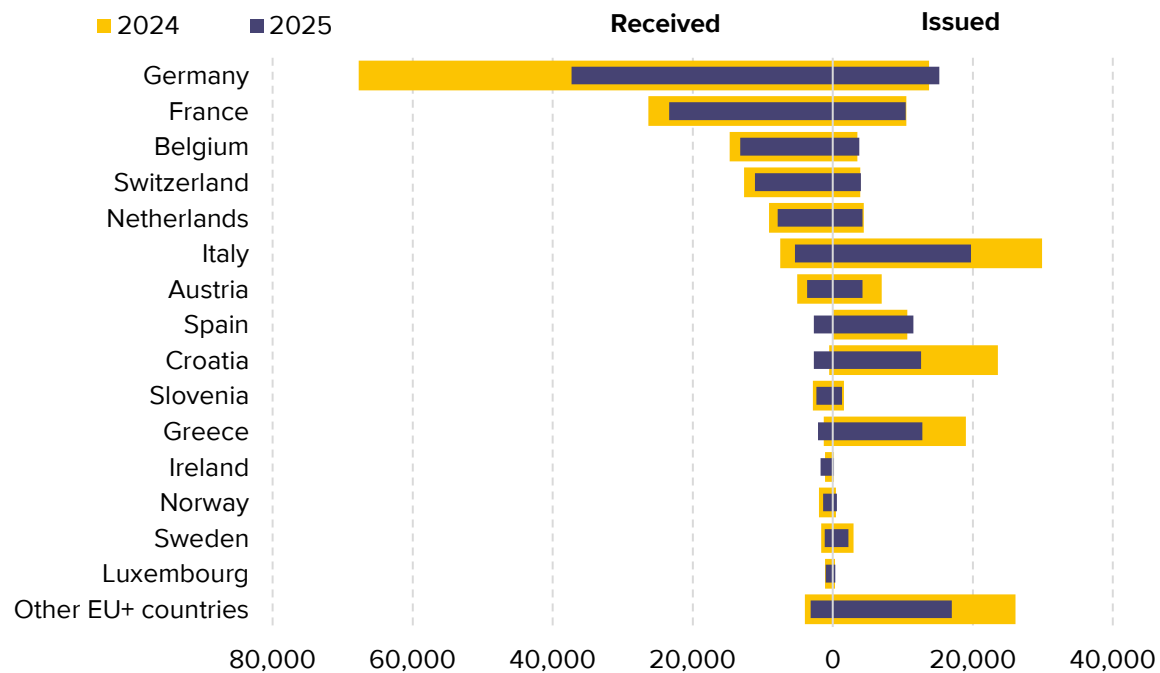


The countries receiving the most decisions on Dublin requests in 2025 all recorded declines compared to 2024 (see *Figure 8, left panel*). The decreases were the most marked for Germany (more than 44%), Italy and Austria (both over one-quarter less). Conversely, decisions on requests received by Croatia rose several times compared to the previous year, to the highest number on record.

For Dublin decisions which were issued, the most notable declines were for countries and nationalities typically associated with the Balkan routes: Croatia and Bulgaria (almost one-half less than in 2024), followed by Austria, Italy and Greece (over one-third less) (see *Figure 8, right panel*). Conversely, Germany and Spain issued slightly more decisions compared to the previous year, up by around 10%.

As in the past, more decisions were issued than received in Italy, Greece and Croatia, and vice versa in countries in Central and Western Europe.

**Figure 8. Top 10 EU+ countries by Dublin decisions issued and received, 2025 compared to 2024 and share of decisions issued in total decisions in 2025**



Source: EUAA EPS data as of 3 February 2026.

## Section 7. Harmonised approach for resettlement and humanitarian admission



Resettlement means the admission to the territory of a Member State, following a referral from UNHCR, of a third-country national or a stateless person from a third country to which that person has been displaced, who is eligible for admission pursuant to the Regulation (EU) 2024/1350 establishing the Union Resettlement and Humanitarian Admission Framework, Article 5(1), does not fall under the grounds for refusal set out in Article 6 of that regulation and is granted international protection in accordance with Union and national law and has access to a durable solution.<sup>330</sup>

Resettlement and humanitarian admission are an expression of international solidarity, involving several national and international stakeholders. Under the new Union Resettlement Framework, EU resettlement and humanitarian admission schemes are based on 2-year national contributions corresponding to the number of third-country nationals that Member States commit to admit on a voluntary basis. They aim to manage migration based on predictable timelines and ensure common grounds for eligibility, while carrying out rigorous security checks.

Political, operational and financial constraints limited developments in the area of resettlement and humanitarian admission during 2025. While resources were often re-allocated and increased to prepare for the application of the Pact on Migration and Asylum by June 2026, Member States continued to implement the 2024-2025 scheme.

In December 2025, the Council approved the first Union Resettlement and Humanitarian Admission Biannual Plan for 2026-2027, defining the total number of admissions by Member State and their geographical priorities.<sup>331</sup> The plan took account of UNHCR's report Projected Global Resettlement Needs for 2026<sup>332</sup> and discussions during the second High-Level Resettlement and Humanitarian Admission Committee, which called for broader geographical scope to ensure flexibility.<sup>333</sup> Flexibility in the implementation of the contributions enables Member States to shuffle priorities and needs depending on the situation on the ground. Member States also voiced the importance of this flexibility in view of the ensuing integration process. An effective coordination between the political and the operational aspects of the process may be key to the success of resettlement and humanitarian admission schemes.<sup>334</sup>

The significant reduction in national commitments echoed the general downscaling in admissions at the EU level. The planned resettlement efforts for 2026 at the EU level remained insufficient when considering UNHCR's estimations that there are approximately 2.5 million refugees worldwide in need of resettlement.<sup>335</sup> Nine countries submitted their contributions for the 2026-2027 Union Plan with a total of 10,430 places. This includes 8,330 resettlements and 2,100 humanitarian admissions. This was a drastic 83% drop in pledges compared to the previous period. Some civil society organisations noted that country commitments to the Solidarity Mechanism – which was approved just a few days before the Union Plan was adopted – may have contributed to the lower commitments towards resettlement and humanitarian admission.<sup>336</sup>

Similarly, schemes continued to be limited outside of EU Member States. Switzerland, which suspended resettlement programmes in April 2023 due to the pressure on the asylum system but still approved a 2024-2025 resettlement programme, extended its implementation up to 2027 by a decision of the Federal Council in March 2025.<sup>337</sup> The Norwegian government, which has reduced its commitments in recent years (from 1,000 in 2024 to 500 in 2025), proposed further reductions for 2026 and a budget reprioritisation.<sup>338</sup>

## 7.1. Resettlement and humanitarian admission at the national level



Under the 2024-2025 EU Resettlement and Humanitarian Admission scheme, 14 EU countries provided 61,000 pledges for resettlement and humanitarian admissions, underpinned by EU financial support.<sup>339</sup> However, in 2025 only around 10,000 refugees arrived in those countries (in addition to nearly 14,000 in 2024), raising the question of completing the pending transfers in 2026.

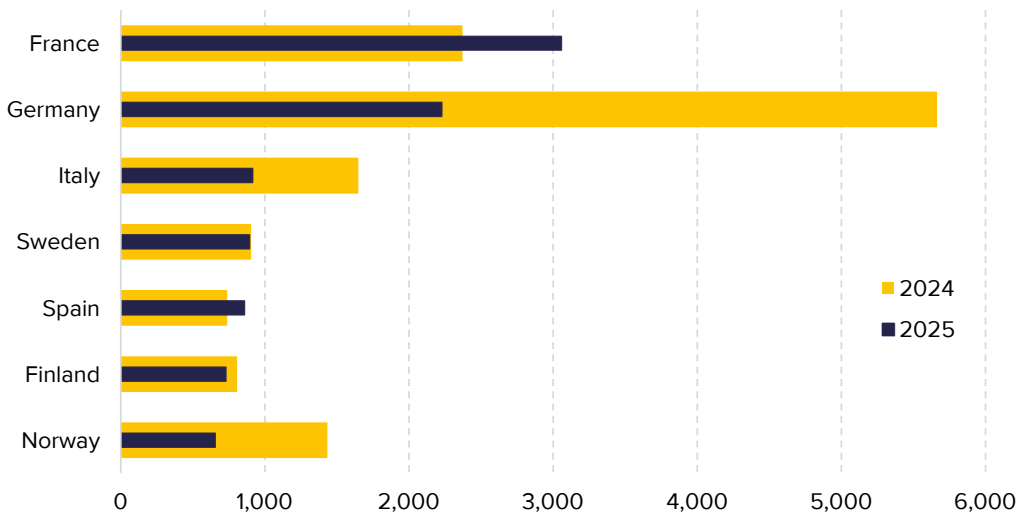
Among citizenships with a decline in resettlements, Syrians accounted for nearly 80%. Thus, after 10 years of Syrians being the most resettled citizenship, Afghans (2,900) ranked the first in 2025, followed by Syrians (1,800), Congolese (DR) (1,600) and Sudanese (1,400).

Few citizenships saw increases in resettlement, mostly Afghans, Sudanese, South Sudanese and Nicaraguans. For instance, Spain resettled over 450 Nicaraguans hosted in Costa Rica, showing a clear interest in the Central America region.<sup>340</sup> In contrast, alongside Syria, other notable decreases happened in the resettlement of Congolese (DR) nationals, Eritreans and Somalis.

At the end of 2025, only 40% of resettlement pledges for the 2024-2025 period were fulfilled by Member States.<sup>vi</sup> In 2025, over one-quarter of all resettled refugees were resettled in France, which also explored new geographical areas and carried out its first resettlement selection mission in Côte d'Ivoire. The most resettlements in France was followed by Germany, Italy and Sweden (see *Figure 9*).

<sup>vi</sup> The Member States that reported actual arrivals in resettlements and humanitarian admission in 2025 were Belgium, Denmark, Finland, France, Germany, Ireland, Italy, the Netherlands, Norway, Portugal, Romania, Spain, Sweden and Switzerland.

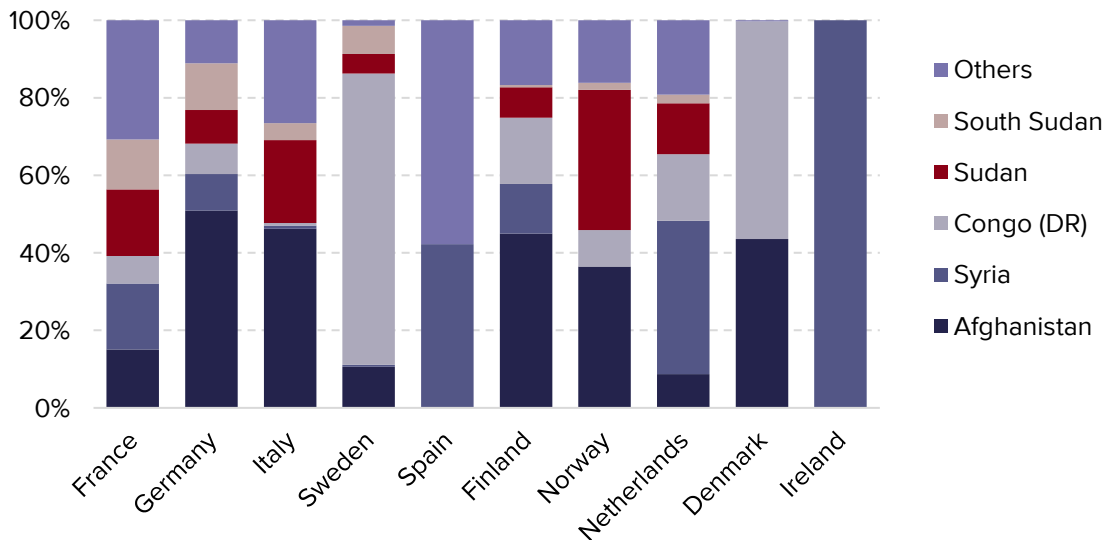
**Figure 9. Top EU+ countries receiving resettled persons (through resettlement programmes and humanitarian admission), 2025 compared to 2024**



**Note:** The Member States that reported actual arrivals in resettlements and humanitarian admissions in 2025 were: Belgium, Denmark, Finland, France, Germany, Ireland, Italy, Netherlands, Norway, Portugal, Romania, Spain, Sweden and Switzerland.

Source: EUAA EPS data as of 3 February 2026.

**Figure 10. EU+ countries of resettlement by main citizenship of resettled persons, 2025**



**Note:** The Member States that reported actual arrivals in resettlements and humanitarian admissions in 2025 were: Belgium, Denmark, Finland, France, Germany, Ireland, Italy, Netherlands, Norway, Portugal, Romania, Spain, Sweden and Switzerland.

Source: EUAA EPS data as of 3 February 2026.

In 2025, Germany stated that the voluntary federal admission programmes will be ended, including the federal admission programme for Afghans, which had been in place since October 2022. No new programmes would be launched for the time being.<sup>341</sup>



Many countries reacted to the humanitarian situation in the Gaza Strip by evacuating people in need of medical treatment with the support of different stakeholders. Medical evacuations were carried out for example by Norway,<sup>342</sup> Romania,<sup>343</sup> Spain<sup>344</sup> and Switzerland.<sup>345</sup> Evacuated individuals and their families were either granted refugee status upon arrival and counted towards the resettlement quota (for example, in Norway) or given the opportunity to undertake the asylum procedure upon arrival in the country of destination. Consequently, long-term support from civil society organisations was of particular importance, notably in the provision of accommodation, legal assistance, healthcare services and language support.<sup>346</sup>

No new community sponsorship programmes emerged in 2025, but some programmes continued from previous years. For example, the RISE programme continued to be piloted in Belgium, Italy and Lithuania, under which the IOM [published](#) an assessment report in February 2025.<sup>347</sup> Other programmes came to completion, such as the German community sponsorship programme New Start in a Team (Neustart im Team, NesT).<sup>348</sup> Meanwhile, France renewed two protocols with civil society organisations to welcome Syrians and Iraqis residing in Lebanon through humanitarian corridors.

## 7.2. Challenges in the area of resettlement



In addition to facing additional operational challenges stemming from Pact implementation, Member States were impacted by other realities hindering the resettlement of more refugees. For example, the volatile security and political situation in the Middle East, particularly in the Gaza Strip, Lebanon and Syria, persisted and posed challenges at the operational level. In addition, in some countries, such as Ethiopia, Lebanon and Pakistan, difficulties to obtain exit permits and high permits fees continued to block the transfer of selected refugees.

In the national context, the persistent strain on some reception systems and their limited capacity challenged effectively implementing resettlements.

Additional challenges during the year included the identification of eligible refugees with sufficient knowledge of the national language and the procedure for the recognition of professional qualifications of refugees when a programme targeted specific profiles of applicants.

With the adoption of the Pact's new regulation governing resettlement and humanitarian admission, some additional challenges came to light in 2025. For instance, questions arose about the storage and transfer of data, for example fingerprints taken in countries of first asylum, and adapting processes and other requirements to be in line with the Eurodac Regulation.<sup>349</sup>



## Box 3. Changes for efficient and fair return procedures



National migration strategies and the European Commission's 5-year migration strategy continued to identify more efficient return procedures as a key political and policy objective.<sup>350</sup> The Commission presented in March 2025 a proposal for the establishment of a common system for the return of third-country nationals who are staying illegally in the EU,<sup>351</sup> the Council finalised its position in December 2025, while negotiations with the European Parliament were ongoing.<sup>352</sup>

Several countries introduced legislative changes to their return framework to address gaps which impede the efficient implementation of returns. The Danish Aliens Act was amended to extend the scope of situations when issuing a return order is mandatory. It now includes cases when a foreigner residing less than 5 years in the country is handed a suspended sentence. Both custodial and criminal prison sentences can now lead to deportation.<sup>353</sup> The Repatriation Act was also amended to stipulate that a foreigner may be ordered to repay repatriation assistance if the person returns to Denmark within 2 years, even when the residence permit has not lapsed or was not formally ended.<sup>354</sup> The government was planning amendments to introduce stricter reporting obligations for foreigners without legal residence who do not leave voluntarily, including for rejected asylum applicants, following data published by the Danish Return Agency about the high number of violations of the duty to report.<sup>355</sup>

In Finland, amendments extended the scope of circumstances to issue an entry ban and the possibility to request an extension for a voluntary return was made more exceptional and conditional on the payment of a fee.<sup>356</sup> Entry bans pronounced in Sweden are now valid for 5 years from the date that the person can prove to have effectively left the country. Rejected asylum applicants cannot apply for a different residence permit from within the country, without first returning to their country of origin.<sup>357</sup> The Greek parliament approved a bill (Law No 5226/2025) to reform the return framework and tackle irregular migration.<sup>358</sup>

In Poland, in order to speed up the return process, foreigners ordered to leave receive a warning to their e-mail address. Poland underlined that e-mail notifications are utilised as a supplementary tool to encourage voluntary departure and enhance procedural efficiency, without prejudice to formal service requirements. When the return decision is already issued by another Member State, Poland no longer issues its own decision for the purpose of a return but implements that of the other national authority. According to the new law, a return decision will be issued to every foreigner listed in SIS, regardless of their residence status.<sup>359</sup> Poland highlighted that this reflects the country's commitment to the principle of mutual recognition of decisions and the full interoperability of national and EU databases to ensure a swift and harmonised return policy.

Voluntary return programmes were strengthened in several EU+ countries, for example in Cyprus. Voluntary returns were specifically encouraged for Syrian nationals in several EU+ countries.<sup>360</sup>

Austria implemented removals for the first time to Syria since 2011<sup>361</sup> and to Afghanistan since 2021.<sup>362</sup> Germany resumed returns to Afghanistan, as one of the priorities in the government's programme.<sup>363</sup> Malta ramped up its efforts to return irregularly-staying migrants who do not qualify for international protection.<sup>364</sup>

These changes in legislation and policy spurred reactions from civil society organisations, which highlighted the risks for breaches of fundamental rights.<sup>365</sup> In the 2025 update of its Forced Return Monitoring System covering 2024, FRA noted that five Member States did not monitor any forced returns at all, and one in four Frontex-supported return operations were not monitored.<sup>366</sup> National monitoring bodies noted issues with the disproportionate use of restraint measures.<sup>367</sup>



Similarly to recent pilots to establish specialised reception centres facilitating the implementation of Dublin transfers,<sup>368</sup> a specialised reception centre was set up in Finland for the more efficient implementation of both returns and Dublin transfers.<sup>369</sup> In Iceland, the legal basis was created to establish administrative detention centres for rejected asylum applicants who are to be returned.<sup>370</sup>

Projects were implemented to provide legal aid to persons under return in Croatia<sup>371</sup> and for providing information on assisted returns in Norway.<sup>372</sup>


The CJEU delivered several preliminary rulings related to returns in 2025:

- holding that Frontex has the obligation to verify whether return decisions exist for all people included in a return jointly implemented with a Member State and fundamental rights infringements during the operation may give rise to the Agency's liability;<sup>373</sup>
- underlining that a judicial authority may on its own motion examine whether the principle of *non-refoulement* precludes a removal when reviewing the lawfulness of a detention measure ordered in the return procedure;<sup>374</sup>
- addressed the legal consequences of refusing to grant a voluntary return period and the possibility of imposing an entry ban.<sup>375</sup>

Several referrals for a preliminary ruling were pending with the court at the end of 2025, often related to situations when a person's return cannot be implemented due to the *non-refoulement* principle (see [here](#)).



## Section 8. Rights of beneficiaries of international protection for inclusion and integration

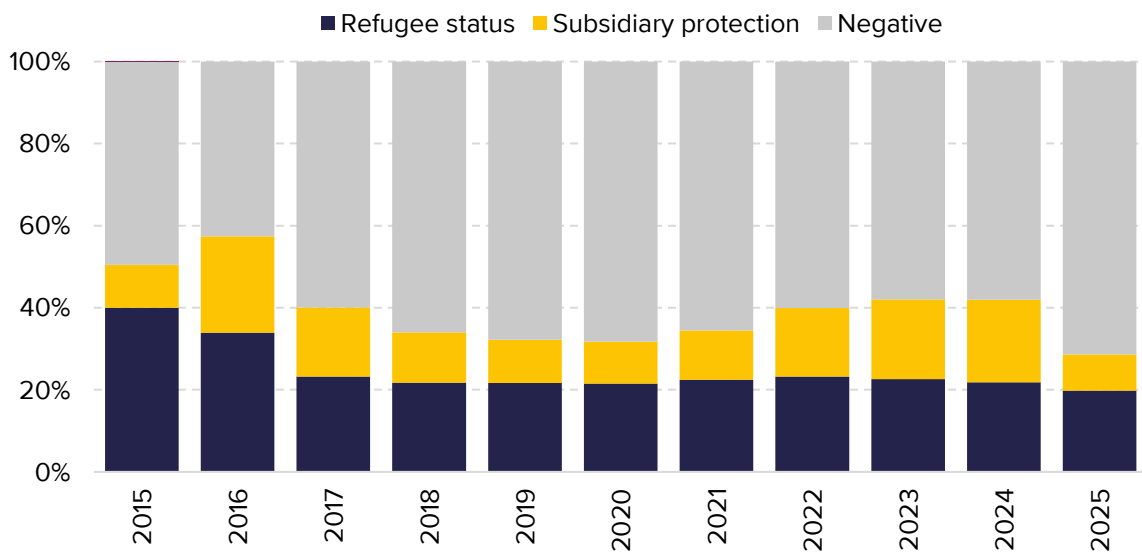


Recognised refugees are granted certain rights and obligations, as outlined by the Geneva Convention. The recast QD outlines the content of international protection to harmonise what a recognised beneficiary of international protection can expect under national policies. Its provisions shape the integration of beneficiaries of international protection through standards on residence permits, employment, recognition of qualifications, education, social welfare, integration facilities and healthcare. Relevant articles of the directive also outline the criteria for the renewal, cessation and revocation of international protection.

The objective of the new Qualification Regulation is to ensure a common set of rights for all beneficiaries of international protection in all EU Member States. The further harmonisation of the content of protection is expected to limit secondary movements of recognised beneficiaries. The regulation clarifies the information that national authorities must provide to beneficiaries of international protection on the content of protection and it sets a clear deadline for delivering residence permits. Certain forms of social assistance may now be conditional on participation in integration activities, when the integration activities are accessible and free of charge. The grounds when international protection must be withdrawn are expanded.

The recognition rate significantly decreased from 42% in 2024 to 29% in 2025 (see Figure 11). The decline was impacted by the suspension of decision-making for Syrian applicants (who accounted for a large share of positive decisions in recent years).

**Figure 11. Recognition rates at first instance by decision outcome, 2015-2025**



Source: EUAA EPS data as of 3 February 2026.

In addition, around 56% of decisions were issued to nationals of countries with a low recognition rate. Considering the 69 citizenships which were issued at least 1,000 decisions in 2025, 42 had a recognition rate of less than 20%. Nationals of Türkiye, Venezuela, Bangladesh and Colombia (in descending order) received one-third of all negative decisions which were issued. However, Venezuelans were often granted a national form of protection.

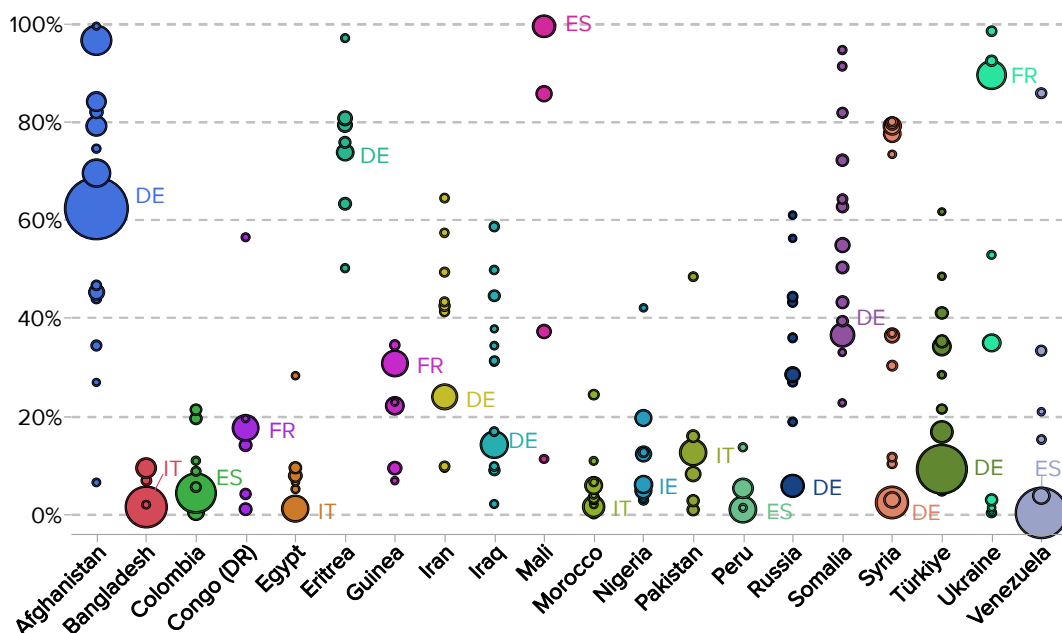
In Spain, new immigration rules came into force in May 2025 establishing several types of authorisations to stay, but each of them on the condition that the person applying is not an applicant for international protection.<sup>376</sup> In addition, at the beginning of 2026 the government proposed a new Royal Decree to grant a 1-year permit to third-country nationals who have lived in Spain without authorisation for at least 5 months before 31 December 2025. Applicants for international protection who have not yet received a decision or had their application rejected can apply for this new permit, as long as the application for international protection was submitted before the end of 2025.<sup>377</sup> The government estimated that around 500,000 people would be eligible for this regularisation.<sup>378</sup>

For rejected international protection applicants, a significant limitation was introduced in Sweden. They can no longer apply for a work-related residence permit from within the country. This exception existed previously for some rejected applicants under certain circumstances.<sup>379</sup>

The German BAMF published an analysis of the intentions of people with a tolerated stay and underlined the multiple factors influencing the decision to stay in Germany or to return to the home country. The analysis concluded a well-coordinated combination of measures which encourage returns and provide options for legal residence, so that situations of unduly-long tolerated stays are prevented.<sup>380</sup>

Recognition rates in EU+ countries are usually high for nationals from extreme- and high-conflict countries. In 2025, they ranged between 70%-90% for applicants from Sudan, Mali, Haiti, Ukraine and Myanmar/Burma (in descending order).

**Figure 12. Recognition rates for the main citizenships across EU+ countries, 2025**



Source: EUAA EPS data as of 3 February 2026.



For nationals of the Democratic Republic of the Congo, the recognition rate in the EU+ was 17% as many applicants did not originate from conflict-affected areas within the country. For Somalis, the recognition rate dropped from 60% in 2024 to 49%. It should be noted that Somalis were more often granted national forms of protection in 2025 which are unregulated at the EU level and are therefore considered as negative asylum decisions. Belgium issued many negative inadmissibility decisions to Palestinians with a protection status in another Member State, thus the overall recognition rate for Palestinians decreased from 90% to 49%.

In recent years, UNHCR,<sup>381</sup> other international organisations,<sup>382</sup> think tanks, academia<sup>383</sup> and civil society organisations<sup>384</sup> have repeatedly warned about the potential negative impact of stricter rules for family reunification on the integration of beneficiaries of international protection. Nonetheless, national governments continued to limit arrivals by family reunification,<sup>385</sup> which was used, among others, as one of the measures to ease pressure on asylum and reception systems,<sup>386</sup> and sometimes on national and municipal social systems.<sup>387</sup> In Austria, family reunification was halted for beneficiaries of international protection for an initial period of 6 months, which can be extended for a total of 2 years.<sup>388</sup> The German government suspended family reunification for this group for 2 years, addressing concerns raised by municipalities due to stretched local social services.<sup>389</sup> Similar measures were passed in the Netherlands, clearly distinguishing between refugees and people who were granted protection on other grounds.<sup>390</sup>

New family reunification rules entered into force in Belgium as well, introducing a 2-year waiting period for beneficiaries of subsidiary protection, who must then fulfil all material conditions without exception.<sup>391</sup> In addition, with the aim to combat child and forced marriages, the minimum age for family reunification with a partner was raised from 18 to 21 years. In Norway, family reunification rules were changed to prevent bigamy and to avoid situations where a child was sent alone to the country and requested family reunification with the father and his multiple partners.<sup>392</sup>

A draft law was submitted to the parliament in Luxembourg, noting that facilitated conditions for family reunification for family members of beneficiaries of international protection would only apply for the nuclear family. The sponsor must provide adequate housing and sufficient financial resources when the request is to reunite with adult children, parents of an adult beneficiary or with a spouse or partner when the relationship is formed after entering Luxembourg.<sup>393</sup> UNHCR Luxembourg recommended the urgent reduction of processing times for family reunification requests of unaccompanied children.<sup>394</sup>

National courts continued to deliberate on the revocation of international protection, in particular when committing a serious crime or travelling back to the country of origin (see [here](#)). The CJEU clarified that international protection may be revoked for acts committed prior to entering the country of refuge, even if the acts would not lead to exclusion from international protection. The court also highlighted that a revocation of status is not a decision that implies possible *refoulement*, and thus the seriousness of the act does not need to reach the threshold of violating the ECHR for authorities to decide on a revocation.<sup>395</sup>

Legislative changes in Cyprus<sup>396</sup> and Finland<sup>397</sup> expanded the grounds to withdraw international protection by including cases when the person has committed a serious crime. The Swiss Federal Council proposed a bill banning asylum seekers, temporarily admitted persons and individuals under protection from travelling abroad. SEM would only be able to authorise travel in exceptional cases.<sup>398</sup> The proposal comes after legislation was passed on travel restrictions for these groups of people in 2021, which did not enter into force at that time. The Swiss





legislator aimed to ensure that Ukrainians under temporary protection are not covered by these restrictions. However, since 1 November 2025 persons with protection status S are allowed to stay in Ukraine for up to 15 days per half-year, rather than 15 days per quarter as before.<sup>399</sup>

In Denmark, legislative amendments broadened the scope when a residence permit is ended, including cases when a person gives up residence in Denmark or leaves Denmark for more than 6 months (for temporary residence permits) or 12 months (for permanent residence permits). Earlier, the residence permit was ended only when a person took up residence in their home country or in a third country considered to be safe for a return.<sup>400</sup> The residence permit must also be revoked – with certain exceptions to respect international obligations – when the holder relies on social assistance for more than 5 years after its issuance.<sup>401</sup>

For the integration of beneficiaries of international protection, a new Integration Strategy and Action Plan was launched in Malta<sup>402</sup> and a new, comprehensive integration strategy was adopted in Cyprus.<sup>403</sup> The new Dutch government introduced an action agenda for integration and an open and free society.<sup>404</sup> The CJEU delivered its preliminary ruling referred by the Dutch Council of State on the country's civic integration system,<sup>405</sup> and the Dutch court subsequently delivered its judgment in the original case, noting that the finding remained relevant for the new Civic Integration Act that entered into force in the meantime,<sup>406</sup> as the civic integration obligation and the possibility to receive a fine remained under the new system as well.<sup>407</sup>

At the EU-level, the Migrant Integration Policy Index (MIPEX) indicated only a very small increase in results, with most countries implementing only halfway favourable migrant integration measures.<sup>408</sup> The index also found a significant difference between the scores of EU-14 compared to the more recently joined EU-13 countries, noting that this indicates important discrepancies in integration opportunities for migrants.<sup>409</sup> The index observed gains in the fields of labour market integration and education.<sup>410</sup> These areas were prioritised by national authorities in recent years,<sup>411</sup> and they remained in focus in 2025 as well.

The French government confirmed that it prioritises integration through employment<sup>412</sup> and continued to implement measures with this objective. For example, in July 2025 the AGIR programme for beneficiaries of international protection was fully deployed across the entire metropolitan territory. In addition, the number of territorial reception and integration contracts (CTAI) increased, with 103 contracts concluded in 2025 (including 72 renewals and 31 new contracts) with local authorities in 65 departments. Furthermore, a circular jointly signed by the Ministry of the Interior and the Ministry of Labour on 26 June 2025 was published, in order to strengthen the professional integration of foreigners with legal status, particularly in sectors with recruitment difficulties.<sup>413</sup> In order to improve integration through education, the objectives and methods of the Open School to Parents for Children's Success (OEPRE) programme, implemented since 2008 by the Ministry of the Interior and the Ministry of National Education, were revised, with the ambition of making it a comprehensive tool for social, linguistic and professional integration.<sup>414</sup>

Building on the outcomes of the HELIOS Project (2019-2024), the HELIOS+ programme was launched in Greece to strengthen access to the labour market for beneficiaries of international protection by providing vocational training programmes and housing support for 12 months. Beneficiaries are now expected to participate in at least one individual integration counselling session, one individual employment counselling session, and at least 80% of the Greek language course.<sup>415</sup> In addition, an internship programme was established for refugees and migrants.<sup>416</sup>





In Norway, the integration programme was revised to emphase employment orientation early on. The maximum duration of the introduction programme for participants with upper secondary education or higher was changed from 6 up to 12 months, without the possibility of extension. The introduction programme may be up to 4+1 years to allow beneficiaries to finish their upper secondary education and become skilled workers.<sup>417</sup> In addition, the government proposed to establish an integration declaration, which outlines expectations of beneficiaries, such as participating in society and being able to support oneself through work.<sup>418</sup>

The reform of the general Education Act in Czechia brought important changes for migrant students, including facilitated access to secondary and higher vocational schools and more funding for schools with a higher share of foreign students. Building on lessons learnt with the implementation of temporary protection, the minimum level of proficiency in the Czech language was reduced for certain profiles of teachers, allowing them to start teaching earlier.<sup>419</sup>

In Switzerland, SEM launched a joint initiative with the association of Swiss higher education institutions to facilitate refugees' access to higher education and address the country's shortage in skilled labour.<sup>420</sup> A national meeting on labour market integration took place for the second time, bringing together 170 experts and formulating recommendations to enhance employment for refugees, temporarily admitted people and people with S protection status.<sup>421</sup>

Despite these initiatives, beneficiaries of international protection still faced multiple barriers across EU+ countries when trying to learn the language,<sup>422</sup> enrol in education<sup>423</sup> or search for a job.<sup>424</sup>

Challenges in accessing housing continued to impact integration prospects for beneficiaries of international protection.<sup>425</sup> The Czech Ministry of Regional Development launched a project in cooperation with the IOM to improve access to affordable and dignified housing for migrants.<sup>426</sup> In the Netherlands, the government offered incentives to municipalities to speed up beneficiaries' placements throughout 2025,<sup>427</sup> but then it introduced a ban to cease the prioritisation of beneficiaries of international protection in the distribution of municipal social housing as of January 2026.<sup>428</sup> COA warned that the measure risked destabilising the reception system by prolonging reliance on emergency places, increasing costs, harming residents' wellbeing and delaying integration, given that many current residents already stay longer than the usual 14 weeks and social housing waiting times are on average 7 years.<sup>429</sup> The Norwegian government recommended that municipalities take account of their capacity to rapidly set up services after a settlement agreement is signed, evaluate the share of foreign residents in certain parts of the municipality, and assess labour and educational opportunities when allocating a beneficiary of international protection into a municipality.<sup>430</sup>

While trends have been shifting towards more centralised provision of services in the asylum procedure, for example national authorities taking over the delivery of legal counselling, civil society organisations remained key in the delivery of support services for the integration of beneficiaries of international protection. Their wide range of projects in 2025 were noted in the European Commission's [Migrant Integration Hub](#), the EUAA [Database on International Protection in Europe](#) and civil society [input](#) to the Asylum Report 2026. Projects implemented by local authorities in Italy which participate in the Reception and Integration System were funded by AMIF to develop individual socio-economic integration plans for beneficiaries of international protection, promoting an integrated approach for the social and economic autonomy of refugees. In addition, the Ministry of Labour and Social Policies published a report on the activities of registered organisations which deliver services to migrants. It details the types of projects which have been implemented and their distribution across the country.<sup>431</sup>



The Norwegian Institute for Social Research, in collaboration with UNHCR, published a new report that examines how civil society in Norway can best support refugee reception and integration.<sup>432</sup> The Norwegian government made changes to the funding scheme for civil society organisations to undertake integration projects and increased their budget, with an increased focus on labour market integration and language learning for migrant women.<sup>433</sup>

## Box 4. Temporary protection for displaced persons from Ukraine



In response to Russia's ongoing war against Ukraine, the Council of the European Union<sup>434</sup> extended temporary protection for displaced persons from Ukraine until March 2027. This meant that the validity of residence permits was prolonged for eligible beneficiaries across all EU+ countries and their legal rights and obligations were continued. At the same time, the European Commission proposed a Council Recommendation<sup>435</sup> to prepare for a coordinated transition, once conditions in Ukraine allow for a gradual phasing out of temporary protection.

With 669,000 registrations in 2025, slightly fewer Ukrainians were granted protection in EU+ countries than in 2024.<sup>vii</sup> Nonetheless, additional resources were required across Europe as approximately 4.5 million individuals in total were under temporary protection by the end of the year.<sup>viii</sup> Relative to population size, Czechia, Poland and Slovakia hosted the most displaced Ukrainians per capita (see *Figure 13*).

Turning to international protection, Ukrainians lodged slightly fewer applications in 2025, with 25,000 in total. There was great variation in granting protection by national authorities, ranging from an over 90% recognition rate in Estonia and France, to 3% in Germany (see *Figure 14*). Overall, the EU+ recognition rate for Ukrainian applicants (70%) dropped to the lowest since the beginning of the war. This shift was primarily driven by a change in Polish decision-making, leading to a more rigorous individual assessment of protection needs which takes into account the safety situation in Ukraine.<sup>436</sup> Poland issued one-fifth of all decisions to Ukrainian applicants, with nearly all first instance decisions being negative since May 2025, thus impacting the overall EU+ recognition rate.

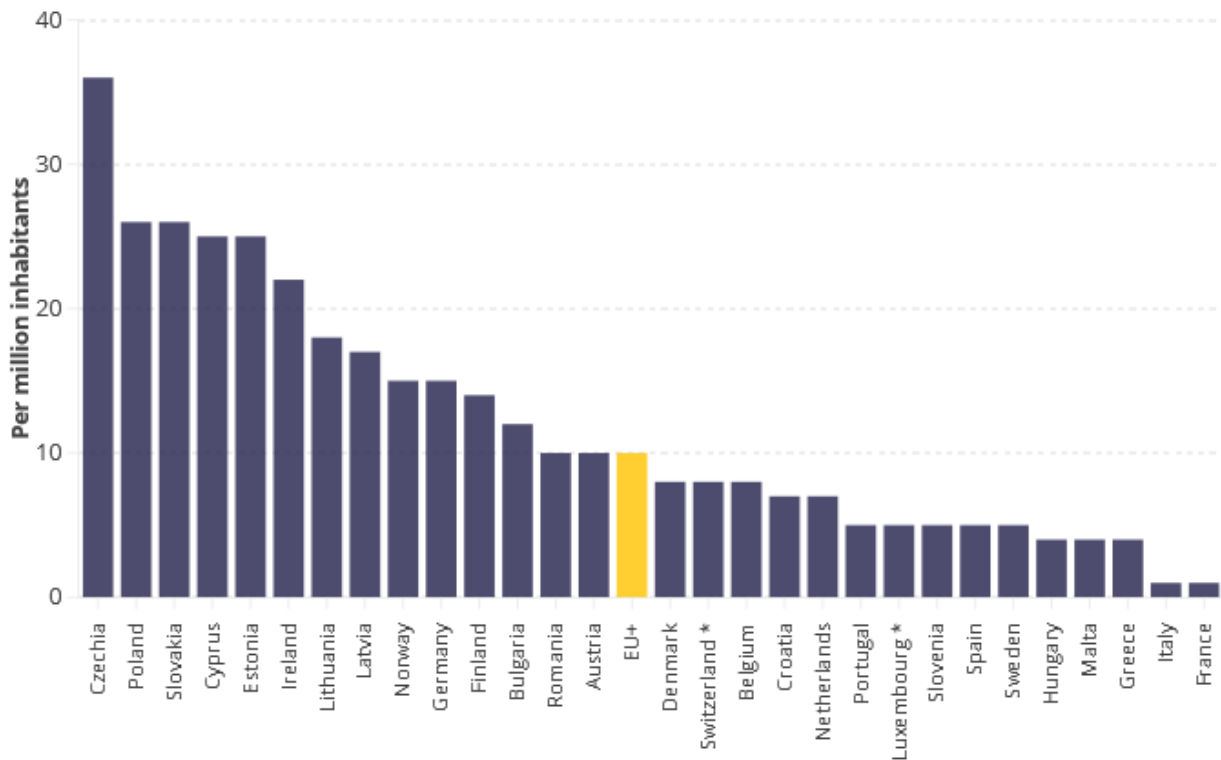
In several countries (for example Germany), the share of beneficiaries of temporary protection who were accommodated in reception facilities remained significant. This had a notable impact on reception systems overall.

Several EU + countries continued in 2025 to shift policies towards integration and targeted labour market reforms. "Unity Hubs" in Spain<sup>437</sup> and Czechia<sup>438</sup> provided assistance with employment, language courses, counselling for beneficiaries and, in some cases, support for voluntary returns. A Unity Hub was set up in Germany to provide counselling for beneficiaries on options to return to Ukraine or integrate in Germany, and to support Ukrainian community building. Operations start in April 2026.<sup>439</sup> Switzerland<sup>440</sup> replaced work permit requirements for S-status holders from Ukraine with a new notification system, enabling inter-cantonal employment mobility. Bulgaria<sup>441</sup> adopted a national programme for humanitarian support and integration focusing on access to employment, education and social support.

<sup>vii</sup> Based on partially available data from Eurostat, *Decisions granting temporary protection by citizenship, age and sex – monthly data* (last update on 4 February 2026). November 2025 data were used for December 2025 for Switzerland.

<sup>viii</sup> Based on partially available data from Eurostat, *Beneficiaries of temporary protection at the end of the month by citizenship, age and sex – monthly data*, at the end of December 2025 (last update on 4 February 2026). Data from earlier months of 2025 were used for Luxembourg and Switzerland.

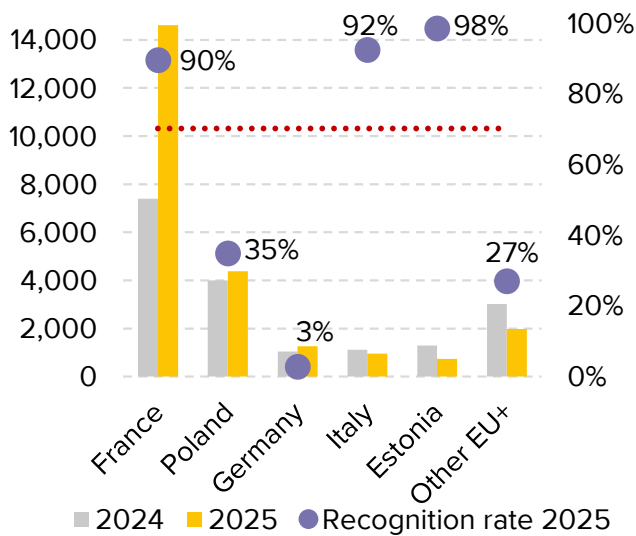
**Figure 13. Number of persons under temporary protection per million inhabitants by receiving country, December 2025**



**Note:** \* = Data extracted before February 2026

**Source:** Population sizes: Eurostat (DEMO\_GIND) extracted on 5 February 2026. Beneficiaries of temporary protection: Eurostat (MIGR\_ASYTPSM) extracted on 10 February 2026.

**Figure 14. First instance decisions issued to Ukrainians by top EU+ country, 2025 compared to 2024 and recognition rate for 2025**



**Source:** EUAA EPS data as of 3 February 2026.



Several countries introduced initiatives to transition beneficiaries of temporary protection to alternative national residence permits. Czechia<sup>442</sup> established a special long-term residence permit for financially self-sufficient Ukrainian beneficiaries after 2 years of stay. Similarly, Poland<sup>443</sup> introduced a simplified procedure for Ukrainian citizens and their family members to change their status into a temporary national residence permit. Ireland<sup>444</sup> and Slovenia<sup>445</sup> revised their legal frameworks to enable a clearer transition towards national permits and better define rights and obligations of applicants and beneficiaries of temporary protection.

In parallel, countries such as Finland,<sup>446</sup> the Netherlands<sup>447</sup> and Spain began narrowing eligibility criteria for granting or renewing temporary protection to third-country nationals previously residing in Ukraine. Norway proposed procedural reforms to streamline the phase-out from temporary collective protection.<sup>448</sup> Switzerland<sup>449</sup> opted for regional distinction within Ukraine, limiting access to protection status S for applicants from areas deemed to be safe, which triggered concerns by UNHCR<sup>450</sup> and the Swiss Refugee Council (OSAR).<sup>451</sup>

Italy<sup>452</sup> and Slovakia procured additional reception places for beneficiaries of temporary protection, with Slovakia reducing the entitlement to a place in collective accommodation and the accommodation allowance to 60 days, except for vulnerable applicants.<sup>453</sup> Similarly, in late 2025, Poland limited collective accommodation to only vulnerable beneficiaries and restricted certain benefits and healthcare services,<sup>454</sup> while the Netherlands increased beneficiaries' personal contributions to reception costs and closed a reception centre in Utrecht.<sup>455</sup> Some housing schemes which enable beneficiaries of temporary protection to access accommodation outside the reception system were extended, including the "Together for Independence" project in Poland<sup>456</sup> and the "Lend a hand" project in Spain.<sup>457</sup> Bulgaria<sup>458</sup> adopted measures to improve support for vulnerable beneficiaries, Luxembourg maintained projects supporting labour market integration, and Switzerland adopted measures on administrative requirements to access the job market.<sup>459</sup>



Jurisprudential developments at both the national and EU levels further clarified the interplay between temporary protection and international protection procedures. In November 2025, in response to [questions](#) by Sweden's Administrative Courts, the CJEU [ruled](#) that a Member State may not reject as inadmissible an application for international protection on the sole ground that the applicant is under temporary protection. Member States must examine the application on merits to assess whether the applicant qualifies for refugee status or subsidiary protection. The CJEU further noted that national courts must disapply national law that does not effectively implement the TPD, if it is not in conformity with the recast APD (Article 33) and the recast QD (Article 18), so that individuals would still benefit from rights provided under EU law.

In the context of multiple applications submitted in different Member States, the CJEU clarified in [A.N. \[Krasiliva\] v Ministerstvo vnitra](#) (27 February 2025) that national authorities cannot reject an application for temporary protection submitted by a person who has applied for the status in another Member State but has not yet received it. The court also interpreted the TPD (Article 8) as providing an appeal against inadmissible decisions adopted on applications for a residence permit under temporary protection. Subsequently, the Czech Supreme Administrative Court [ruled](#) that beneficiaries of temporary protection cannot be denied protection solely because they hold a status in another Member State and national prohibitions on appealing inadmissible decisions violate both the TPD and the EU Charter (Article 47). In contrast, Switzerland's Federal Administrative Court [underlined](#) the subsidiarity principle, denying temporary protection to applicants already registered in Poland.

There are three cases pending before the CJEU for a preliminary ruling on the interplay with asylum, access to social benefits and inaction of the administrative authority on granting a temporary residence and work permit during the validity of temporary protection. In the Netherlands, the Council of State [referred questions](#) on the suspension of asylum applications during temporary protection and the adherence to time limits under the recast APD, highlighting the need for legal clarity. The Administrative Court of Varna in Bulgaria [questioned](#) if national legislation was compatible with the TPD (Articles 13





and 14) when social assistance authorities repeatedly refused to grant a one-time benefit to Ukrainian children enrolled in school. The Voivodship Administrative Court of Wrocław [sought guidance](#) on the possibility for an administrative authority to suspend the processing of a request for a temporary residence and a work permit by a Ukrainian national who was authorised to reside in Poland based on temporary protection.

In Belgium, the Council of State [confirmed](#) that temporary protection does not prevent the extradition of a Ukrainian national, finding no violation of the ECHR and no evidence to support the claim that the applicant will be sent back to the war front.



## Section 9. Safeguards for children and applicants with special needs



EU legislation contains provisions to address the special needs of applicants who may be considered particularly vulnerable in the asylum system. These provisions ensure that applicants in a vulnerable situation receive adequate support to benefit from their rights and comply with the obligations which are defined under CEAS so that they can be on an equal footing with other applicants.

The concept of vulnerability is present across the legislative instruments under the Pact, obliging authorities in Member States to swiftly identify and follow up on potential special procedural and reception needs. The assessment of special needs must start as soon as possible and be completed in 30 days, after which an applicant's situation is to be monitored throughout the asylum procedure. The assessment is individualised and undertaken by staff who must be qualified, specialised and continuously trained. If needed, the process is assisted by an interpreter.

The best interests of the child must be the primary consideration of national authorities when applying the Pact instruments, in all decisions that affect a child. Applicants must receive information within 3 days about their rights, obligations and consequences of not complying, with consideration given to their special needs and the help of an interpreter provided by the authorities when necessary.

For children, the information must also be available in a child-friendly format. A representative is appointed as soon as possible within 15 days for unaccompanied children for the entire procedure. The representative is a natural person who must be qualified and trained, may be in charge of a set number of children and has specific tasks identified under each piece of legislation. As a rule, children are not detained. When detention would put an applicant's physical or mental health at serious risk, they should not be detained either.



While the Pact introduced strong safeguards for the swift identification of and support for applicants with special needs, one of the main challenges for EU+ countries remains the operationalisation of these measures. In the screening stage, national authorities are required to conduct preliminary health and vulnerability checks within 7 days and ensure adequate and timely follow-up. Based on the newly-developed screening toolbox, the operational testing of screening started in October 2025, with funding provided by the European Commission, the EUAA and Frontex.<sup>460</sup>

At the national level, several asylum authorities focused on capacity-building by training staff. With several stakeholders involved in the identification of and support for applicants with special needs, training was often provided to a range of professionals, for example police officers in Croatia<sup>461</sup> or lawyers and social workers in Bulgaria.<sup>462</sup> As part of an AMIF project on vulnerabilities and special procedural needs, the CGRS refined its practices, created new practical information sheets for case officers and developed a train-the-trainer programme

about its implementation. It also organised several information sessions and workshops for case officers on understanding vulnerability.

Strengthening cooperation among stakeholders was another key objective in many countries. The MIGRA information system in Slovakia, used jointly by the Migration Office and the Border and Foreign Police, was updated to include official documentation on vulnerabilities and the person's social situation. Through the system, competent staff can access up-to-date information and exchange information rapidly with all stakeholders. In the Netherlands, the IND started a pilot project to allow additional stakeholders, such as COA employees and lawyers, to request a priority assessment of cases involving highly-vulnerable applicants. Romanian authorities were working on improving their identification and referral mechanism as part of the [operational plan](#) with the EUAA, based on the EUAA's [vulnerability toolkit](#).

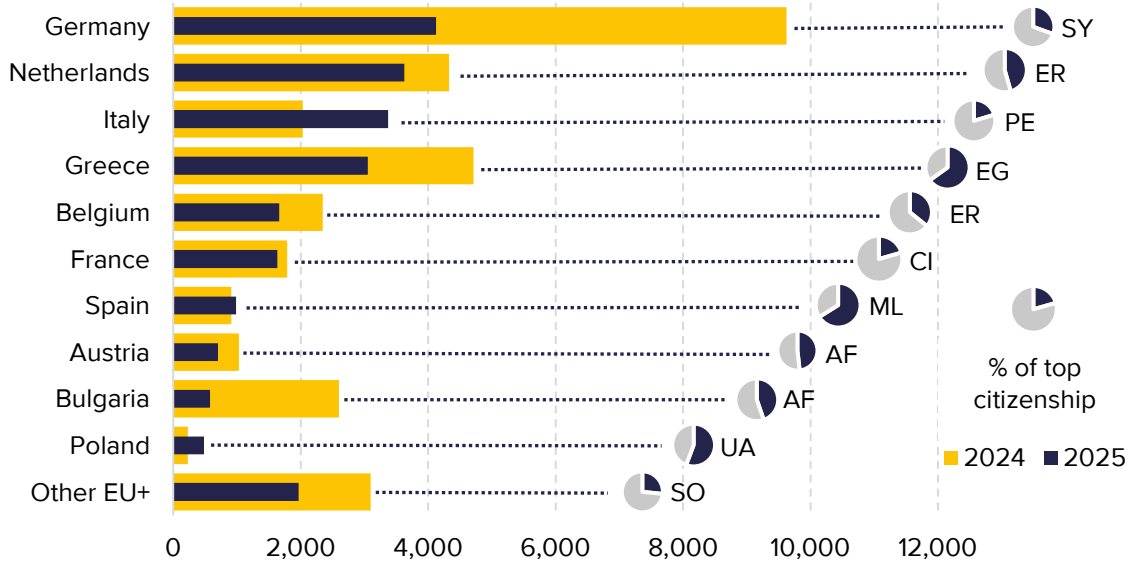
The Spanish government approved amendments to implement urgent measures to guarantee the best interests of children and adolescents “in situations of extraordinary migration contingencies”.<sup>463</sup> Under the measures, an autonomous community hosting triple the number of unaccompanied minors than its ordinary capacity can request the government to activate a relocation mechanism, establish criteria for the relocations and provide funding for ordinary capacity in the reception system. To alleviate pressure on the reception system of the Canary Islands, internal instructions were issued to prioritise applications from unaccompanied minors. Focusing on long-term perspectives for unaccompanied children, the EU-funded CO.A.ST project promoted closer collaboration between guardians and legal professionals to ensure strengthened support for unaccompanied children as they transition into adulthood.<sup>464</sup>

In 2025, 22,000 asylum applications were lodged by self-claimed unaccompanied minors, approximately one-third less than in 2024 and the least since 2020. Despite recording the largest absolute decline, Germany continued to receive the most (4,100 applications), accounting for almost one-fifth of the total (see *Figure 15*). Germany was followed by the Netherlands (3,600), Italy (3,400) and Greece (3,100). Among these top receiving countries, only Italy recorded an increase in applications by unaccompanied minors in 2025. In fact, applications there rose by two-thirds to the highest level in 7 years. On a smaller scale, applications by unaccompanied minors also rose sharply in Poland (480) and Latvia (210), where they reached unprecedented levels. In Poland, this was mainly due to more Ukrainians and to a lesser extent Belarussian unaccompanied minors applying, while in Latvia they were almost exclusively Somalis.



Five nationalities accounted for more than one-half of all asylum applications lodged by unaccompanied minors in 2025, namely Afghans (2,800), Eritreans (2,400), Egyptians (2,300), Somalis (2,300) and Syrians (2,100, the least on record). Previously, Syrian and Afghan unaccompanied minors topped the list, however their applications dropped sharply in 2025, as well as those by unaccompanied minors from Egypt. Conversely, applications by unaccompanied Eritrean minors almost doubled and were the most since 2015 on account of a sharp increase in the Netherlands. In far smaller numbers, applications by unaccompanied minors from Mali (880, mainly in Spain), Peru (700, almost all in Italy), Ukraine (450, more than half in Poland) and Sudan (440, mainly in the Netherlands and Greece) all rose substantially in 2025 and were at the highest level since at least 2014.

**Figure 15. Top 10 EU+ countries receiving applications by self-claimed unaccompanied minors, 2025 compared to 2024 and share of applications lodged by the main citizenship of unaccompanied minors, 2025**



Source: EUAA EPS data as of 3 February 2026.

Asylum authorities continued to review their laws and policies for multidisciplinary age assessments, as required under the APR and in line with the EUAA's [practical guide](#) published in 2025.<sup>465</sup> In Spain, the reform of the age assessment procedure was proposed, changing it from an administrative to a judicial process.<sup>466</sup> In practice, Fundación Cepaim observed delays with the age assessment procedure, often prolonging access to the asylum procedure.<sup>467</sup> The Cypriot Asylum Service drafted a manual and standard operating procedures on multidisciplinary age assessments, with support from the EUAA.

In Greece, a joint ministerial decision established a new framework for age assessments, whereby instead of a cascade approach using different methodologies, three different methods must be implemented on the same day.<sup>468</sup> Civil society organisations expressed concern about this approach and noted that non-medical approaches must be given priority and the *in dubio pro minore* principle must be respected.<sup>469</sup> An application was filed by one of the organisations for the annulment of the legislation with the Council of State.<sup>470</sup>

Legislative amendments formalised the practice that the Maltese AWAS must carry out an age assessment for certain categories of foreigners when there is doubt about their age, including for applicants for international protection, people considered for resettlement and humanitarian admission, relocated applicants and beneficiaries of international protection, and people disembarked after a search and rescue operation.<sup>471</sup> Following the ECtHR judgement in *F.B. v Belgium*,<sup>472</sup> a series of judgments in Belgium addressed the reliability of and safeguards for age assessments, especially on the need to give express consent to medical age assessments,<sup>473</sup> as is required under the APR. From 25 April 2025, the Guardianship Service amended its procedure to comply with the ECtHR judgement: the Guardianship Service verifies age by examining all evidence in the file from the interview and, in the event of persistent doubt, by a medical examination as a last resort. Consent for the medical examination is always sought from the applicant.

Several EU+ countries were faced with an insufficient number of legal guardians who are appointed for the care and support of unaccompanied children.<sup>474</sup> The EU-funded GuardianXChange project continued to strengthen guardianship services in the four EU+ countries involved (Belgium, Poland, Portugal and Slovenia).<sup>475</sup> In Bulgaria, UNHCR proposed the establishment of a national working group to assess different guardianship models and find the most suitable solution for the country.<sup>476</sup> The rules on remuneration and the reimbursement of costs for statutory representatives of unaccompanied minors were amended in Slovenia, increasing the remuneration for representatives and clarifying the criteria and procedures for claiming remuneration and reimbursement.<sup>477</sup>

Unaccompanied children in Slovakia are now entitled to free legal aid also during the procedure at first instance. Previously this was available only during the appeal stage.<sup>478</sup>



With the revised EU Anti-Trafficking Directive to be transposed by July 2026, EU Member States implemented various projects and training for the prevention of trafficking in human beings and better identification of victims.<sup>479</sup> EMN published a study which identifies several areas for improvement, such as strengthening existing institutional structures, better coordination, more robust financial investigations related to trafficking networks and addressing issues of trafficking in the digital space.<sup>480</sup> ECRE's policy note offered recommendations on adopting gender-sensitive laws and policies throughout the ongoing legislative process, highlighting the need for clear safeguards for the non-punishment and non-prosecution of trafficking survivors for acts they may have been forced to do.<sup>481</sup>

Since the presentation of the Pact proposals, several stakeholders expressed concerns about the potential negative impact of the changes on applicants with special needs throughout the asylum procedure.<sup>482</sup> As the legislative process is ongoing at the national level, those concerns often re-emerged in the national context through comments on the law proposals.<sup>483</sup>

Academia provided insights for a fairer treatment of applicants with diverse sexual orientation, gender identity and expression, and sex characteristics (SOGIESC) in the asylum procedure.<sup>484</sup> The new legal framework on safe countries of origin raised special concern by LGBTIQ advocacy groups.<sup>485</sup>

Many initiatives focused on better support for applicants with special needs in reception. In Cyprus, the competences for the reception of unaccompanied children were transferred from the Deputy Ministry for Social Welfare to the Deputy Ministry for Migration and International Protection, and the Cypriot Asylum Service was designated to take over the operation and management of unaccompanied minor shelters from the Welfare Services. In Greece since January 2025, the Reception and Identification Service (RIS) can undertake the full registration of unaccompanied minors in the RICs of Malakasa and Diavata, without having to refer them for this purpose to the competent asylum offices. In addition, several projects in Greece were launched or continued to be implemented to support children and victims of domestic violence, including training organised by RIS in thematic areas related to vulnerability, child protection, gender-based violence and the prevention of sexual exploitation.<sup>486</sup> Following consultations with its staff in the field, and other stakeholders with relevant expertise (including the National Centre for Social Solidarity), RIS updated its guidance on the identification and management of cases of human trafficking. In addition, RIS issued new guidance for its staff on how to respond, depending on their role, to cases when residents have expressed the intention to harm themselves or others.



The Bulgarian SAR launched a pilot project providing specialised social services in four municipalities.<sup>487</sup> Fedasil in Belgium concluded several AMIF-funded projects, for example on child-friendly reception centres,<sup>488</sup> LGBTIQ+-friendly reception and a restorative approach, and a new reception centre opened for applicants with special medical needs at the beginning of 2026.<sup>489</sup> COA and COC Netherlands renewed their partnership to strengthen safety and inclusion for LGBTIQ+ applicants.<sup>490</sup> ECRE analysed the potential of the recast RCD 2024 to strengthen the protection of women and girls in reception.<sup>491</sup> Civil society organisations continued to deliver crucial services to support applicants, either as a service provider contracted by national authorities or through initiatives funded through the EU, international or private funds.<sup>492</sup>

Despite ongoing efforts, inadequate conditions and insufficient support persisted in several EU+ countries,<sup>493</sup> for example due to the lack of resources<sup>494</sup> or gaps and delays in funding.<sup>495</sup> Following the change to use more collective accommodation centres instead of small-scale housing in Sweden, the Swedish Federation for Lesbian, Gay, Bisexual, Transgender, Queer and Intersex Rights highlighted the potential negative impact on applicants with diverse SOGIESC, who may be at more risk of harassment and harm.<sup>496</sup> The Refugee Law Clinic at the Justus Liebig University reports that on several occasions applicants told them that their cancer treatment was paused while waiting to be transferred to another federal state within Germany or to another EU+ country under the Dublin III Regulation.<sup>497</sup> The French National Assembly concluded in its inquiry report that foreign unaccompanied children often received lower quality support than other children in the child protection system and urged for measures to ensure that they benefit from equal treatment.<sup>498</sup>

Concerns about the detention of persons with special needs, especially children, continued to be voiced and documented in court judgments<sup>499</sup> and reports from international and civil society organisations.<sup>500</sup>

Several court cases analysed special needs and vulnerabilities in the context of Dublin transfers ([see here](#)) and returns ([see here](#)). CEDAW highlighted in several cases that victims of trafficking and victims of gender-based violence cannot be transferred under the Dublin III Regulation without an individualised, gender-sensitive assessment of the real risk of harm.<sup>501</sup> Two cases by the Luxembourgish Administrative Tribunal annulled inadmissibility decisions for applicants who had already been granted international protection in another Member State. In the first case involving a couple with newborn twins, the court concluded that the presumption of adequate protection by the other Member State was rebutted, while in the second case concerning a pregnant woman with a young son, the court found that the authorities failed to demonstrate that adequate and immediate medical care would be available upon their return.<sup>502</sup>





# Section 10. EUAA support in 2025

## euaa in 2025

The EUAA supports Member States in applying the package of EU laws that govern asylum and reception systems, known as the Common European Asylum System (CEAS)

### The Agency

is mandated to improve the functioning of CEAS and assist Member States by providing:



Operational support by deploying personnel and providing infrastructure and services



Technical support by collecting, analysing and disseminating asylum-related data and developing operational standards and guidelines



Capacity-building to national asylum and reception officials



### Operational support

The EUAA maintained a significant operational footprint in 12 countries in 2025.\*

**1,000** full-time equivalent personnel and **450** interpreters deployed across **12** countries

**67,000** registrations supported

**19,000** interviews conducted in **5** countries of operations

The Agency reviewed **25 national contingency plans** and provided specific feedback to EU+ countries at their request.



The [Resettlement Support Facility](#) in Türkiye supported **22** resettlement missions at the request of **11** EU+ countries



\* The EUAA's activities in 2025 are detailed in the Consolidated Annual Activity Report 2025.

#AsylumReport





## Asylum Support Teams

A total of **113 Member State experts** were nominated to Asylum Support Teams by **18 Member States**



### Nominated experts by country

• Austria	11
• Belgium	2
• Bulgaria	3
• Cyprus	1
• Czechia	8
• Denmark	6
• Estonia	4
• Finland	5
• France	21
• Hungary	6
• Latvia	3
• Netherlands	3
• Norway	7
• Poland	1
• Portugal	1
• Romania	2
• Slovakia	20
• Sweden	9



## Capacity-building

The EUAA produced **6 tailor-made, self-paced modules on the Pact**, while another **19** were produced or updated to reflect Pact-related changes and operational needs.

The inauguration of the **new EUAA Academy** in June 2025 marked a major institutional milestone, establishing a **European centre of excellence** for specialised and accredited training in asylum and reception.



More than **50%** increase in the number of officials participating in EUAA operational training sessions (9,300 participations).

A record **87%** of EU+ countries made use of the European asylum curriculum in 2025 (27 in total).

National asylum and reception officials from third countries also attended numerous EUAA training sessions.



## Asylum knowledge

With an increased demand for COI and MedCOI, the **EUAA published 13 country of origin information (COI) reports**. Nearly 1,400 individual requests for MedCOI were received, reaching a completion rate of 99%.

The Agency also published **five country guidance documents** on Iran, Somalia, Sudan and Syria. In December 2025, the EUAA released its annual report on the **State of Convergence in EU Asylum Decisions**.



The Agency reached a major milestone with the launch of the **Database on International Protection in Europe**, with over 250 thematic sections validated by national authorities.

In 2025, the **EUAA Case Law Database** was significantly expanded with **680 new cases** registered, including under the **first grant ever** awarded by the EUAA.

To support the preparedness of EU+ countries' asylum and reception systems in view of the implementation of the Pact, the EUAA organised **47 thematic meetings, conferences, workshops, specialised webinars** and other collaborative initiatives with relevant networks of reception authorities, asylum processes, exclusion, Dublin, courts and tribunals and vulnerability experts. These events brought together more than **3,000 participants** from national authorities and relevant organisations, as well as 270 EUAA staff members.

The Agency developed or updated **27 guidance documents and tools** to support Member State authorities in aligning their practices in key areas.



The EUAA delivered a broad range of **situational awareness** products to address the preparedness needs of the Commission and Member States. Quantitative and qualitative data collected through the **EUAA's Early-Warning and Preparedness System** fed into the first edition of the **European Annual Migration and Asylum Report**, published by the European Commission.



## Asylum knowledge

In 2025, the EUAA started monitoring the operational and technical application of the Common European Asylum System. The Agency conducted the [pilot phase of the monitoring mechanism in Estonia and the Netherlands](#).

The EUAA will continue monitoring other Member States in the next years, according to its [multiannual monitoring programme](#) covering the period 2026–2030.



## Supporting the implementation of the Pact on Migration and Asylum

To support Member State preparations, the EUAA delivered a wide range of Pact-related outputs, including training, operational guidance, tools and analytical products. In cooperation with its partners, the Agency conducted two pilot exercises, in Romania and Italy, to test the practical implementation of the screening process at the external borders introduced by the Pact.

## Liaison officers



In 2025, the Agency operationalised an important novelty brought about by the EUAA Regulation: **eight Liaison Officers** to Member States were recruited. They facilitate closer day-to-day engagement with national authorities and provide a central point of contact within the Agency for each Member State.



## International cooperation

In 2025, the EUAA maintained its bilateral roadmaps for cooperation with eight partner third countries, including in the **Western Balkans**, **Türkiye** and the **Middle East and North Africa (MENA)** region.



The EUAA also initiated the development of capacity-building projects for **Moldova** and **Ukraine**, which are in the top tier of the Agency's priority third countries. These are expected to be implemented in 2026, subject to the conclusion of contribution agreements under the [Moldova Facility](#) and the [Ukraine Facility](#).



## Fundamental rights

In 2025, the Office of the **Fundamental Rights Officer (FRO)** continued efforts to ensure the effective implementation of the complaints mechanism by:

- Enhancing accessibility through the translation of information material
- Strengthening training and revamping the complaints mechanism training module
- Deepening stakeholder engagement with asylum and reception authorities in Member States hosting EUAA operations.

### The FRO received **24 complaints** in 2025

**12 (55%)** for alleged acts in countries where the EUAA has operations

**9 (41%)** in countries outside of the EUAA's operational activities

**1 (5%)** complaint about EUAA personnel

#### Concerning:

Alleged violations of the right to asylum (Article 18 CFR)

The right to human dignity (Article 1 CFR)

Non-discrimination (Article 21 CFR)

Prohibition of torture and inhuman or degrading treatment or punishment (Article 4 CFR)

Respect for private and family life (Article 7 CFR)

Protection in the event of removal, expulsion or extradition (Article 19 CFR)

The rights of the child (Article 24 CFR)

Healthcare (Article 35 CFR)

The right to good administration (Article 41 CFR)



16 complaints were deemed inadmissible (the most common reason for inadmissibility was that the alleged acts were not committed by an expert participating in an EUAA asylum support team)

4 complaints were pending examination at the end of the year, and 1 complaint was discontinued.

The complaint deemed admissible related to an alleged violation of protection in the event of removal, expulsion or extradition (*non-refoulement*) in EUAA Greek operation. The FRO concluded the admissibility analysis and forwarded the complaint to the EUAA Executive Director for assessment and appropriate follow-up measures.



## Evaluation

### Highlights from evaluations of EUAA activities

In 2025, the Agency completed three internal evaluations covering its operational support in [Belgium](#) in 2021-2024, and [Lithuania](#) and [Romania](#) in 2023-2024. Moreover, it concluded the internal evaluation of its Regional Pilot Project for [North Africa and Niger](#) in 2020-2025. It started the interim evaluation of its operational support in Germany in 2024-2027.

The EUAA conducts internal or external mid-term and ex post evaluations of programmes and activities that entail significant spending. Following an analysis of each evaluation report, the Agency's management agrees on an action plan addressing the evaluators' recommendations through improvement actions to be implemented by specific deadlines.



#### Belgium operations 2021-2024

Support was timely and addressed the significant pressure on the reception system stemming from the increase in asylum seekers. It also demonstrated flexibility and adaptation to changing needs and priorities. Frontline reception capacity was increased through expanded accommodation, deployment of experts in various fields, and provision of interpretation services and training for the EUAA's personnel and national reception agency staff. The wide range of support actions was considered of added value.

The evaluation recommended improvements in operational efficiency and coordination.



#### Romania operations 2023-2024

Effective operational and technical support for temporary protection (TP), asylum, and reception provided across 12 locations. More than 56,000 TP applicants were registered and thousands of international protection processes were facilitated. Added value was ensured through rapid development of standard operating procedures, templates, and operational support, which enabled asylum applications to be managed efficiently and on time.

Delays in the provision of mobile units highlighted the need for more realistic planning in this activity area.



#### Lithuania operations 2023-2024

Support for the national authorities to establish a new reception agency, exceeding quantitative targets in this area. Training provided to personnel of the national border guard and the refugee reception centre was well received. Added value was particularly evident in structural support and capacity building.

The evaluation recommended enhancement of the usability of the Agency's tools on vulnerability and optimisation of the roll-out of training modules at national level.



#### N. Africa and Niger\* cooperation (2020-2025)

The regional pilot project was aligned with stakeholders' needs and the Agency's objectives to establish a regional capacity-building platform to enhance north-south and south-south knowledge exchange and cooperation on asylum and reception.

The project exceeded planned deliverables, such as regional workshops, study visits, translation, and training. It was less effective in relation to training of trainers on EUAA modules, knowledge development, and regional training on international protection.

\* Bilateral cooperation with Niger has been on hold following the coup d'état in 2023. The EUAA-Niger Roadmap, originally due to conclude in February 2024, has effectively lapsed and there is currently no active cooperation.



## Concluding remarks

The past year was marked by intensive preparations for the operationalisation of the Pact on Migration and Asylum by June 2026. Both the EUAA and national authorities invested significant resources to lay the foundation for the new framework to manage the European protection system.

To this end, EU+ countries made substantial financial allocations and accelerated procurement procedures to ensure that the Eurodac system is operational on time. Following staff recruitment initiatives in recent years, national asylum authorities focused on reducing their pending cases to avoid the parallel use of different legislative frameworks after June 2026 as much as possible. Several countries invested in the establishment of multipurpose centres, where screening, the asylum border procedure and the return border procedure can take place at the same location.

The EUAA supported EU+ countries in these efforts through various activities. The Agency developed guidance and tools on the new procedures, updated existing guides and trained practitioners from national administrations on the provisions of the Pact. In 12 countries, the Agency provided direct operational support. And at the EU level, the Agency analysed new developments and rapidly provided situational updates to support the European Commission in steering response processes and to better inform national policymakers.

Undertaking these preparations was somewhat eased by the fact that applications declined to 822,000 in 2025, the lowest level since 2021. This allowed national authorities to focus more resources on writing the legislative drafts, developing new policies, workflows, standard operating procedures and templates, and piloting these new approaches in the national context.

In 2026, the entry into application of the Pact will show the practical value of these investments. Since its adoption, stakeholders have underlined that the Pact will be measured by its capacity to create resilient asylum and reception systems capable of adapting to rapid changes in the world. 2026 will bring to the spotlight the practical relevance and the impact of the CEAS reform. It will prove, for example, to what extent the reform will enable a fair burden-sharing between Member States.

The new arrangements will be tested in acute situations, while the system must remain flexible to address developments at the global, EU and national levels. Changing dynamics in the political, security and economic sectors and international crises and wars have impacted the availability of humanitarian funding and the mechanisms to address displacement globally. The protection needs resulting from conflicts, such as the wars in Iran and Ukraine, will likely increase, while financial allocations at the global level are diminishing.

Amidst complex, global interdependencies, Europe has proactively engaged and built partnerships with third countries in order to build capacity in providing effective protection and to address irregular migration. Increasing capacities in partner countries to manage migration with full respect for fundamental rights has the potential to expand the global protection space.

At the European level, the first European Asylum and Migration Strategy defines the policy direction for the next 5 years. With a strong focus on enhancing border control, strict rules against the abuse of asylum systems and fast and effective returns, it may lead to a further





decrease in the number of applications across EU+ countries. Changes to the Asylum Procedure Regulation on safe country concepts and the advancement of the new Return Regulation can act as deterrents for new arrivals. However, in practice they may raise concerns about access to international protection for those in need.

At the national level, the practical application of the Pact and measures to increase effectiveness will be under tight scrutiny. This will probably include the application of screening, issuing inadmissibility decisions for applicants who transited through a third country and could have requested effective protection there, and some of the proposed digital solutions for more effective processing. As the application of the Pact unfolds, national authorities will adjust their systems based on the first experiences on the ground. Questions for legal clarification are to be expected in 2026, with more anticipated in the years to come, at the level of national courts, the ECtHR and the CJEU.

Developments in the larger context of migration governance – such as the Spanish government’s [decision](#) for an extraordinary regularisation of third-country nationals for their integration – will also impact the workload of national asylum authorities and thus the operationalisation of the Pact. When it comes to the future of the 4.5 million of Ukrainians registered under the Temporary Protection Directive, several countries have started to create paths to transition from temporary protection to another type of residence permit, opening new perspectives to stay in Europe. This trend is likely to become more prominent in 2026, as the end of the extension of the temporary protection regime in March 2027 is nearing.

Against this background, EU+ countries need up-to-date, factual information to adjust their processes in a timely manner. In this, the EUAA plays a central role with its enhanced situational awareness portfolio and cooperation networks that offer a platform to exchange good practices and address challenges. The Agency actively supported EU+ countries in 2025 in the transitional period of operationalising the Pact, and it stands ready in 2026 and beyond to provide direct support and maintain constructive dialogue to build an enhanced protection environment in Europe. As stakeholders have to navigate through the complex Pact measures and quickly changing political realities, information and engagement become even more crucial for the future of CEAS.



## Country overviews

The following section presents a summary of major developments in international protection and statistical trends in 2025 by country.



For more information on national developments, please consult the [National Asylum Developments Database](#). Updates can be searched by country, topic, year and type of development.



The key indicators for 2025 are based on EUAA EPS monthly data provided by EU+ countries (except Iceland and Liechtenstein) through their ministries and national administrations, in the framework of the EUAA Regulation, Articles 5 and 6. EPS data was extracted on 3 February 2026 and may have been subsequently updated. The data are provisional and unvalidated, and therefore may differ from validated data submitted to Eurostat, in line with Regulation (EU) 2020/851 amending Regulation (EC) 862/2007.

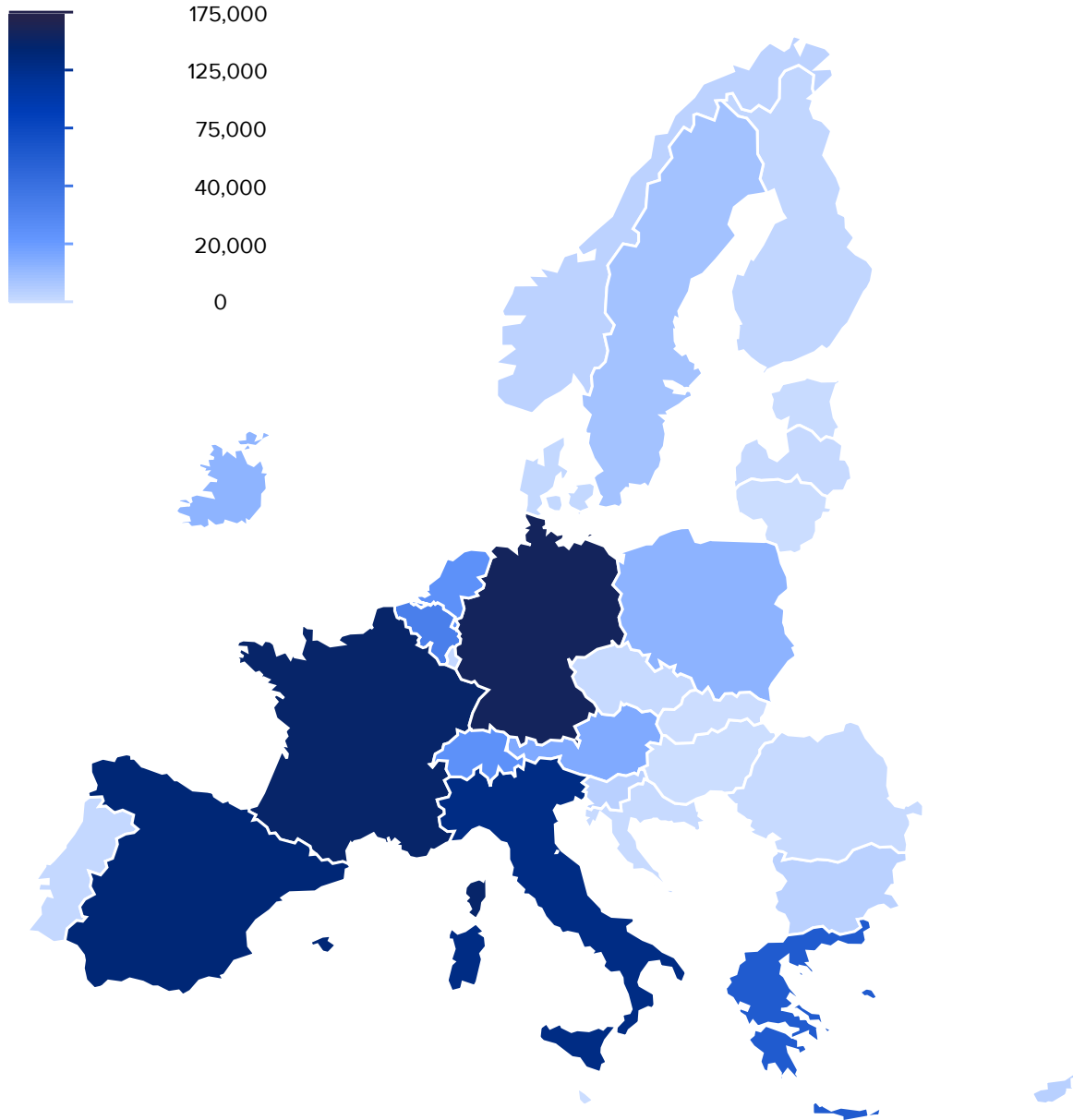
Asylum applications include both first-time applications and repeated applications.

The recognition rate includes EU-regulated forms of protection (refugee status and subsidiary protection) and excludes national protection forms (for example based on humanitarian reasons, etc.). It is calculated by dividing the number of positive first instance decisions (granting refugee status or subsidiary protection) by the total number of decisions issued. Negative decisions comprise both rejections and decisions not granting EU-regulated forms of protection (refugee status and subsidiary protection).

When considering the number of applications for international protection in EU+ countries, it is important to consider the number of displaced persons from Ukraine under the Temporary Protection Directive who are hosted in each country. Both indicators can highlight the amount of pressure on national systems and workloads (see *Figures 16 and 17*).

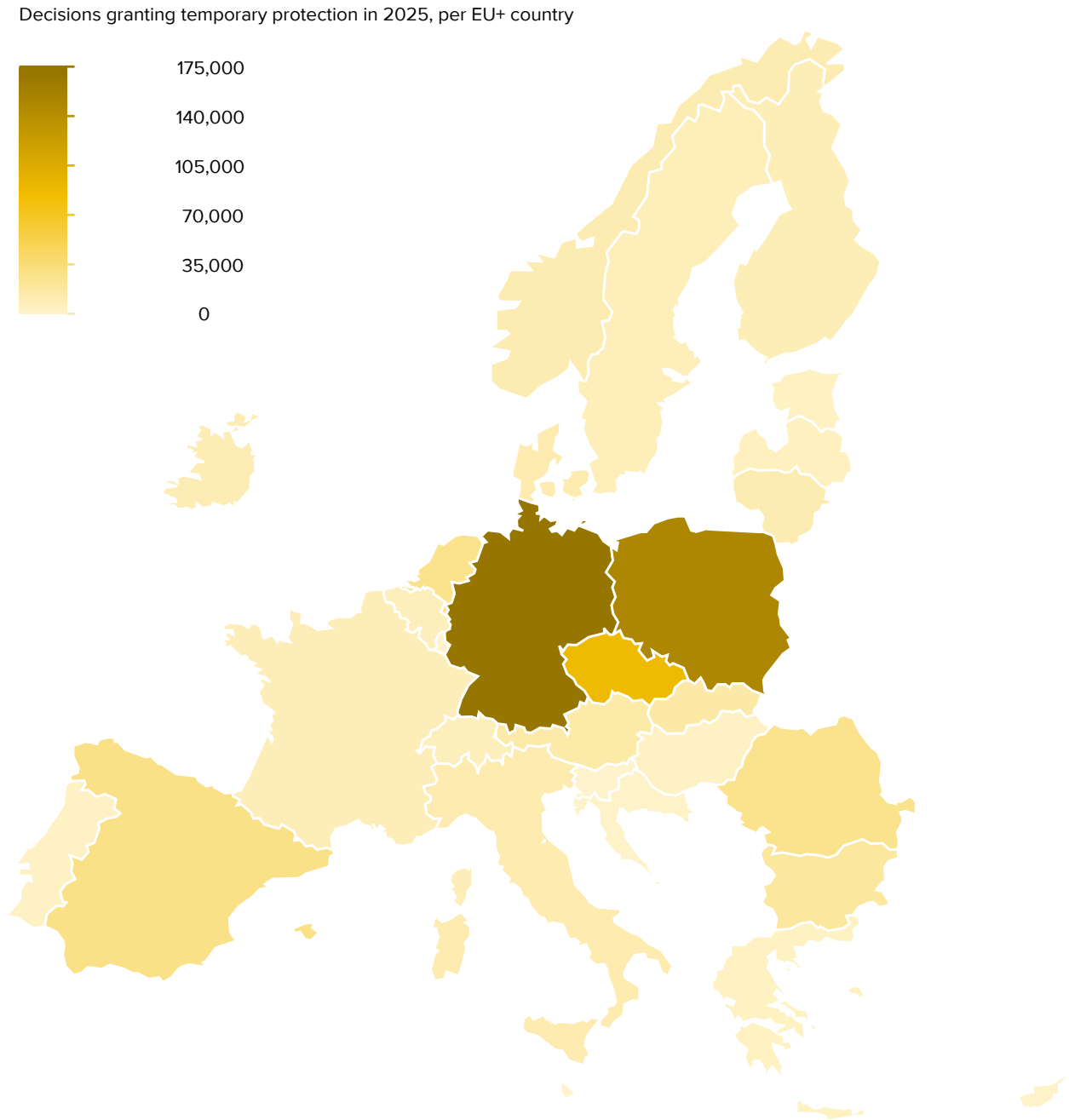
**Figure 16. Asylum applications by EU+ country, 2025**

Asylum applications lodged in 2025, per EU+ country



Source: EUAA EPS data as of 3 February 2026.

**Figure 17. Decisions granting temporary protection by EU+ country, 2025**



Source: Eurostat [migr\\_asypfa](#)

# Austria

## National developments in 2025



Based on the findings of the first EAAMR, Austria was declared to be facing a significant migratory situation as a result of the high number of asylum applications and their cumulative effect over the past 5 years.<sup>503</sup> After public consultation, the Council of Ministers adopted draft legislation on amendments arising from the EU Pact on Migration and Asylum on 24 March 2026.<sup>504</sup> The legislation is to be discussed in Parliament.<sup>505</sup> Preparations at all levels also continued for the operational implementation of the Pact. The Federal Authority for Immigration and Asylum (BFA) established the “Roadmap 2026” project with 11 working groups to implement the Pact in their areas of responsibility, in particular focusing on audio recordings, adequate capacity for the border procedure and the new requirements for age determination. Work also focused on preparing new processes under the AMMR to manage transitional rules and shorter deadlines, as well as preparing IT solutions for DubliNet and the Austrian case management system.

As part of the national budget consolidation efforts, fiscal priorities were realigned under the budget framework for the asylum sector for 2025–2029. Consequently, there was a 4% staff reduction at the BFA by the end of 2025. The Ministry of the Interior noted that years-long measures to fight irregular migration and human trafficking resulted in substantially less people in the reception system in 2025 and, thus, reduced costs for the government.<sup>506</sup>

Responsibilities within the BFA were reallocated, and the organisation’s structure was adjusted to these changes. Separate thematic units were brought together under new departments. The main objective of the re-organisation was to further optimise internal processes. A new branch office was about to be set up in Schwechat, near the airport.

All COI products are publicly available,<sup>507</sup> following the entry into force of a new Freedom of Information Act in September 2025.<sup>508</sup>

The first reviews were done of several changes introduced in summer 2024 in reception: a new regulation to further encourage community service, mandatory training on basic values and a payment card system for applicants of international protection.<sup>509</sup> 77% of applicants took up community service between July 2024 and mid-April 2025,<sup>510</sup> while more than 6,200 applicants completed the training course by May 2025.<sup>511</sup> After a pilot phase, the payment cards are expected to be further rolled out in 2026, while currently different models still exist in different Austrian states.<sup>512</sup> The payment card system was introduced to guarantee a strict and fair reception system and to prevent social fraud.<sup>513</sup> The legal basis was created to allow the national council to halt family reunification for beneficiaries of international protection,<sup>514</sup> which it did in July 2025 for an initial period of 6 months.<sup>515</sup> This was subsequently extended until July 2026.<sup>516</sup> UNHCR warned about the potential serious consequences of the measure,<sup>517</sup> while academia analysed the constitutional and EU law concerns that these measures may entail.<sup>518</sup> The Constitutional Court delivered two important judgments noting that family reunification cannot be rejected solely on the basis that the procedure to revoke international protection was initiated against the sponsor,<sup>519</sup> and the authorities must conduct a constitutionally-compliant balancing of interests for family reunification requests submitted before the end of the 3-year waiting period.<sup>520</sup>

The last provinces that still provided full social benefits for beneficiaries of subsidiary protection cut these entitlements based on the Austrian Basic Social Assistance Act (*Sozialhilfe-Grundsatzgesetz*), which foresees that this group is given only core social assistance benefits which do not exceed the level of basic support offered to applicants. UNHCR expressed concerns about these plans in Vienna and Tyrol, noting that they were in a very similar social situation as refugees, despite the different legal status.<sup>521</sup>

Focus continued on returns, and the first removal since 2011 was carried out to Syria<sup>522</sup> and to Afghanistan since 2021.<sup>523</sup> While the ECtHR allowed an interim measure to temporarily halt the removal of a Syrian national, it decided not to extend this measure at the end of September 2025, noting that the applicant was not at risk of irreparable harm if returned given the current situation in Syria and the applicant’s individual circumstances.<sup>524</sup> However, the Austrian Constitutional Court highlighted that the authorities cannot assume that the security situation has stabilised in each region of Syria and the assessment must consider the applicant’s region of origin.<sup>525</sup>

### More input from civil society:

- [Austrian Red Cross - Austrian Centre for Country of Origin and Asylum Research Documentation](#)
- [European Network on Statelessness](#)



# Austria

## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
9	12	2.0%	58%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	16,284	24,941 ↓	-35%	Afghanistan (31%), Syria (25%), Somalia (6%)
Pending cases (Dec '25)	10,126	13,093 ↓	-23%	Syria (58%), Afghanistan (12%), Türkiye (4%)
First instance decisions	17,469	31,692 ↓	-45%	Afghanistan (31%), Syria (23%), Türkiye (11%)
Refugee status	7,263	14,640 ↓	-50%	Afghanistan (58%), Syria (15%), Somalia (8%)
Subsidiary protection	2,876	7,438 ↓	-61%	Syria (67%), Somalia (13%), Afghanistan (9%)
Negative	7,330	9,614 ↓	-24%	Türkiye (25%), Syria (12%), Afghanistan (12%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).



# Belgium

## National developments in 2025



Belgium's main priority in 2025 was to align with the new EU Pact on Migration and Asylum by updating legislation. The Aliens Act and the Reception Law were revised, while the procedural rules before CALL were reformed and incorporated into a new Law on the Council for Alien Law Litigation. The process to adopt the new Law on the Council for Alien Law Litigation and the revised Aliens Act was launched. In addition, new procedural requirements arising from the Pact were addressed through amendments to the Royal Decree concerning the Immigration Office and the CGRS.<sup>526</sup> Existing frameworks for border procedures, returns, legal safeguards and monitoring were considered to be largely conform with the new rules. Preparations for the entry into force of the Pact also focused on implementing new processes, upgrading equipment and infrastructure, strengthening coordination between different national authorities, and increasing operational and financial support.

Another essential objective was addressing the persistent backlog of asylum applications due to a high influx of applicants, often as a result of secondary movements, which keeps the reception network under great pressure. National authorities highlighted that additional staff and operational adjustments were necessary, and in 2025, the CGRS recruited 60 new staff members. Due to this high pressure, Belgium signed an operational plan with the EUAA in December 2024, which provides support to national authorities (Immigration Office, CGRS, Fedasil) in registration, processing of applications at first instance and Dublin cases, interpretation, reception and the identification of vulnerabilities.<sup>527</sup> In a number of judgments, CALL confirmed the legality of EUAA support in supporting first instance processing.<sup>528</sup> The European Commission determined Belgium to be at risk of migratory pressure.<sup>529</sup>

Important legislative changes aimed to address some specific challenges in the country's asylum and reception systems.<sup>530</sup> An application for international protection submitted by a foreigner who has already received a final decision on a previous application in another EU Member State is now registered and considered as a subsequent application.<sup>531</sup> Corresponding amendments to the Reception Act mean that Fedasil may limit or withdraw material reception conditions for applicants who received a positive decision in another EU Member State. The legislative change also allows Fedasil to limit or withdraw material reception conditions, when a minor applies for international protection after the parents have already applied for international protection in the child's name.<sup>532</sup> In February 2026, the Constitutional Court temporarily suspended the application of this legislation and referred questions to the CJEU for a preliminary ruling.<sup>533</sup> UNHCR argued that applicants should be guaranteed access to reception conditions without discrimination until a final decision on the application.<sup>534</sup>

CGRS suspended the processing of cases of non-UNRWA applicants from the West Bank in March 2025,<sup>535</sup> which resumed in March 2026.<sup>536</sup> The suspension of processing of cases by Syrians was lifted on 1 November 2025.<sup>537</sup> The CGRS noted that the overall recognition rate was, as in other EU+ countries, impacted by the change of regime in Syria in December 2024, which resulted in a suspension of case processing until 1 November 2025. In addition, approximately 18% of decisions issued in 2025 concerned applicants who already had an international protection status in another EU Member State. This also applied to Palestinian applicants, a large share of whom had already been granted international protection status in another EU Member State, which explains the relatively low recognition rate.

The authority continued with the implementation of the fast-track procedure, which allows the organisation to take a quicker final decision for applicants with a first application with a low chance of being granted international protection.<sup>538</sup> The list of safe countries was amended: Morocco was added to the list, while India and Moldova were removed.<sup>539</sup>

The Immigration Office launched new information campaigns on YouTube, with dissuasive messages about Belgium's asylum and migration policy, targeting applicants with small chances of protection, both in countries of origin and transit.<sup>540</sup>

In order to make the processing of applications on appeal more efficient, CALL took part in a project in the framework of the TSI to pilot the use of an AI-powered search system to retrieve information faster. In addition, the court implemented several initiatives to make the appeal process more child-friendly.<sup>541</sup>

While the reception system continued to remain under pressure in 2025, with fewer asylum applications and a slight increase in the number of residents leaving the system, the number of people on the waiting list also slightly decreased. In parallel, Fedasil implemented several measures throughout 2025 to mitigate the reduction in reception capacity resulting from the closure of several reception centres.<sup>542</sup> As the profile of residents changed due to a decrease in the number of unaccompanied children, Fedasil converted these to family places.<sup>543</sup> The project Being a Child in a Reception Centre concluded in 2025. As part of this project, a tool was launched to support authorities in gathering applicant children's experiences on their stay in reception, complementary to a tool that allows authorities to assess the situation of children and families.<sup>544</sup> AMIF-funded projects related to LGBTQI applicants, the restorative approach and child-friendly reception centres also concluded in 2025. The PATH project was implemented to assist beneficiaries of international protection to transition from reception to sustainable housing.<sup>545</sup>

Following a court case,<sup>546</sup> a legislative reform repealed the articles which allowed the non-designation of the mandatory place of registration and the removal or withdrawal of such a place. By repealing these provisions, applicants can exclusively be provided with material reception conditions, and financial assistance from the Public Centre for Social Welfare is no longer possible. The withdrawal of the mandatory place of registration remains applicable in the context of the 'Cumul' Royal Decree.<sup>547</sup>

To address issues created by the absconding of an applicant, the period within which an applicant may provide a reason for being absent from a personal interview is reduced from 15 to 8 days.<sup>548</sup>

New family reunification rules entered into force in August 2025. The period to be exempt from material conditions for refugees applying for family reunification was reduced from 12 months to 6 months, while it was entirely removed for beneficiaries of subsidiary protection. While no waiting period applied previously, now beneficiaries of subsidiary protection must wait 2 years before they can apply for family reunification. The minimum age to apply for family reunification with a partner was raised from 18 to 21 years, aiming to combat child and forced marriages.<sup>549</sup>

### More input from civil society:

- [European Council on Refugees and Exiles](#)
- [European Network on Statelessness](#)



# Belgium

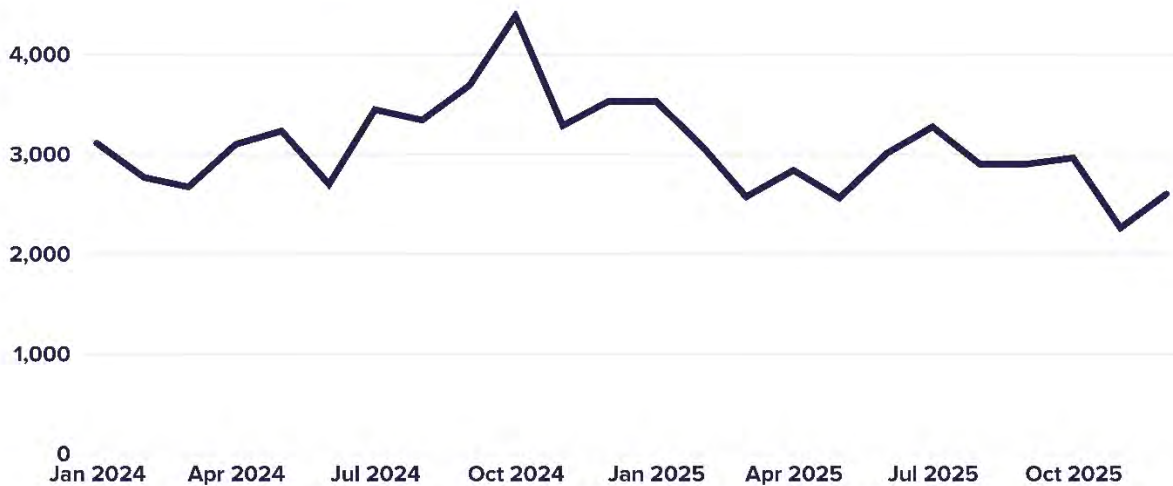
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
6	4	4.2%	31%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	34,425	39,206 ↓	-12%	Afghanistan (11%), Palestine (10%), Eritrea (8%)
Pending cases (Dec '25)	44,502	43,093 →	3%	Syria (13%), Türkiye (9%), Palestine (8%)
First instance decisions	26,870	29,135 ↓	-8%	Palestine (19%), Afghanistan (11%), Eritrea (6%)
Refugee status	7,649	13,823 ↓	-45%	Palestine (19%), Afghanistan (17%), Eritrea (15%)
Subsidiary protection	562	512 ↑	10%	Yemen (52%), Eritrea (20%), Sudan (5%)
Negative	18,659	14,800 ↑	26%	Palestine (20%), Afghanistan (8%), Congo (DR) (7%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).



## Bulgaria

### National developments in 2025



For the implementation of the Pact on Migration and Asylum, a proposal was submitted for a new law on international protection, which gives more independence to SAR.<sup>550</sup> The European Commission determined the country to be at risk of migratory pressure and facing a significant migratory situation, due to the high number of applications relative to its GDP and population, especially the high number of applications by unaccompanied minors.<sup>551</sup> A new cooperation agreement was signed with the Bulgarian Red Cross in the context of the operationalisation of the Pact measures, covering areas of humanitarian aid, psychosocial support, promotion of social integration, provision of information on health, and joint actions in case of emergency situations related to migratory pressure and crisis.<sup>552</sup>

Bulgaria received funding from Switzerland to strengthen migration management, including the digitalisation of the asylum procedure, the creation of an initial reception unit, improvement of the safe zones for unaccompanied children and enhanced protection for applicants, especially children.<sup>553</sup> In addition, SAR received EU funds through the TSI for the development of a modular case management system.<sup>554</sup> Discussions were ongoing with the Norwegian UDI on potential areas of cooperation, with a focus on the role of interpreters in the asylum procedure.<sup>555</sup> An ongoing project aimed to create an internal electronic COI platform, allowing case officers to send COI queries and store internal COI documents.

Work on a reception strategy continued with support from the EUAA. Following the establishment of the safe zone for unaccompanied children in the Harmanli Reception and Registration Centre in 2024 with support from UNICEF and the Swiss SEM, the IOM took over the management of this child-friendly space as part of an AMIF project running until 2029.<sup>556</sup> A new pilot project was launched with EU funding to create alternative social services for unaccompanied children, in partnership with the IOM, UNICEF and four municipalities.<sup>557</sup> As part of the national implementation plan for the Pact, discussions started with several actors (such as the EUAA, UNHCR, UNICEF Council of Europe, FRA and the European Guardianship Network) to strengthen the guardianship system.<sup>558</sup> For the first time in 10 years, SAR placed an unaccompanied minor applicant with a foster home.<sup>559</sup> Nonetheless, civil society organisations and UNHCR observed a continued need for significant improvements in reception conditions.<sup>560</sup>

CPT published its findings following an ad hoc visit to border police detention facilities and SAR's closed units, appreciating the cooperative approach of Bulgarian authorities but noting that conditions in detention had not improved since the last visit.<sup>561</sup> Following the end of the contract with the Migration Directorate to provide premises for the operation of SAR's closed units, these units were moved to the transit centre in Pastogor at the end of 2025.

UNHCR published the results of a participatory assessment conducted in 2024 among people with temporary protection and beneficiaries of international protection, which gathered feedback on their experiences with reception and procedures. The report underlines the need for improved communication about existing services, such as the Compass Centres, and the need to further enhance the availability of support services and their physical accessibility.<sup>562</sup>

SAR continued its resettlement project launched in September 2024 with AMIF funding<sup>563</sup> and completed a selection mission in Istanbul for the resettlement of up to 25 refugees.<sup>564</sup>

For people with temporary protection, the Council of Ministers adopted a programme for humanitarian support and integration, focusing on support for long-term integration of displaced persons from Ukraine.<sup>565</sup>

#### More input from civil society:

- [Centre for Legal Aid - Voice in Bulgaria | Център за правна помощ – Глас в България](#)



# Bulgaria

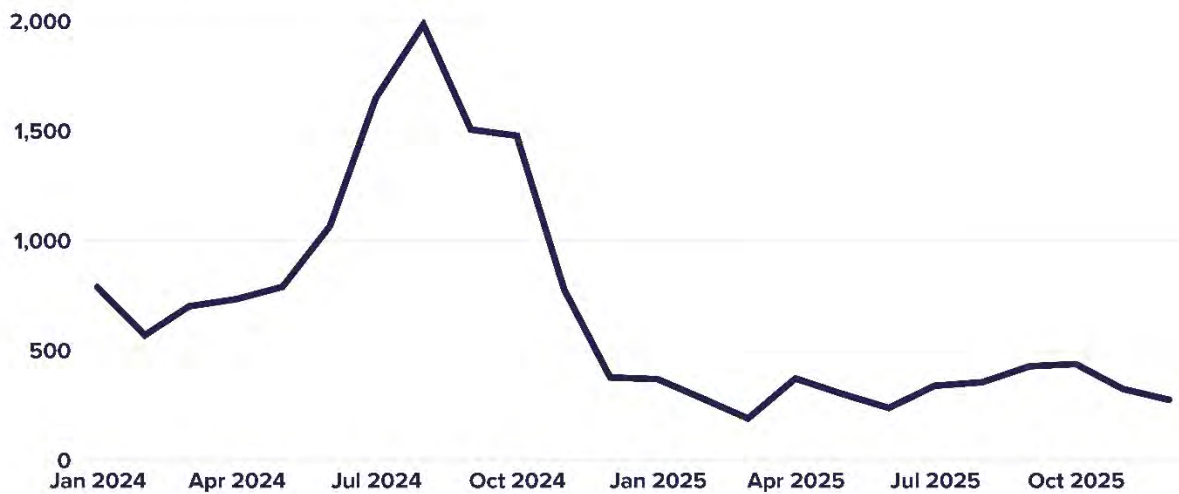
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
15	18	0.5%	21%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	3,895	12,412 ↓	-69%	Morocco (25%), Afghanistan (24%), Syria (21%)
Pending cases (Dec '25)	1,632	6,051 ↓	-73%	Syria (38%), Afghanistan (30%), Iran (6%)
First instance decisions	4,606	8,090 ↓	-43%	Syria (54%), Morocco (20%), Iraq (9%)
Refugee status	63	56 ↑	13%	Syria (68%), Stateless (8%), Russia (8%)
Subsidiary protection	919	4,894 ↓	-81%	Syria (94%), Afghanistan (2%), Stateless (1%)
Negative	3,624	3,140 ↑	15%	Syria (44%), Morocco (25%), Iraq (11%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).



## Croatia

### National developments in 2025



In late 2025, the government drafted proposals to amend both the Law on Foreigners and the International and Temporary Protection Act in order to harmonise national legislation with the EU Pact on Migration and Asylum.<sup>566</sup>

The Migration and Asylum Management Plan to 2030 was approved in late 2025,<sup>567</sup> which addresses staffing shortages in the Ministry's Sector for International Protection and necessary upgrades to facilities at the border with Bosnia and Herzegovina intended for screening checks and border asylum procedures under the EU Pact. In the same vein, the ministry restructured its Sector for International Protection into three services,<sup>568</sup> by elevating its former Dublin Procedure Department into a separate service and creating the Department for Information and Documentation and the Department of Border Procedure. The Reception Service plans to significantly increase its workforce and create a new organisational unit for the reception of applicants subject to the border procedure.

Due to the cumulative effect of the past 5-year trend, the EU Commission declared that Croatia faced a significant migratory situation and was at risk of migratory pressure.<sup>569</sup>

Throughout 2025, Croatia remained a transit country for international protection applicants, as most of those expressing an intention to apply for asylum moved onward to other EU+ countries without formally lodging an application. Consequently, authorities continued to issue many decisions on take back requests for Dublin transfers, although at a much-reduced level compared to 2024. This was because there was a sharp drop in arrivals through the Western Balkan route in 2024 and 2025,<sup>570</sup> plausibly due to an increased focus on border management along this route.<sup>571</sup> While Croatian authorities underlined zero tolerance toward illegal action by police officers,<sup>572</sup> Save the Children's child protection outreach activities collected testimonies of intimidation and returns along the border with Bosnia and Herzegovina.<sup>573</sup> In a case concerning practices in 2021, the ECtHR found Croatia violated the ECHR, Articles 3 and 13, as a detained foreigner could not make an application for international protection, the authorities prevented his lawyer to contact him due to public health grounds, and the remedy available against the return decision did not have an automatic suspensive effect.<sup>574</sup>

The Ministry of the Interior allocated AMIF and its own resources to improve detention conditions at the Tovarnik Transit Reception Centre<sup>575</sup> and Ježevo Reception Centre,<sup>576</sup> to train Border Police Officers,<sup>577</sup> and to support translation services and free legal aid in returns<sup>578</sup> and asylum procedures.<sup>579</sup> Additional capacity-building activities for judges,<sup>580</sup> police officers and the staff of the Zagreb Welcome Centre<sup>581</sup> were funded by UNHCR or delivered by the Judicial and the Police Academies.<sup>582</sup> These improvements and training were prompted by the need to execute ECtHR judgments<sup>583</sup> and to prepare for the entry into application of the Pact.

#### More input from civil society:

- [Civil Rights Project Sisak | Projekt Građanskih Prava Sisak](#)
- [Croatian Red Cross | Hrvatski Crveni križ](#)

# Croatia

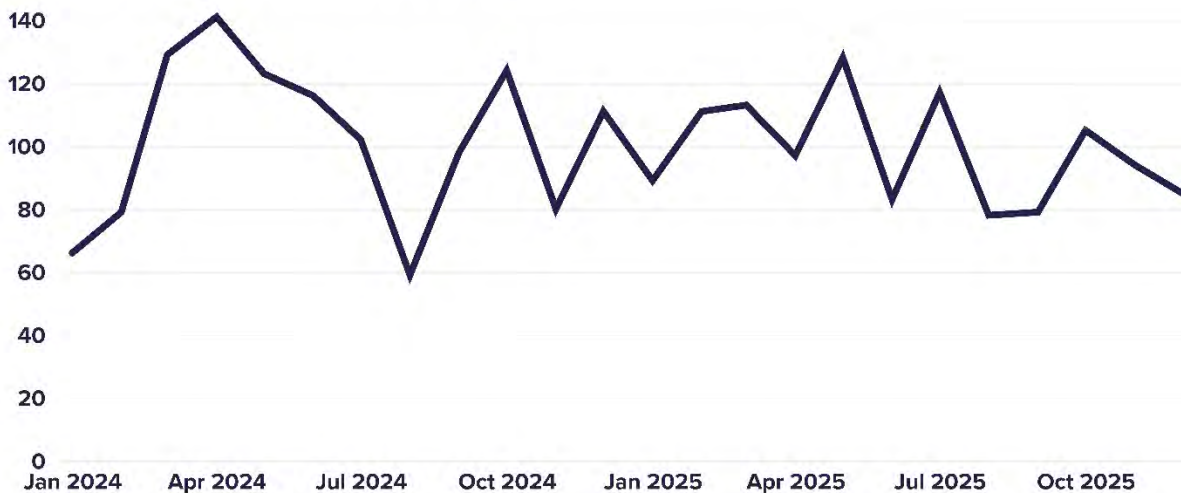
## Key indicators for 2025



Rank by number of asylum applications <b>24</b>	Rank per capita (applications per 1M inhabitants) <b>14</b>	Share of applications in EU+ <b>0.1%</b>	Recognition rate <b>5%</b>
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Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	1,179	1,228 →	-4%	Türkiye (21%), Russia (17%), Syria (14%)
Pending cases (Dec '25)	506	1,120 ↓	-55%	Russia (22%), Syria (16%), Türkiye (9%)
First instance decisions	295	312 →	-5%	Russia (18%), Türkiye (12%), Egypt (9%)
Refugee status	13	61 ↓	-79%	Nigeria (23%), Syria (15%), Cameroon (8%)
Subsidiary protection	0	5 ↓	-75%	Syria (100%)
Negative	281	247 ↑	14%	Russia (19%), Türkiye (12%), Egypt (10%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).

## Cyprus

### National developments in 2025



In 2025, there was a significant decrease in the number of applications for international protection in Cyprus, largely due to the regime change in neighbouring Syria. Nonetheless, the country remained among the top EU Member States for applications per capita and the European Commission determined it to be under migratory pressure. Throughout the year, authorities focused on putting in place the necessary legislative, administrative and practical arrangements for the implementation of the Pact on Migration and Asylum.

To align national legislation with the legal instruments of the Pact, a new Refugee Law was put forth for consultation,<sup>584</sup> and the bill amending the Cyprus Refugee Law was adopted on 23 April 2026.<sup>585</sup> To address situations when beneficiaries of subsidiary protection are involved in serious crimes or pose a threat to public order and security, targeted amendments to the Refugee Law were already adopted in December 2025. For such cases, the Council of Ministers, the Deputy Ministry or the Head of the Asylum Service may now revoke international protection after a 10-day objection deadline.<sup>586</sup> Representatives from UNHCR, KISA and Cyprus Refugee Council noted that this time limit risked being too short to allow applicants to prepare the objection and suggested to extend the deadline to 30 days.<sup>587</sup>

The Pournara First Reception Centre was upgraded to serve as a screening centre for the processes foreseen in the Screening Regulation. Authorities also proceeded with the construction of a new reception facility and predeparture centre at Limnes.<sup>588</sup> The competences for the reception of unaccompanied children were transferred from the Deputy Ministry for Social Welfare to the Deputy Ministry for Migration and International Protection and the Cypriot Asylum Service was designated to manage the reception facilities for the unaccompanied minors. Responsibilities for registration were divided between the Aliens and Immigration Units (AIU) of the police for asylum applications and CAS for temporary protection.<sup>589</sup>

Reforms were also undertaken at the level of judicial institutions. Through an amendment to the Law on the Establishment and Operation of the International Protection Administrative Court (IPAC), IPAC was transferred under the administrative auspices of the Supreme Constitutional Court. Issues related to the appointment of IPAC judges now fall under the remit of the Supreme Constitutional Judicial Council. Appeals to decisions issued by IPAC are to be examined by the Administrative Court of Appeal.<sup>590</sup>

A much-discussed issue of past years concerned interceptions at sea and lack of access to territory. Following the ECtHR judgment in *M.A. and Z.R.* in October 2024, the government submitted an action report detailing measures to prevent pushbacks at sea and ensure access to international protection.<sup>591</sup> Still, UNHCR<sup>592</sup> and civil society organisations continued to raise concerns throughout 2025.<sup>593</sup>

After a year-long suspension, the examination of cases by Syrian applicants partially resumed in April 2025, with no cases awarding subsidiary protection status, and full resumption in February 2026. In parallel, from June to August 2025, the government launched a voluntary return programme for Syrian families who arrived before December 2024.<sup>594</sup> The programme offered the father of the family unit the possibility of remaining in Cyprus with a special work permit for up to 3 years, while providing financial support to the wife and children to aid their return to and settlement in Syria. UNHCR conducted research on the intention of Syrian applicants and found that almost one-half would be interested in go-and-see visits to their home country but feared losing their status in Cyprus.<sup>595</sup> Only 2% planned to permanently return to Syria in the next 12 months.<sup>596</sup>

A [National Strategy](#) and an [Action Plan](#) for the integration of migrants was developed for 2026-2029.<sup>597</sup> The strategy comprises four strategic goals: socio-economic integration, awareness-raising for local and migrant populations, equitable access to healthcare services, and the revision of relevant legal and policy frameworks.<sup>598</sup> Reflecting the Pact's emphasis on effective integration policies, the initiative replaces fragmented measures with a single, structured system to achieve social cohesion, economic development and national security.

#### More input from civil society:

- [European Network on Statelessness](#)



# Cyprus

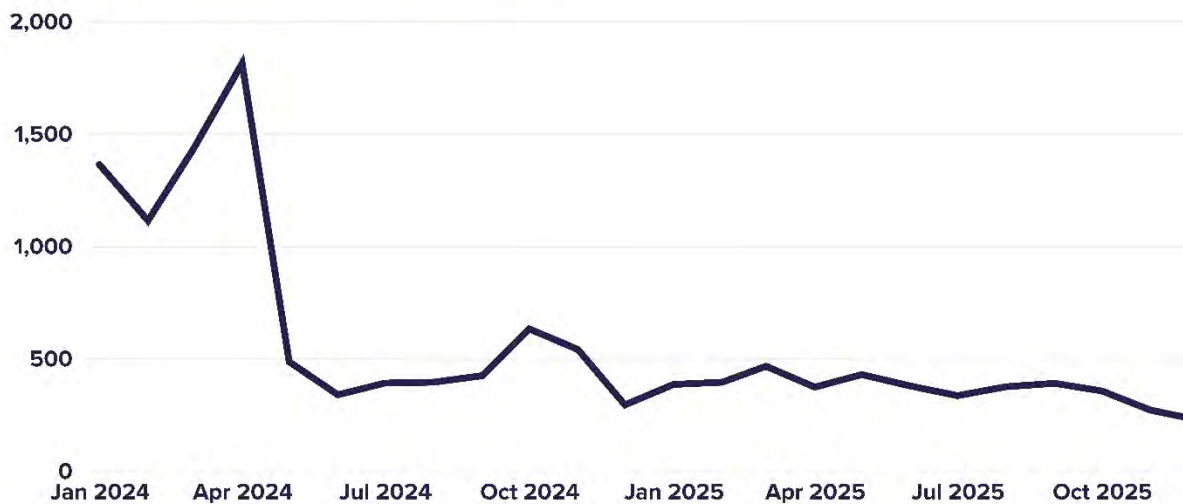
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
13	1	0.5%	8%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	4,357	9,201 ↓	-53%	Syria (25%), Nigeria (9%), Congo (DR) (8%)
Pending cases (Dec '25)	15,921	20,652 ↓	-23%	Syria (72%), Afghanistan (6%), Congo (DR) (4%)
First instance decisions	8,591	13,242 ↓	-35%	Syria (38%), Congo (DR) (17%), Nigeria (7%)
Refugee status	470	1,317 ↓	-64%	Palestine (23%), Iraq (16%), Afghanistan (12%)
Subsidiary protection	207	2,467 ↓	-92%	Somalia (29%), Ukraine (24%), Syria (19%)
Negative	7,914	9,458 ↓	-16%	Syria (40%), Congo (DR) (18%), Nigeria (7%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).



## Czechia

### National developments in 2025



In 2025, national authorities began preparing for the full implementation of the Pact on Migration and Asylum. To align domestic legislation to the requirements set by the Pact, in August 2025 [an amendment](#) to the Act on Asylum (Act No 314/2025 Coll) was approved for procedural, institutional and organisational arrangements to be put in place, for example introducing unified asylum and return decisions. In addition, 13 other legal instruments were amended, including the Act on the Residence of Foreign Nationals in the Czech Republic and the Act on State Border Protection.<sup>599</sup> In addition to ensuring compliance with the Pact, the amendments address a goal of the government to better regulate the stay of foreigners through a tighter asylum and return policy.<sup>600</sup>

Throughout the year, the government reiterated the basic principles guiding its policy in the area of asylum and migration, which include ensuring internal order and public security; maintaining the functionality of the Schengen area; addressing irregular migration; implementing international and European commitments; and searching for common solutions at the European and national levels.<sup>601</sup> These principles were reflected in the [Action Plan for the Implementation of Partial Measures Leading to the Prevention of Asylum Abuse in Illegal Migration](#) and the national strategy on asylum and migration, which was shared with the European Commission in July 2025 and which, in conjunction with, summarise the long-term positions of Czechia. In different fora, policymakers continued highlighting that the effective management of external borders is a precondition for a functioning asylum policy.<sup>602</sup>

Between April 2025–April 2026, the EU supported Czechia with the implementation of its national implementation plan through the Technical Support Instrument.<sup>603</sup> A key aim is to harmonise judicial procedures across courts through cooperation in the area of COI; provide in-depth technical analysis; and update the IT system for registering and managing asylum applications (Azyl III) in alignment with Pact requirements.

Following the publication of the EAAMR in November 2025, in which Czechia was determined to be a country facing a significant migratory situation, the Minister of the Interior sent a letter to the European Commission requesting an exemption from solidarity contributions.<sup>604</sup> In December 2025, Czechia was formally granted full exemption from financial payments for 2026.

To collect COI on key nationalities of interest, national experts conducted two fact-finding missions in 2025: one in Damascus and Lebanon on returns and the security situation in Syria, and one in Lviv and Kyiv, covering in particular the issue of returns to western Ukrainian regions, the situation of internally displaced persons and the security situation in general.

In cooperation with international and civil society organisations, national authorities have worked on the integration of foreigners, including beneficiaries of protection, over the past few years. In 2025, initiatives were undertaken to facilitate access to and improve education for foreigners;<sup>605</sup> promote safe work integration, ensure empowerment and support long-term development of refugee and migrant children and youth;<sup>606</sup> and improve access to affordable and dignified housing for migrants.<sup>607</sup>

With Czechia hosting the largest number of beneficiaries of temporary protection per capita in Europe, resources were allocated to long-term, sustainable solutions, for example by introducing a special long-term residence permit for interested and financially self-sufficient displaced persons from Ukraine. The aim is to facilitate transition to long-term residence for those who want to live and work in Czechia, while maintaining a support system for those who still need it.<sup>608</sup>

#### More input from civil society:

- [European Council on Refugees and Exiles](#)
- [European Network on Statelessness](#)
- [Organisation for Aid to Refugees | Organizace pro pomoc uprchlíkům](#)

# Czechia

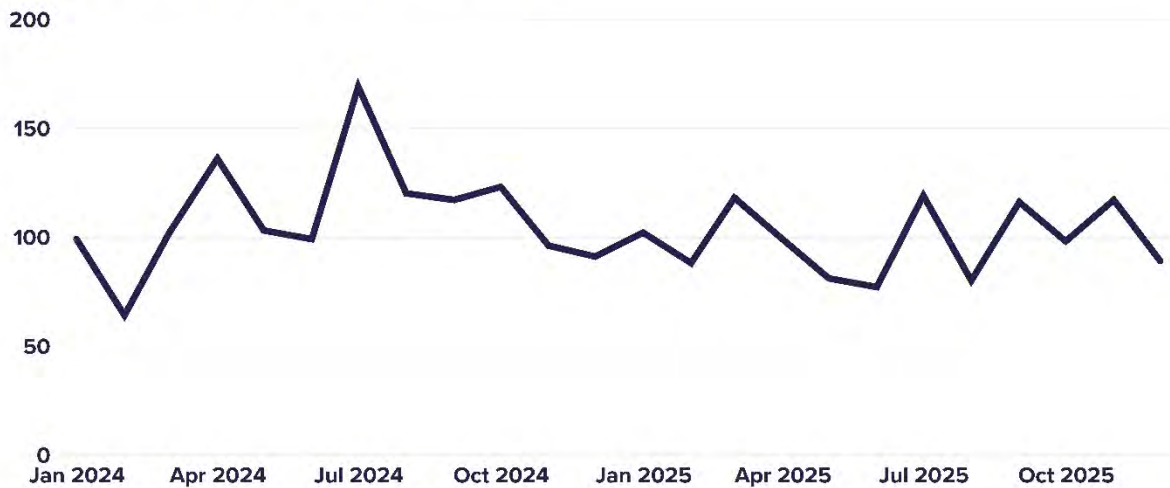
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
23	26	0.1%	21%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	1,184	1,319 ↓	-10%	Viet Nam (18%), Ukraine (14%), Uzbekistan (11%)
Pending cases (Dec '25)	627	689 ↓	-9%	Ukraine (20%), Russia (19%), Viet Nam (6%)
First instance decisions	929	1,217 ↓	-24%	Viet Nam (17%), Ukraine (10%), Russia (10%)
Refugee status	70	54 ↑	30%	Myanmar/Burma (31%), Russia (20%), Venezuela (13%)
Subsidiary protection	127	149 ↓	-15%	Ukraine (68%), Russia (9%), Yemen (6%)
Negative	732	1,014 ↓	-28%	Viet Nam (22%), Moldova (11%), Russia (9%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).

## Denmark

### National developments in 2025



Legislative and policy developments reflected the need for targeted adjustments within the asylum system. Major changes impacted the withdrawal of foreigners, residence rights in general and returns, in line with Denmark's restrictive immigration policy framework implemented over the past years.<sup>609</sup>

The Aliens Act was aligned with CJEU judgment C-19/21, extending the right to appeal before the Refugee Appels Board for unaccompanied minors in the Dublin procedure. The Danish Immigration Office prepared guidance on the appeal time limits, right to appeal and legal aid in the Dublin procedure in cooperation with the Danish Refugee Council and the Refugee Appeals Board.

Following a decision by the Refugee Appeals Board, in July 2025 the Danish Immigration Service resumed processing asylum claims submitted by Syrian nationals.<sup>610, 611</sup>

The Special Law providing temporary residence permits to evacuees from Afghanistan was repealed. As a result, all residence permits based on this law expired on 30 November 2025. Beneficiaries were informed by the immigration service about options to apply for other types of residence permits.<sup>612</sup>

Legislative amendments broadened the scope when a residence permit ends, including cases when a person gives up residence in Denmark or leaves Denmark for more than 6 months (for temporary residence permits) or 12 months (for permanent residence permits). Earlier, the residence permit was ended only when a person took up residence in their home country or in a third country considered to be safe for a return.<sup>613</sup>

The Repatriation Act was amended to extend the grounds for mandatory expulsion when a foreigner is sentenced for a criminal act. Both custodial sentences and criminal convictions are now covered, as well as suspended sentences, when the foreigner has resided less than 5 years in the country.

The Council of Europe's Committee for the Prevention of Torture visited the administrative detention centre in Ellebæk in 2024 and published its findings and recommendations in 2025. The committee was concerned that the centre remained to have a prison-like design and regime, despite it being a non-criminal detention centre. The Danish authorities committed to operational improvements, including upgrade to the facilities, better staff training and more consistent vulnerability training.<sup>614</sup>

**More input from civil society:**

- [Danish Refugee Council](#)
- [European Network on Statelessness](#)

# Denmark

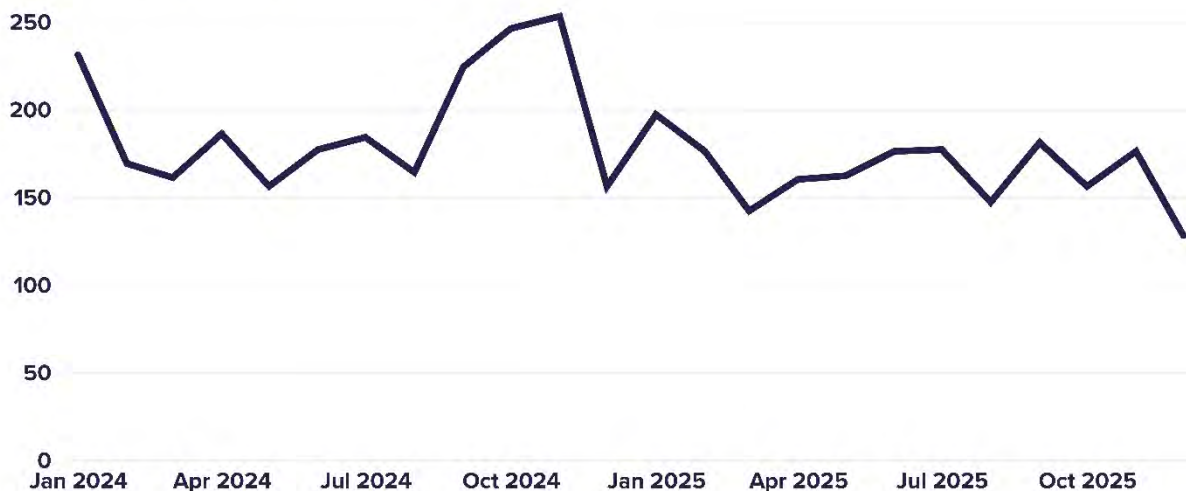
## Key indicators for 2025



Rank by number of asylum applications <b>18</b>	Rank per capita (applications per 1M inhabitants) <b>23</b>	Share of applications in EU+ <b>0.2%</b>	Recognition rate <b>37%</b>
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Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	1,978	2,307 ↓	-14%	Eritrea (13%), Afghanistan (9%), Syria (8%)
Pending cases (Dec '25)	2,190	2,155 →	2%	Ukraine (26%), Syria (18%), Eritrea (11%)
First instance decisions	878	1,110 ↓	-21%	Eritrea (22%), Russia (8%), Afghanistan (8%)
Refugee status	299	461 ↓	-35%	Eritrea (55%), Afghanistan (18%), Türkiye (9%)
Subsidiary protection	25	18 ↑	39%	Eritrea (68%), Iran (16%), Iraq (4%)
Negative	554	631 ↓	-12%	Russia (13%), Ukraine (9%), Iran (6%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).

## Estonia

### National developments in 2025



Preparatory work for the implementation of the Pact on Migration and Asylum was a primary focus in Estonia in 2025. In this context, the new draft Act on Granting International Protection to Aliens (AGIPA) was shared for consultations.<sup>615</sup> UNHCR issued specific recommendations, including strengthening safeguards for vulnerable groups.<sup>616</sup> The Estonian Human Rights Centre raised concerns about potential implications for fundamental rights, such as the absence of alternatives to detention for vulnerable applicants and the proposed extension of detention without a prior judicial authorisation.<sup>617</sup>

With regard to the national implementation plan, a 1-year project under the Technical Support Instrument started in April 2025. Under the project, the International Centre for Migration Policy Development (ICMPD) provides technical support to the Police and Border Guard Board and the Social Insurance Board, specifically on the solidarity and responsibility framework, as well as strengthening procedural safeguards for vulnerable persons.<sup>618</sup>

In the first annual Migration Management Cycle under the Pact, the European Commission identified Estonia as being at risk of migratory pressure and facing a significant migratory situation. This was due to hybrid threats linked to the weaponisation of migration, the cumulative impact of a high number of temporary protection registrations, and a substantial number of applications for international protection that resulted in a high rate of positive decisions over the past 5 years.<sup>619</sup> As a result, Estonia requested that its contribution to the Solidarity Pool be reduced and indicated that it would not participate in relocation efforts.<sup>620</sup>

New digitalisation initiatives were undertaken by the authorities. A digital case management tool was developed by the Social Insurance Board and launched within the Social Services and Benefits Data Register (STAR) system to support social workers in linking needs assessments with personalised action plans. The tool is intended to enhance coordination and reduce administrative burden.<sup>621</sup>

Building on integration measures implemented in previous years, support for Ukrainian nationals remained in place throughout 2025. The Estonian Refugee Council, UNHCR and the IOM reported continued progress in key areas of integration, including language learning, access to employment and education, alongside positive community relations.<sup>622</sup> Civil society organisations continued to implement targeted programmes: the Estonian Refugee Council launched a mental health hotline offering psychosocial support<sup>623</sup> and a language assistance programme,<sup>624</sup> while the Estonian Human Rights Centre, in cooperation with the IOM, provided employment-related legal counselling to Ukrainian nationals at risk of exploitation.<sup>625</sup>

#### More input from civil society:

- [European Network on Statelessness](#)



# Estonia

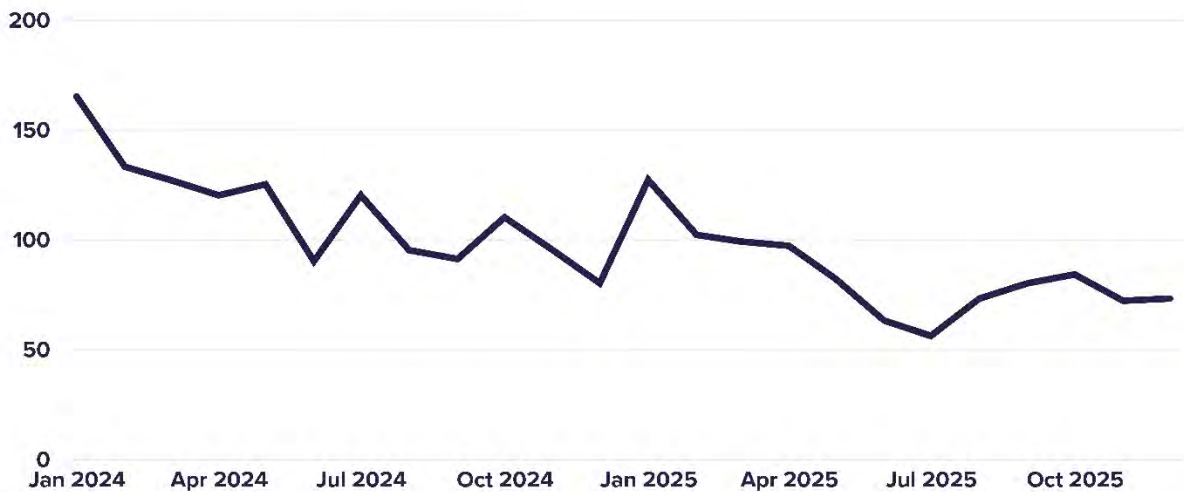
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
25	21	0.1%	93%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	1,008	1,351 ↓	-25%	Ukraine (89%), Russia (3%), Belarus (1%)
Pending cases (Dec '25)	292	148 ↑	97%	Ukraine (82%), Belarus (3%), Russia (3%)
First instance decisions	803	1,381 ↓	-42%	Ukraine (91%), Russia (4%), Belarus (1%)
Refugee status	26	34 ↓	-24%	Russia (46%), Belarus (31%), Türkiye (12%)
Subsidiary protection	719	1,294 ↓	-44%	Ukraine (100%), Myanmar/Burma (0.1%)
Negative	58	53 ↑	9%	Russia (40%), Ukraine (19%), Türkiye (7%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).



# Finland

## National developments in 2025



In 2025, national authorities prepared for the full implementation of the Pact on Migration and Asylum. To this end, the Ministry of the Interior received an additional EUR 91 million from the EU Home Affair Funds, including through the Financial Support Instrument for Border Management and Visa Policy and AMIF.<sup>626</sup> The European Commission determined Finland to be at risk of migratory pressure due to the risks of hybrid threats linked to the weaponisation of migration.<sup>627</sup>

In June 2025, the validity of the Act on Temporary Measures to Combat Instrumentalised Migration (Border Security Act) was extended until December 2026.<sup>628</sup> Originally introduced in July 2024 to address instrumentalised migration, the act provides the conditions under which a government plenary session can restrict the reception of applications for international protection in a specific border area. To date, the Border Security Act has not been applied. The land border-crossing points between Finland and Russia have been closed since 15 December 2023 by the virtue of a series of government decisions. In April 2025, the government reaffirmed that the closure will remain in force until further notice. Applications for international protection can be submitted at other border-crossing points that are still open for air and maritime traffic.<sup>629</sup>

The [Aliens Act](#) was amended through a series of legislative changes aimed at improving efficiency, accelerating procedures and introducing more restrictive provisions in relation to certain rights. To reduce interview times, the interview report does not need to be reviewed with the applicant during the interview anymore. Instead, the report is given to the applicant at the end of the interview, and they can submit their remarks in writing during a 2-week-period after the interview. Beneficiaries travelling with a travel document issued by Finland have the validity of said document restricted by excluding the country against which the protection status was granted. In addition, applicants who have submitted a subsequent application on grounds they themselves have caused may be granted subsidiary protection but not refugee status.<sup>630</sup>

The amendments also involved the return of persons with no right to stay in the country. A negative decision on an asylum claim means that residence becomes illegal and a return decision is issued without the possibility of extending the stay by submitting a new residence application.<sup>631</sup> The obligation to cooperate after receiving a return decision means, among other things, that the person must voluntarily leave Finland within the indicated time limit.<sup>632</sup> Certain return decisions issued in asylum cases may be enforced more rapidly than previously.<sup>633</sup> Other amendments specified timelines and the maximum duration of detention in different situations, the conditions in which different profiles of third-country nationals may be detained and the circumstances under which an entry ban may be imposed.<sup>634</sup>

Due to a decrease in the number of applications in 2025, reception capacity was decreased.<sup>635</sup> To facilitate the transition to other accommodation, the Finnish Immigration Service published instructions for clients on the closure of reception centres.<sup>636</sup> In December 2025, the validity of the law reducing reception allowance and spending allowance was extended. The new Reception Act is scheduled to enter into force by 12 June 2026.<sup>637</sup>

With regard to the content of protection, amendments to the Aliens Act clarified a number of conditions for family reunification, such as the minimum age of a spouse who can receive a residence permit; clarifying sufficient resources for a minor's family member; defining the point in time a child is considered to be a minor; and stipulating the period of residence in Finland before being able to apply for family reunification.<sup>638</sup> New grounds to withdraw the residence permit were introduced, especially in cases of serious criminal activity and threat to national security.<sup>639</sup> With the objective of successful integration, as of January 2026 the conditions to obtain a permanent residence permit have been tightened. For example, the period of continuous residence was extended from 4 to 6 years, the person must be proficient in either Finnish or Swedish, and have 2 years of work experience in Finland. Exceptions can be made if the applicant scores high on other indicators, such as having a Master's or post-graduate degree.<sup>640</sup> With the objective of successful integration, the requirements to acquire Finnish citizenship were tightened. For example, amendments were made to the provisions on establishing identity, the integrity requirement and the requirement for sufficient financial resources. The amendments entered into force at the end of 2025.<sup>641</sup>

### More input from civil society:

- [Finnish Refugee Advice Centre | Pakolaisneuvonta](#)
- [Save the Children](#)

# Finland

## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
17	20	0.3%	49%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	2,549	2,948	↓ -14%	Afghanistan (14%), Iraq (10%), Somalia (10%)
Pending cases (Dec '25)	1,779	4,228	↓ -58%	Syria (9%), Somalia (8%), Iraq (7%)
First instance decisions	3,812	2,172	↑ 76%	Somalia (18%), Russia (16%), Afghanistan (11%)
Refugee status	1,700	1,122	↑ 52%	Somalia (23%), Afghanistan (19%), Russia (9%)
Subsidiary protection	159	88	↑ 81%	Yemen (50%), Somalia (22%), Colombia (6%)
Negative	1,953	962	↑ 103%	Russia (23%), Somalia (12%), Iraq (9%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).

# France

## National developments in 2025



Discussions on the practical implementation of the Pact and the accompanying legislative amendments continued in 2025, with no law proposal passed yet. Authorities conducted three rounds of consultations with civil society and international organisations (such as UNHCR and UNICEF) for recommendations on the arrangements. The European Commission determined France to be at risk of migratory pressure due to a high number of secondary movements by applicants and increasing illegal exits towards the UK.<sup>642</sup>

OFPPA delivered the highest number of asylum decisions in 2025 since its establishment, substantially clearing its backlog.<sup>643</sup> Digitalisation initiatives continued in various areas to improve efficiency in the asylum procedure and deliver high-quality decisions. AMIF projects continued to pilot the use of AI tools, for example for document searches and to modernise OFPPA's digital tools.<sup>644</sup> The pilot is not used to test the drafting of decisions.

OFPPA opened a new office in Cayenne to strengthen its presence in the overseas territories and adapt to new trends in international protection.<sup>645</sup> The operationalisation of the France Asile territorial hubs – adopted under the Law for Controlling Immigration and Improving Integration in 2024<sup>646</sup> – begun, with a pilot site opening in the Val-d'Oise department in May 2025.<sup>647</sup>

The Constitutional Council ruled that Article L.523-1 of the Code of Entry and Residence of Foreigners and of the Right to Asylum (CESEDA), adopted under the Law for Controlling Immigration and Improving Integration, violates the Constitution as it allowed the detention of asylum applicants even in the absence of a pending removal procedure, when house arrest is insufficient and when the applicant: i) represents a threat to public order; or ii) submits an asylum application to an authority not responsible for receiving such applications and there is a risk of absconding. The council considered that the provisions lacked sufficient justification and procedural guarantees.<sup>648</sup> The council was not seized of the provisions of Article L.523-1 allowing the house arrest of such asylum applicants. As regards the decree implementing the Law for Controlling Immigration and Improving Integration, the High Administrative Court annulled the provisions for the application of detention under Article 523-1 of CESEDA. In addition the High Administrative Court found the provisions contrary to EU law which allow the house arrest of an applicant who submits an asylum application to an authority that is not responsible for receiving such applications and when there is a risk of absconding.<sup>649</sup>

In addition, the Constitutional Council ruled that parts of the Law Aimed at Facilitating the Continued Detention of Persons Convicted of a Particularly Serious Offense and Presenting a High Risk of Recidivism were unconstitutional. This concerned provisions on the detention of criminally-convicted foreigners (and unrelated to asylum applicants). This time, the council upheld the provisions which reintroduce the possibility to detain an asylum applicant, even in the absence of a pending removal procedure, when house arrest is insufficient and the applicant: i) represents a serious and existing threat to public order; or ii) for the purpose of determining the grounds on which the asylum application is made, when the application is not submitted to the competent authority and there is a proven risk of absconding. The council took into account the redrafting of Article L. 523-1 of CESEDA and confirmed that it now includes additional procedural guarantees.<sup>650</sup> The decree for the application of the Law Aimed at Facilitating the Continued Detention of Persons Convicted of a Particularly Serious Offense and Presenting a High Risk of Recidivism was adopted on 26 December 2025.<sup>651</sup>

Changes were proposed to provisions on information, legal assistance and interpretation, and transferring the responsibility of these tasks in detention centres and waiting areas at the border to OFII.<sup>652</sup> Legislative amendments now allow authorities to electronically send the asylum seekers' guide to applicants, and a paper copy is only provided in exceptional circumstances.<sup>653</sup> Following measures to streamline appeals procedures, which led to the opening of five territorial chambers in 2024, two additional chambers were established for the CNDA in Nantes and Marseille in 2025, leading to a total of 7 territorial chambers in action at the end of 2025.<sup>654</sup> Family reference forms for beneficiaries of international protection were gradually phased out, as the civil status and family situation of a person are available to OFPPA at an earlier stage of the asylum procedure.<sup>655</sup>

Preparatory work and consultations kicked off the merging of emergency accommodation into regular reception places in the national reception system. At the same time, almost 6,000 places were closed as a result of cost-saving plan.

The annual circular on integration defined priorities for the year: language learning, social orientation, employment, implementation of the AGIR programme and the expansion of territorial reception and integration contracts (CTAIs).<sup>656</sup> A new circular, co-signed by the Ministry of the Interior and the Ministry of Labour, was published on strengthening the professional integration of legally-residing foreign nationals, in particular into occupations with shortages.<sup>657</sup> The AGIR programme<sup>658</sup> was fully deployed in mainland France in July 2025 to offer individualised support to beneficiaries of international protection for their integration. Authorities confirmed that the target to support 25,000 beneficiaries was nearly reached. By December 2025, among beneficiaries who were supported for at least 6 months, 37% were both employed and with housing, while 43% were employed and 65% secured housing. The Opening Schools to Parents for Children's Success (OEPRE) programme was revised, aiming to become a comprehensive social, language and professional integration tool.<sup>659</sup>

France committed to resettle 3,000 refugees from nine countries (Cameroon, Chad, Côte d'Ivoire, Egypt, Ethiopia, Jordan, Lebanon, Rwanda and Türkiye) in 2025. This pledge included 500 Afghan women and their descendants from Türkiye as part of the "Avec Elles" initiative, launched in 2023.<sup>660</sup> A first selection mission took place in Côte d'Ivoire, with 64 refugees selected. In addition, France committed to assess the resettlement of around 150 refugees through its unallocated quota. New protocols were signed on the implementation of humanitarian corridors for Syrians and Iraqis from Lebanon, eight new refugee students arrived through the "Univ'R" education pathway, and the labour pathways initiative "DT4E 2.0" for refugees continued to be explored.

### More input from civil society:

- [European Network on Statelessness](#)
- [Forum réfugiés](#)
- [Safe Passage International France](#)



# France

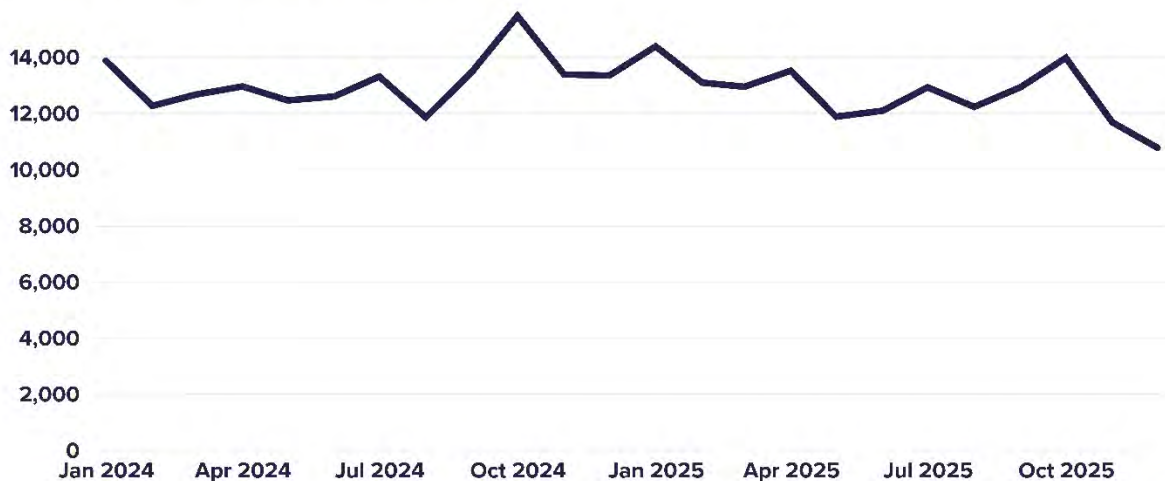
## Key indicators for 2025



Rank by number of asylum applications <b>2</b>	Rank per capita (applications per 1M inhabitants) <b>11</b>	Share of applications in EU+ <b>18.5%</b>	Recognition rate <b>40%</b>
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Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	152,291	157,552	→ -3%	Afghanistan (10%), Haiti (9%), Congo (DR) (9%)
Pending cases (Dec '25)	55,252	66,196	↓ -17%	Congo (DR) (11%), Haiti (9%), Afghanistan (7%)
First instance decisions	151,041	137,789	↑ 10%	Ukraine (10%), Afghanistan (9%), Guinea (8%)
Refugee status	30,446	29,879	→ 2%	Afghanistan (29%), Guinea (11%), China (7%)
Subsidiary protection	30,019	22,153	↑ 36%	Ukraine (43%), Haiti (31%), Sudan (5%)
Negative	90,576	85,757	↑ 6%	Congo (DR) (10%), Guinea (9%), Côte d'Ivoire (7%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).



# Germany

## National developments in 2025



National authorities focused on two key areas in 2025: continuing with the implementation of the Pact instruments, while reducing the backlog of pending cases. Based on the findings of the EAAMR, the European Commission determined that the country was at risk of migratory pressure due to: the high number of secondary movements of beneficiaries of international protection applying for asylum in Germany, the highest number of temporary protection beneficiaries and the high number of applications for international protection in the past 10 years.<sup>661</sup> Germany's reception and integration capacities also continued to be strained by the persistently high number of Ukrainian refugees. Of the approximately 4.5 million people under temporary protection in the EU, Germany hosts the largest share, with about 1.3 million people.

The federal government presented two draft laws to enact the ten regulations and a directive under the Pact into German law. While the regulations are directly applicable, some of the major changes for the national context included: reforming the airport procedure into an asylum border procedure, establishing a return border procedure, establishing screening of individuals entering the EU irregularly, creating the possibility for the federal government to designate by ordinance safe countries of origin and safe third countries and introducing the solidarity mechanism for EU Member States under pressure. Related to the reception of applicants for international protection, the draft laws foresee earlier access to the labour market for applicants, in some cases after 3 months, expand the circumstances when the obligation to reside at a certain place and regularly report can be imposed, and allow material reception conditions to be limited or withdrawn in more cases. Applicants may also receive material reception conditions only if they reside in the reception centre that was allocated to them.<sup>662</sup> The laws were adopted by the German Bundestag in February 2026 and approved by the Bundesrat in March 2026.

The number of applications (first-time and repeated applications combined) significantly decreased in the country. However, following the CJEU's decision in October 2024 that gender and nationality were sufficient for Afghan women to be at risk of acts of persecution, the number of repeated applications temporarily surged in 2025, but decreased continuously afterwards. BAMF prioritised reducing the backlog of cases which had been pending for a longer time. While the authority was successful in reducing its backlog, its overall processing time for cases significantly increased due to a statistical effect: BAMF focused on reducing the backlog of pending cases with long processing times. This means that, particularly in 2025, cases were processed that did not originate from new intake; this is also evident from the decreased share of new cases among the cases decided in 2025 compared to 2024.<sup>663</sup> As in many other EU+ countries, the recognition rate decreased as a result of postponing decisions for Syrian applicants. Decisions for Syrian applicants were primarily made without assessing the situation in Syria, thus only formal decisions (such as Dublin transfers) were communicated, but decisions were not taken on granting protection until September 2025.<sup>664</sup> The organisation of voluntary returns through the federal-state REAG/GARP programme resumed in January 2025.<sup>665</sup>

After similar developments in recent years for example in Belgium and the Netherlands, pilot projects were launched in Hamburg-Rahlstedt and Eisenhüttenstadt to establish specific centres for applicants in the Dublin procedure who are to be transferred to Poland. The draft laws proposed by the federal government foresee the establishment of specific centres for applicants who already have international protection in another Member State, as well as for Dublin cases, similar to the Dublin centres.

Secondary movements continued to be a concern for national authorities, with many beneficiaries of international protection applying in Germany. The Federal Administrative Court delivered several judgments assessing these applications and noted that, when an applicant cannot be returned to the Member State which granted protection due to a serious risk of inhuman or degrading treatment, the authorities must carry out a new, full and up-to-date examination of the case, taking full account of the previous decision by the first Member state (in line with the CJEU judgment in *OY*).<sup>666</sup> The court also confirmed that applications lodged by single, employable, non-vulnerable people who have received international protection in Greece may be rejected as inadmissible,<sup>667</sup> and when assessing the living conditions in individual cases, the authorities may regard undeclared work as a reasonable and acceptable means for securing a livelihood, provided that this does not put the person in a serious risk of criminal prosecution.<sup>668</sup>

Family reunifications for beneficiaries of subsidiary protection were suspended on 24 July 2025 for a period of 2 years to address concerns highlighted by federal states and municipalities on the difficulty to find suitable accommodation and avoid homelessness for an increasing number of cases, which occurred when a single person is granted international protection but subsequently requested to be reunited with their family members.<sup>669</sup> Currently new applications are not accepted, while requests already submitted are suspended. The clauses on exceptional situations under the Residence Act remain in place, thus requests may be processed in very exceptional circumstances when invoking urgent humanitarian grounds.<sup>670</sup>

Resettlement and humanitarian admission were suspended in 2025,<sup>671</sup> but for example the Higher Administrative Court of Berlin-Brandenburg ordered the admission of an appellant and her family, noting that although she had not physically received the admission notice she could derive a right to entry by an implied admission notice.<sup>672</sup>

### More input from civil society:

- [European Council on Refugees and Exiles](#)
- [European Network on Statelessness](#)
- [Federal Coordination Circle against Human Trafficking | Bundesweiter Koordinierungskreis gegen Menschenhandel](#)
- [LSVD+ - Federation Queer Diversity | LSVD+ – Verband Queere Vielfalt \(LSVD+\)](#)
- [Refugee Council Lower Saxony | Flüchtlingsrat Niedersachsen](#)



# Germany

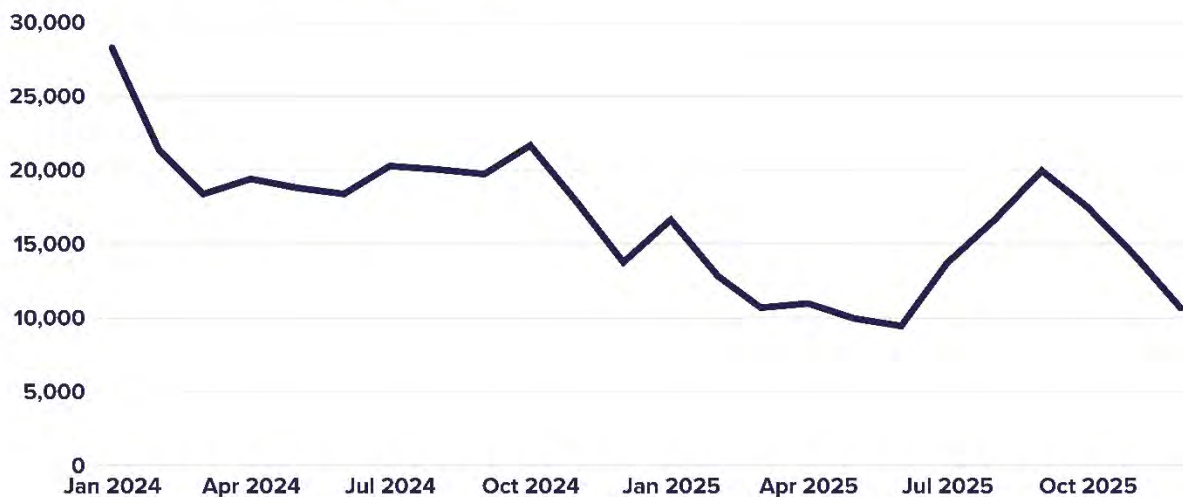
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
1	9	19.8%	27%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	162,664	237,314	↓ -31%	Afghanistan (39%), Syria (14%), Türkiye (9%)
Pending cases (Dec '25)	101,606	212,656	↓ -52%	Syria (48%), Afghanistan (21%), Türkiye (6%)
First instance decisions	273,983	251,043	↑ 9%	Afghanistan (31%), Türkiye (19%), Syria (7%)
Refugee status	70,091	37,730	↑ 86%	Afghanistan (75%), Türkiye (6%), Somalia (4%)
Subsidiary protection	5,123	75,026	↓ -93%	Sudan (15%), Eritrea (15%), Somalia (9%)
Negative	198,769	138,287	↑ 44%	Türkiye (23%), Afghanistan (16%), Syria (9%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).



## Greece

### National developments in 2025



Work continued in 2025 to prepare for the implementation of the Pact, while the asylum and reception systems faced persisting pressure. Despite a moderate decrease in the number of applications for international protection, Greece had the highest number of applications per capita in the EU and qualified as a country under migratory pressure in the European Commission's first EAAMR.<sup>673</sup> Throughout the year, the Ministry of Immigration and Asylum emphasised that key priorities were to prevent irregular migration, effectively protect European borders and intensify returns.<sup>674</sup>

On 9 July 2025, the Minister of Migration and Asylum announced the [suspension of the submission and examination of asylum applications](#) for arrivals from the North African route and their deportation without registration, as a result of a high number of arrivals in Crete. A wide majority in the [Greek Parliament](#) approved this proposal, and a legal provision to this effect entered into force for 3 months. The UNHCR expressed [serious concern](#) over the legislative amendment, while the Council of Europe's Commissioner for Human Rights [urged](#) the Parliament to refrain from suspending the registration of asylum applications. Similarly, the amendment spurred reactions from the Greek Ombudsman and a number of civil society organisations.<sup>675</sup> Later in July, the ministry issued a circular that certain categories of vulnerable persons were exempted from the suspension and subsequently transferred by the Hellenic Police to the closest RIC for identification. In September 2025, a supplementary circular was issued to exempt applicants from Eritrea and Sudan from the suspension. The question of effective access to the territory and the asylum procedure remained a topic of interest -and scrutiny- among various stakeholders, including the Greek Ombudsman and the ECtHR, which issued a number of related judgments.<sup>676</sup>

In September 2025, the Parliament approved a new bill (Law No 5226/2025) addressing irregular migration, preventing the abuse of the asylum system and facilitating the return of third-country nationals.<sup>677</sup> Incorporating provisions of the proposed EU regulation on returns, the new bill expanded the concept of country of return; provided stricter definitions for the risk of absconding; reduced timelines for voluntary departures; introduced a stricter framework for prohibition of entry into the country; extended the duration of entry bans; criminalised illegal residence in the country after the end of the administrative procedure; and introduced a stricter framework for asylum detention. Following its publication, UNHCR and a number of civil society organisations reacted to the restrictive changes introduced by the law.<sup>678</sup> As part of this series of reforms, in February 2026 a new law was approved on the promotion of legal migration policies, which also touches upon the role of NGOs in a number of asylum-related areas.<sup>679</sup> UNHCR expressed concerns about several provisions that may hinder the work of civil society organisations in providing assistance to applicants and beneficiaries of international protection.<sup>680</sup>

On average, reception facilities had moderate occupancy in 2025, with some reaching high occupancy rates at different times during the year. The increased influx in Crete placed significant pressure on reception and registration capacities, particularly in RIC Malakasa, Diavata and Fylakio. Three reception facilities were set to close in 2025,<sup>681</sup> while initiatives were introduced to reduce expenses and limit benefits in reception.<sup>682</sup> Reception conditions remained under scrutiny throughout the year, with civil society organisations expressing concerns about the quality of reception.<sup>683</sup> In addition, limitations and disruptions in interpretation services persisted, both on the islands and the mainland,<sup>684</sup> resulting in delays in the asylum and reception procedures. Through its operations, the EUAA helped Greek authorities maintain sufficient, quality interpretation.

A number of initiatives focused on increasing protection or optimising processes related to children and other vulnerable applicants.<sup>685</sup> A new Child Protection Policy was developed by RIS to safeguard the rights of minors residing in RIS facilities. The policy includes prevention strategies, protocols for the identification and management of incidents, and a programme for specialised training for staff, with the goal of the best interests of the child.<sup>686</sup> Since January 2025, the Reception and Identification Service (RIS) can undertake the full registration of unaccompanied minors in the RICs of Malakasa and Diavata, without having to refer them for this purpose to the competent asylum offices. Nevertheless, the continued increase in the arrival of unaccompanied minors, the limited capacity of guardians and delays in their assignment by the Public Prosecutor's offices caused delays in processing their cases. As of September 2025, the identification of vulnerabilities was enhanced through the Hippocrates programme throughout the stay in a mainland RIS facility. Nonetheless, gaps in staffing may hinder thorough screening, and thus the provision of special procedural guarantees.

#### More input from civil society:

- [Border Violence Monitoring Network](#)
- [Equal Legal Aid](#)
- [European Network on Statelessness](#)
- [Mobile Info Team](#)
- [Network for Children's Rights | Δίκτυο για τα Δικαιώματα του Παιδιού](#)
- [Save the Children](#)

# Greece

## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
5	2	7.5%	58%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	61,631	73,684 ↓	-16%	Afghanistan (25%), Egypt (15%), Sudan (13%)
Pending cases (Dec '25)	28,317	26,623 ↑	6%	Sudan (22%), Egypt (17%), Afghanistan (9%)
First instance decisions	45,933	55,392 ↓	-17%	Afghanistan (35%), Egypt (14%), Syria (9%)
Refugee status	24,362	39,303 ↓	-38%	Afghanistan (64%), Sudan (8%), Syria (7%)
Subsidiary protection	2,385	296 ↑	706%	Syria (72%), Sudan (13%), Yemen (5%)
Negative	19,186	15,793 ↑	21%	Egypt (34%), Bangladesh (11%), Pakistan (6%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).

## Hungary

### National developments in 2025



In December 2025, the government reiterated its stance to not implement the Pact on Migration and Asylum.<sup>687</sup> Thus, it did not submit a national implementation plan, national migration and asylum strategy, proposals for the use of relevant EU financial support or the national contingency plan on reception and asylum to the European Commission.<sup>688</sup>

The ‘embassy procedure’<sup>689</sup> remained in place throughout 2025, despite CJEU judgments from 2023 and 2024 confirming that this practice limited access to the asylum procedure.<sup>690</sup> For the first time, the ECtHR analysed and condemned this procedure.<sup>691</sup> The legal basis of the procedure was changed from a government decree<sup>692</sup> to a law,<sup>693</sup> and persons under a measure restricting their personal liberty, as well as unaccompanied children residing in Hungary, were added to the categories which are exempt from this procedure as of 1 January 2025. While the overall number of applications remained very low, more foreigners applied for international protection in 2025 due to this new exemption category.

The ECtHR continued to deliver judgments condemning Hungary for arbitrary detention of vulnerable applicants in the transit zones that operated between 2015-2020, such as an Iraqi family with a child with a disability<sup>694</sup> and severely traumatised Afghan siblings.<sup>695</sup>

The CJEU ruled on the rectification of inaccurate personal data relating to gender identity based on the case of an Iranian national who was recognised as a refugee in Hungary due to her transgender identity but was still registered in the asylum registry with the gender assigned at birth.<sup>696</sup>

Hungary continued to host a large group of beneficiaries of temporary protection from Ukraine. A legislative change in August 2024 declared that accommodation support may only be granted to displaced persons with residency in zones directly impacted by the war at the time of the entry to Hungary. The definition of these zones remained unchanged throughout 2025. Almost 100 people won at the first instance court after their request based on fairness consideration was rejected without reasoning, and the Curia of Hungary also declared that the government commissioner must take a formal decision after individually investigating the social situation of the persons making the request, including reasoning, justification and legal references for the decision.<sup>697</sup> UNHCR assessed the situation of Ukrainian refugee children enrolled in the Hungarian educational system and concluded that support was largely inconsistent and dependent on the individual capacities of the schools and teachers.<sup>698</sup> The organisation published a guide for Hungarian employers, making a case for employing refugees and people with temporary protection.<sup>699</sup>

#### More input from civil society:

- [European Council on Refugees and Exiles](#)
- [European Network on Statelessness](#)

# Hungary

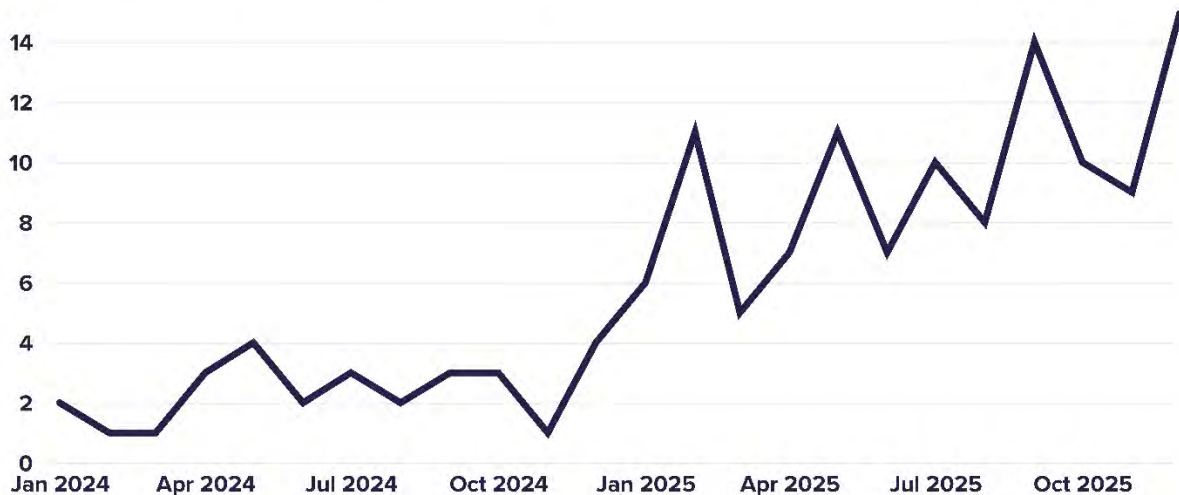
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
29	29	0.0%	65%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	113	29 ↑	290%	Syria (14%), Unknown (12%), Iran (10%)
Pending cases (Dec '25)	50	16 ↑	213%	Iran (16%), Syria (10%), Russia (10%)
First instance decisions	52	24 ↑	117%	Unknown (21%), Russia (10%), Nigeria (10%)
Refugee status	15	8 ↑	88%	Russia (27%), Unknown (20%), Myanmar/Burma (13%)
Subsidiary protection	19	6 ↑	217%	Unknown (42%), Syria (16%), Uganda (11%)
Negative	18	10 ↑	80%	Nigeria (22%), Cuba (11%), Burundi (11%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).

## Iceland

### National developments in 2025



Two legislative proposals were discussed in the Icelandic parliament to align national legislation with elements of the Pact on Migration and Asylum. One proposal aims to align with the Qualification Regulation and introduces new grounds for the withdrawal of international protection when the person is considered a threat to state security or convicted a serious crime. In addition, the bill proposes to repeal humanitarian residence permits and replace them with a new permit based on tolerated stay.<sup>700</sup> The other proposal transposes elements from the Screening Regulation. While background checks, health and vulnerability assessments were already established for applicants for international protection, they are proposed to be extended to persons entering or staying irregularly in the country. The bill also establishes the legal basis for administrative detention centres for rejected applicants waiting to be returned.<sup>701</sup>

Internal discussions continued within the Directorate of Immigration to assess other areas that could be better aligned with the application of the Pact.

Contrary to the majority of EU+ countries, Iceland did not face a significant backlog in its asylum system. In terms of policy, the processing of applications by Syrian nationals was suspended until November 2025.

While Ukrainians remained the largest group among applicants, the profile of residents in reception shifted from families to single men and displaced persons from Ukraine. Applicants stayed for a shorter period in reception, on average around 4 weeks instead of 8 weeks, as applicants from Ukraine tend to obtain protection faster. The reception service was descaling its operations and closed several places.



## Iceland

### Key indicators for 2025



Iceland and Liechtenstein do not currently take part in the EUAA's (EPS) data exchange, and thus these indicators are not available for the report.



## Ireland

### National developments in 2025

Amid a remarkable decrease in the number of applications for international protection, Ireland was still listed among the countries at risk of migratory pressure in the first Annual Migration Management Cycle launched by the European Commission.<sup>702</sup> Throughout 2025, authorities focused on preparations for the implementation of the Pact on Migration and Asylum. To this end, in April 2025 the Minister of Justice secured Cabinet approval to proceed with a new bill to reform legislation and procedural modalities, as outlined in the [national implementation plan](#).<sup>703</sup> The bill provides for the establishment of the Chief Inspector of Asylum Border Procedures, which is an independent monitoring mechanism to ensure that there is full compliance with EU and international laws during screening and the application of the border procedure, and to investigate any allegations of breaches. In addition, the bill establishes a new second instance body (Tribunal for Asylum and Returns Appeals, TARA), which can make decisions to grant or refuse refugee status or subsidiary protection and to affirm, overturn or vary return decisions.<sup>704</sup>

Caution was expressed about some provisions of the bill, including the independence of the role of the Chief Inspector of Border Procedures which can be appointed, funded and removed by the ministry, and the limited powers conferred on the Chief Inspectorate;<sup>705</sup> the shortened timelines for different procedures;<sup>706</sup> restricted access to legal advice and representation;<sup>707</sup> lack of clarity on age assessment procedures;<sup>708</sup> reducing the possibility for an oral hearing at second instance; non-suspensive appeals for persons whose applications are implicitly withdrawn;<sup>709</sup> need for a thorough vulnerability assessment;<sup>710</sup> the need for a child-centred approach to definitions, age assessments and support services;<sup>711</sup> and the state's overall ability to deliver the services required under the new system by June 2026.<sup>712</sup>

In July 2025, Ireland published its National Asylum and Migration Management Strategy, outlining measures to manage asylum and migration, enhance returns, combat trafficking and smuggling, expand state-owned accommodation, support migrant integration, uphold fundamental rights, streamline procedures, and coordinate cross-government planning to meet current and future migration needs.<sup>713</sup>

In October 2025, the International Protection Office (IPO) announced two new locations for processing applications: families applying together and nationals of specific countries are directed to Citywest Hotel and Convention Centre, while all other applicants, including unaccompanied minors, are directed to Timberlay House.<sup>714</sup> The IPO also launched the International Protection Applicant Portal, which allows registered applicants to check the status of their application, download their application form and upload documents and submissions supporting their claim.<sup>715</sup> An order issued by the Minister of Justice in March 2025 designated the United Kingdom of Great Britain and Northern Ireland as a safe country.<sup>716</sup>

Changes also occurred in the area of reception. Due to the decreasing need to accommodate displaced persons from Ukraine, some centres were closed.<sup>717</sup> In June 2025, the Citywest Centre, previously leased as part of the COVID-19 response and as an accommodation centre for displaced persons from Ukraine, was purchased to accommodate applicants with a capacity of 2,300.<sup>718</sup> In March 2025, the Health Information and Quality Authority (HIQA) published an annual overview of its monitoring of the International Protection Accommodation Service (IPAS) centres. HIQA reported that resident experiences were overall positive and many providers delivered safe, good-quality services. Nonetheless, it identified shortcomings in governance, risk management, safeguarding and staff vetting, with overcrowding and insufficient resourcing affecting standards and leaving many recognised refugees living in centres due to a lack of housing alternatives.<sup>719</sup> Examining a case of two applicants who were left without adequate accommodation or support for a number of weeks, the CJEU ruled that a Member State may not plead an unforeseeable and unavoidable influx of applicants for international protection in order to evade its obligation under EU law to cover basic needs for asylum seekers.<sup>720</sup>

To expand support for children, young people and families in reception, in September 2025 the Department of Justice, Home Affairs and Migration allocated EUR 1.75 million. The funds will be delivered locally through Children and Young People's Services Committees (CYPSC) and will support projects focused on integration, health and wellbeing, parental support, emergency accommodation, and pathways to independence.<sup>721</sup>

#### More input from civil society:

- [European Council on Refugees and Exiles](#)
- [European Network on Statelessness](#)
- [Irish Refugee Council](#)

# Ireland

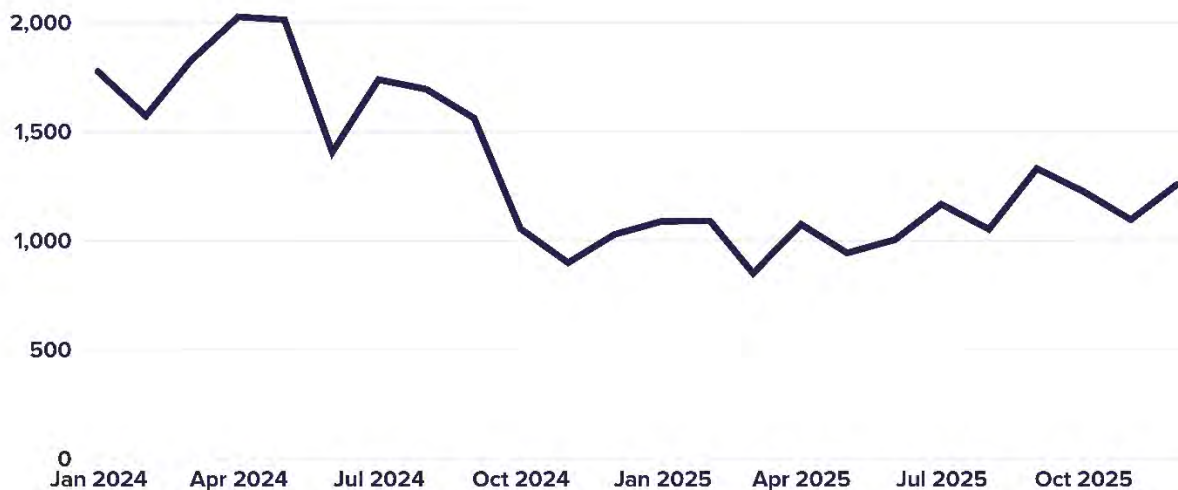
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
11	5	1.6%	17%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	13,155	18,563 ↓	-29%	Somalia (15%), Nigeria (15%), Pakistan (13%)
Pending cases (Dec '25)	15,314	22,548 ↓	-32%	Nigeria (15%), Pakistan (14%), Somalia (12%)
First instance decisions	19,035	13,113 ↑	45%	Nigeria (23%), Jordan (9%), Pakistan (7%)
Refugee status	2,926	3,259 ↓	-10%	Somalia (23%), Afghanistan (11%), Palestine (10%)
Subsidiary protection	377	288 ↑	31%	Ukraine (27%), Somalia (20%), Sudan (11%)
Negative	15,732	9,566 ↑	64%	Nigeria (26%), Jordan (10%), Algeria (8%)

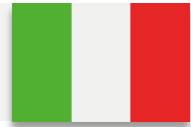
Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).

# Italy

## National developments in 2025



Preparations for the implementation of the Pact were ongoing, and the new screening process was already piloted at the Lampedusa hotspot by Italian authorities, with the EUAA, Frontex and Europol, to test the practical application of the Screening Toolbox.<sup>722</sup> In September 2025, Italy piloted the implementation of accelerated border procedures in two different locations in Sicily. Italy was identified as under migratory pressure in the European Commission's first Annual Migration Management Cycle due to a disproportionate number of arrivals, mainly following search and rescue operations at sea.<sup>723</sup>

The number of unaccompanied minors also rose, and their protection remained a priority. The Ministry of the Interior and the EUAA published a new handbook for stakeholders involved in the care and reception of unaccompanied minors,<sup>724</sup> and the Swiss State Secretariat for Migration supported a new project to strengthen the reception and protection of minors.<sup>725</sup> The procedure to convert the residence permit of a minor upon reaching adulthood was digitalised.<sup>726</sup>

Two main legislative changes on migration took place in 2025: Decree Law No 146/2025 (converted into Law No 179/2025) introduced measures on legal migration and migration management,<sup>727</sup> while Decree Law No 37/2025 (converted into Law No 75/2025) expanded the categories of people who can be transferred to detention facilities in Albania to include irregular migrants subject to an expulsion order.<sup>728</sup> The implementation of the Italy-Albania Protocol continued to meet difficulties and was monitored by UNHCR and the Asylum and Immigration Board (*Tavolo Asilo e Immigrazione*, TAI), a representative body of several sector-specific NGOs, which identified critical issues.<sup>729</sup> As in 2024, several tribunals did not validate detention orders for applicants transferred to Albania.<sup>730</sup> Transfers were effectively halted following the CJEU's long-awaited judgment in *Alace and Canpelli*<sup>731</sup> on the safe country concept, in which the court established the rules to be followed for the application of the concept in accordance with EU law regarding judicial review and sources of information used for the designation of a country as safe. The Supreme Court of Cassation and the Rome Court of Appeal referred questions to the CJEU on the compatibility of the protocol with EU law.<sup>732</sup>

Challenges related to access to the asylum procedure persisted, especially in the northern regions, as alleged by civil society organisations.<sup>733</sup> In response, a new booking system to submit applications was introduced at Turin Police Headquarters,<sup>734</sup> and, more broadly, 108 case officers were deployed nationwide to support faster processing of asylum applications.<sup>735</sup>

Detention in CPRs was at the centre of public debate. The government has drawn up a plan for their implementation, with civil society organisations raising concerns over fundamental rights.<sup>736</sup> Some courts frequently declined to validate detention orders, including due to the absence of adequate medical assessments.<sup>737</sup> The Constitutional Court, while declaring the question of constitutional legitimacy inadmissible, noted the absence of a primary provision governing CPR detention,<sup>738</sup> whereas the Council of State partially annulled the draft specifications for the 2024 CPRs, requiring stronger measures to protect the health of detainees.<sup>739</sup> The Ministry of the Interior amended the specification following the council's decision.

Italy remained active in humanitarian admissions, with over 300 refugees arriving from Libya through humanitarian corridors<sup>740</sup> and a memorandum of understanding establishing a new legal pathway for the employment of qualified refugees from Colombia, Egypt, Uganda and Jordan.<sup>741</sup> Memoranda were also signed with Bangladesh and Pakistan to promote regular migration.<sup>742</sup>

New inclusion initiatives included a memorandum of understanding to promote local cooperation between prefectures and church entities on reception and integration measures,<sup>743</sup> the opening of UNHCR's seventh multi-service centre,<sup>744</sup> and the establishment of southern Italy's first reception centre dedicated exclusively to LGBTIQ migrants.<sup>745</sup>

### More input from civil society:

- [Arca di Noè Società Cooperativa Sociale](#)
- [Association for Juridical Studies on Immigration | Association for Juridical Studies on Immigration | Associazione per gli Studi Giuridici sull'Immigrazione](#)
- [European Network on Statelessness](#)
- [Save the Children](#)
- [Unione Nazionale Italiana per i Rifugiati ed Esuli](#)



# Italy

## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
4	6	16.2%	15%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	133,520	158,867	↓ -16%	Bangladesh (21%), Peru (12%), Egypt (9%)
Pending cases (Dec '25)	257,482	227,127	↑ 13%	Bangladesh (15%), Peru (12%), Pakistan (10%)
First instance decisions	115,899	85,203	↑ 36%	Bangladesh (29%), Egypt (10%), Pakistan (10%)
Refugee status	6,022	6,040	⇒ -0%	Nigeria (11%), Afghanistan (9%), Côte d'Ivoire (8%)
Subsidiary protection	11,431	10,372	↑ 10%	Burkina Faso (35%), Mali (22%), Pakistan (9%)
Negative	98,446	68,791	↑ 43%	Bangladesh (34%), Egypt (12%), Pakistan (10%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).



## Latvia

### National developments in 2025



Throughout 2025, Latvia worked on a new draft of the Asylum Law to include provisions of the Pact on Migration and Asylum. In November 2025, the Ministry of the Interior began consultations with other ministries involved in the national implementation plan, concluding that significant changes to asylum and reception institutions were not needed. Areas where changes were anticipated were the border procedure, combining rejected claims with the return procedure, and changes to reception and time limits. Latvia was determined to be at risk of migratory pressure due to hybrid threats linked to the weaponisation of migration.<sup>746</sup>

Building an advanced border infrastructure remained a priority, as the country experienced higher pressure from unauthorised border crossings, particularly along the Latvian-Belarusian border.<sup>747</sup> There were reports by the UN and various NGOs about restricted access to the asylum procedure, pushbacks and possible ill treatment at the Latvian-Belarusian border.<sup>748</sup> Meanwhile, following visits to the Daugavpils Detained Foreigners' Accommodation Centre and the Latvian-Belarusian border, the Ombudsperson reported generally humane and rights-compliant conditions, while highlighting the need to strengthen border guard staff and infrastructure.<sup>749</sup>

Several developments focused on content of protection, particularly on integration measures for displaced Ukrainians. Implemented by the government, UNHCR and various NGOs, these initiatives provided more support in education, employment, language learning and cultural orientation.<sup>750</sup> The Ministry of the Interior reported that over 36,000 Ukrainians were registered with the State Employment Agency, with around 18,000 successfully securing a job.<sup>751</sup>

Targeted measures were implemented to prevent human trafficking in the country. The Ministry of Foreign Affairs organised a working meeting on the identification and prevention of trafficking in human beings, victim rehabilitation services, public awareness activities and specialist training.<sup>752</sup> The NGO Patvērums implemented the Sustainable Growth: Strengthening the Operations and Capacity project, which aims to contribute to a long-term understanding of human trafficking risks and to strengthen victim support.<sup>753</sup>

#### More input from civil society:

- [I want to help refugees | Gribu palīdzēt bēgļiem](#)

# Latvia

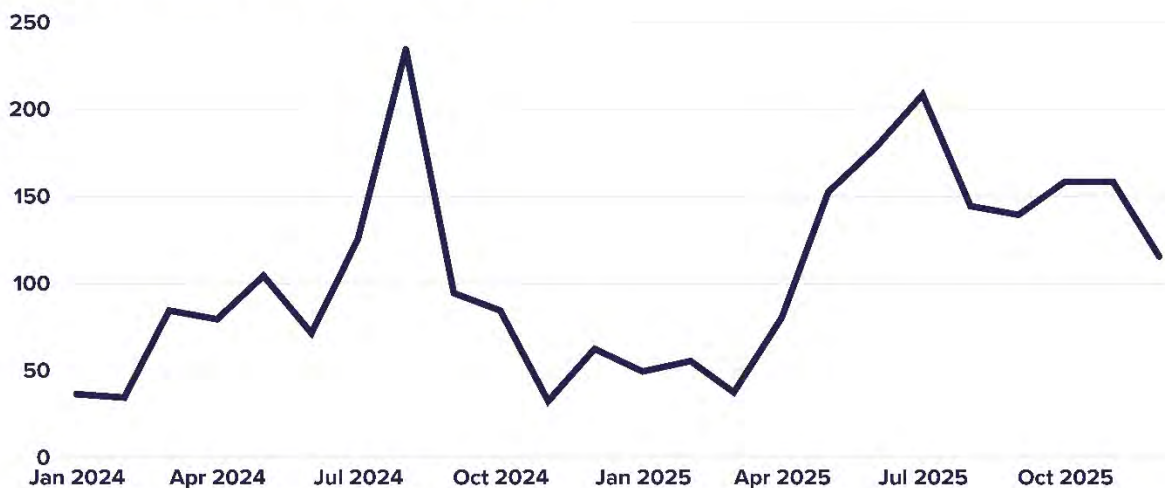
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
21	19	0.2%	29%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	1,473	1,039	↑ 42%	Somalia (19%), Afghanistan (10%), Tajikistan (9%)
Pending cases (Dec '25)	559	221	↑ 153%	Afghanistan (18%), Somalia (14%), Sudan (8%)
First instance decisions	507	670	↓ -24%	Tajikistan (22%), Afghanistan (16%), Russia (7%)
Refugee status	50	109	↓ -54%	Belarus (38%), Russia (30%), Afghanistan (24%)
Subsidiary protection	98	87	↑ 13%	Afghanistan (69%), Syria (10%), Eritrea (6%)
Negative	359	474	↓ -24%	Tajikistan (31%), Somalia (8%), Sudan (6%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).



## Lithuania

### National developments in 2025



The Ministry of the Interior worked on a legislative proposal throughout 2025 to transpose provisions of the Pact into the Law on the Legal Status of Foreigners. The amendments were submitted to the government, but no draft law was published at the end of December 2025.<sup>754</sup> Based on the findings of the EAAMR, the European Commission determined that the country was at risk of migratory pressure due to the risk of hybrid threats linked to the weaponisation of migration.<sup>755</sup>

As the number of asylum applications decreased compared to 2024, the Migration Department managed again to decide on cases within the 6-month time limit prescribed by national law and reduce the backlog of cases. This was achieved with the same number of staff as in 2024, as – despite funding being made available to increase staff and provide higher salaries in the previous year<sup>756</sup> – there was high turnover.

The new Reception and Integration Agency was established as a national-level institution in January 2025. The objective of the change is to strengthen the country's operational capacity, centralise key functions and enhance the strategic planning.<sup>757</sup> The agency provides interpretation in reception and during the lodging of an application, as well as state-guaranteed legal aid. The change means that since 2025, foreigners may also receive state-guaranteed secondary legal aid, upon request, for proceedings before the Supreme Administrative Court, in accordance with the applicable legal framework. Under AMIF support of EUR 10 million,<sup>758</sup> the Reception and Integration Agency launched a project to improve reception infrastructure.<sup>759</sup> The authority noted that the project's objective goes beyond structural upgrades, and it is considered to be the foundation for a resilient reception system that can quickly adapt to changing circumstances.<sup>760</sup>

A state of emergency was maintained along the border with Belarus due to the risk of an instrumentalisation of migrants, and several temporary restrictions were introduced at various border checkpoints. The Migration Department underlined that asylum applications continued to be registered within the territory and safeguards for vulnerable persons remained in place. The Lithuanian Red Cross observed that the restrictions may prevent potential applicants, especially from Belarus and Russia, to express their wish to apply for international protection.<sup>761</sup> A case was pending in front of the ECtHR concerning alleged pushbacks that happened at the Belarusian border in 2022.<sup>762</sup> Following a judgment by the CJEU in 2022<sup>763</sup> and the Lithuanian Constitutional Court in 2023<sup>764</sup> that the automatic detention of migrants who crossed the border illegally was not compatible with EU law and was unconstitutional, a group of asylum seekers who were detained based on this policy filed a class action with the Supreme Administrative Court for compensation for non-pecuniary damages, which was admitted by the court and was pending a ruling.<sup>765</sup>

#### More input from civil society:

- [European Network on Statelessness](#)
- [Lithuanian Red Cross Society | Lietuvos Raudonojo Kryziaus](#)



# Lithuania

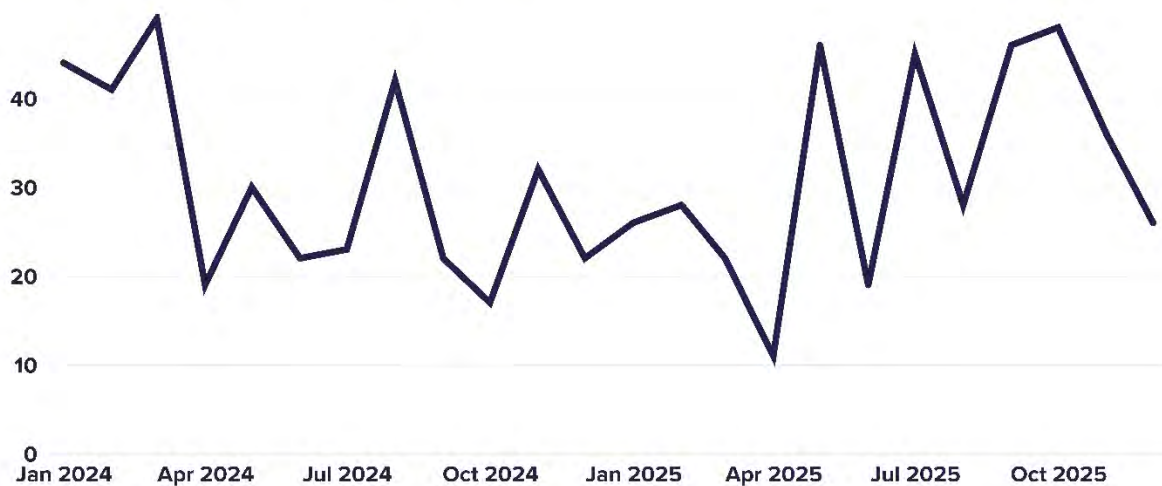
## Key indicators for 2025



Rank by number of asylum applications <b>27</b>	Rank per capita (applications per 1M inhabitants) <b>25</b>	Share of applications in EU+ <b>0.05%</b>	Recognition rate <b>43%</b>
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Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	381	363 →	5%	Belarus (22%), Somalia (12%), Russia (9%)
First instance decisions	307	380 ↓	-19%	Belarus (41%), Russia (17%), Ukraine (9%)
Pending cases (Dec '25)	162	219 ↓	-26%	Belarus (26%), Somalia (9%), Pakistan (8%)
Refugee status	131	163 ↓	-20%	Belarus (69%), Russia (15%), Afghanistan (5%)
Subsidiary protection	0	12 ↓	-83%	Russia (50%), Sudan (50%)
Negative	174	205 ↓	-15%	Belarus (20%), Russia (18%), Ukraine (17%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).

## Luxembourg

### National developments in 2025



In 2025, national authorities focused their efforts on preparations for the implementation of the Pact on Migration and Asylum. To this end, in October 2025 the Council of Government of Luxembourg endorsed two national strategies on migration-related issues. The national strategy for integrated external border management, which is informed by the Frontex Regulation, aims to foster integrated, effective and efficient border management, thus contributing to the safety of the Schengen area. The national strategy for asylum and migration management was developed as a requirement in the frames of the Pact implementation. It aims to increase resilience in the national asylum and reception systems, while contributing to the overall goals of European migration policy.<sup>766</sup>

As part of the reforms related to the Pact, in January 2026 the Council of Government approved a draft bill to incorporate the provisions of the instruments of the Pact in law.<sup>767</sup> In addition, the council approved a draft bill to establish a dedicated asylum and immigration court. The court will begin its operations with 16 judges and is expected to shorten processing times for asylum- and immigration-related cases. The draft bill also provides for reinforced staffing for administrative courts. As a first step, the Administrative Tribunal will receive six additional judicial posts, while the Administrative Court will receive one additional post.<sup>768</sup>

To optimise the management of applications across different steps of the procedure and create seamless links between the Dublin procedure and the general asylum procedure, a comprehensive, digital case management tool was developed. As of January 2025, the National Reception Office is responsible for the provision of information on reception conditions to all applicants, thus undertaking a task previously performed by the Red Cross.

On 30 June 2025, the Migration Policy Group presented the results of the Migrant Integration Policy Index (MIPEX) for Luxembourg. MIPEX is a composite tool to measure integration policies for migrants in general, not just applicants for and beneficiaries of international protection. According to MIPEX results, while Luxembourg is a leading country in areas like anti-discrimination and access to nationality, structural limitations in other domains, such as labour market mobility, healthcare and political participation may still shape the migrant experience.<sup>769</sup>

To better integrate applicants for international protection and beneficiaries of temporary protection into the labour market, two AMIF-funded programmes were implemented in 2025. Beneficiaries of these programmes received support on how to search for a job, write a resume and a motivation letter, prepare for a job interview, and acquaint themselves with relevant administrative procedures. The organisations implementing the two programmes also contacted employers to support them in administrative procedures for employing applicants and beneficiaries. Approximately 1,000 people benefited from the two programmes, which were extended to 2026.

# Luxembourg

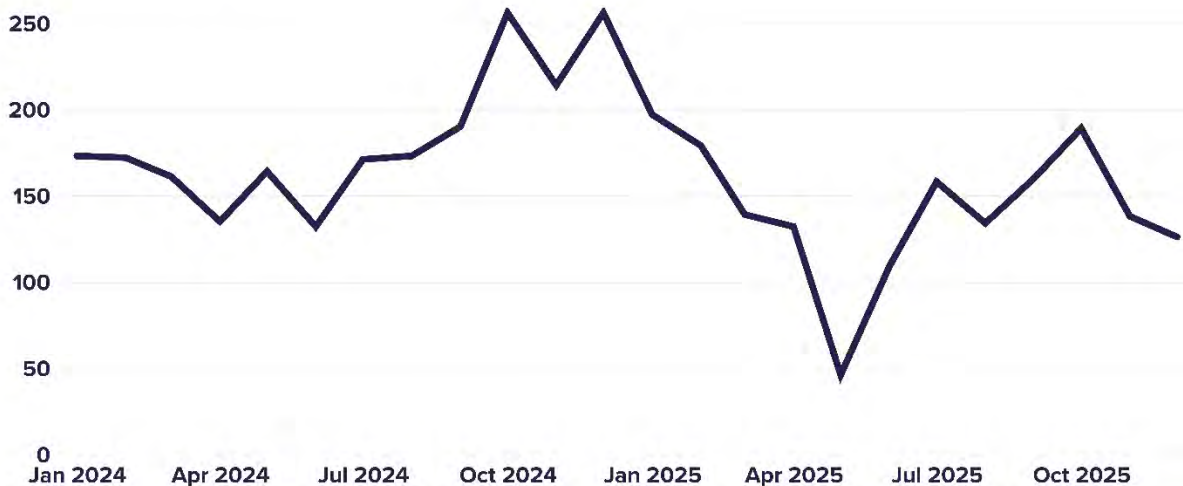
## Key indicators for 2025



Rank by number of asylum applications <b>20</b>	Rank per capita (applications per 1M inhabitants) <b>7</b>	Share of applications in EU+ <b>0.2%</b>	Recognition rate <b>53%</b>
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Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	1,707	2,197 ↓	-22%	Eritrea (19%), Syria (11%), Algeria (5%)
Pending cases (Dec '25)	2,673	3,199 ↓	-16%	Syria (20%), Eritrea (20%), Venezuela (7%)
First instance decisions	1,090	1,484 ↓	-27%	Eritrea (35%), Venezuela (11%), Afghanistan (10%)
Refugee status	560	733 ↓	-24%	Eritrea (65%), Afghanistan (14%), Sudan (6%)
Subsidiary protection	15	221 ↓	-93%	Syria (73%), Yemen (13%), Ukraine (13%)
Negative	515	530 →	-3%	Venezuela (23%), Colombia (8%), Türkiye (6%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).



## Malta

### National developments in 2025



For the sixth consecutive year, the number of applications for international protection decreased. Nevertheless, asylum and migration management continued to be prominent in public discussions and policy.

Throughout 2025, the government met with Mediterranean and European counterparts to strengthen cooperation in addressing irregular migration while ensuring protection for those in need; advocating for a strategic approach for more secure EU borders; improving relations with countries of origin and transit; and enhancing return procedures.<sup>770</sup>

Resources were allocated to align with measures in the Pact on Migration and Asylum. The International Protection Agency (IPA) recruited additional staff and created two new units: a Flow Operations Unit to optimise case processing and a Support and Corporate Unit to decentralise finance-related processes. The application form for international protection was revised to align with Pact provisions, while document management software and a case tracker management system were under development. The IPA launched a new [website](#), which includes more information on the agency and the asylum procedure.

Amendments to the Immigration Appeals Board (IAB) Regulations established an additional division with a full-time Chairperson.<sup>771</sup> New procedural rules, including specific time limits to file submissions and for the board to reach a decision, were also introduced to streamline appeal proceedings.<sup>772</sup> A further amendment to legislation defined the categories of people for whom the AWAS must conduct an age assessment as soon as possible.<sup>773</sup> The Ministry of Home Affairs, Security and Employment issued a call for warranted lawyers to provide legal aid services at the appeals stage before the International Protection Appeals Tribunal and the Immigration Appeals Board.<sup>774</sup>

The Prevention of Disease Ordinance, Article 13 was deleted and replaced by Legal Notice 183 of 2025<sup>775</sup> which can be used by the public health authorities and the Immigration Police to order the detention of migrants who arrived on the territory in an irregular manner, including asylum seekers, pending medical clearance. Earlier in the year, the Council of Europe's CPT published a report on its sixth periodic visit to Malta, which took place in September-October 2023. The committee reported small improvements with conditions in the immigration detention system, but also described the overall regime as 'deeply punitive' and called for the introduction of a daily programme with more activities and access to outdoor spaces.<sup>776</sup> The Maltese authorities provided detailed responses to the observation of the committee and expressed their commitment to safeguarding the minimum standards in the humane and safe reception of migrants.<sup>777</sup> Civil society organisations continued to express concerns about detention and issues related to search and rescue.<sup>778</sup>

Both national authorities and civil society organisations launched campaigns to address exploitation and mistreatment, combat xenophobia and racism, assist applicants and beneficiaries in accessing rights and services, and fight against trafficking in human beings.<sup>779</sup>

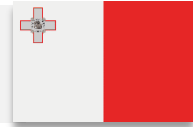
#### More input from civil society:

- [European Council on Refugees and Exiles](#)
- [European Network on Statelessness](#)



# Malta

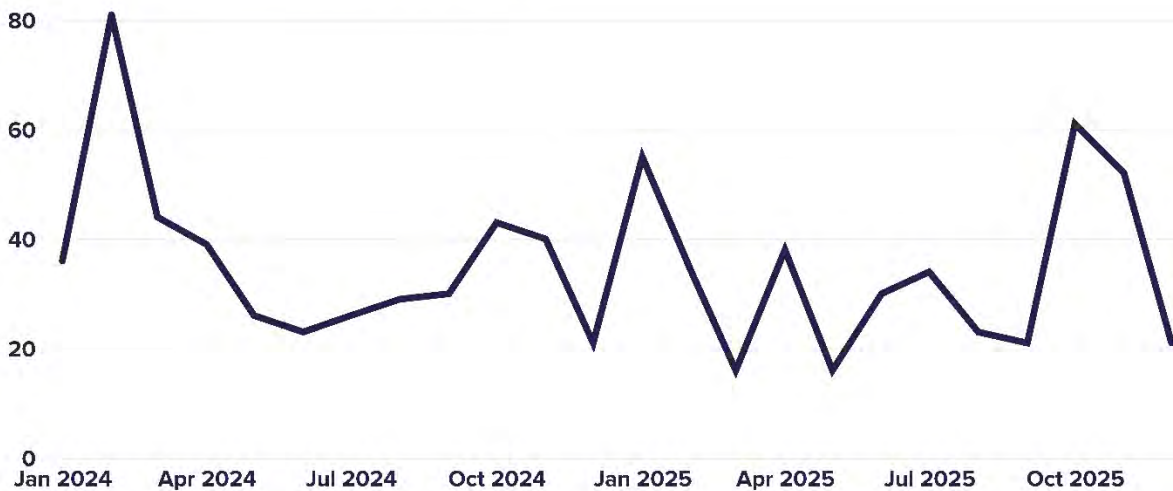
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
26	15	0.05%	34%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	401	438 ↓	-8%	Syria (26%), Colombia (9%), Bangladesh (9%)
First instance decisions	394	471 ↓	-16%	Syria (17%), Ukraine (16%), Colombia (7%)
Pending cases (Dec '25)	411	507 ↓	-19%	Syria (34%), Sudan (11%), Colombia (9%)
Refugee status	73	50 ↑	46%	Syria (26%), Palestine (15%), Nigeria (15%)
Subsidiary protection	61	140 ↓	-56%	Syria (52%), Ukraine (13%), Palestine (11%)
Negative	260	281 ↓	-7%	Ukraine (22%), Colombia (10%), Bangladesh (9%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).

## Netherlands

### National developments in 2025



Preparations for implementing the Pact remained a central priority in 2025 through instability in the country's politics caused by the fall of its government in July 2025 and the formation of a minority government in 2026. Great focus was put on redesigning asylum procedures and developing the required IT infrastructure.<sup>780</sup> The IND viewed this as an opportunity to reform the national asylum procedure to make it more efficient and flexible, and to remove non-mandatory procedural steps.<sup>781</sup> Legislative initiatives launched by the previous government in 2024 - the Asylum Emergency Measures Act and the Act introducing Two Status Systems, with the stated aim to create the strictest asylum regime to date - were adopted by the Second Chamber in July 2025,<sup>782</sup> although stakeholders flagged implementation risks considering the overlap in timing with the introduction of the Pact.<sup>783</sup> The new government announced that it would implement the laws, if they are voted in the First Chamber as well.<sup>784</sup> The European Commission determined the Netherlands to be at risk of migratory pressure due to secondary movements putting a strain on its reception system.<sup>785</sup>

To alleviate pressure within the asylum system, responsibility for the identification and registration of asylum seekers shifted from the Aliens Police to the Identification and Screening Service for Asylum Seekers (DISA), which became operational on 1 January 2025.<sup>786</sup> Following the entry into application of the Pact on 12 June 2026, the IND will take over responsibility for identification and registration.

Three preliminary rulings by the CJEU prompted procedural adjustments by the IND. The application of the national list of safe countries of origin was temporarily suspended on 23 September 2025 until the entry into application of the Pact, meaning that the accelerated procedure could no longer be applied, although applications from these countries continued to be processed with priority.<sup>787</sup> Furthermore, the extension of the statutory decision period for asylum applications, which had been in place since 1 January 2024 and increased the decision-making period from 6 to 15 months, was lifted, affecting approximately 18,250 pending cases.<sup>788</sup> The freeze measure applicable to third-country nationals holding a temporary residence permit, in force since April 2024, was also lifted after this group ceased to qualify for temporary protection as of September 2025.<sup>789</sup>

New country policies for applicants from Syria<sup>790</sup> and Lebanon<sup>791</sup> ended the temporary moratorium on decision-making on their applications. New country policies were also adopted for applicants from Libya,<sup>792</sup> Somalia,<sup>793</sup> Türkiye,<sup>794</sup> Mali,<sup>795</sup> Colombia<sup>796</sup> and Yemen,<sup>797</sup> while the Ministry of Foreign Affairs produced 10 COI reports in 2025.<sup>798</sup> Faced with a rise in family reunification applications, as of 1 December 2025 the procedure was simplified and accelerated, and the Dutch Council for Refugees no longer plays a role in providing guidance.<sup>799</sup>

The reception system remained under sustained pressure throughout 2025. Implementation of the Distribution Act contributed to an increase in capacity, with around three-quarters of the planned 101,500 reception places operational by mid-2025.<sup>800</sup> Nevertheless, the target was not fully achieved and the system continued to rely on emergency and temporary reception facilities. A persistent challenge was the limited availability of housing for beneficiaries of international protection, which restricted outflow from reception centres and led to prolonged stays and overcrowding. Alternative accommodation options for status holders and asylum seekers were expanded through the Hotel and Accommodation Regulation (HAR+). Despite this, the need for stable, multi-year funding to ensure the continuity of reception capacity and reduce dependence on temporary solutions was stressed by COA.<sup>801</sup> While it continued to work on developing longer-term reception models in cooperation with municipalities,<sup>802</sup> COA projected that pressure on the system would continue in 2026, estimating a need for approximately 88,000 more reception places.<sup>803</sup> It warned that proposed legislative measures, such as the [draft bill](#) banning housing priority for status holders, could further affect capacity.<sup>804</sup>

Reception conditions were affected by cost-saving measures.<sup>805</sup> The aim to set up scaled back reception conditions led to reductions in certain reception services.<sup>806</sup> Stricter obligations were introduced for residents with behavioural issues.<sup>807</sup> Pilot projects in Ter Apel and Budel introduced intensified supervision and restrictions on the freedom of movement for applicants with low prospects of being granted protection and those who engaged in disruptive behaviour.<sup>808</sup> At the same time, COA took measures to enhance the safety of LGBTIQ+ applicants and improve reception conditions for children.<sup>809</sup>

#### More input from civil society:

- [Dutch Advisory Council on Migration | Adviesraad Migratie](#)
- [European Council on Refugees and Exiles](#)
- [European Network on Statelessness](#)
- [Open Embassy](#)
- [Gave Foundation | Stichting Gave](#)
- [Nidos Foundation | Stichting Nidos](#)
- [Women's Initiatives Network](#)



# Netherlands

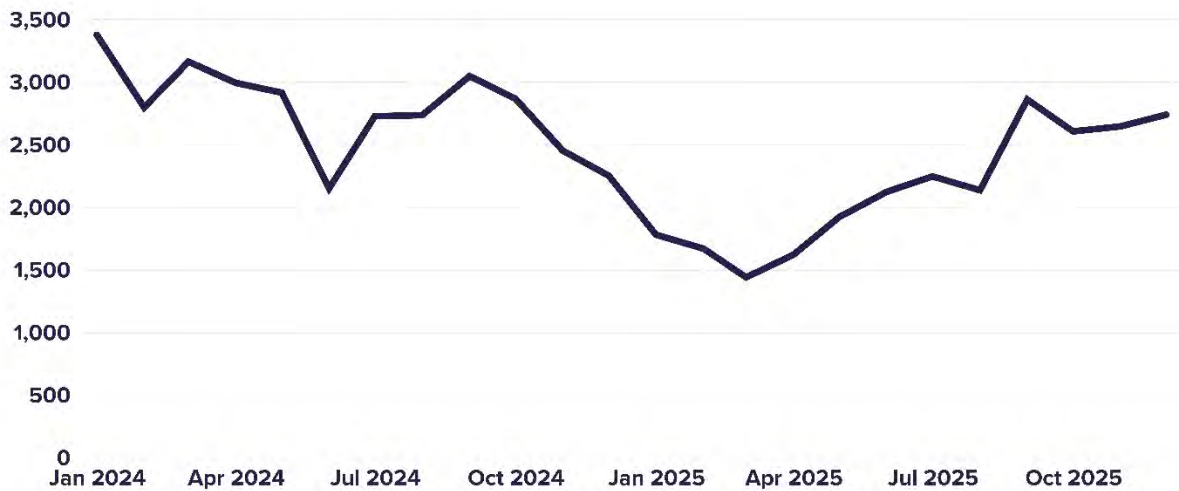
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
8	10	3.1%	35%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	25,747	33,437	↓ -23%	Syria (13%), Eritrea (12%), Türkiye (6%)
Pending cases (Dec '25)	49,683	46,855	↑ 6%	Syria (35%), Eritrea (8%), Iraq (7%)
First instance decisions	18,261	24,586	↓ -26%	Eritrea (12%), Türkiye (9%), Somalia (8%)
Refugee status	3,442	5,259	↓ -35%	Türkiye (16%), Iran (12%), Pakistan (7%)
Subsidiary protection	2,922	9,905	↓ -70%	Eritrea (59%), Somalia (14%), Sudan (9%)
Negative	11,897	9,422	↑ 26%	Türkiye (9%), Somalia (7%), Iraq (6%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).





## Norway

### National developments in 2025



Norway implements the parts of the Pact that are relevant to the Schengen system and the Dublin procedure, including the AMMR, Parts 3, 5 and 7, the Screening Regulation, the recast Eurodac Regulation, Crisis and Force Majeure Regulation, Articles 12 and 13 and Articles 1-6 insofar they are relevant for the application of Articles 12 and 13. Norway will implement the return border procedure regulation if and when a national asylum border procedure is introduced. The Immigration Act was amended in 2025 to comply with new Schengen Information System requirements.<sup>810</sup> In addition, the Norwegian Directorate of Immigration (UDI) launched a major digitalisation and modernisation initiative to improve the efficiency of asylum procedures and the broader migration system.

As in 2024, several developments focused on Ukrainian applicants. In January 2025, new safe areas in Ukraine were added to the list. People from these areas are not covered by temporary protection and are channelled through the regular procedure.<sup>811</sup> At the same time, the Immigration Regulations were amended to extend the temporary collective protection scheme, in line with the EU's extension to March 2026.<sup>812</sup> After an initial decline, arrivals of Ukrainian nationals began to rise again from September 2025, following Ukraine's decision to allow men to leave the country. The Immigration Appeals Board (UNE) established a dedicated team to handle asylum applications by Ukrainian nationals and renewals of collective protection.<sup>813</sup>

Norway experienced fluctuations in its reception capacity during 2025 but remained stable by the end of the year. The UDI provided grants for child-focused activities in reception centres and delivered multiple training sessions for staff at the national arrival centre, including specialised modules on identifying and assisting victims of torture. The UDI also worked on enhancing its mapping tool for unaccompanied minors arriving in Norway.

The guidance on applicants' right to work was revised, clarifying that asylum seekers whose cases are on hold or suspended due to uncertain country conditions are no longer deemed highly likely to receive protection and thus lose eligibility for interview exemptions and temporary work permit renewals.<sup>814</sup>

Throughout the year, the government supported various municipalities and NGOs in promoting integration projects to help beneficiaries of international protection and asylum seekers to enter the labour market and participate in the host society. It further proposed an integration declaration which outlines the rights, obligations and expectations for newly-arrived refugees.<sup>815</sup>

Following observations from the Supervisory Council for Forced Returns and the Parliamentary Ombudsperson, the government launched a consultation on new rules for the immigration detention centre at Trandum to modernise its legal framework and clarify the rights of detainees.<sup>816</sup> The government introduced the new 2025–2030 return strategy to support controlled and sustainable migration.<sup>817</sup> In addition, new regulations strengthened the best interests of the child in expulsion cases.<sup>818</sup>

#### More input from civil society:

- [European Network on Statelessness](#)



# Norway

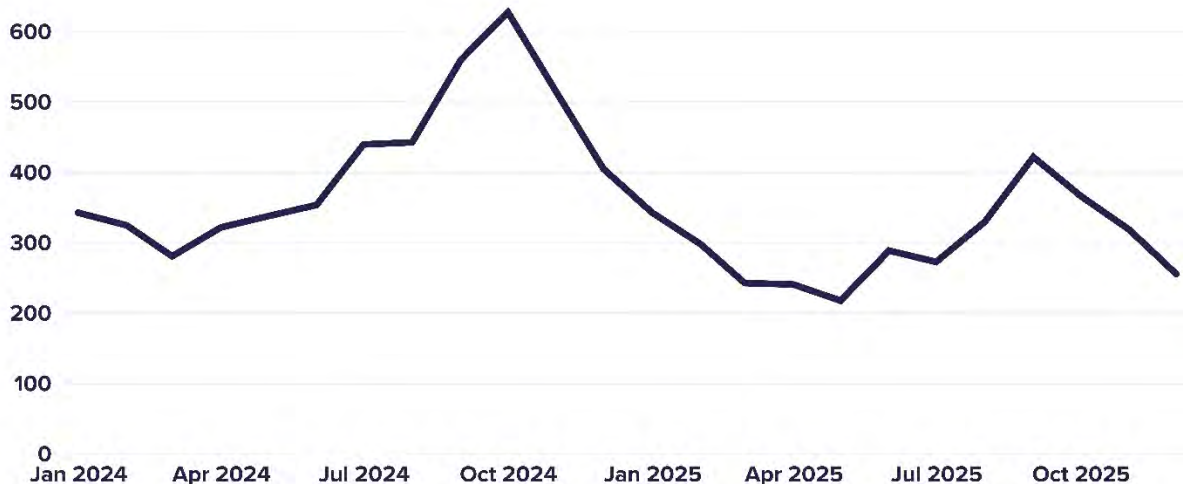
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
16	16	0.4%	27%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	3,587	4,941 ↓	-27%	Ukraine (34%), Syria (11%), Eritrea (8%)
Pending cases (Dec '25)	5,128	5,282 →	-3%	Syria (50%), Ukraine (10%), Eritrea (7%)
First instance decisions	2,133	2,622 ↓	-19%	Ukraine (28%), Türkiye (10%), Afghanistan (8%)
Refugee status	485	1,289 ↓	-62%	Türkiye (26%), Eritrea (21%), Russia (7%)
Subsidiary protection	82	131 ↓	-37%	Afghanistan (41%), Sudan (17%), Eritrea (13%)
Negative	1,566	1,202 ↑	30%	Ukraine (38%), Afghanistan (7%), Colombia (7%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).

## Poland

### National developments in 2025



In 2025, Poland submitted its contingency plan to the EUAA as well as their national migration strategy to the European Commission. The government was in discussions with the European Commission on the allocation of additional funding through AMIF and the Integrated Border Management Fund to strengthen the asylum and migration system and better manage temporary protection, with approximately 1.5 million Ukrainian nationals currently living in the country.<sup>819</sup>

Asylum requests lodged in Poland decreased compared to 2024,<sup>820</sup> while remaining higher than in 2023,<sup>821</sup> with applications mainly submitted by Ukrainian, Belarusian and Russian nationals. The country also continued to host a high number of people with temporary protection.<sup>822</sup> Against this backdrop, the European Commission found that Poland was facing a significant migratory situation in 2025 and was at risk of migratory pressure, including through the weaponisation of migration,<sup>823</sup> leading to its exemption from the Solidarity Mechanism envisaged under the Pact for 2026.

Adding to the buffer zone established on the Polish-Belarusian border since mid-2024,<sup>824</sup> Poland enacted a provision in early 2025 allowing to temporarily suspend access to the asylum procedure at the border in cases of instrumentalisation of third-country nationals, with exceptions for vulnerable applicants such as unaccompanied minors, pregnant women and those with medical needs.<sup>825</sup> This restriction, which raised concerns during the legislative process for several national bodies, civil society organisations and UNHCR,<sup>826</sup> has been applied at the Polish-Belarusian border since March 2025.

Deadlines for processing various residence permits and international protection procedures were suspended until March 2026 due to the migratory situation, precluding the possibility of lodging complaints for undue delays, an issue that had previously been subject to litigation.<sup>827</sup> Poland also transposed Article 14(4) of the recast QD, incorporating the possibility to revoke refugee status for individuals deemed a threat to national security or convicted of a serious crime, and repealed a provision allowing for the full withdrawal of reception conditions for serious breaches of house rules.<sup>828</sup>

Further amendments were introduced throughout the year to legislation. For example, detention capacity was expanded and measures were adopted to streamline return procedures, including allowing digital notifications and the automatic recognition of return decisions issued by other EU countries.<sup>829</sup>

Temporary protection certificates were extended until 2027, while the lawful stay of Ukrainian citizens was prolonged until March 2027, alongside the introduction of a more stable residence status for individuals previously under temporary protection.<sup>830</sup> At the same time, certain healthcare services<sup>831</sup> and social benefits<sup>832</sup> were restricted or subject to additional requirements for beneficiaries of temporary protection, while their right to collective accommodation was limited to only vulnerable applicants.<sup>833</sup> Support under the Act on Assistance to Ukrainian Citizens is being phased out throughout 2026.<sup>834</sup> The “Together for Independence” project, which provides financial assistance to access the private housing market, was extended until June 2026.<sup>835</sup> Poland noted that the phasing out of general assistance is part of a deliberate activation strategy aimed at transitioning beneficiaries from collective support to self-sufficiency. The introduction of a stable residence status is supported by a new, streamlined digital application process designed to prevent administrative backlogs. In addition, authorities aim to balance the restriction of collective accommodation to vulnerable groups by extending targeted housing integration projects, with the aim that EU resources are used to support long-term inclusion within the private market.

#### More input from civil society:

- [University of Warsaw, Centre of Migration Research](#)
- [European Council on Refugees and Exiles](#)
- [European Network on Statelessness](#)
- [Helsinki Foundation for Human Rights | Helsińska Fundacja Praw Człowieka](#)
- [Save the Children](#)



# Poland

## Key indicators for 2025

Rank by number of  
asylum applications

10

Rank per capita (applications  
per 1M inhabitants)

24

Share of applications  
in EU+

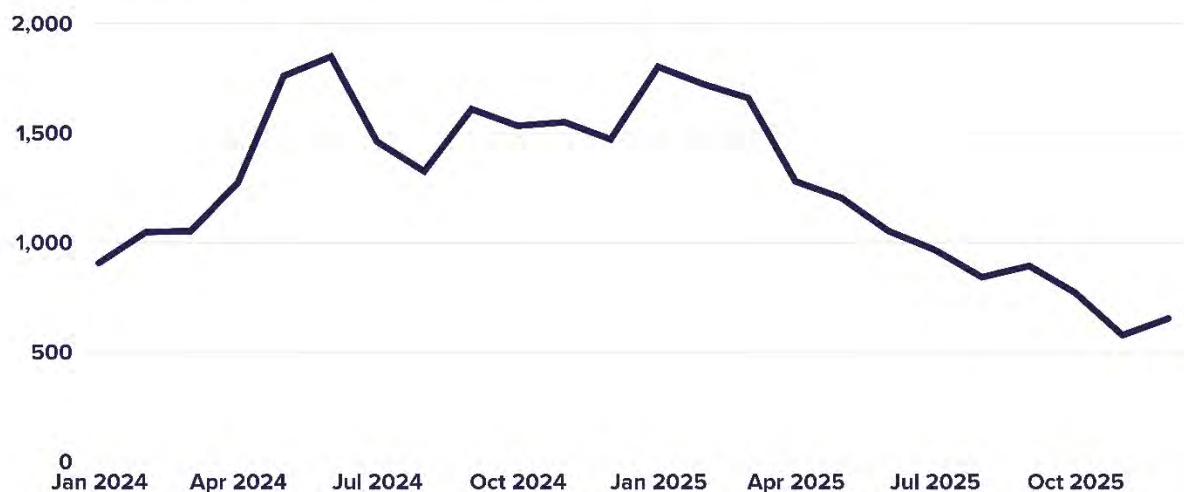
1.6%

Recognition  
rate

48%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	13,396	16,811 ↓	-20%	Ukraine (53%), Belarus (22%), Russia (5%)
Pending cases (Dec '25)	12,734	10,325 ↑	23%	Ukraine (35%), Russia (22%), Belarus (22%)
First instance decisions	7,591	8,580 ↓	-12%	Ukraine (58%), Belarus (24%), Russia (6%)
Refugee status	311	592 ↓	-47%	Belarus (47%), Russia (18%), Afghanistan (7%)
Subsidiary protection	3,364	6,425 ↓	-48%	Belarus (47%), Ukraine (45%), Ethiopia (2%)
Negative	3,916	1,563 ↑	151%	Ukraine (73%), Russia (9%), Belarus (3%)

### Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).



## Portugal

### National developments in 2025



In 2025, the inflow of asylum applications continued to be low in Portugal.<sup>836</sup> Throughout the year, the authorities focused on preparations for the implementation of the Pact on Migration and Asylum. A working group was established to this end, and specialised subgroups addressed key areas of reform. The subgroups prepared proposals for amendments to the Asylum Law and the Immigration Law to align with the new EU legal framework and operational requirements.<sup>837</sup>

Marking the growing importance of migration management, the position of a Secretary of State for the Presidency and Immigration was established, placing migration affairs under a role explicitly dedicated to this area.<sup>838</sup> To optimise the management of immigration matters and border control, the National Unit for Foreigners and Borders was created within the Public Security Police, with consolidated responsibilities for immigration control, border management, and enforcement of removal and expulsion orders.<sup>839</sup> The unit increased security checks and strengthened interoperability between national and European systems to improve the detection of threats at external borders. A Dublin unit was also created within AIMA to specifically handle Dublin cases and the transition to the AMMR system.<sup>840</sup>

A decision was taken to establish a courtroom at the Lisbon Airport (Humberto Delgado) to ensure compliance with constitutional obligations and streamline judicial procedures for foreign nationals detained at the border. This facility will operate as an extension of the Criminal Court, enabling hearings without requiring a transfer outside of the international zone. The initiative aims to guarantee fundamental rights, reduce logistical and legal constraints associated with moving detainees, and strengthen coordination between judicial authorities and border control.<sup>841</sup>

Throughout 2025, AIMA hired additional staff and introduced workflow improvements, new templates and digital tools, which all assisted in reducing decision-making times and ensuring compliance with legal deadlines in different procedures. In February 2025, the procedure to submit subsequent applications for international protection was amended, introducing clearer rules to ensure greater efficiency. AIMA reported that challenges remain with the availability of interpreters in certain languages (e.g. less common African or Asian languages) and the quality of interpretation, especially in videoconference interviews or in the context of the border procedure. AIMA is expanding its pool of interpreters to ensure effective communication throughout the asylum process, while it has proceeded to develop a translation software in collaboration with a private entity. To improve transparency and the accessibility of information, AIMA published on its website a comprehensive set of Frequently Asked Questions on the international protection procedure in Portuguese, English, Ukrainian, Arabic, Mandarin and Hindi. It also increased capacity for COI by hiring additional staff and specialised training on COI.

A Common Reception System was developed as an integrated case management mechanism to ensure greater efficiency, predictability and control by authorities over the actual number of available reception places. Targeted legislative proposals incorporated key provisions of the revised Reception Conditions Directive 2024, including enhanced safeguards for unaccompanied minors, clarification of rules to reduce or withdraw material reception conditions and ensuring procedural guarantees. Authorities increased the capacity of reception centres, including specialised residential units for unaccompanied minors. Monitoring and evaluation mechanisms were put in place to assess compliance with reception standards and quality indicators. In February 2025, the Council of Ministers authorised the construction of two new temporary accommodation centres for third country nationals in the context of screening, the asylum border procedure and the return border procedure.<sup>842</sup>

At the end of 2025, the government launched public consultations on a legislative reform to restructure detention and alternatives to detention for returns, and to centralise responsibilities for returns under the Unit for Foreigners and Borders of the Public Security Police.<sup>843</sup>

#### More input from civil society:

- [European Council on Refugees and Exiles](#)
- [European Network on Statelessness](#)
- [Santa Casa da Misericórdia de Lisboa](#)

# Portugal

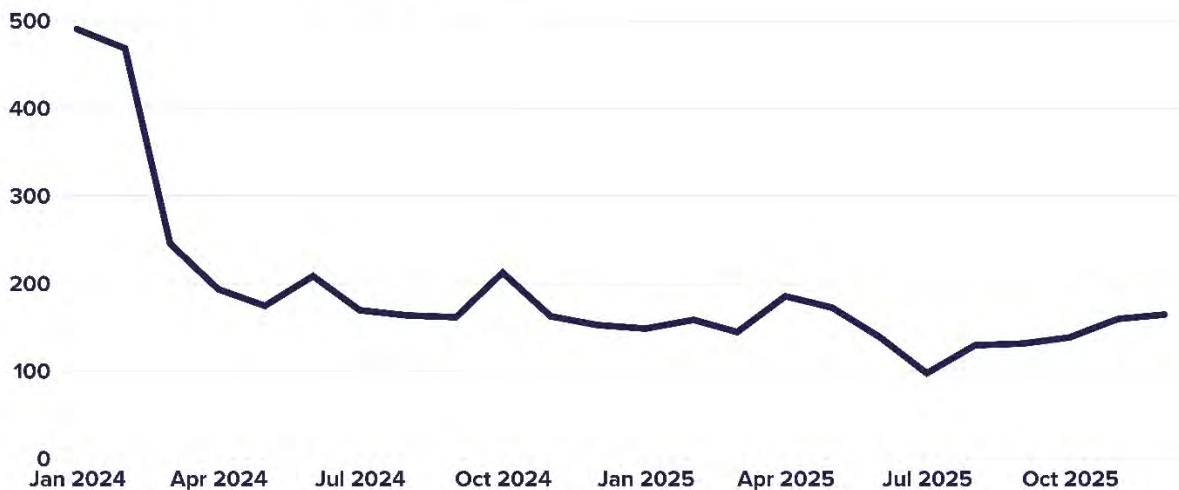
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
19	22	0.2%	59%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	1,763	2,797 ↓	-37%	Colombia (14%), China (10%), Angola (9%)
Pending cases (Dec '25)	8,730	4,510 ↑	94%	The Gambia (10%), Angola (8%), Colombia (7%)
First instance decisions	488	641 ↓	-24%	Afghanistan (42%), Syria (8%), China (7%)
Refugee status	288	7 ↑	4014%	Afghanistan (71%), Syria (13%), Eritrea (5%)
Subsidiary protection	0	0 →	0%	Eritrea (100%)
Negative	199	633 ↓	-69%	China (18%), Guinea (11%), The Gambia (11%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).

## Romania

### National developments in 2025



Romania received support in 2025 on all building blocks of the national implementation plan for the Pact on Migration and Asylum,<sup>844</sup> with administrative and organisational reforms focusing on increasing general capacity.<sup>845</sup> Legislative amendments were adopted or are currently under examination in preparation for the implementation of the Pact.<sup>846</sup> A fact-finding mission by ECRE in March 2025 to monitor readiness for the Pact found a need to increase human resources and training; improve the identification of applicants with special needs; and reinforce procedural rights related to interpretation and legal aid.<sup>847</sup>

The number of applications sharply decreased in 2025 compared to 2024.<sup>848</sup> A needs assessment exercise indicated the necessity for continued support from the EUAA for 2025 - 2026, focusing on processing asylum applications, quality of the decision-making process, and interpretation services. Within reception, EUAA support will enhance information provision, the identification of applicants with special needs, and provide training and capacity-building.<sup>849</sup>

[Law No 84 of 22 May 2025](#) amended Article 11 of Law No 122/2006 on asylum to provide impunity for illegal entry into or stay in Romania by third-country nationals requesting to apply for or being granted a form of protection. The prosecutor and the court will have the power to suspend the criminal prosecution and the judgment and have the right to review such decisions.<sup>850</sup>

To ensure continuous support to displaced persons from Ukraine, the government issued [Emergency Ordinance No 15 of 20 March 2025](#) to extend the right to accommodation and a 3-month financial aid until 31 December 2025. However, there was a decline in registrations for temporary protection,<sup>851</sup> and national authorities observed that many renounced the status to request it in another Member State.

By [decision](#) of 4 September 2025, the government amended Article 3(1) of Government Decision No 1596/2008 to allow the resettlement of 300 refugees to Romania during 2026-2027. The decision mentions the resettlement of Eritrean, Sudanese and South Sudanese refugees from Kenya and Egypt.<sup>852</sup>

#### More input from civil society:

- [European Network on Statelessness](#)
- [Jesuit Refugee Service \(JRS\) Romania](#)
- [Romanian National Council for Refugees | Consiliul Național Român pentru Refugiați](#)

# Romania

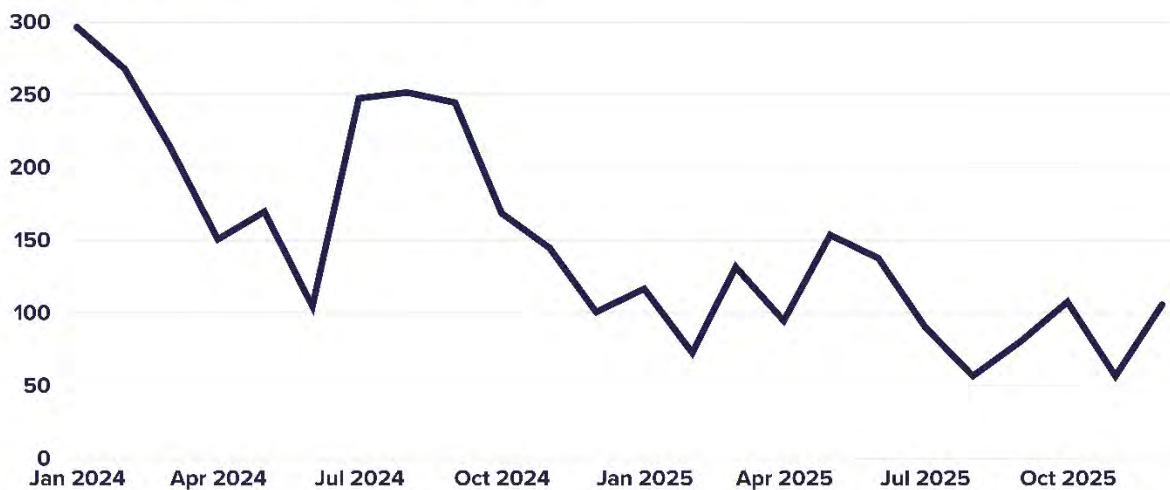
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
22	27	0.1%	57%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	1,197	2,354 ↓	-49%	Syria (25%), Palestine (15%), Iraq (9%)
Pending cases (Dec '25)	101	166 ↓	-39%	Syria (30%), Afghanistan (15%), Iraq (12%)
First instance decisions	994	1,822 ↓	-45%	Syria (28%), Palestine (18%), Sudan (9%)
Refugee status	306	225 ↑	36%	Palestine (51%), Syria (25%), Afghanistan (5%)
Subsidiary protection	263	441 ↓	-40%	Syria (48%), Sudan (25%), Palestine (9%)
Negative	425	1,156 ↓	-63%	Syria (17%), Iraq (15%), Bangladesh (6%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).

## Slovakia

### National developments in 2025



The new law on international protection, which reflects requirements of the Pact, passed the inter-ministerial consultation process at the end of 2025. The key changes within the legal framework include the introduction of a border procedure and shorter time limits for procedures at both first and second instances. At the technical level, two study visits took place to Czechia to discuss different aspects of implementing the Pact, including the organisation of interview recordings, remote interviews, care for applicants in reception facilities, applicants' access to the labour market and healthcare, as well as limitations on applicants' freedom of movement and detention.

The government approved the country's National Strategy for Asylum and Migration Management for a period of 5 years. The document includes areas beyond the Pact and highlights the main priorities for areas such as legal migration and emigration from Slovakia.<sup>853</sup> The action plan for the implementation of the strategy is developed under the European Commission's Technical Support Instrument.<sup>854</sup>

Developments at the practical level aimed at faster identification and referral of applicants with special needs and better outreach to applicants residing outside of reception facilities. Applicants' files in the MIGRA information system were supplemented with two new sub-files on vulnerabilities and social documentation. The Migration Office noted that this change significantly accelerated the information exchange between social workers and staff, allowing for earlier intervention, when necessary. In addition, the Mobile Outreach Team of the Migration Office started to provide support and services to applicants living outside of reception facilities, including psychological counselling and support, social counselling, cultural mediation and information provision on the asylum procedure, applicants' rights and obligations and everyday life in Slovakia.

While the number of applicants for international protection remained low, Slovakia continued to host approximately 140,000 beneficiaries of temporary protection by the end of 2025. A response plan for 2025-2026 was launched, as a continuation of the plan from 2024, under the coordination of UNHCR with the cooperation of 19 partners.<sup>855</sup> An amendment to the Act on Asylum reduced the period for which people with temporary protection are offered accommodation from 120 days to 60 days, with the exception of people with vulnerabilities, who can stay in reception facilities beyond this time.<sup>856</sup>

#### More input from civil society:

- [Centre for Legal Aid | Centrum právnej pomoci](#)
- [Slovak Humanitarian Council | Slovenská humanitná rada](#)

# Slovakia

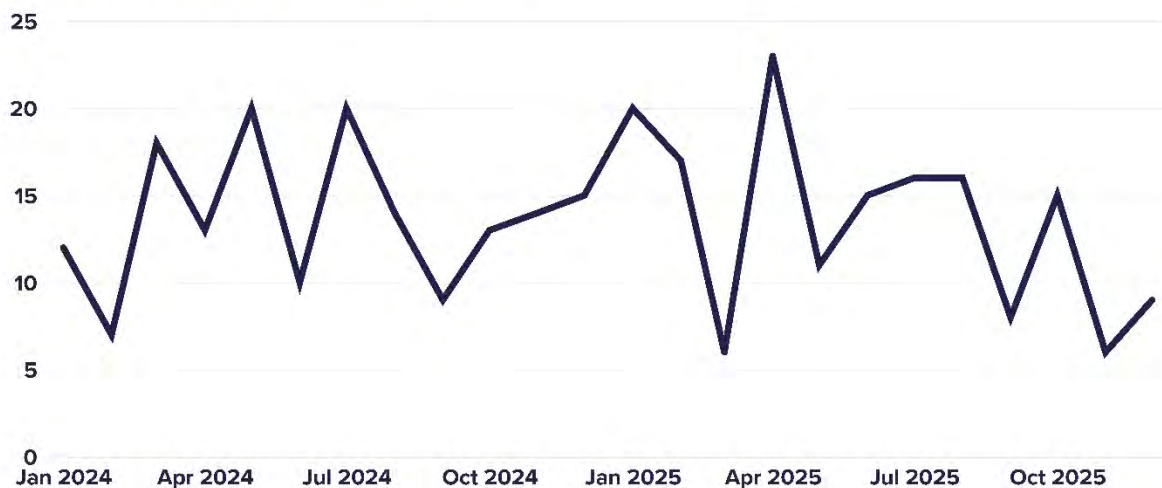
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
28	28	0.02%	47%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	162	165 →	-2%	Ukraine (25%), Afghanistan (12%), Belarus (9%)
Pending cases (Dec '25)	38	48 ↓	-21%	Ukraine (21%), Belarus (13%), Russia (11%)
First instance decisions	120	124 →	-3%	Afghanistan (20%), Belarus (18%), Ukraine (14%)
Refugee status	29	39 ↓	-26%	Belarus (62%), Afghanistan (24%), Russia (10%)
Subsidiary protection	27	22 ↑	23%	Ukraine (44%), Afghanistan (26%), Syria (19%)
Negative	64	63 →	2%	Afghanistan (16%), India (11%), Russia (9%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).

## Slovenia

### National developments in 2025



The Ministry of the Interior was preparing new legislation to transpose the Pact on Migration and Asylum and laid the groundwork for its practical implementation. In line with the requirements of the Pact, the national contingency plan was completed, which scaled up measures of the previous contingency plan. The plan includes four different scenarios, each corresponding to increasing levels of pressure: normal scenario, moderate pressure, disproportionate pressure and crisis situation. Measures and activities are described for each scenario, as well as the roles, responsibilities and coordination channels for each stakeholder involved.

In an effort to strengthen the national guardianship system for unaccompanied children, Slovenia participated in the GuardianXchange project.<sup>857</sup> As in previous years and despite several campaign initiatives, finding sufficient number of guardians remained a concern for the national authority. New rules were adopted on the remuneration and the reimbursement of costs for statutory representatives of unaccompanied children, increasing their remuneration and clarifying the procedure for claiming remuneration and reimbursements.<sup>858</sup>

The national list of safe countries of origin was reviewed, but no official decision was made on changes to the list.

The parliament ratified the Convention on the Reduction of Statelessness, which will be followed by amendments to the Citizenship Act, allowing children to acquire Slovenian citizenship when a child cannot acquire the parent's citizenship due to territorial principles applied in the country of the parents' citizenship. In addition, the rules will be amended to codify the already-existing practice that national authorities check whether the child has another citizenship before a renunciation of the Slovenian citizenship is accepted.

The Education Pathway to Slovenia was launched by national authorities and the Euro-Mediterranean University (EMUNI), in cooperation with UNHCR, allowing refugees who have completed their Bachelor's degree to follow a Master's degree in the country.

As a new initiative for the integration of beneficiaries of international protection, the Government Office for the Support and Integration of Migrants and the Slovenian Football Association launched the project With Sports Towards Tolerance. Football tournaments were organised in different locations in the country for local teams, a refugee team and an unaccompanied children's team to compete.<sup>859</sup>

A new Act on Temporary Protection of Displaced Persons was adopted, with three bylaws.<sup>860</sup> As the most significant change, the law allows people with temporary protection to transition to another national residence permit. The law includes a more elaborate legislative framework for temporary protection to facilitate application in practice and refines the scope of the rights and obligations of people with temporary protection. In addition, the law added provisions related to the exchange of data on temporary protection, which allowed Slovenia to join the EU Temporary Protection Registration Platform.

#### More input from civil society:

- [European Council on Refugees and Exiles](#)
- [European Network on Statelessness](#)



# Slovenia

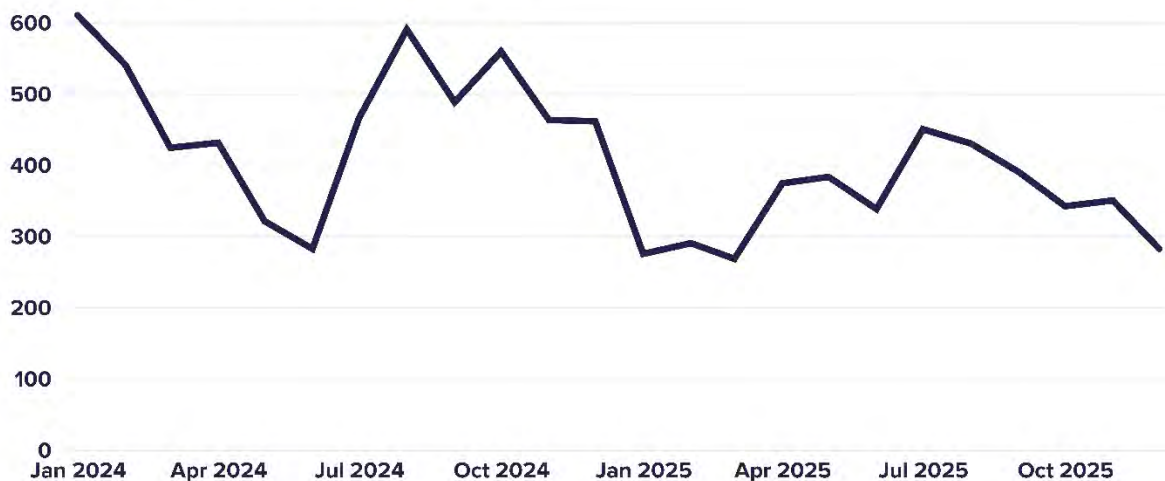
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
14	13	0.5%	30%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	4,172	5,634 ↓	-26%	Morocco (60%), Egypt (8%), Algeria (8%)
Pending cases (Dec '25)	752	850 ↓	-12%	Morocco (31%), Ukraine (18%), Algeria (7%)
First instance decisions	230	410 ↓	-44%	Morocco (32%), Ukraine (15%), Algeria (13%)
Refugee status	35	151 ↓	-77%	Palestine (31%), Burundi (20%), Russia (11%)
Subsidiary protection	35	31 ↑	13%	Ukraine (97%), Syria (3%)
Negative	160	228 ↓	-30%	Morocco (46%), Algeria (19%), Russia (4%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).



# Spain

## National developments in 2025



Spain continued to receive a high number of applicants for international protection in 2025 and, accordingly, in the annual migration management cycle of the European Commission, it was listed among the countries under migratory pressure due to the disproportionate level of arrivals.<sup>861</sup> In this context, authorities continued to prepare for the implementation of the Pact on Migration and Asylum, while the General Directorate of International Protection underwent a significant reorganisation to adapt to Pact provisions.

Significant effort was placed to reduce the caseload of pending cases, substantially increasing the number of decisions at first instance.<sup>862</sup> Nonetheless, the number of pending cases remained among the highest in the EU at the end of 2025. To further optimise workflows, a new case management system was under development to digitalise the steps and interlink different databases used in the asylum procedure. The system will also incorporate features related to AMMR procedures and reception. The Dublin Unit was reinforced with additional staff, and IT systems were enhanced to allow automatic communication across authorities involved in the Dublin procedure. With a larger unit Spain resumed sending outgoing requests in 2025, which had not been possible over the last years. In parallel, Spain worked on incoming requests to eliminate existing backlogs.

To better streamline processes, the making and the lodging of an application by unaccompanied minors on the Canary Islands were merged into a single step. Per internal instructions by the Ministry of the Interior, applications for unaccompanied minors throughout the country were prioritised both in terms of lodging and decision-making. In March 2025, the government approved [Royal Decree-Law 2/2025](#), which establishes the possibility of urgent measures to guarantee the best interests of children and adolescents in extraordinary migration contingencies in Ceuta, Melilla and the Canary Islands.<sup>863</sup> The decree grants the Autonomous Communities more autonomy on decisions related to unaccompanied minors in their areas, including the possibility to request the activation of a relocation mechanism by the government in situations when the number of unaccompanied minors is triple the ordinary capacity in the community.<sup>864</sup> In addition, following the continued increase in migrant arrivals and the significant change in their profiles, a response plan was implemented in the Balearic islands to strengthen humanitarian assistance and improve inter-institutional coordination on the islands, through a combination of immediate response actions and medium-term structural measures.<sup>865</sup>

In two separate judicial processes concerning the concurrence of competencies of national and regional administrations, the Supreme Court issued interim measures asking the state to guarantee access to the national reception system to unaccompanied minors who were under child protection services on the Canary Islands and Madrid and had applied for international protection or expressed their intention to do so.<sup>866</sup> Subsequently, the Spanish authorities adapted their practice on the matter, as instructed by the Supreme Court.

In January 2026, the government proposed a new Royal Decree to grant a 1-year-long permit to third-country nationals who have lived in Spain without authorisation for at least 5 months before 31 December 2025. Applicants for international protection who have not yet received a decision or had their application rejected (as long as it is not a final decision) can apply for this new permit, as long as the application for international protection has been submitted before the end of 2025. Applicants with a criminal record or posing a threat to public order are not eligible to apply. The permit allows immediate access to the labour market, and after 1 year they can apply for any other regular status established in legislation.<sup>867</sup>

While acknowledging positive steps in the reforms introduced in 2025, civil society organisations also pointed out areas where deficiencies persisted, such as delays in access to the procedure; the availability and quality of interpretation on certain occasions; access to information and specialised legal assistance; obstacles in accessing reception conditions; shortage of services for persons with vulnerabilities; delays in the renewal of asylum documentation; respect for fundamental rights at external borders; and ensuring child-sensitive procedures.<sup>868</sup>

### More input from civil society:

- [European Council on Refugees and Exiles](#)
- [European Network on Statelessness](#)
- [Federación Andalucía Acoge - Sur Acoge](#)
- [Cepaim Foundation | Fundación Cepaim](#)
- [Pontifical University Comillas, Migration Research Institute](#)
- [Save the Children](#)
- [Spanish Commission for Refugee Aid | Comisión Española de Ayuda al Refugiado](#)



# Spain

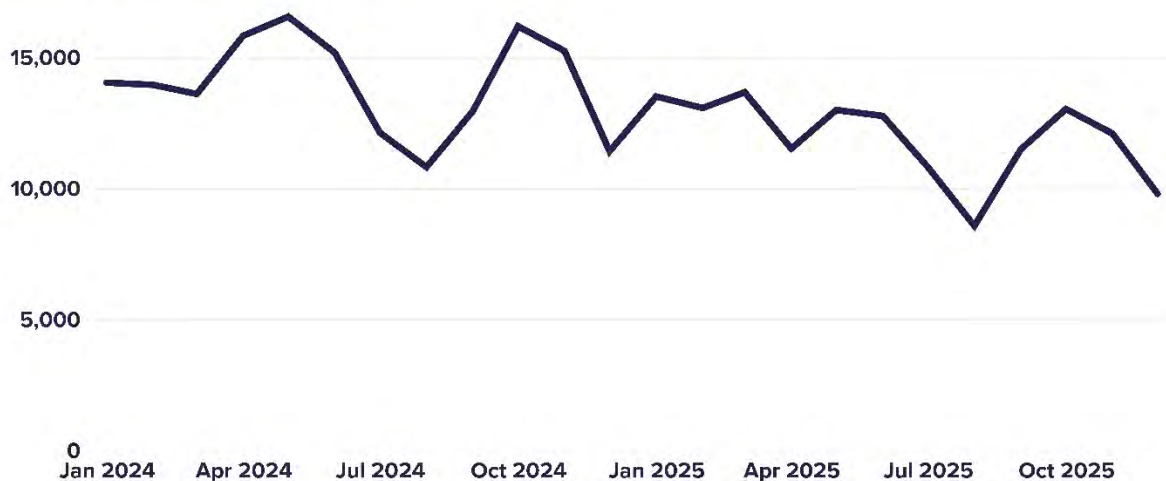
## Key indicators for 2025



Rank by number of asylum applications <b>3</b>	Rank per capita (applications per 1M inhabitants) <b>3</b>	Share of applications in EU+ <b>17.4%</b>	Recognition rate <b>12%</b>
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Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	143,170	167,749	↓ -15%	Venezuela (60%), Mali (11%), Colombia (10%)
Pending cases (Dec '25)	233,247	251,540	↓ -7%	Venezuela (49%), Colombia (26%), Peru (5%)
First instance decisions	141,674	90,064	↑ 57%	Venezuela (39%), Colombia (22%), Peru (9%)
Refugee status	7,753	6,355	↑ 22%	Nicaragua (19%), Colombia (17%), Afghanistan (9%)
Subsidiary protection	9,665	11,453	↓ -16%	Mali (80%), Palestine (8%), Somalia (4%)
Negative	124,256	72,256	↑ 72%	Venezuela (44%), Colombia (24%), Peru (10%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).



## Sweden

### National developments in 2025



To align with the Pact requirements, in 2025 the SMA enhanced staff expertise through training and skills development; modernised digital tools; expanded capacity in detention facilities; and intensified work in the area of returns. To secure the necessary resources for implementing Pact-related administrative and policy reforms, reduce the backlog of cases, and invest in reception and return-related premises and personnel, the SMA budget for 2026 increased by SEK 0.2 billion, to a total of SEK 5.5 billion.

As a result of the collaboration between the SMA and the National Government Service, which brings major authorities under one roof, services provided by the SMA became more accessible in 2025. A number of SMA service centres closed, as the services are, instead, available at national government service centres, thus expanding SMA presence from 11 to 35 locations. SMA services are also offered by telephone and digital channels, such as its revamped website.<sup>869</sup> A new digital platform was developed for SMA case officers. It contains a monitoring tool which produces statistics on the progress of cases.

To assist in informed assessments of applications, the SMA's centre for country of origin information and analysis, Lifos, was particularly active in 2025. It produced reports on security developments in Afghanistan, Bangladesh, Belarus, Lebanon, Russia, Somalia, Sudan and Syria. For the assessment of safe countries, the agency produced reports on Albania, Bosnia and Herzegovina, Chile, Kosovo,<sup>ix</sup> North Macedonia and Serbia. In addition, fact-finding missions were performed in Iraq (including the Kurdistan region of Iraq) in cooperation with the Danish COI unit, and in Afghanistan and Syria, in cooperation with LandInfo, the Norwegian COI Centre.

An ongoing reform aims to have asylum applicants live in reception centres during the asylum procedure, while people with a return order or a transfer decision should live in a return centre. Thus, the 2024 government initiative continued to reduce apartment housing in favour of accommodation provided by the SMA. According to relevant amendments in the Act on Reception of Asylum Seekers, as of 1 March 2025 applicants are allocated a place in an SMA facility, where they are required to reside to be entitled to daily and special allowances.<sup>870</sup> However, exceptions to this general rule are possible. According to SMA estimations, the implementation of the reform would require around 8,000 places in reception and return centres.<sup>871</sup>

Legislative amendments to detention conditions introduced the possibility of using a wider range of security measures, when necessary, such as the possibility to body search visitors in detention centres and room searches of detainees' living areas. The additional security measures aim to make it possible to create a safer environment in the centres and to create possibilities to have a more open environment for the detainees.

An important development in the area of returns was a legislative amendment to the Aliens Act to abolish the possibility of 'track change'. This system previously allowed third-country nationals with a rejected asylum application but who have worked during the asylum procedure in Sweden to apply, under certain circumstances, for a residence permit without having to leave the country. The amendments also introduced new rules for the statute of limitations and re-entry bans, which are now valid for 5 years from the date the person can prove they had actually left Sweden (or an EU country or the Schengen area) and not from the date the decisions became legally binding. This eliminates the incentive of 'waiting out' the expulsion decision or the refusal of entry while still in Sweden, and then reapplying for asylum.<sup>872</sup> Placing an emphasis on voluntary repatriation, a new government ordinance, in force as of January 2026, has increased the financial incentive for repatriation. An extensive information campaign was in place to raise awareness among those who were eligible.<sup>873</sup>

#### More input from civil society:

- [European Council on Refugees and Exiles](#)
- [European Network on Statelessness](#)
- [Queer Youth Sweden | RFSL Ungdon](#)
- [Queerstion Media](#)
- [Swedish Federation for Lesbian, Gay, Bisexual, Transgender, Queer and Intersex Rights | Riksförbundet för homosexuellas, bisexuellas, transpersoners, queeras och intersexpersoners rättigheter](#)
- [Swedish Network of Refugees Support Group | Flyktinggruppernas Riksråd](#)
- [Swedish Refugee Law Center | Asylrättscentrum](#)
- [University of Gothenburg, Law Department](#)
- [Uppsala University](#)

<sup>ix</sup> This designation is without prejudice to positions on status and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.



# Sweden

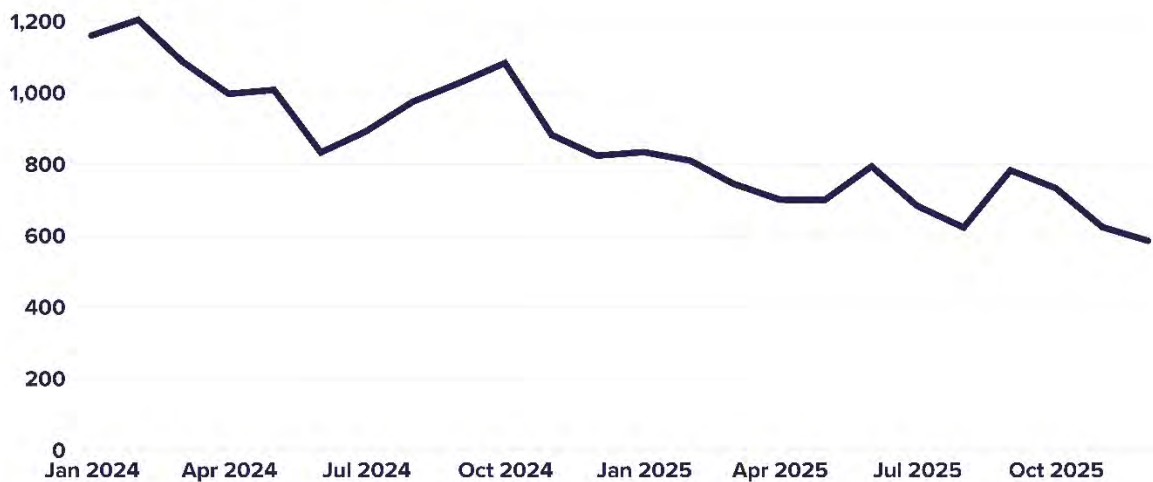
## Key indicators for 2025



Rank by number of asylum applications	Rank per capita (applications per 1M inhabitants)	Share of applications in EU+	Recognition rate
12	17	1.0%	19%

Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	8,606	11,962 ↓	-28%	Afghanistan (9%), Iran (9%), Syria (8%)
Pending cases (Dec '25)	3,221	4,050 ↓	-20%	Syria (20%), Afghanistan (10%), Iran (10%)
First instance decisions	8,441	12,825 ↓	-34%	Afghanistan (10%), Syria (9%), Iran (8%)
Refugee status	1,217	1,787 ↓	-32%	Afghanistan (20%), Eritrea (15%), Syria (10%)
Subsidiary protection	393	979 ↓	-60%	Palestine (30%), Syria (27%), Sudan (10%)
Negative	6,831	10,059 ↓	-32%	Iran (9%), Afghanistan (8%), Syria (8%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).





## Switzerland

### National developments in 2025



Amid a moderate decrease in the number of asylum applications in 2025, Swiss authorities intensified their preparations for the implementation of the Pact on Migration and Asylum. To this end, the Swiss Federal Council launched consultations on needed legislative amendments. While not an EU Member State, as a Schengen- and Dublin-associated country, Switzerland needs to incorporate certain provisions linked to the Pact into national legislation.<sup>874</sup>

The collaborative consultations among the Confederation, cantons, cities and municipalities that started in previous years culminated into the comprehensive national Asylum Strategy 2027. The strategy focuses on a number of priority areas, aiming to increase resilience in situations of pressure, such as rapid increases in applications for international protection; addressing irregular migration and criminal offenders among applicants and beneficiaries of protection; adapting temporary protection status into the overall asylum system; and improving integration efforts.<sup>875</sup> Some actors expressed concern that the main focus of the strategy is on deterrence and stricter enforcement.<sup>876</sup>

To increase resilience in border management, in May 2025 the Swiss Federal Council launched consultations on legislative amendments following the revision of the Schengen Borders Code.<sup>877</sup> In November 2025, the council approved targeted measures to enhance cooperation between federal and cantonal authorities involved in border management, with a particular emphasis on improving risk analysis. The council also decided that Switzerland will participate in the European Commission's additional financing of the Instrument for Financial Support for Border Management and Visa Policy (IGFV). The instrument aims to improve visa policy and implement integrated European border management, funding infrastructure, equipment, IT systems and measures related to migration and security challenges.<sup>878</sup>

In March 2025, SEM announced an adjustment to its asylum and deportation policy on Afghanistan. Starting in mid-April 2025, in certain exceptional cases, single Afghan men whose asylum applications were rejected could again be returned to Afghanistan under specific conditions.<sup>879</sup> The decision instigated concerns among civil society actors, which argued that the absence of rule of law structures in the country and the Taliban's arbitrary system of governance may entail risks for human rights violations upon a return.<sup>880</sup>

To address seasonal fluctuations in asylum applications, national authorities adapted capacity in reception by closing some facilities and reopening others.<sup>881</sup> SEM announced to pilot a new accommodation model to relieve pressure on federal asylum centres starting in summer 2026. As part of the pilot, asylum seekers whose behaviour disrupts the functioning of a centre will be housed in a designated area within the same facility, with adapted security arrangements but equal access to activities and outings.<sup>882</sup>

In October 2025, the Swiss Federal Council proposed a bill banning asylum applicants and temporarily admitted persons from travelling abroad, except under extraordinary circumstances decided by SEM. Ukrainian nationals with protection status S were exempt from this general travel ban.<sup>883</sup> UNHCR recommended several adjustments reflecting that many may have family and social connections in other countries.<sup>884</sup> In parallel, national authorities in cooperation with relevant stakeholders fostered the integration of beneficiaries of protection by facilitating access to the labour market and education.<sup>885</sup>

Protection for displaced persons from Ukraine was confirmed to continue until March 2027. Switzerland introduced a new rule distinguishing between safety levels in different Ukrainian regions. Protection is granted to people from areas under Russian occupation or active conflict zones, while returns are deemed possible for regions listed as safe. SEM regularly reviews safety in the regions and adjusts the list as needed.<sup>886</sup> The decision was followed by voices expressing concern that security conditions across Ukraine remain unstable, making any reliable distinction between safe and unsafe areas impossible.<sup>887</sup>

Following the launch of the European Commission's Annual Migration Management Cycle, the Swiss Federal Council adopted the negotiating mandate for Switzerland's selective participation in the EU Solidarity Mechanism. The practical implementation of this participation will require an agreement with the EU that sets out the practical modalities of cooperation. This will not impose an obligation on Switzerland to participate in the Solidarity Mechanism every year.<sup>888</sup>

#### More input from civil society:

- [AsyLex](#)
- [European Network on Statelessness](#)
- [Swiss Refugee Council](#)



# Switzerland

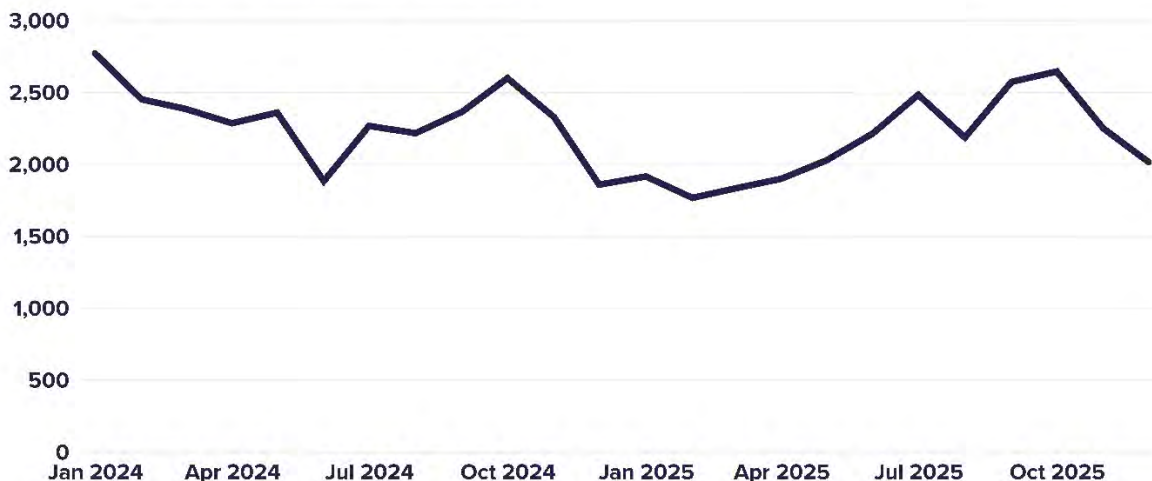
## Key indicators for 2025



Rank by number of asylum applications <b>7</b>	Rank per capita (applications per 1M inhabitants) <b>8</b>	Share of applications in EU+ <b>3.1%</b>	Recognition rate <b>54%</b>
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Indicator	2025	2024	% change	Top 3 countries of origin
Asylum applications	25,781	27,740 ↓	-7%	Afghanistan (24%), Eritrea (13%), Türkiye (10%)
Pending cases (Dec '25)	9,487	11,921 ↓	-20%	Afghanistan (17%), Türkiye (16%), Somalia (11%)
First instance decisions	21,990	25,007 ↓	-12%	Afghanistan (27%), Türkiye (22%), Eritrea (11%)
Refugee status	7,386	10,390 ↓	-29%	Afghanistan (39%), Türkiye (21%), Eritrea (19%)
Subsidiary protection	4,582	6,060 ↓	-24%	Afghanistan (41%), Somalia (12%), Eritrea (10%)
Negative	10,022	8,557 ↑	17%	Türkiye (32%), Afghanistan (12%), Eritrea (5%)

Evolution of asylum applications, 2024-2025



**Note:** The data should be read in conjunction with the note on [methodology](#).

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<sup>549</sup> [Loi du 18 juillet 2025 modifiant la loi du 15 décembre 1980 sur l'accès au territoire, le séjour, l'établissement et l'éloignement des étrangers en ce qui concerne les conditions pour le regroupement familial](#) [Law amending the law of 15 December 1980 on access to the territory, residence, establishment and removal of foreigners with regard to the conditions for family reunification], 18 July 2025.

<sup>550</sup> State Agency for Refugees at the Council of Ministers | Държавната агенция за бежанците при Министерския съвет (SAR). (10 November 2025). [Проект на Закон за международна закрила обсъди междуведомствена работна група, лидерана от ДАБ](#) [Draft International Protection Act was discussed by an interdepartmental working group led by the SAR].

<sup>551</sup> European Commission. (11 November 2025). [Communication from the Commission to the European Parliament and the Council, The European Annual Asylum and Migration Report \(2025\)](#). COM (2025) 795 final.

<sup>552</sup> State Agency for Refugees at the Council of Ministers | Държавната агенция за бежанците при Министерския съвет (SAR). (27 May 2025). [ДАБ и БЧК подписаха Споразумение за сътрудничество в подкрепа на търсещите закрила в България](#) [SAR and BRC signed a Cooperation Agreement in support of asylum seekers in Bulgaria].

<sup>553</sup> State Agency for Refugees at the Council of Ministers | Държавната агенция за бежанците при Министерския съвет (SAR). (25 October 2025). [Ръководството на ДАБ при МС и представители на швейцарска делегация обсъдиха мерките по компонента, който Агенцията ще изпълнява по Швейцарско-българска програма в областта на миграцията](#) [The management of the SAR at the Council of Ministers and representatives of a Swiss delegation discussed the measures under the component that the Agency will implement under the Swiss-Bulgarian Migration Program]; State Agency for Refugees at the Council of Ministers | Държавната агенция за бежанците при Министерския съвет (SAR). (25 October 2025). [Представители на Държавната агенция за бежанците присъстваха на подписването на Рамковото споразумение между България и Швейцария](#) [Representatives of the State Agency for Refugees attended the signing of the Framework Agreement between Bulgaria and Switzerland].

<sup>554</sup> State Agency for Refugees at the Council of Ministers | Държавната агенция за бежанците при Министерския съвет (SAR). (2025). [Digitalisation of the procedure for granting international protection in Bulgaria.](#)

<sup>555</sup> State Agency for Refugees at the Council of Ministers | Държавната агенция за бежанците при Министерския съвет (SAR). (26 February 2025). [Потенциални области на сътрудничество между България и Норвегия](#) [Potential areas of cooperation between Bulgaria and Norway].

<sup>556</sup> International Organization for Migration (IOM). (13 August 2025). [IOM Bulgaria Takes Over Management of Harmanli Safe Zone and Launches New EU-Funded Project for Asylum Seekers.](#)

<sup>557</sup> State Agency for Refugees at the Council of Ministers | Държавната агенция за бежанците при Министерския съвет (SAR). (1 July 2025). [За първи път у нас: Държавната агенция за бежанците с пилотен европейски проект за деца бежанци](#) [For the first time in Bulgaria: The State Agency for Refugees with a pilot European project for refugee children]; State Agency for Refugees at the Council of Ministers | Държавната агенция за бежанците при Министерския съвет (SAR). (28 October 2025). [Председателите на Държавната агенция за бежанците Иван Иванов и на Държавната агенция за закрила на детето Теодора Иванова обсъдиха партньорството си по ключови дейности за децата бежанци](#) [The chairpersons of the State Agency for Refugees Ivan Ivanov and the State Agency for Child Protection Teodora Ivanova discussed their partnership on key activities for refugee children]; State Agency for Refugees at the Council of Ministers | Държавната агенция за бежанците при Министерския съвет (SAR). (29 October 2025). [В Ивайловград: Председателят Иван Иванов и кметът Диана Овчарова отчетоха напредък в пилотния проект за социална грижа към непридружени деца бежанци](#) [In Ivaylovgrad: President Ivan Ivanov and Mayor Diana Ovcharova reported progress in the pilot project for social care for unaccompanied refugee children]; State Agency for Refugees at the Council of Ministers | Държавната агенция за бежанците при Министерския съвет (SAR), (5 November 2025). [Държавните агенции за бежанците и социално подпомагане обсъдиха мерките по изпълнението на пилотния проект за алтернативни социални услуги на непридружени деца бежанци](#) [The state agencies for refugees and social assistance discussed the measures for the implementation of the pilot project for alternative social services for unaccompanied refugee children].

<sup>558</sup> United Nations High Commissioner for Refugees (UNHCR). (30 May 2025). [UNHCR Hosts High-level Roundtable on Strengthening Guardianship for Unaccompanied Children in Bulgaria.](#)

<sup>559</sup> State Agency for Refugees at the Council of Ministers | Държавната агенция за бежанците при Министерския съвет (SAR). (23 April 2025). [Приемно семейство ще се грижи за непридружено дете, търсещо международна закрила в България](#) [A foster family will take care of an unaccompanied child seeking international protection in Bulgaria].



<sup>560</sup> The Collective Aid Charitable Foundation. (20 February 2025). [New publication: Bulgaria Needs Assessment: Briefing Note](#); United Nations High Commissioner for Refugees (UNHCR). (15 October 2025). [Bulgaria - UNHCR Participatory Assessment Report 2024](#).

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<sup>562</sup> United Nations High Commissioner for Refugees (UNHCR). (15 October 2025). [Bulgaria - UNHCR Participatory Assessment Report 2024](#).

<sup>563</sup> State Agency for Refugees at the Council of Ministers | Държавната агенция за бежанците при Министерския съвет (SAR). (26 August 2025). [Солидарност: Държавната агенция за бежанците продължава работа по проекта за презаселване на граждани от трети страни](#) [Solidarity: The State Agency for Refugees Continues Work on the Resettlement Project for Third-Country Nationals]; State Agency for Refugees at the Council of Ministers | Държавната агенция за бежанците при Министерския съвет (SAR). (17 October 2025). [В Брюксел отчетоха: България изпълнява ангажиментите си по програмата за презаселване на бежанци](#) [Brussels reports: Bulgaria is fulfilling its commitments under the refugee resettlement programme].

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<sup>565</sup> Bulgaria for Ukraine. (5 May 2025). [The Council of Ministers adopted a Program for Humanitarian Support and Integration of Displaced Persons from Ukraine Granted Temporary Protection in the Republic of Bulgaria](#).

<sup>566</sup> Ministry of the Interior (Croatia) | Ministarstvo unutarnjih poslova. (13 November 2025). [Izmjene zakona o strancima i međunarodnoj zaštiti poslone u javno savjetovanje](#) [Amendments to the Law on Foreigners and International Protection sent for public consultation].

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<sup>568</sup> [Uredba o izmjenama i dopunama Uredbe o unutarnjem ustrojstvu Ministarstva unutarnjih poslova](#) [Regulation on Amendments to the Regulation on the Internal Organisation of the Ministry of the Interior], 16 June 2025.

<sup>569</sup> European Commission. (11 November 2025). [Communication from the Commission to the European Parliament and the Council, The European Annual Asylum and Migration Report \(2025\)](#). COM (2025) 795 final.

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<sup>574</sup> Council of Europe, European Court of Human Rights [ECtHR], [Y.K. v Croatia](#), Application No 38776/21, ECLI:CE:ECHR:2025:0717JUD003877621, 17 July 2025. Link redirects to the English summary in the EUAA Case Law Database.

<sup>575</sup> Ministry of the Interior (Croatia) | Ministarstvo unutarnjih poslova. (3 June 2025). [AMIF projekt: Poboljšanje uvjeta smještaja i rada u Tranzitnom prihvatnom centru za strance Tovarnik](#) [AMIF project: Improving accommodation and working conditions at the Transit Center for Foreigners Tovarnik].

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allocation of financial resources for the implementation of the project "Training of Border Police Officers on the Treatment of Third-Country Nationals Illegally Staying in the Republic of Croatia".

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<sup>580</sup> Croatian Law Centre | Hrvatski pravni centar. (12 November 2025). [Održan seminar za suce upravnih sudova](#) [A seminar was held for judges of administrative courts].

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<sup>582</sup> European Court of Human Rights (ECtHR), *M.H. and Others v Croatia* (Case 15670/18), 4 April 2022.

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<sup>584</sup> Government of Cyprus. (8 July 2025). [Θέμα: Δημόσια Διαβούλευση για το νομοσχέδιο με τίτλο: «ο περί Προσφύγων Νόμος του 2025»](#) [Public Consultation on the draft law entitled: "The Refugee Law of 2025"].

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<sup>587</sup> Έκθεση της Κοινοβουλευτικής Επιτροπής Εσωτερικών για το νομοσχέδιο «Ο περί Προσφύγων (Τροποποιητικός) Νόμος του 2024» και την πρόταση νόμου «Ο περί Προσφύγων (Τροποποιητικός) (Αρ. 4) Νόμος του 2022 [Report of the Parliamentary Committee on Internal Affairs on the bill "The Refugees (Amendment) Law of 2024" and the proposed law "The Refugees (Amendment) (No 4) Law of 2022"].

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<sup>860</sup> Office of the Government of the Republic of Slovenia for the Care and Integration of Migrants | [Urad Vlade Republike Slovenije za oskrbo in integracijo migrantov](#). (8 April 2025). [Novi Zakon o začasní zaščiti razseljenih oseb](#) [New Act on Temporary Protection of Displaced Persons]; [Pravilnik o obrazcih vlog, potrdil, izkaznice in prepustnice za premostitev, ki se izdajo v postopkih začasne zaščite razseljenih oseb, Uradni list RS, št. 55/25](#) [Rules on application forms, certificates, cards and relocation passes issued in procedures for temporary protection of displaced persons, Official Gazette of the Republic of Slovenia, No 55/25], 18 July 2025; [Uredba o hišnem redu nastanitvenih centrov in drugih nastanitvenih kapacitet za prosilce za začasno zaščito in osebe z začasno zaščito, Uradni list RS, št. 55/25](#) [Regulation on the rules of accommodation centres and other accommodation facilities for applicants for temporary protection and persons with temporary protection, Official Gazette of the Republic of Slovenia, No 55/25], 18 July 2025; [Uredba o načinu uveljavljanja in zagotavljanja pravic prosilcem za začasno zaščito in osebami z začasno zaščito, Uradni list RS, št. 55/25](#) [Regulation on the method of exercising and ensuring the rights of applicants for temporary protection and persons with temporary protection Official Gazette of the Republic of Slovenia, No 55/25], 18 July 2025; Office of the Government of the Republic of Slovenia for the Care and Integration of Migrants | [Urad Vlade Republike Slovenije za oskrbo in integracijo migrantov](#). (17 July 2025). [Predstavitev sprememb zakona o začasní zaščiti razseljenih oseb](#) [Presentation of amendments to the Act on Temporary Protection of Displaced Persons].

<sup>861</sup> [Commission implementing Decision \(EU\) 2025/2323 of 11 November 2025 pursuant to Article 11 of Regulation \(EU\) 2024/1351 of the European Parliament and of the Council](#), 11 November 2025.

<sup>862</sup> Ministry of the Interior (Spain) | [Ministerio del Interior](#) (16 January 2026) [La Oficina de Asilo y Refugio resuelve 160.951 expedientes de protección internacional en 2025, la mayor cifra de su historia](#) [The Asylum and Refugee Office resolves 160,951 international protection cases in 2025, the highest number in its history].

<sup>863</sup> [Real Decreto-ley 2/2025, de 18 de marzo, por el que se aprueban medidas urgentes para la garantía del interés superior de la infancia y la adolescencia ante situaciones de contingencias migratorias extraordinarias](#) [Royal Decree-Law 2/2025, of 18 March, approving urgent measures to guarantee the best interests of children and adolescents in situations of extraordinary migration contingencies], 19 March 2025.



<sup>864</sup> Council of Ministers | Consejo de Ministros. (18 March 2025). [The Government of Spain establishes a model of solidarity, objectivity and flexibility for the reception of unaccompanied migrant children](#).

<sup>865</sup> Ministry of Inclusion, Social Security and Migration (Spain) | Ministerio de Inclusión, Seguridad Social y Migraciones. (10 July 2025). [Migraciones articula un plan de respuesta ante el incremento y cambio de perfil de personas migrantes que llegan a las costas Baleares](#) [Migration authorities are developing a response plan to address the increase and changing profile of migrants arriving on the Balearic coast].

<sup>866</sup> Spain, Supreme Court [Tribunal Supremo], [Autonomous Community of the Canary Islands v Central Government](#), ATS 3180/2025, ECLI:ES:TS:2025:3180A, 25 March 2025. Link redirects to the English summary in the EUAA Case Law Database; Spain, Supreme Court [Tribunal Supremo], [Autonomous Community of the Canary Islands v Central Government](#), ATS 5274/2025, ECLI:ES:TS:2025:5274A, 4 June 2025. Link redirects to the English summary in the EUAA Case Law Database; Spain, Supreme Court [Tribunal Supremo], [Autonomous Community of Madrid v Central Government](#), ATS 11562/2025 (Recurso Ordinario 340/2025), ECLI:ES:TS:2025:11562A, 11 December 2025. Link redirects to the English summary in the EUAA Case Law Database.

<sup>867</sup> Council of Ministers | Consejo de Ministros. (27 January 2026). [El Gobierno inicia un proceso de regularización extraordinaria de extranjeros que ya viven en España](#) [The Government begins an extraordinary regularisation process for foreigners already living in Spain].

<sup>868</sup> Fundación Cepaim. (2026). [Input to the Asylum Report 2026](#); Federación Andalucía Acoge–Sur Acoge. (2026). [Input to the Asylum Report 2026](#); Comisión Española de Ayuda al Refugiado (CEAR). (2026). [Input to the Asylum Report 2026](#); Save the Children. (2026). [Input to the Asylum Report 2026](#).

<sup>869</sup> Swedish Migration Agency | Migrationsverket. (5 November 2025). [The Swedish Migration Agency can now be found at more locations around the country](#); Swedish Migration Agency | Migrationsverket. (5 March 2025). [Nu är Migrationsverkets nya webbplats lanserad](#) [The Swedish Migration Agency's new website has now been launched].

<sup>870</sup> Swedish Migration Agency | Migrationsverket. (1 September 2025). [Ändrade regler kring asylsökandes boende](#) [Changed rules regarding asylum seekers' accommodation].

<sup>871</sup> Swedish Migration Agency | Migrationsverket. (31 January 2025). [Migrationsverket planerar center för asylsökande i sex kommuner](#) [The Swedish Migration Board is planning centers for asylum seekers in six municipalities].

<sup>872</sup> Swedish Migration Agency | Migrationsverket. (13 March 2025). [Spårbyte avskaffas och ändrade regler för preskriptionstid](#) [Track changes abolished and rules for statute of limitations changed].

<sup>873</sup> Swedish Migration Agency | Migrationsverket. (31 October 2025). [Återvändningsbidraget höjs den 1 januari 2026](#) [The repatriation grant will be increased on 1 January 2026].

<sup>874</sup> Federal Council | Der Bundesrat | Conseil fédéral | Consiglio federale. (20 June 2025). [Mise en œuvre du pacte de l'UE sur la migration et l'asile : Le Conseil fédéral propose des modifications d'ordonnances](#) [Implementation of the EU Pact on Migration and Asylum: Federal Council proposes amendments to ordinances]; United Nations High Commissioner for Refugees (UNHCR). (October 2025). [UNHCR Empfehlungen zu den Verordnungsanpassungen im Rahmen der Umsetzung des EU-Migrations- und Asylopaketes in der Schweiz](#) [Recommendations on regulatory adjustments in the context of the implementation of the EU Migration and Asylum Package in Switzerland].

<sup>875</sup> Federal Department of Justice and Police | Eidgenössisches Justiz- und Polizeidepartement | Département fédéral de justice et police | Dipartimento federale di giustizia e polizia. (28 November 2025). [Stratégie en matière d'asile 2027 : Vers des améliorations ciblées du système](#) [Asylum Strategy 2027: Towards targeted system improvements].

<sup>876</sup> Swiss Refugee Council | Schweizerische Flüchtlingshilfe | Organisation suisse d'aide aux réfugiés. (28 November 2025). [L'OSAR critique les angles morts de la stratégie en matière d'asile 2027](#) [OSAR criticises the blind spots of the 2027 asylum strategy].

<sup>877</sup> Federal Council | Der Bundesrat | Conseil fédéral | Consiglio federale. (28 May 2025). [Le code frontières Schengen révisé nécessite de modifier plusieurs ordonnances](#) [The revised Schengen Borders Code requires several ordinances to be amended].

<sup>878</sup> Federal Council | Der Bundesrat | Conseil fédéral | Consiglio federale. (26 November 2025). [Le Conseil fédéral veut plus de moyens pour la protection des frontières extérieures de Schengen](#) [Federal Council wants more resources for the protection of the Schengen external borders].

<sup>879</sup> State Secretariat for Migration | Staatssekretariat für Migration | Secrétariat d'État aux migrations | Segreteria di Stato della migrazione. (20 March 2025). [Le SEM ajuste sa pratique en matière d'asile concernant l'Afghanistan](#) [SEM adjusts its asylum practice regarding Afghanistan].

<sup>880</sup> Swiss Refugee Council | Schweizerische Flüchtlingshilfe | Organisation suisse d'aide aux réfugiés. (2 April 2025). [Risque de violations des droits humains et de détresse existentielle en cas de renvoi vers l'Afghanistan](#) [Risk of human rights violations and existential hardship if returned to Afghanistan; AsyLex. (2026). [Input to the Asylum Report 2026](#).

<sup>881</sup> State Secretariat for Migration | Staatssekretariat für Migration | Secrétariat d'État aux migrations | Segreteria di Stato della migrazione. (9 July 2025). [Le SEM rouvre trois centres fédéraux pour requérants d'asile pour répondre à l'augmentation saisonnière des demandes](#) [SEM reopens three federal asylum centres to respond to seasonal increase in applications]; State Secretariat for Migration | Staatssekretariat für Migration | Secrétariat d'État aux migrations | Segreteria di Stato della migrazione. (24 June 2025). [Procédure de plan sectoriel concernant le CFA de](#)



[Buosingen: Information et participation de la population](#) [Sectoral plan procedure for the Buosingen CFA: Information and participation of the population]; State Secretariat for Migration | Staatssekretariat für Migration | Secrétariat d'État aux migrations | Segreteria di Stato della migrazione. (27 June 2025). [Fermeture du centre spécifique des Verrières – Le SEM étudie d'autres solutions avec les cantons](#) [Closure of the specific centre in Les Verrières – SEM is studying other solutions with the cantons]; State Secretariat for Migration | Staatssekretariat für Migration | Secrétariat d'État aux migrations | Segreteria di Stato della migrazione. (11 June 2025). [Ouverture du centre fédéral pour requérants d'asile au Grand-Saconnex](#) [Opening of the federal centre for asylum seekers in Grand-Saconnex].

<sup>882</sup> State Secretariat for Migration | Staatssekretariat für Migration | Secrétariat d'État aux migrations | Segreteria di Stato della migrazione. (17 December 2025). [Nouveau plan d'hébergement pour soulager les centres fédéraux pour requérants d'asile](#) [New accommodation plan to relieve federal asylum centres].

<sup>883</sup> Federal Council | Der Bundesrat | Conseil fédéral | Consiglio federale. (22 October 2025). [Les personnes qui relèvent du domaine de l'asile ne pourront plus voyager à l'étranger qu'à titre exceptionnel](#) [Persons who fall within the scope of asylum will only be able to travel abroad on an exceptional basis].

<sup>884</sup> United Nations High Commissioner for Refugees (UNHCR). (February 2026). [UNHCR-Empfehlungen zu den geplanten Einschränkungen für Auslandsreisen von Flüchtlingen](#) [UNHCR recommendations on the planned restrictions on refugees' international travel].

<sup>885</sup> State Secretariat for Migration | Staatssekretariat für Migration | Secrétariat d'État aux migrations | Segreteria di Stato della migrazione. (28 March 2025). [Faire accéder les réfugiés à l'enseignement supérieur pour lutter contre la pénurie de main-d'œuvre qualifiée](#) [Providing refugees with access to higher education to combat the shortage of skilled labour]; Federal Council | Der Bundesrat | Conseil fédéral | Consiglio federale. (13 May 2025). [La Confédération et les cantons formulent des recommandations en matière d'intégration professionnelle des réfugiés](#) [The Confederation and the cantons make recommendations on the professional integration of refugees]; Federal Department of Justice and Police | Eidgenössisches Justiz- und Polizeidepartement | Département fédéral de justice et police | Dipartimento federale di giustizia e polizia. tackle skills shortages]; State Secretariat for Migration | Staatssekretariat für Migration | Secrétariat d'État aux migrations | Segreteria di Stato della migrazione. (27 February 2025). [Intégration professionnelle des réfugiés : le conseiller fédéral Beat Jans discute avec des chefs d'entreprise et des autorités](#) [Occupational integration of refugees: Federal Councillor Beat Jans talks with business leaders and authorities]; Federal Department of Justice and Police | Eidgenössisches Justiz- und Polizeidepartement | Département fédéral de justice et police | Dipartimento federale di giustizia e polizia. (26 February 2025). [Le Conseil fédéral veut promouvoir l'emploi des bénéficiaires du statut S et des ressortissants d'États tiers formés en Suisse](#) [Federal Council wants to promote employment for S status beneficiaries and third-country nationals trained in Switzerland]; Federal Council | Der Bundesrat | Conseil fédéral | Consiglio federale. (22 October 2025). [Le Conseil fédéral encourage les bénéficiaires du statut S à travailler](#) [Federal Council encourages S status holders to work]; United Nations High Commissioner for Refugees (UNHCR). (May 2025). [Position du HCR sur les mesures pour encourager les bénéficiaires du statut de protection S à exercer une activité lucrative et faciliter l'admission des ressortissants d'États tiers formés en Suisse](#) [UNHCR position on measures to encourage beneficiaries of S protection status to engage in gainful employment and facilitate the admission of third-country nationals trained in Switzerland].

<sup>886</sup> Federal Council | Der Bundesrat | Conseil fédéral | Consiglio federale. (8 October 2025). [Le statut de protection S est maintenu](#) [Protection status S is maintained].

<sup>887</sup> United Nations High Commissioner for Refugees (UNHCR). (8 October 2025). [UNHCR begrüsst die Fortführung des Schutzstatus S, aber äussert Besorgnis über die beschlossene Einschränkung des geschützten Personenkreises](#) [UNHCR welcomes the continuation of protection status S but expresses concern about the decided restriction of the protected group of people]; Swiss Refugee Council | Schweizerische Flüchtlingshilfe | Organisation suisse d'aide aux réfugiés. (8 October 2025). [Pas de régions sûres en Ukraine: l'OSAR dénonce une décision erronée du Conseil fédéral](#) [No safe regions in Ukraine: the Swiss Refugee Council condemns a wrong decision by the Federal Council]; AsyLex. (2026). [Input to the Asylum Report 2026](#).

<sup>888</sup> State Secretariat for Migration | Staatssekretariat für Migration | Secrétariat d'État aux migrations | Segreteria di Stato della migrazione. (19 December 2025). [Le Conseil fédéral adopte le mandat de négociation en vue d'une participation de la Suisse au mécanisme de solidarité de l'UE](#) [Federal Council adopts negotiating mandate for Switzerland's participation in the EU Solidarity Mechanism].





# Reader's guide

## Legal basis

The *EUAA Asylum Report: Annual Report on the Situation of Asylum in the European Union* is produced in accordance with the EUAA Regulation, Articles 69, 16(4), 20(7), 35(6), 50(5b) and 51(10).

The production process follows the methodology and basic principles agreed by the Agency's Management Board in 2013. A draft of the report is disseminated to the Management Board for their comments prior to its formal adoption and public launch.

## Qualitative information

Primary factual information presented in the report is collected by the EUAA throughout the year and included in the EUAA Database on International Protection in Europe (DIP). This involves desk research on developments related to each step of the asylum procedure and the validation of the information by representatives of national authorities.

The European Commission was consulted during the drafting process. In accordance with its role under the 1951 Convention relating to the Status of Refugees, Article 35, which is reflected in EU Treaties and the asylum *acquis* instruments, UNHCR was also consulted during the drafting process, and public information produced by its experts were included in the report.

An open call for contributions was launched to members of the Agency's Consultative Forum and other civil society organisations to share relevant publications and information on their work which is relevant to the functioning of CEAS.

The Asylum Report covers the period 1 January to 31 December but also refers to relevant developments in the year of writing.

## Quantitative information

Quantitative information is gathered through the EUAA's Early-Warning and Preparedness System (EPS), which comprises data collected from EU+ countries on a monthly basis (Iceland and Liechtenstein do not presently take part in the EPS data exchange). The data are submitted by ministries and national administrations, in the framework of the EUAA Regulation, Articles 5 and 6.

The data shared with the EUAA by EU+ countries are provisional and unvalidated, and therefore may differ from validated data submitted at a later date to Eurostat, according to Regulation (EU) 2020/851 amending Regulation (EC) 862/2007.

EPS data published in this report were extracted on 3 February 2026 and may have been subsequently updated.



Editions prior to 2024 of this report are primarily based on data collected by Eurostat in the context of Regulation (EU) 2020/851 amending Regulation (EC) 862/2007. As such, the figures presented in the reports pre- and post-2024 are not fully comparable.

## Accompanying products to the Asylum Report 2026

The *Asylum Report* is accompanied by various, user-friendly tools which can be used to filter information which is presented in the report.

The [Executive Summary](#) of the report is translated into all EU+ languages, in addition to Albanian, Arabic, Macedonian, Russian, Serbian, Turkish and Ukrainian.

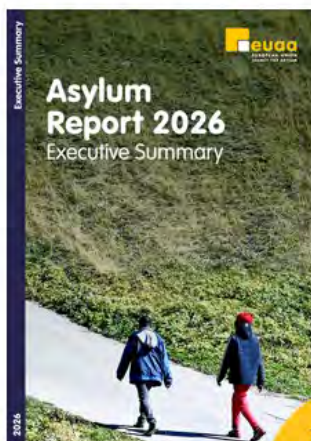
A [storytelling feature](#) on the EUAA website presents a short summary of the key topics addressed in the main report.

The [National Asylum Developments Database](#) presents the legislative, institutional and policy developments which are described in the report. Updates can be searched by country, topic, year and type of development. The information is also summarised and presented in a table by country and by thematic area in a PDF document.

The report presents a selection of jurisprudential developments based on the [EUAA Case Law Database](#). The hyperlinks within the text will bring readers to the specific case in the database.

The sources used for the production of the *Asylum Report* are presented in the list of references at the end of the report. They are also available on the Database on International Protection in Europe (DIP), under [Sources](#), with search and export functions.

## Additional resources to the Asylum Report 2026



Translations  
in all EU  
languages  
and 7 non-EU  
languages



Click on [Database on International Protection in Europe](#) to consult sources on asylum

# Annex. Statistical tables

## Table A1. Number of asylum applicants in EU+ countries by reporting country and main citizenships, 2024-2025

Reporting country	2024	2025	Share in EU+	Change from 2024	Top 3 groups
Germany	237,314	162,664	19.8%	-31% ↓	Afghanistan 39%, Syria 14%, Türkiye 9%
France	157,552	152,291	18.5%	-3% →	Afghanistan 10%, Haiti 9%, Congo (DR) 9%
Spain	167,749	143,170	17.4%	-15% ↓	Venezuela 60%, Mali 11%, Colombia 10%
Italy	158,867	133,520	16.2%	-16% ↓	Bangladesh 21%, Peru 12%, Egypt 9%
Greece	73,684	61,631	7.5%	-16% ↓	Afghanistan 25%, Egypt 15%, Sudan 13%
Belgium	39,206	34,425	4.2%	-12% ↓	Afghanistan 11%, Palestine 10%, Eritrea 8%
Switzerland	27,740	25,781	3.1%	-7% ↓	Afghanistan 24%, Eritrea 13%, Türkiye 10%
Netherlands	33,437	25,747	3.1%	-23% ↓	Syria 13%, Eritrea 12%, Türkiye 6%
Austria	24,941	16,284	2.0%	-35% ↓	Afghanistan 31%, Syria 25%, Somalia 6%
Poland	16,811	13,396	1.6%	-20% ↓	Ukraine 53%, Belarus 22%, Russia 5%
Ireland	18,563	13,155	1.6%	-29% ↓	Somalia 15%, Nigeria 15%, Pakistan 13%
Sweden	11,962	8,606	1.0%	-28% ↓	Afghanistan 9%, Iran 9%, Syria 8%
Cyprus	9,201	4,357	0.5%	-53% ↓	Syria 25%, Nigeria 9%, Congo (DR) 8%
Slovenia	5,634	4,172	0.5%	-26% ↓	Morocco 60%, Egypt 8%, Algeria 8%
Bulgaria	12,412	3,895	0.5%	-69% ↓	Morocco 25%, Afghanistan 24%, Syria 21%
Norway	4,941	3,587	0.4%	-27% ↓	Ukraine 34%, Syria 11%, Eritrea 8%
Finland	2,948	2,549	0.3%	-14% ↓	Afghanistan 14%, Iraq 10%, Somalia 10%
Denmark	2,307	1,978	0.2%	-14% ↓	Eritrea 13%, Afghanistan 9%, Syria 8%
Portugal	2,797	1,763	0.2%	-37% ↓	Colombia 14%, China 10%, Angola 9%
Luxembourg	2,197	1,707	0.2%	-22% ↓	Eritrea 19%, Syria 11%, Algeria 5%
Latvia	1,039	1,473	0.2%	42% ↑	Somalia 19%, Afghanistan 10%, Tajikistan 9%
Romania	2,354	1,197	0.1%	-49% ↓	Syria 25%, Palestine 15%, Iraq 9%
Czechia	1,319	1,184	0.1%	-10% ↓	Viet Nam 18%, Ukraine 14%, Uzbekistan 11%
Croatia	1,228	1,179	0.1%	-4% →	Türkiye 21%, Russia 17%, Syria 14%
Estonia	1,351	1,008	0.1%	-25% ↓	Ukraine 89%, Russia 3%, Belarus 1%
Malta	438	401	0.0%	-8% ↓	Syria 26%, Colombia 9%, Bangladesh 9%
Lithuania	363	381	0.0%	5% →	Belarus 22%, Somalia 12%, Russia 9%
Slovakia	165	162	0.0%	-2% →	Ukraine 25%, Afghanistan 12%, Belarus 9%
Hungary	29	113	0.0%	290% ↑	Syria 14%, Unknown 12%, Iran 10%
EU+	1,018,549	821,776	100.0%	-19%	Afghanistan 14%, Venezuela 11%, Syria 5%

Type of applicant	2024	2025	Share in EU+	Change from 2024	Top three groups
First time applicant	928,356	696,785	84.8%	-25% ↓	Venezuela 13%, Afghanistan 10%, Syria 6%
Repeated applicant	89,485	124,607	15.2%	39% ↑	Afghanistan 39%, Türkiye 6%, Haiti 5%
Relocated applicant	708	384	0.0%	-46% ↓	Afghanistan 74%, Somalia 6%, Iraq 5%

Claimed unaccompanied minors	2024	2025	Share in EU+	Change from 2024	Top 3 citizenships
Not UAMs	945,075	768,428	93.5%	-19% ↓	Afghanistan 14%, Venezuela 11%, Syria 5%
Unknown	40,790	31,886	3.8%	-24% ↓	Venezuela 25%, Afghanistan 15%, Eritrea 9%
Claimed UAMs	32,684	22,162	2.7%	-32% ↓	Afghanistan 13%, Eritrea 11%, Egypt 11%

Country of origin	2024	2025	Share in EU+	Change from 2024	Top 3 reporting countries
Afghanistan	87,839	117,113	14.3%	33% ↑	Germany 54%, Greece 13%, France 13%
Venezuela	73,967	91,030	11.1%	23% ↑	Spain 94%, Italy 2%, Germany 2%
Syria	151,382	42,425	5.2%	-72% ↓	Germany 54%, Austria 10%, Greece 8%
Bangladesh	43,375	36,901	4.5%	-15% ↓	Italy 76%, France 12%, Greece 8%
Türkiye	55,678	33,202	4.0%	-40% ↓	Germany 43%, France 22%, Switzerland 8%
Ukraine	27,194	25,267	3.1%	-7% ↓	France 48%, Poland 28%, Norway 5%
Egypt	25,508	25,091	3.1%	-2% →	Italy 46%, Greece 38%, France 5%
Colombia	51,580	22,124	2.7%	-57% ↓	Spain 66%, Italy 12%, Germany 7%
Morocco	25,385	21,002	2.6%	-17% ↓	Italy 44%, Spain 14%, Slovenia 12%
Mali	17,246	19,935	2.4%	16% ↑	Spain 80%, France 12%, Italy 6%
Peru	27,281	19,895	2.4%	-27% ↓	Italy 77%, Spain 18%, France 2%
Somalia	18,723	19,735	2.4%	5% ↑	Germany 22%, France 19%, Ireland 10%
Pakistan	23,424	19,114	2.3%	-18% ↓	Italy 53%, Greece 11%, Ireland 9%
Congo (DR)	14,254	17,962	2.2%	26% ↑	France 75%, Belgium 13%, Germany 3%
Sudan	10,235	17,564	2.1%	72% ↑	Greece 47%, France 35%, Netherlands 5%
Eritrea	14,781	15,895	1.9%	8% ↑	Switzerland 21%, Netherlands 20%, Belgium 17%
Georgia	15,103	15,295	1.9%	1% →	France 30%, Italy 29%, Germany 15%
Haiti	11,708	14,514	1.8%	24% ↑	France 99%, Greece 0%, Spain 0%
Guinea	17,278	14,297	1.7%	-17% ↓	France 57%, Germany 14%, Belgium 9%
Iraq	18,650	12,574	1.5%	-33% ↓	Germany 36%, Greece 20%, Italy 7%
Others	287,958	220,841	26.9%	-23% ↓	Not specified, Not specified, Not specified

**Notes:** Data on asylum applications were available for all 29 EU+ countries. Data of a magnitude of 5 or lower are rounded to the nearest five units to ensure anonymisation. Thus, a 0 may not necessarily indicate a real zero value but could also represent a value of 1 or 2.

**Table A2. Number of decisions at first instance in EU+ countries by reporting country and main citizenships, 2024-2025**

Reporting country	2024	2025	Share in EU+	Change from 2024	Top 3 countries of origin
Germany	251,043	273,983	31.3%	9% ↑	Afghanistan 31%, Türkiye 19%, Syria 7%
France	137,789	151,041	17.3%	10% ↑	Ukraine 10%, Afghanistan 9%, Guinea 8%
Spain	90,064	141,674	16.2%	57% ↑	Venezuela 39%, Colombia 22%, Peru 9%
Italy	85,203	115,899	13.3%	36% ↑	Bangladesh 29%, Egypt 10%, Pakistan 10%
Greece	55,392	45,933	5.3%	-17% ↓	Afghanistan 35%, Egypt 14%, Syria 9%
Belgium	29,135	26,870	3.1%	-8% ↓	Palestine 19%, Afghanistan 11%, Eritrea 6%
Switzerland	25,007	21,990	2.5%	-12% ↓	Afghanistan 27%, Türkiye 22%, Eritrea 11%
Ireland	13,113	19,035	2.2%	45% ↑	Nigeria 23%, Jordan 9%, Pakistan 7%
Netherlands	24,586	18,261	2.1%	-26% ↓	Eritrea 12%, Türkiye 9%, Somalia 8%
Austria	31,692	17,469	2.0%	-45% ↓	Afghanistan 31%, Syria 23%, Türkiye 11%
Cyprus	13,242	8,591	1.0%	-35% ↓	Syria 38%, Congo (DR) 17%, Nigeria 7%
Sweden	12,825	8,441	1.0%	-34% ↓	Afghanistan 10%, Syria 9%, Iran 8%
Poland	8,580	7,591	0.9%	-12% ↓	Ukraine 58%, Belarus 24%, Russia 6%
Bulgaria	8,090	4,606	0.5%	-43% ↓	Syria 54%, Morocco 20%, Iraq 9%
Finland	2,172	3,812	0.4%	76% ↑	Somalia 18%, Russia 16%, Afghanistan 11%
Norway	2,622	2,133	0.2%	-19% ↓	Ukraine 28%, Türkiye 10%, Afghanistan 8%
Luxembourg	1,484	1,090	0.1%	-27% ↓	Eritrea 35%, Venezuela 11%, Afghanistan 10%
Romania	1,822	994	0.1%	-45% ↓	Syria 28%, Palestine 18%, Sudan 9%
Czechia	1,217	929	0.1%	-24% ↓	Viet Nam 17%, Ukraine 10%, Russia 10%
Denmark	1,110	878	0.1%	-21% ↓	Eritrea 22%, Russia 8%, Afghanistan 8%
Estonia	1,381	803	0.1%	-42% ↓	Ukraine 91%, Russia 4%, Belarus 1%
Latvia	670	507	0.1%	-24% ↓	Tajikistan 22%, Afghanistan 16%, Russia 7%
Portugal	641	488	0.1%	-24% ↓	Afghanistan 42%, Syria 8%, China 7%
Malta	471	394	0.0%	-16% ↓	Syria 17%, Ukraine 16%, Colombia 7%
Lithuania	380	307	0.0%	-19% ↓	Belarus 41%, Russia 17%, Ukraine 9%
Croatia	312	295	0.0%	-5% ↓	Russia 18%, Türkiye 12%, Egypt 9%
Slovenia	410	230	0.0%	-44% ↓	Morocco 32%, Ukraine 15%, Algeria 13%
Slovakia	124	120	0.0%	-3% →	Afghanistan 20%, Belarus 18%, Ukraine 14%
Hungary	24	52	0.0%	117% ↑	Unknown 21%, Russia 10%, Nigeria 10%
EU+	800,601	874,416	100.0%	9%	Afghanistan 15%, Türkiye 8%, Venezuela 7%

Type of applicant	2024	2025	Share in EU+	Change from 2024	Top 3 countries of origin
First time applicant	606,396	597,825	68.4%	-1% →	Afghanistan 15%, Türkiye 11%, Bangladesh 7%
Relocated applicant	2,154	2,010	0.2%	-7% ↓	Afghanistan 29%, Sudan 16%, Eritrea 12%
Repeated applicant	82,255	121,449	13.9%	48% ↑	Afghanistan 35%, Türkiye 6%, Haiti 6%
Unknown	109,796	153,132	17.5%	39% ↑	Venezuela 36%, Colombia 20%, Peru 8%

Type of decision	2024	2025	Share in EU+	Change from 2024	Top 3 countries of origin
Negative	397,182	540,311	61.8%	36% ↑	Türkiye 11%, Bangladesh 7%, Colombia 7%
Refugee status	174,936	173,481	19.8%	-1% →	Afghanistan 51%, Türkiye 5%, Eritrea 4%
National form of protection	67,570	84,165	9.6%	25% ↑	Venezuela 65%, Afghanistan 8%, Bangladesh 3%
Subsidiary protection	160,913	76,459	8.7%	-52% ↓	Ukraine 21%, Mali 14%, Haiti 12%

Countries of origin	2024	2025	Share in EU+	Change from 2024	Recognition rate
Afghanistan	94,309	135,022	15.4%	43% ↑	Refugee status 65%, Negative 27%, National form of protection 5%
Türkiye	58,272	71,453	8.2%	23% ↑	Negative 86%, Refugee status 12%, National form of protection 1%
Venezuela	38,426	61,384	7.0%	60% ↑	National form of protection 89%, Negative 8%, Subsidiary protection 1%
Bangladesh	26,419	43,523	5.0%	65% ↑	Negative 91%, National form of protection 7%, Refugee status 2%
Colombia	27,546	38,989	4.5%	42% ↑	Negative 93%, Refugee status 4%, National form of protection 2%
Syria	148,012	38,407	4.4%	-74% ↓	Negative 72%, Subsidiary protection 16%, Refugee status 12%
Ukraine	17,865	23,907	2.7%	34% ↑	Subsidiary protection 68%, Negative 30%, Refugee status 2%
Egypt	15,690	23,225	2.7%	48% ↑	Negative 90%, National form of protection 7%, Refugee status 2%
Pakistan	18,754	21,151	2.4%	13% ↑	Negative 78%, National form of protection 10%, Refugee status 6%
Somalia	16,529	21,100	2.4%	28% ↑	Negative 38%, Refugee status 32%, Subsidiary protection 17%
Guinea	12,921	20,301	2.3%	57% ↑	Negative 71%, Refugee status 24%, National form of protection 3%
Peru	8,849	19,184	2.2%	117% ↑	Negative 92%, National form of protection 6%, Refugee status 2%
Iraq	16,363	18,928	2.2%	16% ↑	Negative 76%, Refugee status 15%, National form of protection 5%
Nigeria	14,179	16,919	1.9%	19% ↑	Negative 84%, Refugee status 10%, National form of protection 5%
Congo (DR)	12,707	16,521	1.9%	30% ↑	Negative 82%, Refugee status 12%, Subsidiary protection 5%
Iran	11,194	16,076	1.8%	44% ↑	Negative 69%, Refugee status 27%, Subsidiary protection 2%
Russia	11,915	15,882	1.8%	33% ↑	Negative 81%, Refugee status 16%, Subsidiary protection 2%
Morocco	14,801	15,483	1.8%	5% →	Negative 92%, Refugee status 4%, National form of protection 4%
Mali	14,155	13,755	1.6%	-3% →	Subsidiary protection 75%, Negative 14%, Refugee status 8%
Eritrea	13,980	13,706	1.6%	-2% →	Refugee status 53%, Subsidiary protection 23%, Negative 22%
Others	207,715	229,500	26.2%	10% ↑	Not specified, Not specified, Not specified

**Notes:** Data on first instance decisions were available for all 29 EU+ countries. Data of a magnitude of 5 or lower are rounded to the nearest five units to ensure anonymisation. Thus, a 0 may not necessarily indicate a real zero value but could also represent a value of 1 or 2.

**Table A3. Number of decisions granting refugee status at first instance in EU+ countries by reporting country and main citizenships, 2024-2025**

Reporting country	2024	2025	Share in EU+	Change from 2024	Top 3 countries of origin
Germany	37,730	70,091	40.4%	86% ↑	Afghanistan 75%, Türkiye 6%, Somalia 4%
France	29,879	30,446	17.6%	2% →	Afghanistan 29%, Guinea 11%, China 7%
Greece	39,303	24,362	14.0%	-38% ↓	Afghanistan 64%, Sudan 8%, Syria 7%
Spain	6,355	7,753	4.5%	22% ↑	Nicaragua 19%, Colombia 17%, Afghanistan 9%
Belgium	13,823	7,649	4.4%	-45% ↓	Palestine 19%, Afghanistan 17%, Eritrea 15%
Switzerland	10,390	7,386	4.3%	-29% ↓	Afghanistan 39%, Türkiye 21%, Eritrea 19%
Austria	14,640	7,263	4.2%	-50% ↓	Afghanistan 58%, Syria 15%, Somalia 8%
Italy	6,040	6,022	3.5%	-0% →	Nigeria 11%, Afghanistan 9%, Côte d'Ivoire 8%
Netherlands	5,259	3,442	2.0%	-35% ↓	Türkiye 16%, Iran 12%, Pakistan 7%
Ireland	3,259	2,926	1.7%	-10% ↓	Somalia 23%, Afghanistan 11%, Palestine 10%
Finland	1,122	1,700	1.0%	52% ↑	Somalia 23%, Afghanistan 19%, Russia 9%
Sweden	1,787	1,217	0.7%	-32% ↓	Afghanistan 20%, Eritrea 15%, Syria 10%
Luxembourg	733	560	0.3%	-24% ↓	Eritrea 65%, Afghanistan 14%, Sudan 6%
Norway	1,289	485	0.3%	-62% ↓	Türkiye 26%, Eritrea 21%, Russia 7%
Cyprus	1,317	470	0.3%	-64% ↓	Palestine 23%, Iraq 16%, Afghanistan 12%
Poland	592	311	0.2%	-47% ↓	Belarus 47%, Russia 18%, Afghanistan 7%
Romania	225	306	0.2%	36% ↑	Palestine 51%, Syria 25%, Afghanistan 5%
Denmark	461	299	0.2%	-35% ↓	Eritrea 55%, Afghanistan 18%, Türkiye 9%
Portugal	7	288	0.2%	4014% ↑	Afghanistan 71%, Syria 13%, Eritrea 5%
Lithuania	163	131	0.1%	-20% ↓	Belarus 69%, Russia 15%, Afghanistan 5%
Malta	50	73	0.0%	46% ↑	Syria 26%, Palestine 15%, Nigeria 15%
Czechia	54	70	0.0%	30% ↑	Myanmar/Burma 31%, Russia 20%, Venezuela 13%
Bulgaria	56	63	0.0%	13% ↑	Syria 68%, Russia 8%, Stateless 8%
Latvia	109	50	0.0%	-54% ↓	Belarus 38%, Russia 30%, Afghanistan 24%
Slovenia	151	35	0.0%	-77% ↓	Palestine 31%, Burundi 20%, Russia 11%
Slovakia	39	29	0.0%	-26% ↓	Belarus 62%, Afghanistan 24%, Russia 10%
Estonia	34	26	0.0%	-24% ↓	Russia 46%, Belarus 31%, Türkiye 12%
Hungary	8	15	0.0%	88% ↑	Russia 27%, Unknown 20%, Myanmar/Burma 13%
Croatia	61	13	0.0%	-79% ↓	Nigeria 23%, Syria 15%, Cameroon 8%
EU+	174,936	173,481	100.0%	-1%	Afghanistan 51%, Türkiye 5%, Eritrea 4%

Type of applicant	2024	2025	Share in EU+	Change from 2024	Top 3 countries of origin
First time applicant	155,927	121,788	70.2%	-22% ↓	Afghanistan 43%, Türkiye 7%, Eritrea 5%
Relocated applicant	877	555	0.3%	-37% ↓	Afghanistan 63%, Eritrea 15%, Somalia 6%
Repeated applicant	10,404	42,867	24.7%	312% ↑	Afghanistan 80%, Guinea 3%, Congo (DR) 2%
Unknown	7,728	8,271	4.8%	7% ↑	Nicaragua 18%, Colombia 16%, Afghanistan 9%

Countries of origin	2024	2025	Share in EU+	Change from 2024	Top 3 reporting countries
Afghanistan	50,776	87,923	50.7%	73% ↑	Germany 59%, Greece 18%, France 10%
Türkiye	9,528	8,927	5.1%	-6% ↓	Germany 49%, Switzerland 17%, France 12%
Eritrea	9,235	7,327	4.2%	-21% ↓	Germany 28%, Switzerland 19%, Belgium 16%
Somalia	5,777	6,779	3.9%	17% ↑	Germany 42%, Greece 10%, Ireland 10%
Guinea	3,145	4,888	2.8%	55% ↑	France 69%, Germany 17%, Belgium 5%
Syria	41,439	4,449	2.6%	-89% ↓	Greece 37%, Austria 25%, France 11%
Iran	4,122	4,369	2.5%	6% ↑	Germany 54%, Netherlands 9%, France 8%
Palestine	7,332	4,200	2.4%	-43% ↓	Belgium 34%, Greece 25%, Spain 8%
Sudan	2,060	3,442	2.0%	67% ↑	Greece 56%, France 21%, Germany 5%
China	2,341	3,101	1.8%	32% ↑	France 73%, Germany 7%, Netherlands 6%
Iraq	3,879	2,755	1.6%	-29% ↓	Germany 56%, Greece 17%, Italy 5%
Côte d'Ivoire	2,402	2,731	1.6%	14% ↑	France 75%, Italy 17%, Spain 4%
Russia	2,427	2,547	1.5%	5% →	France 28%, Spain 14%, Germany 14%
Congo (DR)	2,273	1,922	1.1%	-15% ↓	France 75%, Belgium 9%, Switzerland 2%
Nigeria	1,541	1,629	0.9%	6% ↑	Italy 41%, France 19%, Ireland 16%
Colombia	986	1,613	0.9%	64% ↑	Spain 80%, Italy 6%, France 5%
Nicaragua	1,298	1,613	0.9%	24% ↑	Spain 93%, Ireland 2%, Finland 1%
Pakistan	1,170	1,335	0.8%	14% ↑	Italy 29%, Netherlands 19%, Germany 16%
Stateless	2,138	1,267	0.7%	-41% ↓	Greece 48%, Austria 16%, France 15%
Cameroon	1,158	1,151	0.7%	-1% →	France 33%, Italy 22%, Germany 14%
Others	19,909	19,513	11.2%	-2% →	Not specified, Not specified, Not specified

**Notes:** Data on asylum applications were available for all 29 EU+ countries. Data of a magnitude of 5 or lower are rounded to the nearest five units to ensure anonymisation. Thus, a 0 may not necessarily indicate a real zero value but could also represent a value of 1 or 2.

**Table A4. Number of decisions granting subsidiary protection at first instance in EU+ countries by reporting country and main citizenships, 2024-2025**

Reporting country	2024	2025	Share in EU+	Change from 2024	Top 3 countries of origin
France	22,153	30,019	39.3%	36% ↑	Ukraine 43%, Haiti 31%, Sudan 5%
Italy	10,372	11,431	15.0%	10% ↑	Burkina Faso 35%, Mali 22%, Pakistan 9%
Spain	11,453	9,665	12.6%	-16% ↓	Mali 80%, Palestine 8%, Somalia 4%
Germany	75,026	5,123	6.7%	-93% ↓	Sudan 15%, Eritrea 15%, Somalia 9%
Switzerland	6,060	4,582	6.0%	-24% ↓	Afghanistan 41%, Somalia 12%, Eritrea 10%
Poland	6,425	3,364	4.4%	-48% ↓	Belarus 47%, Ukraine 45%, Ethiopia 2%
Netherlands	9,905	2,922	3.8%	-70% ↓	Eritrea 59%, Somalia 14%, Sudan 9%
Austria	7,438	2,876	3.8%	-61% ↓	Syria 67%, Somalia 13%, Afghanistan 9%
Greece	296	2,385	3.1%	706% ↑	Syria 72%, Sudan 13%, Yemen 5%
Bulgaria	4,894	919	1.2%	-81% ↓	Syria 94%, Afghanistan 2%, Stateless 1%
Estonia	1,294	719	0.9%	-44% ↓	Ukraine 100%, Myanmar/Burma 0%
Belgium	512	562	0.7%	10% ↑	Yemen 52%, Eritrea 20%, Sudan 5%
Sweden	979	393	0.5%	-60% ↓	Palestine 30%, Syria 27%, Sudan 10%
Ireland	288	377	0.5%	31% ↑	Ukraine 27%, Somalia 20%, Sudan 11%
Romania	441	263	0.3%	-40% ↓	Syria 48%, Sudan 25%, Palestine 9%
Cyprus	2,467	207	0.3%	-92% ↓	Somalia 29%, Ukraine 24%, Syria 19%
Finland	88	159	0.2%	81% ↑	Yemen 50%, Somalia 22%, Colombia 6%
Czechia	149	127	0.2%	-15% ↓	Ukraine 68%, Russia 9%, Yemen 6%
Latvia	87	98	0.1%	13% ↑	Afghanistan 69%, Syria 10%, Eritrea 6%
Norway	131	82	0.1%	-37% ↓	Afghanistan 41%, Sudan 17%, Eritrea 13%
Malta	140	61	0.1%	-56% ↓	Syria 52%, Ukraine 13%, Palestine 11%
Slovenia	31	35	0.0%	13% ↑	Ukraine 97%, Syria 3%
Slovakia	22	27	0.0%	23% ↑	Ukraine 44%, Afghanistan 26%, Syria 19%
Denmark	18	25	0.0%	39% ↑	Eritrea 68%, Iran 16%, Iraq 4%
Hungary	6	19	0.0%	217% ↑	Unknown 42%, Syria 16%, Uganda 11%
Luxembourg	221	15	0.0%	-93% ↓	Syria 73%, Ukraine 13%, Yemen 13%
Lithuania	12	0	0.0%	-83% ↓	Russia 50%, Sudan 50%
Croatia	5	0	0.0%	-75% ↓	Syria 100%
Portugal	0	0	0.0%	0% →	Eritrea 100%
EU+	160,913	76,459	100.0%	-52%	Ukraine 21%, Mali 14%, Haiti 12%

Type of applicant	2024	2025	Share in EU+	Change from 2024	Top 3 countries of origin
First time applicant	135,422	56,097	73.4%	-59% ↓	Ukraine 28%, Syria 9%, Burkina Faso 7%
Relocated applicant	489	312	0.4%	-36% ↓	Sudan 53%, Syria 31%, Iraq 5%
Repeated applicant	6,188	9,384	12.3%	52% ↑	Haiti 63%, Ukraine 5%, Somalia 4%
Unknown	18,814	10,666	13.9%	-43% ↓	Mali 72%, Syria 8%, Palestine 7%

Country of origin	2024	2025	Share in EU+	Change from 2024	Top 3 reporting countries
Ukraine	13,162	16,372	21.4%	24% ↑	France 79%, Poland 9%, Italy 5%
Mali	11,197	10,351	13.5%	-8% ↓	Spain 74%, Italy 24%, France 1%
Haiti	7,200	9,354	12.2%	30% ↑	France 99%, Spain 0%, Greece 0%
Syria	92,097	6,271	8.2%	-93% ↓	Austria 31%, Greece 28%, Bulgaria 14%
Burkina Faso	3,634	4,406	5.8%	21% ↑	Italy 91%, Spain 7%, France 1%
Afghanistan	8,435	4,151	5.4%	-51% ↓	Switzerland 45%, Italy 21%, France 12%
Somalia	4,065	3,538	4.6%	-13% ↓	France 25%, Switzerland 16%, Germany 13%
Sudan	2,661	3,483	4.6%	31% ↑	France 47%, Germany 22%, Greece 9%
Eritrea	2,045	3,113	4.1%	52% ↑	Netherlands 56%, Germany 24%, Switzerland 14%
Belarus	2,307	1,592	2.1%	-31% ↓	Poland 100%, Italy 0%, Czechia 0%
Palestine	792	1,182	1.5%	49% ↑	Spain 62%, Germany 22%, Sweden 10%
Pakistan	955	1,174	1.5%	23% ↑	Italy 92%, France 4%, Switzerland 1%
Yemen	1,440	1,102	1.4%	-23% ↓	Germany 29%, Belgium 26%, Greece 11%
Iraq	1,192	864	1.1%	-28% ↓	Germany 32%, Italy 31%, Switzerland 15%
Congo (DR)	921	827	1.1%	-10% ↓	France 68%, Switzerland 18%, Belgium 3%
Venezuela	700	820	1.1%	17% ↑	Italy 79%, France 9%, Germany 4%
Türkiye	666	595	0.8%	-11% ↓	Germany 40%, France 32%, Switzerland 20%
Ethiopia	224	482	0.6%	115% ↑	Switzerland 55%, Poland 14%, Germany 10%
Guinea	321	474	0.6%	48% ↑	France 50%, Germany 35%, Switzerland 9%
Unknown	742	443	0.6%	-40% ↓	Germany 59%, Netherlands 32%, Italy 3%
Others	6,157	5,865	7.7%	-5% →	Not specified, Not specified, Not specified

**Notes:** Data on asylum applications were available for all 29 EU+ countries. Data of a magnitude of 5 or lower are rounded to the nearest five units to ensure anonymisation. Thus, a 0 may not necessarily indicate a real zero value but could also represent a value of 1 or 2.

**Table A5. Pending cases at the end of the year in EU+ countries by reporting country and main citizenships, 2024-2025**

Reporting country	2024	2025	Share in EU+	Change from 2024	Top 3 countries of origin
Italy	227,127	257,482	29.9%	13% ↑	Bangladesh 15%, Peru 12%, Pakistan 10%
Spain	251,540	233,247	27.0%	-7% ↓	Venezuela 49%, Colombia 26%, Peru 5%
Germany	212,656	101,606	11.8%	-52% ↓	Syria 48%, Afghanistan 21%, Türkiye 6%
France	66,196	55,252	6.4%	-17% ↓	Congo (DR) 11%, Haiti 9%, Afghanistan 7%
Netherlands	46,855	49,683	5.8%	6% ↑	Syria 35%, Eritrea 8%, Iraq 7%
Belgium	43,093	44,502	5.2%	3% →	Syria 13%, Türkiye 9%, Palestine 8%
Greece	26,623	28,317	3.3%	6% ↑	Sudan 22%, Egypt 17%, Afghanistan 9%
Cyprus	20,652	15,921	1.8%	-23% ↓	Syria 72%, Afghanistan 6%, Congo (DR) 4%
Ireland	22,548	15,314	1.8%	-32% ↓	Nigeria 15%, Pakistan 14%, Somalia 12%
Poland	10,325	12,734	1.5%	23% ↑	Ukraine 35%, Russia 22%, Belarus 22%
Austria	13,093	10,126	1.2%	-23% ↓	Syria 58%, Afghanistan 12%, Türkiye 4%
Switzerland	11,921	9,487	1.1%	-20% ↓	Afghanistan 17%, Türkiye 16%, Somalia 11%
Portugal	4,510	8,730	1.0%	94% ↑	The Gambia 10%, Angola 8%, Colombia 7%
Norway	5,282	5,128	0.6%	-3% →	Syria 50%, Ukraine 10%, Eritrea 7%
Sweden	4,050	3,221	0.4%	-20% ↓	Syria 20%, Afghanistan 10%, Iran 10%
Luxembourg	3,199	2,673	0.3%	-16% ↓	Syria 20%, Eritrea 20%, Venezuela 7%
Denmark	2,155	2,190	0.3%	2% →	Ukraine 26%, Syria 18%, Eritrea 11%
Finland	4,228	1,779	0.2%	-58% ↓	Syria 9%, Somalia 8%, Iraq 7%
Bulgaria	6,051	1,632	0.2%	-73% ↓	Syria 38%, Afghanistan 30%, Iran 6%
Slovenia	850	752	0.1%	-12% ↓	Morocco 31%, Ukraine 18%, Algeria 7%
Czechia	689	627	0.1%	-9% ↓	Ukraine 20%, Russia 19%, Viet Nam 6%
Latvia	221	559	0.1%	153% ↑	Afghanistan 18%, Somalia 14%, Sudan 8%
Croatia	1,120	506	0.1%	-55% ↓	Russia 22%, Syria 16%, Türkiye 9%
Malta	507	411	0.0%	-19% ↓	Syria 34%, Sudan 11%, Colombia 9%
Estonia	148	292	0.0%	97% ↑	Ukraine 82%, Russia 3%, Belarus 3%
Lithuania	219	162	0.0%	-26% ↓	Belarus 26%, Somalia 9%, Pakistan 8%
Romania	166	101	0.0%	-39% ↓	Syria 30%, Afghanistan 15%, Iraq 12%
Hungary	16	50	0.0%	213% ↑	Iran 16%, Russia 10%, Syria 10%
Slovakia	48	38	0.0%	-21% ↓	Ukraine 21%, Belarus 13%, Russia 11%
EU+	986,088	862,522	100.0%	-13%	Venezuela 14%, Syria 12%, Colombia 8%

Type of applicant	2024	2025	Share in EU+	Change from 2024	Top 3 countries of origin
First time applicant	693,173	587,120	68.1%	-15% ↓	Syria 16%, Bangladesh 7%, Peru 5%
Relocated applicant	1,529	789	0.1%	-48% ↓	Syria 34%, Afghanistan 15%, Somalia 8%
Repeated applicant	32,887	38,945	4.5%	18% ↑	Afghanistan 26%, Russia 8%, Syria 6%
Unknown	258,499	235,668	27.3%	-9% ↓	Venezuela 48%, Colombia 26%, Peru 5%

Duration of pending	2024	2025	Share in EU+	Change from 2024	Top 3 countries of origin
More than 6 months	643,244	601,193	69.7%	-7% ↓	Syria 14%, Venezuela 14%, Colombia 11%
Less than 6 months	336,351	258,942	30.0%	-23% ↓	Venezuela 14%, Afghanistan 10%, Syria 5%
Unknown	6,493	2,387	0.3%	-63% ↓	Syria 26%, Afghanistan 26%, Iran 4%

Country of origin	2024	2025	Share in EU+	Change from 2024	Top 3 reporting countries
Venezuela	92,859	120,079	13.9%	29% ↑	Spain 94%, Italy 4%, Belgium 0%
Syria	108,642	99,594	11.5%	-8% ↓	Germany 48%, Netherlands 18%, Cyprus 12%
Colombia	97,625	70,352	8.2%	-28% ↓	Spain 86%, Italy 9%, Netherlands 1%
Afghanistan	61,551	43,476	5.0%	-29% ↓	Germany 49%, Italy 9%, France 9%
Peru	44,884	42,968	5.0%	-4% →	Italy 74%, Spain 25%, Belgium 0%
Bangladesh	47,809	41,692	4.8%	-13% ↓	Italy 90%, France 4%, Ireland 3%
Egypt	32,586	32,574	3.8%	-0% →	Italy 77%, Greece 15%, Spain 2%
Pakistan	33,537	31,963	3.7%	-5% →	Italy 81%, Ireland 7%, Netherlands 3%
Türkiye	66,173	22,947	2.7%	-65% ↓	Germany 28%, Belgium 18%, Netherlands 13%
Eritrea	18,757	22,742	2.6%	21% ↑	Italy 56%, Netherlands 16%, Belgium 9%
Morocco	14,964	15,619	1.8%	4% →	Italy 78%, Spain 9%, Belgium 3%
Ukraine	17,658	14,867	1.7%	-16% ↓	Poland 30%, France 23%, Italy 18%
Somalia	17,784	14,072	1.6%	-21% ↓	Germany 21%, Netherlands 16%, Ireland 13%
India	8,443	13,928	1.6%	65% ↑	Italy 92%, Portugal 2%, Germany 2%
Mali	7,994	13,821	1.6%	73% ↑	Spain 72%, Italy 18%, France 7%
Guinea	18,351	13,049	1.5%	-29% ↓	France 30%, Italy 22%, Belgium 19%
Sudan	7,702	12,400	1.4%	61% ↑	Greece 50%, France 21%, Netherlands 10%
Iraq	18,493	12,033	1.4%	-35% ↓	Netherlands 27%, Germany 21%, Italy 19%
Nigeria	15,536	11,640	1.3%	-25% ↓	Italy 43%, Ireland 20%, Netherlands 11%
Georgia	10,023	11,577	1.3%	16% ↑	Italy 68%, France 11%, Belgium 5%
Others	244,717	201,129	23.3%	-18% ↓	Not specified, Not specified, Not specified

**Notes:** The pending cases indicator is a stock measure, so the data reflect the situation as of December 2025. Data on pending cases were missing for Portugal (October and November 2025). Data of a magnitude of 5 or lower are rounded to the nearest five units to ensure anonymisation. Thus, a 0 may not necessarily indicate a real zero value but could also represent a value of 1 or 2.

**Table A6. Withdrawn applications in EU+ countries by reporting country and main citizenships, 2024-2025**

Reporting country	2024	2025	Share in EU+	Change from 2024	Top 3 countries of origin
Germany	19,055	20,202	20.1%	6% ↑	Türkiye 26%, Syria 18%, Afghanistan 7%
Spain	5,649	16,344	16.3%	189% ↑	Colombia 50%, Peru 15%, Cuba 7%
Greece	20,900	13,986	13.9%	-33% ↓	Syria 28%, Egypt 19%, Türkiye 15%
Croatia	8,298	13,650	13.6%	64% ↑	Russia 23%, Syria 21%, Türkiye 21%
Belgium	4,244	5,964	5.9%	41% ↑	Palestine 20%, Syria 7%, Afghanistan 7%
Netherlands	4,381	4,117	4.1%	-6% ↓	Syria 12%, Algeria 9%, Yemen 8%
Switzerland	3,994	3,809	3.8%	-5% →	Algeria 29%, Morocco 14%, Türkiye 8%
Cyprus	3,030	3,712	3.7%	23% ↑	Syria 80%, Congo (DR) 4%, Türkiye 2%
Poland	3,418	2,919	2.9%	-15% ↓	Ukraine 34%, Belarus 6%, Ethiopia 6%
Bulgaria	7,442	2,658	2.6%	-64% ↓	Afghanistan 43%, Syria 38%, Egypt 7%
Slovenia	3,215	2,464	2.5%	-23% ↓	Morocco 59%, Egypt 12%, Algeria 8%
Austria	3,320	1,942	1.9%	-42% ↓	Afghanistan 24%, Syria 23%, Türkiye 12%
France	1,129	1,260	1.3%	12% ↑	Ukraine 17%, Kosovo 8%, Georgia 6%
Norway	998	1,165	1.2%	17% ↑	Ukraine 77%, Colombia 2%, Syria 2%
Portugal	818	875	0.9%	7% ↑	Colombia 15%, China 13%, Angola 12%
Sweden	930	797	0.8%	-14% ↓	Syria 9%, Ukraine 8%, Bangladesh 6%
Italy	10,003	697	0.7%	-93% ↓	Bangladesh 12%, Morocco 8%, Egypt 7%
Latvia	716	625	0.6%	-13% ↓	Somalia 27%, Ethiopia 11%, Algeria 11%
Denmark	585	619	0.6%	6% ↑	Stateless 16%, Syria 9%, Ukraine 7%
Romania	1,282	604	0.6%	-53% ↓	Iraq 56%, Syria 14%, Afghanistan 11%
Ireland	552	525	0.5%	-5% →	Jordan 21%, Ukraine 11%, Palestine 9%
Finland	1,016	523	0.5%	-49% ↓	Syria 15%, Iraq 10%, Ukraine 9%
Czechia	281	260	0.3%	-7% ↓	Viet Nam 15%, Ukraine 12%, Russia 8%
Luxembourg	139	251	0.3%	81% ↑	Eritrea 15%, Syria 12%, Afghanistan 7%
Malta	476	175	0.2%	-63% ↓	Syria 14%, Ukraine 10%, Sudan 8%
Lithuania	105	118	0.1%	12% ↑	Somalia 24%, Iraq 19%, Belarus 8%
Estonia	74	51	0.1%	-31% ↓	Ukraine 61%, Russia 6%, Israel 6%
Slovakia	55	48	0.0%	-13% ↓	Ukraine 40%, Türkiye 6%, Azerbaijan 6%
Hungary	0	19	0.0%	n.a.	Syria 37%, Iran 16%, Georgia 11%
EU+	106,105	100,379	100.0%	-5%	Syria 16%, Türkiye 12%, Colombia 9%

Type of withdrawal	2024	2025	Share in EU+	Change from 2024	Top 3 countries of origin
Implicit	88,118	80,164	79.9%	-9% ↓	Syria 14%, Türkiye 12%, Colombia 10%
Explicit	16,701	19,908	19.8%	19% ↑	Syria 26%, Türkiye 11%, Ukraine 10%
Unknown	1,286	307	0.3%	-76% ↓	Iraq 72%, Syria 10%, Pakistan 5%

Outcome of withdrawal	2024	2025	Share in EU+	Change from 2024	Top 3 countries of origin
Discontinuation	94,822	94,018	93.7%	-1% →	Syria 14%, Türkiye 12%, Colombia 9%
Negative	10,001	5,755	5.7%	-42% ↓	Syria 49%, Palestine 8%, Türkiye 3%
Unknown	1,282	606	0.6%	-53% ↓	Iraq 56%, Syria 14%, Afghanistan 11%

Country of origin	2024	2025	Share in EU+	Change from 2024	Top 3 reporting countries
Syria	20,465	16,342	16.3%	-20% ↓	Greece 24%, Germany 22%, Cyprus 18%
Türkiye	14,411	11,599	11.6%	-20% ↓	Germany 46%, Croatia 24%, Greece 18%
Colombia	3,104	8,807	8.8%	184% ↑	Spain 92%, Belgium 2%, Portugal 1%
Afghanistan	6,448	6,117	6.1%	-5% ↓	Germany 24%, Croatia 21%, Bulgaria 19%
Russia	3,402	4,751	4.7%	40% ↑	Croatia 66%, Germany 18%, Poland 3%
Egypt	4,686	4,383	4.4%	-6% ↓	Greece 61%, Croatia 12%, Slovenia 7%
Morocco	5,316	3,795	3.8%	-29% ↓	Slovenia 38%, Spain 15%, Switzerland 14%
Ukraine	3,189	3,140	3.1%	-2% →	Poland 32%, Norway 29%, Germany 9%
Peru	850	2,794	2.8%	229% ↑	Spain 91%, Germany 2%, Belgium 2%
Iraq	3,261	2,754	2.7%	-16% ↓	Germany 24%, Greece 17%, Croatia 17%
Algeria	2,912	2,376	2.4%	-18% ↓	Switzerland 46%, Netherlands 16%, Germany 13%
Somalia	1,914	1,903	1.9%	-1% →	Greece 29%, Germany 23%, Latvia 9%
Palestine	903	1,770	1.8%	96% ↑	Belgium 66%, Croatia 12%, Greece 9%
Pakistan	3,120	1,750	1.7%	-44% ↓	Greece 40%, Croatia 15%, Spain 10%
Iran	1,754	1,490	1.5%	-15% ↓	Germany 32%, Greece 24%, Croatia 12%
Cuba	840	1,358	1.4%	62% ↑	Spain 86%, Croatia 8%, Germany 2%
Bangladesh	1,994	1,170	1.2%	-41% ↓	Greece 42%, Croatia 20%, Spain 8%
Georgia	1,627	1,026	1.0%	-37% ↓	Belgium 22%, Greece 19%, Switzerland 11%
Viet Nam	1,001	986	1.0%	-1% →	Germany 84%, Belgium 8%, Czechia 4%
Venezuela	805	982	1.0%	22% ↑	Spain 65%, Portugal 9%, Germany 7%
Others	24,103	21,086	21.0%	-13% ↓	Not specified, Not specified, Not specified

**Notes:** Data on withdrawn applications were missing for Spain (January 2024). However, the significant difference between withdrawn applications in 2024 and 2025 was caused by the entry into force of Royal Decree 1155/2024 on the rights and freedoms of foreigners in Spain and their social integration. Data of a magnitude of 5 or lower are rounded to the nearest five units to ensure anonymisation. Thus, a 0 may not necessarily indicate a real zero value but could also represent a value of 1 or 2.

**Table A7. Resettled persons in EU+ countries by reporting country and main citizenships, 2024-2025**

Reporting country	2024	2025	Share in EU+	Change from 2024	Top 3 countries of origin
France	2,371	3,057	27.9%	29% ↑	Sudan 17%, Syria 17%, Afghanistan 15%
Germany	5,665	2,227	20.4%	-61% ↓	Afghanistan 51%, South Sudan 12%, Syria 9%
Italy	1,650	915	8.4%	-45% ↓	Afghanistan 46%, Sudan 21%, Eritrea 12%
Sweden	906	894	8.2%	-1% →	Congo (DR) 75%, Afghanistan 11%, South Sudan 7%
Spain	740	859	7.8%	16% ↑	Nicaragua 54%, Syria 42%, Costa Rica 4%
Finland	808	729	6.7%	-10% ↓	Afghanistan 45%, Congo (DR) 17%, Syria 13%
Norway	1,435	656	6.0%	-54% ↓	Afghanistan 36%, Sudan 36%, Stateless 11%
Netherlands	761	541	4.9%	-29% ↓	Syria 40%, Congo (DR) 17%, Sudan 13%
Denmark	40	358	3.3%	795% ↑	Congo (DR) 56%, Afghanistan 44%
Ireland	199	290	2.7%	46% ↑	Syria 100%
Portugal	35	193	1.8%	451% ↑	Syria 29%, Afghanistan 29%, Sudan 20%
Romania	60	140	1.3%	133% ↑	Palestine 100%
Belgium	487	44	0.4%	-91% ↓	Sudan 80%, South Sudan 11%, Afghanistan 5%
Switzerland		40	0.4%	n.a.	Sudan 75%, South Sudan 25%
Austria		0	0.0%	n.a.	Not applicable
Bulgaria	11	0	0.0%	n.a.	Not applicable
Croatia		0	0.0%	n.a.	Not applicable
Cyprus		0	0.0%	n.a.	Not applicable
Estonia	0	0	0.0%	n.a.	Not applicable
Latvia	0	0	0.0%	n.a.	Not applicable
Lithuania		0	0.0%	n.a.	Not applicable
Luxembourg	0	0	0.0%	n.a.	Not applicable
Malta	0	0	0.0%	n.a.	Not applicable
Poland	0	0	0.0%	n.a.	Not applicable
Slovakia	0	0	0.0%	n.a.	Not applicable
Slovenia	27	0	0.0%	n.a.	Not applicable
Czechia				n.a.	Not applicable
Greece				n.a.	Not applicable
Hungary				n.a.	Not applicable
EU+	15,195	10,943	100.0%	-28%	Afghanistan 27%, Syria 16%, Congo (DR) 14%

Country of origin	2024	2025	Share in EU+	Change from 2024	Top 3 countries of departure
Afghanistan	2,575	2,941	26.9%	14% →	Pakistan 48%, Türkiye 29%, Iran 16%
Syria	6,056	1,757	16.1%	-71% ↓	Lebanon 41%, Türkiye 29%, Jordan 27%
Congo (DR)	2,032	1,552	14.2%	-24% ↓	Rwanda 42%, Uganda 22%, Kenya 17%
Sudan	1,291	1,428	13.0%	11% →	Egypt 30%, Libya 25%, Chad 15%
South Sudan	610	808	7.4%	32% →	Ethiopia 33%, Kenya 27%, Egypt 26%
Eritrea	709	541	4.9%	-24% ↓	Ethiopia 47%, Egypt 24%, Libya 16%
Nicaragua	213	462	4.2%	117% →	Costa Rica 100%
Central African Republic	545	443	4.0%	-19% ↓	Cameroon 59%, Chad 28%, Côte d'Ivoire 12%
Somalia	405	223	2.0%	-45% ↓	Kenya 59%, Ethiopia 22%, Libya 8%, Egypt 8%
Palestine	74	142	1.3%	92% →	Israel 99%, Jordan 1%
Burundi	98	91	0.8%	-7% ↓	Kenya 57%, Rwanda 24%, Uganda 15%
Ethiopia	128	84	0.8%	-34% ↓	Rwanda 50%, Egypt 23%, Libya 14%
Stateless	30	82	0.7%	173% →	Palestine 62%, Egypt 28%, Unknown 9%
Nigeria	88	78	0.7%	-11% ↓	Cameroon 87%, Libya 6%, Chad 5%
Iraq	55	47	0.4%	-15% ↓	Jordan 83%, Türkiye 11%, Lebanon 6%
Venezuela		45	0.4%	n.a.	Peru 100%
Myanmar/Burma	57	41	0.4%	-28% ↓	Malaysia 100%
Iran	5	38	0.3%	660% →	Unknown 55%, Türkiye 32%, Iran 8%
Costa Rica	13	33	0.3%	154% →	Costa Rica 100%
Yemen	56	19	0.2%	-66% ↓	Jordan 74%, Ethiopia 16%, Libya 11%
Others	155	88	0.8%	n.a.	Not applicable

Country of departure	2024	2025	Share in EU+	Change from 2024	Top 3 countries of origin
Pakistan	1,179	1,412	12.9%	20% ↑	Afghanistan 100%
Türkiye	3,883	1,386	12.7%	-64% ↓	Afghanistan 61%, Syria 37%, Iran 1%
Rwanda	1,098	981	9.0%	-11% ↓	Congo (DR) 66%, Sudan 18%, Eritrea 6%
Egypt	1,096	854	7.8%	-22% ↓	Sudan 50%, South Sudan 25%, Eritrea 15%
Lebanon	1,330	742	6.8%	-44% ↓	Syria 96%, Sudan 3%
Kenya	827	710	6.5%	-14% ↓	Congo (DR) 38%, South Sudan 31%, Somalia 19%
Ethiopia	333	645	5.9%	94% ↑	South Sudan 42%, Eritrea 40%, Sudan 11%
Jordan	1,455	537	4.9%	-63% ↓	Syria 87%, Iraq 7%, Yemen 3%
Libya	589	533	4.9%	-10% ↓	Sudan 66%, Eritrea 16%, South Sudan 4%
Costa Rica	226	496	4.5%	119% ↑	Nicaragua 93%, Costa Rica 7%
Iran	689	474	4.3%	-31% ↓	Afghanistan 99%, Iran 1%
Uganda	303	413	3.8%	36% ↑	Congo (DR) 84%, South Sudan 11%, Burundi 3%
Cameroon	301	397	3.6%	32% ↑	Central African Republic 66%, Sudan 17%, Nigeria 17%
Chad	434	339	3.1%	-22% ↓	Sudan 62%, Central African Republic 37%, Nigeria 1%
Unknown	11	339	3.1%	2982% ↑	Afghanistan 58%, Sudan 15%, Syria 11%
Tanzania	579	247	2.3%	-57% ↓	Congo (DR) 100%
Israel	67	141	1.3%	110% ↑	Palestine 99%, Eritrea 1%
Côte d'Ivoire		64	0.6%	n.a.	Central African Republic 86%, Togo 5%, Cameroon 5%
Palestine	6	51	0.5%	750% ↑	Stateless 100%
Malaysia	62	47	0.4%	-24% ↓	Myanmar/Burma 87%, China 6%, Sierra Leone 2%
Others	727	135	1.2%	-81% ↓	Not specified Not specified Not specified

**Notes:** Data on resettlement were missing for certain countries, as they do not currently participate in a resettlement programme: Austria (2024), Croatia (2024), Cyprus (2024), Czechia (2024-2025), Greece (2024-2025), Hungary (2024-2025) and Lithuania (2024). Data on resettlement were missing for Switzerland (2024). Data of a magnitude of 5 or lower are rounded to the nearest five units to ensure anonymisation. Thus, a 0 may not necessarily indicate a real zero value but could also represent a value of 1 or 2.

**Table A8. Recognition rate (RR) at first instance for selected citizenships (Top 30), 2024-2025**

Country of origin	2024		2025	
	Decisions	Recognition rate	Decisions	Recognition rate
Afghanistan	94,309	63%	135,022	68%
Türkiye	58,272	17%	71,453	13%
Venezuela	38,426	3%	61,384	2%
Bangladesh	26,419	4%	43,523	3%
Colombia	27,546	5%	38,989	5%
Syria	148,012	90%	38,407	28%
Ukraine	17,865	75%	23,907	70%
Egypt	15,690	4%	23,225	3%
Pakistan	18,754	11%	21,151	12%
Somalia	16,529	60%	21,100	49%
Guinea	12,921	27%	20,301	26%
Peru	8,849	4%	19,184	3%
Iraq	16,363	31%	18,928	19%
Nigeria	14,179	14%	16,919	11%
Congo (DR)	12,707	25%	16,521	17%
Iran	11,194	39%	16,076	29%
Russia	11,915	22%	15,882	18%
Morocco	14,801	4%	15,483	4%
Mali	14,155	84%	13,755	83%
Eritrea	13,980	81%	13,706	76%
Côte d'Ivoire	12,295	23%	13,192	24%
Georgia	16,166	4%	12,408	5%
Palestine	8,995	90%	11,059	49%
Senegal	5,941	9%	10,914	8%
Haiti	10,042	74%	10,722	89%
Sudan	6,393	74%	9,945	70%
Tunisia	10,388	4%	9,075	4%
Cameroon	6,859	23%	7,346	20%
Sri Lanka	5,304	16%	7,251	13%
Algeria	7,339	6%	6,641	6%
Others	117,993	n.a.	130,947	n.a.

**Notes:** Data on asylum applications were available for all 29 EU+ countries. Data of a magnitude of 5 or lower are rounded to the nearest five units to ensure anonymisation. Thus, a 0 may not necessarily indicate a real zero value but could also represent a value of 1 or 2.

# Asylum Report 2026

As the go-to source of information on international protection in Europe, the Asylum Report 2026 provides a comprehensive overview of key developments in asylum in 2025.

The European Union Agency for Asylum (EUAA) collates information on all aspects of the Common European Asylum System. To this end, the report outlines the main trends in policies, practices and legislation related to international protection and presents key indicators for the reference year 2025. Examples of case law are featured to interpret European and national laws in the context of the EU asylum *acquis*.

The Asylum Report 2026 draws on information from a wide range of sources – including perspectives from national authorities, EU institutions, international organisations, civil society organisations and academia – to include diverse perspectives. The report, covering 1 January to 31 December 2025, serves as a reference for the latest developments in international protection in Europe.



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